

Independent Expert Paper¹

**Commissioned by the United Nations Development Fund for Women (UNIFEM)
and
The Peacebuilding Support Office (PBSO)**

Women and Peacebuilding

**Jennifer F. Klot
Social Science Research Council
29 January 2007**

Introduction

At the 2005 World Summit, world leaders reaffirmed the important role of women in conflict prevention, resolution and peacebuilding. They called for the full and effective implementation of the Security Council Resolution 1325 on Women and Peace and Security and, for the first time, accepted the inter-linkages across development, peace and security and human rights. This new resolve for integrated approaches to peacebuilding became a core rationale for the creation of the Peacebuilding Commission (PBC). In making gender equality the PBC's only thematic mandate, a new doctrinal imperative was created for ensuring systematic attention and resources to advancing gender equality within transitional recovery, reintegration and reconstruction efforts.

Indeed, the reality for women in post-conflict situations has grown increasingly brutal as the scourge of HIV/AIDS accumulates and interacts with the effects of poverty, natural disasters and environmental degradation. Today, women in the aftermath of crisis have perilously little protection or access to services, justice, economic security or citizenship. Delivery to meet basic needs and safeguard fundamental rights is unrepentantly lacking. A recent assessment of the United Nations Development Programme's work in crisis prevention and recovery exposed an exhaustive failure to integrate a gender perspective into the United Nations (UN) system's approach to early recovery, transition and reintegration.²

Justice and security sector reform is the arena in which women's needs are greatest and gaps in response most glaring. Despite increasing violence against women in conflict's aftermath, their protection typically receives less attention than higher profile street crimes, homicides, political corruption, gangs, and disarmament, demobilization and reintegration (DDR) initiatives. Although recent attention has been given to rape and sexual torture as weapons of war, these very same violations - when committed after a ceasefire – and often by the very same perpetrators, tend to be recast in peace-building processes as private, domestic concerns. Most often, women's security is considered a 'human rights' or 'women's issue' rather than a security sector imperative. Yet undeniably, in many post-conflict settings, the formal security institutions charged with women's protection, namely the military, civilian police and even peacekeepers, are sometimes among the perpetrators of violence against them and fail to serve as accountability institutions to which women can turn for redress and security.

Within and across post-conflict situations, there are sharp inconsistencies in the support provided by the international community to women's machineries and non-governmental organizations (NGOs). In transitional recovery, women's increased care-burdens and the gender specific impacts of macro-economic, labour and social protection policies are largely unaddressed. The considerable variance in the standards of basic and emergency health services provided to women in different countries is often associated with the ideology, funding source and/or political affiliation of the funding partners.

As a relatively new field, unmet demand and huge gaps persist in knowledge on gender and peacebuilding and in how it is created and used intellectually, politically and in meeting practical needs. From management skills to infrastructure, technical expertise to resources, capacity is lacking within women's peacebuilding institutions, and within and outside of government and

the multilateral system. In the context of peace processes there is a systematic absence of gender expertise, conflicting UN positions on women's human rights issues such as quotas and emergency reproductive health care, and an under-representation of women in decision-making. In the few cases where consensus on gender issues had been reached at the early stages of negotiations, implementation has been thwarted by the absence of public support and sufficient resources.

Unequivocally, involving women and gender expertise in peacebuilding activities is essential for reconstituting political, legal, cultural and socio-economic and social structures so that they can deliver on gender equality goals.³ **Gender equality brings to peace-building new degrees of democratic inclusiveness, faster and more durable economic growth and human and social capital recovery.**⁴ Indeed, peacebuilding may well offer the single greatest opportunity to redress gender inequities and injustices of the past while setting new precedents for the future. But these opportunities can be enhanced significantly – or constrained – by how the international community sets its priorities for recovery and uses its resources for peacebuilding.

I. The Peacebuilding Commission's Gender Mandate

This paper explores the early experiences and potential of the Peacebuilding Commission in integrating a gender perspective into its work. Although the gender equality mandate of the PBC and Security Council are complementary, their structures and functions denote very different opportunities for making women and gender issues central to the UN's peacebuilding agenda.

As an advisory body, the PBC has a broad mandate to bring together the UN's capacities and experience in peacebuilding, respect for human rights, the rule of law, humanitarian assistance, reconstruction and longer-term development. The PBC is a central node for helping create and promote comprehensive strategies for peacebuilding, both in general terms and in country situations. Its mandate to integrate a gender perspective into all of its work, therefore, represents a crucial opportunity for developing policy guidance and ensuring adequate resources for early recovery activities that both fully engage women in their design and implementation, and redress structural inequalities that existed prior to and during the conflict, and which may have also shaped the forms of violence used. Gender equality speaks directly to the PBC's aim of "focusing attention and consolidating good practice on vital cross-cutting issues...for which effective programmes must draw on the capacities and plans of actors across the full range of political-security-humanitarian-development activities."

This paper assesses the Commission's early efforts to fulfill its mandate in relation to three principal strategies for mainstreaming a gender equality perspective into peacebuilding:

- 1) Addressing the particular impact of conflict on women's recovery – especially sexual and gender based violence;
- 2) Supporting women's full participation in and ownership of peacebuilding and recovery processes; and

- 3) Ensuring that national priorities for recovery – political, social and economic – redress inequalities of the past and positively influence gender relations and contribute to gender equality.

Additionally, the paper proposes elements of a ‘peacebuilding agenda for women’ and actions to guide the Commission’s efforts to integrate a gender perspective into its strategic priorities; policy directions; operational approaches and resource mobilization efforts.

II. Gender within the context of the PBC Frameworks for Sierra Leone and Burundi

This assessment of opportunities for strengthening support for women and peacebuilding within the context of established PBC priorities is based on a review of the PBC Strategic Frameworks, Peacebuilding Fund (PBF) Priority Plans, Project Summaries and Reports for Sierra Leone and Burundi, contributions from civil society consultations, academic and policy research on the PBC itself and in the field of gender and peacebuilding.

1. Sierra Leone Peacebuilding Cooperation Framework

- (a) Encouraging efforts have been made to engage women at various levels within PBC processes for Sierra Leone. In particular, *a National Consultation for Enhancing Women’s Engagement with the UN’s Peacebuilding Commission in Sierra Leone*, convened by UNIFEM and PBSO in January 2007,⁵ proved effective in informing women leaders and civil society organizations about the PBC, and for helping establish a national peacebuilding agenda for women. The engagement of the PBSO and UNIFEM HQ in the Consultation ensured information flow and appropriate technical support. Also the selection of the Mano River Women’s Network for Peace as one of two civil society representatives on the PBF National Steering Committee was a significant demonstration of commitment to women’s participation in the PBC processes.
- (b) The PBC has played an effective role in facilitating gender-aware legal and judicial reform and is credited with providing much needed political support to ensure the long overdue adoption of a legal framework that outlaws domestic violence, ensures women’s right to inheritance and to own property. Moreover, Sierra Leone’s Peacebuilding Cooperation Framework (Framework) specifies the need to increase women’s access to courts, help ensure property rights and, most crucially, provide alternatives to the customary court system. Sierra Leone’s Framework commits increased support to Family Support Units of the national police to address sexual and gender based violence and other crimes against women. This particular security sector reform initiative sets an important precedent that should be assessed for potential replication.
- (c) The PBC’s future support to Sierra Leone’s National Electoral Commission should emphasize appropriate reforms and strategies to increase women’s participation and representation in elected positions, including through voter registration, civic education, election observation, electoral system reforms, constituency development, training, party and media codes of conduct and gender sensitive policy research and legislative reform. Dedicated support to implementing transitional justice approaches and reparations to

survivors of sexual violence in the context of reparation programme is not addressed in the Framework, but is high among women's priorities. As a contribution to restoring civic trust, the PBC should use its influence to ensure transparency, consultation and gender expertise in the design and implementation of transitional justice and reparations programmes. In this regard, the Women's National Consultation recommended specialized physical and psycho-social and economic support for survivors of sexual violence, including immediate access to fistula surgery, testing and treatment for HIV/AIDS and other sexually transmitted infections.

- (d) Although Sierra Leone's life expectancy at birth is 41, the government of Sierra Leone and the Peacebuilding Cooperation Framework define youth to be between the ages of 15-35. This recognizes that those who are currently 35 would have been 18 when the conflict commenced, while those who are 15 would have been 2 years old. Effective youth empowerment and employment strategies will clearly need to respond to different needs across the development cycle and the very different impacts that the conflict had on boys and girls. In this regard, the Women's Consultation drew attention to the needs of children born of rape and recommended the creation of safe houses for young women survivors of SGBV and training for female counselors to support them. They also recommended 50% quotas for participation in youth employment schemes, and special programmes for young girls not reached by the DDR process.
- (e) Urgent needs in the energy sector underpin many of Sierra Leone's growth and recovery challenges. As the PBC supports short-term emergency needs for the generation, distribution and management of electricity supply to Freetown and its surrounding areas, a gender energy needs assessment should be carried out to take account of the different energy needs of men and women. Giving priority to women's energy needs – safe transportation, lighting and energy – will go a long way toward ensuring their safety. The management and governance of natural resources for the benefit of the people of Sierra Leone must also engage women and ensure that a gender perspective is integrated into all related decision-making.

2. Strategic Framework for Peacebuilding in Burundi

- (a) The participation of women in the Arusha peace process was crucial for ensuring the centrality of gender equality to Burundi's framework for democratic governance and peacebuilding. But the lack of sustained financial support to build on this momentum and women's exclusion from many of the implementing mechanisms limited the potential impact of their initial engagement. In October 2006, UNIFEM and the Ministry of Gender and a number of civil society organizations organized a consultation on gender and peacebuilding in order to influence the preparations for the PBC and PBF engagement. The consultation resulted in a number of recommendations which informed the PBF project dealing with gender and peacebuilding. Despite these early efforts, Burundian women's organizations relied heavily on international NGOs to provide access to information.⁶ They have persistently called for strengthening capacity development and support for their full participation in the PBC processes and requested a gender adviser to represent them in the national PBC process, membership on the Joint Steering Committee and in the PBC support office.

- (b) In government, however, women are well represented. The introduction of quotas in the peace agreement and in the new constitution was highly effective in increasing women's participation in governance. Women now account for 30% of parliamentarians and seven of 20 ministers. For the first time, women were elected as chiefs of communes. Burundian women have called for support to reinforce the work of women's machineries within all ministries, to ensure effective gender mainstreaming.
- (c) Despite constitutional guarantees of gender equality, however, Burundian women continue to face discrimination in family law, property, inheritance and criminal law, employment and taxation: the Family Code legalizes forced and early marriage following rape or coerced sex. Despite these challenges, the Peacebuilding Strategic Framework makes no references to the need for capacity building for gender-sensitive judicial reform or for gender responsive security sector reform nor within deliberations about opportunities for transitional justice.
- (d) The Strategic Framework calls attention to risks posed by security forces who commit violations against civilians and underscores the need to ensure demobilization and reintegration, and redefine security mandates and create a police force responsible for citizens' security. Yet the only engagements to respond to these risks are listed under the commitments of women's organizations themselves.
- (e) Although Burundi's PRSP speaks to a range of privatization strategies, the Strategic Framework expresses concern that economic reforms, such as the privatization of public enterprises may cause a deterioration of social conditions and generate conflicts. The Framework calls for economic and land reforms to be implemented concurrently with basic social protection reforms. This is particularly relevant for the resettlement and reintegration challenges faced by internally displaced and refugee women and children. The Framework points to increased risk of sexual violence among widows in particular because they have been forced to engage in transactional and coerced sexual relations in exchange for protection, housing and family survival.
- (f) Burundi's PBF Priority Plan explicitly focuses on strengthening peace and social cohesion through the role of youth and women. Although it recognizes the special needs of displaced women, those affected and infected by HIV/AIDS and their entitlements to land and other sources of production, it gives no indication of strategies for responding to these needs.
- (g) Burundi's Monitoring and Tracking Mechanism provides a model template for developing gender sensitive indicators and benchmarks for achieving gender equality goals. It should be expanded and used as a basis for monitoring progress and assessing obstacles.

III. Strengthening the Agenda for Women and Peacebuilding: Substantive Gaps and Strategic Considerations

This review of the PBC's progress in integrating a gender perspective into its work reveals a number of substantive gaps which have yet to be brought on the PBC's agenda or within the context of other related development and poverty reduction frameworks. It also identified a number of strategic issues which are currently on the PBC's agenda but have yet to be analyzed from a gender perspective. Without rapid and serious attention to these critical priorities for women, which are outlined below, societal-wide recovery efforts will be undermined.

1. Substantive Gender Gaps within the Peacebuilding Commission's Agenda

- (a) **Military to Civilian Transitions:** Despite growing awareness of the psycho-social needs of survivors of violence in conflict, effective responses have yet to be developed. But even less attention is given to the psycho-social consequences of war-induced stress among veterans and former combatants in their transition from military to civilian life. Clearly, unhealed psychic wounds, particularly among combatants and survivors increase the risk of family, community and societal violence and rupture. Decades of studies of returning veterans in the United States have established links between combat trauma and higher rates of unemployment, homelessness, gun ownership, child abuse, domestic violence, substance abuse, suicide, homicide and criminality.⁷ While there are clearly lessons to be learned from Western experiences, there is no equivalent body of literature or experience in post-conflict settings. Nascent efforts to respond to the psycho-social impacts of war on children and of sexual violence on men and women draw from non-conflict settings and are based on western, clinical, psycho-therapeutic approaches. Urgent attention – intellectual and programmatic – is needed to address the psycho-social issues of recovery from violence and its perpetration.
- (b) **Social Protection:** For women – especially those who have been cast away from their families as a result of the violence perpetrated upon them - expanded social insurance packages and basic living allowances can prevent their engagement in survival, transactional or commercial sex or other exploitative situations. These programs can guarantee women access to medical care and unemployment insurance (for which they are typically excluded since they had never been among the registered employed). They can also reach women and elder caregivers, who, just at the point in their lives when they expect to be taken care of by their children, are forced to take in relatives, orphans, and even their own adult children who may have HIV/AIDS or be otherwise incapacitated. The expansion of child-care facilities and provision of transportation can contribute enormously to easing these burdens. In this regard, priority must be given to developing social security and protection systems.
- (c) **HIV/AIDS:** Every country in sub-Saharan Africa affected by conflict also has a generalized HIV/AIDS epidemic – two-thirds with prevalence rates above 5%. Many of the forces driving conflict are also those driving HIV/AIDS – poverty, famine, environmental degradation, human rights violations and weak governance systems. The Security Council's recognition of HIV/AIDS as a threat to international peace and security has yet to bring about appropriate measures in peacebuilding situations for prevention, care and treatment. As

populations at risk - including soldiers, former combatants, refugees and displaced persons - return and reintegrate into their communities, many are no longer able to access 'humanitarian' support they received during conflict for HIV and AIDS. As governments need time to establish national HIV/AIDS infrastructure, lapses in prevention, care and treatment can create acute medical crises, new strains and risks of infection, resistance to anti-retroviral treatment, and increase stigma and discrimination.

2. Strategic Considerations of Issues on the Peacebuilding Commission's Agenda:

(a) Sexual and Gender Based Violence (SGBV) and Exploitation: Sexual and gender based violence and exploitation is an often unrecognized, invisible, and critical impediment to effective peacebuilding. It is a foundational constraint on women's capacity to exercise their citizenship rights, their leadership roles and contributions to reconciliation. It affects not only their mobility and health, but also the way they are perceived as legitimate participants in post-conflict decision-making. The perpetuation of SGBV with impunity signals that peace has not been achieved for at least half the population. The scale and scope of sexual violence in post-conflict situations has implications for, and is affected by, virtually every aspect of peacebuilding, from small arms control and weapons reduction to HIV/AIDS risk, transportation planning, economic recovery and reintegration. The psycho-social damage – to survivors and perpetrators – is one of the most pervasive threats to social cohesion at family, community and national levels.

Responses to sexual and gender based violence and exploitation, however, have been very narrowly defined, under-resourced and inconsistently addressed throughout the peacebuilding frameworks and priority plans. In part, this is because very little exists in the way of evidence-based approaches to SGBV prevention, protection, physical and psycho-social recovery. **Given the recent initiatives in a number of countries to develop national action plans to prevent SGBV, the PBC and the PBSO might assess the effectiveness of this approach and, in collaboration with UNFPA, UN Action, UNIFEM, UNDP, UNICEF and others, identify ways in which peacebuilding frameworks can more systematically address this concern.**

(b) Security Sector Reform: By giving priority to security sector reform, the Peacebuilding Commission recognizes that physical security and freedom from violence are essential preconditions for peaceful recovery. But strategies to increase women's protection and ensure a more accountable, responsive and representative security sector have yet to be identified in the peacebuilding frameworks and priority plans. **A comprehensive re-envisioning of a gender-responsive security sector is urgently needed. Across the security sector, urgent attention must be given to establishing accountability systems, gender sensitive recruitment, selection and retention policies; specific procedures for registering crimes against women and protecting victims; gender responsive police structures, deployment, risk assessment, research, and crime and injury data and information collection systems.** Additional focus should be given to other sectors of enforcement (e.g. peacekeeping, army, customs, prisons, immigration); oversight (including Ministries of Finance, Interior and Justice) and in identifying risks to women posed by non-statutory security elements.

- (c) **Judicial Reform:** Increasing women's access to justice requires legal reforms that bring formal and traditional justice systems into conformity with human rights norms and standards. Ending gender discrimination requires technical support for enacting constitutional, legislative, electoral, judicial reforms, and the reform of military codes. Increasing women's legal literacy and aid, monitoring and reporting women's human rights violations, ensuring reparations and restitution for women, and training and capacity building for gender justice must also be central to reform efforts. Constructing special courtrooms and prisons for women, and providing necessary office equipment and translation services are necessary starting points. **Drawing from experiences in India, Fiji, the United States, Australia, Scotland and elsewhere, consideration should be given to establishing special courts to try sexual and gender based crimes and relieve the backlog of cases. Lessons should also be learned from recent experiences in Liberia, Sierra Leone, India, Peru, and Brazil on the establishment of specialized police stations for women, and the establishment of hospital police.**
- (d) **The Macroeconomics of Gender Responsive Peacebuilding:** The macro-economic principles and strategies underpinning Peacebuilding Frameworks – drawing largely from the PRSPs, and reinforced in MTEPs and UNDAFs - may inadvertently undermine national strategies for gender equality. It is well known that women suffer disproportionately from the stringent macro-economic policies often put in place during a country's transition to peace. Composing eighty percent of the rural agricultural workforce, women often experience a severe adverse impact from the commercialization and privatization of agricultural land. Heavy-handed cuts to social sectors and the introduction of user fees further restrict women's access to health services and education. Because women and men occupy unequal positions in the labour market and the household, women are more negatively affected by policies that privatize basic service provision, including energy, communications, transportation, health care and education. While privatization has been seen to expand markets and increase foreign investment, there is little analysis that shows privatizing basic services actually benefit the poor. Claims of a more efficient private sector have yet to be established while outsourcing public sector employment is known to disproportionately affect women's employment.⁸ **The PBC is therefore encouraged to assess existing macroeconomic frameworks for gender bias in their conception and impact; carry out demand-side assessments of women's needs in water, sanitation and energy; and advocate for appropriate reforms and redress.**
- (e) **Socio-economic recovery:** Within Peacebuilding Frameworks and poverty reduction strategies, 'pro-poor' investments in human capacity are targeted primarily at the most marginalized through low-skill vocational training, public works employment, micro-credit and primary education. But no country has ever developed without investing in the human skills needed to use modern technology and shape intellectual and research agendas. **Strategic consideration must be given to supporting secondary and tertiary education, agricultural research and basic sciences, and the development of information and communications technologies. The PBC can help expand the international community's focus beyond micro credit, to consider socio-economic strategies which build on women's historical successes in market based social entrepreneurship, trading, the**

fisheries and agriculture including through the provision of substantial loans, support for technical skills upgrades, and removal of gender biases in market access. Short-term programmes like those in Sierra Leone which support expatriate transfers of knowledge should also be explored.⁹

- (f) **Democracy and Good Governance:** In many conflict and post-conflict countries, national mechanisms and machineries for the advancement of women have been established but must be strengthened to ensure women's active participation in public policy formulation and implementation. Current PBC approaches in Burundi and Sierra Leone lack visible support for national women's rights machinery and would benefit from 'best practice' guidance on the most effective formulations for women's engagement in post-conflict governance. **Constraints to women's meaningful engagement in political institutions and public decision making require specific commitments to address factors that inhibit women's ability to campaign for public office or their freedom of choice at the polls.** Both countries have reported encouraging experiences with affirmative action, such as informal and formal quotas and it is recommended that the PBC consolidate best practices on this issue so that UN support for elections provides consistent advice on this issue.
- (g) **Youth Empowerment and Employment:** Neither Burundi nor Sierra Leone will be able to achieve their goals of youth empowerment and employment without developing strategies that respond to different needs of youth across the development cycle and to the very different impacts that the conflict had on boys and girls. **Both age and socio-economic location throughout protracted civil wars are critical determinants of impact, as are the direct experiences of young people as participants and survivors. Responding to the needs of young people will require targeted strategies that address the very different impacts and experiences of conflict by young people of different ages.** Adolescence, especially, is a particularly fragile developmental stage; strategies for reaching this group will need to be tailored to different sexual and reproductive health needs and rights, intellectual stages of development and dependency burdens. This very under-developed field of knowledge and practice needs to consider new ways of responding to issues such as coerced and forced early marriage, teenage pregnancy, sexual exploitation and trafficking, female genital mutilation, HIV/AIDS.

V. Recommendations

Although women's participation and gender equality is a 'predictable' peacebuilding gap, it is striking how far this core issue is lacking in institutional capacity, policy and operational guidance, programme implementation, data, monitoring and evaluation, knowledge and resources. As the UN works to consolidate and strengthen its gender architecture into a single, viable, operational entity, the PBC can play a crucial 'stop gap' role in drawing attention to priority needs for women and peacebuilding and advocating for gender-sensitive planning for peacebuilding activities. It can help mobilize 'surge' support across the UN system and with civil society partners to strengthen operational capacity on gender and peacebuilding and for catalytic activities which help advance a medium and longer term agenda for women and peacebuilding. And it can convene the entire UN system and civil society around critical policy questions,

knowledge needs, programme gaps and political challenges on peacebuilding which require a concerted and multi-sectoral approach.

One of the major impediments to actualizing the work of the PBC on gender is the inadequacy within the UN's own gender architecture. In his 2007 report to the Security Council on Resolution 1325 on Women and Peace and Security (S/2007/567), the UN Secretary General identified numerous challenges faced by the United Nations system in the area of women and peace and security, including "incoherence, inadequate funding of gender-related projects, fragmentation and insufficient institutional capacity for oversight and accountability for system performance as well as low capacity for gender mainstreaming". He further pointed out that these challenges "contribute to the gap between implementation of resolution 1325 (2000) at the country level and the global, regional and national commitments on gender equality in peace processes and post-conflict reconstruction." In the same report, the Secretary General recommended reducing reporting to the Security Council on the UN system's actions in support of 1325 and removing reporting requirements in the area of 'peacebuilding and post-conflict reconstruction and rehabilitation.'

Capacity weaknesses at the country level are no less apparent. Both Burundi and Sierra Leone are having difficulty fulfilling their modest commitments on women, gender equality and peacebuilding. While there is an implicit reliance upon UNIFEM to lead and coordinate on gender equality issues, there is little recognition within the UN system that UNIFEM has modest presence in both countries due to resource constraints. The role of the Gender Advisers in the integrated offices (UNIOSIL and BINUB) also appears to be an important factor in determining how well gender issues are understood, integrated, budgeted for and made operational, but predictable support for these positions is often not available.

The attention given to women and gender issues in the current PBC Frameworks for Sierra Leone and Burundi is, however, highly encouraging: it demonstrates awareness of the need to engage women in peacebuilding processes and to ensure that peacebuilding strategies deliver for women and support positive transformation of gender relations. But getting it right at the political level is only a first step toward achieving these goals. The World Bank's experience with gender mainstreaming shows that political will is a necessary but insufficient condition that must be accompanied by appropriate policies, technical skills, gender-sensitive programme design, strategic planning, operational capacity and capable partners. It also requires appropriate human resource and communications strategies, knowledge creation and management, monitoring and evaluation, resource mobilization, and gender-sensitive financial management and reporting.

While the PBC cannot ensure this full range of requirements, it can advocate for gender-sensitive approaches and policies in support of peacebuilding, encourage collaboration with appropriate operational partners and help mobilize resources to fill capacity gaps where they exist. Further, it can help establish appropriate benchmarks and indicators against which progress can be measured. In support of these aims, the following recommendations are made:

1. Increase Women’s Participation in Peacebuilding

- (a) Provide backstopping and ‘surge support’ to facilitate women’s participation in all relevant peacebuilding processes, national steering committees, women’s machinery and other relevant regional and international processes;
- (b) Ensure gender expertise on all PBC assessment and field missions and visits and country specific meetings, both formal and informal;
- (c) Convene civil society dialogues focused on gender and peacebuilding issues and help bridge the disconnect between indigenous women’s organizations and the operational activities of international organizations.

2. Strengthen Institutional Capacity for Gender Equality and Peacebuilding

- (a) Support institutional strengthening of women’s peacebuilding organizations;
- (b) Support catalytic activities at country level which are essential for implementing Peacebuilding Frameworks;
- (c) Strengthen institutional capacity throughout the UN system in support of gender equality and peacebuilding aims.

3. Respond to Gaps in Knowledge and Information on Gender and Peacebuilding

- (a) Support research and interdisciplinary collaboration on critical gaps and strategic priorities relevant to women and peacebuilding;
- (b) Systematically collect information on lessons learned in UN peacebuilding missions and relevant post-conflict settings;
- (c) Specify gender equality indicators as part of ongoing efforts to further develop monitoring and tracking mechanisms to follow up gender equality commitments made in the context of Peacebuilding Frameworks.

4. Increase Coherence of UN Actions in Support of Gender Equality and Peacebuilding

- (a) Ensure that the priorities established in the peacebuilding frameworks and strategies reflect best practices for achieving gender equity and supporting women’s participation in peacebuilding; engage appropriate partners (across the UN system, at national and regional levels and with civil society); and are appropriately resourced;
- (b) Develop system wide policy coherence on women and peacebuilding.

5. Ensure Adequate Resources to Mainstream Gender Equality into Peacebuilding

- (a) Establish a Trust Fund for Women and Peacebuilding with the aim of supporting strategic and catalytic activities to strengthen capacity, respond to critical gaps and strategic priorities within the field of gender and peacebuilding;
- (b) Require that gender analysis be included in all priority plans and budgets, specifying intended beneficiaries, indicators and benchmarks for achieving gender equality aims;
- (c) Encourage the establishment of allocation mechanisms that ensure an adequate proportion of funding is allocated for gender sensitive programming.

¹ The paper reflects the view of the author and not those of UNIFEM or PBSO.

² Klot, Jennifer F. "UNDP/BCPR Gender Mainstreaming in Crisis Prevention and Recovery, A Forward Looking Review (February 2006).

³ Experiences in Burundi, Somalia and DRC have shown that women's' perspectives on these issues can break deadlocks reached between political parties and that unity among women across political parties can create a better climate for negotiations.

⁴ *Integrating Gender into the World Bank's Work: A Strategy for Action* (January 2002).

⁵ Report, *National Consultation for Enhancing Women's Engagement with the UN Peacebuilding Commission in Sierra Leone* (January 2007), Freetown, Sierra Leone. Unpublished Report.

⁶ Ndacayisaba, Goretti. "Gender and the Work of the Peacebuilding Commission in Burundi" (2 March 2007), unpublished presentation to the 51st Commission on the Status of Women in New York.

⁷ See, for example, Nisbet, Robert (1945), "The Coming Problem of Assimilation, *The American Journal of Sociology*; and Jonathan Shay (2002) *Odysseus in America: Combat Trauma and the Trials of Homecoming*, The National Vietnam Veterans Readjustment Study, (accessed 20-01-08)

http://www.ncptsd.va.gov/ncmain/ncdocs/fact_shts/fs_nvrs.html?opm=1&rr=rr45&srt=d&echorr=true

⁸ "Privatization: its impact on women", by Liesl Orr, National Labour and Economic Development Institute, Policy Bulletin, Vol 4, No. 3 [2001-11-01] <http://www.naledi.org.za/pbull/vol4no3/v4n3part1.pdf>

⁹ The ILO reports that micro-credit has shown only negligible levels of success in increasing women's empowerment, economic autonomy and self-sufficiency in conflict affected areas. *Gender Guidelines for Employment and Skills Training in Conflict-Affected Areas*, (Geneva, ILO:1998)