

PBF Guidance Note on Gender Marker Scoring

BACKGROUND

The United Nations Peacebuilding Fund (PBF) recognizes that the systematic inclusion and participation of women and the consideration of gender as central in peacebuilding is essential to the just reconstruction of political, legal, economic and social structures, and to the advancement of gender equality. This is not only a matter of women's and girl's rights, but of effective peacebuilding. The PBF recognizes that rebuilding after conflict is the opportunity to "build back better" by addressing gender inequality in a transformative way towards gender equality and reaffirming women's civil, political, economic, social and cultural rights.

Since becoming operational in 2007, the PBF has adopted proactive measures to support peacebuilding approaches that promote gender equality as part of its strategy to prevent relapse into conflict. In 2010, the Secretary-General committed the UN system to allocate *"at least 15% of UN managed funds in support of peacebuilding to projects whose principal objective, consistent with organizational mandates, is to address women's specific needs, advance gender equality of empower women"*¹. To meet this target, PBF has actively encouraged partners on the ground to develop projects specifically dedicated to gender equality and women's empowerment, including through exceptional initiatives such as the Gender Promotion Initiative.

As an overall principle, and as reaffirmed in its 2017-2019 Strategic Plan, the PBF works to make sure that its entire portfolio is gender mainstreamed (i.e. that all peacebuilding interventions it supports consider gender as part of the conflict analysis, priority setting, budget allocation, implementation, the results framework, the activities, as well as in monitoring and evaluation) and that dedicated projects on gender equality in peacebuilding are increasing. In 2018, the PBF has exceeded the target set out in the Strategic Plan of investing 30% of its total budget in gender-responsive peacebuilding by 10%. The PBF no longer approves projects with a Gender Marker 0 and discourages Gender Marker 1 projects. However, it should be noted that Gender Marker 3 projects are not by definition better than Gender Marker 2 or 1 projects – the PBF is applying high standards on gender equality throughout its portfolio and is pursuing a two-track approach to gender equality by supporting and encouraging both dedicated targeted interventions and well gender mainstreamed programming across the entire portfolio.

PBF GENDER MARKER

The PBF has used a Gender Marker system since 2009 to track its financial allocation to projects that promote gender equality and women's empowerment. The PBF Gender Marker is based on a 4-point scale, aligned with the UNDG standard:

- **Gender Marker Score 3** for projects that have gender equality as a principal objective.
- **Gender Marker Score 2** for projects that have gender equality as a significant objective.

¹ Seven-Point Action Plan on Gender-Responsive Peacebuilding (2010): http://www.un.org/en/peacebuilding/pbso/pdf/seven_point_action_plan.pdf

- **Gender Marker Score 1** for projects that will contribute in some way to gender equality, but not significantly.
- **Gender Marker Score 0** for projects that are not expected to contribute noticeably to gender equality.

Through the Gender Marker, the PBF tracks allocation to gender equality and women's empowerment annually and reports to Member States, donors and partners on its results. The PBF ranks projects on the Gender Marker scale by taking into consideration the extent to which gender and gender responsiveness is integrated in:

- a) The Conflict Analysis
- b) The implementation and activities
- c) The Results Framework
- d) The Budget

While the financial allocation to gender equality and women's empowerment (GEWE) has been the main indicator determining the ranking on the Gender Marker (GM) scale, the integration of gender is crucial in all four categories.

The PBF supports projects with exceptional high-quality standards and therefore requests that all projects regardless of their Gender Marker ranking include gender in their conflict analysis, disaggregate data and indicators by sex and age wherever possible and include a "Do No Harm" risk analysis.

The table below provides guidance for applicants when assigning a gender marker score to their projects. They are meant to clarify the difference between the gender markers in terms of how gender equality and women's empowerment is addressed in the various elements of the project. The applicant is to use this as a 'check-list' to review and compare the project against and allocate a marker or make the necessary changes to the document to reach the desired marker.

GENDER MARKER 3	
<i>The principle purpose of the project is to advance gender equality and women's empowerment (GEWE) in the context of peacebuilding. Gender equality is fundamental to the project design and the expected results. The project would not have been undertaken without the gender equality objective.</i>	
Gendered Conflict Analysis	✓ Includes a substantive gendered conflict analysis to highlight the gender dynamics at stake as part of the context, causes, dynamics and resolution of conflict (e.g.: gender-based injustices, forms of masculinities and femininities as a trigger for conflict, or sexual violence as a manifestation of conflict) and to analyse how women, men, girls and boys and their situation, roles and responsibilities have both been impacted by the conflict and involved in the conflict and in its resolution.
Objective	✓ Achieving peacebuilding through advancing GEWE as the <u>main objective</u> of the project
Outcomes and ToC	✓ All project outcomes directly contribute to GEWE ✓ The Theory of Change clearly articulates the causal link chain that will lead to greater gender equality and improve peacebuilding outcomes
Implementation/Activities	✓ All the activities are formulated to make an impact on gender equality outcomes
Target population	✓ Does not have to target women only (gender equality includes working with men on gender norms) but can be exclusively focused on women if clearly articulated why this is the best approach to achieve GEWE and peacebuilding outcomes. ✓ Is clearly identified or proposes criteria for selection (e.g.: women heading household; policemen; etc.)
Budget	✓ 80 to 100 % of the total budget is allocated towards GEWE
Risk analysis	✓ Includes a strong Do No Harm approach and an analysis of gender-specific risks and mitigation strategies. For example, will the interventions of the project lead to challenging gender roles that may result in an increase in gender-based violence? Will an increase in women participation in decision making and conflict resolution result in a backlash from traditional leaders? What steps will the project take to address and mitigate this?
Results framework	✓ All data to be disaggregated by sex and age, where possible ✓ Most outcome and output-level indicators measure change in terms of gender equality
GENDER MARKER 2	
<i>Advancing gender equality is a significant objective but not the principal reason to undertake this project. Gender is reflected in the Conflict Analysis, Implementation/Activities, the Results Framework and the Budget. A GM2 project is a strongly gender mainstreamed project.</i>	
Gendered Conflict Analysis	✓ Includes a substantive gendered conflict analysis to highlight the gender dynamics at stake as part of the context, causes, dynamics and resolution of conflict (e.g.: gender-based injustices, forms of masculinities and femininities as a trigger for conflict, or sexual violence as a manifestation of conflict etc.) and to analyse how women, men, girls and boys and their situation, roles and responsibilities have both been impacted by the conflict and involved in the conflict and involved in its resolution.
Objective	✓ Gender equality and women's empowerment is a <u>significant objective</u> of the project
Outcomes and ToC	

Implementation/Activities	<ul style="list-style-type: none"> ✓ At least one outcome and/or one output are focused on or contributes directly to GEWE and contributes to effective peacebuilding outcomes. ✓ GEWE is an important objective although not the primary one, and may be promoted by more than one or at least one of the activities.
Target population	<ul style="list-style-type: none"> ✓ Men, women, boys and girls are targeted by the project and their distinct needs and capacities are reflected in the project description ✓ Some activities address barriers to gender equality and women's empowerment ✓ Efforts and special measures must be made to ensure equal representation as much as possible
Budget	✓ 30-79% of the total budget is allocated to GEWE
Risk analysis	✓ Includes a strong Do No Harm approach and analysis of gender-specific risks and mitigation strategies
Results framework	<ul style="list-style-type: none"> ✓ All data to be disaggregated by sex and age, where possible ✓ At least one outcome-level indicator aims at measuring impact on gender equality and women's empowerment and peacebuilding <p style="text-align: center;">OR</p> <ul style="list-style-type: none"> ✓ At least one output-level indicator per outcome aims at measuring impact on gender equality or women's empowerment and peacebuilding
GENDER MARKER 1	
<i>Gender is integrated in the conflict analysis and findings from it ensure that the project does no harm and is not reinforcing gender inequality, but gender equality is not a significant objective of this project or addressed in the interventions. A GM 1 project is not considered a well mainstreamed project but does not contribute to gender inequality.</i>	
Gendered Conflict Analysis	✓ Mentions women and gender but does not provide a substantive analysis of the gender dimension of the context. Makes reference on how to ensure that the design and programming of the project does not reinforce gender inequality.
Objective	✓ Will contribute in some way to GEWE, but not significantly.
Outcomes and ToC	✓ No outcome / outputs dedicated to GEWE
Implementation/Activities	✓ Activities do not address barriers to GEWE
Target population	✓ Mentions women but typically among other groups and does not identify specific criteria
Budget	✓ Between 15% and 30% of the project's budget is allocated to GEWE
Risk Analysis	✓ Includes Do No Harm approach
Results framework	✓ Indicators are disaggregated by sex and age (where possible) but no gender-sensitive indicators are identified

TIPS ON INTEGRATING GEWE

<p>Gendered Conflict Analysis</p> <p>A gendered conflict analysis provides an understanding of the gender dynamics in a conflict affected context, enabling a better project design that advances gender equality and women's empowerment.</p>	<p>It is important to bear in mind that gender does not equate women, and that it is also about power relations between men and women. Gender determines <i>who</i> has access to <i>what</i> kind of resources, decision-making and power. Gender also interacts with age, class, race, sexual orientation and other systems therefore (re)producing a range of masculinities and femininities. It is therefore important that the conflict analysis pays attention to variations in roles, experiences and needs of different women and men and how they therefore play a part in conflict or can contribute to peacebuilding. This requires an examination of the different impacts of conflict and peacebuilding on people of different genders and ideas about which gender norms or behaviours could be challenged or enhanced to promote peace.² This could be achieved through:</p> <ul style="list-style-type: none">▪ Having a participatory approach to conducting the conflict analysis, this means having a dialogue that engages key stakeholders (communities, government officials, women's organizations, local leaders, civil society organizations, youth-led organizations etc.) in developing a shared understanding of conflict and opportunities for peace▪ Avoid gender-neutral language, be specific and inclusive throughout the analysis to make specific target groups visible▪ Be as specific as possible and acknowledge the diversity of the identity of women, men, girls and boys in a specific context (rural/urban, ethnicity, political affiliations, socio-economic diversity, age, etc etc)▪ Identify clear entry points for peacebuilding / programming / action which will address the peacebuilding gap or challenge your analysis has identified. This can mean building on existing women led peace initiative for example and clearly identifying how the project will engage with them.▪ Avoid discussing gender-based violence as the only issue for women in conflict affected contexts, and depicting women as victims with no agency or potential for peacebuilding. <p>Some guiding questions:</p> <ul style="list-style-type: none">▪ What is the legal framework on gender equality in the country? International legal commitments? How is gender taken on board by the UNCT and other major actors? Is there any data on gender equality (Women, Peace and Security National Action Plans indicators, Gender Equality Index etc)?▪ How have norms relating to masculinity and femininity and gender roles been shaped and changed by the conflict (in displacement settings for example)?▪ What are the possible consequences for women, men, girls and boys who don't conform to dominant gender norms in a given setting?
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² Saferworld, Gender Analysis Toolkit, 2012

	<ul style="list-style-type: none"> ▪ What relevant institutions, processes and structures for peace and security are perpetuating unequal gender norms which can result in insecurity /risk conflict relapse? ▪ How are men, women, boys and girls and their gender roles affected by the conflict? ▪ What roles are men, women, boys and girls playing in the conflict (both as civilians and military/ para-military)? ▪ What roles are men and women playing in bringing about a peaceful resolution to the conflict on different levels? What are their roles in traditional and customary conflict resolution methods? ▪ How do gender norms and behaviours shape how violence is used, by whom against whom? ▪ How do norms related to masculinity and femininity fuel conflict and insecurity? Which institutions and structures reinforce or challenge these dynamics? ▪ Are there norms related to masculinity and femininity which (could) help build or facilitate peace? ▪ Are women and young women-led CSOs involved in peacebuilding planning processes (formal or informal) and what are the challenges they face?
Implementation and Activities	<p>Activities which include or target women do not automatically contribute to gender equality and women’s empowerment, how they contribute to gender equality and peacebuilding needs to be well thought through and spelled out. They must demonstrate how by addressing inequalities and overcoming barriers to women’s participation and empowerment, they will strengthen peacebuilding. Ways of doing this include:</p> <ul style="list-style-type: none"> ▪ Differentiating between activities that only include women, those that recognize and may address gender issues and those that address them and attempts to change/influence them. ▪ Articulating how the suggested GEWE interventions will address the peacebuilding gaps and contribute to the change that the project wants to achieve. ▪ Targeting: Being clear about the categories that will be addressed, mentioning women and youth is not enough
Results Framework	<ul style="list-style-type: none"> ▪ All people related data and indicators need to be disaggregated by sex and age and a justification needs to be provided if this is not possible ▪ GM 2 and 3 projects need to have gender-specific indicators both quantitative and qualitative that measure the change interventions are to achieve ▪ In addition, monitoring and evaluations need to be gender sensitive. Measures include ensuring that the evaluators have gender expertise and that the ToR must have detailed gender considerations.
Budget	<ul style="list-style-type: none"> ▪ The mere number of women taking part in an activity (for example training) does not justify a high budget allocation to gender equality. ▪ If the activity is specifically targeting gender equality and women’s empowerment 100% of the budget can be allocated to GEWE

	<ul style="list-style-type: none"> ▪ If special measures have been taken to ensure women’s participation in a certain activity (i.e. special outreach, provisions for transport, sponsorship, child care provisions etc) up to 30% of the budget can be allocated to gender equality but not if women would have participated otherwise as well. ▪ Considering UN Women’s budget allocation as the only GEWE allocation of the project is not sufficient, all project partners need to make clear allocations to gender equality and women’s empowerment. ▪ See below for further guidelines
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Activities and Financial Allocation:

The below rating table is meant to help applicants decide on how much of a budget can be allocated towards GEWE at the activity level, please note the determining of the overall GM for a project will be based on the GM table.

The main questions to consider are:

- Will the activity only focus on representation? Or/and
- Will content be mainstreamed, as in based on a gender sensitive analysis and considers the dynamics of gendered roles, power relations and how they affect peacebuilding?
- Or is the main purpose of the activity to contribute to gender equality and women’s empowerment?
- Based on this the financial allocation can be determined.

Staffing Costs:

Staffing costs can be included in GEWE allocation. The ToR of the staff member can be used to guide financial allocation of staffing costs to GEWE. The following must then be determined:

- Based on the TOR, will the project personnel or the consultant be involved in any gender-related work?
- What % of time would you say that the personnel/consultant will work on gender-related issues?
- Is a consultant recruited to perform a study on for example gender and land reform, conduct a gender analysis, or will the ToR of the consultant staff only expect them to mainstream their deliverable if the sole purpose of their activity is not gender equality?

GEWE Contribution	DESCRIPTION	Financial allocation of activity to GEWE	Examples
Principal Objective	Activities in which the gender component is explicit and the primary objective and can be identified as being fundamental in its design; where the achievement of gender equality and women’s empowerment objective is the main reason the action was planned.	80-100%	<ul style="list-style-type: none"> ▪ A workshop whose sole purpose is to highlight “gender dynamics of land related conflict”. Gender related dimensions of the issue are discussed, and outcome will contribute to addressing inequality in access and decision making, and ultimately conflict resolution and peacebuilding. ▪ A training for a network of women mediators and peacebuilders who will mobilize the community to address local conflicts or contribute to national reform and peacebuilding processes. ▪ A study on the specific barriers to young women’s participation in local politics.
Mainstreamed	Activities whose principal purpose are not GEWE, but are sensitive to and consider gender aspects. The activity will considerably contribute to GEWE.	30-79%	<ul style="list-style-type: none"> ▪ A workshop on “land tenure and conflict” that includes a session on gender aspects of the issue and discuss them even if gender equality is not the main purpose of the activity. ▪ Security Sector assessment undertaken as part of a reform process where the ToR considers security implications for women and men and response to violence against women.
Limited	Activities that will contribute to gender equality only in a very limited way, mainly through ensuring representation or through ensuring that no harm is done, for example by reinforcing inequalities.	15-30%	<ul style="list-style-type: none"> ▪ Ensuring, through specific measures, equal numbers of women and men in activities including consultations. ▪ Awareness raising campaigns and outreach communication with targeted messages to women and men.
Blind	Activities that have no gender component and do not target gender equality. It refers to all activities that are not expected to contribute to gender equality in a noticeable way.	0%	If an activity does not fit the above description, then no financial allocation should be made.

HOW IT WORKS & WHO DOES WHAT

- ✓ The Gender Marker is mandatory for all projects funded by PBF.
- ✓ The Gender Marker score is proposed by **applicant agencies** (self-scoring) when submitting a proposal to PBF.
- ✓ PBF project templates (IRF: template 2.1 / PRF: template 3.2) include a box on the cover page for the Gender Marker and allocation to GEWE. Proposals that do not include a Gender Marker will be returned.
- ✓ The **PBF Secretariat** in country is responsible to help applicant agencies integrate a strong focus on gender equality and women's empowerment in their projects.
- ✓ The **PBF Secretariat** should review the Gender Marker of all projects before they are submitted to the Joint Steering Committee and PBSO.
- ✓ **PBSO** programme officers provide, when needed, technical support for integrating gender equality and women's empowerment within projects during their development and help assess the Gender Marker.
- ✓ **Joint Steering Committees**, when approving projects, will review the Gender Marker and where necessary recommend changes to strengthen the integration of gender equality and women's empowerment in the projects.
- ✓ **PBSO**, when approving projects, will review the Gender Marker and where necessary recommend changes to strengthen the integration of gender equality and women's empowerment in the projects.

ANNEX A: DEFINITIONS

Gender: Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes.

Gender Equality: Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.³

Gender Mainstreaming: The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetrated. The ultimate goal of gender mainstreaming is to achieve gender equality.⁴

Gender-Responsive Peacebuilding: Aims at enhancing women's participation and leadership in all peacebuilding activities and pays specific attention to the ways conflicts affect women and girls as well as to their particular concerns, recovery and protection needs. It is based on the understanding that inclusiveness sustains peace and that failure to engage women and their views and needs in such processes undermine the prospects of achieving sustainable peace.⁵

In the context of conflict and peacebuilding, gender can be analysed through the following three dimensions:

Individual gender identity: The social roles and needs of individual women/girls and men/boys during in conflict affected situations. (How does a person define his or her role as a man/boy or as a woman/girl in a specific society?).

Gender symbolism: The stereotypes of "masculinity" and "femininity" and socially constructed ideas of "women/girls" and "men/boys." (What is considered to be a typical male characteristic or a specific female behavior?) To illustrate further masculinity is often closely associated with confident decision making, having physical and rational power, and being prone to violence. Femininity, on the other hand, is stereotypically defined by the opposite characteristics such as being a victim, being a peacemaker, and being emotionally, physically, and intellectually inferior to men.

³ OSAGI (now UN Women): Concepts and definitions:

<http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

⁴ Agreed Conclusion of ECOSOC Coordination Segment on Gender Mainstreaming, A/52/3, 1997

⁵ UN Women Sourcebook on Women, Peace and Security: Overview of Contents, 2012

Structure: The organization and the institutionalization of gender relationships with regard to war making and peace making in the public and private sphere. (How does gender influence political, social, and economic behaviour within a society?).⁶

Gender-sensitive indicators: Are indicators that track gender related changes over time. They point to changes in the status and roles of women and men over time and how a project affects them. A key element of a results framework is the indicators that are selected to measure progress on delivering outputs and achieving outcomes and impact. to include both gender-sensitive as well as sex-specific/sex-disaggregated qualitative and quantitative indicators or data collection methods. Without this information it is challenging to monitor progress on advancing gender equality or women's empowerment.⁷ For example:

- Outcome 1: Targeted subnational institutions are inclusive of women and youth to prevent and respond to inter-group conflict (e.g schools; DDAs; Provincial Administration; Police; Village Courts; Peace and Good Order Committees).
- Outcome Indicator 1a: % increase in the proportion of female representatives in local dialogue, conflict resolution and peacebuilding processes.
- Outcome Indicator 1b: Proportion of population who believe decision-making is inclusive and responsive, by sex and age.

⁶ Mainstreaming Gender into Peacebuilding Trainings, 2016, Center for International Peace Operations (ZIF) & Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

⁷ October 2016 Cordaid handbook on integrating gender in peacebuilding and state building