HANDBOOK ON INTEGRATING GENDER IN PEACEBUILDING AND STATEBUILDING

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INTRODUCTION

What is the purpose of the handbook?

This handbook has been developed to strengthen and support the policy and programming work of key state and non-state actors in fragile and conflict affected contexts (FCAS) involved in peacebuilding and statebuilding. It provides an easy-to-use reference manual and guidance on the *how to* of integrating gender issues into their peacebuilding and statebuilding work.

The key objectives of the handbook are to:
- Increase awareness of why integrating a gender perspective is important and how it can strengthen peacebuilding and statebuilding processes
- Synthesise existing evidence to enhance understanding of key issues, policies and principles relevant to gender, peacebuilding and statebuilding in FCAS
- Inform the development and implementation of more gender-sensitive policies around peacebuilding and statebuilding in FCAS
- Provide the tools needed to integrate gender in all stages of the project cycle from analysis through to programme design, monitoring and evaluation
- Document examples of good practice and effective programming to promote sharing and lessons learned

Who is this handbook for?

The handbook is intended for use by all stakeholders working in or on fragile and conflict-affected states. It is particularly relevant for stakeholders involved in programming in these contexts, from both a donor or host government perspective. Civil society actors can also use the handbook in their work. Researchers and policy-makers will find the sections on policy frameworks, case studies and recent evidence from the literature particularly useful. The tools and tip-sheets contained in the handbook should be applicable to diverse contexts, and it is hoped that stake-holders will use and adapt the material to build capacity and knowledge within their own organisations and institutions.

Content of the handbook

This handbook is structured into four sections with accompanying tip sheets along with two annexes that provide an overview of key policy frameworks and a comprehensive list of further resources to easily direct practitioners to additional reading and materials to deepen under-standing on key issues. In brief, the handbook covers the following:

1. **Gender, peacebuilding and statebuilding: Understanding the policy framework**
   Overview of the rationale for integrating gender into peacebuilding and statebuilding and brief analysis of the most relevant policy frameworks
2. **Gender-sensitive conflict analysis:** An overview of frameworks that could be used to ensure a gender-sensitive approach to conflict and political economy analysis.
3. **Gender-sensitive project design, implementation, monitoring and evaluation in FCAS:** Making the case for and providing step-by-step guidance on undertaking gender-sensitive data, monitoring and evaluation in peacebuilding and statebuilding contexts.
4. **Financing for gender-sensitive peacebuilding and statebuilding:** Overview of the current state of financing for gender-related activities in fragile and conflict-affected contexts and guidance on how gender budgeting and other strategies could be applied to leverage greater financial and technical resources for this work.

Each section also includes a number of tip-sheets that are short, practical and user-friendly summaries that support users in applying the concepts and tools outlined in the handbook. The handbook has been designed in a way that allows users to dip in and out of the sections that they are interested in or find more relevant, and the tip-sheets can be downloaded individually or as part of the complete handbook.

How to use the handbook?

- **As a reference guide:** Deepen understanding of key issues; synthesis of latest evidence and learning on these issues; overview of relevant policy context
- **As a practical tool:** For providing guidance in all stages of project cycle; tip sheets and how to guides in carrying out analysis, design, monitoring and evaluation to ensure gender-sensitive PBSB
- **As a training and capacity-building resource:** Provide the knowledge and tools needed to increase understanding and awareness of these issues as well as build the skills needed to apply it

ACRONYMS

AGE	Advisory Group of Experts (for the 2015 review of the United Nations Peacebuilding Architecture)
AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CAR	Central African Republic
CSOs	Civil Society Organisations
CSPPS	Civil Society Platform for Peacebuilding and Statebuilding
DHS	Demographic and Health Surveys
DNH	Do No Harm
FAs	Fragility assessments
FCAS	Fragile and conflict affected situations
FGM/C	Female Genital Mutilation/Cutting
FOCUS	Principles guiding country-led pathways out of fragility
GAI	Global Acceleration Instrument for Women, Peace and Security and Humanitarian Actions
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GGGI	Global Gender Gap Index
GII	Gender Inequality Index
GRB	Gender-responsive budgeting
g7+	Grouping of fragile states
HIPPO	High-level Independent Panel on Peace Operations
IDPS	International Dialogue on Peacebuilding and Statebuilding
INCAF	International Network on Conflict and Fragility
LAPs	Local Action Plans
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
NAPs	National Action Plans
NATO	North Atlantic Treaty Organisation
New Deal	New deal for engagement in fragile states
NGOs	Non-Governmental Organisation
NWMs	National women's machineries
OECD-DAC	OECD Development Assistance Committee
OSCE	Organization for Security and Co-operation in Europe
7PAP	7-point action plan
PBC	Peacebuilding Commission
PBSO	Peacebuilding Support Office
PEA	Political Economy Analysis
PSGs	Peacebuilding and Statebuilding Goals
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender-Based Violence
SIGI	Social Institutions and Gender Index
ToC	Theories of change
TRUST	Principles guiding country-led pathways out of fragility
UN	United Nations
UNDAFs	UN Development Assistance Frameworks
UNSCR	United Nations Security Council Resolution
WPS	Women, peace and security

1. GENDER, PEACE STATEBUILDING: UNDERSTANDING THE POLICY FRAMEWORK

1.1 Why it matters: Making the case for integrating gender into peacebuilding and statebuilding

Over the past two decades there has been increasing acknowledgement of the different ways that violent conflict and building peace impact on men and women, as well as a growing understanding of the roles, identities and relationships that influence how they are engaged in and influence these processes. Nevertheless, there is a general lack of understanding of exactly *why* integrating a gender perspective matters. Setting out a clear rationale, practical actions and concrete measures to be taken will help to ensure that opportunities to strengthen peacebuilding and statebuilding will not be missed.

Integrating gender into peacebuilding and statebuilding processes matters in four key ways. ways. Firstly, **gender equality and women's human rights are important goals in their own right**, as most recently articulated in Goal 5 of the Sustainable Development Goals (SDGs).[1] Peacebuilding and statebuilding processes are opportunities to support and advance women's rights and gender equality, particularly given the fluid nature of post-conflict spaces and the possibilities they present to renegotiate and reshape gender and power relations. Following from this, SDG Goal 16 on promoting peaceful and inclusive societies has particularly strong links with SDG 5.

Secondly, there is an instrumental value in integrating gender into peacebuilding and statebuilding attested to by a **growing body of evidence that peacebuilding and statebuilding interventions may be more effective if they are gender-sensitive or linked to promoting gender equality**. While there is no clear consensus on the relationship between peacebuilding, statebuilding and gender equality, recent evidence provides specific examples of how they can mutually strengthen each other and how gender equality contributes to building sustainable peace and inclusive and accountable state institutions. The following examples illustrate how one aspect of a gender-sensitive approach – the participation of women – can have a positive impact on these processes:[2]

- Political inclusion: Statistical and case study analysis suggest that where women are actively involved in peace negotiations, agreements are significantly more likely to be reached and implemented.[3]
- Security sector reform: The participation of women can create a more trusted and legitimate security apparatus by bringing in a diversity of skills and competencies.[4]
- Women's economic empowerment: Cross-country analysis has found that conflict-affected communities that experienced the most rapid economic recovery and poverty reduction were those that had greater numbers of women reporting higher level of empowerment.[5]
- Basic services and infrastructure: Targeting women as beneficiaries of infrastructure development initiatives, cash transfers and subsidized goods and services enhances the overall effectiveness of these interventions, can reduce gendered poverty and facilitate social and economic cohesion.[6]

Thirdly, **gender-sensitivity enhances accountability, inclusion and legitimacy**, which are key underlying principles of peacebuilding and statebuilding. If all women, girls, men and boys are given space to engage and are empowered to participate, then it is more likely that these processes will address a broader range of issues and be better designed and targeted to meet the needs of all members of society. Women's organisations have also been shown to play a vital watchdog role in monitoring government actions and holding leaders to account for their actions across a range of sectors, as well as supporting peace and being important agents for change at the community level.

Finally, applying a gender perspective **brings an important analytical dimension to peacebuilding and statebuilding processes**. It can help to highlight and target structural and power inequalities that would otherwise remain invisible, particularly the impact of conflict and

violence on gender roles and relations. An analysis of conflict that is informed by gender can also contribute to a more nuanced understanding of the different needs, vulnerabilities, capacities and opportunities of men, women, boys and girls in conflict-affected contexts (see section 2 of this Handbook for more details on gender-sensitive conflict analysis).

Box 1. What a gender perspective on statebuilding and peacebuilding looks like

- Heightened levels of sexual and gender-based violence restrict women's mobility and have negative impacts on their health, welfare and economic and political opportunities
- Violent conflict can reinforce a culture of violent masculinity and can increase sexual violence against men and boys making them vulnerable to stigma and exclusion
- In FCAS, violence can lead to increased recruitment of men into fighting forces as well as increased overall homicide rates for men and boys
- Displacement of the civilian population can erode social cohesion and destroy the different social networks that many men and women rely on to help them cope with and adapt to the consequences of violent conflict
- Women and girls also often have to take on new economic roles during and in the aftermath of conflict, but these are frequently poorly paid and in the informal sector offering little in the way of sustainable economic empowerment opportunities
- The ongoing exclusion of women from peace negotiations and settlements and post-conflict recovery strategies has been widely documented can result in a failure to include women's priorities and voices, and results in less inclusive and equitable peacebuilding processes
- The destruction of infrastructure and disruption in service delivery can also impact more negatively on women and girls, due to their domestic and care-giving responsibilities

1.2 The policy context: The Sustainable Development Goals, the New Deal and UN Security Council Resolution 1325

The Sustainable Development Goals (SDGs), the New Deal for Engagement in Fragile States and UNSCR 1325 collectively offer a comprehensive and strategic framework to advance a more gender-sensitive approach to peacebuilding and statebuilding.[7] All three have similar themes and priorities, and building on their synergies and common goals presents a number of important opportunities to make peacebuilding and statebuilding more sustainable, legitimate and effective.

1.2.1 The Sustainable Development Goals

The Sustainable Development Goals (SDGs) are the successor framework to the MDGs. They acknowledge that peace and sustainable development are inter-linked, and highlight the need to address the drivers of violence and fragility. The New Deal framework played an important role in getting these issues on the agenda of the SDGs, and it remains very relevant for their implementation in FCAS. Building resilient and strong institutions, ending conflict, delivering basic services and harnessing economic growth, and supporting peacebuilding – all dimensions of the New Deal – will play a vital role in reducing poverty and achieving inclusive, sustainable development across all fragile and conflict-affected states.

Box 2. Quick Facts: The SDGs

The SDGs were approved by UN Member States on 25 September 2015. The 17 goals set out the roadmap to end poverty, fight inequality and injustice, and tackle climate change by 2030.

Two of the SDGs are particularly relevant to gender-sensitive peacebuilding and statebuilding:
- SDG 5: Achieve gender equality and empower all women and girls
- SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

For more information on the SDGs, see https://sustainabledevelopment.un.org/?menu=1300

1.2.2 New Deal for Engagement in Fragile States

Over the past decade, the international community has come to recognise the need to address the specific development challenges that affect FCAS. An estimated 1.5 billion people live in countries where violence, instability and weak governance threaten their security and livelihoods. These countries also receive a growing proportion of global overseas development aid, but few successfully met any of the Millennium Development Goals (MDGs) in 2015. In recognition of the scale of challenges facing fragile and conflict-affected countries and the need for new approaches and tools to address them, the New Deal for Engagement in Fragile States was adopted in December 2011.

Box 3. Quick Facts: The New Deal

The New Deal is based on three core principles:
- The five Peacebuilding and Statebuilding Goals: The foundation for the future
- FOCUS Principles: Country led pathways out of fragility
- TRUST Principles: Commitment for results

Over 40 countries and organisations have signed up to the New Deal, predominantly members of the g7+ grouping of fragile states and members of the OECD Development Assistance Committee International Network on Conflict and Fragility (OECD-DAC INCAF).

The New Deal approach has been officially piloted in 7 countries since 2012, with a further four countries also implementing selected elements of the framework. The New Deal was the subject of an independent review in 2015, and has been given new impetus through the adoption of the Stockholm Declaration on "Addressing Fragility and Building Peace in a Changing World" in April 2016.

For more information on the New Deal, see https://www.pbsbdialogue.org/en/

The New Deal places an emphasis on country leadership, local ownership and multi-stakeholder collaboration, and its three pillars seek to redefine the *"what, who and how"* of peacebuilding and statebuilding. The emphasis that it places on country leadership, local ownership and multi-stakeholder collaboration present entry points for ensuring that other voices outside of political and military elites, such as from women and youth representatives as well as marginalised groups, are heard and that space is created to drive forward a more inclusive agenda.

1.2.3 The UN Security Council Resolutions on Women, Peace and Security

As of July 2016, eight UN Security Council resolutions addressing various dimensions of the women, peace and security (WPS) agenda have been adopted. Collectively, they emphasise the different impacts that violent conflict has on men, women, boys and girls, the important contributions that both women and men can make to sustainable peace, and the value of their full and equal participation in decision-making and all aspects of peacebuilding and statebuilding. Some of the resolutions also address issues such as recognising the need to engage men and boys in efforts to promote women's rights and gender equality; the specific challenges of SGBV in FCAS; the importance of women's economic empowerment and the linkages between security, political and human rights and socioeconomic rights; and, the role of discriminatory institutions in perpetuating gender inequality.

Box 4. Quick facts: The United Nations Security Council Resolutions on Women, Peace and Security (WPS Resolutions)

As of July 2016, eight WPS resolutions have been adopted: UNSCRs 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015)

Each WPS Resolution acknowledges and reaffirms women's rights and gender equality as issues relevant to international peace and security issues, and highlights actions within the "4 Ps" of conflict prevention, protection of women and girls, participation of women and promotion of a gender perspective.

To date, 63 countries have adopted National Action Plans (NAPs) on UNSCR 1325 that set out national priorities and implementation plans for the WPS agenda, and sixteen more NAPs are currently in development. While OECD-DAC donors were the earliest adopters of NAPs, they are increasingly being developed by fragile and conflict-affected states. A number of regional organisations such as the OSCE, AU and NATO also have regional-level plans for implementation of the WPS Resolutions. Civil society groups have also been active in advocating around WPS issues and monitoring government implementation of their commitments.

For more information on the WPS Resolutions, see http://www.peacewomen.org/who-implements and https://actionplans.inclusivesecurity.org

Before UNSCR 1325, very little attention was given to the need to ensure women's participation and the consideration of gender issues in the context of peace and security, and there was no framework against which to advocate for these issues or to hold governments or the international community to account. While progress has been uneven, some areas where particular and concrete advances have been made as a result of the WPS resolutions include the following:

- Prevention of and response to sexual violence in conflict
- Institutional and policy reforms at the national, regional and international levels
- Increased financial and technical resources allocated to WPS issues
- Development of a strong global women's movement on WPS issues

1.2.4 Linking the SDGs, New Deal and WPS agenda

Given the complex realities of FCAS and the many challenges international and national actors face in supporting inclusive peacebuilding and statebuilding processes, a comprehensive approach encompassing the SDG framework and the New Deal is needed, as well as simultaneously utilizing and strengthening the WPS agenda. A gender perspective can strengthen the implementation of both the SDGs and the New Deal, and the convergence of issues and principles across the three policy frameworks in support of a gender-sensitive vision of peacebuilding and statebuilding is an excellent opportunity to accelerate implementation in all three agendas.

At the 5th Global Meeting of the International Dialogue on Peacebuilding and Statebuilding (IDPS), members signed the "Stockholm Declaration: Assessing Fragility and Building Peace in a Changing World". The following commitments of the member states in this Declaration confirm the importance of linking the SDGs, the New Deal and the WPS frameworks[8]:

- Use the New Deal principles to achieve the Sustainable Development Goals in fragile and conflict-affected situations
- Strengthen and expand partnerships to improve responses to conflict by forging broader, deeper and more effective coalitions for peacebuilding and statebuilding
- Strengthen gender approaches and women's active participation in peacebuilding by linking the implementation of the New Deal to the implementation of UNSCR 1325 and related resolutions
- Make concerted political and financial efforts to operationalise and implement the 2030 Agenda in line with the New Deal principles and taking into consideration the specific context of countries in fragile situations

The limited resources and growing challenges facing many FCAS such as increasing income inequality, rising violent extremism, climate change and natural resource conflicts require collective and urgent action that acknowledges the diverse challenges, priorities and capacities of different groups living within these contexts. A gender and conflict-sensitive perspective brings important insights and can point to possible entry points and opportunities to fully implement the SDGs, New Deal and WPS resolutions going forward.

The three agendas are mutually reinforcing and complementary, and together provide a robust and coherent framework for ensuring that gender issues and a gender analysis are fully integrated into all aspects of peacebuilding and statebuilding. There are many similarities across the agendas in terms of content and key issues, as well as principles and ways of working. The table below illustrates how the WPS agenda can inform and strengthen the PSGs, and this is further enhanced by relevant SDG targets that provide additional momentum on these key issues.

Table 1. Linking SDG targets, PSG outcomes and the WPS agenda

PSG OUTCOMES INFORMED BY THE WPS AGENDA	RELEVANT SDG TARGETS
PSG 1: inclusive politics ■ A political settlement that is broadened beyond an elite settlement to become a societal compact, which includes women and addresses gender issues ■ Institutions uphold women's rights and both women and men are able to meaningfully participate in decision-making at all levels, including through holding public office ■ Civil society, including women's organisations are engaged and active in formal and informal political processes	SDG 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all level SDG 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
PSG 2: Security ■ Security reforms address the gender-specific security needs and specific vulnerability of women and girls ■ Support for the full and meaningful participation of communities, including women leaders and networks, in shaping security priorities and provision ■ Improved behaviour, effectiveness and accountability of formal and informal security actors, particularly in relation to the protection of women ■ Protection of women's and girls' human rights and sexual violence in conflict and post-conflict situations	1.4 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation 16.1 Significantly reduce all forms of violence and related death rates everywhere
PSG 3: Justice ■ All grievances injustices and violations, including sexual and gender-based violence, are addressed by peace and reconciliation processes ■ Formal justice mechanisms are accessible, affordable and uphold and protect women's rights ■ Traditional, non-state and informal means for dispute resolution and adjudication are strengthened and aligned with international human rights standards, particularly in relation to women's rights ■ End impunity and prosecute all forms of sexual and gender-based violence	16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all
PSG 4: Economic foundations ■ Job opportunities are created and reduce incentives for young men in particular to engage in violence and conflict, and barriers to women's access to formal employment are actively addressed ■ Funding is allocated to income-generating projects including some quick wins, particularly for youth and marginalised groups ■ Women are prioritised and targeted for involvement in labour intensive public and community works as part of economic recovery programmes ■ Increased agricultural productivity and domestic private sector development benefit women farmers and entrepreneurs	10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status
PSG 5: Revenues and services ■ Resources are raised, prioritised and managed in a way that contributes to more equitable service delivery, ensuring that the vulnerable and marginalised have access to these services ■ The specific barriers that affect women and girls' ability to access services are addressed ■ There is sound and transparent public financial management, including through the use of gender budgeting ■ Natural resources are managed in a transparent way that benefits all members of society	16.6 Develop effective, accountable and transparent institutions at all levels

In terms of *principles and ways of working*, all three agendas reflect similar values and approaches which should make it easier for stakeholders to collaborate around their implementation. These include:

- local ownership
- context specificity
- holistic approaches
- diverse partnerships
- reliable and flexible funding.

1.3 Taking action: Building on the findings of the 2015 peace reviews

2015 was a year of reflection, assessment and forward-looking recommendations on how to strengthen the international community's response to the challenges of violent conflict and fragility. There were two reviews carried out on UN peace operations and the UN's peacebuilding architecture as well as an in-depth global study on the implementation of UNSCR 1325 and an independent review of the New Deal. Collectively, all four reviews reaffirmed the importance of women's participation to economic recovery, political legitimacy and social cohesion, and emphasised that more needs to be done to integrate a gender-sensitive approach into these processes. They make a strong case for the need for greater resources, commitment and political will to support conflict prevention, gender-sensitive peacebuilding and statebuilding responses and the empowerment of women in FCAS.[9]

The table below outlines selected findings of the four reviews that relate to how peacebuilding and statebuilding processes could be strengthened through the incorporation of a gender perspective and the active engagement of women and girls.

Local women, Central African Republic (CAR)

Table 2. Overview of key findings from the 2015 peace and security reviews

	KEY FINDINGS
Report of the High-Level Independent Panel on **Peace Operations** on uniting our strengths for peace: Politics, partnership and people (HIPPO)	This report presents a strong push on the need for greater attention to conflict prevention, and identifies four shifts that are needed to enable UN Peace Operations to meet current challenges: *lasting peace through political not just technical or military solutions; UN operations should be tailored to context; stronger partnerships at global and regional levels are needed; and efforts should be field-focused and people-centred.* Specifically, in relation to gender, the report puts forward the following recommendations: ■ Conduct gender sensitive analysis, planning, implementation, review, evaluation and mission drawdown processes, ■ Integrate gender expertise within all mission components, ■ Improve the policy, substantive and technical support including from UN Women together with that received from the Department of Peacekeeping Operations and Department of Political Affairs at Headquarters.
The challenge of sustaining peace: Report of the Advisory Group of Experts for the 2015 review of the **United Nations Peacebuilding Architecture** (AGE)	This report finds that while the goal of sustaining peace and addressing the root causes of violence is a key *raison d'etre* of the UN, its peacebuilding work is under-prioritised, under-resourced and under-recognised. Similar to HIPPO, it also emphasizes conflict prevention and the need for integrated approaches across the policy and operational levels. The report reaffirms the importance of Security Council resolution 1325 (2000) and its six subsequent resolutions, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) General Recommendation No. 30. on Women in Conflict Prevention, Conflict and Post-Conflict Situations, and the Secretary-General's 7- Point Action Plan on Women's Participation in Peacebuilding. It specifically recognizes that discrimination and exclusion during conflict affect women in specific ways, and prevent their full participation in peacebuilding and statebuilding. It also highlights issues such as the links between social norms and violence against women, the unpaid care work provided by women, and that women's participation is crucial for economic, social and political recovery. Specifically, in relation to gender, the report makes the following two recommendations: ■ The Secretary-General should direct the UN system to accelerate efforts to attain and then surpass his 15 percent "gender marker" for financing to peacebuilding approaches that promote gender equality ■ The PBC should play a particular role in advocating that national leaders commit to prioritizing gender equality and women's empowerment as part of national peacebuilding priorities.
Preventing Conflict, Transforming Justice, Securing the Peace: A global study on the implementation of **United Nations Security Council Resolution 1325**	Drawing on extensive research and case studies, the Global Study covers a range of thematic issues such as justice, peacekeeping and economic participation. The overall objective of the study was to highlight good practice examples, implementa-tion gaps and challenges, and emerging trends and priorities for action in the area of women, peace and security. The main findings of the Global Study are: ■ A renewed focus on conflict prevention must be prioritised, with an accompanying emphasis on demilitarisation ■ Women's participation is key to sustainable peace, and structural and political obstacles need to be tackled ■ A deeper understanding and analysis of the linkages between masculinities, militarisation and violent conflict and how this impacts on gender equality in peacebuilding and statebuilding processes is needed ■ Adequate financial resources must be allocated to addressing gender issues in FCAS, both in terms of specific gender programming as well as mainstreaming a gender perspective across all peacebuilding and statebuilding sectors ■ Efforts to fight impunity for all forms of violence against women should be enhanced and combined with the implementation of transformative justice measures ■ Funding should be targeted at women's organisations and they need to be supported and empowered to build peace in their communities and at the national-level The study contains nearly 200 recommendations, many of which are specifically related to the various dimensions of peacebuilding and statebuilding such as service delivery, peace negotiations, security sector reform and economic empowerment. The report also recognises that gender equality and participation of women are critical to the realization of the New Deal, and emphasises the need to meet SDG 16, ensuring that women and girls benefit from and participate equally in the implemen-tation, monitoring and accountability of programmes related to the SDGs.

	KEY FINDINGS
Independent Review of the **New Deal** for Engagement in Fragile States	This review found that the New Deal and the g7+ countries in particular have ability to make a unique contribution to the achievement of the SDGs. More coherent, predictable and timely assistance is needed from international partners, and more attention needs to be given to political processes in FCAS to determine what needs to happen and how. Specifically, in relation to gender, the review highlights the following points: ■ There has been a lack of sufficient focus on gender mainstreaming and women's participation ■ Opportunities for progress include building synergies with existing gender-sensitive initiatives such as National Action Plans for women, peace and security. ■ Gender analysis in peacebuilding should be a priority area for future investment in research and knowledge generation, particularly in relation to what inclusivity means and how to support it.

As the international community looks to build on the findings and recommendations laid out in the four reports, it is possible to identify a number of short-term and longer-term actions that could support more gender-sensitive peacebuilding and statebuilding as well as full and effective implementation of the three policy frameworks.

Table 3. Entry points to support gender-sensitive peacebuilding and statebuilding

	SHORT-TERM OPPORTUNITIES	LONG-TERM STRATEGIC ACTIONS
Research	■ Undertake a gender analysis of the New Deal pilot phase ■ Carry out case studies to understand the main priorities for SDG 5 and SDG 16 in terms of addressing gender inequalities in FCAS	■ Increase investment in impact evaluations of gender-sensitive peacebuilding and statebuilding programmes ■ Develop a research network on gender and peacebuilding/statebuilding that brings together researchers based in Northern and Southern countries
Programming	■ Select one country to pilot a gender-sensitive approach to the New Deal ■ Gender and conflict analysis in country plans for SDG implementation	■ Support full integration of a gender perspective across all programmes being implemented in FCAS by OECD-DAC donors
Advocacy	■ Putting gender issues on the agenda at talks on SDGs and IDPS meetings ■ Use the Annual Debate on UNSCR 1325 to focus on linkages between gender and peacebuilding/statebuilding, and link with the implementation of the SDGs and the New Deal	■ Plan for awareness raising campaign on gender in FCAS in 2020 (UNSCR 1325 +20 and 5 years in to the SDGs)

TIP SHEET 1.1: UNDERSTANDING THE LINKS BETWEEN GENDER INEQUALITY, FRAGILITY AND THE SDGS

Having a clear and robust argument of why gender inequality and fragility should be prioritized going forward is critical, given the multitude of issues that are competing for attention in Agenda 2030. This overview presents a brief summary of the diverse ways that gender and inequality and fragility can interact to undermine progress across each of the 17 Sustainable Development Goals. Understanding these links can help stakeholders identify the risks and challenges leading to the design of better programmes and more explicit attention to the complex interaction between inequality and fragility and the prospects for sustainable peace-building and statebuilding.

SDGS	RELATIONSHIP BETWEEN GENDER INEQUALITY AND FRAGILITY AND THE ACHIEVEMENT OF THE SDGS
Goal 1: End poverty in all its forms everywhere	■ Globally, more women live in poverty than men ■ Conflict can result in changed household gender dynamics that can increase both men and women's vulnerability to poverty ■ Women's lack of access to property rights exacerbates their economic insecurity
Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture	■ When households are affected by crisis, women tend to be responsible for coping with increased food insecurity and often reduce their own food consumption first ■ Women play major roles in agricultural production but their access to land and other productive assets is often contested after conflict, limiting their contribution to combating food insecurity
Goal 3: Ensure healthy lives and promote well-being for all at all ages	■ The destruction of infrastructure and breakdown of service delivery that occurs during conflict has a negative impact on women's sexual and reproductive healthcare ■ Maternal mortality rates are often higher in FCAS: in 2008, the eight countries with the highest maternal mortality ratio were either experiencing or emerging from conflict ■ High levels of sexual violence during conflict can exacerbate the spread of HIV/AIDS, with women and girls and some groups of men being particularly vulnerable ■ Limited access to healthcare due to displacement or destruction of infrastructure can increase vulnerability to illness ■ Men and boys are at high risk from violence-related injuries and death during times of conflict
Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	■ Although overall gender parity in primary schooling has been achieved, in FCAS many more girls remain out of school than boys ■ The lack of educational opportunities can drive conflict, particularly violence among young men ■ The heightened risk of sexual violence during and following conflict can prevent girls from accessing education ■ Many boys and young men miss out on years of schooling due to abduction or involvement in fighting forces which can have a negative impact on their ability to reintegrate into society ■ Girls attending school can be specifically targeted by violence in some conflicts ■ The increased poverty associated with conflict can lead to more girls being kept out of school to contribute to domestic responsibilities or income-generating activities ■ The lack of education of girls has knock-on effects in terms of future employment opportunities, family health and welfare and involvement in public life
Goal 5: Achieve gender equality and empower all women and girls	
Goal 6: Ensure availability and sustainable management of water and sanitation for all	■ Sanitation facilities and availability of water supplies can deteriorate during times of conflict, increasing the health and safety risks for women and girls in particular ■ Women and girls are at particular risk of sexual violence when searching for water
Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all	■ The vulnerability of women and girls to sexual violence can increase where they have to travel long distances to collect firewood, and the risks can be particularly acute in the areas surrounding refugee and displaced persons camps ■ Displacement due to conflict can exacerbate reliance on rudimentary cooking fuels, which causes negative health impacts on women and girls

SDGS	RELATIONSHIP BETWEEN GENDER INEQUALITY AND FRAGILITY AND THE ACHIEVEMENT OF THE SDGS
Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	■ Women tend to be engaged in informal sector or vulnerable employment, particularly in FCAS, which impacts negatively on their ability to secure a sustainable livelihood ■ Women and girls often bear the burden of unpaid care work, which can be made more challenging during times of conflict and displacement ■ The lack of jobs for men (particularly youth and marginalized groups) can incentivize them to engage in violence ■ Economic recovery programmes can present an opportunity to support economic growth, but they rarely target women ■ Conflict can lead to changed gender roles in relation to employment, income-generation and economic decision-making in the family that if unrecognized can impede the effective engagement of men and women in productive economic activities
Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation	■ Conflict can lead to destruction of infrastructure that makes it difficult to access basic services, which can have a more negative impact on women and children ■ Women are significantly under-represented in the technology sector and lack opportunities in the research and innovation fields
Goal 10: Reduce inequality within and among countries	■ Gender-based discrimination can make women and girls even more vulnerable to deeper disparities and inequalities, many of which are magnified in FCAS ■ Women and girls remain under-represented across the political and economic spheres in FCAS
Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable	■ During conflict, urban environments can be particularly unsafe for women and girls, where they may be at increased risk of sexual violence ■ When women and girls are not involved in urban planning, services may not be accessible and infrastructure may not benefit them
Goal 12: Ensure sustainable consumption and production patterns	■ Women often have less access to property due to legal or social barriers, a dynamic which is often exacerbated due to conflict, and therefore tend to lose access to the technologies and resources they need to achieve sustainable levels of consumption and production
Goal 13: Take urgent action to combat climate change and its impacts	■ Women and girls are particularly adversely affected by climate change and lack of access to natural resources due to their domestic responsibilities ■ Changes in livelihood opportunities can have adverse effects on men who are unable to provide for their families and live up to expectations of their roles in society ■ Disasters such as droughts, floods and storms often have a gendered impact, for example, kill more women than men or more men than women due to structural gender roles
Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development	■ Women make up the majority of people working in both large-scale marine fisheries largely in low-skilled, low-paid jobs with irregular, seasonal employment in processing, packaging and marketing ■ Women face the risks of ocean degradation with fewer assets and alternatives for livelihoods, and less resilience against the loss of natural resources.
Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss	■ Women are often charged with making up shortfalls in food and fuel. Women make up the largest part of the agricultural labor force in developing countries are often primary collectors of resources such as wood for fuel, as well as wild foods and herbs for medicines. ■ Women's limited ownership of land reduces their capacity to adapt to losses or make decisions about how land is used
Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	
Goal 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development	■ Despite the UN's commitment to allocate 15% of peacebuilding funds to women's empowerment and gender equality, there is a notable lack of gender analysis and provision for women's needs in certain sector budgets, notably in economic recovery, infrastructure, security and the rule of law ■ Gender equality dimensions are only integrated into 20% of aid allocated for peace and security in fragile states

TIP SHEET 1.2: RESEARCH AND GUIDANCE ON LINKING GENDER EQUALITY, PEACEBUILDING AND STATEBUILDING

There is a growing evidence base demonstrating the linkages between gender equality and peacebuilding and statebuilding. While still in a nascent stage, this body of literature illustrates the added value of gender-sensitive approaches and provides a strong rationale for integrating them across all of the PSGs. There is significant scope for increasing investments in research to further develop the evidence base and knowledge around what works to strengthen programming on gender equality and women's empowerment in FCAS. Transformations in gender roles, relations and identities can take a generation to become evident or have an impact, just as the transformations needed to build a peaceful, inclusive and stable society can also take decades. There are also a variety of political, economic and social factors at play in FCAS that make identifying "what works" in terms of advancing gender equality in peacebuilding and statebuilding extremely difficult.

The table below provides some sources to consult when developing ideas for a new project, drafting a theory of change or a new policy commitment, or in seeking to improve and strengthen programming to support gender equality in peacebuilding and statebuilding processes. These sources vary in style, content and methodology, but all contain useful evidence and case studies, and some also provide recommendations on strategic actions that different stakeholders could take. The sources cited in this table are not intended to be exhaustive, and many of them contain references to additional sources that can also be consulted if more in-depth research is required.

Integrating gender into conflict analysis	■ Browne, Evie (2014) 'Gender in Political Economy Analysis', GSDRC Helpdesk Report. Birmingham: GSDRC. ■ Conciliation Resources (2015) 'Gender and Conflict Analysis Toolkit for Peacebuilders'. London: Conciliation Resources. ■ Saferworld (2016) 'Gender Analysis of Conflict: A Toolkit'. London: Saferworld ■ Wright, Hannah (2014) 'Masculinities, conflict and peacebuilding: perspectives on men through a gender lens'. London: Saferworld.
Peacebuilding and statebuilding (general)	■ Castillejo, Clare (2010) Building a state that works for women: Integrating gender into post-conflict statebuilding. Madrid: FRIDE ■ Cordaid (2012) 'Integrating Gender into the New Deal for Engagement in Fragile States'. The Hague: Cordaid ■ Domingo et al. (2013) 'Assessment of the Evidence of Links between Gender Equality, Peacebuilding and Statebuilding'. Literature Review. London: ODI. ■ Domingo, Pilar and Holmes, Rebecca (2013) Gender Equality in Peacebuilding and Statebuilding. London: ODI. ■ International Alert and Women Waging Peace (2004) Inclusive Security, Sustainable Peace: A toolkit for advocacy and action. London/Washington, DC: International Alert and Women Waging Peace. ■ OECD (2013) 'Gender and Statebuilding in Fragile and Conflict-Affected Contexts'. Paris: OECD. ■ UN Women (2015) 'Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of UNSCR 1325'. New York: UN Women. ■ UN Women (2012) 'Source book on women, peace and security'. New York: UN Women.
Inclusive politics	■ Castillejo, Clare (2012) 'Gender, fragility and the politics of statebuilding'. Oslo: NOREF. ■ Castillo Diaz, Pablo and Simon Tordjman (2012) "Women's Participation in Peace Negotiations: Connections between Presence and Influence," in UN Women Sourcebook on Women, Peace and Security (UN Women, 2012). ■ O'Reilly, Marie, Andrea Ó Súilleabháin, and Thania Paffenholz (2015) "Reimagining Peacemaking: Women's Roles in Peace Processes". New York: International Peace Institute. ■ Paffenholz, Thania et al. (2015) "Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation". Geneva: Graduate Institute Geneva, Centre on Conflict, Development and Peacebuilding
Security	■ DCAF (2008) Gender and SSR Toolkit. Geneva: DCAF. ■ UNIFEM. (2010). 'Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice'. UNIFEM, United Nations Department of Peacekeeping Operations, UN Action against Sexual Violence in Conflict, UNIFEM, New York

Justice	■ UN Women (2011) "Progress of the World's Women: In Pursuit of Justice". New York: UN Women. ■ Valji, N., with Sigsworth, R. and Goetz, A. M. (2010). 'A Window of Opportunity: Making Transitional Justice Work for Women'. New York: United Nations Development Fund for Women
Economic foundations	■ Justino, P. (2012) Women working for recovery: The impact of female employment on family and community welfare after conflict. New York: UN Women. ■ UNDP (2010) Price of peace: Financing for gender equality in post-conflict reconstruction. New York: United Nations Development Programme. ■ UN Women (2012) What women want: Planning and financing for gender-responsive peace building. New York: UN Women
Revenues and Services	■ Holmes, Rebecca et al. (2014) 'Gender-responsive budgeting in fragile and conflict-affected states: a review'. London: Secure Livelihoods Research Consortium

TIP SHEET 1.3: ENTRY POINTS FOR INTEGRATING GENDER INTO PEACEBUILDING AND STATEBUILDING PROCESSES AT THE COUNTRY LEVEL

To have the greatest impact, gender issues need to be integrated into peacebuilding and state-building processes at the country level. This does not necessarily require significant amounts of additional financial or human resources or involve developing new strategies and mechanisms, but rather needs only a strategic, flexible and responsive approach. Many opportunities already exist where peacebuilding and statebuilding can be strengthened by bringing in a gender perspective or leveraged through building on gender-related policies or programmes. This tip sheet provides some practical suggestions and entry points for building on existing country-level processes and mechanisms in FCAS across two areas: policy development and networking and partnerships.

Policy Development and Analysis

As countries emerge from conflict and fragility, new policies, laws and constitutions are often drafted by local actors with the support of the international community as part of the state-building process. This can provide an important entry point for integrating a gender perspective and challenging discriminatory policies and practices. There are often already gender-related initiatives or policies in place at the country level that could feed into new reforms, but this requires specific efforts to ensure coordination and coherence among the key actors.

- **Provide capacity for gender analysis at the post-conflict planning stage:** Research shows that gender analysis is rarely carried out during post-conflict planning, financing and budgeting processes, and national women's machineries are either not engaged or do not have the capacity to input meaningfully into these processes (see section 4.2). However, integrating gender at this stage can help to ensure that subsequent processes will recognize and address the different needs, capacities and priorities of men and women, as well as ensure that peacebuilding and statebuilding processes do no harm and all actors integrate a sensitivity to gender inequalities in programming. Donors can support this through financing training and capacity-building for local actors in gender and conflict analysis, as well as providing external expertise on a demand-led basis.
- **Build on UNSCR 1325 National Action Plans:** Gender analysis does not necessarily always need to be carried out from scratch. Where they exist, NAPs contain data, priorities and recommendations that could be integrated directly into other national policies such as SDG country plans, Peacebuilding Compacts, Poverty Reduction Strategies, UN Development Assistance Frameworks and other tools. They are also often developed through extensive consultation with CSOs and conflict-affected women, and engage a wide range of government and non-government actors, contributing to the legitimacy and ownership. Making strong linkages between NAPs and other post-conflict frameworks would contribute to coherence across the SDGs, New Deal and WPS agenda and creating joint monitoring and implementation plans between them would also streamline data collection and budgeting.
- **National reporting on global commitments:** Reporting by FCAS on the various global commitments that they have signed up to provides an opportunity for high-level advocacy and political dialogue around issues relating to gender, peacebuilding and statebuilding. Relevant processes include the SDGs, CEDAW (with a focus on GR No. 30), annual reporting on the WPS resolutions and the New Deal.

Networking and partnerships

Creating inclusive processes is a key part of peacebuilding and statebuilding. It is therefore important to use them as an opportunity to engage a range of actors and to develop coalitions and links between different groups, and particularly change agents who could play a role in advancing and supporting gender equality. In reality, there is little interaction between those working on gender or women's rights issues and those working on peacebuilding and statebuilding at both the policy and programming level, despite their shared interests, objectives and challenges. The question of who to engage and who the relevant stakeholders are will differ depending on each context. It is often the case that those working

- **Actors within government structures:** Some of the key line and sector ministries to engage with include: Ministry of Finance, Ministry of Internal Affairs/Home Affairs, Ministry of Justice, Ministry of Gender/Women's Affairs; Ministry of Foreign Affairs. It is also important to include representatives from any relevant commissions or bodies such as Truth and Reconciliation Commissions; Constitutional or Electoral Reform Commissions; Human Rights bodies; Governance Reform or Anti-Corruption Commissions, etc.
- **Civil society:** Women's organisations and networks; academia and research institutes focusing peace and security issues and/or women's rights and gender equality; CSOs focused on peace and security, youth groups, media, etc.
- **External actors:** Donor agency staff (in-country and at HQ-level); UN agency and representative of other multilateral organisations; international NGOs, etc.

Creating partnerships and opportunities for information-sharing among different groups is key to integrating gender into peacebuilding and statebuilding. This could be done through a variety of mechanisms including:

- Formal or informal thematic working groups on gender across different FCAS
- Establishing online forums or disseminating short briefs to share examples of good practice and lessons learned about integrating gender into peacebuilding and statebuilding
- Developing country-level joint strategies for action or guidance on integrating gender into peacebuilding and statebuilding that actors can share
- Establishing networks between northern and southern-based institutions and organisations to collaborate and share knowledge on integrating gender into peacebuilding and statebuilding

Case study: Integrating gender into peacebuilding and statebuilding at the local level by 'localising' UNSCR 1325

The aim of the Global Network of Women Peacebuilders' (GNWP) programme "Localisation of UNSCR 1325 and 1820" is to integrate the WPS resolutions into community development plans; ensure that they inform the development of local legislation; and develop Local Action Plans (LAPs) on UNSCR 1325. This ensures local ownership and participation in the implementation of the NAPs; and that they respond to local realities.

The Localization program is a people-based, bottom-up approach to policy-making that goes beyond the local adoption of a law, as it guarantees the alignment and harmonization of local, national, regional and international policies and community-driven strategies to ensure local ownership, participation and links among communities, civil society organizations and government. It is currently being implemented in 11 countries, convenes a diverse range of stakeholders including governors, mayors, community elders, paramount chiefs and other indigenous leaders, religious leaders, women leaders, youth leaders, teachers, local police and military officers.

The Localization program is "the how" in the implementation of the WPS resolutions, and offers a strategic way to link up this agenda with implementation of the SDGs and the New Deal. Some of its concrete impacts include the adoption of LAPs in five districts in Uganda which has in turn contributed to the reduction of sexual and gender-based violence cases. In the Philippines, the municipality of Real, Quezon has allocated 50 percent of administrative positions to women, and the province of Kalinga has included four women in the Bodong, which is a 24-member century-old peace council which, until then, was exclusively male.

In the absence of a NAP in Colombia, participants in this programme have drafted Departmental, Municipal and Sectoral Action Plans on UNSCR 1325 and 1820. Women's organizations have also developed a "women's agenda" which they presented to newly elected local officials in 2015. In conjunction with the Local Action Plans, local women's agenda are integrated into local development planning processes. In addition, GNWP conducted its first localization workshops for indigenous leaders in Colombia where they developed ways to talk about inserting issues of women and peace and security into their very distinct local plan called *planes de vida*. GNWP's localization strategy is perceived by the Colombian national and local governments and civil society alike as an effective means of implementing the peace agreement, further emphasising the opportunity such processes offer to advance not only WPS priorities but also peacebuilding and statebuilding more broadly.

2. GENDER-SENSITIVE CONFLICT ANALYSIS

2.1 What is the purpose of conflict analysis?

Conflict analysis is vital for effective, sustainable and well-targeted programming and includes an analysis of power relations. Applying a gender lens ensures that the underlying gendered power structures and norms are also captured and understood, and that the different ways that men, women, boys and girls are affected by and influence conflict and fragility can be captured.

As highlighted in the Paris Declaration, the New Deal for Engagement in Fragile States and numerous other international commitments, context should be taken as the starting point for all interventions. Understanding the different actors, structures, dynamics and factors at play in fragile and conflict-affected contexts is critical to being able to design and implement effective peacebuilding and statebuilding programmes. Good analytical frameworks can help stakeholders to identify and understand the root causes, triggers, dynamics and patterns that can drive violent conflict and influence peacebuilding and statebuilding processes, and to develop targeted and well-designed responses. Conflict analyses serve many purposes, such as:

- A practical exercise to understand the background and history of a conflict
- A way of identifying and uncovering the underlying dynamics of what is driving conflict
- A way of understanding the perspectives of different actors involved in conflict

Most importantly, it should be seen as a forward-focused strategic process to identify entry points for responding to and mitigating underlying causes of conflict as well as dealing with its effects on people and institutions within FCAS. Different organisations use a wide array of methods that fall under the umbrella of conflict analysis, and new tools are constantly being developed and adapted for use in line with changes in thinking around what drives development, peacebuilding and statebuilding. These can include political economy analysis, context or risk assessments, conflict analysis, governance analysis, or other tools.

At the same time, sophisticated tools exist that focus on different aspects and approaches to gender and social exclusion. While many of these are relevant to FCAS, they are not generally specifically designed for use in these contexts. Nevertheless, they can be a valuable lens for ensuring the integration of a gender perspective as well as supporting inclusive participation in the analytical process to design and develop policies and programmes in FCAS.

There is therefore much opportunity for stakeholders to bring together existing gender and conflict analysis tools to enable peacebuilding and statebuilding actors to gain a deeper and more nuanced understanding of the power dynamics at play in these contexts, as well as ensure that they are able to design locally-led solutions and a context-specific approach to programming that place conflict sensitivity and do no harm at the centre.

2.2 What does gender-sensitive conflict analysis look like and why do we need it?

Failing to explicitly engage with the gender dynamics of conflict and violence does not mean that peacebuilding and statebuilding actions will be gender neutral; even if they are not recognised these dynamics will still influence outcomes. Integrating a gender perspective into analytical approaches is therefore vital for avoiding doing harm as well as for ensuring that programming does not entrench discrimination or inequality. It can help stakeholders to:

- Understand the underlying gendered causes, triggers, dynamics and patterns that can drive violent conflict and influence peacebuilding and statebuilding processes
- Highlight and target structural and power inequalities that would otherwise remain invisible, particularly the impact of conflict and violence on gender roles and relations
- Develop a more nuanced understanding of the different needs, vulnerabilities, capacities and opportunities of men, women, boys and girls in conflict-affected contexts

There are several advantages to bringing a gender perspective into any analytical process. For example, gender analysis tools tend to be more people-centred and can therefore naturally lead to a more bottom-up approach, enhancing context-specificity and local ownership. If integrated into a conflict analysis framework they can also help to explore which groups are excluded and why, which is essential to building a durable and inclusive political settlement as countries emerge from conflict and fragility. Gender analysis is also a way of linking the micro and macro levels and the public and private spheres, as well as having a strong focus on cultural and informal practices and power relations.

Gender and violent conflict are interlinked

Violent conflict has a gendered impact, with women and men affected in different ways and taking on new roles at the same time as facing unique vulnerabilities that influence their experiences. Due to their primary role in caring for family members and carrying out domestic responsibilities, women can be more adversely affected by displacement and the breakdown in social services and infrastructure that occur as a result of violent conflict. Women and girls are also particularly vulnerable to sexual violence. However, it is important to consider gender relations and the full diversity of women's, men's, girls' and boys' experiences and not just see gender analysis as about identifying women's needs and protecting them from violence. Indeed, peace and gender equality are both complex, elusive and multi-faceted concepts and achieving them requires both structural change as well as transformations in attitudes, behaviours and perceptions.

The behaviours and characteristics that men are expected to live up to, as well as the specific armed violence-related risks and exclusion that some groups of men face, can drive and are shaped by conflict. It is therefore critical that the potentially negative impacts of conflict and fragility on both men and women are understood. Taking a narrow gender approach that only focuses on women can not only disadvantage men themselves, but also has knock-on effects for efforts to support and empower women. Displacement and unemployment can be particularly dislocating experiences for men, and can challenge their sense of identity within their communities. While men make up the overwhelming majority of combatants, they too face serious challenges in reintegrating into society after conflict, and often experience marginalisation and disempowerment. Involvement in fighting forces during conflict can influence the underlying levels of violence in 'post-conflict' times and the ways in which masculinities and femininities are understood, and so is particularly relevant to understandings of gender, conflict and peacebuilding.

Gender adds another analytical dimension to our understanding of conflict

Integrating gender into conflict analysis tools can help to ensure that the different roles and contributions of women and girls as well as boys and men are fully acknowledged, making it easier to identify and address the underlying drivers, triggers and manifestations of conflict and fragility. It contributes to our understanding of violent conflict in a number of ways:

- Highlights and makes visible the different experiences of women, men, girls and boys before, during and after conflict as well as shedding light on the specific and differentiated impacts that violence and armed conflict has on them
- Draws out the way that gender intersects with other social categories and identity markers that may play a role in driving violent conflict and can shape the specific vulnerabilities and opportunities of different individuals and groups in these contexts
- Exposes how gender inequality is linked to wider structural inequalities and discrimination, and can be used as a tool to mobilise groups and legitimise violence

While both external and local stakeholders may believe that they understand the dynamics or know the context of any given conflict, the process of reflection and structured gender analysis can help unpack the ways that gender-based inequalities shape and are shaped by it, contributing to a deeper and more nuanced approach. Peacebuilding and statebuilding strategies that address how gender stereotypes are used to support war and structural violence are much better equipped to change violent power structures and dynamics.

Gender hierarchies have proven to be very resilient, and can reappear or reassert themselves even where there has been a shift in gender relations or roles during conflict. Integrating gender into conflict analysis can help to identify and institutionalise any gains that have been made in

terms of challenges to gender-based inequalities, and ensure that changed roles also bring changed power relations and access to resources and opportunities which then in turn can make an analysis of the entry points for peacebuilding and statebuilding more nuanced and successful.

Increasingly, are adopting political economy approaches in their analytical toolbox, allowing them to recognise and more explicitly consider the power dynamics and political bargaining at play in development contexts. These frameworks present the opportunity to interrogate how different groups and their interests control, use and distribute resources and power. Within peacebuilding and statebuilding there is also a push for community-led and owned approaches that are locally-negotiated and delivered, which points to the need for a locally-grounded analysis of violent conflict. However, there has been a lag in the extent to which gender issues have been integrated into these tools, despite their potential to contribute to these goals.

The following table outlines a few existing conflict analysis frameworks and suggests how they could be strengthened by adding a stronger gender perspective throughout.

Table 4. Integrating a gender perspective into conflict analysis tools

ANALYTICAL TOOL	OVERVIEW	WHAT A GENDER PERSPECTIVE COULD BRING
Fragility assessments (New Deal)	■ Overall purpose: "an inclusive and participatory exercise carried out by national stakeholders to assess a country's causes, features and drivers of fragility as well as the sources of resilience within a country."[10] ■ Key aim is to understand the sources and drivers of fragility from perspective of a country's citizens ■ Linking to the framework of the PSGs and assessing progress across a "fragility spectrum" from crisis to resilience can be helpful to determine the path of change a country is on over time. It also permits a more nuanced analysis rather than a standard, fixed measure of fragility based on one set of indicators ■ Holds potential for joint or multi-stakeholder analysis, engaging a broader range of actors, particularly at the national level of people who are affected by fragility but may not be engaged in policy discussions ■ The draft framework for Fragility Assessments highlights a few guiding questions relating to women's needs and vulnerabilities, but gender dynamics are not recognised by the fragility assessment framework as one of the drivers of conflict, fragility or resilience	■ Highlight the different contributions and vulnerabilities of men and women across the PSG areas ■ Ensure that women and marginalised men are included in consultations ■ Would bring a focus on power inequalities ■ Identify gender-specific indicators within each of the PSG dimensions and the fragility spectrum, as well as ensuring sex-disaggregated data is collected wherever feasible (both in terms of country-specific as well as global indicators) ■ Allow fragility assessments to be used as an opportunity to establish a dialogue between government and civil society, particularly women's groups around issues of gender inequality, conflict, violence and fragility ■ Ensure that women's or gender ministries are involved in any government taskforce established to guide the process of doing a fragility assessment
Political Economy Analysis (encompasses a range of tools used by various donors)	■ The objective of PEA is to "situate development interventions within an understanding of the prevailing political and economic processes in society – specifically, the incentives, relationships, distribution, and contestation of power between different groups and individuals."[11] ■ In FCAS, the focus tends to be on understanding the political and economic drivers of conflict, and the relative power, exclusion and vulnerability of different groups over time, with an emphasis on understanding the political settlement. ■ Although PEA guidance often includes a few gender-related questions or highlights the need to consider it as a 'cross-cutting issue', these are rarely reflected in the PEA studies themselves. ■ PEA is valuable for the analysis that it generates, but also in terms of the process of critical reflection that can also lead to changes in the ways that donors and other stakeholders work.	■ Gendered inequalities are part of the political economy and therefore play a role in influencing dynamics and outcomes and need to be incorporated into PEA ■ Can help to identify openings for influencing key actors around gender-sensitive reforms ■ Could help actors working to support gender equality in FCAS to think and work more politically ■ Can expose some of the gendered obstacles in accessing justice, services, public spaces, etc., and how these are linked to broader dynamics around power and resource distribution ■ Help to expose the informal norms, institutions and relationships that can undermine efforts to address gender inequalities
Do No Harm[12]	■ The objective of the Do No Harm (DNH) approach is to ensure that assistance is provided in conflict settings and identify how behaviours and decisions can influence inter-group relations and dynamics. ■ It helps to identify dividing and connecting issues and actors, and better target assistance to minimize risk and enhance capacities for peace.	■ Understand how gender roles and relations influence the dividers and connectors within any given context ■ There is a guidance note on gender and DNH that sets out some useful questions and strategies for integrating gender into this approach.[13]

Women in the streets of Afghanistan

The added value of gender and conflict analysis
Integrating gender into conflict analysis does not necessarily require the creation of new tools or significant extra work for policymakers and practitioners. Many of the underlying principles and assumptions are the same as those in existing analytical frameworks, and the questions and approaches used can be incorporated relatively easily if backed by the necessary guidance and resources. Importantly, integrating gender into conflict analysis should not be seen as an optional, additional task, but rather should be seen as integral to the process of holistically understanding and responding to the challenges of conflict and fragility. In addition to making an important contribution by deepening the analysis of conflict, there are a number of indirect added values or functions of integrating gender into analytical frameworks. It can also be:

- A conflict resolution or peacebuilding tool, to highlight specific gender-related drivers or triggers of conflict that may otherwise remain invisible or disconnected from broader peacebuilding and statebuilding efforts
- A strategy for mainstreaming gender and conflict-sensitivity into broader development programmes and structures, by identifying and raising awareness about possible entry points
- An opportunity to build the capacity, knowledge and gender-related expertise of key stakeholders working on or in fragile and conflict-affected contexts
- A mechanism to bring different groups or parties to a conflict together and an opportunity for women's groups and actors supporting gender equality to engage with a broader range of constituents such as security sector officers or media representatives
- Foster an inclusive and participatory way of identifying priorities and informing the development of peacebuilding and statebuilding programmes

2.3 How to integrate gender into conflict analysis
This section highlights the key principles, content, added value and risks and challenges associated with a gender and conflict analysis.

Key principles
A number of the principles that guide conflict-sensitivity work also reflect the priorities of a gender-sensitive approach to analysis in FCAS. These include participation, inclusion, transparency, respect, and partnership. Importantly, integrating gender into conflict analysis should be considered as **a process as well as an outcome**. Bringing different groups together to look at how violent conflict has affected gender roles and relations and created any possible entry points or opportunities for building on positive changes during the peacebuilding and statebuilding process is in and of itself a vital activity. In other words, the process of doing a conflict analysis

can be a peacebuilding intervention in itself by bringing different stakeholders together. When a gender component or perspective is added in then this can also be useful for self-reflection and positively transforming the gender identities and relations within organisations, individually and at the community level, as well as ensuring that women and girls are active participants in the discussion. Indeed, who is conducting the analysis and which voices are heard, as well as what the overall purpose is and what sources of information are seen as valid and credible are important factors to keep in mind when carrying out a conflict analysis.

The following are some of the key principles that should be kept in mind when thinking about integrating gender into conflict analysis:

■ **Participatory and inclusive:** Gender-sensitive conflict analyses should engage a diverse range of stakeholders with the aim of building a shared understanding of the drivers of conflict and opportunities for peace. Particular effort should be made to engage marginalised groups, or those with less of a voice in decision-making. Women and girls in particular can bring a different perspective on the drivers and impacts of conflict, and unique insight on the ways that they are affected by and influence these dynamics in their communities. Approaching conflict analysis as a community-based participatory exercise not only generates more information by involving and engaging more people, but also enhances dialogue because of the connections and communication that happens between groups through interaction.
■ **Context-sensitive and flexible:** The tools, methods and process used should be targeted to meet the needs of the specific situation, and must be able to be adapted as the process is underway to respond to changing circumstances or needs.
■ **User-friendly:** Analytical tools should not only be able to be applied by experts, but should be clear, concise and be accompanied by explanatory guidelines to ensure that they can be used by a wide range of stakeholders. Ideally, gender-sensitive conflict analysis should be seen as part of a tool box and those with less expertise could apply a more "light touch" version, with a more detailed analysis available for more in-depth studies. The analysis process can then be adapted based on who is leading it, who is participating and what the particular context is.
■ **Dynamic:** The analytical process should not be seen as a one-off activity but should be continually revisited and updated as the context shifts and changes, and should be able to be adapted to different stages of conflict and fragility. Integrating gender into conflict analysis should be assured prior to project design and then continually renewed during implementation. This is particularly important given the fluid nature of gender roles and relations which can shift multiple times before, during and after conflict, and so positive changes need to be built on and any emerging risks should be identified and mitigated.
■ **Focused on strategic action:** A gender-sensitive conflict analysis should not only look at the underlying causes of conflict and its effects, but need to also consider what the drivers of peace are and what entry points there are to transform conflict, build peace and advance gender equality.
■ **Thinking and working politically:** Analysis should be done in a way that is politically smart and politically informed, recognising the complexity of development challenges, particularly as this applies to transforming gender inequalities.

Key elements
As a starting point, any approach should be participatory and, where possible and relevant, coordinated with other stakeholders on the ground to increase the likelihood of building consensus and a shared understanding of the underlying conflict dynamics. Analytical frameworks should draw on both qualitative and quantitative evidence, and should be conducted in local languages to ensure wide engagement of local actors. Although the exact content and process of conflict analysis frameworks differ, most tend to include the following four key elements: context, causes, actors and dynamics. Each are explained in more detail below with a focus on the gender dimensions that could be incorporated to strengthen the overall analysis.

Context: This involves an assessment of the historical, political, economic, social, security, cultural, demographic and environmental factors relevant to the conflict. All of these have a gender dimension that needs to be understood, particularly in relation to how gender roles and identities influence people's vulnerability to violence, what coping mechanisms they have access to, and their agency and opportunities.

Examples of gender-related issues that could be identified:

- Changes in livelihood opportunities (e.g. shifts away from pastoralism) that can restrict the ability of men to earn an income and fulfil their traditional role as economic heads of households
- Climate change or environmental degradation leading to reduced water and firewood supplies near villages, requiring women and girls to travel increasingly large distances from their communities

Causes: This involves looking at the range of structural roots and proximate causes, triggers and manifestations that drive violent conflict. Although gender inequality is rarely seen as a root cause of conflict, issues such as gender-based violence or restriction on women's mobility can be understood as manifestations of conflict and insecurity. In looking at the range of causes, it is not just about identifying them but also prioritising them in the analysis of conflict. Importantly, gender inequality and abuse of women's rights should be recognised as drivers of conflict within analytical frameworks, and how this can affect the sustainability and effectiveness of peacebuilding and statebuilding processes should be considered.

Examples of gender-related issues that could be identified:

- Incidents of sexual violence targeting groups of women and girls or men and boys based on their ethnicity, religion, political affiliation or other identity marker
- Discriminatory beliefs and practices that restrict women's freedom of movement and ability to engage in public life or civic activism that can increase vulnerability to violence and exploitation

Actors: The different interests, goals, positions, capacities and relationships among actors are key to understanding the dynamics within a fragile and conflict-affected setting. While this involves looking at potential spoilers and actors that have the biggest capacity for or interest in violence, it is also vital that any analytical framework looks at those actors who are most likely to promote peace and the relationships and incentives that exist among them. Given that women are not considered to be "spoilers" and therefore relevant to the peace process, it is often the case that their agency is overlooked. The changes in gender roles and relations that can happen as a result of conflict results in varied needs, vulnerabilities and interests and all of this should be integrated into any analysis.

Examples of gender-related issues that could be identified:

- The different ways in which men, women, boys and girls are involved in inciting, committing or resisting violence
- What barriers are preventing women and girls from participating and influencing efforts to build peace

Conflict dynamics: This involves looking at the interaction that occurs between contexts, causes and actors to develop a view of how a conflict is unfolding, and deepen understanding of the nature and triggers of violence. This stage can also shed light on any capacities and windows of opportunity that can be drawn on in efforts to address conflict and fragility. It is important to consider how women can influence the conflict dynamics as well as how they can change or transform gender relations, as well as the roles of men (or women) as spoilers and resisters, or as connectors and peacebuilders.

Examples of gender-related issues that could be identified:

- How women's groups or networks are mobilising across physical or imagined boundaries to advocate for peaceful conflict resolution or an end to violence
- The shifts in gender roles as a result of conflict, such as increased economic participation of women or male recruitment into fighting forces, and how these influence entry points to reduce violence

Box 5. Making the invisible visible: What a gender perspective can help us see

■ Who has access to and control over which resources and services?
■ How gendered identities shape and are shaped by violent conflict?
■ What perceptions and aspirations do women, men, girls and boys have about their roles?
■ How does the gendered division of labour, from household to national level, influence the levels of participation of men and women in peacebuilding and statebuilding?
■ What are the main security threats facing women, men, girls and boys, how do they cope, and what are their protection and safety needs?
■ What are the main priorities relating to peace and security at the community and national levels for women, men, girls and boys?
■ How do gender roles in relation to earnings, reproduction, decision-making, marriage, etc. enable or constrain influence over power relations and decision-making?

Moving forward: Most conflict analysis tools involve a consideration of existing and planned responses; key gaps, options and potential strategies to respond to conflict; and possible future scenarios. When thinking about strategic responses it is important to not only consider women's practical needs, but also more structural gender-based inequalities. Exploring and incorporating local capacities for peacebuilding and conflict management, including the roles of civil society and women's groups and networks, should also be a factor in the analysis at this stage.

As with any analytical exercise that requires a certain amount of skills and knowledge, the risk that it can be approached as a technical exercise is a real one. It is therefore vital to ensure that any form of conflict analysis is carried out in a flexible, politically-sensitive, nuanced and locally-grounded way, ideally bringing a gender perspective into already existing PEA or other approaches. Individuals should also be aware of their own gendered identities and how this can influence the process of integrating gender into conflict analysis.

Laying the groundwork for integrating gender into conflict analysis

When planning a conflict analysis there are a number of issues to consider that can help to inform the planning and design of the process:

■ **Timing**: When is the best moment to carry out a gender-sensitive conflict analysis? Are there specific entry points for which the analysis can be used or feed into? Are there specific times when women or girls may be unable to participate due to household roles or cultural norms?
■ **Audience**: Who is the analysis for and who will use it? Is it relevant to any other actors or processes, and how will gender issues be included and presented in the final product? Are any of the findings potentially sensitive or could they lead to increased tensions? If so, how will these be managed?
■ **Participation**: Which actors need to be engaged in the analysis process, and how and when will they be consulted with or involved? In particular, how will women and girls and other marginalised groups be engaged in the process?
■ **Ownership**: Who will own the analysis and who will be responsible for using or applying it to programming or policy in the future? Are women's groups and networks able to access and build on the findings?
■ **Scope**: What are the parameters for carrying out the analysis? Is there a specific focus that will inform the design or relevance of the process? Will gender issues be mainstreamed throughout the entire analysis and/or included as a specific section or thematic issue?
■ **Resources**: Have the necessary resources to carry out the analysis been provided? Are these adequate for ensuring an inclusive and participatory approach to the analysis? Has the requisite training or capacity in gender analysis been provided?

Once the parameters for integrating gender into the conflict analysis have been clarified, it is important to understand the different areas of enquiry that are relevant to explore. There are many different analytical frameworks for doing both gender analyses and conflict analyses. Each of these has strengths and weaknesses, as well as specific methodologies and approaches. Given the context-specificity of each analytical process it is not necessarily useful to propose one model that can be applied in all cases. The following table highlights some gender analysis tools that could be adapted for use when carrying out a conflict analysis, that complement the conflict analysis tools described in Table 3 above.

Table 5. Integrating a conflict-sensitive perspective into gender analysis tools

ANALYTICAL TOOL	OVERVIEW	WHAT IS THE ADDED VALUE TO CONFLICT ANALYSIS?
Gender analysis frameworks (e.g. Harvard Analytical Framework, Moser Framework, Capacities and Vulnerabilities Analysis Framework)[14]	■ The aim of these frameworks is to introduce a gender perspective to either improve the efficiency of development programmes or the empowerment of women within these interventions. ■ The exact approach varies depending on the framework, but most examine what tasks men and women do; when and where they do them; what resources are needed to carry out the activities; what access and control men and women have to those resources; what contextual or institutional factors influence the division of labour and resources; and the institutions and power distributions that drive inequalities and relationships between men and women	■ Demonstrate how conflict has caused shifts in men and women's roles and in their access to and control over resources ■ Help identify gender-specific vulnerabilities to conflict and violence and capacities (or barriers) of men and women to support peacebuilding and statebuilding ■ Contribute to understandings of the gendered power dynamics at play within FCAS
Gender and social exclusion analysis (DFID)[15]	■ This framework is useful for analysing what groups are excluded within a given context; what processes drive gender inequality, discrimination and social exclusion; what impact this has on development processes; and, what the programming implications are	■ Can help to identify opportunities, entry points and drivers of change for tackling gender-based exclusion and inequalities in FCAS ■ Contributes to analysis of the drivers, triggers and manifestations of conflict that are linked to gender-based exclusion
Six Domains Gender Analysis (USAID)[16]	■ This framework is applied in development programming to analyse the nature and causes of gender inequalities across six domains: access to assets; knowledge, beliefs and perceptions; practices and participation; time and space; legal rights and status; and balance of power and decision making	■ Can help to understand gender-based constraints that could influence the effectiveness of efforts to resolve conflict or design peacebuilding and statebuilding programmes

2.4 Overcoming the challenges to integrating gender into conflict analysis

One of the most significant challenges in integrating gender into conflict analysis is avoiding the pitfall of treating women and girls and homogenous groups, or to reducing gender analysis to differentiating women's needs and roles from those of men. Gendered identities, roles and relations are also strongly influenced by other identity markers such as class, religion or socio-economic grouping, and understanding the inter-relationship *between* men and women as opposed to as separate groups is vital. However, highlighting these complex relationships and multiple vulnerabilities can be challenging.

There is often a trade-off in terms of comprehensiveness and depth, and time and resources available when doing any kind of analysis. In some cases, to avoid having to negotiate the difficult politics behind the analysis, it can be approached in a more technical way. Similarly, external consultants are frequently brought in to carry out conflict assessments or analyses, at times due to lack of capacity of expertise, but also to cut out the time needed to engage in a more consultative and participatory process. If the latter is the case, this can have major implications for the ownership of the process. Gender issues in particular are often a casualty of these trade-offs, where they are not seen as relevant in a crowded agenda or time-sensitive in an environment when there are many urgent and competing priorities. Furthermore, a lack of resources or prioritisation may prevent actors from undertaking the additional effort needed to engage women and women's organisations. They may be less accessible than other groups, and may also require additional support and capacity to them to enable them to participate and understand the issues.

It can be particularly challenging to access information and actors at the community level, as well as understand and incorporate the role of informal structures and institutions into a conflict analysis. However, in many FCAS, gender issues are mediated through informal actors and structures, and they are therefore often among those that are most key to advancing gender equality but at same time hardest to reach and influence. The reality is that this is the level not only where many gender-related issues can be most relevant, but also where there may be important opportunities to influence conflict dynamics and power relations. Another consideration relates to the risks and sensitivities around discussing gender issues. The power relationships that exist within conflict-affected communities and between local populations and external actors can prevent openness and inclusive dialogue. This is further magnified in the case of some gender issues, such as sexual violence, where there can be specific security risks associated with discussing it.

Although conflict analyses should involve the collection of new information and data, they also tend to draw on existing evidence and documentation. Since much of this tends to be weak on gender perspectives, it can be easy to overlook these issues. It is vital to remember that the lack of data does not reflect the unimportance of these issues, but rather should draw attention to the need to find sensitive and creative ways to begin collecting the information. Analytical frameworks should also be flexible with what 'counts' as evidence, and ensure that gendered structural drivers of peace and conflict, for example anecdotal evidence of SGBV or increased purchasing or hiding of small arms and light weapons, are also considered as a legitimate contribution to the analysis.

Table 6. Addressing the challenges of integrating gender into conflict analysis

CHALLENGES	MITIGATING ACTIONS
Gender ≠ women	Incorporate a relational approach into the analytical framework that recognizes the different roles, relationships and identities of both men and women, as well as how they interact Be alert to the specific ways that men and boys influence and are influenced by violent conflict and fragility Recognise the heterogeneity of the categories men and women, and capture the other identity markers that influence needs, vulnerabilities and access to and control over resources such as age, ethnicity or geographical location
Time and resource pressures	Integrate findings of existing analyses and assessments, such as any consultations done as part of a NAP planning process or SGBV strategy Approach gender-sensitive conflict analysis as a flexible tool, and adopt a light-touch approach when time or resources do not permit a more detailed assessment
Challenges in accessing information and actors at the community level	Work with women's organisations and networks who are active at the grassroots and already have strong links and an awareness of community-level priorities Identify male change agents or norm influencers (e.g. religious and community leaders) at the community level and work with them to understand the underlying gender dynamics within the community
Lack of data	Draw on existing cross-country surveys or national and local government sources that may contain relevant data Consult with local partners and INGOs and incorporate any relevant data that they have collected through their peacebuilding and statebuilding programming that could be used
Sensitivities around discussing gender issues	Where there is perceived sensitivity or risks associated with doing a gender and conflict analysis, couching the analysis in more neutral terms such as a context or situation assessment can help
Analysis shaped by gendered norms and beliefs of those doing it	Be aware of the impact that individual perspectives and attitudes about gender roles, relations and identities have on the outcomes of the analysis Use the process of doing a gender and conflict analysis as a way of challenging assumptions and positively transforming the attitudes of those involved in carrying out the analysis

TIP SHEET 2.1: PREPARING FOR A GENDER-SENSITIVE CONFLICT ANALYSIS

Carrying out a gender-sensitive conflict analysis can involve a range of different activities such as desk research, literature reviews, surveys, expert interviews, focus group discussions, community consultations and workshops with key stakeholders. Ideally, the individuals or organisations carrying out the analysis can then triangulate across the different information sources to develop a comprehensive assessment of the key issues in any given FCAS context.

There are already a number of excellent conflict analysis and gender analysis tools that can be drawn on, and combining these approaches would allow stakeholders to develop a more comprehensive and nuanced understanding of the context in turn leading to more effective peacebuilding and statebuilding programmes. This tip sheet provides a brief checklist of some of the key factors to consider at different stages of planning and carrying out a conflict analysis to ensure that a gender perspective is integrated throughout.

What to consider when planning a gender-sensitive conflict analysis?

- What is being done to ensure that the process is participatory, involving representatives from all groups of women, men, girls and boys who have a stake in peacebuilding and statebuilding in the specific context? Have specific efforts been made to engage hard-to-reach groups?
- Have you involved people from multiple backgrounds and with different roles within their families, communities and regions?
- What measures have been put in place to ensure that any consultations and analysis are done at times that allow them to participate, particularly ensuring that the care or other domestic responsibilities of women and girls do not prevent their involvement?
- Has a safe environment been established for people to speak freely, taking into account the local power dynamics that may make it difficult for certain groups, such as women or less powerful men, to participate?
- Has care been taken to avoid endangering any participants in the process of carrying out the analysis, particularly in relation to talking about SGBV, and if so what safeguards have been put in place?
- Have the transport and subsistence costs been provided in a conflict-sensitive way if necessary and appropriate?

What skills and tools are needed?

- What gender analysis and conflict analysis tools are being used? How will the resulting data be documented and synthesised?
- Has consideration been given to the gender, age, ethnic, linguistic or religious background of the researchers and how this will influence data collection and analysis?
- Have researchers been provided with gender-sensitivity and conflict-sensitivity training?
- Are both gender and conflict experts part of the team carrying out the analysis?

What sources of information could be used to bring a gender perspective to a conflict analysis?

While integrating a gender perspective into a conflict analysis can involve carrying out new research or data collection, when time, expertise and resources are limited it is also possible to draw on existing sources that can provide an insight into key issues, priorities and challenges.

- Country or regional gender assessments or profiles carried out by donor agencies or international organisations
- Data and statistics collected or produced by national or regional government authorities as part of SDGs, New Deal or other monitoring processes
- National Action Plans on UNSCR 1325 and any shadow monitoring reports produced by civil society
- Periodic reports to the UN Convention on the Elimination of All Forms of Violence Against Women and NGO shadow reports
- Research, case studies, media reports or other resources produced by locally-based women's organisations or academic institutions

Several websites contain searchable databases of relevant reports that can provide quick access to in-depth information on a range of country or issue-specific gender issues:
- Peacewomen: http://peacewomen.org/resource-center
- Consortium on Gender, Security and Human Rights: http://genderandsecurity.org/projects-resources/research-hub

How to ensure gender is not lost when writing up a conflict analysis?

After the process of doing a conflict analysis has been completed, it is vital that the results as well as the process and any written outputs reflect a gender-sensitive approach. It is frequently the case that even if efforts are made to consult with women or identify gender-specific issues during the information gathering stage, these insights do not get integrated into the final draft. Ideally, this will involve more than a short sub-section on gender issues in any report produced, and a gender lens will also be applied throughout the conflict analysis.

What next? How can a gender-sensitive conflict analysis be used?

Once the process of creating a gender-sensitive conflict analysis is complete, it can contribute to peacebuilding and statebuilding activities in a range of ways, if the opportunities to use it are taken. These include the following:

- Peacebuilding and statebuilding priorities identified by men, women, boys and girls can be used to inform country plans and strategies
- Assessment of gender-specific peacebuilding gaps, needs and capacities can enable donors to resource and prioritise these interventions in their ongoing work
- The process of consulting with local actors during the conflict analysis can contribute to developing a mapping of peacebuilding activities being carried out by women's organisations and networks

Local police officer and woman, Democratic Republic of the Congo (DRC)

TIP SHEET 2.2: QUICK CHECKLIST OF SAMPLE QUESTIONS TO INCLUDE A GENDER PERSPECTIVE IN CONFLICT ANALYSIS

The following questions provide some guidance on the issues that should be covered by a gender and conflict analysis:[17]

STAGE OF ANALYSIS	EXAMPLE OF QUESTIONS TO ASK
Context	■ What gender-related differences (in roles, relations, access to power/resources, etc.) can be identified at the individual, household, community, local, regional and international levels? ■ How are ideas about masculinity(ies) and femininity(ies) understood in the context? Does this influence the vulnerabilities and opportunities of men and women to resist violence and conflict? ■ What percentages of men and women are represented across various political, social and economic institutions and structures? To what extent are they able to actively engage in them? ■ What impact has violent conflict had on gender roles, relations and identities? ■ What role does civil society play and what space exists for NGOs to influence the context? ■ What roles do people of different genders play in the community? Has this changed as a result of conflict? ■ What are the predominant gender norms for different social groups? ■ How do people's actual behaviours compare to the gender norms? ■ Which groups are most marginalized at the community level and why?
Causes	■ How do the root causes of the conflict affect different women, and men? ■ How do different women and men experience insecurity and how do they define their security concerns and priorities? ■ How do different groups of men and women define the key issues, root causes and drivers of conflict? ■ How are ideas of masculinity and femininity used by the different parties to the conflict? ■ How do gender norms and behaviours shape how violence is used, by whom against whom? ■ Do norms relating to masculinity and femininity fuel conflict and insecurity in this context?
Actors	■ Who are the key actors in the conflict and/or peacebuilding and statebuilding process and why are they in these positions? ■ What is the gender balance and other identity markers (e.g. wealth, age, class) of these actors? ■ How do key actors engage with other stakeholders, particularly marginalized groups? ■ What informal relationships influence how key actors engage and interact? ■ Which actors are or could be change agents in relation to gender equality and women's empowerment and why? ■ What role does the international community play in promoting women's empowerment and gender equality?
Dynamics	■ What (support) roles are different women, men, and gender minorities playing in relation to the conflict? ■ In what ways are these roles reinforcing and/or challenging existing gender norms and roles? ■ What are the consequences of this in the short- and long-term? ■ What is the impact of the conflict on different women, men, and gender minorities, including but not limited to forms of direct violence? ■ What does gender-disaggregated data tell you about conflict-related deaths and disappearances? ■ How has the conflict disrupted/changed gender roles? For example, who make up the displaced and what are the specific challenges faced by different displaced men, women and gender minorities? ■ Have specific gender groups of men, women, and gender minorities been singled out in acts of violence? ■ How do gender identities, norms, and issues feature in recruitment practices?

TIP SHEET 2.3: GENDER AND CONFLICT ANALYSIS IN PRACTICE: INTEGRATING GENDER INTO FRAGILITY ASSESSMENTS

Fragility assessments are intended as a tool that can be used by governments to foster a constructive dialogue across different ministries and civil society, and with some input from donor representatives. The assessments are intended to inform subsequent strategic planning processes and the identification of national priorities. Guidance on carrying out fragility assessments has been developed by the New Deal implementation working group of the IDPS based on the g7+ countries that piloted the New Deal in 2012-13. This is intended to inform future roll-out of the assessments and enhance understanding of the fragility spectrum framework.[18]

The current analytical framework for the fragility assessment and spectrum highlights a few guiding questions that relate to women's needs and vulnerabilities, and any final guidance or methodology should ensure to take these into account, including in any workshops and consultation processes. However, it is not clear that gender dynamics are recognised by the fragility assessment framework as one of the drivers of conflict, fragility or resilience. If this were the case, that may lead to a different assessment of fragility and more importantly may offer up new avenues towards resilience. Ensuring that all relevant issues, including those relevant to gender equality, are identified in the assessment report and lessons learned documents during the pilot phase is critical so that there will be a greater likelihood that they will be taken up in national planning processes.

PSGS	EXAMPLES OF ISSUES TO EXPLORE IN FRAGILITY ASSESSMENTS
Legitimate politics	■ How are women represented in different decision-making structures, including in informal and customary institutions? ■ What mechanisms exist to support women's political participation in governance structures at local, sub-national and national levels? ■ How are gender issues addressed in peace agreements or constitutions? ■ How inclusive (gender, ethnicity, age) is the political dialogue process? ■ Are there any gender dimensions to the drivers of conflict and violence? ■ What kinds of grassroots peacebuilding and reconciliation activities are being carried out by women's organisations?
Security	■ What are the gender-specific security concerns and priorities of women, men, girls and boys? ■ How does the security sector respond to violence against women and other forms of GBV? ■ Does the security have any codes of conduct and operate with respect for women's human rights and human rights? ■ What are women and men's perceptions about security and how do they differ? ■ Are women and/or marginalised groups represented in meaningful ways in the security services?
Justice	■ What is the nature and type of laws specifically concerning women and girls and to what extent are they implemented? ■ How are women represented on human rights bodies, TRCs, etc., and how do these bodies address gender issues? ■ What are the gender-related barriers to access to justice? ■ What is the role of customary law in adjudicating over domestic and family-related matters, including in relation to marriage and inheritance?
Economic foundations	■ How much access to land and credit do women have? ■ What is the balance of employment in the formal and informal sectors for men and women? ■ What are the gender-based barriers to infrastructure? ■ What role do women play in cross-border trade? ■ How does youth unemployment affect girls and boys?
Revenues and services	■ What are the gender-related barriers to access to services? ■ How do women and men's priorities in relation to service delivery differ? ■ How do women and men's tax contributions differ? ■ How does corruption affect women and men? ■ Are women meaningfully represented in the public service and do they have any specific capacity-building needs?

Practical tips for ensuring more gender-sensitive and inclusive fragility assessments:

- Include gender inequalities and discrimination against women as a criteria of fragility across the sub-dimensions of the fragility spectrum
- Ensure that female political leaders, women's organisations and networks are invited to, attend and actively participate in any fragility assessment workshops
- Raise awareness about the New Deal among civil society organisations, including through the use of media that are accessible to women
- Identify and draw on the outcomes of any mappings or consultation that have already been carried out with women's groups on their priorities in relation to peacebuilding, statebuilding and gender equality and ensure sustained engagement and follow-up with participating women (e.g. consultations for the development of a National Action Plan on UNSCR 1325)
- Ensure that any guidance documents include specific questions in relation to women's rights and gender equality and that facilitators have the necessary skills to elicit discussion on these issues during the workshops

Local women, Afghanistan

3. GENDER-SENSITIVE PEACEBUILDING AND STATEBUILDING: PROJECT DESIGN AND IMPLEMENTATION

3.1 Importance of designing gender-sensitive peacebuilding and statebuilding projects in FCAS

Fragile and conflict-affected contexts present specific challenges for the design and delivery of peacebuilding and statebuilding projects. They tend to present a higher number of risk factors to project success, such as the risk of ongoing insecurity and the challenge of operating in the context of a society that is rebuilding itself after a period of violent conflict. The implementing context tends to be highly politicised and fluid, and weak institutions and capacity can further complicate implementation, requiring a high degree of conflict-sensitivity. These environments can, however, offer opportunities and entry points to transform gender roles and relations. Integrating a gender-sensitive approach into all aspects of project design and implementation from the earliest stages can not only bring positive impacts in terms of stronger women's rights legislation or greater human rights awareness among security actors, but can also minimise the negative gender-specific impacts of conflict and any risks of a return to pre-conflict gender inequalities.

> ## Box 6. Tips for gender-sensitive programming in FCAS[19]:
> - Participatory design processes, particularly those involving women, men, girls and boys at the grassroots level, can help to build consensus about what is needed, and ensure ownership and buy-in
> - The approach to project design can vary depending on the context and what is possible given time, resource and other constraints, but it should always be inclusive and gender and conflict-sensitive at a minimum.
> - Flexibility is particularly important given that gender dynamics are constantly changing, and updating project design or goals as it is being implemented can be necessary to maximise opportunities for change and minimise risk of harm.
> - Build political support and commitment for inclusion of women and gender advocates and the visibility and value of gender equality as a goal
> - Avoid overly technical and siloed approaches to supporting gender-related programming, and recognise the need for inter-linkages across sectors, particularly beyond the social sectors
> - Understand how gender inequalities relate to the broader political settlement and distribution of power and resources and incorporate this into the programme logic
> - Prioritise and promote women's inclusion in 'high stakes' moments where resistance is likely to be highest but opportunities to embed and influence are highest
> - Recognise that gender equality affects entrenched interests and is likely to encounter resistance so identify existing incentive structures and sources of resistance to identify where change can happen
> - Facilitate legal changes to remove gender discrimination
> - Support women's inclusion and participation in all aspects of peacebuilding and statebuilding
> - Pay attention to linkages between national and local levels of decision-making, resource allocation, and service delivery and what the implications of this are for women and girls
> - Pay particular attention to informal rules of the game, even where formal rights and inclusion exist then there might still be deeply entrenched and powerful informal patterns of exclusion
> - Work with informal actors and women's organisations

3.2 Project design and implementation

Some of the most important characteristics or requirements of designing gender-sensitive projects in FCAS are inclusivity, flexibility, dynamism, collaborative approaches and conflict-sensitivity, and these should be applied at all stages of the project cycle. Designing projects that are gender and conflict-sensitive requires certain considerations to be taken into account and can result in specific challenges that are not encountered in other contexts or issue areas. For example:

- Both gender equality and building peace are long-term transformations that are brought about by subtle, difficult to measure changes in attitudes and practices as well as more concrete outcomes
- Data and information on gender issues is lacking in most contexts, and this can be particularly marked in FCAS, requiring creative use of proxy indicators and investment in building capacity for data collection
- Gender relations are linked to power dynamics, which can be contested and constantly changing in fragile context, and entry points for engagement require a high degree of sensitivity and flexibility which can be difficult when adhering to project templates
- Gender-blind approaches are not gender neutral, and even if it is unintended or un-stated, every programme still has an impact on gender roles, relations or identities. At the bare minimum, programmes must be designed in a way that does no harm and minimises any risk of exacerbating gender inequalities

3.2.1 Analysis and assessment

The first stage of project design is to carry out a gender-sensitive conflict analysis (see section 2 of this handbook). This should be done regardless of whether the project is intended to specifically target gender equality or women's empowerment or not. The findings of the analysis can be used to inform the results framework and any performance monitoring or evaluation plan, thereby ensuring that gender-sensitivity is one of the dimensions against which the impact or success of the project will be measured. A key part of the analysis should involve the identification of and collection of gender-specific and sex-disaggregated data needed for monitoring and assessing impact of the project at a later stage. Securing the buy-in and leadership of senior management is important prior to beginning the analysis process is vital to ensure that the findings of the assessment feed through into the final project strategy. Using a checklist of key questions can be a useful way to ensure that the necessary information is not only collected but is also used to inform the project design (see tip sheet 2.2).

Some of the issues to consider at this point are:
- What are the causes and manifestations of gender inequality and how will the project transform or interact with them?
- What are the different needs, risk factors and barriers to participation in the project for different stakeholder groups?
- How will stakeholders be engaged in the project?
- How will the project address or influence any specifically relevant issues, for example the issue of gender-based violence?

3.2.2. Developing a theory of change and results framework

The purpose of a theory of change is to explicitly show how a project will result in the desired impact, clarify any assumptions relating to the activities and outputs, and to develop a shared understanding of what the project is trying to achieve. A solid gender-sensitive conflict analysis is essential to being able to develop a clear, explicit rationale for a programme, and one that recognises and responds to the gender dimensions of the programme being developed. Many of the peacebuilding and statebuilding projects implemented in FCAS, however, are not based on solid theories of change which lead to challenges in monitoring outcomes and impact at a later stage. Theories of change (ToC) need to be constantly reviewed and updated during the lifespan of a project, and should be flexible rather than viewed as a linear process, particularly in FCAS where the context is often changing. Indeed, it is important to attempt to develop a ToC, despite the complexity of the environment, and ensure that there is a structured learning process integrated into the project to inform revisions of the ToC over time.

A key element of a results framework is the indicators that are selected to measure progress on delivering outputs and achieving outcomes and impact. Too often, projects fail to include both

gender-sensitive as well as sex-specific/sex-disaggregated qualitative and quantitative indicators or data collection methods. Without this information it is challenging to monitor progress on advancing gender equality or women's empowerment. The need for gender-sensitive and sex-disaggregated indicators applies equally to gender-specific projects in FCAS as well as those without an explicit gender focus, since they are also vital for determining how different groups of stakeholders are affected or how they are benefitting from project outcomes.

The design and choice of indicators depends on the specific objectives and intended outcomes of a project and it is therefore not possible to identify a list of general indicators that can be applied in all cases, but the box below identifies some potential gender-sensitive indicators that could be used in the case of an early warning project.

Box 7. Gender-sensitive early warning indicators

- As reflected in the inclusion of conflict prevention in both the SDGs and the WPS agenda, early warning is a particularly important area of programming on gender, peacebuilding and statebuilding. Gender-sensitive indicators are important for picking up on the full range of factors that can indicate rising tensions or changes in the activities, roles and relationships that reveal an increased risk of violent conflict. Examples of gender-sensitive early warning indicators include the following[20]:
- Sex-specific movement of populations
- Increase in female-headed or male-headed households
- Increased harassment, arrest and interrogation of civilian men by security forces
- Changes to patterns of gender roles
- Hoarding of goods or lack of goods on the local markets, e.g. Sale of jewellery
- Training in weapons for men, women and children at community levels
- Propaganda or news stories glorifying militarized masculinities
- Resistance or curtailment of women's involvement in marketing, trade and public community discussions
- Drop in girls' school attendance
- Increased numbers of meetings by men for men
- Random and arbitrary detention of men
- Increased levels of prostitution and commercial sex work due to military presence

It is important to note that identifying relevant indicators to use in project design does not have to be done from scratch, as a number of existing frameworks have already identified and are collecting data against a range of gender-sensitive indicators (see table 6 below). These indicators can also be useful as proxies in cases where it is not possible or feasible to collect data against the desired indicators.

MONUSCO peacekeeper and young boy, DRC

Table 7. Data sources for indicators on gender inequality in FCAS

DATA SOURCE	OVERVIEW	INDICATOR EXAMPLES
Gender Inequality Index (GII)[21]	The GII, developed by UNDP, measures gender inequalities across three dimensions of human development: reproductive health, empowerment, and economic status. The GII highlights differences in the distribution of achievements between women and men, and measures the human development costs of gender inequality. It covers 155 countries.	■ Maternal mortality ratio ■ Proportion of parliamentary seats occupied by females ■ Proportion of adult females and males aged 25 years and older with at least some secondary education ■ Labour force participation rate of female and male populations aged 15 years and older
Global Gender Gap Index (GGGI)[22]	The GGGI quantifies the magnitude of gender-based disparities and tracks their progress over time. It measures the relative gaps between women and men across four key areas: health, education, economy and politics. The GGGI covers 109 countries, and the index is complemented by detailed country profiles that provide additional gender-related indicators and qualitative analysis.	■ Ratio: female legislators, senior officials and managers over male value ■ Ratio: female literacy rate over male value ■ Ratio: female healthy life expectancy over male value ■ Sex ratio at birth (converted to female-over-male ratio) ■ Ratio: females at ministerial level over male value
World Bank GenderStats[23]	This data portal contains sex-disaggregated data and gender statistics covering demography, education, health, access to economic opportunities, public life and decision-making, and agency. There are 687 indicators available across these areas which can be customized and downloaded, and is updated four times a year.	■ Prevalence of FGM/C ■ % of population with access to improved water sources or sanitation facilities ■ Public spending on education ■ Various health and education indicators (by sex)
Demographic and Health Surveys (DHS)[24]	Demographic and Health Surveys are nationally-representative household surveys that provide data for a wide range of monitoring and impact evaluation indicators in the areas of population, health, and nutrition. They are ideally conducted every five years, and cover a range of areas relevant to gender and FCAS such as domestic violence, women's empowerment and basic household data.	■ Women's participation in household decisions ■ Asset ownership (by sex) ■ Attitudes about gender roles (by sex) ■ Freedom of movement (by sex) ■ Women's experience of various forms of GBV ■ Household population (by age and sex) ■ Number of antenatal care visits and timing of first visit
Social Institutions and Gender Index (SIGI)[25]	SIGI is a cross-country measure of discrimination against women in social institutions (formal and informal laws, social norms, and practices) across 160 countries. As underlying drivers of gender inequalities, discriminatory social institutions perpetuate gender gaps in development outcomes and their negative impacts can be magnified in FCAS. The quantitative data is complemented by detailed country profiles that provide additional qualitative analysis.	■ Percentage of women married between 15-19 years of age ■ Existence and enforcement of laws on domestic violence, rape and sexual harassment ■ Secure access to land and non-land assets ■ Access to public spaces ■ Existence of quotas at national and sub-national levels

3.2.2. What would a gender-sensitive peacebuilding or statebuilding project look like?

While projects need to be context-specific, locally-grounded and respond to the opportunities and entry points that exist, the following table provides some examples of gender-sensitive project outcomes that could be incorporated into programmes, broken down by each of the PSG areas.

Table 8. Gender-sensitive peacebuilding and statebuilding outcomes

PSGS	WHAT IT MEANS FROM A GENDER PERSPECTIVE
Legitimate politics	■ The political settlement is broadened beyond an elite settlement to become a societal compact, which includes women and addresses gender issues ■ Institutions uphold women's rights and both women and men are able to participate in decision-making at all levels, including through holding public office ■ Civil society, including women's organisations are engaged and active ■ Broad-based processes for conflict resolution and reconciliation build on women's grassroots peacebuilding efforts and address gender-related inequalities and insecurities ■ Women leaders representative of a range of backgrounds and identities (urban, rural, wealthy, poor, etc.) are included in all negotiations
Security	■ Improved behaviour, effectiveness and accountability of formal and informal security actors, particularly in relation to the protection of women ■ Particular attention to the gender-specific security needs and to the specific vulnerabilities of women and girls ■ Support for the full and meaningful participation of communities, including women leaders and networks, in shaping security priorities and provision ■ Physical security is understood as a necessity for women's economic security as well as their access to and opportunities for political participation, education, healthcare and other services
Justice	■ All grievances, injustices and violations, including sexual and gender-based violence, are addressed by peace and reconciliation processes ■ Formal justice mechanisms are accessible, affordable and uphold and protect women's rights ■ Traditional, non-state and informal means for dispute resolution and adjudication are strengthened and aligned with international human rights standards, particularly in relation to women's human rights
Economic foundations	■ Job opportunities are created and reduce incentives to engage in violence and conflict, and the barriers to women's access to formal employment are actively addressed ■ Funding is allocated to income-generating projects including some quick-wins, particularly for youth and marginalised groups ■ Women are prioritised and targeted for involvement in labour intensive public and community works ■ Increased agricultural productivity and domestic private sector development benefit women farmers and entrepreneurs
Revenues and services	■ Resources are raised, prioritised and managed in a way that contributes to more equitable service delivery, ensuring that the vulnerable and marginalised have access to these services ■ The specific barriers that affect women and girls' ability to access services are addressed ■ There is sound and transparent public financial management, including through the use of gender budgeting ■ Natural resources are managed in a transparent way that benefits all members of society

Gender-sensitive peacebuilding and statebuilding programmes do not necessarily have to have women's empowerment or advancing gender equality as their specific or sole objective. Indeed, there is a need for both targeted programmes that address men or women's gender-specific needs and interests as well as broader mainstreaming approaches that seek to bring a gender perspective into broader peacebuilding, statebuilding or sector-focused programmes.

There are a number of approaches that can be taken to designing gender-sensitive peacebuilding and statebuilding projects, and the approach should be choses after careful consideration of the objectives, stakeholders involved and the strategic entry points that are in place:

Table 9. Comparing approaches to programming in support of gender equality[26]

Direct interventions: These include measures such as service provision, subsidies or grassroots advocacy that is intended to directly address gender inequalities. This could include provision of paralegal services to survivors of sexual violence or skills training for female ex-combatants upon return to their communities.	**Indirect interventions:** This encompasses a range of possible activities that help to create an enabling context for supporting gender equality and women's empowerment without directly addressing needs or interests. This could include research around how donors could strengthen their programming on gender and service delivery in FCAS; gender-responsive budgeting; or building capacity of CSOs to monitor government implementation of the SDGs.
Short-term measures: Many activities that support gender equality in FCAS tend to be focused on short-term or transitional objectives such as advocacy and awareness-raising campaigns to support women's engagement in peace negotiations; initiatives intended to address specific needs such as gender training for peacekeeping troops; or, ensuring that women and girls are employed in large-scale economic recovery programmes.	**Long-term measures**: Ending gender inequality and conflict requires investments in transformations in behaviour and social change that take place over the long-term. This could include integrating gender into peace education materials that are taught in schools, or establishing and supporting a peer mentoring network at the community level to change male attitudes towards sexual violence.
Cross-government initiatives: These types of programmes are intended to be more general or cross-sectoral, and can include actions such as supporting the drafting of new legislation on women's rights, gender-responsive budgeting or organisation-wide policies on gender balance in government structures.	**Sector-specific measures**: These programmes target specific sectors such as health, finance or transportation. This could include a programme to rebuild community-based health centres in conflict-affected areas to improve antenatal services or investing in building a new local-level road network that will enable women to bring their produce to market.

Working with partners

Working with a diverse range of partners is important for the success of delivering projects in FCAS. There are many factors that influence the access of beneficiary groups, such as: location and distance from project site or interventions; education and language; decision-making power; and level of individual empowerment. While women and girls are often invisible or face barriers in accessing power and resources, other identity markers can also increase vulnerability. For example, uneducated rural men may be more marginalised than their educated counterparts or than urban women. Recognising the multiple sources of discrimination and marginalisation that women and girls often face as well as the diversity within groups of both men and women is essential for effective programming.

For peacebuilding and statebuilding to be effective, actors may need to engage with a range of partners from across government ministries, military or security forces, UN and donor agencies, traditional and religious leaders, men and boys, and civil society groups. Women's organisations in particular can provide a range of important roles in FCAS, including filling gaps in service provision, linking up implementers with local communities and acting as a watchdog and holding governments, donors and other stakeholders to account on their gender-related commitments. Building on and making use of local expertise is vitally important and can contribute to the sustainability of any programming interventions, but particularly those that seek to engage with and transform societal relationships and norms.

The New Deal highlights the need for new ways of engaging, and emphasises support for peacebuilding and statebuilding processes that are country-led and country-owned, rather than imposed by donor countries' own development agendas. This includes fostering political dialogue that includes support for women's participation and the need for building inclusive, locally-based partnerships. Similarly, SDG 17 emphasises the need to build inclusive global partnerships.

When working on gender issues or with women specifically in FCAS, relationships with partners should be established in a conflict-sensitive way. Specifically supporting or engaging with women (or women's organisations) can result in other groups, organizations or individuals in society feeling alienating or excluded, and this can influence the success of the project itself. This can be addressed in part by engaging with men as well, and explicitly considering the impact of gender identities on how different groups of men and women relate to each other and the roles that they both play in perpetuating inequalities.

Some principles to keep in mind when working with partners in FCAS include:

■ Do your partners represent the full diversity of groups within your target population?
■ Do your partners undertake to have gender balance among their staff and provide gender training to their employees?
■ Do your partners have connections with grassroots-based civil society organisations, including women's groups and networks who can provide information and insights during programme implementation?
■ Have you identified who the key influencers or resisters are in relation to gender equality at the community level?

Developing a project budget

There may be additional costs, in terms of time and financial resources, that are associated with integrating gender into peacebuilding and statebuilding processes. If these are not acknowledged in a project budget then it is unlikely that an organisation will be able to ensure that they are incorporated into the implementation phase, even if gender issues have been flagged in the analysis or project design phase. If a project is to succeed in being gender-sensitive, then all components have to be realistically costed and included in the budget.

Some of the elements to consider when preparing a project budget include:

■ Costs of providing gender training and other forms of capacity-building for staff or project partners
■ Costs of recruiting gender experts to provide ongoing or ad hoc support to programme development or implementation
■ Costs of carrying out gender and conflict analysis or a baseline assessment
■ Costs of gender-sensitive data collection that may require specific logistical arrangements or technical expertise

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Box 8. Integrating gender into implementation of the New Deal at country level: CSO experiences

Earlier this year Cordaid conducted a survey with CSPPS country focal points[27] to gain a deeper understanding of how gender issues were being integrated into New Deal implementation at country level. Several trends emerge from the findings:

■ With some exceptions, such as in Togo where gender-based organisations were consulted, fragility assessments (FAs) and indicators covering the PSGs in national development plans have tended to be gender blind. FAs have fallen short of fully addressing gender-related issues, particularly violence against women and women's participation in decision-making.
■ More generally, women have tended to be excluded from processes to define key priorities in national strategies, including those linked to the New Deal. This is particularly common in the case of high-level meetings and forums.
■ Women's organisations and networks have mobilised in many countries to participate in and support New Deal implementation, but a lack of technical expertise, financial resources and discriminatory practices prevent them from playing a constructive role.
■ Examples of effective approaches to promoting the inclusion of gender issues within the New Deal cited by CSPPS focal points include training and sensitisation for women's rights advocates in New Deal-related issues and linking the New Deal with parallel national processes such as the development of UNSCR 1325 National Action Plans.
■ Despite difficulties in actively participating in formal processes, many CSPPS members report that they have undertaken studies, participated in consultations, carried out targeted advocacy with key government ministries and promoted dialogue with a range of stakeholders around the New Deal and gender issues.
■ Some of the key needs identified by CSPPS members to improve New Deal implementation: increased access to flexible funding for women's organisations; greater political will and government support to implement gender-sensitive laws and policies as part of Peacebuilding Compacts; and capacity-building support for CSOs so that they can meaningfully engage in consultations around the fragility assessments, defining PSG indicators, etc.

3.3 Monitoring and evaluation

Monitoring and evaluation is an essential component of the project cycle, and it is therefore important to begin to think about developing a robust and flexible M&E framework from the earliest design stage. M&E frameworks are important for monitoring performance and for identifying any necessary changes in strategy, and for assessing impact of a programme over time. There are a number of key reasons why gender-sensitive M&E is important:

- To know if projects reach both men and women
- Capture impacts of projects on men and women
- Communicate achievements and lessons learned (including in relation to effectiveness on reaching men and women)
- To know if projects have created gender disparities or inequalities

Monitoring should be community-based and participatory, particularly in FCAS, and importantly should collect information about men and women as well as from men and women. This is not only because this increases the likelihood of obtaining useful information, but also because it helps to develop important connections with a range of actors at the grassroots level as well as communication between groups that might not otherwise interact, helping to reduce conflict or defuse tensions. In this respect, it is important to create opportunities for women and any groups that may be marginalised to participate in monitoring, as well as being aware of and addressing specific obstacles that they may face.

When deciding on what M&E tools to use, factors to include consider:
- Do no harm: What are the risks of exacerbating gender inequalities or increasing women's vulnerability?
- Field access: Who will be involved in the monitoring and are there any groups who might be difficult to access or engage, particularly among women and girls?
- Empowering local groups: Does the monitoring process include capacity-building and a role for local actors to collect data, report on progress or advocate for change in project activities?
- Time, accuracy and resource trade-offs: Are there other concurrent processes (e.g. NAP monitoring) that are taking place that can be drawn on and could inform monitoring of gender-related peacebuilding an statebuilding programmes?

Table 10. Addressing the challenges of integrating gender into monitoring and evaluation in FCAS

CHALLENGES	MITIGATING ACTIONS
Difficult to access women and ensure their participation	Be flexible with the times and location of monitoring activities. Create opportunities to meet with them in their homes or hold meetings nearby at a time that enables them to attend and does not interfere with other domestic or income-generating responsibilities. Image based tools if literacy is an issue
Difficult to capture complex transformations necessary for gender equality	Adopt a range of monitoring tools, including both quantitative and qualitative approaches such as stories of change or ladders of change methodologies.
Risk of exacerbating tensions or violence	Ensure ethical guidelines are in place, especially for working with survivors of SGBV. Train monitoring staff in the do no harm principles and gender-sensitivity.
Lack of data against indicators	Use proxy indicators where possible, and revise the programme framework to include capacity-building for data collection, particularly among locally-based partners such as women's organisations working at the community level.
M&E staff do not have the requisite gender expertise	Use local partners or involve other community-based actors to support monitoring. Use external consultants to provide additional surge capacity when needed. Budget for gender training as part of an M&E plan.

Monitoring requires more than just collecting data and assessing progress against indicators, particularly when it comes to assessing changes and impact relating to complex social changes such as those around gender issues as well as well as in complex and constantly changing environments such as those found in FCAS. It also requires that programme staff are prepared to revise their indicators, logframes and theories of change to reflect learning.

Box 9. Challenges in monitoring gender-based violence

As well as being a common feature of fragile and conflict-affected contexts, gender-based violence (GBV) can be an important indicator of conflict risk. It is therefore important to include it in gender-sensitive conflict analyses, as well as in project design and monitoring frameworks where relevant. However, for a number of reasons it can be difficult to measure and monitor:[28]

- There is a lack of an internationally-agreed framework on how to measure GBV, for example focusing on incidence versus prevalence
- Individual understandings of what constitutes GBV vary widely based on factors such as education, culture or economic background
- The issue of GBV is very sensitive and collecting data can therefore require special methodologies and support
- Due to these sensitivities, collecting data on GBV can be expensive and time-consuming

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Peacekeeper, CAR

TIP SHEET 3.1: PROJECT DESIGN AND IMPLEMENTATION CHECKLIST

This tip sheet provides a checklist of key questions that should be asked at the different stages of project design and implementation to ensure that gender issues have been considered and integrated into all aspects of peacebuilding and statebuilding programmes. They are not intended to be exhaustive but provide some guidance on issues to keep in mind at the different stages of the project cycle.

INTEGRATING GENDER IN THE DIFFERENT STAGES OF PROJECT DESIGN AND IMPLEMENTATION[29]	
Analysis	■ Is baseline data sex-disaggregated? ■ Are the different vulnerabilities and capacities of women, men, boys and girls and any structural inequalities considered? ■ Are the different needs, interests and priorities of women, men, boys and girls addressed? ■ Has the analysis adequately captured and addressed the multiple sources and forms of discriminations that negatively impact men's and women's access to equal rights and opportunities? ■ Have men and women been involved in the analysis in a participatory way? ■ Have existing gender and conflict analyses and assessments been drawn on?
Developing a logframe	■ Is the theory of change gender-sensitive? Have any gendered assumptions been made explicit? ■ Are outputs, outcomes and impact measured with sex-disaggregated or gender-specific quantitative and qualitative indicators where possible? ■ Are there specific entry points for addressing gender equality and women's empowerment through the project activities? ■ Is gender mainstreamed throughout the entire project strategy? ■ Have women's organisations been consulted in the development of the strategy?
Identifying and working with partners	■ Do your partners represent the full diversity of groups within your target population? ■ Do your partners undertake to have gender balance among their staff and provide gender training to their employees? ■ Do your partners have connections with grassroots-based civil society organisations, including women's groups and networks who can provide information and insights during programme implementation? ■ Have you identified who the key influencers or resisters are in relation to gender equality at the community level?
Budget	■ What are the costs of providing gender training and other forms of capacity-building for staff or project partners? ■ What are the costs of recruiting gender experts to provide ongoing or ad hoc support to programme development or implementation? ■ What are the costs of carrying out gender and conflict analysis or a baseline assessment? ■ What are the costs of gender-sensitive data collection that may require specific logistical arrangements or technical expertise? ■ Are adequate funds allocated to providing gender-related capacity building support to partners or core funding to women's organisations and others working on gender equality in FCAS?
Monitoring and evaluation	■ Is there gender expertise within the M&E team? ■ Has a mix of quantitative and qualitative indicators and monitoring tools been used? ■ Have policies or guidelines been put in place to ensure that monitoring does no harm? ■ How will local partners and the local population be involved in monitoring?

TIP SHEET 3.2: GENDER-SENSITIVE INDICATORS FOR MEASURING PROGRESS AGAINST THE PSGS AND SDGS

Promotion of women's rights and gender equality are an inherent part of peacebuilding and statebuilding processes. This needs to be included in how we measure the success of peacebuilding and statebuilding interventions as part of the New Deal framework as well as the SDGs. It is therefore vitally important that both gender-sensitive as well as gender-specific indicators and sex and age-disaggregated data are included under SDG 16. At the same time ensuring that conflict-sensitive indicators are included in SDG 5, is a priority as well, given the many specific challenges in reaching gender equality which are faced in FCAS. Where the information needed to measure against the indicators does not exist at national level, it should be called for in any guidelines or templates as this will help to build up the case for investing greater resources in the collection and analysis of sex and age-disaggregated data.

It is challenging to develop a set of indicators that can capture the complexities of measuring progress against the PSGs, which takes a different shape across different countries and contexts. However, this is a challenge that has already been encountered in relation to the implementation of the WPS resolutions as well as in current discussions around the Sustainable Development Goals (SDGs). At the national level, as of July 2016, 60 countries have developed National Action Plans for the implementation of UNSCR 1325, and many of these contain some kind of indicators on priority areas in relation to the promotion of women's rights and gender equality in peace and security processes. Similarly, the Fragility Assessments that have been done in New Deal pilot countries also put forward a number of indicators against which progress can be measured.

It is important to recognise that developing indicators for peacebuilding and statebuilding processes is not purely a technical exercise, but is a political one as well. This can make it even more difficult to ensure that gender-specific issues are reflected in the final set of indicators, since in situations where political trade-offs have to be made we have seen that gender-specific issues often fall to the bottom of the pile.

In order to ensure that any indicators developed to monitor the PSGs and SDGs reflect a gender perspective and are sex and age-disaggregated, the following are some recommended steps that can be taken:

- Involve women's organisations and networks in ongoing discussions around indicator development, and ensure that civil society organisations are aware and informed about the process.
- Gender advisors on both the donor and g7+ sides should be engaged in, or at the very least consulted by, the indicator working group and throughout any country-level consultations.
- Review the indicators that have already been developed to monitor implementation of UNSCR 1325 and, where possible, integrate these indicators into the PSG process.
- Support capacity building of statistical bureaus and gender ministries to enable more extensive collection and analysis of sex and age-disaggregated data at the national and local levels.

PSGS AND PSG INDICATORS	GLOBAL INDICATORS ON UNSCR 1325	SDG INDICATORS[30]
Legitimate politics ■ Diversity in representation in key state institutions (basket) ■ Perception of representation (and its effectiveness) in government (basket) ■ Participation in and satisfaction with elections (basket) ■ Participation in political processes and civic engagement at local level (basket)	■ Indicator 8: Percentage of peace agreements with specific provisions to improve the security and status of women and girls ■ Indicator 11a: Representation of women among mediators, negotiators and technical experts in formal peace negotiations ■ Indicator 11b: Women's participation in official observer status, at the beginning and the end of formal peace Negotiations ■ Indicator 12a: Women's political participation in parliaments and ministerial positions ■ Indicator 12b: Women's political participation as voters and candidates	■ 16.7.1 Proportions of positions (by ■ age group, sex, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national ■ distributions ■ 16.7.2 Proportion of countries that ■ address young people's multisectoral needs within their national development plans and poverty reduction strategies ■ 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life ■ 5.5.1 Proportion of seats held by women in national parliaments and ■ local governments ■ 5.2 Proportion of women in ■ managerial positions
Security ■ Violent deaths per 100,000 population ■ Political refugees and internal displacement caused by conflict and violence (basket) ■ Incidence of rape and sexual violence ■ % of people that feel safe ■ Number of deaths as a result of external influences ■ Public confidence in the performance of security institutions (basket)	■ Indicator 1a: Prevalence of sexual violence ■ Indicator 1b: Patterns of sexual violence in conflict and post-conflict situations ■ Indicator 5b: Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks ■ Indicator 14: Index of women's and girls' physical security ■ Indicator 16: Level of women's participation in the justice, security and foreign service sectors ■ Indicator 17: Existence of national mechanisms for control of illicit small arms and light weapons ■ Indicator 20: Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence	■ 16.1.1 Number of victims of intentional homicide per 100,000 population, (by age group and sex) ■ 16.1.2 Conflict-related deaths per ■ 100,000 population (disaggregated by age group, sex and cause) ■ 16.1.3 Percentage of the population ■ subjected to physical, psychological or sexual violence in the previous 12 months ■ 16.1.4 Proportion of people that feel safe walking alone around the area they live
Justice ■ Public confidence in the performance of justice institutions (formal/customary), including human rights mechanisms ■ % of victims who reported crime to authorities ■ People's legal awareness, including human rights and legal representation and assistance	■ Indicator 3a: Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies ■ Indicator 3b: Number and percentage share of women in governance bodies of national human right bodies ■ Indicator 15: Extent to which national laws to protect women's and girls' human rights are in line with international standards ■ Indicator 16: Level of women's participation in the justice, security and foreign service sectors ■ Indicator 19: Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced ■ Indicator 20: Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence ■ Indicator 25: Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls	■ 16.3.1 Percentage of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms ■ 16.3.2 Unsentenced detainees as a percentage of overall prison population

PSGS AND PSG INDICATORS	GLOBAL INDICATORS ON UNSCR 1325	SDG INDICATORS[30]
Economic foundations ■ Population with access to useable and serviceable transport networks, communication, water and energy (basket) ■ % of labour force under- and unemployed (basket) ■ Perception of fair use of benefits from natural resources	■ Indicator 18: Percentage of benefits from temporary employment in the context of early economic recovery programs received by women and girls ■ Indicator 26a: Percentage of benefits from reparation programmes received by women and girls ■ Indicator 26b: Percentage of benefits from DDR programmes received by women and girls	■ 8.1.1 Annual growth rate of real GDP per capita ■ 5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws ■ 5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
Revenues and services ■ Distribution of services ■ Public satisfaction with service delivery (basket)	■ Indicator 21a: Maternal mortality rate ■ Indicator 21b: Net primary and secondary education enrolment rates, by sex	■ 16.6.2 Proportion of the population satisfied with their last experience of public services ■ 16.6.1 Primary government expenditures as a percentage of original approved budget, disaggregated by sector (or by budget codes or similar) ■ 17.1 Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection ■ 17.1.1 Total government revenue (by source) as a percentage of GDP ■ 17.1.2* Proportion of domestic budget funded by domestic taxes

One of the biggest challenges related to monitoring progress on the SDGs, PSGs and WPS resolutions is the lack of reliable, comparable and consistent data. FCAS pose particular challenges when it comes to data collection. It will be difficult to populate some of the indicators included in the table above with data where there is no clear methodology or the measure is particularly challenging to quantify. However, as outlined in table 6 of the handbook, there are several existing datasets that could be drawn on to provide gender-specific or sex-disaggregated data or could be used as proxies for some of the more challenging indicators. Those stakeholders who are participating in discussions around measuring and monitoring the SDGs at either national or international levels could contribute by advocating for the inclusion of gender-sensitive data collection and monitoring.

Anti-arms sign, CAR

4. FINANCING FOR GENDER-SENSITIVE PEACEBUILDING AND STATEBUILDING

Adequate and sustained funding is a pre-requisite for achieving the goals set out in the SDGs, the New Deal, and the WPS resolutions. This chapter presents an overview of the current state of financing for gender-related activities in fragile and conflict-affected contexts, including data on aid flows and the variety of mechanisms available to overcome some of the funding obstacles. It will also provide a brief overview of gender budgeting, the importance of gender markers for tracking financing, and other tools to measure allocations and ensure that adequate resources are made available.

Financing development in fragile and conflict-affected states is particularly challenging, given the increased levels of risk and uncertainty in these contexts. There is little appetite for foreign direct investment (FDI) or other sources of private investment and governments face significant difficulties in their ability to raise public revenues. As a result, donors have recognised the need to refocus their efforts and develop new approaches, mechanisms and tools to overcome, share and adapt to many of these risks. The New Deal and the SDGs are both critical entry points for transforming the level of financing in support of gender equality and women's empowerment in FCAS, and there is now an opportunity to focus resources where they are most needed, and to increase the allocation and impact of funding. Without adequate financing, commitments within the SDGs, the New Deal, and WPS Resolutions will not be realised, and statebuilding and peacebuilding processes will likely be less successful in addressing the different needs and priorities of women, men, girls and boys or providing them with the opportunities they need to enjoy a secure, sustainable life.

4.1 Current state of financing for addressing gender in peacebuilding and statebuilding

When it comes to gender issues, the lack of adequate financing has been cited as one of the most significant obstacles to the implementation of the WPS resolutions and the ability of the international community to ensure the gender-sensitivity of peacebuilding and statebuilding processes. Although this reflects the general trend of insufficient funding for women's empowerment and gender equality more broadly, the scale of gender-related needs and inequalities in FCAS means that these resource gaps are even more acute. Despite the increasing recognition of the links between gender equality and broader development outcomes, as well as the World Bank's claim of investing in women as "smart economics", there is still a need to increase the funding available, particularly in these contexts.

Research[31] over the past five years has found that:
- **Gender equality is rarely a priority focus of aid programmes:** Although DAC donors report that 35% of their aid to FCAS supported gender equality, only 6% of this aid has gender equality as a primary objective. This indicates that while there has been some progress in donor efforts to mainstream gender in their FCAS programming, very limited resources are actually being devoted to dedicated programmes on gender equality and women's empowerment
- **Women's organisations and institutions receive a tiny fraction of aid allocated to FCAS:** In 2012-13, OECD-DAC donors allocated only $130mn of aid to women's organisations and institutions such as NWMs, which was 1% of the total aid in support to gender equality in FCAS and 0.004% of total aid to FCAS in that same period. This is linked to the broader challenge of a lack of flexible, long-term funding for civil society organisations, particularly to support their core operating costs. Research carried out by AWID in 2010 found that of 740 women's organisations surveyed around the world, the median annual income reported was $20,000 and their combined income was $106mn. This is compared with Save the Children International's annual income of $1.442bn and World Vision International's income of $2.611bn in the same year. Whilst these and many other large NGOs do have significant programmes focusing on gender issues, funding is clearly not reaching smaller, women-focused organisations and networks that are often the frontline of advocacy and service delivery in many fragile and conflict-affected contexts.

- **There are major differences in the levels of gender-related aid received across sectors in FCAS:** While the social sectors are relatively well-funded with health and education receiving 14% and 15% respectively, on 5% of aid is allocated to peace and security. The economic and productive sectors also receive little of the gender-focused aid, with only $439mn or 2% of total aid to FCAS targeting gender equality as a principal objective.
- **Funding levels are subject to fluctuations and changing political priorities:** The level of support for gender equality programming shows significant variation across fragile and conflict-affected contexts and from year to year. While 67% of aid allocated to Nepal targeted gender equality in 2012-13, this was the case for only 14% of aid allocated to Iraq. Countries such as Nigeria have also begun to receive less gender-focused aid as compared to previous years, whereas others such as Bangladesh joined the list of top ten fragile recipients of gender-focused aid in 2012-13. Some countries with very high levels of gender inequality also receive very limited amounts when looking at per capita levels.
- **Most governments fail to earmark funding for the development or implementation of their NAPs:** As of July 2016, 6363 countries have developed National Action Plans on UNSCR 1325 and a further 166 are in development. Of these, 2121 are in FCAS.[32] They could be important frameworks for identifying priorities and channelling financing to gender issues within peacebuilding and statebuilding processes. However, a survey of 26 governments carried out in 2013 found that the majority failed to earmark the funds necessary to develop, implement and monitor NAPs.
- **Use of gender analysis into post-conflict planning processes is limited:** A review of different UN post-conflict planning tools found that while 29-35% of the activities, indicators and budget levels of UN Development Assistance Frameworks (UNDAFs) were gender-sensitive, this was the case in only 5% of activities and 2% of the budget lines in Post-Conflict Needs Assessments reviewed.

In recognition of the shortfalls, over the past few years, there have been some new commitments and instruments specifically designed to support an increase in financial resources for gender issues in FCAS. For example, in 2010, the UN committed to allocate at least 15 percent of UN-managed funds in support of peacebuilding to projects whose principal objective is to address women's specific needs, advance gender equality or empower women. The interim target of 10% was met in 2012, but this percentage was largely met through women or gender-specific pro-grammes rather than gender-sensitising overall funding for FCAS, indicating there is still room for more progress to be made. The UN has further committed to a target of 30% of funding on economic recovery programmes to be dedicated to gender equality and 50% of the rest to explic-itly respond to the different needs of men and women, girls and boys, in its 2011-2020 strategic results framework on WPS. The Global Acceleration Instrument for Women, Peace and Security and Humanitarian Actions (GAI), launched in February 2016, is dedicated to accelerating the implementation of WPS commitments and is intended to mobilize more flexible, timely and robust funding to governments and civil society organisations (see box 7 below for more details on the GAI).

The Financing for Development Conference held in Addis Ababa in 2015 was a decisive moment in defining the commitments for delivering sustainable and comprehensive financing to achieve the SDGs. Included in the outcome document, the Addis Ababa Action Agenda, are several commitments relating specifically to financing for women's empowerment and gender equality, as well as to peaceful and inclusive societies. Ensuring that these commitments are fulfilled and that adequate funding is provided is vital to avoid the risks of policy evaporation and to turn the normative progress of the WPS agenda into concrete action on the ground.

How to address funding limitations in FCAS?

There are a number of practical challenges in capturing and monitoring the financial flows that do exist. The UN reports that only 15 out of 62 UN entities that reported data in 2015 have the systems necessary to track how resources are allocated and spent in support of gender equality and women's empowerment. While increasingly projects are being marked as gender-sensitive, there is a very small proportion that are specifically focused on gender equality and women's empowerment, making it difficult to assess exactly how much is being spent on these issues. Furthermore, the focus on marking allocations rather than disbursements or spending means that figures are not necessarily representative of programme implementation.

The absence of a standardised, globally agreed reporting framework for the WPS resolutions or other gender-related commitments in FCAS means that monitoring the aid flows is challenging. Furthermore, the fact that peacebuilding and peacekeeping missions account for a significant portion of spending in FCAS, but this aid spending is not monitored or gender marked by the OECD-DAC, means that some gender equality-related funding may be unaccounted for. Donor countries also often have different financial years, reporting formats and transparency requirements and this can make it particularly difficult to compare and analyse donor funding trends. Where funds are allocated through direct budget support or support via non-monetary assistance it can be even more challenging to determine exactly what the flows in support of gender equality in FCAS are.

The following table outlines some of the driving factors behind the paucity of funding for gender equality in FCAS, as well as priority actions to be taken to address some of the challenges.

Table 11. Identifying and addressing the limited funding for gender equality in FCAS

Prioritise gender issues within post-conflict planning processes	The priorities that get set as a country is emerging from conflict or fragility and negotiating a new macroeconomic framework inform how much investment different sectors receive, who will benefit from employment opportunities and the access that different groups will have to economic resources in the years that follow. Post-conflict planning, financing and budgeting processes are generally not transparent or inclusive, and women's under-representation in these processes and the lack of consultation makes it difficult for them to have their voices heard. Gender expertise, particularly gender analysis, has not been consistently integrated and applied into the mechanisms that mobilise and allocate resources in FCAS. In 2010, the UN reported that of 394 multi-donor trust fund and joint programme project budgets analysed, only 5.7% of the resources allocated were targeted at activities directly related to advancing gender equality. The lack of routine data collection and monitoring on these issues makes it difficult to make a direct comparison, but indications from recent OECD research are that this figure is unlikely to have changed significantly.
Align with national priorities and support gender-related systems and processes	The New Deal reemphasises the importance of aligning development aid to country priorities, however recent research demonstrates the shortcomings in doing so. Despite the clear agreed priorities set out in the Peacebuilding and Statebuilding Goals, only 4% of aid to FCAS supported political processes, less than 2% is targeted to building national security institutions, and less than 4% is allocated to building national justice institutions.[33] There has also been limited success in ensuring that aid for peacebuilding and statebuilding supports gender policies, commitments and institutions that have been put in place at the national level. National women's machineries (NWMs) who are often expected to take forward much of the work on gender-sensitising peacebuilding and statebuilding tend to be very under-resourced and National Action Plans on UNSCR 1325 tend to remain in siloes with non-existent or inadequate budget allocations. This failure to link up the WPS and PBSB processes results in lost opportunities to identify and resource efforts to support gender-sensitive reforms.
Increase capacity and systems for gender-sensitive budgeting	There is a need to develop additional capacity of NWMs to enable them to be able to play a key role in supporting the development of gender-sensitive budgeting processes. Developing gender budgets requires specific technical skills and expertise, as well as institutional structures and processes to encourage take-up of the budgets.

4.2 What tools exist? Supporting financing for gender-sensitive peacebuilding and statebuilding

The main source of external finance for FCAS is ODA, and 16 of the top 20 aid-dependent countries are or have recently been on the fragile states lists. Overseas aid can be delivered through a number of different instruments such as: general budget support, sector budget support, government-managed pooled funds, jointly managed trust funds, project support, and support to and through non-state actors. Given the weak institutions and capacity in FCAS, targeting support at the community level can be a particularly effective entry point and is also a good strategy for being able to address gender issues and build the capacity of women's organisations and networks. Each of these funding mechanisms have advantages and disadvantages when it comes to strengthening gender-sensitive peacebuilding and statebuilding processes, but

increasingly there have been moves towards more direct budget support to encourage ownership and sustainability.

The lack of understanding of how to cost the translation of policy commitments into action limits the potential effectiveness and impact of gender-sensitive programming in FCAS. While not unique to these contexts, the particular challenges presented by FCAS such as weak institutions and higher risks can not only make costing gender-related initiatives more challenging, but this also makes it difficult to identify the most effective mechanisms through which to deliver allocated funding. It is also questionable whether or not the critical issues in FCAS actually receive the funding they need, more generally as well as specifically in relation to gender equality and women's empowerment. Despite efforts by donors and g7+ countries to use the PSGs as a way of identifying and responding to the key issues in FCAS, programmes that fall under them only receive a tiny proportion of ODA: PSG 1 (4%), PSG 2 (2%) and PSG 3 (3%). Given that the PSGs on legitimate politics, security and justice cover areas where a gender perspective is vitally important, it is clear that additional funds are needed for programming in this area if peacebuilding and statebuilding are to be truly gender-sensitive.

Gender analysis in post-conflict planning

National post-conflict recovery plans and frameworks and the donor strategies that align to them are the main basis for budgeting in FCAS, and it is therefore vital that gender analysis is applied throughout post-conflict planning processes at this stage. The limited research available on this subject indicates that such analysis is rarely carried out, and there is limited evidence that national women's machineries (NWMs) are systematically involved in post-conflict planning, which is most often led by Ministries of Finance that tend to have limited in-house gender expertise. NWMs also tend to receive very limited allocations of resources in FCAS, despite often having responsibility for gender mainstreaming across development plans. It can also be challenging for women to access donor conferences and carve out space for themselves to influence or to raise gender issues, further reducing the likelihood that post-conflict planning will be gender-sensitive.

The main findings from research on gender and post-conflict planning carried out by UN Women are as follows:[34]

- Post-conflict planning, financing and budgeting processes are opaque, need more transparency and info available for local men and women
- Need to systematically create spaces for consultation and participation of women (ones with skills and legitimate representatives) in decision-making around planning and budgeting – women are under-represented in processes and events
- Lack of alignment with national priorities on gender equality
- Gender expertise, analysis and mainstreaming mechanisms were not consistently integrated into post-conflict resource mobilization or allocation mechanisms
- Need to include gender mainstreaming outcomes and outputs and indicators that are monitored and reported on
- NWMs need more financial support as well as dedicated funding for GEWE

However, opportunities exist to address this challenge. For example, many FCAS have developed detailed policies on advancing women's rights or gender equality or have adopted NAPs. These can be used as a source of data, evidence or prioritisation to inform post-conflict planning and would avoid the need for stakeholders to invest in additional gender analysis. Similarly, integrating these policies into post-conflict planning could also increase the likelihood that NAPs themselves and other frameworks receive clear funding, budgets and detailed activities that specify the resources that will be needed. The following suggestions emerged from UN Women's research on gender-responsive peacebuilding and how to make post-conflict planning frameworks more gender-sensitive[35]:

- Include gender analysis at the earliest stage of planning, and prioritise consultation with local groups, including women's organisations and activists
- Ensure that gender expertise is available during the development of planning frameworks and strategies
- Target sectors with the highest levels of aid spending such as economic recovery and infrastructure and security

- Integrate gender as both a cross-cutting issue across the whole framework as well as a major outcome or sub-outcome in logical frameworks
- Use sex-disaggregated and gender-specific data to inform planning decisions and future monitoring
- Establish a minimum level of expenditure on gender issues, and use a gender marker to enable tracking of funding allocated in support of GEWE

Targeted funding mechanisms

Targeted funding mechanisms are a way to channel funds in support of specific issues or regions. While those focused on gender equality tend not to have particularly large amounts of resources available, targeted funds have been used to direct attention on and garner support for specific projects targeting gender equality and women's empowerment in FCAS. For these mechanisms, a focus on gender tends to be a pre-requisite for accessing funds, and particular implementing partners, such as CSOs based in FCAS, can also be prioritised through this type of funding mechanism. Examples of these types of funds include the GAI, the World Bank's State and Peacebuilding Fund and the UN Peacebuilding Fund's Gender Promotion Initiative (phase 3).

Box 10. The Global Acceleration Instrument on Women, Peace and Security

The purpose of the GAI is to lead to a shift in international financing to provide greater support and resources to women's participation, leadership and empowerment in crisis response and peace and security programming, recognizing that the funding gap is most acute at this moment. Given the limited resources available for women's organisations, 50% of GAI funds will go directly to CSOs working in FCAS. The GAI focuses on six key areas:

- An enabling environment for the implementation of WPS commitments
- Women's participation in decision-making processes and responses related to conflict prevention
- Gender inclusive and responsive humanitarian response
- Protection of women and girls' human rights, safety, physical and mental health and security
- Promotion of the socio-economic recovery and political participation of women and girls in post-conflict situations
- Increased women's representation and leadership in formal and informal peace negotiations

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Earmarked funding in regular budgets

Earmarking specific funds to support gender issues in peacebuilding and statebuilding enables donors or other stakeholders to ring-fence a minimum amount of resources within broader aid budgets. An example of this is the UN Gender Promotion Initiative established to accelerate the UN's funding targets set out in the 7-point action plan (7PAP). While special measures such as the GPI are important and earmarking can be a useful mechanism, there is the risk that they can lead to gender-related programmes being seen as separate, standalone actions rather than mainstreamed across all programming in FCAS. There is also the risk of the assumption that the rest of spending does not need to be gender-sensitised if a proportion has already been earmarked.

Direct programme or project funding for women or gender-specific activities

Much of the donor funding for gender-related activities in FCAS has been through support for specific programmes or projects. This enables donors to allocate their funding to reflect their strategic priorities or objectives in relation to gender, peacebuilding and statebuilding, as well as focus on any sectors or regions that are of particular importance. This kind of funding can also be easier to track through the use of a gender marker. Ensuring the sustainability of project funding can however be challenging, given the tendency towards short programme cycles of 1-3 years.

4.3 Allocating and tracking gender-related funding in peacebuilding and statebuilding programmes

There is a clear need for better systems and processes to allocate, monitor and track funding for gender programming in FCAS. For example, according to the UN, only 15 out of 62 entities that reported on financing data in 2015 had the systems to track resources for gender equality and women's empowerment, which will make it difficult for the UN and other actors to meet their targets. There are two key mechanisms that can be used to allocate (gender-responsive budgeting) and track (gender markers) financing, and these are outlined in more detail below.

Gender markers

There is growing interest in, and need for, mechanisms that can track spending on gender equality both to monitor and document trends over time as well as promote accountability among donors and recipients. Gender markers – a system where projects are coded according to their gender-sensitivity – have now been adopted by several actors, with the OECD-DAC's gender marker being among the most widely recognised. Gender markers are particularly useful for documenting overall trends either in sectors or specific countries as well as over time, so they have a particular value in terms of contributing to accountability for level of financing for gender equality and women's empowerment. The process of applying a gender marker can also help to raise awareness of gender equality dimensions and technical capacity in understanding the gender dimensions of peacebuilding and statebuilding.

There have been some recent attempt to develop a Gender Marker which incorporates a peacebuilding and statebuilding dimension. For example, the Peacebuilding Fund (PBF) marker system that was adopted in 2009 follows a 4-point scale, aligned with the UN standards, and clearly outlines the project criteria that need to be me, providing useful guidance to programme staff. According to data from the PBF, since the gender marker was adopted the percentage of programmes marked 0 (not expected to contribute noticeably to gender equality) has fallen from 44.9% in 2009 to 1.1% in 2014, and the percentage of programmes marked 2 (gender equality as a significant objective) has risen from 15.7% in 2009 to 81% in 2014.[36]

Participants project Livelihoods, CAR

Table 12. The UN Peacebuilding Fund gender marker

SCORING CRITERIA FOR THE UN PBF GENDER MARKER (SCALE OF 0-3):	
Peacebuilding context	What is the quality of analysis around the gendered dynamics of the context, causes and dynamics of conflict (e.g.: gender-based injustices as a trigger for conflict, or sexual violence as a manifestation of conflict etc.)? Does it assess how women, men, girls and boys have both been impacted by, and involved in, the conflict?
Objective	How much does gender equality contribute to the project objective?
Outcomes and theory of change	How responsive are the project's outcomes are to the gender conflict assessment findings? How clearly does the theory of change articulate the causal link chain that will lead to greater gender equality?
Activities	To what extent are project activities or interventions focused on gender equality?
Target population	Which groups are targeted by the project? Are there special measures and clear criteria to support context-specific women's empowerment processes?
Budget	Has gender-responsive budgeting been applied? What percentage of funds of the project advance gender equality and women's empowerment?
Risk analysis	Does the project adhere to the "Do No Harm" principle in a gender-sensitive manner, including risk analysis of how interventions will not further exasperate negative gender relations at the community level? Are risks associated with working on women's empowerment including SGBV being mitigated?
Results framework	Are sex- and age-disaggregated data being collected, including baseline data? Do all outcome-level indicators measure change in terms of gender equality?

While the adoption of gender markers is a positive development, there is a need for more comparability among marker systems, and for them to work well there needs to be clear minimum standards and systems for quality control within the organisations that are using them. Markers are also limited in their use in terms of assessing actual results and the quality or impact of gender-responsive aid. The fact that aid is marked at the point of intended contribution rather than direct expenditure is a further limitation of marker systems.

To ensure the effectiveness of a gender marker system, the following elements should be kept in mind:
- Clear understanding of what marker can and cannot do and what information it provides
- Strong institutional capacity on gender issues to avoid problems of subjectivity in application of the marker
- Clear guidance on how to use it, and clarity about what is being coded
- Included in main reporting structures of organisations
- Quality assurance support
- Data reported in a public and regular process
- Commitment of senior leadership

Gender budgeting
The process of developing a gender-sensitive budgets allow not only an analysis of how aid flows and budget allocations create gender inequalities, but it also identifies how other identity markers such as age, race, geographic location or socioeconomic class also influence resource allocations and ultimately access to and control over economic resources. Gender budgeting can have a number of positive benefits such as bringing gender issues to the fore in discussions around economic policy; tracking expenditure on GEWE against policy commitments to increase accountability; raise awareness and understanding of gender issues across government; and encourage more equal allocation of resources.

In FCAS, there is an opportunity in the immediate post-conflict phase to influence decisions around what sectors are prioritised for investment, what employment opportunities there will be and who will benefit from them. These decisions can have a major impact on gender equality both positive and negative, but by adopting gender-responsive budgeting processes it is possible to bring about a better outcome. It is important to recognise that budgets cannot be gender neutral. If they are not explicitly designed in a way that is gender-sensitive, then they will end up being gender blind which can lead to harmful consequences.

Box 11. Key lessons from "Gender-responsive budgeting in fragile and conflict-affected states: a review"[37]

- GRB should not be seen as a standalone exercise and long-term processes are needed to embed it across all aid and government budgeting
- Specific expertise is required for planning and implementing GRB, and CSOs can be valuable partners in this respect
- Skills and resources should be provided and advocacy carried out with key stakeholders to raise awareness, build capacity and increase the impact of GRB
- Public or financial reforms can provide a window of opportunity to introduce GRB
- Clear strategies and institutional mechanisms need to be established for a GRB process to take root

Some of the key challenges for GRB in FCAS:

- The limited availability of gender-sensitive economic data and limited transparency can restrict the ability to monitor how revenues and expenditures, or project budgets, impact on men and women
- Women and gender issues tend to be excluded from planning processes when expenditures are allocated and budgets are set
- Gender advocates may have limited capacity in relation to economic issues and policies, or be unaware of GRB tools
- Gender advocates may not have access to ministries dealing with economic and finance issues, or may not have the technical skills required to engage them

Local people and police officers, CAR

Photo Cordaid

TIP SHEET 4.1: THE NEW DEAL AND FINANCING FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN FCAS

Peacebuilding compacts are both an instrument as well as a process, and can therefore provide a useful mechanism for supporting gender equality and women's empowerment when they are based on a robust gender analysis and adequately resourced. Compacts are most effective when they establish clear priorities and have a realistic implementation plan over a fixed timeframe. Although compacts should be nationally-owned and led, there needs to be political support and buy-in from across government, international actors and civil society in order to be effective

The "TRUST" component of the New Deal sets out the main areas relevant to managing aid effectively and aligning for results. As illustrated below, a gender perspective is relevant to all of these:

- **Transparency:** Integrate gender marker into national reporting and planning systems. Support women's organisations to play a role in oversight and have their voices heard in planning processes. Make information about budgeting and resource management available and accessible to the public, including women and girls.
- **Risk-sharing:** Risks associated with aid delivery in fragile states are managed, and joint oversight of funds ensures aid addresses women's needs. Donor agencies and governments conduct joint assessments on gender-related risks.
- **Use and strengthen country systems:** Develop gender-sensitive budgeting procedures for revenues and expenditures. Increase funding levels for NWMs. Ensure that performance assessment frameworks include results indicators for GEWE.
- **Strengthen capacities:** Build capacity of NWMs to engage on budget and financing issues; build capacity of other sector ministries on gender analysis and gender-sensitive budgeting. Build capacity for collecting and using gender-sensitive data. Create opportunities for sharing of experiences in integrating gender into PBSB in the Fragile-to-Fragile initiative
- **Timely and predictable aid:** Make flexible funding available to women's organisations. Increase funds allocated to support GEWE.

Much of the burden of gender-related planning, analysis and programming falls on under-resourced and marginalised national women's machineries in FCAS. The implementation of the New Deal, on the other hand, seems to be led mostly by Ministries of Finance in those countries, which tend to have more power and financial resources at their disposal. It is important that both ministries (as well as other key stakeholders) are engaged in the dialogue around aid allocations, management and delivery and that any capacity gaps are addressed. In particular, adequate financial and human resources and technical support should be allocated to national women's machineries and governments should commit to ensuring that the Minster for Gender or Women's Affairs is represented at discussions relating to the implementation of the New Deal, and particularly those around the development of Peacebuilding Compacts.

TIP SHEET 4.2: HOW TO STRENGTHEN FINANCIAL SUPPORT FOR WOMEN'S ORGANISATIONS IN FCAS

Women's organisations have very limited access to financial resources to support their work, particularly in terms of funds to support their core operations. Data from 2010 based on a survey of 740 organisations found that they had a combined income of $106 million, with the median income per organisation at only $20,000.[38] The situation in FCAS is no less bleak, with a lack of resources being the most reported barrier to the work of women's CSOs, with 39% of all respondents citing this as a major factor.

UNSCR 2122 made specific reference to the need for member states to develop dedicated funding mechanisms and to increase the amount of money that reaches women's organisations, given the vital roles they play. However, in 2012-3 women's organisations and institutions were reported to receive only 1% of all GEWE-focused aid in FCAS, or $130 million out of $31.8 billion. The majority of funds that are received support advocacy or technical capacity building rather than core funding and institutional capacity building which are so vital for sustainability of the work.

How to ensure funds can reach women's CSOs:
■ Small amounts of funding can be available to reduce chances of absorption issues for small organisations
■ Increase proportion of funding that is eligible to support core running costs
■ Flexible application processes: can be in any language, don't have to follow complex template or logframe
■ Reporting and evaluation requirements are kept simple and non-time-intensive
■ Channel funds through intermediary INGOs with strong capacity on GEWE and links at the grassroots level
■ Ensure that funds can give long-term commitment to CSOs

How to address some of the key funding-related obstacles reported by women's organisations in FCAS:[39]

OBSTACLES	ACTIONS TO BE TAKEN
Lack of funds for core support	Encourage donors to create more funding mechanisms that are able to provide core support or other unrestricted funding over long-term periods
Ineffective funding allocations	Review all funding mechanisms available to support gender-related peacebuilding and statebuilding and develop a set of guidelines or recommendations on how to increase the impact and value of investments in this area
Focus on quantity rather than quality and over-emphasis on quantifiable targets	Continue to invest in research to understand what works in integrating gender into peacebuilding and statebuilding in order to target funding and other investments into quality and high-impact programmes
Lack of support for smaller, grassroots organisations	Encourage larger and particularly Northern-based organisations to link up with grassroots organisations working in fragile and conflict-affected states. This could include channeling funding, providing capacity building, access to a global network and audience and other forms of assistance and support.
Uncoordinated and unreliable funding	Continue to invest in mechanisms such as the GAI that are focused on providing sustained and strategic funding to programming in FCAS.
Changes in donor priorities or interests that make long-term planning difficult	Align financing with NAP or other national strategies that have identified key priorities in a consultative and participatory way to ensure the sustainability of any interventions
Time-consuming application and monitoring and evaluation procedures	Encourage the development of more flexible funding application processes (e.g. can be completed in native language, simplified project design requirements, etc.) Less rigorous monitoring and evaluation and/or the use of simplified M&E tools that can be easily adapted and applied in non-literate or diverse linguistic contexts
Limited funds leads to competition among CSOs for scarce resources	Foster networks or alliances of CSOs who can collaborate on joint programmes and projects, particularly between Northern and Southern-based groups

NOTES AND REFERENCES

1   Goal 5 is referred to as the "gender goal", recognising women's equality and empowerment as a goal in its own right as well as integral to achieving the other SDGs. See http://www.unwomen.org/en/news/in-focus/women-and-the-sdgs/sdg-5-gender-equality.

2   Adapted from Integrating Gender into the Future of the IDPS and New Deal Implementation: Key messages from UN-led reviews and CSPPS focal points, OECD IDPS Meeting, November 2015, Room Document 4.

3   Global Study on the Implementation of UN Security Council Resolution 1325, p. 41. Based on Pfaffenholz et al. "Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation." (Graduate Institute Geneva, Centre on Conflict Development and Peacebuilding, April 13, 2015).

4   Global Study on the Implementation of UN Security Council Resolution 1325, p. 180. For example, data from forty countries shows a positive correlation between the proportion of female police and reporting rates of sexual violence. See "Progress of the World's Women: In Pursuit of Justice". (UN Women, 2011), p. 59.

5   Global Study on the Implementation of UN Security Council Resolution 1325, p. 171. Justino, Patricia et al., "Quantifying the Impact of Women's Participation in Post-Conflict Economic Recovery" Working Paper (Households in Conflict Network, November 2012), 20-21.

6   Global Study on the Implementation of UN Security Council Resolution 1325, p.177. Rebecca Holmes and Nicola Jones, "Rethinking Social Protection Using a Gender Lens", Working Paper (Overseas Development Institute, October 2010), 15-18, 36.

7   For an overview of other relevant policy frameworks, see Annex 1.

8   For the full text of the Stockholm Declaration, see http://www.government.se/contentassets/8c2491b60d494dd8a2c1046b9336ee52/stockholm-declaration-on-addressing-fragility-and-building-peace-in-a-changing-world.pdf

9   See UN, 2015. Report of the High-Level Independent Panel on Peace Operations on uniting our strengths for peace: Politics, partnership and people. New York: UN; UN, 2015. The challenge of sustaining peace: Report of the Advisory Group of Experts for the 2015 review of the United Nations Peacebuilding Architecture. New York: UN; UN, 2015. Preventing Conflict, Transforming Justice, Securing the Peace: A global study on the implementation of United Nations Security Council Resolution 1325. New York: UN.

10   See p. 1: http://www.pbsbdialogue.org/media/filer_public/96/fb/96fb5ae4-7b0d-4007-bf9e-1ed869db21da/rd_4_fragility_assessment_guidance_note_final.pdf

11   http://www.gsdrc.org/wp-content/uploads/2015/07/PEA.pdf

12   Collaborative for Development Action (2004). Do No Harm Handbook. Collaborative Learning Projects. Retrieved from: http://www.cdainc.com/dnh/docs/DoNoHarmHandbook.pdf

13   The Do No Harm Project. Do No Harm Guidance Note: Developing Options. Cambridge, MA: CDA Collaborative Learning Projects, 2012. http://cdacollaborative.org/wordpress/wp-content/uploads/2016/02/Gender-and-Do-No-Harm.pdf

14   A good overview of different gender analysis frameworks is provided in March, C., et al. (1999) A guide to gender analysis frameworks. Oxford: Oxfam. https://www.ndi.org/files/Guide%20to%20Gender%20Analysis%20Frameworks.pdf

15   http://www.gsdrc.org/docs/open/se9.pdf

16   http://www.esdproj.org/site/DocServer/The_Six_Domains_of_Gender_Analysis_Analytical_Tool.pdf?docID=464

17   These questions have been drawn from the following two toolkits on conflict and gender analysis: Conciliation Resources (2016) and Saferworld (2016)

18   See http://www.pbsbdialogue.org/media/filer_public/96/fb/96fb5ae4-7b0d-4007-bf9e-1ed869db21da/rd_4_fragility_assessment_guidance_note_final.pdf

19   Adapted from Domingo, P. and Holmes, R. 2013. Gender equality in peacebuilding and statebuilding. London: ODI, p. vi-vii. http://r4d.dfid.gov.uk/pdf/outputs/gender/61112-Guidance_Paper_Gender_and_PBSB_FINAL_6-12-2013.pdf

20   UNSCR 1325 Global review, pp198-9.

21   To access GII data, go to http://hdr.undp.org/en/content/gender-inequality-index-gii

22   To access GGGI data, go to https://www.weforum.org/reports/global-gender-gap-report-2015

23   To access GenderStats, go to http://datatopics.worldbank.org/gender/

24   To access DHS data, go to http://dhsprogram.com/What-We-Do/Survey-Types/DHS.cfm

25   To access SIGI data, go to http://www.genderindex.org

26   Adapted from UN Women (2014) Gender Mainstreaming in Development Programming: Guidance Note. New York: UN Women, pp.19.

27   Survey responses were received from CSPPS country team members in Burundi, Central African Republic, Chad, DRC, Guinea, Liberia, Nigeria, REPAOC (network of West and Central African NGO National Platforms), South Sudan and Togo.

28   Source: UN Women, 2012, p5.

29   Some of the questions identified in this tip sheet draw on: http://www.landolakes.org/getattachment/Resources/Tools/Integrating-Gender-into-Land-O-Lakes-Technical-App/Integrating-Gender-throughout-a-Project-s-Life-Cycle_FINAL_compressed.pdf.aspx

30   In total, 230 SDG indicators have been approved across the 17 goals and 169 targets, and data is now being collected against them. However, it is important to note that up to half of these lack adequate country coverage or an agreed methodology for data collection, with the intention that these gaps will be addressed over the next 15 years. For the purposes of this Handbook, only those indicators under goals 5 and 16 have been included, but there are a number of other indicators that will report sex-disaggregated data that could also be useful for monitoring progress in areas relevant to gender-sensitive peacebuilding and statebuilding. Gender equality is supposed to be integrated across all the goals and indicators.

31   These points are drawn from: OECD-DAC (2015) "Financing UN Security Council Resolution 1325: Aid in Support of Gender Equality and Women's Rights in Fragile Contexts". Paris: OECD; UN Women (2012) "What women want: Planning and financing for gender-responsive peacebuilding". New York: UN; Cordaid and the Global Network of Women Peacebuilders (2014) Financing for the Implementation of National Action Plans on UNSCR 1325: Critical for Advancing Women's Human Rights, Peace and Security. The Hague/New York, USA.

32   These countries are: Afghanistan, Bosnia and Herzegovina, Burundi, Central African Republic, Cote d'Ivoire, Democratic Republic of the Congo, Guinea, Guinea-Bissau, Iraq, Kenya, Kosovo, Liberia, Mali, Nepal, Nigeria, Rwanda, Sierra Leone, South Sudan, Timor-Leste, Togo and Uganda.

33   OECD (2015) "States of Fragility 2015: Meeting post-2015 ambitions. Paris: OECD.

34   Source: UN Women, 2010. Price of Peace: Financing for gender equality in post-conflict reconstruction. New York: UN.

35   Adapted from UN Women, 2012. What women want: Planning and financing for gender-responsive peacebuilding. New York: UN, pp16-17.

36   Data obtained from www.unpbf.org/wp-content/uploads/PBF-Gender-Marker-2007-2014.pptx. UNPBF marker as has been published (French version): http://cd.one.un.org/content/unct/rdc/fr/home.html

37   Holmes, Rebecca et al. (2014) Gender-responsive budgeting in fragile and conflict-affected states: A review. London: SLRC/ODI.

38   Source: AWID.

39   The funding obstacles are reported in the GNWP et al, 2015. Civil Society Organisation (CSO) Survey for the Global Study on Women, Peace and Security: CSO perspectives on UNSCR 1325 implementation 15 years after adoption. https://www.cordaid.org/media/medialibrary/2016/03/Cordaid-CSO_Survey_Report_2015-DEF-LR.pdf

40   Rachel Locke, 2012. Busan and Beyond: Implementing the "New Deal" for Fragile States. Issue Brief. New York: International Peace Institute, pp.3-4.

ANNEX
SUMMARY OF RELEVANT POLICIES AND FRAMEWORKS

The tables below provide a brief summary of some of the frameworks that are most relevant to the women, peace and security agenda. It is not intended to be a comprehensive list, but rather an overview of some of the most relevant frameworks for the WPS agenda. In all cases, implementation of these policies and commitments has fallen short.

UNITED NATIONS SECURITY COUNCIL RESOLUTIONS ON WOMEN, PEACE AND SECURITY	
Date	UNSCR 1325 was adopted in October 2000. The subsequent resolutions were adopted over the following fifteen years: UNSCR 1820 (2008); UNSCR 1888 (2009); UNSCR 1889 (2009); UNSCR 1960 (2010); UNSCR 2106 (2013); UNSCR 2122 (2013); UNSR 2242 (2015)
Overview of contents	Each WPS resolution acknowledges and reaffirms women's rights and gender equality as issues relevant to international peace and security issues, and highlights actions within the "4 Ps" of prevention, protection, participation and promotion of a gender perspective.
Assessment of implementation	UNSCR 1325 and the other subsequent Security Council resolutions have had a significant impact at the normative and policy level, as well as bringing about concrete changes in the way that the international community upholds its commitments to women and gender equality in FCAS. The recent 15th anniversary of UNSCR 1325 prompted several reviews and analyses on the progress made and the challenges that continue to face those seeking its full implementation. While it is widely accepted that accountability for implementation is weak and the human and financial resources allocated to the task fall far short of what is needed, there are also a number of important areas of progress that can be identified. These include: ■ **Prevention of and response to sexual violence in conflict:** From the adoption of UNSCR 1820 in October 2008 and the appointment of the first Special Representative of the UN Secretary-General on Sexual Violence in Conflict in 2010 to the more recent Preventing Sexual Violence in Conflict Initiative (PSVI) led by the UK and supported by the G8, these issues have been increasingly highlighted by the international community. Over the past several years, investments in research and analysis on the causes and consequences of sexual violence in conflict have increased, more funding for specific programme initiatives to provide services to survivors or reform security and justice institutions has been made available, and there have been high-profile and more coordinated efforts to improve the fight against impunity for perpetrators of sexual violence in conflict zones around the world as well as in the context of UN peacekeeping missions. ■ **National-level implementation:** After being called for by the UN SG in his 2004 report to the UN Security Council on women, peace and security, the first NAP was adopted by Denmark in June 2005. Since then, 58 NAPs in total have now been adopted in both donor and fragile and conflict-affected countries alike. The scope of the WPS resolutions represent a challenge for the development of NAPs, given that they do not provide guidance in prioritizing among the various thematic areas. While many obstacles to implementation have been noted such as the lack of specified funding, monitoring and accountability measures, the separation of NAPs from broader peace and security policy and limited awareness, NAPs have proven to be useful tools and have the potential to act as a strategic planning and fundraising tool. ■ **Institutional and policy reforms:** There has been a proliferation of new policies and frameworks at the national, regional and international levels since the adoption of UNSCR 1325. Other changes such as the creation of gender units, gender advisors and gender mainstreaming strategies within conflict, security and development institutions have also proliferated. Such structures represent the potential for greater inclusion of women, gender-related expertise and the prioritisation of gender issues in the context of peacebuilding and statebuilding, although lack of funding and accountability tend to hamper implementation in many cases. A stronger and more robust institutional and policy environment also provides the framework for holding governments and other parties to account and plays an important role in supporting shifts in norms and attitudes about women's roles and gender equality in peacebuilding and statebuilding. Finally, the adoption of CEDAW General Recommendation Number 30 is directly linked to the WPS resolutions. ■ **Increased financial and technical resources allocated to WPS:** The adoption of UNSCR 1325 has led to an increase in aid in support of gender equality in fragile states. Many organisations have also increased their investments in gender expertise and technical capacity through the establishment of gender advisor or focal point positions, new departments and units, and the provision of gender training to staff. ■ **Development of a strong global women's movement on WPS issues:** One of the most notable dimensions of the WPS agenda is its strong roots in global civil society, and its genesis from among networks of women's organisations. The global women's movement has remained one of the strongest advocates for and allies of the WPS movement, not only calling the UN, governments and other actors to account, but also in terms of providing services, research and funding for ensuring that the needs of women and girls are recognised and addressed and that gender issues are integrated into peacebuilding and statebuilding processes. The links between women's organisations, while diverse and by no means a unified force, frequently stretch across conflict boundaries, countries and regions and the WPS agenda would arguably not have reached the visibility it has over the past fifteen years without their efforts. Civil society has long fought for a place at the table in relation to peace and security issues, and women's organisations continue to lobby for women's voices to be heard and to bring the views of marginalised groups to the attention of decision-makers. In addition to these broad areas, the WPS resolutions have also led to specific initiatives and programming efforts across the different sectors relevant to peacebuilding and statebuilding and have resulted in concrete measures to strengthen DDR processes, transitional justice reform, economic reconstruction programmes and others. For an in-depth assessment of progress, see *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325, UN Women, 2015.*

Reporting requirements	Progress on the WPS resolutions is reported on within the annual UN Secretary-General's Presidential Statements and Reports on Women, Peace and Security and on conflict-related sexual violence. These reports are presented to the Security Council in open debates where UN member states also have the opportunity to deliver statements and report on progress at the national and international levels. Since 2013, data against the 26 global indicators on WPS has been collected by UN entities and member states and is reported on in the annual UNSG reports.
Relevant actors	UN Security Council UN Member States UN entities International and regional organisations Parties to armed conflict Civil Society Organisations
Link to full text	Full text of the WPS resolutions can be accessed at: http://www.unwomen.org/en/what-we-do/peace-and-security UN Secretary-General reports on Women, Peace and Security can be found at: http://www.securitycouncilreport.org/un-documents/women-peace-and-security/

NEW DEAL ON INTERNATIONAL ENGAGEMENT IN FRAGILE STATES

Date	December 2011
Overview of contents	The New Deal combines three main elements, which are intended to focus on the "what, who and how" of a new approach to international engagement in fragile states.[40] These are the Peacebuilding and Statebuilding Goals (PSGs), FOCUS and TRUST. The PSGs are intended to enable progress towards achieving the MDGs, and provide a framework for prioritisation of key issues in FCAS. The five PSGs outlined in the New Deal are legitimate politics, security, justice, economic foundations, and revenues and services. The emphasis of "FOCUS" is on developing new ways of engaging and supporting transitions that are country-led and country-owned rather than imposed by donor countries' own development agendas. TRUST, outlines how resources and aid will be managed more effectively and transparently, and how funding will be streamlined to ensure better results, in particular through compacts that are intended to enhance the identification of realistic priorities, mutual accountability and more effective management of pooled funding.
Assessment of implementation	The New Deal has played a significant role in pushing fragility to the forefront of the development agenda, particularly in the context of discussions around the SDGs. The adoption of the common Peacebuilding and Statebuilding Goals (PSGs) and renewed efforts to forge broader and country-owned recovery strategies (FOCUS) has been a notable step forward, but there has been criticism about the lack of willingness of donors to transform the theory and practice of aid effectiveness in fragile contexts (TRUST). The New Deal has been piloted in seven countries since its adoption in 2011, but success has been mixed. A review of the key documents and outputs related to the New Deal reveals that gender issues do not feature strongly, and one of the key oversights of the New Deal process to date has been the failure to fully incorporate a gender perspective in the PSGs, FOCUS and TRUST or to ensure that women's needs, priorities and participation are emphasised. An independent review carried out in 2015 has found that more work needs to be done to understand how gender mainstreaming can accelerate peacebuilding and statebuilding and is itself largely gender-blind.
Reporting requirements	None
Relevant actors	Members of the International Dialogue on Peacebuilding and Statebuilding (g7+ member countries, DAC donor countries, civil society organisations)
Link to full text	http://www.pbsbdialogue.org/media/filer_public/07/69/07692de0-3557-494e-918e-18df00e9ef73/the_new_deal.pdf For additional information on the implementation of the New Deal, see http://www.pbsbdialogue.org/en/ and http://www.g7plus.org/en

CEDAW GENERAL RECOMMENDATION NO. 30 (GR30) ON WOMEN IN CONFLICT PREVENTION, CONFLICT AND POST-CONFLICT SITUATIONS

Date	Adopted in October 2013
Overview of contents	GR30 provides guidance to States on the legislative, policy and other measures needed to meet CEDAW obligations before, during and after violent conflict, extending and making explicit their commitments to uphold and protect women's rights in these contexts. It covers a broad range of issues including gender-based violence, access to justice, displacement and refugees, employment issues, women's participation, and access to health and education. It calls upon all State parties to CEDAW to ensure that NAPs and other strategies to implement the WPS resolutions are compliant with CEDAW and that adequate budgets are allocated for their implementation. Importantly, GR30 complements and reinforces the WPS resolutions and broadens their remit to human rights violations across all conflict and post-conflict settings, not just those within the Security Council's mandate. It also calls for the inclusion of women, peace and security issues within CEDAW's existing reporting mechanism.
Assessment of implementation	Given that the GR30 was only recently adopted, it is too early to assess implementation.
Reporting requirements	State reporting to the CEDAW Committee should reflect progress on implementing the specific provisions and recommendations within GR30
Relevant actors	States Parties to CEDAW
Link to full text	http://www.ohchr.org/Documents/HRBodies/CEDAW/GComments/CEDAW.C.CG.30.pdf

UN 7-POINT ACTION PLAN ON WOMEN IN PEACEBUILDING (7PAP)

Date	2010
Overview of contents	The 7PAP emerged from the report of the UN Secretary-General on Women's Participation in Peacebuilding (A/65/354-S/2010/466) and outlined a number of commitments and measures to be taken by UN entities to ensure that gender issues and women's priorities are addressed and they are able to fully participate in peacebuilding processes. The most significant commitment within the 7PAP is the goal of ensuring that at least 15 percent of UN-managed funds in support of peacebuilding is dedicated to projects whose principal objective is to address women's specific needs, advance gender equality or empower women. The 7 key commitments are as follows: 1. Ensure the full engagement of women and provision of gender expertise to peace processes 2. Support women's participation in post-conflict planning processes, including donor conferences, and apply gender analysis to ensure that gender-related issues are identified and addressed 3. Provide adequate financing through targeted and mainstreamed approaches to address women's specific needs, advance gender equality and promote women's empowerment. 4. Deployed civilians will possess skills and expertise necessary to ensure women's and girls' post-conflict needs are addressed 5. Provide technical assistance to support women's representation in post-conflict governance 6. Support and promote access to security and justice for women and girls in rule of law activities, with specific efforts to prevent and respond to SGBV 7. Economic recovery programmes prioritize women's involvement as participants and beneficiaries in employment-creation schemes, local development programmes and the delivery of frontline services and DDR programmes
Assessment of implementation	All UN entities working on peacebuilding began to implement the 7PAP in 2011, supported by UN Women and the PBSO. However, the thematic gender review of the Peacebuilding Support Office carried out in 2013/14 found that while the report had resulted in some efforts to implement policy commitments, but that the 7PAP does not inform strategic actions or programme design in a systematic way. Although the PBF has demonstrated progress in achieving the 15% of funds allocated to gender equality or women's empowerment as called for in the 7PAP, the UN system as a whole has yet to fulfill the commitment. Additional efforts are needed to track spending and also to ensure that gender is mainstreamed more broadly across the remaining 85% of peacebuilding activities. Weak incentives and a lack of transparency have further hampered implementation of the 7PAP.
Reporting requirements	The UN PBC is tasked with monitoring implementation of the 7PAP, facilitated through tracking progress against the global indicators. Reporting and monitoring of the plan is also part of the UNSG's overall agenda for strengthening the UN's overall peacebuilding efforts.
Relevant actors	UN entities
Link to full text	http://www.un.org/en/peacebuilding/pbso/pdf/seven_point_action_plan.pdf

UN SUSTAINABLE DEVELOPMENT GOALS (SDGS): 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

Date	September 2015
Overview of contents	Two of the SDGs are particularly relevant to the implementation of the WPS agenda: SDG 5 (Achieve gender equality and empower all women) and SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).
Assessment of implementation	Given the SDGs were only adopted in 2015, it is too early to assess implementation
Reporting requirements	Emphasis on national-level reporting, but also regional, global and thematic reporting requirements.
Relevant actors	UN Member states, UN entities, civil society
Link to full text	https://sustainabledevelopment.un.org/?menu=1300

NATIONAL ACTION PLANS ON WOMEN, PEACE AND SECURITY (NAPS)

Date	As of March 2016, 60 NAPs have been adopted.
Overview of contents	Since 2004, the UN has called on Member States to pursue implementation of the WPS resolutions at the national level, including through the development of National Action Plans. While the strategic focus and content of plans varies across contexts, the majority identify specific thematic priorities within the remit of WPS issues and outline actions, partnerships and resources that will be put in place to support implementation at the local, national, regional and international levels. Both donor countries and countries affected by conflict and fragility have adopted NAPs, at times in collaboration with one another (for example Finland developed its NAP with Kenya and Liberia as partner countries).
Assessment of implementation	NAPs have been acknowledged as useful strategic planning, advocacy and awareness-raising tools. Their ability to translate commitments into action has been limited, largely due to a failure to adequately resource and monitor the implementation of NAPs in most countries. NAPs are also rarely linked up with broader peacebuilding and development strategies, despite the fact that they can provide an existing framework that identifies key gender-related priorities and focuses on actions required to increase women's participation in peace and security processes. The majority of NAPs have also been developed through consultation and collaboration between governments and civil society, creating networks and partnerships that can be leveraged.
Reporting requirements	Countries with NAPs have adopted a range of reporting strategies that range from informal and non-public updates to reporting annually to parliament or mid-term reviews or evaluations. Many countries also use the annual UNSG report and open debate on WPS as an opportunity to report on progress in implementing their NAPs. The new GR30 will also be an important accountability tool for national implementation, as member states will be required to report on their progress within their regular CEDAW reports.
Relevant actors	Each country identifies the key stakeholders for implementing their NAP, but generally relevant actors include government departments, civil society organisations, academics, media, UN or other international organisations. The specific modality for engaging civil society varies from country to country, with some taking active roles in steering committees whereas in others civil society organisations have less ability to influence the process, and their presence appears to be more of a token gesture.
Link to full text	A database of all existing NAPs can be accessed at: https://actionplans.inclusivesecurity.org

REGIONAL-LEVEL IMPLEMENTATION OF THE WPS AGENDA

Date	As of May 2015, there are five regional organisations with Action Plans on UNSCR 1325
Key regional policies	Economic Community of West African States: Dakar Declaration and ECOWAS Plan of Action for the Implementation of UNSCRs 1325 and 1820 in West Africa (September 2010) NATO: NATO/EAPC Policy for the implementation of UNSCR 1325 on Women, Peace and Security and related resolutions (Updated in June 2014) European Union: Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security (December 2008) Inter-Governmental Authority on Development Pacific Islands Forum: Pacific Regional Action Plan on Women, Peace and Security African Union: Five-year Gender, Peace and Security Programme (2015-2020).
Overview of contents	Vary according to each policy.
Assessment of implementation	A number of regional organisations have appointed special representatives or envoys, and these positions have been useful in coordinating responses to WPS challenges and driving and catalysing action within the organisations.
Relevant actors	Each regional organisation specifies the stakeholders involved in their plans, but generally actors include the member states, the regional organisation secretariat, and civil society organisations.

ACKNOWLEDGEMENTS

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