

## *Annex A*

### **Practical examples of what donors have done to integrate gender issues across the Peacebuilding and Statebuilding Goals**

#### **A.1. Legitimate politics**

##### ***Support quotas and other measures to increase the number of women in politics***

##### *Why it matters and what donors can do*

Historically, women have been excluded from the political sphere and face numerous structural and cultural barriers to public office. The processes of bargaining that underpin political settlements involve mainly elite, male actors. But there has been limited research on the possible long-term impact of perpetuating the exclusion of women from peace and statebuilding processes. While the immediate priority in FCAS is often stability, outside actors should work to ensure that women’s interests are on the agenda. It is equally important in the longer term to support economic and social development that benefits women and men, as well as direct measures to enhance the participation of marginalised groups in political processes (UN Women, 2012a). The political landscape is often reshaped in the immediate post-conflict period: post-conflict elections or peace processes offer opportunities to increase the participation of women and influence transitional constitutions and policies. Quotas can be an effective mechanism for bringing more women into politics and beginning the process of removing barriers to their representation in the public space. They have been implemented in many post-conflict countries with positive results. Yet quotas alone will not transform attitudes or turn formal representation into effective participation. Quotas are a means, not an end, to achieving women’s political empowerment.

*Practical examples from current donor practice*

- In 2001, the UN Transitional Administration in East Timor (UNTAET) supported a media outreach strategy for women candidates in the country's first election for the constituent assembly. Given that many women were first-time candidates, access to media was particularly crucial to building their voter base and profile. Television and radio time as well as newspaper advertising space were made available to women candidates and parties that put women in winnable spots on their party lists. This helped create a strong incentive for parties to support women candidates. Quotas also guaranteed women were represented in party campaign offices, public administration and the national election commission. These initiatives contributed to women winning 26% of the seats in the 2001 constituent assembly. These women played a crucial part in enshrining in the constitution that “women and men shall have the same rights and duties in all areas of family, political, economic and social and cultural life”. More recently the election laws in Timor-Leste established quotas for women on party (UNDP, 2011).
- One of the objectives of the Gender Programme of the Inter-Parliamentary Union (IPU) is to support women in accessing and transforming parliament through workshops that introduce them to parliamentary work. IPU also assists in the short-term deployment of experts to support women parliamentarians. Some seminars for parliamentarians also focus on specific gender issues and ways to address them through parliaments. In Mali IPU supported training for men and women parliamentarians on violence against women and specifically female genital mutilation. Parliamentarians from countries in the region that had already legislated against female genital mutilation shared their knowledge and experiences in achieving relevant legislation (Abdela and Boman, 2011).

*Strengthen the inclusion of women's rights in formal constitutions**Why it matters and what donors can do*

Constitution-making processes are critical in shaping the framework of rights and opportunities that citizens will have in the future. They are especially important for making the state accountable to women. Implementing new laws is a challenge in many FCAS. But support for women's rights and electoral reform, for example through quotas for women parliamentarians, can create an environment that enables local groups to mobilise in the future. Women's organisations often cite strengthened formal rights frameworks as an important tool for advocating for change to their governments, male leaders and

other groups. Donors can help women aggregate their demands by facilitating coalition building among and between women's civil society organisations and other allies, and by assisting their efforts to set shared priorities. This can be done through direct support through high-level dialogue, political influence and action as well as more indirect support through local initiatives.

*Practical examples from current donor practice*

- In Zimbabwe, UN Women and UNDP supported the Group of 20, an alliance of women's groups, in setting up a task force to monitor inclusion of women's rights in the constitutional reform process mandated by the 2008 Global Agreement (UN Women, 2012a).
- Care International similarly supported a national network of 35 grassroots women's organisations in Nepal known as the National Forum for Women Rights Concern. Among other actions, it helped bring the network together with important actors from political parties, the Constituent Assembly, intellectual groups and lawyers for debates on gender and women's rights issues that were pertinent to the constitution-making process (Care International, 2010).
- In Rwanda, UNDP and IPU helped bring together members of the Transitional National Assembly, senior government ministers, members of the Legal and Constitutional Committee, women's organisations and other groups for a seminar on how to make the new Rwandan constitution gender sensitive. The seminar triggered a popular consultation process among various groups of women in Rwanda from government, parliament and civil society. Over the course of two years, these consultations produced a series of recommendations designed to enshrine principles of equality between men and women in the constitution. This process eventually generated what has been considered the most gender-sensitive constitution in the world (Abdela and Boman, 2011).

***Enhance the participation of women in formal and informal peace and dialogue processes through funding, political pressure and convening power***

*Why it matters and what donors can do*

Ensuring women's formal representation in peace negotiations can help create processes that are more democratic and more responsive to citizens' interests. Even where women are excluded from formal statebuilding and peacebuilding processes, they often promote peace and reconciliation at the community or national levels through informal women's groups. A diversity of

voices and representation is important to ensuring not only that peace processes are inclusive, but also that the full range of relevant issues are raised. While donors have successfully used their political influence to argue for the inclusion of marginalised groups, including women, in a variety of processes, peace negotiating teams still include too few women. The valuable contributions that women can make are often lost (UN Secretary-General, 2012).

*Practical examples from current donor practice*

- The National Dialogue and Reconciliation in Kenya, which received substantial international support and input, provides an encouraging example. Compared to previous mediation processes, it is a strong case of inclusion of women. One out of four members of each negotiating team was a woman. One of every three people on the Panel of Eminent African Personalities and a number of the senior advisors from the UN and the African Union on the Panel's mediation team were also women. In their report for the Centre for Humanitarian Dialogue, McGhie and Wamai (2011) single out Graça Machel's involvement on the Panel as critical in the promotion of women's concerns in the mediation process.
- In the Democratic Republic of the Congo (DRC), UN Women helped bring about the inclusion of women in the Inter-Congolese Dialogue, a national convention on political reform and reconciliation convened by all the parties to the conflict. Support took the form of facilitating a variety of initiatives including a peace and solidarity mission to the DRC by a delegation of African women leaders and the convention of a women's forum which brought together representatives of the government, rebels, the political opposition and civil society to define a common agenda prior to negotiations (UN Women, 2012b; Wijeyaratne, 2009). Similarly, key decision makers can also use their position and political clout to encourage consultation with women, complementing the bottom-up initiatives.
- Supported by the Initiative for Inclusive Security and UN Women, South Sudanese women from across the country came together with government officials to identify key priorities for women on the margins of the International Engagement Conference on South Sudan, held in December 2011. The statebuilding process is still unfolding in South Sudan so it is too early to assess the impact of such initiatives. But it does appear that some of the commitments sought by women, such as the inclusion of a 25% affirmative action quota for women in the Transitional Constitution, have been adopted in theory, if not yet in practice.

- As part of Denmark’s MDG3 Programme in Liberia, women’s groups and youth have been trained as mediators and peacebuilders in Liberia with the aim of preventing conflicts in communities. In Kenya Denmark supports female mediators through the peace-building efforts of the Kenyan government’s Peace and Security for Development (PSD) component.

### ***Support women’s mobilisation and engagement in policy processes***

#### *Why it matters and what donors can do*

In fragile and conflict-affected states, people typically have low expectations of what formal public authorities can deliver. There are high levels of distrust between state and society, and social groups frequently have low capacity to mobilise. This creates a situation of low levels of engagement among (often fragmented) social groups, and between social groups and the state, which only reinforces low expectations of positive change. Women face particular difficulties in mobilising to identify their interests and priorities, in organising effective collective action, and most critically in having their voices heard within formal and informal institutions. To address these challenges, donors can fund the development of radio and television programmes that seek to raise awareness and change social attitudes and facilitate public forums that enable discussion and debate between public and private actors and between men and women. They can also support separate opportunities for women to share ideas and discuss priorities for feeding into these spaces, at the local and national levels. Civil society organisations can also play a key role in monitoring the implementation of peace agreements and other commitments, as well as national and institutional policies on gender equality. This can be a useful way to engage with political elites who have an incentive to preserve their reputations if they are likely to face pressure in international or regional forums, and it can highlight poor performance or human rights abuses. Civil society organisations can also play an important role in facilitating dialogue and negotiation between local communities and formal and informal governance bodies. Incorporating community-level and grassroots-based interests and perspectives in statebuilding processes can also help support local ownership and sustainability, and can contribute to greater accountability for the government-led reforms that are taking place.

#### *Practical examples from current donor practice*

- Despite the slow pace and lack of accountability for implementation of UNSCR 1325 and other gender-related commitments, civil society groups have been actively engaged in monitoring what is being done at the national and international levels, often with the support

of UN agencies or bilateral funding. One such group, the Global Network of Women Peacebuilders (GNWP), brings together over 50 women's organisations and networks from approximately 15 countries and aims to bridge the gap between policy discussions on one hand and implementation and action on the ground on women, peace and security issues on the other. The work of GNWP focuses on building capacity in civil society, especially women's civil society, to conduct effective monitoring of policy implementation. Its mission is also to support effective implementation of UNSCR 1325, particularly at the national level, and provide a global "snapshot" of the status of UNSCR 1325 implementation. The findings of GNWP's annual monitoring process are brought to the attention of national governments and international organisations through advocacy events and lobbying, and the process also empowers and builds the skills and awareness of local organisations around different dimensions of statebuilding in those countries.

## A.2. Security

### ***Pay particular attention to gender-specific security needs of women and girls***

#### *Why it matters and what donors can do*

Traditional security sector reforms emphasise restructuring of the formal security services such as the army, police, border agents and prison officials and improving standards, equipment and policies and procedures. While such reforms can also benefit women and marginalised groups, there are gender specific security-related issues that can be overlooked or not seen as relevant to broader national security. Specific efforts must be made to recognise the sources of women's insecurity, as well as the specific types of protection and support they may need. Women are often reluctant to report gender-based violence to (male-dominated) police for a variety of reasons. These include issues relating to fear generally and fear of backlash against victims. Cultural norms may also limit interactions between men and women and inhibit women from speaking about gender-based violence. Moreover police services may fail to process such complaints. Training on gender issues for existing security services can be an effective strategy for promoting greater responsiveness and awareness among security actors to the needs of women and girls. By funding and developing such initiatives with local actors, donors can support the creation of security services that address both men's and women's security needs, a vital building block in the construction of states that serve and enable participation of all of their citizens.

*Practical examples from current donor practice*

- In Liberia, UN Women has supported the police in the design of more gender-responsive human resource policies in order to increase the representation of women in the national police. As a result recruitment, retention and promotion strategies now take into consideration the particular barriers women may face in accessing employment in the police services (UN Women, 2012a).
- In Nicaragua, a range of donors supported the establishment of women’s police stations, the *Comisarias de la Mujer y de la Niñez* (Women’s and Children’s Police Stations, or CMN). Staffed primarily with specially trained female officers, mandated with addressing sexual and domestic violence and networked with women’s NGOs, the CMNs help enhance reporting and processing of gender-based violence cases. By 2008 there was one CMN in each departmental and regional capital and one in each district of Managua (DCAF, 2011). Similar units focused on gender-based violence have also been established in countries such as Sierra Leone and South Sudan, and despite operational constraints have increased women’s access to police services in some areas and contributed to greater awareness of issues related to gender-based violence.
- In Kosovo, the Border and Boundary Police Training Unit of the Kosovo Police integrated an introductory half-day “gender and border management” module into its training curriculum. Its aim is to enable border personnel to establish the link between gender issues and their own daily activities, including the identification of the differential threats men and women may face at border points (McKay, 2008). In Nepal, women’s NGOs have conducted similar training on gender issues for police services, and, in 2003, for over 200 senior military officials (DCAF, 2011).
- In Rwanda, DRC and Burundi, the Canadian International Development Agency (CIDA, now part of the Department of Foreign Affairs, Trade and Development (DFATD)) has supported a regional project to combat violence against girls and young women in partnership with the Centre for International Studies and Cooperation (CECI). This includes support for the Forum for Collectives Associations Working to Promote Girls and Young Women in the Great Lakes Region (COCAFEM/GL) – which comprises the most experienced associations of the region concerned with the fight against sexual violence – in becoming a recognised authority for combating sexual violence nationally, regionally and internationally. This is combined with support for the development and implementation of assistance protocols and awareness raising activities. Thus far, the project has increased collaboration

between representatives of the judicial, psychological and medical sectors, resulting in a change in service protocols that have enhanced access to services for survivors because they are increasingly sensitive to their needs. Additionally, a total of 676 community leaders have been sensitised on the nature of gender-based violence, available services and their role in preventing and addressing this violence. A preliminary evaluation revealed changes in attitudes among some leaders, as they admitted that the campaigns opened their eyes to forms of violence they had not condemned in the past.

***Seek participation from women leaders and networks in the design of security priorities and provision, and support the inclusion of women in high-level decision making about security***

*Why it matters and what donors can do*

Women's groups, leaders and networks can be useful partners for security system institutions and for addressing insecurity in the community or domestic spheres. In addition to providing services, women's groups are a crucial resource in defining inclusive security priorities and strategies.

*Practical examples from current donor practice*

- In Bougainville, Papua New Guinea, women's groups provided training and sensitisation on women's rights to male ex-combatants to help prevent domestic violence; recruited and trained men to support this work; carried out gender training for new police recruits; and conducted workshops in various communities to raise awareness of the consequences of violence against women and children (Barnes and Albrecht, 2008).
- The Liberian Women in Peacebuilding Network (WIPNET) gave crucial support to the DDR process by calming combatants, providing essential services and protecting under-aged combatants at a cantonment site that was unprepared for the number of fighters who presented themselves for demobilisation. Following that experience, Liberian women's groups spoke out about key gaps they had identified in the DDR programme, emphasising that the inclusion of men and women with local expertise would have avoided such problems in the process. Liberian women then co-operated with international institutions and the government to design an awareness campaign to encourage women and girls to participate in the DDR process (DCAF, 2011; OECD, 2009; Valasek, 2008).



- The Woodrow Wilson International Center for Scholars and Women Waging Peace hosted a conference attended by women from Iraq including representatives from civil society organisations, government ministers and security sector personnel. They identified several key priorities for women’s security and SSR success such as enhanced border security, more police, better street lighting and training in gender and human rights issues for police and army officers (Barnes and Albrecht, 2008).

### A.3. Justice

#### *Identify and support opportunities to make women’s rights a reality by enshrining them in statutory law*

##### *Why it matters and what donors can do*

Constitutions may provide protection for women’s rights. But there is often a large gap between what is written and the reality of how national laws and justice systems actually operate. A critical issue is how customary legal institutions are addressed within the statebuilding agenda since in many fragile and conflict-affected contexts, the domestic and family issues that are critical to women’s rights are delegated to customary authorities that tend to be discriminatory. For women’s constitutional rights to become a reality, statebuilding processes must therefore include an expansion of state jurisdiction over these areas where women’s rights are being infringed. However, as noted in Chapter 2, navigating between formal and informal institutions is far from straightforward: donors need to understand the role played by informal arrangements in a specific context, how they are perceived by women and what the realistic alternatives might be. They also must understand how efforts to enshrine women’s rights in statutory law can get entangled in broader struggles for power and resources. Donors need to explore opportunities to extend the reach of formal legal provisions while remaining alert to the risk that laws may not be implemented if they are poorly aligned with underlying social norms.

##### *Practical examples from current donor practice*

- In Kyrgyzstan the UN country team came together during 2012 and 2013 to support a coalition of civil society groups and parliamentarians in their efforts to change public attitudes and adopt a new law to toughen the penalty for the widespread practice of bride kidnapping. Many thousands of women are kidnapped for marriage and often experience physical violence and rape. Only a very small fraction of kidnappers are ever judicially processed since popular opinion still

does not perceive their actions as crimes against women's human rights. Supported by the donor community, efforts by national advocates to change social norms and legislation helped shift public attitudes, prompting state institutions to recognise their responsibility to strengthen legal protections for women. The result was an increase in the maximum prison sentence for bride kidnapping to ten years from three years. Additional resources are being committed for services for women who are vulnerable to kidnapping and for those seeking to escape their kidnappers.

- In Rwanda, UNPD and the UN Development Fund for Women (UNIFEM) supported the Rwanda Women Parliamentary Forum (FFRP) in conducting a series of national consultations that laid the groundwork for passing the country's first comprehensive legislation on violence against women. The mission of the FFRP is to build the capacity of women parliamentarians, revise discriminatory laws, draft gender equality legislation and lobby for the inclusion of a gender perspective in all government activities. To prepare a legislative initiative on gender-based violence, it conducted a series of consultations that included a national conference on gender-based violence, field visits and an interactive mass media campaign. The FFRP effort helped collect data on the prevalence, causes and appropriate responses to gender-based violence, sensitise citizens and parliamentarians and build ownership and legitimacy for the issue. The consultations engaged both men and women and built strong links with civil society, culminating in proposed legislation to prevent and punish gender-based violence and to protect victims. The law was passed in 2009. Addressing spousal violence, marital rape, sexual harassment and abuse of children in its definition of gender-based violence, the law was not only the country's first comprehensive legislation on violence against women but also the first policy initiated by the parliament since the ratification of Rwanda's 2003 constitution (Pearson, 2008).

### ***Promote reforms that address specific barriers impeding women's access to formal and informal justice mechanisms***

#### *Why it matters and what donors can do*

Faced with serious judicial delays in gender-based violence cases, governments have established special courts or fast-track courts, as Liberia and Nepal did for rape cases and cases involving women and children, respectively (World Bank, 2011). Where women's limited literacy poses a constraint, translating legislation into less complex or local languages, as has been done in Botswana, can be a valuable short-term intervention. Supporting

the collection and publication of data regarding women's access to justice can also help make barriers more visible, identify targeted interventions and add urgency to working towards more equitable access to justice (World Bank, 2011). A lack of female staff within formal justice institutions is another key barrier to women's access (Douglas, 2007). Donors can support reform by training paralegals and magistrates and through sensitisation to encourage women to pursue careers in these areas.

### *Practical examples from current donor practice*

- Women's civil society organisations have also served as a powerful force in demanding women's access to formal justice and donor support can amplify their effectiveness. In Aceh, Indonesia, UNDP worked towards equitable access by providing capacity support to women's organisations to monitor and advocate women's rights (Douglas, 2007). In Rwanda, the engagement of civil society, including women's groups, in government-sponsored policy discussion on changes in land laws was found to have both enhanced these policies and helped raise awareness of individual's rights (World Bank, 2011). UN Women subsequently supported Rwandan women in claiming their newly acquired land rights by assisting a local NGO in training a network of designated paralegals (UN Women, 2012c). It also supported the Ministry of Agriculture in training and deploying more than 200 female agricultural extension agents, an effort designed to ensure that women farmers can access agricultural services and farm their land more productively.
- In Kosovo, UN Women supported the Kosovo Judicial Institute in drafting a manual to guide judges in handling legal protection of domestic violence victims (UN Women, 2011).
- In Sierra Leone, the Justice Sector Development Programme, funded by the Department for International Development (DFID), engaged with formal and customary justice institutions and communities. In the provinces where it operated as a pilot programme, it successfully reduced some of the barriers to women's access to justice, for example by bringing formal justice mechanisms to remote areas through circuit courts and sensitising customary justice officials on women's rights (Castillejo, 2011).

***Support efforts to reform and strengthen traditional, non-state and informal means for dispute resolution and adjudication, and align them with international human rights standards***

*Why it matters and what donors can do*

Informal means of dispute resolution are often women's primary avenues for justice. There may be opportunities to support partner country efforts to enhance the effectiveness of these mechanisms and to harmonize them with international standards for women's human rights.

*Practical examples from current donor practice*

- In 2006 the International Development Law Organization (IDLO) raised awareness in Aceh of applicable law, ways to access the legal system, and the rights of women and children by providing highly accessible guidebooks on Indonesian and customary laws as well as Islamic legal opinion relevant to inheritance and land rights. They were distributed to organisations involved in post-tsunami reconstruction and rehabilitation, legal professionals, courts, government officials and villages across the region (Harper, 2007; Wojkowska, 2006).
- In Nepal, donors such as DFID, the Japan International Cooperation Agency and UNICEF have supported informal paralegal systems in order to enhance women's access to formal justice mechanisms. Paralegal Committees are established in all 75 districts and seek to address issues including sexual and gender-based violence, citizenship matters and family disputes in the community (Onslow, 2012).
- In Somalia, UNDP and the Danish Refugee Council supported the local NGO Hornpeace in convening a series of discussions with more than 100 elders and community leaders of the Puntland region to better align the informal justice system with human rights standards including respect for women's rights. In 2009 these efforts culminated in the first state conference for traditional leaders, which brought together 130 traditional leaders, religious leaders and government representatives from all seven regions of Puntland. An alliance of 30 local women's NGOs, the Coalition for Grassroots Women's Organisations, educated participants about the situation of women in Somalia. Due in part to the coalition's contribution, the conference addressed gender-based violence and ultimately adopted a National Declaration that called for the protection of women's rights. It also included important reform of informal laws requiring a widow to marry a brother of her dead husband and a commitment to advocate for further reforms of customary law to enhance women's rights (DCAF, 2011; UNDP, 2009, 2010).

## A.4. Economic Foundations

### ***Support the creation of job opportunities including income-generating projects that can reduce incentives to engage in violence and conflict, and benefit women as well as men***

#### *Why it matters and what donors can do*

Women are empowered by playing an active and productive role in the labour market, and donor support is key. The benefits can be far-reaching: given the evidence that women spend more of their incomes in support of family health and welfare, increasing their disposable income in post-conflict contexts could also boost overall consumption and growth. Although there is often a marked increase in women's engagement in economic activities during and after war, they may not gain much because they often end up in very low-wage and dangerous occupations (Justino, 2012). As mentioned above, microcredit is a powerful tool that donors have frequently used to support women's economic empowerment. While continued investment in this area is needed, it is important to remember that such programmes alone cannot transform women's livelihoods or job opportunities. They must be well-designed, for example by being coupled with training, group loans and increased access to credit that allows women to transform and scale up their businesses over time (OECD-DAC Gendernet, 2012).

#### *Practical examples from current donor practice*

- Donors support microcredit initiatives. These can be particularly effective if they integrate training and awareness-raising components and ensure adequate evaluation of impact to improve design of programmes over time. Research in countries such as Bosnia and Herzegovina, Afghanistan and East Timor shows mixed results in terms of how microcredit opportunities have impacted on women's empowerment in the household and community (Justino et al., 2012).
- In June 2010, inter-ethnic violence broke out in southern Kyrgyzstan, displacing as many as 400 000 people. Local populations began to reject newcomers (displaced persons), at times violently, in an attempt to safeguard already scarce economic resources. The United States Agency for International Development (USAID) supported the women-led Civil Society Support Center of Jalal Abad (CSSC) in addressing this local level of conflict by providing training on conflict mitigation and management and establishing local forums for discussion of grievances. Other initiatives included peace promotion campaigns, business training on best practices in the development of small businesses and support to small business development plans. CSSC ensured that women participated in the activities through minimum participation rates for women.

## ***Ensure that increased agricultural productivity and domestic private sector development benefit women farmers and entrepreneurs***

### *Why it matters and what donors can do*

Women often engage in agricultural labour but often as family workers or in subsistence farming rather than in connection with cash crops. They also tend to have less access to agricultural extension services and rarely receive adequate technological or other support to enable them to scale up or increase productivity. The lack of access to credit is a major obstacle facing women in all countries, including FCAS, and can make it particularly difficult for them to develop their subsistence activities into small or medium-scale enterprises. Traditionally, there is also much gender stereotyping in the types of economic activity undertaken by women (for example, hairdressing, catering and cloth making), which can limit the income-generating opportunities that are then open to women. Through funding skills-training programmes, donors can provide support to women entrepreneurs in non-traditional areas that may have greater market potential while at the same time encouraging new thinking about the types of economic activity perceived as appropriate for women.

### *Practical examples from current donor practice*

- The Women's Entrepreneurship Development and Gender Equality (WEDGE) project in Ethiopia supported female entrepreneurs by raising awareness about their activities, supporting their participation and developing services that targeted their needs (ILO, 2007).
- The French Ministry of Foreign Affairs supported a programme launched in 2009 to enhance women's economic empowerment in West Africa by bringing together NGOs specialised in economic assistance in predominantly informal sectors with NGOs specialised on gender. Together they developed jointly tailored pilot projects that involved women and men to promote gender equality and women's control over revenues. The projects were based on an analysis of men and women's access to and control of economic resources as well as their representation in formal governance and other decision-making bodies such as professional unions. In Burkina Faso, for example, the local NGO ASMADE worked with women street vendors to successfully lobby their district mayor for formal recognition and space for their activities. The co-operation programme also supports training by the Ecole Nationale d'Administration (National School of Administration) for women directing companies and representing economic networks and associations.
- In Liberia, the Ministry of Commerce and Industry, the International Trade Centre and Finland co-operated to support market women

by linking them to farmers and allowing them to buy and sell – all by mobile phone. The project was designed to reduce the stress and risk that women face in buying and transporting produce and to allow them to access a larger pool of suppliers so that they pay less for products they purchase. The “Trade at Hand” programme raised incomes for both farmers and market women and inspired them to explore other ways to make use of innovative methods, according to a 2011 report by the Ministry of Foreign Affairs of Finland.

- USAID helped facilitate access to financing for women entrepreneurs in Ethiopia and Kenya by sharing credit risks. To help banks decrease collateral requirements and women entrepreneurs to expand their businesses beyond the limits of microfinance, USAID in Ethiopia designed credit guarantees of USD 4.3 million for small and medium-sized businesses owned or managed by women. In Kenya the USAID guarantee was aimed at sectors such as agricultural production and processing, tourism and manufacturing with a strong emphasis on extending credit to businesses owned or operated by women (OECD, 2012).
- In Ethiopia, the Swedish Economic Development Cooperation Agency (Sida) provided financial assistance and the Swedish Chamber of Commerce provided meeting and technical assistance to strengthen the capacity of the Amhara Women Entrepreneurs Association (AWEA). With over 3 000 members, this umbrella organisation of businesswomen in the Amhara region is the second largest private business organisation in Ethiopia. It assists members with business development services, consultancy services, skills training and mentoring. One result of the partnership with Sweden was the creation of the National Women’s Business Network, which has 11 000 members and is the vehicle for AWEA to offer business opportunities and contacts for members seeking partners and clients beyond the Amhara region (OECD, 2011; Sida, 2010).

### ***Support the transparent and equitable management of natural resources***

#### *Why it matters and what donors can do*

Natural resources play an important role in many civil conflicts around the world, and are often important revenue generators for FCAS. Given that in most of these countries women are responsible for securing water and food for the household, they have a particular stake in ensuring safe, reliable access to natural resources. However, they rarely benefit from economic opportunities around natural resource exploitation and management, and natural resource degradation can have a negative impact on their ability to

provide for their families. Women can nevertheless play important roles in managing resources at the community level, and are often important sources of knowledge that could be tapped into. Security is also an issue for women who work in and around mines. Any programme should therefore address sexual and gender-based violence against female miners and those who work in the surroundings to provide food, water and other supplies to male miners. Women's lack of access to property and land rights can also exacerbate their exclusion from discussions around natural resource management, so this issue is closely linked to broader questions about women's economic security and status within the community and household.

### *Practical examples from current donor practice*

- A programme in Africa supported by the International Fund for Agricultural Development (IFAD) has assisted women and men in the domestication, cultivation and sale of indigenous fruit and medicinal trees. The first phase of the programme was implemented from 1999 to 2003 in Cameroon, the Democratic Republic of the Congo, Equatorial Guinea, Gabon and Nigeria. Through training on vegetative propagation techniques, the programme enabled many farmers to set up their own nurseries. The project led to an increase in average household incomes in rural communities and was particularly effective in enhancing the livelihoods and status of women. Women's groups created nurseries, enabling more women to take part in income-generating activities. These results in turn led to increased school attendance by children. They also contributed to improved nutritional well-being of households because women were able to produce a variety of foods for household consumption that had not previously been available to them (World Bank n.d.; Rural Poverty Portal n.d.).

## **A.5. Revenues and Services**

### ***Identify and address the specific barriers that affect women's and girls' ability to access services***

#### *Why it matters and what donors can do*

Women face specific barriers to access to services, for example lack of transport or financial resources that prevent them from being able to use existing services. They can also be vulnerable to various forms of violence such as rape or other forms of sexual violence when either using services or travelling to and from locations such as health clinics or water points. Services may also not be designed or delivered with their needs in mind, which can further reduce their likelihood of accessing appropriate and needed services.



Access to services can also be linked to citizenship and the possession of identity cards or birth registration. This can result in the exclusion of large segments of the population who may not have such formal proof of citizenship.

### *Practical examples from current donor practice*

- Research by UN Women and UNDP in Egypt showed that as many as 80% of rural women in Upper Egypt did not have ID cards, which they need to access health clinics, education services and financial and credit services. Nor could they vote. One of the major obstacles, in addition to lack of awareness of the rights that come with an ID card, was women’s perception that it was unsafe to visit police stations where ID cards are issued unless escorted by a male family member. UN Women and UNDP partnered with the Ministry of Interior and Ministry of Local Administration to redesign the delivery of civic registration services, allowing women to start the process on their own by completing forms at home or at mobile registration centres.
- In Tajikistan, monitoring by women’s community groups revealed that as many as 50% of vulnerable households did not have birth certificates for children or ID cards for adults. Without these documents they were unable to register for disability benefits, pensions or health services. UN Women supported the women’s groups to create a dialogue mechanism with local authorities to discuss the extent of the problem; create a special list of vulnerable households that would be eligible for a fee waiver for civic registration services; and create a one-stop shop service delivery point so they could receive their documentation and register for health, pension and disability services in one location. This is an important step, in particular for individuals who may struggle with illiteracy or feel intimidated when dealing with state officials because they rarely interact with them.

### ***Support more women to be engaged alongside men in frontline service delivery***

#### *Why it matters and what donors can do*

Women often fill gaps in service delivery or provide specific services to address women’s unmet needs, for example through community-based or grassroots women’s associations. Expanding their role in FCAS, where the capacity of the state may be limited, is an effective strategy for increasing the reach and impact of service provision. Research also shows that having more women involved in frontline service delivery can ensure better delivery of services – and higher-quality services. It provides role models, as well, and

encourages women to be more engaged in the planning and design of service delivery (Lukatela, 2012). For example, where there are higher numbers of female health workers it is likely that women's needs such as maternity care and family planning will be better addressed.

*Practical examples from current donor practice*

- Provide training for women as health and education workers
- In countries where polio is still persistent, such as Pakistan or Nigeria, UNICEF and the World Health Organization work closely with national health authorities to provide polio vaccinations in at-risk communities. Women health workers are a key part of these vaccination drives in contexts where women are confined to private spaces. Women health workers serve to bridge the gap between public and private spaces and reach marginalised women and children who would otherwise not have any interaction with the state or its public service providers (Lukatela, 2013).
- Rwanda with the support of UN Women has established farmer field schools that specifically aim to train women agricultural extension agents and connect extension agents and model women farmers. These agents and farmers then work as a team to raise awareness of women farmers about services available to them, and advocate with community leaders to encourage women farmers to access services and increase their crop yields. Women farmers have commented that previously they felt that male extension agents only paid attention to cash crop farming and did not perceive the women's maize and bean subsistence farming as "real farming". They described the women extension agents as more likely to understand the type of farming they were doing and how their needs might differ, and as more prepared to meet those needs.
- In Liberia, the requirement of a high school diploma for police service severely restricts the potential pool of applicants. Liberian women, even in peacetime, had limited access to secondary education. Wartime diminished it further. Thus, finding women with the requisite educational qualifications is a big challenge. The Liberian National Police (LNP) and UN Police have responded with an innovative idea, funded by the Government of the Netherlands, called the Educational Support Program for Female Candidates in LNP. A total of 150 women were chosen to attend classes that will result in their receiving a high school diploma upon successful completion of their exams. In return, the women promise to join the LNP and to serve for five years upon completing the police academy training (UN DPKO/DFS, 2008).

***Support the adoption of sound and transparent financial management, including by using gender budgeting to inform resource allocations and decision making***

*Why it matters and what donors can do*

Research by OECD and UN Women finds that, to date, donors have spent minimal funds on addressing women-specific issues or in support of gender equality in statebuilding contexts. By increasing the resources they make available, donors could have an impact on how seriously these issues are taken and improve allocation of resources in response to identified needs. In sectors where investments are particularly low – such as infrastructure, agriculture, and information and communication technologies – gender budgeting can be a useful tool for understanding how resources are being spent and the impact that they have on different parts of the population. In FCAS there are often major planning processes that can act as entry points for applying these tools and also changing the pattern of resource distribution among government ministries and departments. It is important to ensure that local populations are involved. Soliciting the views of women around how government budgets and resources should be spent can be a way of ensuring that different perspectives are taken into account

*Practical examples from current donor practice*

- Support community-based service-delivery mechanisms, and focus not only on the state.
- Provide technical assistance to governments to enhance capacity in gender budgeting and provide training so that in the long term, the skill sets are there. Rwanda has made systematic efforts to mainstream gender into the economic policy framework, and required all ministries and provinces to draw up gender-responsive budgets, with support from DFID.<sup>1</sup> The 2002 Poverty Strategy Review paper refers to gender as among the key cross-cutting issues that need to be addressed by all priority policy areas. It particularly highlights the need for public services (especially health, education, agricultural services) to ensure equal access, utilisation and impact. The PRSP advocates sectoral targets including the promotion of gender sensitivity in agricultural extension; introduction of a multi-sectoral HIV/AIDS programme; an emphasis on education of girls in science and technology; and the introduction of a scholarship programme for girls of poor families (El-Bushra, Lyttikäinen and Schoofs, 2012).

## Note

1. The Gender Responsive Budgeting (GRB) initiative ceased after 2004 with the end of the DFID-supported programme, and government restructuring and retrenchments discouraged further efforts in this area. Recently, the Ministry of Finance and Economic Planning has developed plans for a new three-year GRB initiative, in part as a result of advocacy by the Women’s Parliamentary Forum.

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