

Annex 1 – Terms of Reference

PBSO Thematic Review on Gender and Peacebuilding

Background

Over the past 13 years, the international community has demonstrated its commitment to supporting women's role in the prevention and resolution of conflicts and to strengthening gender-responsive peacebuilding. However, in spite of the adoption of an ambitious policy framework on Women, Peace and Security, changes on the ground have remained limited, with women largely absent at peace negotiation tables, haphazard integration of their needs and priorities in post-conflict programming and insufficient funding commitments.

Since 2000, the Security Council has adopted several resolutions on Women, Peace and Security, starting with landmark resolution 1325 (2000) – which for the first time linked women to the peace and security agenda – and followed by SCR 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010) and 2106 (2013). In 2010, for the tenth anniversary of SCR 1325 and at the request of the Security Council, the Secretary General submitted a report on *Women's Participation in Peacebuilding*, aiming at “*changing practices among national and international actors and improving outcomes on the ground*”, recognizing that the implementation of resolution 1325 has been slow and limited in scope. The 2010 report defined a Seven-Point Action Plan to ensure that commitments be turned into action and that peacebuilding is founded on inclusive participation of women, on a comprehensive gender analysis of conflict and post-conflict dynamics and is responsive to women's priorities. Each of the seven commitments (on mediation, post-conflict planning, financing, civilian capacity, post-conflict governance, rule of law and economic recovery) is associated to specific measures and activities. Most importantly, under the commitment on post-conflict financing, the Secretary-General committed the UN to allocate at least 15% of UN-managed funds in support of peacebuilding to projects that address women's specific needs, advance gender equality and/or empower women as their principle objective. The Peacebuilding Fund was mandated by the SG to “*immediately initiate a process for meeting this target*”, with a mid-term target for the PBF of 10% by October 2012.

The Peacebuilding Fund had strengthened its efforts to support gender-responsive peacebuilding projects, including through adopting in late 2009 a gender marker to track the gender-responsiveness of PBF-supported projects and funding allocations.

In response to the SG's commitment, PBF implemented specific measures in 2011-2012 such as enhancing women's participation in the PBF Joint Steering Committees and strengthening gender mainstreaming in the design, monitoring and assessment work of the Fund. An exceptional flagship initiative, the Gender Promotion Initiative, was launched by PBF that same year with the following objectives:

- Raise awareness of the Seven-Point Action Plan of the Secretary-General and its commitment to increase funding of gender-responsive peacebuilding projects;

ANNEX 1 – TERMS OF REFERENCE

- Stimulate UN system learning in programming of gender-responsive peacebuilding projects, including the collection and dissemination of good practices;
- Strengthening attention to gender-equality concerns and women's empowerment within the PBF portfolio; and
- Help the PBF in meeting its 15% target.

The GPI allocated US\$ 6.9 million to 8 projects (Guatemala, Guinea Bissau, Guinea, Nepal, Sierra Leone, Sudan, South Sudan and Uganda). Most projects, as of June 2013, are being implemented (with the exception of Guinea Bissau and Guatemala). In great part thanks to the GPI, PBF had reached the 10% target by the end of 2012 (10.8% of PBF funding allocated to projects with gender equality as “a principal objective” in 2012), while funding allocation had also noticeably increased for projects with gender equality as a “significant objective” (gender marker score 2 - from 38.8% in 2010 to 75.2% in 2012).

Rationale and objective

While PBF was able to meet the mid-term 10% target, progress needs to be consolidated to ensure the 15% target is reached and eventually exceeded. Additional efforts could be undertaken to ensure more coherent and systematic mainstreaming of gender issues throughout all PBF-supported peacebuilding efforts at country-level. Important gaps remain in the UN-wide, systematic operationalization of the Seven-Point Action Plan. PBF is well positioned to contribute to addressing these shortcomings through proactive leadership – but this leadership should rely on a clear understanding of what constitutes effective and strategic gender-responsive peacebuilding and on an identification of the optimal operational mechanisms to ensure women's perspectives and gender issues inform the essence of peacebuilding and do not come as an afterthought.

The objective of this review is to assist the PBF and its implementing partners to make more effective and strategic use of its funds in the area of gender and peacebuilding and to identify the factors that helped make interventions relevant, catalytic and sustainable for peacebuilding. Specifically, the thematic review has a two-fold objective:

- 1) To provide an analysis of successful gender-responsive peacebuilding projects and programmes, undertaken by UN entities, NGOs, Governments or other actors.
- 2) To analyze how effectively gender has been integrated by PBF to date in its programme cycle (analysis, design, implementation, monitoring and evaluation) and recommend ways to improve the gender-responsiveness of PBF-supported programmes and projects in the future.

Scope

The scope of the review reflects its dual purpose mentioned above. The first part will provide an analysis of selected good and promising practices in the field of gender-responsive peacebuilding. The second part will focus more specifically on PBF's experience and mandate and propose practical recommendations to improve PBF's work in the field of gender-responsive peacebuilding.

Part I will include:

ANNEX 1 – TERMS OF REFERENCE

- A desk review of a selected number of evaluated, good and promising practices in the field of gender-responsive peacebuilding, carried out by partner UN agencies, Government, NGOs and others;
- The analysis of these good/promising practices should include an identification of factors deemed to have contributed to effective and strategically relevant peacebuilding interventions in this area;
- Part I will also explore, as much as possible, the limitations / failures of selected gender-responsive projects, to identify key pit-falls and challenges from which constructive learning can be drawn;
- An overview of the most relevant theories of change, which have been demonstrated through successful project implementation.

Part II will focus on PBF's experience in the area of gender-responsive peacebuilding, as well as on PBF's role, mandate and scope. It will include:

- An analysis of the effectiveness and strategic relevance of past and current PBF projects/ programmes in the area of gender equality and the empowerment of women to better inform future project selection;
- An assessment of the usefulness and relevance of approaches adopted by PBF to date to increase the gender-responsiveness of the programmes and projects it supports. This will include analyzing the "mainstreaming" approach to gender throughout the PBF priority areas (versus gender being identified as a standalone priority area by itself); the use of the gender marker for assessing the gender-responsiveness of PBF funding allocation (should only gender marker score 3 be considered for calculating funding allocations under the 15% target, or are gender marker score 2 projects also making significant contributions to the target? Should the gender marker be reviewed and improved? etc.); an analysis of the Gender Promotion Initiative; etc.
- Recommendations to strengthen the integration of gender in PBF's programme cycle (analysis, design, implementation, monitoring and evaluation) from both headquarters (such as in PBF guidelines, planning frameworks, gender marker, reporting and budgeting templates) and field perspectives.

Importantly, the review is not an evaluation of specific PBF projects and, as such, will not provide a detailed assessment of performance of specific projects/ programmes.

Final deliverable

A report of 30-50 pages.

Management of the Review

The review will be developed in partnership with relevant UN entities, in particular UN Women, UNICEF, UNFPA, UNDP and others. PBSO will take the lead in managing the study and coordinating with partner organizations. The Peacebuilding Contact Group will act as Advisory Group: it will provide guidance in finalizing the TORs for the review, offer advice

ANNEX 1 – TERMS OF REFERENCE

and support throughout the review including by commenting on inception and draft reports and facilitating access to relevant information.

Methodology

The review will be based on desk and field research as well as contributions from partner organizations. It will utilize solid review methodologies, privileging approaches that elicit the opinions of national stakeholders as well as development partners. The review will be conducted by a Senior Consultant with experience and expertise in gender and peacebuilding. Field research will be carried in 2 field locations where PBF has supported gender-responsive peacebuilding projects.

Timing

The review will start on September 1, 2013, and should be completed by February 28, 2014, at the latest. A detailed timeline will be developed by the consultant and approved by the advisory group in September.

Annex 2

List of Participants, Interviews and Meetings Thematic Review on Gender & Peacebuilding

INCEPTION ROUNDTABLE, MONDAY, SEPTEMBER 16TH, 2013

Ms. Sibi Lawson-Marriott	UNICEF
Ms. Tatyana Jiteneva	UN Women
Ms. Letitia Anderson	UN Action
Ms. Sarah Douglas	UN Women
Ms. Nika Saeedi	UNDP/BCPR
Ms. Elnari Potgieter	PBSO
Ms. Roma Bhattacharjea	UNDP/BCPR
Mr. Michael H. Lund	UNDP/ BCPR
Ms. Elisabeth Scheper	DPA/MSU
Ms. Christina Hajdu	UN Interagency Framework Team
Mr. Henk-Jan Brinkman	PBSO
Ms. Cecile Mazzaacurati	PBSO
Dr. Eleanor O’Gorman	Consultant (PBSO)

IN-PERSON INTERVIEWS, INCEPTION MISSION NY, SEPTEMBER 2013

PBSO

Ms. Judy Cheng-Hopkins, Assistant Secretary-General, Head of PBSO

Mr. Brian Williams, Chief of Financing for Peacebuilding Branch and Ms. Tammy Smith, Senior M&E Advisor, PBF

Mr. Henk-Jan Brinkman, Chief Policy Planning and Application Branch , PBSO

Mr. Ihab Awad Moustafa, Senior Officer, PBC Support Branch, PBSO

Focus Group with Policy Planning and Application Branch including Steen Hansen, Senior Policy Advisor PPAB, Enrique Sanchez, Policy Officer PPAB, Cecile Mazzacurati, Policy Officer, Youth & Gender

UNDP

Ms. Nika Saeedi & Dr. Roma Bhattacharjea

DPA

Ms. Lone Jessen and Ms. Elisabeth Scheper

UN Women

INDEPENDENT THEMATIC REVIEW ON GENDER PBSO

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

Dr. Anne-Marie Goetz, Ms. Sarah Douglas and Ms. Tatyana Jiteneva, UN Women

UNFPA

Ms. Ugo Daniels, Chief, Humanitarian Fragile Context Branch, UNFPA

UNICEF

Ms. Sibi Lawson and Mr. Jim Rogan – UNICEF (et al to be added) focus group

NGO Working Group on WPS

Sarah Taylor, Executive Coordinator

Focus group with Donors (to be added)

Representatives from the missions of Denmark, Luxembourg, Japan, Norway, and Brazil

Ms. Asako Okai, Permanent Mission of Japan to the UN

Masato Usui, Permanent Mission of Japan to the UN

Mr. Knut Langeland, Permanent Mission of Norway to the UN

Mr. Luc Dockendorf, Permanent Mission of Luxembourg to the UN

INTERNATIONAL LEVEL – IN-PERSON, PHONE AND SKYPE INTERVIEWS

PBF Advisory Group members

Ms. Louise Anten (Netherlands) Head Education and Research Division /Acting Head Gender Division
Social Development Department Netherlands Ministry of Foreign Affairs

Mr. Cedric de Coning (South Africa), Senior Research Fellow and Head of Research Group for Peace
Operations and Peacebuilding, Norwegian Institute of International Affairs (NUPI); and Adviser to
ACCORD

Ms. Sheepa Hafiza (Bangladesh), Director of Gender Justice and Diversity, BRAC Migration Programme,
BRAC

PBSO Staff

Ms. Tammy Smith, Senior M&E Advisor

Mr. Vincent Kayijuka Peacebuilding Officer, Burundi & Guinea

Ms. Alessandra Pellizzeri, Desk Officer for Guinea

DPKO

Ms. Carole Doucet, Senior Gender Adviser/Team Leader

NGOs, Foundations, and Civil Society Organisations

Oak Philanthropy Ltd - Ms. Katharina Samara-Wickrama Programme Officer, Issues Affecting Women,

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

Women for Women International UK – Ms. Brita Fernandez Schmidt, Executive Director; Ms. Carron Mann, Policy Manager

International Civil Society Action Network (ICAN)- Ms/ Sanam Naraghi Anderlini – Founder/Director

Hunt Alternatives – Ms. Jacqueline O’Neill, Director of Institute for Inclusive Security

Fonds pour les Femmes Congolaise (FCC), Kinshasa - Ms. Babunga S. Nyota, Fundraising and Communications Manager,

Conciliation Resources – Dr. Zahbia Yousuf, Peacebuilding Editor and Analyst; Ms. Sanne Tielemans, Policy Analyst; Mr. Nyeko Caesar Poblacks, East and Central Africa Programme Projects Manager; Ms. Ameya Kilara, India-Pakistan (Kashmir) Projects Manager; Mr. Kristian Herbolzheimer, Director of the Philippines and Colombia Programmes;

International Alert – Dr. Henri Myrntinen, Senior Research Officer, Gender in Peacebuilding; Mr. Phil Vernon, Director of Programmes

Womankind – Ms. Lee Webster

Saferworld – Ms. Hannah Wright, Gender, Peace and Security Adviser

Femmes Africa Solidarité (FAS) – Ms. Harriette Williams Bright, Advocacy Director, New York

Women's International League for Peace and Freedom (WILPF) – Ms. Madeleine Rees, Secretary General

Dr. Pilar Domingo, Research Fellow, Politics and Governance, Overseas Development Institute (ODI) London

Ms. Joanne Sandler, Independent Consultant (formerly UNIFEM)

Ms. Judy El-Bushra, Independent Consultant, formerly with International Alert

PBF Donors

Luxembourg (also Co-Chair of the Guinea Country Specific Configuration at the PBC) Mr. Luc Dockendorf, Permanent Mission of Luxembourg to the UN

UK (DFID) – Mr. Adam Forbes, Conflict Advisor, CHASE, DFID

Nepal:

United Nations

Mr Jamie McGoldrick, UN RC

Mr Yohn Medina, Head of DPA Liaison Office

Mr. Ziad Sheikh, Representative, UN Women

Catherine Breen-Kamkong, Deputy Representative; Ms. Sudha Pant; Ms. Upama Malla – UNFPA

Dr. Abdul Hameed Omar, UNDP, UNIRP

Mr. Peter Barwick, Senior Adviser Conflict Prevention, UNDP

Ms. Sama Shrestha, Unit Manager, Peace and Security, UN Women

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

Mr. Anup Chandra Poudel, Ms. Ruchi Thapa; IOM (implementation of psycho-social counseling and support services to conflict affected person)

UNPFN

Mr Lach Fergusson, Peace-Building Advisor, UN RCO

Ms Silla Ristimaki, UNPFN Support Office

Ms Hemlata Rai, UNPFN Support Office

Gender Responsive Recovery for Sustainable Peace project (Gender Promotion Initiative, direct PBF Funding) UN Women, FAO and ILO;

Ms. Sama Shrestha, Unit Manager, Peace and Security UN Women;

Mr. Arjun Singh Thapa, Programme Officer, FAO;

Mr. Nabin Kumar Karna, National Programme Coordinator, ILO

Government

Mr Sadhuran Sapkota, Director, Nepal Peace Trust Fund (NPTF)

TA to NPTF

Mr Binod Acharya, Under Secretary/Programme Management Officer, NPTF

Mr Santosh Bisht, GIZ, Support to the NPTF

Mr Thomas Thomsen, TL/PFM, EU TA support to the NPTF

Mr Deependra Dhakal, TC Pool

Dr. Muni Sharma, Gender Equality and Social Inclusion Adviser (supported by USAID) (individual interview)

Peace Support Working Group on UNSCR 1325 (donors, UN and NGOs) – roundtable

Ms. Marianne Kujala-Garcia, Counsellor (Development), Embassy of Finland (interview)

Ms. Kamla Bisht, Senior Advisor (Political and Social Development), Norwegian Embassy (interview)

Meeting with Donor Group:

Mr. Jan Møller Hansen, Deputy Head of Mission

Mr. Shiva Bhandari, Peacebuilding Adviser, European Union

Mr. Roland F. Steurer, Country Director, GIZ

Ms. Heidi Gutsche, Deputy Country Director, GIZ

Mr. Håkon Arald Gulbrandsen, Minister Counsellor, Embassy of Norway

Mr. Edward Bell, Conflict Adviser, DFID

Ms. Mie Roesdahl, Conflict Transformation + Human Rights Adviser, Danida

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

NGOs

Mr. Dominic de Ville, Country Manager for Nepal, International Alert

Mr. Anil Poudel, Project Co-ordinator, Saferworld

Roundtable with civil society on UNSCRs 1325 and 1820, 31 October 2013 - List of Participants

Tulasa Lata Amatya, Community Action Center - Nepal

Shobha Gautam, Institute of Human Rights Communication Nepal (IHRICON)

Babita Basnet, Media Advocacy Group

Pinky Singh Rana, Samanta

Samjhana Sathi

Nita Dhungana, Legal Aid & Consultancy Centre (LACC)

Ram Sharan Sedhai, Sancharika Samuha

Seeta Gautam Acharya, World Vision Advocacy Forum

Sujana Maharjan, Transitional Justice Resource Centre

Namuna Khadka, DidiBahini

Roundtable with CSOs from Transitional Justice Group, 31 October 2013 - Participants List

Laxmi Neupane, National Alliance of Women Human Rights Defenders (NAWHRD)

Nir Lama, INSEC

Sushil Pyakurel- Accountability Watch Committee

Sophie Hodgson, ICTJ

Raju Prasad Chapagain, JURI Nepal

Bhabes Labh , Terai Human Rights Defenders Alliance

Kamal Pathak, Advocacy Forum

Suman Adhikary , Conflict Victim

Gyanendra Aran, Conflict Victim

Anita Gyanli , Conflict Victim

Rama Dahal, Conflict Victim

Dev Bahadur Maharjan , Conflict Victim

Caroline Bates, ICJ

Guinea: List of People Met

Lists of participants for group meetings with NGOs and Civil Society Organisations can be found in the Annexes to the Aide Memoire for the field visit to Guinea. These were handwritten and scanned lists were supplied by the PBF office in Guinea.

United Nations

Mr. Anthony Kwaku Ohemeng-Boamah, Coordonnateur Résident du Système des Nations Unies en Guinée

Mme Edwige Adekambi, Représentante UNFPA en Guinée et Coordonnateur Resident a.i.

Mr. Louis-Marie Bouaka, Représentant du HCDH en Guinée

Mr. Bafotogui Sako, Représentant de l'ONUDI en Guinée

Mme Metsi Makhetha, Directeur Pays, PNUD

Mr. Felix Acebo, Représentant Adjoint, UNICEF

Mr. Thierno Aliou Diaoune National Coordinator for the PBF in Guinea

Ms. Soetkin Meertens, Gender and Peacebuilding Specialist (UN Women/PBSO) Office of the UN Resident Coordinator

Mrs. Corinne Delphine N'DAW, Strategic Planner/ Head of Office, Office of the United Nations Resident Coordinator

Ms. Guirlène Frederic, Head of Programmes, UNICEF

Mr. Eucher Eklou, Human Rights Officer, HCDH

Mme Agathe Florence LELE, Spécialiste de Programme de Reforme du Secteur de la Sécurité

Mr. Mahamane Ousmane, Expert RSS PNUD

Rencontre avec Coordonnateur Résident et les membres de l'Equipe Pays des Nations Unies en Guinée

Rencontre avec Task Force PBF Guinée

NGOs/Civil Society

Mme. Fatoumata Goumou Morgane, Mano River Women's Peace Network (MARWOPNET)/ le Réseau des Femmes du Fleuve Mano pour la Paix (REFMAP) kCoordinator for Guinea and Member of the PBF Steering Committee

Mme. Béatrice O. ABOYUYA, Directeur Pays, Search for Common Ground

M. Benjamin MEDAM, Consultant International, Search for Common Ground

Mgr Vincent Koulibaby, co-président de la Commission Provisoire de Réflexion sur la Réconciliation Nationale

Commission Électorale Nationale Indépendante (CENI)

Mano River Union

Amb. Hadja Dr. KABA Saran Daraba, Secretary-General of the Mano River Union

Government

Ministre des Droits de l'Homme et des Libertés Publiques, SEM Gassama Diaby (Point focal politique et technique du PBF Guinée)

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

Ministère de la Jeunesse de l'Emploi Jeunes et des Sports/ Ministère de l'Emploi, de la Formation Professionnelle et de l'Enseignement Technique/ Ministère des Affaires Sociales, de la Promotion Féminine et de l'Enfance

Les Ministères Techniques impliqués dans la mise en œuvre du volet «Réforme du Secteur de la Sécurité» : Ministre a la Présidence de la République, Chargé de la Réforme du Secteur de la Sécurité/ Ministère délégué à la Défense Nationale/ Ministère de la Sécurité, de la Protection Civile et de la Réforme du Secteur de la Sécurité/ Ministère de la justice, garde des sceaux/ Ministère de l'environnement, des eaux et forêts/ Ministère délégué au Budget/ Ministre Directeur de cabinet/ Président de la commission technique de Suivi de la RSS

VALIDATION ROUND-TABLE – REFERENCE GROUP FOR GENDER THEMATIC REVIEW; FEBRUARY 25, 2014**DPA:**

Mansour Sadeghi, Electoral Assistance Division
 Elisabeth Scheper, Policy and Mediation Division
 Lone Jessen, Gender Advisor, Policy and Mediation Division
 Stephen Jackson, Policy and Mediation Division

UN Action:

Letitia Anderson, United Nations Action Against Sexual Violence in Conflict

UN Women:

Sarah Douglas, Peace and Security Section

PBSO:

Henk-Jan Brinkman, Policy, Planning and Application Branch
 Cécile Mazzacurati, Policy, Planning and Application Branch

LUNCH WITH MEMBER STATES – PRESENTATION FINDINGS GENDER THEMATIC REVIEW – FEBRUARY 25TH, 2014

BRAZIL: Ricardo Martins Rizzo

CROATIA: Jadranka Bošnjak

DENMARK: Ms. Jette Michelsen, Counsellor; Ditte Ravnholt, Assistant Attaché

FINLAND: Ms. Anna Salovaara

GERMANY: Daniel Johannes

INDONESIA: Yvonne E. Mewengkang - Second Secretary (Political)

JAPAN: Yamada Yoshika

IRELAND: Colm Ó Conaill

THE NETHERLANDS: Charlotte van Baak; Deputy Head of the Political Affairs Department

SWEDEN:

Ambassador Staffan Tillander, Chair of the Liberia Configuration of the UN Peacebuilding Commission

+ Luc Dockendorf (Luxembourg) host

+ Eleanor O’Gorman, lead consultant

INDEPENDENT THEMATIC REVIEW ON GENDER PBSO

ANNEX 2 – LIST OF PARTICIPANTS, INTERVIEWS AND MEETINGS

+ Cécile Mazzacurati, PBSO

+ Henk-Jan Brinkman, PBSO

Further Meetings during Validation Mission to New York, Feb. 25-27, 2014

Follow-up meeting with DPA MSU

- Robert Dann, Chief a.i.
- Stephen Jackson, Team Leader & Senior Political Officer
- Lone Jessen, Gender Adviser DPA
- Elisabeth Scheper, Gender Consultant, DPA

Follow-up Meeting with DPA EAD

- Eamon Ó Mordha, Team Leader, Policy and Institutional Memory
- Mansour Sadeghi, Electoral/Political Affairs Officer
- Svetlana Galkina, Electoral/ Political Affairs Officer

Debriefing meeting with PBSO Senior Management and Staff

Annex 3

Revised Questions PBSO

November 11, 2013

Below I give a list of the questions that guide the first part of the Review in terms of knowledge capture and learning about gender-responsive peacebuilding. Key questions for the Thematic Review on Gender in identifying practices and learning on gender and peacebuilding in the wider international field of actors and actions include:

Policy Framework – the Guiding Objectives and Understanding of Responsive Peacebuilding (the ‘WHAT’ of gender-responsive peacebuilding)

- 1 What is the understanding of ‘gender and peacebuilding’ that is framing the actions of a range of actors? What is ‘gender-responsive peacebuilding’ and how is it recognised and measured?
- 2 What role does conflict analysis play in identification and design of projects? How gender-sensitive is that conflict analysis? How can gender-sensitive conflict analysis be advanced and strengthened in the current practices of project identification and prioritisation?
- 3 How is the relationship of gender outcomes and peacebuilding outcomes framed? This is important in clarifying how policy and programme managers understand the intended impacts of gender-responsive peacebuilding. Can we establish a crossover point where peacebuilding and gender join together within a wider field of other and separate outcomes for peacebuilding actions and for gender equality actions? What are the objectives and expected outcomes that define gender-responsive peacebuilding as gender IN peacebuilding as distinct from gender AND peacebuilding.
- 4 Are you familiar with the UN 7 Point Action Plan? How do you view the priorities and approach of the Action Plan? What opportunities and challenges do you see in implementing this plan?

Innovative programmes and projects for gender-responsive peacebuilding – examples and learning (the ‘HOW’ of gender responsive peacebuilding)

1. What are the most supported areas of intervention for gender and peacebuilding that you have seen at country level?
2. What good and promising practices have you observed in gender and peacebuilding programmes and initiatives?
3. What makes them good?
4. How were they innovative?
5. What challenges have you observed?
6. What prevents greater momentum and impact of projects and programmes?
7. How is measurement of impact and results addressed by organisations and projects?
8. What are the prevailing theories of change around gender and peacebuilding?
9. How should ‘theories of change’ be shaped for improving gender-related impacts and outcomes for peacebuilding?
10. What is the balance between targeted approach and mainstreaming approach to implementation?
11. What organisational lessons have been learned in terms of capacities?

Questions relating to PBF Projects and Approaches

Role of seven point action plan

Use of Gender marker

M and E learning and scope for improvement

Focus of GPI

Innovation and learning

Guiding questions for this second section of the Thematic Review seek to place a gender lens on the different stages of the funding allocation and selection processes of the PBF.

1. What is the understanding of gender and peacebuilding relationship in (i) GPI (targeted efforts), (ii) the 15% target for PFB funds to be spent on gender in accordance with SG report of 2010 (iii) the mainstreaming efforts of the wider PBF beyond GPI and the 15% target
2. What theories of change for gender-responsive peacebuilding inform (or not) the design and selection of projects – do conflict analysis or gender analysis inform proposals?
3. How are gender considerations currently integrated into the different phases of the PBF programme cycle – call for proposals, guidelines, selection, monitoring and evaluation?
4. What is the use and role of the gender marker system in identifying projects?
5. What areas of intervention are most supported and what are not? Where lays the potential to do more and better?
6. The current scope and status of the Gender Promotion Initiative
7. How outcomes and impact are considered and measured in terms of M&E frameworks
8. How do areas of support reflect against policy frameworks such as SCR 1325, the NAPs, UN Seven-Point Action Plan, and other framework?
9. Are the 7 areas of the 7PAP reflected in the portfolio? How well known and referenced is the Action Plan? What challenges and opportunities exist for fuller roll out and use of this framework?

Synergies with PBF Review

Relevant questions and concerns for the Thematic Review on Gender set out above will be considered to create and build synergies with the PBF Review 2013. These focus on:

- What are the types of theories of change that guide/should guide the integration of gender into the PBF both in terms of targeted projects and overall mainstreaming approach?
- How can overall guidance, business planning, monitoring and evaluation and reporting of the PBF be further enabled to integrate visible and effective gender measures?
- Where and how do outcomes for gender equality and outcomes for peacebuilding come together for the PBF and overall PBSO in implementing 'gender in peacebuilding' commitments?
- What key lessons have been learned and good practices developed in implementing 1325 as part of the PBF remit? What are the constraints and opportunities to do more?

The Seven Point Action Plan (see Print out)

A key framework to be explored in the Thematic Review is the 7 Point Action Plan addressing areas of

1. Conflict resolution (participation of women in peace processes);
2. Post-conflict planning processes;

ANNEX 3 – REVISED QUESTIONS PBSO

3. Adequate financing;
4. Deployed civilians;
5. Post-conflict governance;
6. Rule of law initiatives;
7. Economic recovery.

Annex 4

Aide Memoire Nepal

PBSO Thematic Review on Gender

Field Visit to Nepal October 27th – November 2nd

Background

The consultant for the PBSO Thematic Review on Gender undertook a field visit to Nepal during October 27th-November 2nd, 2013. The main aim of the visit was to examine more closely the implementation of the PBF-funded projects in Nepal and explore the learning and opportunities for the integration of gender into the funding and programming cycle. It was also anticipated that the meetings and interviews could contribute to the identification of 'good practices' across a range of peacebuilding actors in Nepal. This visit was planned alongside the visit by two members of the team for the PBF Review 2013 which is engaged in a wider global review of 6 countries as part its remit to look at a range of strategic, management and positioning issues related to the PBF. We therefore engaged in many meetings as a group of 3 and took other meetings separately to fulfil our respective terms of reference.

Unfortunately a scheduled field visit to projects Dhangadi and Bardiya in the Far West had to be cut short when the flight was diverted to Nepalgunj. I had to return to Kathmandu the same night to ensure I would be present for a meeting with CSOs working on the implementation of UN SCR 1325 and 1820. The parallel PBF Review mission continued the field trip and shared feedback.

Please find attached Annexes relating to the Field Mission. Annex 1 sets out the Mission Schedule including interviews and interviewees and group meetings. Annex 2 sets out the agenda and list of participants for the roundtable on UNPFN Sharing of Results of Lessons Learned held on October 29th. Annex 3 includes the lists of participants in 2 roundtables conducted with civil society groups on the implementation of SCR 1325 and 1820 as well as transitional justice issues.

I would like to thank the UN Resident Coordinator Jamie McGoldrick for his engagement and openness to the Review visit. I thank the UNPFN team of Lach Fergusson, Silla Ristimäki, and Hemlata Rai for their excellent preparation and support. In terms of documentation, logistics, and the organisation of roundtables as well as group and individual interviews it was ensured I had access to a full range of stakeholders. The access to and availability of good documentation was crucial to the effectiveness of the visit as well as the dedicated sessions on civil society, 1325, and lessons learning with PBF project teams. The professionalism and substance were much appreciated. I wish also to thank colleagues on the parallel PBF Review team - Jups Kluyskens and Lance Clarke – for their discussions and sharing of impressions and ideas as well as their company.

Overview of PBF in Nepal

The PBF became active in Nepal in 2009, 3 years out from the signing of the Comprehensive Peace Agreement in 2006. It has channelled PBF funds through the UNPFN (United Nations Peace Fund for Nepal) which has operated since 2007. The PBF has allocated a total of US\$18m through the UNPFN in two rounds; US\$10m was allocated to the first Nepal Priority Plan in August 2008 and a further US\$8m to the second priority plan in June 2012. A further US\$ 898,000 is allocated through the global Gender Promotion Initiative (GPI) launched by PBSO and administered directly from New York. A total of 13 projects have

ANNEX 4 – AIDE MEMOIRE NEPAL

thus been funded – 12 of these projects from PBF channelled through the UNPFN and 1 GPI allocated directly from New York. 7 of the 13 projects are completed and 6 are on-going (5 funded through the UNPFN and the GPI funded project).

OVERVIEW OF PBF FUNDED PROJECTS IN NEPAL 2009-2013

Year	Project No.	GM ¹	Project Title	Allocation	UN entities
2009	PBF/NPL/B-1 PRF - closed	1	Discharge Assistance to Children Formerly Associated with the Maoist Army	\$622,969	UNICEF
2009	PBF/NPL/B-2 PRF - closed	3	Reproductive Health Services to Female Maoist Army Personnel	\$225,000	UNFPA
2009	PBF/NPL/B-3 PRF - closed	1	Peace Through Justice: Transitional Justice	\$2m	OHCHR
2009	PBF/NPL/D-1 PRF - closed	2	Jobs for Peace	\$2.7m	FAO/ILO
2010	PBF/NPL/B-4 PRF - Closed	3	Health Services to Conflict Affected Women	\$2.1m	UNFPA/ UNICEF
2010	PBF/NPL/E-1 PRF - Closed	2	Reparation to Conflict-Affected Persons	\$1m	IOM/ OHCHR
2010	PBF/NPL/E-2 PRF - Closed	1	Conflict-related Child Rights Violations	\$2.3m	UNICEF/ OHCHR
2012	PBF/IRF-54* GPI Ongoing	3	Gender-Responsive Recovery for Sustainable Peace	\$898,800	FAO/ILO/ UN Women
2013	PBF/NPL/A-1 PRF-Ongoing	2	Catalytic Support on Land Issues	\$1.2m	IOM/UNDP /UN- Habitat
2013	PBF/NPL/A-2 PRF-Ongoing	2	Strengthening Rule of Law and Human Rights	\$2.2m	UNDP/UN Women
2013	PBF/NPL/A-3 PRF-Ongoing	2	Increasing the Safety of Journalists	\$566,526	UNESCO
2013	PBF/NPL/D-2 PRF-Ongoing	2	Integration and Rehabilitation of Children Affected by Armed Conflict	\$1.5m	UNICEF
2013	PBF/NPL/D-3	2	Building Peace in Nepal: Ensuring a Participatory and Secure Transition	\$2.5m	UNDP/UN Women

Note: GM refers to gender marker where used. * This is the Gender Promotion Initiative (GPI) project that was approved in 2012. It does not feature in the UNPFN portfolio as it is administered directly with recipients by PBSO in New York.

Further projects are funded by UNPFN with support of bilateral donors that promote gender-responsive peacebuilding. These include the following Gender Marker 3 projects: (1) the completed PEACE project, managed by UN Women and OHCHR that was critical in supporting the Ministry of Peace of Reconstruction (MoPR) in the consultation and development of the Nepal government's National Action Plan (NAP) on

¹ The Gender Marker scores are taken from the active spreadsheet maintained and used by PBSO in New York to record projects. Country level feedback would indicate that those projects marked GM1 in the early phase of 2009-10, on reflection, could have been marked GM2 as they did in practice include gender-sensitive considerations.

ANNEX 4 – AIDE MEMOIRE NEPAL

UNSCRs 1325 and 1820; and the (2) On-going TA to MoPR by IOM on the implementation of Psycho-Social Counselling and Support Services to Conflict Affected Persons.

Overall, the global trend for PBF indicates that GM3 projects have been the ones to drive the increased spending on gender-responsive peacebuilding. The Nepal case provides an interesting and necessary corrective in demonstrating the potential and necessity to consider the transformative potential of GM2 projects and the need for budgeting of these projects to be fully tracked and accounted in measuring spending on gender-responsive peacebuilding.

The field visit found that there are notable past and emerging GM2 projects in Nepal that reflect potential for greater engagement with gender in the implementation to optimise the gender-transformative aspects of 'big ticket' peacebuilding projects. For example, funded by the PBF in the 2012 round is the very promising project on 'Building Peace in Nepal: Ensuring a Participatory and Secure Transition' ([PBF/NPL/D-3](#)) with UNDP and UN Women that takes a community perspective on security and armed violence prevention, as well as the very important issues of land reform (rights, access, ownership and administration) found in the project on 'Catalytic Support to Land Issues' ([PBF/NPL/A-1](#)) being implemented by IOM, UNDP and UN-Habitat. Both these areas of community security and land reform are GM2 projects and speak directly to the participation of women in post-conflict peacebuilding that is intended in UN SCR 1325 and outlined in the 7PAP for concrete actions. Monitoring, measuring and learning from these projects will be very important in terms of tracking the change and impact that is intended by in these projects for gender-responsive peacebuilding.

Apart from PBF, there is the donor-funded UNDP project on 'Collaborative Leadership and Dialogue' that from November 2011 to June 2013 with a budget of close to \$300,000 as seed funding to develop a programme that is now continuing with a combination of PBF funds² and internally from BCPR. This project aims to have a gender dimension and early indications include inclusive consultations and ensuring at least one female senior facilitator, but there are plans to strengthen the gender basis and build collaboration with UN Women in taking it forward. These two agencies are already also beginning new collaboration in the ROLHR project funded by PBF ([PBF/NPL/A-2](#)). This project also includes a specific focus on increasing access to justice for women and vulnerable groups with activities to *inter alia* train government and non-court and law officials on conflict sensitivity, human rights, Do-No-Harm, and UNSCRs 1325 and 1820, and to establish a High Level Justice Sector Working Group for addressing SGBV and support local government agencies for effective implementation of NAP on 1325 and 1820.

Before the 2012 Funding Round, the gender budgeting was only calculated on the basis of GM 3 projects—as a result, the gender budgeting was only 9% of total funding through the UNPFN. In the last Funding Round, UNPFN changed this and calculated the gender budget by adding the entire budgets of GM 3 projects with the gender-responsive outputs of GM 2 projects—as a result, their gender budgeting reached 30% of overall UNPFN funding (24% for PBF projects). If only GM 3 projects had been measured the last Funding Round would only have been 5.6% gender budgeting overall including 0% for PBF-funded projects through the UNPFN.

² Collaborative Leadership and Dialogue is one component of the 'Building Peace in Nepal: Ensuring a Participatory and Secure Transition' (PBF/NPL/D-3) project.

Overall, the UNPFN portfolio provides interesting and relevant project examples for the Thematic Review on Gender and more importantly learning has been documented on some of the projects that identify critical results.

Priority Plans – How far is Gender a consideration at this stage?

The extent to which gender-related peacebuilding issues or support to gender-responsive peacebuilding commitments are considered or influence the development of Priority Plans is a general global concern in how selection and allocation of PBF funds are performed. In the case of Nepal there seems to have been a conscious attempt to 'bring gender in' in both rounds. This appears to be attributable to certain factors: (1) strong awareness and leadership by the RC and certain heads of agency in ensuring gender considerations were part of peacebuilding priority-setting; (2) the profile and broad consultations on a NAP on UNSCRs 1325 and 1820 that was approved by the then Parliament in February 2011; (3) a growing focus on gender as part of the overall work on quality assurance, guidance, learning and effectiveness driven by the UNPFN Support Office; and (4) strong awareness and drive by donors to have gender inclusion and adherence to UNSCRs 1325 and 1820.

The UNPFN operates in a unique environment in that it *complements* and *coordinates* with an existing national peace trust fund (Nepal Peace Trust Fund known as NPTF) that is jointly managed by Government and Donors and pre-dates the UNPFN; in fact both UNPFN and NPTF share inter-linked governance structures. So the scope for UNPFN engagement is specified in support of implementing the CPA but mindful of adding value to what exists by focusing on activities that cannot easily be funded through other channels and also activities that promote enhanced UN coherence and impact for peacebuilding.

The first priority plan in 2008 was based on consultations with a range of stakeholders in the context of implementation of the 2006 Comprehensive Peace Agreement. 3 key areas were identified for PBF focus – strengthening state capacity for sustaining peace; community recovery; and, conflict prevention and reconciliation. In the UNPFN programming framework, these translated in the following thematic clusters – Cantonment and Reintegration; Elections, Governance and Mediation; Recovery and Quick Impact; and, Rights and Reconciliation.

The second priority plan in 2012 and latest funding round built on the first round and priorities were further set within the context of the Nepal Peace and Development Strategy (PDS—a UN and donor led exercise launched in January 2011 articulating how development partners could assist Nepal to realize the development agenda embedded in the CPA). The Peace and Development Strategy sets out challenges for both *short-term* and *mid-term* peacebuilding that remain and placed a focus on moving to address structural underlying causes. The PDS and its comprehensive list of priorities reflected a consensus on drivers for conflict and peace but, although prepared with their full awareness of it, was not necessarily fully owned by Government and political parties still engaged in the process of drafting a constitution for the country and very much still caught up in a live peace process. The United Nations Peace-Building Strategy for Nepal 2011-2012 was based on this wider document and set out 4 UN priorities in this period. (1) Support Nepal to achieve critical benchmarks in the peace process; (2) Catalyse progress on the long-term structural transformation agenda embedded in the CPA; (3) Strengthen the linkages between peacebuilding in Nepal and global UN mechanisms and standards; and (4) Provide leadership and the means of coordinating strategic and coherent international peacebuilding support to Nepal. Gender and social inclusion is a strong theme throughout these analyses including specific areas of support within security projects and justice projects for example and with explicit linkages to the NAP on 1325 and 1820.

The second Priority Plan of May 2012 was the result of a joint consultative and planning process of UNPFN and the NPTF. Eight (8) strategic outcomes for UNPFN are identified and include two specific strategic outcomes (numbers 6 and 7) on gender-responsive peacebuilding:

1. **An inclusive and gender-representative culture of dialogue and conflict transformation is expanded and strengthened, contributing to conflict prevention and social cohesion during Nepal's transitional peace-building process**
2. **Improved participation and protection of women, the delivery of services to conflict affected women and strengthened inclusive elements of the Nepal peace process in line with UNSCRs 1325 and 1820**

Furthermore, the first of these strategic outcomes is linked in the Results Framework of the Priority Plan to the Performance Management Plan of the global PBF Performance Management Plan (programmatic result 2) and incorporates 2 indicators – although the original wording in the PMP is not so gender-sensitive. The second strategic outcome is not linked to the PMP of PBF and raises interesting question for this Review in terms of whether an explicit commitment to NAPs and implementation of 1325 and 1820 might be useful and have operational relevance and impact in strengthening gender-responsive peacebuilding.

The Priority Plan provides a good example of explicit and operational commitments to gender-responsive peacebuilding with deliberate efforts to use the 7PAP as a framework for implementing the participation commitments of UNSCR 1325. It is worth quoting in full from the Second Priority Plan in this regard. (pp.11-12)

The UNPFN will also support the Nepal UN Country Team as a pilot to implement the Secretary-General's Seven-Point Action Plan on gender-responsive peace-building. UNPFN projects will be used specifically to promote four points from the Action Plan: post-conflict financing (ensuring that 15% of funds are applied to projects directly promoting gender and women in peace and security); women's representation in post-conflict governance; rule of law; and economic recovery. Therefore, beyond the Strategic Outcome focused on the NAP On 1325 and 1820, it is expected that there will be numerous projects located under other Strategic Outcomes that will also focus specifically on gender equality and the promotion of women, such as for example in police capacity building or peace-building dialogue. At least 15% of PBF funds under the Priority Plan will be allocated to projects that have women's needs, gender equality and empowerment of women in peace-building as the principle objective (i.e. Gender Marker 3). In addition, all remaining projects will be required to have women's needs, gender equality and empowerment of women mainstreamed or as a significant objective (i.e. Gender Marker 2)

The work on developing a draft UNCT Gender Scorecard for 7PAP commitments is commented on below. The Nepal commitments to gender-responsive peacebuilding are not common and set out a very interesting and potentially exemplary case where tracking of impacts and learning from implementation are possible. It will be important for PBSO New York to engage specifically and support this tracking and learning with the RC Office.

The current UNPFN clusters with ongoing projects (including PBF-supported projects) are: Cantonment and Reintegration; Elections, Governance and Mediation; Security; and, Rights and Reconciliation.

Despite these exemplary analytical entry points for gender as well as some strong examples of projects, the learning and feedback in UNPFN analysis as well as interviews conducted in this visit indicate there is

ANNEX 4 – AIDE MEMOIRE NEPAL

stronger scope for gender-sensitive conflict analysis in advancing both stronger conflict-sensitivity and gender-sensitivity and the relationship between them in the context analysis that drives priority planning. This is a wider concern and need that is emerging in this Review from a range of actors working on implementation of peacebuilding programmes.

There is also scope for greater advocacy and awareness of prevailing policy frameworks and commitments for gender-responsive peacebuilding including UNSCR 1325 and the 7PAP and guidance or training on how to make them operational in ways that take account of the specific conflict-affected context and existing national frameworks of commitments including the NAP on 1325 and 1820.

Value added of UNPFN team located in the RC office

The existence of a small team to manage and oversee the UNPFN through which PBF channels its funds has been an important factor for success in terms of learning and actions on gender-responsive peacebuilding. The office has supported and facilitated as well as led valuable learning, not only at programmatic level of what worked and what did not but also process learning in terms of heard-earned practices of engaging PBF stakeholders on integrating gender into design, implementation and M and E.

Accompaniment of the process of the gender marker to operationalise Gender-Responsive Peacebuilding

The UNPFN office is a member of the UN, donor and INGO Peace Support Working Group on UNSCRs 1325 and 1820 (PSWG) that developed the 'Guidelines for UNSCRs 1325 and 1820 Implementation in Proposal Selection Process'; the PSWG is currently chaired by UN Women and Co-chaired by the Embassy of Finland. The primary objective of PSWG is to enhance cooperation and coordination among UN agencies and donors for women, peace and security agenda. The development process for the guidelines engaged a full range of stakeholders and was finalised in September 2012. The guidelines were then provided by the UNPFN for projects to refer to in the development of their proposals during the 2012 Funding Round. These guidelines refined earlier efforts and aligned them more strongly with the NAP on 1325 and 1820. They apply to UNPFN project selection to enhance coherence on the integration of gender in project design and selection. These guidelines include setting minimum standards for 8 dimensions – (1) Planning/Background/ Problem Statement (2) Programming/Projects (3) Budgeting (4) Monitoring, Evaluation and Reporting (5) Logical Framework (6) Analysis of Critical Risks, Mitigation Measures and Assumptions (7) Partnerships and Management Arrangements (8) Sustainability Strategy.

The UNPFN took a very hands-on operational approach to examining each project proposal with the applicants that enabled them to work through the project proposals in a very practical way to integrate gender more effectively throughout. A commendable pro-active decision was made in the 2012 round of PBF funding to not accept applications that only had GM1 so as to strengthen mainstreaming as well as targeting of gender in projects.

The accompaniment of the application of the GM has included Meetings and consultations by UNPFN to explain and use of the GM. Gender is considered with the PSWG guidelines at both the Concept Note stage and the Project Document development stage. A tailored UNPFN Gender Marker to support an operational focus for project design and implementation. It mirrors the PBF marker to a large extent but is tailored to application and experience *in situ*.

The consideration and integration of gender in operational terms is assured through the rigorous application and approval process at the national level with a number of themes being addressed. This is so at the Concept Note stage and Project Document development stage (for those concept note approved ‘in principle’) where 11 criteria including gender are considered. This work is undertaken by UNPFN internally as well as on the inter-linked UNPFN-NPTF thematic clusters that include donors, civil society, government and UN members discussing and providing structured feedback on project documents. There is some very good process learning here even with the desire of all involved to strengthen the accompaniment and ensure follow through to implementation, monitoring and evaluation.

Development of Draft UNCT Gender Scorecard for 7PAP – work in progress

Furthermore, since the completion of the second funding round of PBF in 2012 the UNPFN team has moved forward and developed a draft Gender Scorecard in June 2013 that is part of wider UNCT efforts to develop a gender scorecard for the 7PAP to track commitments made to key areas including post-conflict financing. So far the UNCT has not been consulted on the draft Scorecard due to an overall delay in the implementation of the 7PAP in Nepal. This on-going work is very operationally relevant and helpful in setting out the range of Gender Markers that are used throughout the UN system including recent guidance by UNDG in an attempt to cohere these differing markers. Also, it tackles the policy-relevant and policy implementation dimension directly with reference to how projects reflect the NAP and the 7PAP. See Annex 4 for Scorecard.

The Draft Scorecard very usefully and with operational precision sets out **5 dimensions of assessment; 1) Planning: Needs assessment; 2) Programming: Activities; 3) Partnerships; 4) Budgeting; 5) Outcomes: Monitoring and evaluation.** Each dimension sets out very operationally relevant questions that read as the result of reflection and discussion. These questions *assure* that a gender approach has been fully integrated at every stage and require stakeholders to be explicit and realistic about resources and capacities that are being factored in at all stages to develop genuinely gender-responsive peacebuilding.

It is a shame that this consolidation and development of the application of gender has come at this later stage (through no fault of UNPFN but said more to reflect with regret of the impact it could have had if it had been possible say in 2009). However, it is a very exciting development that to my mind makes a significant contribution to operationalizing gender-responsive peacebuilding.

Tracking and Assuring the 15% target

The 2011 Independent Review commended the UNPFN’s focus on gender but found that more gender-related projects required funding to meet the 15% UN target set by the SG report of 2010. It estimated that 9% of funding (covering PBF and bilateral funds as a whole) could be so described in funding by UNPFN. In the 2012 Funding Round, the 15% target was met and exceeded based on more nuanced calculations that included GM2 and GM3 funding. See earlier discussion.

The UNPFN is to be commended in its operational learning and application of the Gender Marker in the second funding round and the hands-on approach to apply the PSWG Guidelines as it seeks to drill down to the level of Budgeting in assessing how the project application takes account of the NAP and the PSWG Guidelines, and ensures that gender responsiveness is backed up by a budget commitment to related activities. This requires gender disaggregated data and also a capacity to make credible estimates of the portion of funding in GM2 projects that will address gender equality and empowerment. These efforts are

taken further by the UNPFN office in the work on the wider UNCT Scorecard for the 7PAP that was developed during 2013.

A draft note by UNPFN from July 2013 titled 'Mainstreaming Gender into the UNPFN Management and Projects' demonstrates the concrete actions that have been taken to strengthen the Fund's earlier and on-going work to integrate gender more effectively. It sets out a very succinct and helpful approach to gender budgeting in calculating contributions by both GM2 and GM3 projects to overall spending on gender-responsive peacebuilding. I cite the extract in full relating to instructions given to applicants developing full proposals during the 2012 Funding Round.

Gender Budgeting: Ensure that the project budget includes provisions for expected project outcomes, outputs and activities that promote gender-responsive peace-building. Below the main budget, please include in the relevant spaces:

- *Total funds dedicated to gender-responsive peace-building: This is the total of all funds allocated to those project outcomes that are dedicated to gender-responsive peace-building (they can taken from the relevant slots of the Preliminary Project Work Plan);*
- *As a % of Total Project Budget: Reflect this as a percentage out of the total project budget;*

For gender marker 3 projects, 100% of the budget is considered to be 'gender-responsive'. For gender marker 2 projects, activities targeted towards women (for example through quotas) or otherwise of the nature that they address gender equality and women's empowerment (including trainings on gender) are considered to be 'gender-responsive'.

On this basis, the UNPFN was better placed after the 2012 round to calculate overall spending on gender-responsive building and not just on targeted (GM3) projects. The July 2013 note reflects that based on good gender budgeting practices the UNPFN was able report that is had spent 30% of its funds on addressing the needs of women and girls and/or addressing gender equality.

Supporting Learning on Gender-Responsive Peacebuilding

Another value-added of the UNPFN secretariat located in the RC office is the support to and generation of valuable knowledge capture and lessons learning in the programmes it oversees. This contributes to learning not only at national level but with wider international relevance and potential comparison with other countries. The function also contributes to quality control and monitoring and evaluation of PBF projects. The Annual reports provide summaries of results of projects and sessions are being organised similar to the roundtable organised during this mission as a growing element of the structured approach to building in learning to the programme cycle and follow through.

A draft synthesis document on 'Good Practices in Peacebuilding' from September 2013 draws on this work. It highlights in terms of gender the need to distinguish between 'women-friendly projects' and 'gender-sensitive projects'. It states that 'The former makes services available for women; the latter addresses masculinities and femininities and assists women to become agents for change.'

The UN Interagency Rehabilitation Programme (UNIRP) with a budget of US\$11.9m (using non-PBF funds) is one of the largest programmes in the UNPFN portfolio, running from June 2010 to August 2015³. The focus of the Programme was to support the very sensitive process of providing a transition back into

³ Although the main components closed in July 2013, the education component run by UNICEF will continue until Aug 2015.

ANNEX 4 – AIDE MEMOIRE NEPAL

civilian society of a group of Verified Minors and Late Recruits⁴ to the Maoist Peoples Liberation Army. In September 2013 the Programme issued an impressive set of lessons learned across 4 main themes including Gender Issues. Some of the key learning on gender included:

- The focus of the programme adapted to take account of the fact that 30% of VMLRs were women- women case workers were hired as well as counsellors and child-care centres were set up to enable participation of mothers in the training schemes.
- The difficulties faced by female ex-combatants who having achieved some level of equality and empowerment in their military roles now found the return to civilian society was not easy and that norms and practices have not changed very much in terms of the position of women in a whole range of areas including marriage, inheritance etc.; indeed these were often the reasons that pushed girls and women to join up in the first place.
- Becoming mothers and marrying often affected capacity for women to participate in reintegration programmes.
- Violence against women remains a common theme on all sides of the conflict and in the return to civilian life.

This exercise is invaluable and should be encouraged for use in planning considerations for new programmes in Nepal but also for other PBF settings where learning on gender is still very much at an early stage.

UNDP remains by far the largest recipient of PBF funds in Nepal. This follows the global trend. There are however some very positive indicators of deliberate efforts to promote interagency collaboration in the form of One UN through the UNPFN. This is done namely through the financial incentive where the ceiling for joint project applications is US\$3m, and for single agency projects is US\$2m. The Fund has moved from only 4 participating agencies in 2007 to 12 now and so has been steadily increasing participation across the UNCT. For example, the UNIRP and the new GPI project reflect a strong sense that cooperation and collaboration has started from the outset and is built into the DNA of the projects. This is an important consideration for integrating gender-responsive peacebuilding across what can often be distinct agencies and mandates to achieve successful and effective interventions. More recently there are signs of growing cooperation and planning between UNDP and UN Women as the latter steps up its presence and strategic planning for engagement in Nepal. These 2 agencies are working on elements within existing large programmes that come under a UNDP lead and looking forward for new ways to integrate gender more programmatically in large complex peacebuilding programmes such as Inclusive Security, etc.

Targeted versus Mainstreaming and Gender versus Women

Within the focus on gender and in particular the use and learning on the gender marker, the Nepal visit has helped to amplify a global concern about the differentiation between GM2 and GM3 and a tendency to default to clear women-targeted GM3 projects as the predominant mode of doing good gender-responsive peacebuilding. Yet, the transformative potential of larger complex programmes integrating gender into their design and objectives might be greater in terms of impact where GM2 is assigned. This integration of gender considerations (whether drawn from existing commitments of 1325 and NAP, or UN

⁴ 4,008 personnel in the Maoist army cantonments were verified by UNMIN to have been Minors (under eighteen years as of the 25 May 2006 ceasefire) or Late Recruits (recruited after the 25 May 2006 ceasefire).

ANNEX 4 – AIDE MEMOIRE NEPAL

frameworks such as 7PAP, or most ideally grounded in gender-sensitive conflict analysis) can take the forms of particular components of activities targeting gender-related peacebuilding outcomes OR can be demonstrated through robust, embedded and measurable gender mainstreaming efforts.

The nature of this integration is critical not only for the effectiveness of the GM as a coding device and guide but also for the effectiveness of the programmes to deliver on gender-related peacebuilding commitments and needs. Furthermore it is necessary if the quota of 15% of overall UN peacebuilding funds to be spent on gender set out by the Secretary-General in the 2010 report is to become a reality. At the point, I refer simply to the ability to track that spending at the level of activities and project budgets as well as programme or portfolio overview level.⁵

In this context feedback from UNPFN stressed the need for PBF and all agencies working on peacebuilding projects to recognise the distinction between “‘women-friendly’ projects or activities, and ‘gender-responsive’ ones”. This also relates to the confusion that many refer to between ‘gender as women and men’ and ‘gender as women’ which gets played out in the women peace and security agenda. This issue will be explored in the fuller report of the review.

Monitoring and Evaluation

The understanding and application of gender-responsive peacebuilding is improving across the portfolio and critical learning and tools have been produced. Feedback from UNPFN indicates however that there remains a need to follow through on Monitoring and Evaluation on gender-responsive peacebuilding projects (GM2 and GM3). This means that project and programme managers need to be guided and supported to

*‘measure not just what they delivered and to whom, but also **how** they did it. A project may have delivered services to women, and had a good number of women beneficiaries. But did the services respond to women’s needs, did they address the inequalities between men and women, were they appropriate in the context and were they delivered in a way that did not cause further threats to women or conflict in the community? – these should also be measured. Perhaps this is an area which the PBF could work on, the development of a set of indicators for measuring how projects have been implemented with respect to gender issues, which would have to be incorporated into all PBF funded projects.’⁶*

This is ambitious in a context where basic indicators for defining and measuring outputs and outcomes of gender-responsive peacebuilding projects are at an early stage and considered by many ‘experts’ as problematic or requiring more refinement to be operationally useful. However, it is an important reminder that gender-responsive peacebuilding as per peacebuilding itself requires a focus on the ‘how’ as much as the ‘what’.

The Gender Promotion Initiative (GPI)

The UN in Nepal is a recent recipient of the GPI launched in 2011 as a way to accelerate and promote the call in the SG Report of 2010 for at least 15% of peacebuilding funds generally to be allocated to gender. The ‘Gender-Responsive Recovery for Sustainable Peace’ project is implemented jointly by FAO, ILO and

⁵ There are emerging strategic and policy as well as operational concerns and positions about the quota that will be set out and addressed more fully in the final report of the Thematic Review.

⁶ References to UNPFN feedback in this Aide Memoire refer to very helpful and proactive email exchanges taken up by the office with this consultant. These build on documents on lessons learned that are being developed by UNPFN.

ANNEX 4 – AIDE MEMOIRE NEPAL

UN Women and focuses on targeting women in communities that have not felt yet the dividends of peace and recovery. The project is getting started following a lead-in period that involved setting up by the agencies that was not budgeted or foreseen in the application. The GPI project reflects the pressures of the time limits of the PBF in the phase of start-up and getting the analysis. There is a need to move quickly but also a challenge to access and reach out to neglected issues and constituencies which take time and investment in early stages. For example accessing women beneficiaries who are not used to coming forward and who may require literacy and other forms of support to enable their participation in a project and to ensure they are not 'set up to fail' but are 'enabled to succeed' in taking fullest advantage of the project.

It is important to note that the GPI funds are administered directly from New York and so while they appear in the Nepal portfolio list on the PBF's MPTFO Gateway ([PBF/IRF-54](#)), the funds are not channelled in the same way as other PBF contributions in Nepal. This has led to some understandable concerns by programme managers of the GPI-funded project that they have had to deal with a new layer of administrative procedures that had not been factored into the lead-in and start-up time and costs of the project. Also, while the funds are administered from New York, it would seem that some management expectations and information fall to UNPFN in responding to requests from Headquarters. Some clarification of roles and channels would contribute to greater efficiency and there is also scope for learning in terms of how GPI could adapt to in-country UN mechanisms to enhance coherence and reduce risk of increased administrative burdens for agencies/entities.

There is also an opportunity and need to learn about GPI as it is being implemented across the 8 countries that have currently received funds. From both interviews and field visits thus far some reservations and concerns are emerging that the modality of the GPI might risk creating a parallel budget line and project pipeline that sits outside or is not well-aligned with existing efforts (e.g. Priority Plans, JSCs etc) thus weakening the potential impact of selected GPI projects while adding to administration layers in-country. Also, that other ways of channelling more funding to gender-responsive peacebuilding may be possible including leveraging existing mechanisms more effectively to mainstream and strengthen gender-responsive peacebuilding outcomes in GM2 projects for example. Overall, the GPI is welcome for profiling the need to work harder on operationalizing gender-responsive peacebuilding but, there is a concern that GPI is currently driving an exclusively 'targeted' project approach focusing on women-only projects that may create new incentives that may undermine gender-responsive approaches. This will be addressed in the fuller Report but again the visit to Nepal was instructive in terms of the insight and learning.

Opportunities for Greater Synergy

In the course of this visit two project areas that have received PBF support emerged as being in need of attention in terms of possible greater synergies and opportunities for the UN to act and in so doing build on past PBF investments. This involves trying to leverage time-bound projects for wider work within or outside the PBF.

(1) Supporting Survivors of Conflict Related Sexual Violence and Documenting Cases

The UNFPA/UNICEF project ([PBF/NPL/B-4](#)) started in April 2010 and was allocated extra funds to a total of \$2.1m until it closed in April 2012. The project titled in the UNPFN documents as 'Health Services to Conflict Affected Women' appears on the PBF spreadsheet with the more sensitive title of 'Ensuring recognition of sexual violence as a tool of conflict in the Nepal peace building'. It focused on providing

ANNEX 4 – AIDE MEMOIRE NEPAL

services to survivors of SGBV and documentation of their cases. Through an inclusive service-delivery approach, reproductive health services were provided to 36,471 women and girls in 14 conflict-affected districts, from which 3,551 received psychosocial counselling. All women who entered the camp were given the voluntary option of recording cases of experienced sexual violence; as a result, a total of 821 conflict-related and post-conflict sexual violence cases were documented.

Conflict-related sexual violence remains a very sensitive issue in a context where transitional justice remains a very challenging aspect of the peace process and peacebuilding for all stakeholders. In light of interviews and cross-referencing in the field visit it seems that the project should seriously have been considered for continued funding inside or outside of PBF as it had developed important access and resources around a very sensitive part of the peace process.

The high-level transitional justice issues such as the prospect of a TRC, as well as addressing cases of missing and disappeared persons have stalled in recent years amidst concerns that addressing human rights abuses related to the conflict is losing traction amongst national political actors. It is in this context that the important and sensitive work of this project in providing services to the survivors of conflict-related sexual violence and documenting those cases seems a vital entry point for the UN in pursuing and maintaining a focus on transitional justice and human rights and collecting relevant data. The closure of the 2 year programme will have seen the loss of the access and trust to communities but it seems worth exploring if a next version of this project could be catalysed on the basis of the achievements and challenges of the original project. If this is to be considered it should be usefully discussed at the level of the RC with the agencies involved (UNFPA and UNICEF) as well as other relevant UN presences. It may also be eligible for consideration by the UN Action MPTF in New York that is dedicated to combating sexual violence in conflict.

This project and initiative also connects very well to work by the PSWG including UN members, to press the Government for victims of SGBV to be acknowledged as Conflict- Affected Persons and so avail of the rights and compensation that have been allocated to other victims of the conflict.

(2) Political Participation in the Peace Process and in Elections

The CPA was signed in 2006 and moved the country out of 10 years of armed conflict (1996-2006) by putting in place a political process to transform Nepal and build a sustainable peace. However the transition has been slow and protracted even as the peace has held. There has been slow progress in the work of the Constituent Assembly (elected in 2008) to draft a new constitution with more than 4 extensions to its mandate since 2008 before its ultimate dissolution in May 2012. A fresh round of elections took place on November 19, 2013 following months of uncertainty, to elect a new Constituent Assembly for a fresh mandate with the hope this will move the negotiations forward to conclusion on a constitution. Many structural issues of the CPA are yet to be addressed including, for example, state structure and federalism, transitional justice, and land reform. The line between peacebuilding and development remains difficult to draw.

The Peace Support Working group known as the PSWG was set up in 2006 by UN and Donors but extending to a fuller group now with INGOs represented. This was an active forum in supporting and encouraging the implementation of the UNSCRs 1325 and 1820 at many levels – notably through the development of a NAP, and guiding the effective integration of gender into peacebuilding programmes including funded by the NPTF and UNPFN as well as bilateral channels. At a political level the group actively supports the

ANNEX 4 – AIDE MEMOIRE NEPAL

participation of women in the on-going Peace Process and Constituent Assembly including the recent elections for that body. The NAP was coordinated and consulted through the Ministry of Peace and Reconstruction and was launched in February 2011 following extensive consultations. It sets out 5 pillars of action – Participation; Protection and Prevention; Promotion; Relief and Recovery; Resource Management and Monitoring and Evaluation.

From a gender perspective there was much concern from all quarters about the upcoming Constituent Assembly elections when I was in Nepal and the fear of a collapse of the hard-won gains of 33% representation of women in the 2008 elections that had been written into the interim constitution. However, despite many well-founded fears, particularly about the candidates selected by political parties for the First Past the Post segment of the election, the results were better than expected. The challenges for women candidates included lack of money to run campaigns and being selected for non-viable constituencies by their party where they might have no chance of winning. However, even with only 10 women coming through the FPTP (out of 240 seats) the quota was still observed in the Proportional Representation segment and the final outcome reached 30% for women in the total chamber of 594 seats. Final figures also confirm that 52% of voters in the 2013 elections were women.

For example, Norway has been a very active and activist donor in this area of political participation. It is also a concern for many members of the PSWG. For example, Norway has supported a local network of 11 women's organisations called Sankalpa - Women's Alliance for Peace, Justice, and Democracy. It builds on support Norway has provided since 2006 to women's organisations and more recently has worked on increasing women's participation in elections through greater voter registration, media public service announcements etc. In the course of the election Norway also supported the printing of generic posters for all female candidates across the parties to provide some redress for the lack of campaigning funds that was a major constraint for many women candidates and indeed widely regarded as a key reason why women would not be selected for First Past the Post lists.

UNDP, through the Electoral Support Project (ESP), provided advisory support to the Election Commission of Nepal on ways to ensure the effective implementation of gender provisions in the constitution and legislation. The project included supporting mainstreaming of gender in ECN, training modules on gender and elections, increased participation for woman and marginalized groups in study tours, UNDP, also through ESP, partnered with UN Women to support women's participation in the Constituent Assembly elections with activities that included voter education and media engagement and public outreach on gender issues and women candidates.

The Election Commission of Nepal also adopted its Gender and Social Inclusion Policy in September 2013, which provides an important framework to empower women in Nepal in the electoral processes.

Furthermore there were coordination efforts of the international community to come up with a strategy document on enhancing gender participation in the elections and technical input that was shared at the International Development Partners Group (highest forum for international coordination in Nepal) to be used at the ambassadorial level for advocacy purposes.

From the field visit it seems that that while significant efforts were made by all relevant UN actors, including through the UN electoral support project (ESP), and work carried out by DPA, UNDP and UN Women to assist national efforts in promoting women's participation in recent elections, and while Nepal now is among the top 40 countries in terms of women MPs, more can be done in the future to leverage

and strengthen a strategic approach to women's participation. This is in line with the wider issue of maintaining and shoring up women's participation in the on-going and protracted Peace Process and to ensure that they have a voice and place at the table across political parties and civil society.

Given that local elections are anticipated and the peace process continues, it would be timely for the UN under the new RC and with an enhanced UN Women office as well as the new round of PBF projects linked to the UNDAF plans already in place, to consider bringing together relevant UN entities working on women's political participation to set out an explicit political strategy at the highest level to guide and cohere the different actions and to ensure the greatest profile and impact of the UN on this important issue.

Replication and Sharing of Valuable Learning from Nepal

The UNPFN demonstrates critical learning and hands-on efforts to address the challenges of making policy commitments operational and building gender-related peacebuilding concerns into the process at the earliest stages of design, selection and implementation of PBF (and non-PBF) programmes. There is a consensus that more is needed and could be done in making these actions and efforts more consistent and reflexive so that programme managers see them as intuitive. There is also consensus (and again mirroring a global concern shared across a range of relevant actors) that the Monitoring and Evaluation considerations of gender-responsive peacebuilding could benefit from similar rigorous, hands-on support to ensure theories of change and indicators.

The experience of UNPFN provides great potential to assist PBSO/PBF in New York in strengthening its Guidelines for gender and also for refining this tool that would be extremely useful to other PBF focus countries. There needs to be specific engagement from New York on the draft UNCT Scorecard and to look at how it might be refined and finalised as a practical tool to potentially guide the programmatic cycle of PBF projects.

This is a 'good practice' and experience worthy of replication and take up by PBF more globally. The learning and outcomes of this process could very usefully contribute to cross-learning with other countries (e.g. I learned in Guinea that owing to the training session in June hosted by UN Women and PBSO that this gave opportunity for professionals from Nepal and Guinea UN offices to exchange and materials were shared by Nepal with Guinea office that are now being used). Some of these processes remain informal and driven by individual commitment and interest and could usefully be taken up more formally with endorsement from senior managers across the PBF portfolio and indeed to UN interventions on gender in peacebuilding beyond the PBF scope.

The quality of the documentation on the UNPFN is commendable making it user-friendly, informative and a great source for accountability, advocacy, and transparency. For the Thematic Review on Gender, what is particularly notable is the value of the learning on the process of making and implementing funding decisions and the documentation of this process. This has great potential for wider impact and example to other countries and programmes.

This learning should inform stronger global guidance by PBF on the marker and indeed help to move beyond the marker as a catch-all tool by putting it in an operational context of specific steps and actions that can ensure (1) better consideration of gender in the development, assessment and implementation of projects, (2) building capacity of applicants to understanding and apply gender-sensitivity in programme design throughout a Funding Round, (3) explicit budgeting for and inclusion in the work plan of proposed

gender-responsive project components, and (4) strengthen the monitoring and evaluation of outputs and outcomes to better understand the relationship dynamics between gender and peacebuilding as part of post-conflict transformation.

Conclusions

- The PBSO can draw lessons and resources from the Nepal experience to share and inform global PBF efforts to promote and integrate gender more effectively into its programming cycle and guidance.
- There exists a high degree of understanding and engagement with gender in the oversight and management of the UNPFN. Information was gathered and shared to support the work of the field visit and clear lessons learned identified as well as suggestions and recommendations for the PBF. Based on other research and feedback for this Review I would suggest this is exceptional and places the UNPFN in a unique position to be a pathfinder in answering the critical question of ‘how can we improve the operational understanding and impact of gender-responsive peacebuilding’ that is at the heart of this Thematic Review.
- The preliminary work on a wider UNCT 7PAP Gender Scorecard carried out in 2013 is of particular and direct relevance in strengthening the PBF Guidelines (that are currently being revised) to provide necessary operational guidance to implementing gender-responsive peacebuilding at all stages of the application and selection process (planning, budgeting etc.) as well as project implementation and reporting. This in part builds on the learning from the operationalization of the gender marker by UNPFN in the 2012 funding round that in itself provides important learning on ‘how to’ guide applicants on integrating gender in a meaningful way designed to lead to impact.
- There is scope to review the past and current portfolio and consider opportunities for building on benefits (access, political space, new groups of beneficiaries, economic recovery etc.) for more sustainable and catalytic impact to current or possible future projects inside and outside of PBF support in Nepal. This is particularly the case with regard to (1) women’s participation in the peace process and electoral processes, and (2) transitional justice and the documentation of sexual violence cases as part of integrated support services to affected communities.
- There is a challenge of the shifting focus of aid in Nepal with a sense of turnover of donor experts as conflict-related gives way to long-term development; yet, there is a strong case for pockets of peacebuilding in a continuing and protracted peace process that cannot be ignored; and, also the need to build the peacebuilding and conflict-sensitive elements into those long-term development planning priorities and programmes.

Annex 5

Aide Memoire Guinea

PBSO Thematic Review on Gender

Aide Memoire: Field Visit to Guinea November 17th – 23rd, 2013

Background

The consultant for the PBSO Thematic Review on Gender undertook a field visit to Guinea during 17-23 November, 2013. The main aim of the visit was to examine more closely the implementation of the PBF-funded projects in Guinea to consider how far and how well gender has and is being considered in all aspects of the programming cycle. The mission also sought to understand how far the unique situation of Guinea – not a classic post-conflict country but more one with a focus on peacebuilding and social cohesion in a situation of instability and conflict risk- is shaping the understanding of gender-responsive peacebuilding in terms of strategic approach.

This visit was planned alongside the visit by two members of the team for the PBF Review 2013 which is engaged in a wider global review of 6 countries as part its remit to look at a range of strategic, management and positioning issues related to the PBF. We therefore engaged in many meetings as a group of 3 and took a few other meetings separately to fulfil our respective terms of reference. The attached Annexes relating to the Field Mission include Annex 1 that sets out the Mission Schedule, Annex 2 sets out the lists of participants for meetings.

I would like to thank the UN Resident Coordinator Mr. Anthony Kwaku Ohemeng-Boamah for his openness and welcome to the mission. Unfortunately he had to leave the second day of the mission to attend the international meeting of partners and investors on Guinea in Abu Dhabi. I wish to thank Mr. Thierno Aliou Diaoune National Coordinator for the PBF in Guinea, his colleague Mr. Mamadou Alpha Tougue Balde, and Ms. Corinne Delphine N'Daw, Head of the RC Office for organising the schedule of meetings with Government counterparts and civil society organisations as well as accompanying the combined Review Teams.

A very special word of appreciation is owed to the UN Women/PBSO Gender and Peacebuilding Specialist, Ms. Soetkin Meertens who I managed to meet on a few occasions despite constraints on her time and my access to her. These discussions were vital to this visit and I regret the meetings could not be official and made part of the schedule so that hands-on learning and engagement with the core resource on gender and peacebuilding would have been further optimised. I thank her for providing extensive documentation on gender engagement with the PBF portfolio.

I appreciate the many Government and CSO representatives who gave their time and attention to the Review and the senior members of the UNCT and UN staff who engaged with us and provided extra discussion and documentation on specific programmes that helped to expand the understanding of how programmes were operating in practice. Finally, I wish to thank colleagues on the parallel PBF Review team –Sofia Procofieff and Dominika Socha for their collegiality and very helpful discussions in conducting the parallel missions together.

Context of Guinea

Guinea has experienced a turbulent history since its independence from France in 1958. A series of strong autocratic leaders, military influence and embedded patronage led to decades of weak governance, instability, ethnic divisions and repression. The security forces in particular assumed a large and powerful role in the country that impeded the development of democratic institutions as well as economic development in a context of rich natural resources, and undermined human rights and social cohesion in a very ethnically diverse country. Guinea has a population of 11 million people with some 24 ethnic groups and historic tensions notably among the major groups of Fula, Mandingo and Susa. The mining and agriculture sectors are backbone of economy with Guinea hosting some of the largest deposits of bauxite worldwide. The potential and controversy surrounding this mineral wealth including diamonds is major governance, development and technical challenge for Guinea is the whole country and its entire people are to benefit.

Following various regional and international mediation efforts under the auspices of ECOWAS, EU and UN, a breakthrough finally came at the end of 2010 in paving the way for a transition to free and fair elections. This however, occurred only following an International Commission of Enquiry into serious military repression of civil protests, referred to simply as ‘September 28, 2009’, that included mass rape and executions.

The Presidential elections in 2010 gave victory to President Alpha Condé; September 28, 2013 saw the much-anticipated and long-delayed legislative elections. The elections were possible due to a signed agreement in July between the government and opposition parties, following the UN-mediated inter-Guinean political dialogue launched in March.

Governance, institutional reform and strengthening, promoting dialogue and social cohesion are all hallmarks of the peacebuilding/statebuilding focus that define discussions on Guinea at the PBC and frame the projects supported by PBF since 2007. The country was placed on the PBC agenda on 23 February 2011, following a request from the Government of Guinea for the support of the PBC on three identified peacebuilding priorities: 1) the Promotion of national reconciliation and unity, particularly in pre and post electoral tensions; 2) the Security and Defence Sector Reform and 3) Youth and Women Employment Policy.

There are signs of some progress in the country but there is a consensus that the situation remains protracted and fragile and that long-term peacebuilding on many fronts – political, economy, society – remains critical to building a more prosperous and peaceful future for the country. Donor confidence is growing with the news that the EU in December 2013 resumed development cooperation with Guinea having suspended aid in 2008.

Guinea cannot be seen in isolation but part of a complex and interwoven history and geography of West Africa; it has long suffered from the instability of a region riven with conflict including in neighbouring Sierra Leone, Liberia, Côte d’Ivoire and more recently, Mali. Guinea is a member of the regional and sub-regional bodies of ECOWAS and the Mano River Union. Amb. Said Djinnit is the United Nations SRSG for West Africa and Head of UN Office for West Africa (UNOWA) based in Senegal. His good offices and brokering role have been an important aspect of facilitating national dialogue for political transition and the consolidation of governance and peace in Guinea.

The Gender and Peacebuilding Context

In gender terms, we find a mixed picture in the country with very low human development statistics generally and particularly for women, yet Guinea enjoys a tradition of strong women leaders and community engagement by women, as well as strong indications of women as entrepreneurs, traders and business women, and being vital to the agricultural sector. There is a combination of a history of strong women leaders

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

in certain contexts but also a persistence of patriarchal structures and culture that limit women's access to decision-making, resources and rights.

The World Development Indicators 2013⁷ of the World Bank state that 42% of the population is 14 years and younger. Youth Literacy Rate for Girls (15-24) in Guinea at 22% while for boys it was also low at 38%. The Adult Literacy Rate (over 15) was a very low 12% for women and an also low 37% for men. The Adolescent Fertility rate (births per 1000 to mothers aged 15-19) while falling in recent years remains high at 136. Gender based violence including Female Genital Mutilation is very prevalent; the 2013 UNICEF report on FGM stated 96% of women/girls in Guinea had undergone Female Genital Mutilation/Cutting.

September 28, 2009 was a serious milestone when the armed forces opened fire on protesters during a peaceful demonstration at the national stadium. Some 160 people were killed and subsequent international Commission of Enquiry found that at least 109 women (among them minors) were raped including acts of gang rape⁸. The SRSG on Sexual Violence in Conflict has been engaged on follow up to these events in terms of human rights and accountability; this has included support provided by the Team of Experts-Rule of Law to the Panel of Judges.

A National Action Plan for the implementation of UNSCRs 1325 and 1820 was developed in 2009 and covers the period 2009-13. It outlines 5 main areas of action: (1) integration of gender in development planning and policies (e.g. establishing gender committees in Ministries, training and capacity building on gender, and gender budgeting) (2) involvement of women/girls in the peace process, prevention, management and settlement of conflicts (e.g. create networks of women's organisations to support peace, capacity building for women and girls in conflict resolution, and advocacy for recognition of gender in UN, ECOWAS and AU missions) (3) protection of women and girls from sexual violence and female genital mutilation (FGM) (awareness campaigns, popularization of SCRs 1325 and 1820, strengthening services for victims, and capacity building in judiciary and medical follow and care) (4) strengthening of women's involvement in political decision-making (e.g. leadership training and support, advocating for 30% quota in decision-making positions, strengthen women's rights organisations, strengthen women's economic status through income-generating activities, and set up the Guinean Women's Council (COGUIFEM) (5) Coordination and Partnerships.

A progress report by WANEP in November 2013 on the implementation of 1325 indicated that while there had been mobilisation and awareness among a range of actors about the plan, there were significant weaknesses in efforts for implementation as well as weaknesses in mediation skills and participation among women at both formal and informal levels of dialogue and processes in Guinea.⁹ In addition the report outlines the weak culture of women's rights and the need greater adoption and understanding of 1325 across Government, notably with the armed forces. It calls for the strengthening of civil society organisations to implement the NAP and to participate effectively in civilian oversight and good governance as well as the need to proper funding for the NAP actions.

The PBC Country-Specific Configuration for Guinea has hosted a number of discussions and country level visits to accompany the country. These are considered by many to be well-prepared and conducted and have sought to respond well to the 'crise du jour' which the transition has involved in moving to the 2013 elections. The

⁷ The data is based on averages over a range of years 2005-2011

⁸ S/2009/693

⁹ WANEP (2013) 'Rapport sur la mise en oeuvre de la RCS 1325 et sur la Mediation en Guinée', West Africa Network for Peacebuilding, November 2013, Conakry.

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

hope now is for a more strategic perspective. While gender and women have featured in these discussions there remains a need to translate them into policy positions and create a coherent set of actions that can give greater weight. However, it must be also be said that Guinea is the only country where the request to join the PBC included gender-related concerns arising from *inter alia* the sexual violence perpetrated in the clamp down of 2009 demonstrations. The lack of structured engagement with gender and UNSCR 1325 commitments on women peace and security on the PBC is a general observation and requires follow up. This is addressed in the final report.

Overview of PBF in Guinea

The PBF has allocated a total of US\$ 45.2m to Guinea over the period from November 2007 to January 2014. The country is the third highest recipient of PBF funding behind Sierra Leone and Burundi. The funding is spread across 30 projects with an average delivery rate of 58%¹⁰.

The country was placed on the PBC agenda on 23 February 2011, following a request from the Government of Guinea for the support of the PBC on three identified peacebuilding priorities: 1) the Promotion of national reconciliation and unity, particularly in pre and post electoral tensions; 2) the Security and Defence Sector Reform and 3) Youth and Women Employment Policy. This has led to an accelerated level of support to Guinea from 2011-2014. This is in line with 2 priority plans (2009 and 2011) and the Statement of Mutual Commitments on Peacebuilding in Guinea between the Government of Guinea and the Peacebuilding Commission, dated 23 September 2011.

The first Priority Plan was approved in 2009 with an allocation of \$12.8 million for 12 projects that supported mediation, national dialogue and security sector reform (SSR). The Second Priority Plan (PPCP2) approved in December 2011, was developed following the transitional government's application to be considered by the PBC with follow up policy and technical missions to the country undertaken by the PBC and the PBSO. It builds on the first Priority Plan and focuses on 3 priority areas of 1) SSR; 2) National Reconciliation; 3) Youth and Women employment.

PPCP2 is rolled out in two phases: (1) for the year 2012 and with the legislative elections on the horizon the focus was on creating the conditions for the transition to free and fair elections. \$14.8m were allocated for this phase and included 6 'quick impact' projects and 5 'complementary' projects. (2) The Second Phase of the Second Priority plan to cover 2013-2014 is currently being decided, approved and prepared for implementation. According to the PBF Guinea document (developed by the Steering Committee and Secretariat in Conakry) dated August 2013, the requests to the global PBF for the second phase amount to \$15.3m and cover the same 3 work areas as phase one.

The UNDAF for 2013-2017 reflects the integration of the second priority plan for peacebuilding into its planning and considerations as well as the existence of the NAP on UNSCRs 1325 and 1820.

OVERVIEW OF PBF FUNDED PROJECTS IN GUINEA 2007-2013

Year	Project No.	GM ¹¹	Project Title	Allocation	UN entities
2007	PBF/EMER/3	0	Support to National Dialogue in Guinea	\$963,284	UNDP

¹⁰ This overall data picture is captured from the MPTF Factsheet for Guinea on the PBF page of the Gateway <http://mptf.undp.org/factsheet/country/GIN> (accessed regularly from October 2013 through February 2014)

¹¹ The Gender Marker scores are taken from the active spreadsheet maintained and used by PBSO in New York. In some cases project documents have been consulted on the MPTF Gateway system to verify the marker.

INDEPENDENT THEMATIC REVIEW ON GENDER PBSO

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

	IRF-Closed				
2009	PBF/GIN/E-1 PRF Expected to close 12/12	1	Renforcement des capacités de coordination en faveur de la consolidation de la paix en Guinée	\$441,210	UNDP
2009	PBF/GIN/H-1 PRF –closed?	0	Support to the Promotion of Inclusive and Sustained Dialogue	\$1.2m	UNDP
2010	PBF/GIN/A-2 PRF - closed	1	Joint project to support the youth movement and some groups of young poorest	\$1.65m	UNIDO/ UNICEF
2010	PBF/GIN/B-1 PRF – Closed 12/12	2	Priority support to justice and security in Guinea	\$1.7m	UNDP
2010	PBF/GIN/B-2 PRF- Closed 06/12	1	Promotion of Civic Education and Culture of Peace	\$349,922	UNESCO
2010	PBF/IRF-19 Expected to close 07/13	1	Support to the International mediation in Guinea	\$634,935	UNDP
2010	PBF/IRF-20 Expected to Close 12/13	1	Urgent support project to special forces supporting the electoral process	\$1.8m	UNDP
2010	PBF/IRF-26 Closed 12/12	1	Socio-economic reintegration of children recruited in an irregular manner in the armed forces of Guinea	\$2.99m	WFP/ UNICEF
2010	PBF/GIN/A-1	3 ¹²	Appui au mouvement féminin et renforcement de la capacité des femmes dans la prévention des conflits, la consolidation de la paix et le renforcement de l'unité nationale.	\$650,000	UNFPA
2011	PBF DCB		PBF Direct Cost Budget Guinea – one –off payment	\$21,400	UNICEF
2011	PBF/GIN/A-3 PRF Expected to close 12/13	1 ¹³	Projet d'appui a la promotion d'un dialogue inclusif et durable en Guinée	\$3.42m	OHCHR/ UNDP/ UNESCO/ UNICEF
2011	PBF/GIN/B-3 PRF Expected to close 5/13	0	Projet de renforcement du contrôle démocratique et civil des Forces de Défense et de Sécurité (FDS) en Guinée	\$1,35m	UNDP
2011	PBF/GIN/B-4 PRF On-going	0	Projet d'appui au processus de recensement biométrique des Forces de Défense et de Sécurité	\$3m	UNDP
2011	PBF/GIN/B-5 Closed 12/12	0	Projet d'appui de la mise a la retraite de 4300 militaires	\$4.2m	UNDP
2011	PBF/GIN/B-6 PRF Closed 05/13	3	Projet conjoint appui aux victimes de Tortures et de Violences basées sur le genre	\$249,140	OHCHR/ UNFPA

¹² No Gender Marker was found in the ProDoc but given focus of project it would have merited to be scored 3 under the PBSO GM scheme.

¹³ The GM on the PBSO Excel sheet is 1 but the ProDoc on the Gateway site refers to GM2?

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

2011	PBF/GIN/D-1 PRF Closed 04/13	2	Projet d'appui a l'insertion économique des jeunes et des femmes	\$2.1m	UNDP/ UNFPA/ WFP/ UNIDO
2011	PBF/IRF-28 Closed 12/11	2	Accompagnement Postélectoral en Guinée	\$449,265	UNDP
2012	PBF/GIN/E-2 PRF Expected to close 02/13	2	Renforcement des capacités du Secrétariat du Comité de Pilotage du PBF Guinée Conakry	\$1.12m	UNDP
2012	PBF/IRF-49 Expected to close 11/13	1	Establishment of a Strategic Advisory Team (related to SSR strategy – UNOWA and national support)	\$1.6m	UNDP
2012	PBF/IRF-52* GPI Project Expected to close 05/14	3	Programme conjoint de prévention et réponse aux Violences Basées sur le Genre en Guinée	\$1m	UNFPA/ UNICEF/ UNDP
2013	PBF/IRF-69 Ongoing	2	Appui a la facilitation internationale du dialogue Politique en Guinee dans le cadre de la preparation des elections	\$1.29m	UNDP
2013	PBF/GIN/A-4 PRF Ongoing	0	Renforcement de la Confiance des Partis Politiques et de l'Electoral "RECOPPEL"	\$900,000	UNDP
2013	PBF/GIN/A-5 PRF Ongoing	0	Appui Complémentaire à la formation des Agents des Bureaux de Vote	\$836,632	UNDP
2013	PBF/GIN/A-6 PRF Ongoing	2**	Soutien d'urgence à la Force de Sécurisation des Élections Législatives en Guinée	\$2.26m	UNDP
2013	PBF/GIN/A-7 PRF Ongoing	3**	Projet d'appui au monitoring électoral y compris de la situation des droits de l'homme en Guinée	\$ 867,685	UNESCO/ UNDP
2013	PBF/GIN/A-8 PRF Ongoing	1**	Appui aux Consultations Nationales sur le processus et les mecanismes de Reconciliation Nationale en Guinee (CoNARGui)	\$2m	UNICEF/ OHCHR/ UNDP
2013	PBF/GIN/D-2 PRF Ongoing	2	Projet d'appui à l'Emploi des Jeunes et des Femmes dans l'agenda de consolidation de la paix en Guinée « Étude	\$ 433,350	UNICEF
2013	PBF/GIN/D-3 PRF Ongoing	0	Le projet vise a faciliter la reintegration socio-economique de 1,829 jeunes associes avec les forces armees et jeunes vulnerables, a travers la mise en place d'activites de formation professionnelle, de soutien psychosocial et d'orientation au marche du travail.	\$893,562	UNICEF
2013	PBF/GIN/B-7	2	Projet d'appui a la mise en oeuvre de la police de proximite en Guinee	\$1.44m	UNDP/ IOM/ OHCHR
2013	PBF/GIN/D-4	2	Programme national d'emploi specifique pour les jeunes (filles et garcons) a risque de conflit et de formations orientees sur	\$2.54m	UNIDO/ UNFPA/ UNDP/ WFP

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

			la culture de la paix et la citoyennete dans les "zones a risque de tension"		
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Note: GM refers to gender marker where used. * This is the Gender Promotion Initiative (GPI) project that was approved in 2012. Although on the Gateway site there is no reference in the summary description that it is a GPI project. ** These GM scores are taken from the ProDocs on the Gateway site as no GM was available on the PBSO spreadsheet.

There is a lack of clarity between Gateway and internal PBSO Excel records of when the early projects have closed and if they are closed. E.g. PBF/NPL/B-3 and PBF/GIN/H-1. There are also differences in overall PBF figures between the two sources. As far as possible comparative analysis has been undertaken but the final version relied upon is that of the on-line public source Gateway. Larger numbers have been rounded down for ease of reference.

Eight (8) of the thirty (30) projects are IRF, that is aimed at jump-starting peacebuilding by quickly disbursing funds for projects of 1-2 years; and twenty-two (22) are PRF, that is supporting ‘more structured peacebuilding process’ on priorities and needs identified and agreed with national actors for funding of up to 3 years. In terms of the Gender Marker, out of thirty (30) projects, eight (8) have been marked zero (0), meaning that projects ‘do not specifically mention women’; these include three flagship security sector reform programmes, a reintegration programme for youth and major electoral support and sensitisation projects. Nine (9) projects have been graded GM1 meaning a project has ‘women mentioned explicitly in its objectives, but no specific activities are formulated nor is a budget reserved’.

Key Findings from Guinea Field Visit

1. There are some early and emerging good practices that can contribute to gender-responsive peacebuilding but they remain fragile and require more strategic and programmatic support to gain traction that can have impact on the objectives of gender equality *and* peacebuilding.
 - (i) Security Sector Reform (SSR) – good analysis and planning has been made in this area going back to the ECOWAS, AU, UN evaluation of 2010. It has been one of the major areas of support by the PBF. There is consensus that gender considerations need to be integrated more effectively into the core reform processes of training, conduct and civilian oversight. The GPI-funded joint programme on GBV includes a component on SSR that is seeking to support this process. However, it is equally important that the core project teams for the big SSR projects are working with and being responsive to working with the gender and peacebuilding specialist to ‘bring gender in’ to their core activities. The visit found indications of take up at the level of training sessions and materials and some entry points exist with Government and in the existing programmes. This requires solid support and follow-through, and is very large portfolio in itself.
 - (ii) Jobs and employment – there is scope for the UN to now look at its experience across separate PBF initiatives which have produced learning and to move to a stage where content and sustainability of economic recovery initiatives targeting women and youth could be better designed and reach a far wider number of beneficiaries. It is in the UNDAF as a priority. It is important that this open learning (positive and negative) from existing initiatives is proactively used to strengthen this vital area of peacebuilding and recovery in the coming months. The safety and dignity of work is important in terms of promoting sustainability and empowerment. Employment initiatives are not just about

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

keeping people off the streets to reduce possible protests. This is a valid short term stabilisation and conflict prevention measure but needs to be a catalyst for addressing the underlying risk and precariousness for women and youth (who are differentiated among themselves in needs and risks);

2. The gender marker needs to be activated more as a tool to be used in the project review stage of the design and selection of PBF projects, and the target for the 15% quota on spending of PBF funds on gender needs to be tracked through gender budgeting. This means critically engaging with applicants on the assigned marker and justifications for it as well as demonstrating *how* and *where* gender analysis and considerations have informed the design and projected outcomes of the project. This includes practical measures such as sex-disaggregated data and gender-related indicators to track progress and impact.
3. Technical support on gender is making a difference in the form of the UN Women/PBSO advisory capacity. There is excellent early work in 2013 by the Gender and Peacebuilding Specialist by going through projects in phase 1 of PBF support and providing clear areas where integration and consideration of gender could be better managed. However, translating these into actions require take-up by programme teams who are pressed and may not always fully understand the policy and programmatic imperatives of UNSCR 1325, 7 PAP etc. and *how* to go about integrating them. Valuable *ad hoc* work is being done in terms of working with teams across the different programmes to bring in gender in a very 'hands-on way'. This is to be commended and, there are champions in the UN system in Guinea who promote the agenda. However, awareness and training are needed in a systematic way in terms of different policy areas and discussions, for example, SSR or national dialogue rather than relying on stand-alone guidance or events on 'gender' and 'women'. Overall, there are strong emerging elements of integration but it is very confined and spread thinly across a large and complex portfolio of peacebuilding needs.
4. Linking projects to a political strategy of women's participation; the on-going and much needed national reconciliation process at national and community levels, the elections of 2010 and 2013, and the important governance work of transition for the military structures to civil oversight indicate the many important peacebuilding processes in which the access and participation of women at formal and informal levels need to be supported and strategized. Add to this the history and structures of the Mano River Union, the regional role and power of ECOWAS and the presence of UNOWA and the SRSG for West Africa, Mr. Said Djinnit to provide strong regional sub-regional potential for actions and impact on gender-responsive peacebuilding. There is also good opportunity for UN with UNOWA and missions in Liberia, Sierra Leone, Guinea and Côte d'Ivoire to collaborate with a sub-regional approach.

The PBF portfolio reflects examples of increasing participation of women in elections, national dialogue and conflict prevention and resolution and as traders or beneficiaries in economic projects. However, much of the reporting refers to numbers of women at seminars or training and working with civil society organisations. Given the existence of the NAP and relationships with Government and civil society organisations there seems to be scope for the UN to have a more explicit strategy of participation by women that extends from formal level entry points linked to UNOWA and formal government engagements to capacity building of local women's organisations and capacities for participation.

5. Women's organisation and platforms – There are strong elements of a vibrant civil society regarding women's rights and peacebuilding and some have benefited from PBF project support. There is a need to for on-going engagement with these organisations and networks to create national capacity. Various

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

projects touch on aspects of this and certainly rely on local CSOs as ‘implementing partners’. However, this needs to be underpinned by a clear and funded strategy for enabling and strengthening the platform of relevant and effective women’s organisations who can carry forward initiatives that ensure civil society-state engagement and give voice and participation to communities marginalised by poverty, geography and other factors. This is not easy work – creating space for groups and organisations to come together and overcome differences, competition etc. and forge a platform that can advocate *and* act to enhance women’s participation at *all levels* of national dialogue and planning for peacebuilding and *deliver concrete change and dividends* on the ground for women and girls in particular.

6. In addition to these examples, there is a strategic and programmatic need to 'join the dots' for greater understanding and impact of gender-responsive peacebuilding and establish a clear and feasible theory of change for the PBF projects working on different entry points for gender equality and empowerment in the overall peacebuilding process or strategy.

Below, I outline some internal considerations for the UN RC, UNCT and PBF to decide on the ground. I set them out here simply to contribute to discussions that are needed on how best to utilise and deploy the existing scarce technical support capacity of gender and peacebuilding that is funded jointly by PBSO and UN Women. Also, I was asked in my debriefing by the RC a.i. a very fair and accountable question of ‘how can you advise on better results for the next phase?’ – it is in the spirit of answering that question in ways that can be of use to the UN in Guinea that I have delved a little more deeply into the programmatic potential than I will necessarily do in the overall final report of the PBSO Thematic Review on Gender.

- I. Freeing current gender capacity to be a dedicated inter-agency resource and not get overly caught up in wider gender-related policy and programmes of selected agencies; identifying clear gender-responsive peacebuilding priorities that will shape the workplan of the gender and peacebuilding specialist, and that reflect the feasibility of workload for one advisor. These priorities should focus exclusively on the PBF portfolio in Guinea.
- II. Common leadership and ownership by the RC and heads of all UN entities for the implementation of commitments to integrate gender into peacebuilding, particularly with regard to PBF funds; this will help ensure that a stronger network of programme managers across the UN take responsibility and are accountable for gender-related outcomes in peacebuilding and that these are not left only to particular ‘projects’ or to the individual staff with ‘gender’ in their job title.
- III. Enhance the capacity of gender – the PBF office and RC office could consider recruiting a national staff member to join and support the international adviser; could also consider integrating the current gender capacities into PBF Secretariat reporting into the RC rather than in RC office exclusively. The remit and supervision of the scarce resources for PBF and Gender need to ensure greatest access and effectiveness for the PBF office and programmes in Guinea.
- IV. Review critically the existing portfolio for PBF (and beyond in terms of other UN commitments and engagements by UN entities in Guinea that work on gender and peacebuilding). Create collective opportunity to identify, reflect upon and take on board the positive and negative learning from the first round of PBF funding and Phase 1 of the Second Priority Plan to inform the strengthening of the emerging areas of support (e.g. SSR, economic recovery, supporting national governance, supporting civil society, national dialogue and conflict prevention). This learning is about taking corrective actions that can better promote and implement gender-responsive peacebuilding. It should seek to ask tough questions on how well gender equality and women’s empowerment are being considered in giving substance to women’s participation in peacebuilding and benefits from peacebuilding outcomes.

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

- V. Build on on-going efforts of UNOWA and women's groups/ individuals at strengthening women's participation and visibility in peacebuilding at the more formal levels ideally with a clear and explicit political UN strategy on women's participation in peacebuilding on all levels – local, national, sub-regional and regional. Support from PBSO and UN Women could extend to more structured sharing of learning and resources from other PBF countries and a stated strategy of operational support and actions to the UN in Guinea.
- VI. PBSO in New York to work with the PBF office in Conakry (including the Gender and Peacebuilding Specialist) and the RC to consider needs for and possibilities for practical operational guidance and training for integrating gender into the PBF cycle. (This is part of a general recommendation that will apply to all PBF countries in the final report of this thematic review).

Learning on Gender from the PBF Portfolio in Guinea

How far is Gender a consideration in priorities?

The extent to which support to gender-responsive peacebuilding commitments are considered or influence the development of Priority Plans is a general global concern in how selection and allocation of PBF funds are performed. In the case of Guinea the integration of gender has been sporadic rather than planned. This can in part be attributed to a capacity gap in the UN offices that is now being partially addressed. Yet, it underscores the vital role of PBSO in working with the UNCTs/ UN Offices on the ground to ensure gender is a more prominent consideration in all peacebuilding priorities and projects. This requires awareness and understanding by all project teams of *how* to conduct gender-sensitive conflict analysis in practicable and feasible ways. It also has to be a feature of policy dialogue with Government counterparts (including military and security contacts) and civil society representatives.

The drivers or factors for potential instability have been identified in 2 priority plans with the same 3 entry points for peacebuilding being prioritised – national dialogue, reform of the military and defence forces and, youth and women employment. There is an on-going need to dig deeper into these three funding priority areas agreed by the Government and the PBC that shape the PBF portfolio. Learning how well gender had been integrated in the understanding and implementation of the three priorities is important and would benefit from deeper analysis to explore gender-related roles, risks, dynamics and change.

The evaluation by Ian Quick conducted in November 2012 covered the period of the first allocation of PBF funds; it was a missed opportunity to examine the status of gender in the PBF portfolio and to take account of the implementation of 1325 and the implications of the 2010 peacebuilding report of the UN Secretary-General to the Security Council. Gender makes no feature in this extensive evaluation. However, some of the structural weaknesses he identifies including monitoring and evaluation have relevance for the effectiveness of integrating gender and measuring outcomes.

Good efforts are emerging to strengthen the gender focus in plans and actions but they need fuller UNCT support for greater traction. The Gender and Peacebuilding Specialist facilitated an analysis of the PBF portfolio during 2013 that provides an excellent overview of gaps and opportunities for stronger inclusion of gender in different projects¹⁴. This is accompanied by an internal briefing note and both papers provide a strong basis that should be built upon to build understanding, buy in and corrective actions across the projects. This will require more support.

¹⁴ 'Analyse Genre des Projets PBF Phase 1 (PPCP 1)', UN, Conakry, 2013

Application of the Gender Marker

The application of the Gender Marker is a general challenge for PBF and reflects wider and on-going refinements of its usefulness as design tool and measure of accountability in targeting and mainstreaming gender in peacebuilding projects and programmes. There is some question in the Guinea portfolio as to how far the Gender Marker is understood and applied – at a minimum it should be raising awareness of using a gender lens on all projects.

There is a high number of 0 and 1 scores for the gender marker in the portfolio. A zero (0) gender marker (which is permissible under the existing PBSO scheme) simply should not be acceptable. Its utility is to demonstrate that proper analysis in preparing any project has not taken place. Good practice of mainstreaming gender into all aid would demand that a project achieve GM1 in outlining the key gender dimensions of the situation which the project aims to address – in conflict terms this is a rich and important area of male and female roles, identities, risks and vulnerabilities as well as gendered impact of structural factors – human development indicators, militarised culture of politics and society etc. Understanding the relationship between gender and peacebuilding as well as existing core commitments to mainstreaming gender demand that some form of gender analysis informs the design of projects and explanation of target groups and expected impact and change. This theme is not unique to Guinea but a general finding of the Review. However, the Guinea portfolio was particularly striking in its weak usage of the GM although there are signs on the ground that progress is being made but with very limited resources and a need for stronger engagement at senior management level to lead these efforts and drive them forward¹⁵.

For example, more questioning of the GM would raise the question of what has capacity building of the Steering Committee achieved (PBF/GIN/E-2) in terms of effectiveness and inclusion of gender given it has a GM2? Or, why has PBF/GIN/B-3 on democratic control of the armed forces been marked as GM0 when its reports demonstrate that it has targeted women was part of its outreach to journalists, academics, and civil society organisations through seminars. Also, some of the training and sensitisation with armed forces has sought to address some gender-related security and human rights concerns.

Overall, gender reporting needs strengthening to demonstrate budget allocations, gender disaggregated data, dynamics of participation and change and results through the projects. Project teams need to be supported and advised on developing more detailed budgets that set out gender-related commitments and spending so that the 15% target can be tracked. Some improved gender reporting can be found in the 2013 annual report of the Steering Committee posted on Gateway in January 2014 under the reporting of the project PBF/GIN/E-2 that reinforces the coordination and secretariat capacities for the PBF at national level. This needs to be built upon across the portfolio.

Tracking of 15% Quota

With the presence of the Gender Adviser and the quality of the early briefing notes and hands-on assistance she currently provides there is now scope to address a strategic gap in the PBF portfolio. This gap refers to the need to include gender budgeting and tracking of the 15% quota set in the SG report of 2010 – this aims to ensure that ‘15% of UN-managed funds in support of peacebuilding to projects that address women’s specific

¹⁵ This usage of the GM is also affected by global concerns on the constricted and ‘adding women in’ assumptions of the PBSO Gender Marker that weaken its usefulness and impact to promote gender-responsive projects. This is taken up in the final report.

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

needs, advance gender equality and/or empower women as their principal objective (consistent with organizational mandates).’

This is a global task for PBSO/PBF throughout its work. In Guinea however the foundations have yet to be established to enable such tracking through the project documentation and subsequent reporting. This would involve attaching budget allocations to GM 3 projects and putting a figure also on the elements of GM 1 and 2 that can be considered a contribution to spending

Security Sector

Reform of the security sector is a critical plank in bridge of moving Guinea towards democratic governance and social cohesion. The long history of the armed forces in the rule of the country points to the challenge. Many observers however, agree that the transition is going better than expected even though it remains fragile and in need of continued support. The UN is just one actor in this regard and the PBF has played its part in supporting 4 major initiatives to strengthen human resources management and systems – biometric census of the armed forces, underwriting high-cost retirement packages for some 4,000 military personnel¹⁶, promoting democratic control of the armed forces with a range of government and civil society actors and communities, and, financing the strategic advisory team supporting development of the national SSR strategy in Guinea.

A 2010 Evaluation of the sector by ECOWAS, AU and UN identified key weakness and the need for reform as critical to peace and security for the country. The absence of a gender perspective was a key message of this evaluation and led the team make a series six (6) recommendations for the strong integration of gender into the strategy and programming for SSR. These included a gender policy for the armed forces and collaboration with women’s organisations. There has been some progress and clearly there is accountability at the level of reporting - the latest update in November 2013 was that one recommendation had been implemented, 3 others were in process and 2 others were yet waiting to be implemented.

A range of UN entities are engaged in SSR activities in Guinea. Internal coordination efforts include the UNOWA SSR advisory team, the UNDP SSR team, OHCHR and the Gender and Peacebuilding Specialist in the RC Office. The coordination mechanism is reflected in the *2013-2014 Gender and SSR Matrix* that sets out the consolidated actions of the UNCT in 5 of the 6 areas of gender and SSR: (i) capacity building of security and defense forces (SDF) on SGBV/ Gender; (ii) gender responsive normative and legal framework related to SDF; (iii) representation of women within the SDF; (iv) increased role of police in dealing with SGBV cases); (v) medical, psycho-social, legal support and socio-economic reintegration of SGBV victims (vi) strategic advice to the national SSR structures.

The role of the Gender and Peacebuilding Specialist (funded by UN Women/PBSO and also referred to as the RC’s Gender Advisor) has been catalytic in bringing resources and TA to this role. In 2013 she worked to facilitate and draft a ‘technical note’ by the UN System in Guinea to look at how greater synergies and practical actions could be brought to a stronger gender and SSR approach.

¹⁶ 3728 members of armed forces were retired and pensions and packages set up in systematic way. The cost of the project was \$4.2m

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

It can also be seen in her work with the different agencies and projects working on SSR-related activities, notably UNDP, OHCHR and UNFPA. While it is still early days, there are evident signs of synergies emerging and an enthusiasm being built around the joint efforts. There have also been some positive responses from some senior military officer counterparts. For example, building on the joint programme on GBV that is funded by GPI, there has been collaboration with OHCHR to include SGBV modules in the curricula of Security and Defence Forces, at the police and gendarmerie schools as well as the inclusion of information sessions on SGBV in the PBF project on democratic control of the armed forces managed by UNDP.

It has to be noted that strategic and operational support by the RC Office to the Joint Program on Prevention and Service Delivery on SGBV under the PBF Gender Promotion Initiative has resulted in increasing the linkages of operational activities with the global SSR process. Significant results of the program related to increased reporting of gender based violence to the police and health centres, the institutionalization of SGBV and female leadership training targeting security and defense forces.

There is 0 gender marker for PBF-supported SSR projects on paper but there has been some good progress to report in catching up on this on the ground and redressing the lack of a gender dimension. These efforts are being reinforced through the GPI-funded project (discussed below) that includes a component on integrating gender into SSR with a focus on GBV prevention. The specialist is also working with the Strategic Advisory Team on SSR strategy to track and implement the 6 recommendations of the 2010 joint evaluation.

Gender and SSR actions have focused on engagement by army and police with civilian population and sensitising on human rights and GBV. There is also a need to look further at role of women inside the security force and how women can be trained and promoted in the context of on-going reform of human resources structures and oversight. Numbers are very low according to the 2010 Evaluation with women in police at 15%, in the gendarmerie nationale at 11 % and in the army at 9%. Gender focal points and committee participants connected to the SSR programmes are reported to be marginalised and not very empowered. Experts indicate that sustained training of women within security forces is required to have results in terms of increased participation and role in security sector for women.

Economy and Employment

The run up to both sets of elections in 2010 and 2013 was marked by political tensions and demonstrations that often resulted in violence, injury and death. Women and youth (children in most cases) seem to be regarded as two groups vulnerable to such mobilisation for political demonstrations. Some of the interventions funded by PBF were regarded as addressing this risk and vulnerability in both creating stability for elections and also potentially empowering and creating livelihoods for these targeted groups – the reinsertion and employment programmes are key examples. The main focus seems to have been on the security/stability objective as opposed to the empowerment and building/sustaining livelihoods.

The project PBF/GIN/D-1 started in December 2011 and is jointly managed by UNIDO/UNDP/UNFPA/ WFP. The project was \$2.1m and I visited these activities at 2 project sites where women were cleaning and recycling plastics gathered from sea front areas. My interviews and visit brought the continued refrain that this work was keeping women and youth from being caught up in political demonstrations in the context of the recent elections - yet project documents and reports highlight environmental and employment benefits - both of which seemed limited based on the project visits and interviews conducted during the field visit. The two projects I visited were managed by men supervising groups of women undertaking the tasks which they communicated were poorly paid and not leading to a sense of long-term skills and security. Economic recovery

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

as part of gender-responsive peacebuilding would suggest that women's employment needs and approaches require more rigorous thinking and planning in consultation with the communities and women themselves.

There is some optimism and opportunity to address this deficit though capitalising effectively on another PBF project PBF/GIN/D-2 run by UNICEF and launched in 2013. This is a study of the mining and agricultural sectors for employment opportunities for youth and women. This is a GM2 project of relatively modest means when compared with larger flagship PBF projects but has great catalytic and transformative potential for women and participation in economic recovery if it is well done – it can leverage the current high cost short-term emergency work approaches to something more informed by longer-term potential for dignity, safety, sustainability and viability of work for women who are very marginalised from a number of educational and employment prospects. As of November 2013 the consultants for this study had not been identified although there had been an earlier call for tender. This study is needed as a matter of urgency and should provide a basis from which to have an evidence-based consultation and discussion with Government and Civil Society on employment strategy for women and youth in a more informed and effective approach to 'economic recovery' as one element of serious 'gender-responsive peacebuilding' that can have impact and sustainability.

A major new project (PBF/GIN/D-4) in part building on this previous one was approved in Dec 2013 and launched in 2014. It is urged that learning from the earlier programme is undertaken as part of this new project as a matter of *urgency* – to ensure that the whole is indeed greater than the sum of its parts that these 'big ticket' programmes can deliver for more beneficiaries with greater impact and sustainability. The UNICEF study could be used by the UN in Guinea to consult with Government and Civil Society but also critically appraise and learn lessons (positive and negative) from the previous PBF-funded projects mentioned above. PBF also needs to coordinate with and consider intersection with other significant donor initiatives on youth employment. For example, the World Bank/ Government of Guinea 'Projet de Filets Sociaux Productifs' (EUR 25m), 2012 -2017.

These employment initiatives could learn from each other and ensure sustainable, feasible and transformative learning and employment opportunities for all beneficiaries and ensure needs and particularities of women and girls in rural and urban areas are well understood and considered and that they are empowered in the management and implementation of such programmes.

Political Participation and National Dialogue

National Dialogue processes at local level

At least 8 of the PBF projects including the first one approved in 2007 are dedicated to promoting or supporting national dialogue either at formal political levels involving international and national actors or focused on community level and building capacities for civil society, communities and women's organisations.

As the progress report on the NAP by WANEP in November 2013 notes, there has been a growth of women's organisations and their engagement with conflict prevention and resolution. These include organisations such as WANEP, la Fédération Guinéennes des Réseaux Féminines (FEGUIREF), la Coalition des Femmes et Filles de la Guinée pour le Dialogue, la Consolidation de la Paix et le Développement (COFFIG/CPD), le Réseau des Femmes du Fleuve Mano pour la Paix (REFMAP) et le Cadre de Concertation des Femmes des Partis Politiques (CCFPP), Association des femmes journalistes de Guinée AFJ-GUINEE, and RESPEFECO.

There is some evidence that some PBF programmes such as the national dialogue programme and the support to election monitoring have contributed to these developments or at least supported them. OHCHR

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

undertaking some very interesting work with civil society groups across a range of membership – youth, women, journalists, students etc. And the UNFPA project PBF/GIN/A-1 in 2010 was targeted specifically at women's organisations and mobilised a number of groups. I visited a community meeting organised by UNICEF and Search for Common Ground to reflect its work with youth to provide alternative to political demonstrations and focus on conflict prevention and community engagement. These experiences however, remain *ad hoc* and 'stand-alone' in the context of wider programmes and budgets that could be more gender-sensitive in their implementation and outcomes.

An explicit strategy on women and participation in peacebuilding would include not only elections but also derive from the high level political role of the SRSB for West Africa and the UNOWA. There are indications of informal meetings with the SRSB but also an expression of frustration among women's groups and others that this is not being translated into concrete representation by women at the more formal meetings and processes. There is a strong sense that UNOWA with support of the RC could leverage better political access and participation for women's organisations and civil society at formal meetings. And, also that more support could be given to civil society in strengthening the coherence of a peacebuilding platform with specific and shared gender outcomes.

President Condé set up a provisional National Reconciliation Commission in 2011 and the major \$2m project of 'Appui aux Consultations Nationales sur le processus et les mécanismes de Reconciliation Nationale en Guinée (CoNARGui)' managed by UNICEF/OHCHR/UNDP is designed to support that process. It has a GM score of 1. This is a very key formal process of consultations for inclusion and so one would anticipate stronger entry points for gender-responsive implementation.

Monitoring of elections

An important UN note on '*Stratégie d'Intervention pour la participation des femmes au processus électoral en République de Guinée*' was issued in August 2013 and outlines key areas of support: (1) to ensure gender was taken into consideration in the organisation of the elections (2) to sensitise the political parties on the inclusion of women as candidates and (3) to mobilise women at the community level as voters, potential candidates, and observers. While this strategy was not referred to in meetings and seems to be an internal document, feedback from the UNCT at the validation stage of this report stress that indeed the strategy and its accompanying matrix, *Matrice des interventions liées à la participation des femmes au processus électoral* served an important coordination tool in the lead up to and during the elections. The matrix outlines 3 areas of action: (1) support to CENI (Commission Electorale Nationale Indépendante) to integrate gender into the electoral process (2) participation of women in the electoral process (as voters, candidates, and observers) and in the future National Assembly, and (3) women's contribution to conflict reduction.

The UNCT also highlight the successes of PBF projects in advancing actions in this strategy and matrix. Some examples cited include (1) PBF/IRF-69 for the international facilitation in preparation for the elections by UNDP and UNOWA included an informal consultation mechanism for women leaders that contributed to the creation of conditions for political parties to resume dialogue and sign up the political agreement of July 2013 that paved the way for the elections. (2) PBF/GIN/A-4 on enhancing the confidence of the political parties and electorate in the electoral process (RECOPPEL) included an activity by UNDP/NDI to support participation of women as candidates. As a result 150 women candidates acquired skills to conduct more effective electoral campaigns and compete successfully in the legislative elections. 500 women candidate guides were also printed and distributed.

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

There may be scope for greater public profile and political leadership in headlining such coordination strategies and actions that could be part of an overall more explicit strategy on women's participation, particularly given the potential learning from these coordination efforts and the link with the UNOWA and the wider political role and good offices of the SRSG.

Despite an official commitment in the Code of Conduct for Elections of a quota of 30%, it remains a challenging area even in terms of advocacy with political parties to promote women to their candidate lists. (It has to be noted that this remains a global challenge in most countries). However, the results of the 2013 legislative elections provide some hope as 25 women out of 114 seats in parliament were won by women candidates bringing the share to 22%. Building on this base will be a future task for gender-responsive peacebuilding.

An innovative and successful action in support to the elections can be found in the Case de Veille project – a mobile electoral monitoring approach to ensure women's participation in early warning and election observation roles during this election. It drew inspiration from similar experiences in the West Africa region including Liberia and Senegal. The project trained and deployed 600 women observers across the 8 regions of the country. The objective was to ensure the capacity and participation of women observers in nation-wide early warning on potential electoral violence to ensure real time observation, analysis and response and secondly to monitor the election process itself for any irregularities

Overall there is a sense of specific measures within a range of projects with the need for a larger vision of gender-responsive peacebuilding throughout the portfolio and underpinned by a political UN strategy on women's participation in peacebuilding.

The Gender Promotion Initiative (GPI)

The UN in Guinea is a recent recipient of the GPI launched in 2011 as a way to accelerate and promote the call in the SG Report of 2010 for at least 15% of peacebuilding funds generally to be allocated to gender. The 'Programme conjoint de prévention et réponse aux Violences Basées sur le Genre en Guinée' was approved in May 2012 and got off the ground in October 2012 – it will run for 2 years. This joint project on SGBV is implemented by UNDP, UNFPA and UNICEF. There is no mention on the PBF Gateway that this is in fact a GPI-funded project and the reference points are otherwise the PRSP process and the UNiTE campaign of the UN to combat violence against women. It is not immediately clear why this is an IRF project as it has quite structured peacebuilding objectives of integrating gender into SSR activities (code of conduct, training etc.), support community protection work around gender-based violence and combating impunity through support to actions in the area of rule of law.

The events of September 29, 2009 formed the background for this GPI project and also for earlier PBF-funded project of PBF/GIN/B-6 PRF project in 2011 with UNFPA and OHCHR. The UN has been engaged in responses in terms of services to survivors, working on the joint programme that includes a component on SSR and addressing GBV, and providing support from the Team of Experts on Rule of Law from the OSRSG on Sexual Violence in Conflict based in New York. It is important that the cumulative impact of these efforts be considered in terms of how much change is being envisaged or possible since the events of the stadium in Conakry in September 2009. The programme substance and concern regarding GBV pre-dates the GPI. How far the GPI project can catalyse learning and impact for gender-responsive peacebuilding in the context of the wider portfolio will need to be considered as the project comes to an end. This is particularly so with synergies to the major SSR interventions and to the national reconciliation activities.

ANNEX 5 – AIDE MEMOIRE GUINEA FIELD VISIT

While the issue of GBV and the security of vulnerable communities and groups is a very important aspect of gender-responsive building, it is important that the objectives around gender equality also extend to women and girls as agents for peacebuilding in all three axes of the priority plan in Guinea. GPI could take account of such considerations when it considers how far to catalyse new projects and gender focus for PBF. As was found in the field visit to Nepal in October 2013, there is opportunity and need to learn about GPI as it is being implemented across the 8 countries that have currently received funds.

Value added of New Gender and Peacebuilding Post funded by UN Women/PBSO

The consideration and integration of gender in operational terms needs to be systematically put in place. The work of the Gender and Peacebuilding Specialist (UN Women/PBSO) is creating opportunistic entry points over the past year or so but for these to be sustained and followed through more needs to be done. There is an on-going need for operational guidance and technical guidance. The larger agencies with in-house gender expertise should be able to assist in this way (e.g. UNDP has been without a gender adviser for a time but was expecting to recruit a consultant), and local recruitment is an option add to the existing UN Women/PBSO support. Additionally, PBSO in New York could consider specific technical mission/workshop support.

The Gender and Peacebuilding Specialist is currently stretched on a number of files and working across the agencies – her energies and attention might usefully be dedicated to the PBF portfolio in the first instance to ensure flagship projects are supported and bought along.

ANNEX 6

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