DFID **Department for International Development**

Evaluation of DFID Development Assistance: Gender Equality and Women's Empowerment

Phase II Thematic Evaluation: Conflict and Post Conflict Reconstruction

Nicola Johnston

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Foreword

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PERFORMANCE AND KNOWLEDGE SHARING

DFID recognises gender equality and the empowerment of women as essential both for the elimination of world poverty and the upholding of human rights. Since 1985, we have worked to support this area, as laid out in our Strategy Paper[1].

In 2005, the international community will consider progress towards the Millennium Development Goals (MDGs). Many of the hardest-to-reach MDGs are related to gender. Two examples are the goal to reduce deaths in pregnancy and childbirth, which are still unacceptably high, and the goal to increase girls' education, which has been shown to have many positive knock-on effects including on child health and on economic growth.

2005 also marks the 10th anniversary of the Beijing Declaration and Platform for Action. World leaders will be meeting in March to consider progress towards the goals identified in Beijing.

As a contribution to this renewed effort, DFID is currently conducting an evaluation of its policies and practice on gender equality and women's empowerment. The evaluation will provide independent and systematic evidence of the effectiveness of DFID's contribution to international gender equality goals. It will draw lessons from experience to inform our future strategy.

This is one of a series of working papers produced in preparation for the main evaluation. These are rapid reviews and provide indicative evidence on eight thematic areas of DFID's work:

- Voice and Accountability;
- Maternal Mortality;
- Gender Violence;
- The Enabling Environment for Growth;
- Education;
- Conflict and Post Conflict Reconstruction;
- HIV and AIDS; and
- Migration.

Any feedback on this paper should be addressed to Jo Bosworth in Evaluation Department.

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[1] Poverty Elimination and the Empowerment of Women. This is currently being reviewed and updated.

Contents

Definitions of Key Terms

Gender Equality

Women having the same rights and opportunities in life as men, including the ability to participate in the public sphere.

Women's Empowerment

A process of transforming gender relations through groups or individuals developing awareness of women's subordination and building their capacity to challenge it.

Gender Mainstreaming

A strategy to ensure that women's and men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes in any area and at all levels.

Twin Track Approach

DFID's strategy combining focused actions aimed at women's empowerment and gender-aware actions in the mainstream of development work.

Evaporation

When good policy intentions fail to be followed through in practice.

Invisibilization

When monitoring and evaluation procedures fail to document what is occurring 'on the ground'.

Resistance

When mechanisms are used to block gender mainstreaming based on 'political' opposition (itself embedded in unequal gender power relations) rather than on 'technocratic' procedural constraints.

Sources: Adapted from Reeves & Baden (2000); Moser et. al, (2004); DFID (2000); and Darbyshire (2002).

Executive summary

The challenge

S1   Armed conflict impacts and engages women, men, boys and girls in different ways. Men are the main perpetrators and direct victims of armed violence:Women and girls are particularly affected by violent conflict because of their lower status and their sex. Men involved in conflict often rape women with impunity. Women in armed conflict situations suffer torture, kidnap, sexual slavery, rape, sexual abuse and forced pregnancy. Women and children constitute some 80% of the world's millions of refugees and other displaced persons, and women continue to be vulnerable to violence and exploitation while in flight. Women often work to preserve social order in the midst of armed conflicts, and make an important contribution as peace educators in families and communities.

S2   This evaluation examines the extent to which international gender equality and women's empowerment priorities are being integrated into DFID's priorities for conflict and post-conflict reconstruction analysis and programming.

S3   Considerations of gender in conflict and post conflict affect many DFID departments. This study focuses on the work
- in DFID headquarters (principally CHAD and regional programmes working in conflict affected regions)
- through international mechanisms (UN, EU and OECD)
- cross-Whitehall
- in the four country case studies of Afghanistan, the Democratic Republic of Congo, Kosovo and Sierra Leone.

Key findings

S4   DFID is supporting some ground-breaking initiatives in line with international gender equality and women's empowerment commitments. The most visible examples are the gender resources within the UN Department for Peacekeeping Operations (DPKO), and UNIFEM's Women, Peace and Security, which have had positive impacts on national policies. One example is post-conflict Kosovo's National Plan of Action for the Achievement of Gender Equality. Another at the UN level is DFID's support for the drafting of UN Security Council Resolution 1325 from within the UK mission to the UN.

S5   DFID's work integrating gender equality targets in conflict transformation programmes concentrates mostly on the participation and protection of women (rather than taking a wider approach and including the role of men and boys).

S6   DFID's main focus in conflict transformation has been on 'hard' security issues, such as security sector reform and disarmament, demobilisation, rehabilitation and reintegration, alongside political institution building. Much of this work has not included gender equality priorities, even though these are critical in the period of transition as a way of setting a precedent for future development. The need to bring stability quickly to a post-conflict society has at times resulted in a failure to use the opportunities for women's empowerment and positive change that are available in transitional periods. Representation of women

often takes second place to ethnic representation in the interests of peace and stability, as happened in the community policing initiatives in Kosovo.

S7   In DFID there is a lack of systematic co-ordination between CHAD and regional departments working in conflict-affected countries, and an absence of gender conflict analysis in DFID's conflict assessment approaches. DFID's programmes (those supported at the global level and operational in country) could be better co-ordinated, with programmes supported bilaterally and multilaterally. The inclusion of gender in conflict assessments is for the most part dependent on individual DFID staff members or partners involved in country or at headquarters.

S8   The key challenge in the four countries reviewed is the lack of implementation of sound gender policies, owing to the absence of gender-sensitive knowledge and resources in government to engage local constituencies. There is untapped potential in the effective but under-resourced work being done by local women's groups and networks. DFID's emphasis on funding large upstream programmes is jeopardising support for these smaller and critical local peace-building initiatives.

Key recommendations

S9   DFID (CHAD and the regional divisions) should work to improve co-ordination between initiatives supported at UN HQ level and UN agency practice in country to enhance impact of these initiatives. This should be monitored at the country level by the DFID in-country office and fed back to the international policy practice support.

S10 DFID/CHAD should establish a properly resourced 'better practice team', to assure that gender is systematically mainstreamed in conflict contexts. This team would monitor policy influence and practice, and encourage better gender equality practice within CHAD and the regional departments working in conflict-affected regions. The team should be positioned at a high level within the DFID management structure to ensure commitment.

S11 DFID/CHAD should build up a central pool for sharing gender practice, resourcing gender expertise and gathering gender efficiency anecdotes to improve the integration of gender in conflict and post-conflict work. The systematic application of better gender practice along with the lessons learned at DFID headquarters and at country level could improve current conflict transformation practice and impact. The PRSP gender indicators being developed in Sierra Leone and DRC would be a good resource.

S12 DFID governance advisors and conflict advisors should work more closely with social development advisors to integrate some of the gender equality entry points and processes into their work. For example, the gender dynamics of violence should also be addressed by working with men and boys.

S13 The impact of DFID's conflict transformation work would be greatly improved if critical linkages were made between the macro 'hard' security processes such as security sector reform, and the local-level work of women's peace-building networks in disarmament and community peace building. A funding mechanism should be established to ensure that this critical work is properly supported and engaged with.

1 Introduction

'*Peace is inextricably linked with equality between women and men and development.*'
(Beijing Platform for Action)[1]

1.1 Background

1.1 Conflict and post-conflict reconstruction[2] is a relatively recent priority for the UK Department for International Development (DFID). However, many of the root causes of conflict, such as poverty and poor access to justice, have been and remain DFID priorities. A cross-cutting priority is gender equality, considered a precondition for the achievement of the International Development Targets.[3] However, there is concern within DFID that the consistency with which gender equality objectives are integrated and implemented has weakened since 1998.[4]

1.2 This report reviews the extent to which international gender equality and women's empowerment[5] are being integrated into DFID priorities for conflict and post-conflict reconstruction programming. It focuses on DFID's UN and EU influencing work; cross-Whitehall[6] collaborative work in the context of the Global and African Conflict Prevention Pools; the new Post-conflict Reconstruction Unit; and DFID's in-country work in Afghanistan, the Democratic Republic of Congo, Kosovo and Sierra Leone.

1.2 Parameters

1.3 The evaluation builds on a desk study by Alison Tierney[7] on the mainstreaming of gender into post-conflict reconstruction and peace processes. The Tierney report focuses on international mechanisms for supporting the integration of gender into post-conflict reconstruction, and documents how DFID engages with these globally. Using the report as a starting point, this study provides an initial review of the operational mechanisms for DFID's conflict and post-conflict (conflict transformation)[8] work, and gender equality work. It examines the extent to which DFID support for DPKO and UNIFEM at the global level, discussed in the Tierney report, furthers gender equality at country level.

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[1] Section on Women and Armed Conflict paragraph 131, source:
http://www.un.org/womenwatch/daw/beijing/platform/armed.htm
[2] This includes conflict prevention, peace building and post-conflict reconstruction.
[3] DFID TORS for gender equality evaluation, December 2004.
[4] Macdonald, M (March 2003) *Gender Equality and Mainstreaming in policy and practice of the UK Department for International Development – A briefing from the UK Gender and Development Network,* p 2.
[5] These are based on four key international policy-to-practice instruments for Gender Equality Strategic Focus
    1   the Beijing Platform for Action
    2   the Convention on the Elimination of Discrimination Against Women
    3   the Millennium Declaration
    4   UN Security Council Resolution 1325 on Women, Peace and Security, discussed in section 2.
[6] This is DFID's collaborative initiatives with the UK Foreign and Commonwealth Office and the Ministry of Defence.
[7] Tierney A (June 2004) *A Preliminary Study on The Integration of Gender in Post-Conflict Reconstruction* written for DFID.
[8] This includes conflict prevention, peace building and post-conflict reconstruction.

1.4   DFID's Conflict and Humanitarian Affairs Department (CHAD) is currently involved in a process of strategic planning to address emerging priorities, including mechanisms for funding allocation, to increase accessibility to civil society and NGOs. The cross-Whitehall Post-conflict Reconstruction Unit (PCRU) that DFID is part of was initiated in September 2004 and is still developing its operational strategy, for which it is currently involved in a wide public consultation process. The UK government, led by the Foreign and Commonwealth Office (FCO), is also developing a national action plan for the implementation of UN Resolution 1325. The timing of this evaluation is therefore very helpful.

2 International gender equality instruments and mechanisms in relation to conflict transformation

2.1 The Beijing Platform for Action

2.1 The section in Beijing Platform for Action[9] (BPfA) that is most relevant to this study is 'Women in Armed Conflict'. Its strategic objectives are:
- to increase the participation of women in conflict resolution at the decision-making level and protect women living in situations of armed and other conflicts or under foreign occupation
- to reduce excessive military expenditure and control the availability of armaments
- to promote non-violent forms of conflict resolution and the reduction of human rights abuse in conflict situations
- to promote women's contribution to a culture of peace
- to provide protection, assistance and training to refugee women, to other displaced women in need of international protection and to internally displaced women
- to provide assistance to the women of the colonies and non-self-governing territories.[10]

2.2 In the context of conflict transformation, the other sections of the BPfA which focus on poverty, health, education, violence, economy, decision making and the girl child are also important,[11] and it is vital that the BPfA is considered and implemented in its entirety.

2.2 The Convention on the Elimination of all Forms of Discrimination Against Women

2.3 The Convention on the Elimination of All Forms of Discrimination Against Women[12] (CEDAW) defines discrimination against women and provides a national action agenda to address and end such discrimination. Countries that have signed up to CEDAW are required to report on their implementation progress annually. The CEDAW Committee has provided detailed guidance on such key issues as ending violence against women and improving health care and political participation. CEDAW serves as a source for measuring women's empowerment. An initial benchmark is whether or not a state has signed up to CEDAW.[13]

2.4 In conflict transformation and post-conflict recovery, potential exists to support adherence to conventions such as CEDAW. The strategic considerations for gender equality and women's empowerment are:
- access to protection for women and girls in conflict-affected regions
- development of mechanisms to remove impunity for gender-based crimes
- increase in women's access to justice.[14]

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[9] Unanimously adopted at the Forth World Conference on Women in 1995.

[10] Based on UN Division for the Advancement of Women, *Women and Armed Conflict Diagnosis - Strategic Objectives* at http://www.un.org/womenwatch/daw/beijing/platform/armed.htm

[11] These other sections are focused on in other parallel thematic studies.

[12] Adopted in 1979 by the UN General Assembly.

[13] As of 20 October 2004, 179 countries are party to the Convention and an additional one has signed the treaty, binding itself to do nothing in contravention of its terms.

[14] Based on analysis of CEDAW at http://www.unhchr.ch/htm/menu3/b/e/1cedaw.htm

2.3 The Millennium Declaration

2.5 The Millennium Declaration[15] with its associated Millennium Development Goals (MDGs) are the core framework on which DFID currently bases its programming. Although the eight MDG target areas[16] do not refer directly to conflict transformation gender equality and women's empowerment do form a specific target, and all targets relate to the root causes of violent conflict, access to resources and survival strategies.

2.6 Section two of the Millennium Declaration focuses on peace, security and disarmament, the most relevant areas being the rule of law; conflict prevention; peace building; and reconstruction. These relate to gender equality and women's empowerment through
• the establishment of a gender-sensitive rule of law
• gender sensitivity in disarmament initiatives
• the support of gender-sensitive governance structures
• gender-aware conflict prevention and peace building.[17]

2.7 The United Nations Development Fund for Women (UNIFEM) says[18] that CEDAW, Beijing and the MDGs can be approached as mutually supporting processes, illustrating this by listing CEDAW and Beijing recommendations alongside the relevant MDG targets.

2.8 Women's human rights advocates have noted that gender equality is a cross-cutting concern for the achievement of all the MDGs, but is not well reflected in global targets and indicators even though analysis of its operation at country level has been generated through CEDAW and BPfA.

2.4 UN Security Council Resolution 1325 on women, peace and security

2.9 Resolution 1325[19] is the international instrument that relates most directly to conflict transformation and gender equality. It particularly focuses on gender issues in international peacekeeping initiatives, peacekeeping being the main vehicle for UN response to violent conflict. In the context of DDR the resolution emphasises the needs of women and girls who are combatants or are associated with combatants. The protection of refugee women and girls is also a focus. Strategic considerations for gender equality and women's empowerment are:
• the participation of women at all levels and all phases of peace processes
• support for local women's peace-building initiatives
• gender mainstreaming in peacekeeping operations
• gender-aware protection support
• removal of impunity for crimes against women
• address of the specific needs of women and girls in DDR processes.[20]

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[15] Adopted by the UN General Assembly in September 2000.
[16] Poverty and hunger; Primary education; Gender equality and women's empowerment; Child mortality; Maternal health; HIV/AIDS; Environmental stability; Global partnership for development.
[17] Based on section two of the Millennium Declaration, *Peace, Security and Disarmament,* source http://www.un.org/millennium/summit.htm
[18] UNIFEM, Pathway to Equality: CEDAW, Beijing and the MDGs, at: http://www.unifem.org/filesconfirmed/216/385_PathwayToGenderEquality_screen.pdf, January 2005
[19] Unanimously adopted by the UN Security Council in October 2000.
[20] Based on International Alert analysis of implementation priorities for the implementation of UNSC Resolution 1325 at http://www.womenbuildingpeace.org

2.10 The UN Secretary General (SG) is required by the Security Council to provide an annual progress report on the implementation of 1325, and this provides a way of identifying priority areas. In October 2004 under the UK presidency of the Security Council there was a particular focus on gender-based violence. In the resulting Presidential Statement made by the UK a further request was made for the SG to develop a UN system-wide action plan for the implementation of 1325 by October 2005. The UK also committed to developing a UK action plan for the implementation of 1325[21] within the same time frame and encouraged other states to do the same. The development of these action plans will form an important baseline for measuring implementation.

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[21] This study has been highlighted as an important resource to feed into the development of this action plan.

3 DFID knowledge and policy on conflict and post-conflict reconstruction linked to DFID policy on gender equality

3.1 DFID definitions and measures for gender equality and women's empowerment

3.1 Gender equality is integral to DFID's rights-based approach. DFID promotes gender mainstreaming, which implies that staff have an obligation to consider gender in programming and is consistent with the strategy agreed at the BPfA meeting in 1995. DFID also promotes what it calls a 'twin track' approach, targeting women-specific initiatives as well as gender mainstreaming in all initiatives.

3.2 DFID's Target Strategy Paper (TSP) *Poverty Elimination and the Empowerment of Women* (2000)[22] is the closest thing DFID has to a policy statement on gender.[23] The TSP was developed to ensure that women's empowerment and gender equality are actively pursued in the mainstream of all development activities. Conflict and post-conflict are not specifically focused on though the TSP's approaches, definitions and objectives could be applied to conflict transformation activities as readily as to development activities, as social inequality and poverty are amongst the root causes of conflict. However, gender equality indicators for impact at country and international policy level still need to be developed.

3.3 There are resources and guidelines for integrating gender into programming, but no facility for the systematic monitoring and sharing of best practice. An internal paper has recently been circulated to the high-level Development Committee within DFID raising the question of how to maintain a focus on gender together with other MDG priorities. This is heightened by the fact that DFID no longer implements small projects to which women in conflict-affected regions would have access. Instead DFID is taking a more upstream approach and funding large programmes by UN agencies or international NGOs: this is discussed in more detail in sections four and five.

3.2 DFID's approach to conflict and post conflict

3.4 DFID's focus on conflict is relatively recent. CHAD was developed out of the Emergency Aid Department (EMAD) in April 1998 as the focal point for both humanitarian and conflict transformation work, and was based on the 1997 White Paper *Eliminating World Poverty: a Challenge for the 21st Century.* This paper brought violent conflict into the policy framework on development co-operation and was followed by a second White Paper, *Eliminating World Poverty: Making Globalisation Work for the Poor* (2000), which emphasised the need to deal with conflict in order to progress development. UK policy analysis identifies six principles for policy development and activities:
1   correlation between poverty and conflict
2   importance of personal safety
3   democratic systems as a necessary condition for conflict prevention;
4   an integrated and multi-level approach including international co-ordination are required for conflict prevention
5   importance of partnerships with a wide range of actors and institutions
6   front-loading post-conflict aid to reduce chances of conflict reoccurring.[24]

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[22] www.dfid.gov.uk.
[23] More details on the TSP and other gender practice resources are provided in appendix 1.
[24] Smith D (April 2004) *Towards a Strategic Framework for Peacebuilding: Getting Their Act Together – Overview Report of the Joint Utstein Study of Peacebuilding* written for Norwegian Ministry of Foreign Affairs.

3.5   DFID's policy on humanitarian response is to look at the conditions that have brought about conflict, and assess what can be done to reduce violence and build lasting peace. The purpose of conflict reduction policy is: '*to build the political and social means to enable the equitable representation of different interest groups, promotion of all human rights, and resolution of disputes and grievances without recourse to violence.*' [25]

3.6   For CHAD good governance, human rights, accessible justice and the reversal of gender inequalities are essential, and its main gender equality policy framework is Resolution 1325. The fact that conflict and humanitarian work do not have a directly associated MDG means that there is more focus on other international policy frameworks, which are conflict oriented. In conflict transformation CEDAW is seen as important for implementing gender equality initiatives addressing violence and discrimination against women. In gender advocacy work, CHAD might quote directly from the BPfA. The ideas embodied in these four international policy frameworks are a fundamental part of CHAD's gender focused work.[26]

3.7   CHAD supports global policy and pilot projects and does not have any direct country level programmes. Within CHAD there are advisors on economics, social development, governance and conflict. The Senior Social Development Advisor (SDA) has been in post for eight months and has mainly supported CHAD/GCPP work on refugees and internally displaced persons (IDPs); UN strategy; and small arms and light weapons (SALW). Consideration of gender is currently not based on any strategy, simply on the experience mainly of the SDA. However, with the development of the new CHAD strategy paper it is expected that considerations of gender across the rest of the Department will progress.

3.8   Within CHAD gender is regarded as differentiating between women and men's priorities. Participatory Poverty Assessment (PPA) is a resource for integrating gender inclusive information and priorities. These assessments have illustrated clearly that women and men have very different priorities in countries affected by conflict.

DFID conflict assessment
3.9   Through conflict assessment DFID aims to contribute to prevention and reduction as much as to identifying key entry points for post-conflict reconstruction and community recovery. DFID conflict assessment guidance notes developed in 2002[27] outline three key stages of conflict assessment:
1   conflict analysis
2   analysis of responses
3   strategies and options.
The first stage looks at structures, actors and dynamics (see appendix 2), and gender analysis is absent from this. The focus emphasises macro areas of investigation of institutions. When considering social institutions, the idea of social exclusion offers potential to consider gender power dynamics, which may be conflict generating or may have potential for peace building. However, the criteria for identifying actors[28] do not directly refer to the critical role of women in peace building and conflict prevention. The need to address negative male identity associated with gun possession and violence is also neglected.

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[25] DFID website under CHAD 'responding to conflict'.
[26] This is discussed in sections 4 and 5, which review DFID influence in practice.
[27] DFID (January 2002) *Conducting Conflict Assessments: Guidance Notes.*
[28] DFID, January 2002, P.13.

3.10 Participatory community assessment is identified as a tool where an inclusive gender approach may be applied. Nevertheless, experience has shown that if there is no explicit mention of gender considerations, or of the importance of consulting women and girls about security and peace, then this is missed out or done only in an ad hoc fashion. It is a concern that the examples given are based on conflict actors with little consideration of peace-building actors. Security and access to justice are the main drivers of DFID's conflict analysis, and important gender equality considerations have not been spelt out in the guidelines, including:

- in security sector reform, the importance of altering the gender balance[29] of security and police forces[30]
- in addressing arms proliferation and the reintegration of combatants, the need to focus on the role women often play in disarmament initiatives, and to consider the broader realm of combatant associates[31]
- within the rule of law and human rights, the need to be explicit about gender-inclusive access to justice and the ensuring non-impunity.[32]

3.11 These are all gender priorities highlighted in 1325 and related UN implementation strategies. In the conflict assessment guidelines, consideration of gender conflict dynamics or gender-specific peace-building roles is marginal. The first and only mention of women in the Conflict Assessment Guidance notes is made under social considerations for developing strategies and options for intervention: 'Supporting role of women in conflict prevention, resolution and peace building: supporting women's organisations; promoting participation of women in peace processes; ensuring gender issues are integrated into peace agreements'.[33]

3.12 Since gender implications have not been considered systematically throughout the guidelines under economic, political and security analysis and mapping, this statement is ineffective. In annex 2 of the guidelines an example from Kyrgyzstan is given of large numbers of young unemployed men and the association with an increase in violent behaviour; out-migration by men and the increased economic responsibilities of women.[34] Again, this is only considered under the social analysis section and in an annex.

Recommendations
3.13 The recommendations are:
- that in order to improve potential for sustainable peace building, gender equality and women's empowerment, CHAD and DFID programmes in conflict-affected regions need to consider gender beyond social analysis and across the spectrum of conflict assessment. CHAD should develop a revised version of the 2002 *Conflict Assessment Guidance Notes* to reflect this.
- that DFID conflict assessment could make better use of UN and INGO resources on the integrating of gender into hard security issues and conflict prevention[35]
- that the use of peace-building terminology may encourage engagement with critical peace-building actors such as local women's groups, in parallel to the conflict protagonist groups

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[29] Balancing the number of men and women.
[30] See International Alert, October 2001 pp9–10
[31] See International Alert, February 2005.
[32] See International Alert, February 2004.
[33] DFID 2002, Conducting Conflict Assessments: Guidance Notes, P.29
[34] DFID 2002, P.39
[35] See references: UNDP 2003; UN DDA and OSAGI 2001 Gender Notes; International Alert and Swiss Peace Foundation, June 2002; International Alert February 2005.

- that the concept of 'human security'[36] promoted by the Canadians could be applied to promote the need for a joint conflict sensitivity and longer-term development focus.

3.2.1 DFID involvement at the UN

3.14 In 2000 DFID started seconding an SDA to the UK mission to the UN in New York. Though this was initially an ad hoc decision, the post has been extremely influential in furthering the UK focus on gender at UN headquarters level. Contacts were maintained with all the UN gender focal points within UN Development Programme (UNDP), the Division for the Advancement of Women (DAW); UNIFEM; and the Office of the Special Advisor on Gender Issues (OSAGI), as well as international NGOs, in particular the UN-focused NGO Working Group on Women Peace and Security.[37] One of the outcomes of this has been the development of a business plan with UNIFEM and multi-year funding for its Women, Peace and Security global programme. The influence and impact of this position and UNIFEM's work is further discussed in sections five and four.

3.2.2 DFID Involvement in cross-Whitehall conflict transformation

3.15 In April 2001 the UK government established two cross-Whitehall Conflict Prevention Pools (CPPs), one focusing on Africa and the other on regions outside Africa and cross-cutting conflict issues.[38] Within the CPPs DFID works together with the Ministry of Defence (MOD) and the Foreign and Commonwealth Office (FCO). The CPPs focus on conflict prevention and can allocate budgets for peacekeeping and peace enforcement. The Pools aim to bring together the joint security expertise of the MOD, the diplomatic and political expertise of the FCO, and the humanitarian and socioeconomic development expertise of DFID.[39] Within the CPPs there is a focal point for 1325, which has been led by the FCO in the Global Conflict Prevention Pool (GCPP), and this is co-ordinating efforts towards the UK action plan for 1325.

3.16 In September 2004 the PCRU was initiated as another cross-Whitehall unit. Within the PCRU DFID covers the areas of Security and Development. The PCRU is based in DFID offices and is administratively funded by DFID until 2008. The Unit is developing its operational strategy and is involved in a wide public consultation process. The intended areas of coverage are governance; economics; justice and security; and infrastructure.

3.17 Currently, there is no specific gender brief for the PCRU but it is recognised that gender should be part of its objectives, approaches and training. One problem is the lack of gender-aware leadership. The unit is expected to support peacekeeping where the UK government is involved; it is MOD-driven, and currently lacks awareness of gender equality instruments such as 1325.

3.18 DFID's input and influence in the CPPs and the PCRU is assessed in section five.

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[36] Human Security is defined as 'an approach that recognizes that lasting stability cannot be achieved until people are protected from violent threats to their rights, safety or lives' (source: the Canadian Department of Foreign Affairs and International Trade)

[37] This group has observer status on the UN inter-agency task force on Women, Peace and Security and has been very active in supporting the initial thinking for 1325 and monitoring and support for implementation of 1325 after it was adopted.

[38] For further information see: Austin et al (March 2004) *Evaluation of the Conflict Prevention Pools, Synthesis Report,* DFID Evaluation Report EV 647.

[39] Another incentive for joint collaboration is that funding is pooled from the three institutions and supplemented by central government.

3.3   Measuring gender equality and women's empowerment in conflict transformation

3.19 Funding allocation is monitored according to commitment markers and the extent to which they featured in the specific grant. They include Lower Maternal Mortality; Universal Primary Education; Literacy Information and Life Skills; Post Primary Education; Environmental Management and Planning; HIV/AIDS; Reproductive Health Services; and Removal of Gender Discrimination.

3.20 All the commitments are relevant in the recovery period. However, it would also be important to add 'equitable access to justice' and 'inclusive governance', which are vital to the development of sustainable peace and longer-term development.

3.21 In terms of existing markers, there are Policy Information Markers (PIMs) such as the 'removal of gender discrimination' marker; this is scored as:
* 'principal' – where the purpose of the initiative is on the removal of gender discrimination
* 'significant' – where the removal of gender discrimination is an integral part of the purpose of the initiative
* 'non-targeted' – where the removal of gender discrimination does not feature.[40]

3.22 This is an internal marking system for DFID initiatives and does not cover partner-funded initiatives at the policy level, either through national government partnerships or those with multilateral agencies.

3.23 Analysing the statistics for expenditure on conflict transformation 1995–2004, expenditure on 'removal of gender discrimination'[41] has been increasing with the increasing expenditure on conflict transformation[42] (see appendix 3). Looking at actual expenditure, of £2,685,781,900 spent on conflict transformation from 1995 to January 2005, £160,295,254 was spent on gender-related initiatives, approximately 6%.

3.24 Programme funding is decentralised to regional heads of programmes: previously, the Projects Committee used to screen projects for funding, and systematic gender considerations would be required for funding approval.

3.25 There are no systematic gender indicators used in country reporting or evaluations. Many country programmes track the girl's education indicator. DFID Output to Purpose Reviews (OPRs) are also a useful source for picking up gender equality impact and influence information. It is standard for DFID's Evaluation Department (ED) evaluations to include gender in all terms of reference. However in the recent conflict pools evaluation, despite the fact that gender was included in the terms of reference for the consultants only three lines of a 130-page synthesis report[43] mention it. This is despite the fact that substantial DFID resources are being spent on gender equality priorities, which may be conducted in an ad hoc manner.

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[40] There is an official checklist for categorising according to this marker, some of the criteria are mentioned in the DFID gender manual – Derbyshire H (April 2002), P.30, *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners* for DFID.
[41] Previously 'promote gender equality and empower women'.
[42] This was identified through the expenditure marker emergency and humanitarian needs'.
[43] DFID (March 2004) *Evaluation of the Conflict Prevention Pools, Synthesis Report,* reference: EV 647

Recommendations

3.26 The recommendations are

- that DFID's Development Committee should reinstate the Projects Committee to ensure that conflict transformation projects over £1m have gender markers
- that DFID's Evaluation Department should ensure that OPRs are used for monitoring the implementation of gender objectives in conflict-related evaluations and for sharing best practice
- that CHAD should establish a properly resourced 'Better Practice Team' to ensure the mainstreaming of gender in conflict contexts. It would monitor policy influence and practice, sharing better practice within CHAD and the regional departments working in conflict-affected regions. The Team should be at a high level in DFID's management structure to ensure commitment.
- that the DFID management board should drive corporate commitment to gender equality priorities, highlighting its relevance for effective implementation of the MDGs and international gender equality commitments, particularly in conflict transformation engagement.

3.4   Balancing gender equality and conflict transformation priorities

3.27 In post conflict, if gender is not integrated into early analysis and intervention planning, potential for establishing a gender-inclusive social justice framework in the formative transition phase will be lost, or will be more difficult to integrate later. Lessons learned from the UN show that: "from a development standpoint it is a lost opportunity not to build on the changed roles that women have adopted through war, as the recovery phase can be a period of positive transformation for gender relations and an opportunity to strengthen the foundations for long-term development by building the capacities of all sectors of society".[44]

3.28 However, the focus in country on the 'hard' security issues (DDRR; Small Arms and Light Weapon (SALW) control; the addressing of trans-national crime and counter-terrorism priorities) leaves little space for the consideration of development. Gender then becomes a second mainstreaming layer below this. Integration of gender occurs only in the associated 'Access to Justice' when considering marginalisation and inclusion. However, even here, owing to the need to assure ethnic representation across the conflict divides, gender representation receives less attention.[45]

3.29 Institution building is regarded as paramount to conflict transformation by the international community; therefore it is important to reject the idea of 'gender later', and vital that it is integrated at the earliest possible stage.

3.30 Another challenge is the approach DFID takes to encouraging 'local ownership'. There is a tension here between what might be termed 'donorship', with associated potential for creating some positive conditionality for funding, and local 'ownership' to encourage sustainability and locally driven agendas. In the context of integrating gender, the balance may be a focus on positive conditionality, which stipulates the need to take a systematically inclusive approach to information sourcing, planning and implementation.

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[44] UNDP (2003), Evaluation Office Paper No.11 *From Recovery to Transition: Women, the Untapped Resource*, in Essentials Series, UNDP Practice Area: Democratic Governance Synthesis of Lessons Learned.
[45] See case study on Kosovo in section 4 for specific examples.

3.31 Promotion of gender equality is not systematic and is often left to the SDAs. In the conflict context there is one Senior SDA in CHAD and an SDA in conflict-affected national and regional programmes; there is also a Senior Gender and Rights Advisor, based at DFID headquarters. Gender training used to be obligatory for all SDAs, but this was stopped in 1996.

3.32 Within DFID, there is little formal consultation[46] and co-ordination between Conflict, Governance and Social Development Advisors. This is an important area for improving DFID's mainstreaming address of gender equality and improving impact on poverty and longer-term development in conflict affected countries.[47]

Recommendations
3.33 The recommendations are
- that there is potential for regional programmes working in conflict- affected regions to consider positive conditionality as a donor to encourage gender-inclusive approaches in planning and implementation
- that to improve gender mainstreaming there is a need for greater internal co-ordination between Conflict, Governance and Social Development Advisors on one level and CHAD and Regional Programmes on another. Gender needs to become the obligation of all.
- that CHAD in consultation with DFID programmes in conflict-affected regions should develop a policy paper on gender and conflict transformation to highlight the importance of integrating gender early on in programming, and to provide clear examples for how this can be done. The UNDP paper on women as an untapped resource[48] would be a good base for this, as would the OECD–DAC guidelines.[49]

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[46] There has been one joint retreat.
[47] It was noted that in a recent review of DFID's conflict related work in Kosovo, the reviewers only spoke to the Governance and Conflict Advisors.
[48] UNDP, Evaluation Office Paper No.11 *From Recovery to Transition: Women, the Untapped Resource,* in Essentials Series, UNDP Practice Area: Democratic Governance Synthesis of Lessons Learned, 2003.
[49] http://www.oecd.org/dataoecd/56/46/28313843.pdf

4 Case studies – influence and impact at country level

4.1 DFID priorities in Afghanistan and consideration of gender equality and women's empowerment

4.1 Since the Afghanistan Bonn Agreement (2001) there has been significant progress, including the development of an Afghan constitution, the construction of roads and a 'back to school' campaign. Afghanistan originally signed up to CEDAW in 1980 and ratified it in 2003. Unfortunately, the legal system is still developing, and has little capacity to implement CEDAW. Women in many areas still suffer restricted freedom of movement and few opportunities for empowerment. Violence against women, including sexual violence, remains widespread.[50]

4.2 One of the major persistent challenges to conflict transformation and women's empowerment is the security situation in the rural and urban regions beyond Kabul, especially in the south and east. This is exacerbated by strict patriarchal practices that severely restrain women's participation in public life. As one British diplomat in Afghanistan expressed it: 'any initiative has to cope with the fact that Afghanistan is a male-dominated society. Every aspect of life here revolves around men. The cultural difficulties facing women and their empowerment are huge in Kabul, and almost insurmountable outside'.

4.3 DFID's work in Afghanistan through GCPP has three strands:
1 support to the security sector, including support to the National Army, the National Security Council and the Counter-Narcotics Directorate, and police training
2 dialogue and community information, including support for a journalist training programme
3 good governance/rule of law, including support to the human rights and judicial reform commission.

4.4 DFID takes a gender-mainstreaming approach to these areas of intervention. The main thrust has been institution building and development. No specific money is set aside for gender, but there is considerable focus on women's achievements in government positions. The formation of the Ministry of Women's Affairs (MWA) in the Afghan Transitional Administration (ATA) was something DFID lobbied strongly for, as well as supporting the development of a cross-cutting Advisory Group on Gender. However, this group is mainly composed of international personnel and is not considered particularly effective since it has a high turnover of members and no clear terms of reference as yet. The ATA has produced a two-year work plan which includes targets for increased recruitment of women and a guarantee of equal opportunities in the civil service, alongside a commitment to mainstreaming gender into national budgets.

4.5 A Gender Strategy was developed by the FCO for GCPP engagement in March 2004 to extend the work on gender already covered by the Afghanistan Human Rights Strategy, in order to address the extreme inequality that existed. The focus of this is on women's rights. It emphasises the need for GCPP to consider adding gender justice to the current priorities, either as a sub-programme of human rights or separately, and it also outlines a possible action plan.

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[50] This is discussed in depth in the parallel thematic study focusing on gender-based violence.

4.1.1 Gender equality and women's empowerment in programmes funded by DFID

4.6   Most funding is still allocated to the Security Sector Reform Process (£88m over three years), compared to approximately £2m for the same period on Access to Justice programmes. DFID has supported the ATA's livelihoods strategy, which has a component providing women with skills and opportunities to work. This included support for a micro finance programme where two thirds of the loans were given to women. DFID's support to UNHCR for refugee protection and assisted return and reintegration programmes also targets women and children, since they are the majority in refugee settlements. The £1m that DFID provided for the World Food Programme was used to establish women-only bakeries and farming co-operatives, specifically for women-headed households.

4.7   In 2003/4 DFID supplied £90,000 for the UK-based NGO Womankind Worldwide to support capacity building for three key Afghan Women's Rights NGOs. The programme includes rights awareness training for women and education on political participation, the Constitution and the elections. DFID also supports the National Solidarity Programme, which includes setting up women's councils that help to involve women in political decision making.

4.8   'Small Grant Scheme' bids to the British Embassy using funds from DFID were also used for retraining widows, for refurbishment of a girls school, and for literacy training programmes for women.

4.9   Two programmes partly funded by DFID are focused on below to study the influence and impact of international gender equality and women's empowerment policies through DFID support. The first is UNIFEM's Women, Peace and Security work, funded through CHAD at the global level on a multi-year funding framework. The second is the Swiss Peace Foundation voter education programme (£500,000).

UNIFEM

4.10 UNIFEM started its Afghanistan programme early in 2002 with a series of out-of-country consultations with Afghan women to obtain their views on a possible development agenda. The focus of UNIFEM's work in Afghanistan has been on building women's leadership and support to the MWA. The main advocacy has been at national level, developing the gender mainstreaming capacity of the transitional government. The three priority areas for UNIFEM's work include
• promoting gender equality in governance
• promoting women's leadership at all levels
• promoting women's economic rights.

4.11 Since UNIFEM's focus is on gender equality and women's empowerment, its work aims to establish in practice international policies such as the BPfA, CEDAW, the MDGs and 1325. It has worked for the appointment of someone in the Afghan Ministry of Foreign Affairs to work with the MWA on developing an implementation plan for the BPfA. UNIFEM has trained the MWA on how to integrate the BPfA into its work. As a result, a baseline analysis is being conducted on how the government is implementing the BPfA. UNIFEM has also facilitated and supported a delegation from MWA to attend the BPfA regional meeting for Asia Pacific.

4.12 MWA recognises that UNIFEM is playing an important role in training women from the Ministry in administration, computer skills, proposal writing, reporting, planning, analysis, monitoring and evaluation. DFID's support through UNIFEM has enabled MWA to expand into 32 provinces in Afghanistan.

4.13 A Gender and Law Working Group was set up by UNIFEM and has been focusing on establishing awareness, capacity and responsibility amongst the ATA for the implementation of CEDAW reporting and monitoring in Afghanistan. This group was also instrumental in inputting gender justice related language and criteria into the new Afghan Constitution.

4.14 Another key output of UNIFEM's work includes the incorporation of gender as a priority for the Central Statistical Office, through the adoption of inter-ministerial steering group to monitor this.

4.15 At the provincial and community levels, UNIFEM has been supporting the establishment of women's centres to support women's leadership. In mid 2004, four centres had been established, and three IDP sub-centres. The centres have an independent management structure and NGOs provide services to support outreach and participation of women in training programmes, facilitating access to services, such as education, health, literacy and income generation programmes.

Swiss Peace Foundation Programme on Voter Education
4.16 This is one of the few DFID-funded programmes which is focusing on the role of men in supporting the empowerment of women. In the words of the partner leading the programme: 'it is our opinion that in a country such as Afghanistan, changing the minds of men about women's rights is just as important as empowering women to stand up for their rights. In traditional Pashtun areas of the southeast, making men receptive to providing rights to women may be ultimately more important.'

4.17 The Swiss Peace Foundation (SPF) is working in the traditional Pashtun areas in the southeast of Afghanistan. The programme aims to increase women's participation in the public sphere and improve decision-making mechanisms.

4.18 SPF has developed a Tribal Liaison Office (TLO), which works on
•   lobbying traditional structures for women's participation in the public sphere
•   promoting women's capacity building and empowerment
•   including women wherever possible in TLO activities
•   encouraging all-male shuras[51] to consider women's needs
•   engaging with newly established all-women shuras.

4.19 The impact of the programme has been measured by assessing the number of women educated, the number of women registered for elections and the number of women that voted. Qualitatively, SPF gauges men's perceptions of women's rights and their receptiveness to the furthering ofwomen's rights and political participation.

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[51] A *shura* is a muslim religious school.

4.20 Some of the outcomes include: 40% participation of women in the south east for presidential elections, compared to 20% in the south; in Khost 40% of the civic education providers were women and 40% of the voters registered were women; and an increase in prioritisation of the needs of girls schools and women's clinics by the all-male shuras.

4.21 One of the major barriers to women's empowerment noted by SPF is the fact that men often associate it with prostitution. That is, women working outside the home and meeting strange men. Another barrier is the lack of women's access to education, often because insecurity and poor infrastructure limit their mobility.

Recommendations
4.22 The recommendations are
• that women's access to justice should be a DFID priority for supporting women's empowerment in Afghanistan
• that DFID could focus far more on trying to impact on the prevailing patriarchal attitudes of men, particularly those in influential positions (such as elders and mullahs) about women's rights as a channel for advancing gender equality and women's empowerment.

4.2 DFID priorities in the DRC and consideration of gender equality and women's empowerment

4.23 The recent wars and over 40 years of misrule have devastated the Democratic Republic of the Congo (DRC) and impoverished its people. Despite its abundant natural resources poverty is chronic and widespread, human development indicators are amongst the worst in the world, and infrastructure is virtually nonexistent. From August 1998 to August 2002 it is reported that approximately 3.3m people died from the ongoing conflict.[52] The establishment of the Transitional National Government (TNG) in July 2003 offers a new opportunity for DRC to establish an accountable and inclusive government that represents the interests of all citizens.

4.24 The DRC signed up to CEDAW in 1986, but mechanisms for reporting have been limited with the lack of accountability of the past regimes and the conflict. The draft constitution stipulates 30% representation of women in government institutions. This is an important benchmark; nevertheless, the challenge is still to get this implemented.
DFID's current priorities in the DRC are
• the establishment of basic security and rule of law
• the establishment of a functioning state
• the reconstruction of the country
• the management of natural resources and enhanced revenue generation
• continued humanitarian support.

4.25 DFID has increased bilateral funding from £16m in 2003 to £34m in 2004 and this is expected to increase significantly over the next few years. The Country Engagement Plan (CEP) recognises the extreme poverty characterised by high levels of social exclusion, gender inequality and the related feminisation of poverty. Promoting gender equality is one of the stated principles of UK engagement in the DRC. Gender equality is also raised as an outcome for the rule of law. DFID recently established an office in Kinshasa and is currently laying foundations for a strategic gendered approach including tangible gender equality targets.

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[52] DFID Country Engagement Plan for DRC.

4.26 DFID has placed a consultant in the PRSP Unit with the Ministry of Planning to ensure gender-inclusive participation in policy dialogue, and poverty diagnostics that are both gender-sensitive and based on a national Participatory Poverty Assessment. The intention is to develop complementary qualitative and quantitative disaggregated indicators that will be built on for monitoring PRSP implementation.

4.27 DFID support to the DDRR process has included specific consideration of children and women associated with armed groups in the reintegration phase. This has been through support to UNICEF programmes focusing on DDRR for child soldiers, and a specific programme providing emergency humanitarian assistance to children and women affected by the continued hostilities in eastern DRC. In the earlier disarmament and demobilisation phases, the role of women and girls in combatant groups as intelligence sources, cooks, and forced wives was not integrated into the programming of the organisation (Conader) implementing the DDRR. This delay has increased the vulnerability of combatant associates, both from combatants and from their communities of origin.

4.28 DFID has provided support for Radio Okapi[53] to act as a watchdog and a channel for civic education outreach. Women journalists have been specifically included together with the sensitisation of male journalists to help them pick up the voices of women. DFID has also supported the international NGO Search for Common Ground to provide local language radio programmes that specifically focus on women's rights.

4.2.1 Gender equality and women's empowerment in programmes funded by DFID

4.29 Two programmes partly funded by DFID are focused on to study the influence and impact of international gender equality and women's empowerment policies through DFID support.

4.30 The first is the international NGO International Alert's (IA) programme on local level conflict resolution. The second is the Gender Unit of the UN peace support operation, MONUC.

International Alert

4.31 DFID has supported IA to facilitate peace-building initiatives in the South Kivus region in the southeast. IA has been working in the African Great Lakes region, supporting women's capacity for peace building and conflict transformation since 1996. IA works with women from diverse ethnic, social and political backgrounds at three levels of society:

1   grass-roots women, organised groups and community-based associations
2   middle-class educated women, working for the promotion of peace and women's human rights in organisations operating at the national and grassroots levels
3   women engaged in political decision making (parliamentarians, political activists).

4.32 In DRC/South Kivus, IA has helped women to build their capacities as peacemakers and mediators and has also encouraged dialogue and reconciliation at community level between women of different ethnic groups and political and social backgrounds. IA has developed and facilitated training on gender and conflict transformation and supported the development of women's leadership skills to nurture women's empowerment and participation in the peace processes.

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[53] The radio station is linked to the UN Peace Support Operation, MONUC.

4.33 IA has specifically supported the development of a women's caucus in the South Kivus region. This has provided a mechanism for conflict transformation amongst the representatives from different sides of the conflict and a channel to address the priorities of women in the region in the political and peace-building transition. Representatives from the caucus were supported to participate in the Inter-Congolese Dialogue in South Africa and the Great Lakes Conference in Kigali.

4.34 One of the priority issues for the caucus in the southeast is the sexual violence experienced by women as part of the militia strategies aimed at destroying community cohesion. At the request of the caucus, IA supported an in-depth project by local researchers involving the different women's networks represented in the caucus. This research is being used to lobby for a response from the international community to ensure non-impunity for crimes of sexual violence in accordance with resolution 1325. A representative from one of the networks was supported by IA, the UN NGO Working Group on Women Peace and Security, and the UK mission to the UN, to speak at a UN Security Council open debate[54] focusing on the implementation of 1325 and the issue of gender-based violence.

MONUC Gender Unit
4.35 The current priority for the MONUC Gender Unit (GU) is ensuring gender-inclusive elections. For this the Unit works closely with UNIFEM and UNDP gender focal points and the National Programme for Women's Empowerment.

4.36 The GU is promoting the use of the DPKO gender guidelines (part-funded by DFID/CHAD) amongst managers of military strategy, police, those leading on DDR and civil society. A particular aim for the GU is the need to focus on women associated with armed conflict in the same way that the specific targeting of children has been achieved.

4.37 In the context of SSR the GU was encouraging greater recruitment of women into the police and the military. In a workshop addressing the modernisation of the police, the GU facilitated the participation of women representing civil society networks. As a result, the specific policing and security needs of women were voiced and were integrated into the draft document.

4.38 To date the GU has had little engagement with the DFID office in Kinshasa. This was flagged as a potential area for development, particularly with regard to PRSP engagement in order to ensure that women are fully included in the addressing of poverty.

Recommendations
4.39 The recommendations are
- that gender inclusiveness and sensitivity should be considered in hard security processes such as disarmament and demobilisation to ensure that women and girls associated with armed violence are included
- that there is a need to examine programming that promotes the role of men in supporting gender equality. Two questions should be constantly asked: *where are the women and what do they think about this?* and *what role can men play to support gender equality?*

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[54] October 2004 Security Council Open Debate chaired by the UK.

4.3   DFID priorities in Kosovo and consideration of gender equality and women's empowerment

4.40 The Kosovo crisis of 1999 is still unresolved, and the potential for further violence in Kosovo persists. Levels of poverty are still amongst the highest in Europe[55] in spite of an enormous international financial and military commitment (over Û2bn of aid and almost 18,000 NATO troops still deployed in mid 2004).[56]

4.41 Local women claim that their development situation has been taken back 50 years. There is a rapid increase of girls dropping out of school particularly in rural areas. During the 10 years (1989–99) of open discrimination and ethnic exclusion a number of women's groups emerged to fight poverty and illiteracy among women, and promote the protection of women and children.[57] These organisations networked with women's groups in Serbia and play an important role in conflict resolution.

4.42 The DFID and GCPP priorities for Kosovo are safety, security and access to justice. Within this, gender mainstreaming has been 'assumed'. As a result, women's empowerment and gender equality have not been an explicit focus. UN agencies such as UNDP and UNIFEM are focusing on promoting 1325 and the BPfA, and the UN Peacekeeping Mission in Kosovo (UNMIK) also has an Office of Gender Affairs (OGA). Gender awareness in peacekeeping is also another area prioritised by DFID (CHAD) at the global level.

4.43 Women in Kosovo had high expectations from OGA, hoping that it would help the incorporation of gender perspectives in early stages of legislation and policy development. Kosovar women even pushed for gender-sensitive budgeting. Unfortunately, OGA did not initially have a clear mandate or budget. The vision of the office for the first year was to mainstream gender into the UN operation in Kosovo. It produced charts with a gender breakdown of professional posts in the mission and did internal advocacy. However, UNMIK never took OGA seriously, and the office was moved down the UN hierarchy, from the Special Representative for the Secretary General (OSRSG) to the Deputy (SRSG). As a result, the OGA is regarded by local women as being unwilling to support and work with Kosovar NGOs and having little regard for local efforts.

4.44 Because administrative powers have not yet been handed over to the transitional government in Kosovo (TGK), the country has been unable to consider signing up to CEDAW, though related principles are integrated into the current constitution.

4.45 The international focus on institution building and ensuring that the transitional government is in a strong position for accession,[58] has led to DFID's engagement in multi-donor forums with the World Bank and European Commission programmes. In these DFID pushes the integration of poverty alleviation. This has been a struggle and as a result gender issues have taken a secondary position.

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[55] In 2001 the World Bank estimated that 50% of Kosovo's population was living in poverty, with 12% living in extreme poverty.
[56] Craig Davies for DFID, Five Years in Kosovo: Lessons Learned, November 2004
[57] For example, Motrat Qiriazi, Centre for the protection of Women and Children, and Aureola.
[58] The transference of power is being considered by the UN in mid 2005.

4.46 Increased pressure was placed on DFID's development when work in Kosovo was cut, with UK government re-prioritisation for interventions in Afghanistan and Iraq.

4.3.1 Gender equality and women's empowerment in programmes funded by DFID
4.47 Two programmes partly funded by DFID are focused on to study the influence and impact of international gender equality and women's empowerment policies through DFID support.

4.48 The first is UNIFEM's Women, Peace and Security work, which is funded through CHAD at the global level. The second is the Community-Based Policing and Community Safety Programme (CPCS) funded through the DFID regional programme.

UNIFEM
4.49 The mandate UNIFEM is operating under in Kosovo reflects most of the international gender equality priorities, but is focused on the first three:
• reduction of feminized poverty
• ending violence against women
• achieving gender equality in democratic governance
• halting and reversing the spread of HIV/AIDS among women and girls.

4.50 UNIFEM has taken a leading role in advancing gender equality at national policy level, as well as serving as a focal point on many related issues within the UN administration, and advising the transitional government. Its goal is to further gender mainstreaming in UN agencies and at the same time be a catalyst for gender and women's empowerment initiatives with the local government. However, in many instances UNIFEM has been acting as gender officer for the government, taking on tasks that should be performed by civil servants as well as some of the liaison that should have been performed by the UN administration's international staff. This is because of a lack of gender expertise both within the UN administration and the TGK.

4.51 In early 2000 UNIFEM led numerous training sessions on gender equality for local government officials and OSCE staff. Through training and allocation of small grants UNIFEM generates awareness of international gender equality mechanisms and instruments, which then feed into decision-making processes. Although it sees an increase in interest from all key players in adopting a more gender inclusive approach to policymaking, interest from local government officials seems to be driven by the international agenda to meet operational gender norms for accession.

Development of Kosovo National Action Plan for Gender Equality
4.52 UNIFEM has worked closely with the Kosovo Women's Network (KWN),[59] a well-established network of local women's organisations. During a ten-month outreach and facilitation process supported by UNIFEM, KWN drafted and developed a National Plan of Action for the Achievement of Gender Equality (NAP).

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[59] The core network has been in existence since 1997 focusing on educating and empowering women in rural areas. The network was bolstered in 2000/1 with support from donors such as CIDA, small grants from UNIFEM and STAR World Learning. It has 60 member NGOs, the majority of which work in rural areas. Their main focus is on capacity building for women's empowerment and protection of women's rights. They are fully aware and apply international instruments such as CEDAW, 1325 and the BPfA in their work.

4.53 Local women from educational, legal, economic and political professional sectors were involved in the consultation process. The participants managed to overcome ethnic divisions and focus on the goal to improve the economic and social position of women in Kosovo.

4.54 The NAP presents recommendations to address specific problems of gender disparity. The core priorities raised in the consultation process were:
• the economy
• human rights and violence against women and children
• women in politics
• education
• health and social welfare
• culture.
Strategic objectives for action were developed for each of these priority action areas.

4.55 The NAP uses the language of both the BPfA and CEDAW. It has now been adopted by the TGK and forms one of the standards that the government needs to move towards for accession. A group has been established to oversee its implementation and there is increasing interest in integrating the NAP into policies throughout the TGK, as well as donor's and international agency mission strategies.

4.56 With the NAP adopted by the transitional government, civil servants are required to train and prepare for incorporating NAP into their work. UNIFEM provides training sessions on the NAP in different municipalities, and its staff and civil servants form a joint training team of mixed gender. The target group is civil servants in central and local government, including Municipal Gender Officers (MGOs), recently introduced to further implementation of the NAP. Joint gender teams can dispel cultural gender stereotyping and help men feel they have a part to play in furthering gender equality.

4.57 The training modules develop individual action plans, and follow-up visits by the training team are used to monitor and support the implementation of these plans. Each activity to achieve results has specific indicators, which may be adapted according to changing contexts.

4.58 Developing local ownership and effective local partnerships is a major factor in UNIFEM's success in Kosovo. Success is also related to the inclusion of multiple alliances, which UNIFEM's partner KWN had already developed. These include youth groups; human rights groups and local business development groups

DFID impact and influence and areas for future follow-up.
4.59 Since gender equality and women's empowerment are the main strategy drives for UNIFEM and it uses international gender equality and women's empowerment definitions in its work, the linkages between DFID support and international gender equality policies are clear to measure in UNIFEM's policy impact at national level. UNIFEM has drafted indicators, both qualitative and quantitative, and these are used to monitor and evaluate work: this could be a resource for DFID to use in measuring gender equality in country.

4.60 DFID is recognised by peers such as USAID as a key donor supporting the NAP process through support to UNIFEM. However, the national Office of Good Governance, Human Rights, Equal Opportunities and Gender Issues (OGG)[60], though recognising the work of KWN and UNIFEM to support gender equality, was unaware that DFID has any involvement in women's empowerment and gender equality.[61] OGG also takes full credit for the adoption of the NAP and the provision and training[62] of the MGOs. The implementation of the NAP was seen as an integral part of the international standards prescribed for the review of the country's status in mid 2005. A law on gender equality and a law on anti-discrimination have also been passed since the adoption of the NAP.

4.61 UNIFEM would welcome greater participation of DFID Kosovo personnel in providing political support for engagement with the TGK and through participation in training programmes. This would also reflect a more coherent approach to DFID's commitment to gender equality and women's empowerment. It is unfortunate that the DFID Kosovo office was not involved in the development process of UNIFEM Kosovo outcomes set for the 2004–7 global partnership agreement with DFID.

Community-based policing and community safety programme
4.62 CPCS started in December 2003 in co-operation with UNDP, OSCE, KFOR and UNMIK police. It aims to provide a safe environment for all residents in the two focus municipalities through trust building between ethnic groups.

4.63 The programme was based on an assessment of two municipalities (Vushtrri/Vucitrn and Fushe Kosove/Kosovo Polje) inhabited by a majority of Albanians and a relatively large Serb community. The two communities were badly damaged during the conflict, and the local economy is almost nonexistent, with a low level of agriculture and few possibilities for employment. This generates ongoing tension between the ethnic groups, who are competing for resources.

4.64 Phase one of the approach has prioritised trust building between the ethnic groups and accessed community structures through community leaders, and gender inclusiveness has taken second place behind ethnic inclusiveness. In the areas where the project is implemented, women are not part of the decision-making bodies.

4.65 The programme is now moving into phase two, focusing on diverse security needs and community police training. A new approach has been adopted to engage more women in the community councils. The recently appointed MGOs, who were trained by UNIFEM, have facilitated women's participation in the community policing consultation process, although participation and progress are hindered because the women have no decision-making authority in the communities and poor access to transport.

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[60] This office was established in 2002 by the Prime Minister, following the first parliamentary election in Kosovo. Its primary aim is to co-ordinate and monitor initiatives addressing human rights and gender relating to equal opportunities for neglected groups. The office has a huge area of coverage, and inadequate human and financial capacity to be effective.
[61] Interview with Office Director, 21 January 2005.
[62] KWN and UNIFEM co-operated with the Kosovo Institute for Public Administration (KIPA), which is the government institution established to train civil servants. They have a record of taking full credit for trainings resourced and implemented by others.

4.66 CPCS staff have noted that in single ethnic communities there is a stronger visibility of women, while in mixed communities they tend to be overshadowed by men. Staff expected a higher number of women participants when working in the Serb community, since they are considered to be more educated than Albanian women, whereas experience has shown the opposite.[63]

4.67 Although the CPCS team is aware that the NAP is part of standards for Kosovo, this is not regarded as a priority for their projects. Staff recognised that gender awareness training is needed, but highlighted the difficulty in conducting such training in highly patriarchal rural communities. However, CPCS is starting a training programme which addresses domestic violence. Workshops are initially planned for women of all ethnicities and the trainers will be policewomen. Discussing domestic violence issues with men was not being considered at this stage.

Recommendations

4.68 The recommendations are

• that DFID Kosovo should ensure gender inclusive approaches are consistent throughout DFID-supported programmes. This should be coupled with mandatory gender awareness training for all DFID staff before serving in country offices in conflict-affected regions.

• that gender equality and women's empowerment practices could be strengthened at country level if the DFID Kosovo office had a stronger engagement with UNIFEM Kosovo; this would ensure that their training and partnership resources were shared effectively across other supported initiatives in Kosovo.

• that DFID Kosovo could enhance the impact of the work of funded gender-aware programmes by being more vocal and visible with their support at the TGK engagement level.

4.4 DFID priorities in Sierra Leone and consideration of gender equality and women's empowerment

4.69 The UK played a major role in bringing the fighting in Sierra Leone (SL) under control, and UK engagement through DFID and ACPP has continued to prioritise conflict prevention.[64]

4.70 A new government was elected in 2002. However, exclusion of youth and women from formal decision-making forums remains a problem and is a key issue for the DFID SL Programme. Virtually all DFID's major projects in justice, private sector development and local government seek to tackle this issue indirectly.

4.71 The main driver of current DFID (ACPP) supported initiatives is Security Sector Reform (SSR), with gender considerations being addressed through exclusion initiatives. Some of the ACPP initiatives have explicit gender components, such as the Commonwealth Safety and Security Programme (CSSP) to strengthen the police. CSSP has established Family

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[63] It would be useful to examine the ground for this in more depth to better address gender inclusive participation in the Kosovo context.
[64] See appendix 4.

Support Units (FSUs) in response to the large-scale domestic and gender- based violence in post-conflict Sierra Leone. The CSSP funded both the construction of FSUs across the country and the training of police on how to deal with crimes of domestic and sexual violence. DFID has also funded the International Rescue Committee to establish three Sexual Assault Centres. Victims of gender and sexual violence are referred to these centres by the FSUs and provided with free medical services and legal advice.

4.72 The Memorandum of Understanding (MOU) between DFID and the government of SL includes benchmarks such as anti-corruption, elected local government, police reform and independent media. The government signed up to CEDAW in 1988, though as yet this has not been domesticated. This also provides a potentially useful benchmark for measuring progress in women's empowerment and gender equality, currently not considered in the MOU.

4.73 Because of the conflict it is difficult to get access to reliable data for gender planning: until late 2004, poverty data from 1988 was being used, and efforts are now being made to disaggregate new data by gender. The Sierra Leone Household Living Survey carried out by Statistics Sierra Leone and supported by DFID and the World Bank was concluded last year. This has gender-disaggregated data and should provide better inform gender-aware planning.

4.74 Gender indicators have not yet been developed for the SL PRSP. DFID's ongoing technical support for development of the monitoring and evaluation system involves further work on developing indicators, including gender indicators. This work will be done through the PRS Secretariat in consultation with all sector Ministries including the Ministry of Social Welfare, Gender and Children's Affairs (MSGCA).

4.75 The DFID SL office has identified two main obstacles to carrying forward gender equality work
1   the lack of technical capacity and status of the MSGCA
2   the disconnect and mistrust between perceived elite women's organisations in Freetown and grassroots women's movements in rural areas.

4.76 To address the first obstacle, DFID will fund a Functional Review of the MSGCA as part of its Governance Reform Programme. The review will assess the functions of the Ministry, its organisational composition, its human and infrastructure resources, and its ability to carry out its tasks. The recommendations from this review will be taken forward by the high-level committee on good governance.

4.77 To address the second obstacle, DFID is supporting an Oxfam programme, 'Women in Leadership. This has two components:
1   provision of training for female candidates in the local government elections, including post-election training for successful candidates
2   focus on institutional capacity building for selected women's organisations, both in Freetown and in Kailahun District.
Part of this capacity building focuses on twinning organisations, so that Freetown organisations can learn about the issues facing women at the grassroots and vice versa.

4.78 The institutional capacity building will be taken forward by DFID's new civil society strengthening programme ENCISS. This will deal directly with the exclusion of women in decision-making processes by strengthening the voice and capacity of women's organisations and narrowing the divide between rural and urban women's groups.

4.79 DFID also supports the international NGO Search for Common Ground to bring about conflict resolution through local radio programmes and community outreach. This includes a women's programme aired on community radio.

4.80 According to the expenditure against the 'gender equality' PIMS marker for Sierra Leone for 2002–3, £2.4m was spent on projects with a 'significant' gender equality focus and £1.1m was spent on project with a 'principal' focus on gender equality. The total expenditure for this period was £32.3m.[65]

4.4.1 Gender equality and women's empowerment in programmes funded by DFID

4.81 Two DFID-funded programmes are focused on here to examine further the integration of gender equality priorities in post-conflict Sierra Leone. The first is UNIFEM and the second is a DDRR initiative focusing on the reintegration phase.

UNIFEM

4.82 UNIFEM's five priorities in West Africa are:
1 women's economic empowerment and security in the context of globalisation and the feminisation of poverty
2 engendering good governance and transforming leadership, including the enhancement of women's participation in political decision-making processes
3 promotion of human rights for women
4 strengthening and promoting local, national and regional approaches to protecting the rights of women affected by armed conflict, while supporting women's roles in conflict prevention resolution and peace building
5 promoting human rights and gender-focused responses to the HIV/AIDS pandemic in the West African sub-region.[66]

4.83 Much of UNIFEM's engagement has related to women's access to justice. UNIFEM sponsored women's NGOs and female victims to testify before the national Truth and Reconciliation Commission (TRC). They also co-ordinated a statement by women's NGOs at the TRC and trained the TRC commissioners on gender-sensitive questioning with regard to cases of rape and gender-based violence. To further this UNIFEM engaged with the Law Reform Commission and made recommendations for the review and change of laws that discriminate against women.

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[65] Source: DFID statistics office.
[66] Source: interview conducted by local consultant with UNIFEM Sierra Leone.

4.84 In collaboration with the National Commission for Democracy and Human Rights (NCDHR) UNIFEM developed a manual on violence against women[67] and sponsored the international NGO Conciliation Resources to organise a workshop on gender justice. In collaboration with the Commonwealth Secretariat, UNIFEM facilitated a workshop with civil society groups to develop strategies for involving women in the peace process and facilitating reconciliation dialogue.

4.85 UNIFEM works closely with the Ministry of Gender and Children's' Affairs (MGCA), providing some technical expertise and training support. The lack of training in gender budgeting of MGCA personnel is affecting effective prioritisation of gender inclusive planning and implementation.

Recommendations
4.86 The recommendations are
- that there is currently little collaboration between the UNIFEM and DFID SL office. This is a resource link, which could be developed to the benefit of other in-country programmes.
- that the UNIFEM office is doing critical work monitoring and supporting the focus on women's empowerment and gender equality at the national policy level with only two members of staff. This may be a human resource capacity, which DFID SL could support further at the national level to increase UNIFEM's outreach to engage women in rural areas.

Community Reintegration Programme
4.87 DFID support for DDRR was through a Community Reintegration Programme (CRP), managed by Agrisystems and GTZ. The aim of this initiative was to design, pilot and implement a replicable model to reintegrate and resettle ex-combatants and internally displaced persons in their local communities and society as a whole. The programme was tasked to include child soldiers, separated children and female-headed households. It had a life span of three years and was intended as a follow-through from the DDRR process to focus specifically on resettlement and reintegration. A needs assessment was conducted of the whole Northern Province. This did not include any gender disaggregation of data, though focus group discussions were gender-inclusive.

4.88 The inclusion of women and separated children was limited in the initial implementation of the programme, owing to its requirement to hand in a weapon in order to be eligible. The programme engaged ex-combatants in skills training[68] and rebuilding of community infrastructure, from which women benefited indirectly.

4.89 When the programme was replicated, DFID SL required that more emphasis be placed on the inclusion of women. To achieve this a new approach was adopted. A resource

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[67] Five topics are covered in the training manual:
    1   gender, sex and violence
    2   gender inequality within the laws and practices in Sierra Leone
    3   international human rights and gender-based violence
    4   HIV/AIDS and violence against women
    5   violence against women (VAW) prevention and response strategies.
[68] Skills such as gara-tie-dying, soap making, computer training, driving, carpentry, masonry and building.

centre was built in each chiefdom to serve as a source of entertainment and income generation for the various communities. The resource centres were managed by women, including those who had been victims of violence or were associated with combatants and had not been included in the DDRR programme.

4.90 All the GTZ programmes had specific gender training components.[69] The CRP gave grants to sub-projects, which provided substantial support for grassroots women's groups through micro-credit and vocational training as well as carrying out general gender awareness training.

4.91 Despite the fact that implementing partners were instructed by DFID to ensure that both men and women benefited from these interventions, this was not monitored or considered in the evaluation of the programme. There has also been no follow up after DFID funding of the programme ceased to review the continued sustainability of the programme and learn further from the initiative.

Recommendations
4.92 The recommendations are
* that DFID's Evaluation Department and country offices should ensure that monitoring and evaluation at the country level systematically include consideration of gender equality and women's empowerment components, which are currently not being reflected.
* that in order to assess sustainability of community reintegration initiatives post DDR, there should be a monitoring process which reviews funded initiatives a year after funding ceases.

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[69] See appendix 5 for more details on the GTZ, Oxfam and Conciliation Resources initiatives. These are good gender practice examples.

5 DFID'S influence and impact on gender equality and women's empowerment in conflict and post-conflict internationally and across Whitehall

5.1 DFID's influence and impact at international level

5.1 DFID and the UK government are well recognised at UN level for their focus on gender justice and implementation of Resolution 1325. The DFID SDA position at the UK mission to the UN has been instrumental in initiating and following through gender mainstreaming approaches.

5.2 These have included support (through CHAD) for the development of a gender resource manual for peacekeeper training; the Senior Gender Advisor position at the DPKO headquarters level; and a position in the DPKO Best Practices Unit addressing the issue of human trafficking in relation to peacekeeping.

5.3 CHAD's gender priorities also include support for UNHCR's work with the Women's Commission for Refugee Women and Children; the development of UNHCR's gender unit; and the SURGE programme to increase the number of protection officers in crisis situations.

5.4 UNIFEM's women, peace and security work supported by CHAD has raised the profile of gender equality and women's empowerment, particularly with regard to violence against women and their political participation in peace processes. However, the focus has been very much on women's empowerment rather than a broader gender equality approach which includes men and boys.

5.5 These programmes are funded upstream at UN headquarters level. However, they are implemented both at international policy level through publications and events and strategy development, and at country and regional levels, where they influence national and regional policy and practice. These impacts have been discussed under the country case studies in section four.

5.6 The UN programmes and others are supported through either CHAD's humanitarian funding allocation or the GCPP. There is no systematic measurement of the impact of these programmes beyond the usual reporting mechanisms. CHAD has recently[70] conducted the first evaluation in three years of the UNIFEM programme in Sierra Leone.[71]

5.7 The focus of the programmes currently supported by CHAD is on women and not gender. Further funding proposals are being considered for developing the role out of DPKO's gender manual in practice, as well as for the Urgent Action Fund for Women's Human Rights (UAF). The budget for UAF proposal has increased from £30,000 to £300,000. A very positive external evaluation was conducted of UAF in 2003, which formed part of the basis for further funding support. The evaluation recognised UAF as the only international women's fund able to respond to urgent requests for support within 72 hours.

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[70] January 2005
[71] This is further discussed in section 4.4.1, which focuses specifically on Sierra Leone.

5.8 Funding to support the UN-focused NGO Working Group on Women, Peace and Security is also being considered. This group was instrumental in advocating Resolution 1325 in 1999 and 2000. The specific focus of the group now is to monitor and support its implementation. The group's past work has included co-facilitation with the UK, Canadian and Chilean missions of two UN Security Council working round tables for furthering 1325. The group also worked closely with the UK UN mission to facilitate civil society inputs to the UN Security Council Open Debate on the implementation of 1325 and gender-based violence.

5.9 At EU level DFID's conflict transformation focus has been for the most part on institution building and issues of security and justice. Within this, no evidence[72] was found of systematic implementation of international gender equality priorities. Nor was their any evidence of resources allocated for the implementation of the European Parliament (EP) resolution *Gender Aspects of Conflict Resolution and Peace building* (A5–0308/2000).[73] However, the Minister has met with the UK-based civil society initiative Project Parity, which is advocating for EU members to aim at a 40%[74] target of women in their delegations to conflict-affected regions.

5.10 There is potential to integrate international gender equality priorities into DFID's current conflict transformation areas at the EU. Emphasis on the implementation of the EP resolution alongside 1325 would produce greater coherence with the DFID/GCPP UN approach. During the forthcoming UK presidency of the EU the EP resolution could be promoted and developed into a directive.

5.11 DFID is centrally involved in the Organisation for Economic Development Co-operation – Development Assistance Committee (OECD–DAC) Gender Net. DFID was one of the key promoters of the OECD–DAC gender guidelines,[75] as well as the 2001 supplement, *Helping Prevent Violent Conflict*. This last document introduces new peace-building methods and emphasises the importance of considering gender.[76]

5.2   DFID's influence and impact at UK/cross-Whitehall level

5.21 Across the CPPs DFID is recognised for having a socioeconomic focus which also includes gender. However gender equality and women's empowerment are not made as explicit as poverty alleviation. A few anecdotal examples of DFID's influence with regard to integrating gender consideration was provided by non-DFID strategy managers:

5.22 First, the Belize and Guatemala Programme has eight strategic outcomes and one of these is 'the promotion of gender and racial equality and inclusion of a female perspective into confidence building measures between Belize and Guatemala.' This was to promote gender equality as an indicator of a healthy democracy and facilitate women's contribution to peace building.

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[72] Based on preliminary interviews with DFID staff at headquarters.
[73] A summary of this resolution can be sourced from www.womenbuildingpeace.org
[74] As recommended in the report associate with the EP resolution on *Gender Aspects of Conflict Resolution and Peacebuilding.*
[75] Development Co-operation Guidelines Series, *DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation,* 1999.
[76] OECD-DAC, *Helping Prevent Violent Conflict: Orientations for External Partners,* 2001

5.23 Second, a DFID-led Palestinian civil police reform project demonstrates DFID's awareness of the gender by the integration of a gender impact indicator.[77]

5.24 Third, three conflict assessments covering Kashmir, northeast India, included the impact of these conflicts on women and of the role of women in conflict resolution and peace building in each context. The ToRs drawn up by DFID required the consultants to consider this.

Recommendations
5.25 The recommendations are
• that DFID (CHAD) should develop a gender and conflict transformation resource manual, which includes gender considerations for SSR, DDR and institution building, as well as examples of better practice. The new Conflict Advisers' Forum website or the Networks website available on Insight could be a useful place to start sharing better practices.
• that mandatory gender training should be reinstated for SDAs as well as advisors on governance, institutions and conflict
• that Participatory Poverty Assessments that ensure the inclusion of women's and men's different priorities should form part of the information base for in-country planning
• that DFID strategy reviews should focus on the impact of international policy influencing in conflict-affected regions
• that DFID's Development Committee should integrate stronger incentives for focusing on gender based on the principle of the increased effectiveness and sustainability of gender-inclusive approaches in conflict transformation

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[77] The information indicated under the gender impact indicator is included in Annex 6.

6   Lessons learned and areas for further analysis

6.1   The DFID conflict transformation focus on institution building and hard security issues integrates some consideration of gender equality and women's empowerment priorities through the addressing of social exclusion. However, this should be broadened to better include the important work of local women's groups in peace building and disarmament.

6.2   In parallel to this DFID (CHAD and regional programmes working in conflict-affected regions) should focus on men and male youth. This is key to addressing negative male role models, which are associated with ongoing violence in conflict and post conflict.

6.3   Although it has not been possible to look at regional influence due to time constraints, it is important to note that DFID is very involved in the OECD–DAC regional mechanism supporting a strong focus on gender issues. It will be important to evaluate this in the systematic evaluation, as well as DFID involvement in other regional mechanisms for peacekeeping such as ECOWAS and the broader AU.

6.4   The critical challenge for DFID and other international actors is the implementation of the sound international and national gender policies that are being developed. In the systematic evaluation greater focus should be given to grass root impact in conflict-affected countries where DFID is providing support.

7   Information and sourcing

7.1   DFID currently has no systematic approach to collection of gender-sensitive qualitative or quantitative information for programming. Use of the resources that exist is for the most part dependent on the gender awareness of the personnel involved.

7.2   The CPPs have improved co-ordination and information sharing on focus issues and on country-specific and region-specific priorities. DFID is recognised here for its input on socioeconomic development and gender considerations.

7.3   Sharing of information between DFID social development advisors, who remain the focal point for driving gender, and governance and conflict advisors is limited due to human resource constraints, and is for the most part informal.

7.4   There is a need for an accessible information resource focusing on how to integrate gender and gender equality into DDRR, SSR, institution building, peace processes, SALW and conflict prevention.[78]

7.5   Monitoring and evaluation of DFID's conflict and post-conflict work[79] have for the most part neglected to monitor or be explicit about the implementation of DFID's cross-cutting gender equality and women's empowerment priorities. This is demonstrated by the recent evaluation of the work of the CPPs.

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[78] International Alert (IA) and Women Waging Peace have recently developed a toolkit entitled *Inclusive Security Sustainable Peace – a Toolkit for Advocacy and Action,* November 2004, which provides a useful resource base for issues relating to Women, Peace and Security. IA is also developing a resource pack for to support gender sensitivity in these areas, this will take a broader gender approach.
[79] For example the 2004 evaluation of the Conflict Prevention Pools.

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Abbreviations

ACPP	Africa Conflict Prevention Pool
ADB	Asian Development Bank
BRAC	Bangladesh Rural Advancement Committee
BRIDGE	Gender and Development Information Service, IDS
CAP	Country Assistance Plan
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CHAD	Conflict and Humanitarian Affairs Department
CIDA	Canadian International Development Agency
CPCS	Community-Based Policing and Community Safety Programme
CPPs	Conflict Prevention Pools
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee, OECD
DAC-GENDERNET	Development Assistance Committee – Gender and Development Network
DBS	Direct Budget Support
DDP	Directors Delivery Plan
DDR	Disarmament, Demobilisation and Reintegration
DEVAW	Declaration on the Elimination of Violence against Women
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
DTI	Department of Trade and Industry
DV	Domestic Violence
EC	European Commission
EDP	External Development Partner
EE	Enabling Environment
EFA	Education for All
EMAD	Europe, Middle East and Americas Division
EmOC	Emergency Obstetric Care
EU	European Union
FCO	Foreign and Commonwealth Office
FDI	Foreign Direct Investment
FGM	Female Genital Mutilation
GBIs	Gender Budget Initiatives
GBV	Gender Based Violence
GCPP	Global Conflict Prevention Pool
GE	Gender Equality
GoB/ I / N / P / SA /U	Government of Bangladesh / India / Nicaragua / Nigeria / Pakistan / Peru / South Africa / Uganda
GTZ	German Aid Agency: Gesellschaft fur Technische Zusammenarbeit
HSR	Health Sector Reform
ICEE	Investment, Competition & Enabling Environment Team, DFID
ICPD	International Conference on Population and Development
IDB	Inter-American Development Bank and Fund

IDPs	Internally Displaced Persons
IDS	Institute of Development Studies, University of Sussex
IDT	International Development Targets
INGO	International Non-Governmental Organisation
ISP	Institutional Strategy Paper
JICA	Japan International Co-operation Agency
JRM	Joint Review Mission
KFOR	Kosovo Force
LMM	Lower Maternal Mortality
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MMR	Maternal Mortality Ratio
MOD	Ministry of Defence
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Development and Cooperation
OPR	Output to Purpose Review
OVI	Objectively Verifiable Indicator
PAD	Project Appraisal Document (World Bank)
PCN	Project Concept Note
PCR	Project Completion Report
PCRU	Post Conflict Reconstruction Unit
PEAP	Poverty Eradication Action Plan
PfA	Platform for Action
PIMS	Policy Information Marker System
PPA	Participatory Poverty Assessment
PRISM	Performance Reporting Information System Management
PRS(P)	Poverty Reduction Strategy (Paper)
PSA	Public Service Agreement
PSD	Private Sector Development
RBA	Rights Based Approach
RCH	Reproductive and Child Health
RGC	Royal Government of Cambodia
SAAW	Social Audit of Abuse against Women
SDA	Social Development Adviser or Service Delivery Agreement
SDD	Social Development Department
SED	Small Enterprise Development
SG	Secretary General, United Nations
SIDA	Swedish International Development Co-operation Agency
SME	Small and Medium Enterprise Development
SRHR	Sexual and Reproductive Health and Rights
SSAJ	Safety, Security and Access to Justice
SWAp	Sector Wide Approach
ToRs	Terms of Reference
TRC	Truth and Reconciliation Commission
TRCB	Trade Related Capacity Building
TSP	Target Strategy Paper
UAF	Urgent Action Fund
UN	United Nations

UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls' Education Initiative
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund for Women
UNMIK	United Nations Peacekeeping Mission in Kosovo
UPE	Universal Primary Education
USAID	United States Agency for International Development
VAW	Violence Against Women
WHO	World Health Organisation
WID	Women in Development
WTO	World Trade Organisation

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