

# **The Gender Dimensions of Post-Conflict Reconstruction**

**with World Bank Examples**

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## Our Topic and Our Approach

Based on our experience working with and reviewing development aid projects in Post Conflict Reconstruction (PCR) situations, this paper suggests ways in which the gender dimensions may promote gender equality and enhance PCR returns on investments. It argues that achieving successful reconstruction and maintaining peace requires attention to gender in the post-conflict domain.

The World Bank examples demonstrate the extent to which the largest development institution meets its own objective to mainstream gender into all its investments, including a sample of its large development loans and its small Post Conflict Fund (PCF) grants. We integrate World Bank project examples in the text and present a discrete gender analysis of the PCR track record in Annex 1.<sup>1</sup> These examples bolster our argument that gender issues need much greater attention in PCR, while some illustrate the kind of gender-sensitive approaches that we advocate.

We begin our discussion by locating PCR within a process triggered by peace negotiations and ending with peaceful, prosperous and equitable societies. This is important because of the great efforts and substantial accomplishments relating to gender in the earlier phases. Then, we propose a framework with three interrelated essential gender dimensions: (1) women-focused activities, (2) gender aware programming, and (3) gender role transformation to heal trauma, build social capital and avoid violence. Throughout the paper, we recommend gender-focused approaches for building peaceful and equitable post-conflict societies.

### Situating Our Topic along the Continuum of Conflict, Peace Negotiations, Peacekeeping, Humanitarian Assistance, Peacemaking and Reconstruction

From the Women and Armed Conflict plank in the Beijing Platform for Action (BPA) (United Nations 1996) through government commitments in the June 2000 five-year BPA review, to Security Council Resolution 1325 (SC 1325 – in Annex 2) (United Nations 2000), the world has increasingly acknowledged the impacts of conflict on women – and of women on conflict.

SC 1325 marked a milestone. For the first time in its 55-year history the UN Security Council focused on women. Through SC 1325, the international community recognized that women's involvement is essential for achieving sustainable peace. SC 1325 commits to women's participation in peace negotiations, preventing and managing conflict and peacekeeping operations. Although SC 1325 could be strengthened by *mandating* the need to address gender relations and gender equality during all phases of conflict and post-conflict, it is a historic achievement raising the stature of gender roles and women's needs in international discourse and planning.

Many excellent papers have addressed advocacy for women during conflict and peace negotiations, peacekeeping and peacemaking, resulting in significant progress. This paper builds upon them, shifting the focus to stages that follow. It addresses women's inclusion and gender issues beyond conflict settings, humanitarian, peacemaking efforts, and peace negotiations: in **reconstruction**. Our concern is with the gender dimensions of **development** – social, economic and political – within a particularized context that is post-conflict.

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<sup>1</sup> This paper is a work in progress. We are refining a gender analysis of larger World Bank PCR projects for a separate annex that we will integrate into a future version to be published at [www.genderaction.org](http://www.genderaction.org). Some World Bank projects cited in this text will be elaborated and linked to the forthcoming annex.

**Three Gender Dimensions:  
Women-Focused Activities, Gender Aware Programming, Gender Oriented Social  
Transformation**

To analyze the gender aspects of PCR we propose three interrelated dimensions. Each is rights-based, guaranteeing women *rights* to: participate *meaningfully* in policy-making and resource allocation; benefit *substantially* from public and private resources and services; and enjoy equal status with men in constructing the new peace and prosperity. Under civil society pressure the World Bank is starting to recognize human rights but has not yet integrated a rights-based approach into its investments. This needs to change – both as a matter of right, and as a matter of sustainable reconstruction.

With women's rights as the foundation, the first gender dimension is women-focused activities that *compensate for gender disparities* – in rights, education, resources and power. The second dimension takes a more economic approach, ***recognizing that gender-related impediments diminish the effectiveness of economic and governance programs***. Characterized by urgent need for leadership, resources, labor and talent, post-conflict societies cannot afford to bypass women or to ignore gender-related impediments and opportunities. The third gender dimension, the most strategic, is transformative as it advocates *gender-oriented activities to change unequal conflicted to peaceful societies of respect and equality*.

***Dimension One: Women-Focused Activities***

This dimension highlights PCR opportunities to set new norms, draft new rules, identify and empower new leaders, and build new institutions (McMillan and Greenberg 1998). It invites the full incorporation of women's rights through women-focused activities that contribute to leveling the playing field, redressing deficits and disparities and ensuring that women have resources and capabilities. Thus, for example, the World Bank supported a project in Peshawar to train Afghan exiled women to teach girls in Afghanistan who, because of previous injunctions preventing female education, lacked schooling. While such activities reflect a "women-in-development" approach, they target deficits in order to achieve gender equality.

This section promotes women's rights to: (1) full and effective participation in decision-making, particularly political, (2) property ownership, including land, housing and other assets, (3) employment without discrimination in hiring, benefits, promotion or firing, and (4) lives free from violence.

*Political Rights*

As the BPA underlines, women have the right to draft constitutions and elect representatives (UN 1996). Furthermore, post-conflict demographics of greater female than male populations present *opportunities* for females to fill positions previously held by men.

But ensuring that women's political rights are fully exercised requires attention to the number of women in decision-making (elected and appointed positions), their capability in such positions, and their commitment to supporting gender equality (Greenberg 1998; Greenberg 2000b). Many post-conflict countries have taken steps to increase women's political participation. The dominant parties in South Africa (ANC), Mozambique (Frelimo), and Namibia (Swapo), established women's quotas on candidate lists. Though controversial, quotas can increase women's representation (Tinker 2004). And while some may question women representatives' political qualifications, they generally ignore unqualified elected men.

Others have focused on women's ability to run for office and to hold office effectively (Greenberg 1998). When the National Council in Timor Leste, where some 45 percent of adult women are widowed (UNIFEM 2004), rejected quotas, women's networks sought UN funding to train women to compete effectively in elections. Women now comprise 26 percent of elected Constituent Assembly members (UNIFEM 2004).

In Rwanda, where women comprise over 60 percent of the post-genocide population, women captured 49 percent of parliamentary seats in fall 2003 elections. Rwanda now has the largest female parliamentary representation worldwide.

In Afghanistan, despite the predominant fundamentalist religious, warlord-led culture, women will occupy at least 25 percent of lower parliament seats. This resulted from pressure by Afghan women's groups and the international community, including from countries such as the US where women hold only 14 percent of congressional seats. Yet women's representation in some post-conflict parliaments remains discouragingly low. An example is Guatemala's lower house where women hold only 8 percent of the seats.

Thus the record of women's political representation is uneven. One of the problems limiting the ability of women to participate politically is their disadvantage in education that also must be addressed.

With or without quotas, women's strengthened leadership capacity is necessary for women politicians to succeed and for increasing voter support for them (eventually eliminating the need for quotas). This requires women-focused activities to build capacity to run for office, win, effectively serve, and promote gender equality when governing. It also requires support for women's organizations that build political awareness and capacity. Women must also remove gender impediments to effective collaboration with men – as coalition partners and political party leaders.

### *Property Rights*

After the chaos, dislocation and destruction of conflict, PCR often involves sorting out property ownership, including law-making around property rights and privatization. More often than not, the old systems that are being replaced had institutionalized gender inequality. PCR legal reforms present an historic opportunity to support gender equal property and inheritance ownership and control.

But more is needed than laws alone, because of two levels of gender bias: whether women have the right to own property, *de jure*, and whether those rights are really enjoyed, *de facto*. Once new gender equal laws are promulgated, as they have been in post-conflict countries like Eritrea, Namibia, Rwanda, South Africa and Uganda, gender-biased practices continue to prevail, impeding women's enjoyment of their newly established statutory rights (Greenberg 2001b; Greenberg 1998). The consequences can be devastating, not only for women but also for their families. For example, a rural Namibian woman who loses her spouse to HIV-AIDS not only loses her husband and children's father but is likely to lose access to the land she farmed and become homeless. If she contracts HIV-AIDS herself, she is likely to be subject to violence, abuse, abandonment by her family, and loss of her rights to property and her children (Muhato 2003).

In PCR countries that privatize state assets, the process usually includes a small group of men with international contacts and access to substantial capital. Women rarely become owners of privatized economic facilities (Dokmanovic 2002). Only legal literacy and other empowerment programs can ensure women receive equal property rights with men. Despite passage of new laws, women often remain unprotected or unable to enjoy rights stated by law. Most developing country women lack

information about their legal rights and lack the capacity and resources to pursue them (such as literacy, money, and power within their families). PCR activities need to develop women's legal literacy and access to justice through the courts and legal professionals.

### *Employment without Discrimination*

The right to employment without discrimination raises similar issues. While post-conflict countries often pass new laws forbidding discrimination, employers frequently ignore them while enforcement institutions are young and weak. This PCR problem pervades transition economies as Gender Action's analysis of World Bank structural adjustment loans in Serbia and Montenegro demonstrate (Vladislavjevic and Zuckerman 2004). The policies and oversight of the Commission for Gender Equality and the Office on the Status of Women in South Africa illustrate that institutional support is critical to enforce women's employment rights (Greenberg 1998).

Furthermore, in PCR there is a danger that donors not only fail to redress discrimination, but may promote it. While donor focus on employment for demobilized male soldiers is understandable, they may institutionalize gender inequality (Greenberg et al 1997; Greenberg 2001b). De Watteville, in her extraordinary study of gender and DDR points out numerous critical factors in PCR preferences for men: In Bosnia, women were glad for employment programs that targeted their husbands because it relieved both economic and psychological strain on their families. But in Nicaragua, an estimated 16,000 women lost their jobs because returned from war (De Watteville 2002). Enabling employers to discriminate positively in hiring men because of economic pressures reinforces gender disparities and stereotyped positions, perpetuates employment practices that violate women's rights and constricts women's potential contribution to economic growth. International NGOs and PVOs must also take care to hire and promote without gender bias, and ensure that women benefit from job training and work experience equally with men (Greenberg 1997).

### *Right to Live and Work Free from Violence*

This right is particularly difficult to promote and protect in post-conflict settings for several reasons. First, men who return home from the front or the bush come from cultures of violence – accustomed to wielding weapons and using force. Second, returning male tensions are high because of uncertainty about place and roles in society, exacerbated by the pains of post-conflict economic adjustment and related unemployment. These tensions often result in increased male alcohol consumption that precipitates violence against women and raises HIV-AIDS rates. This tragic cycle has developed in Angola, Namibia and many other post-conflict countries. Third, after either sexual apartheid during war-time (with men away and women tending to homes and family) or extremely patriarchal relations "in the bush" typified by girls in "forced marriages" and otherwise "enslaved" to men many returnees lack experience with respectful, equitable gender relations.

Violence also affects women's ability to generate income. For example, Angolan women were held up to steal their earnings at the end of a workday in the informal market and South African women are often threatened by crime as they travel to and from work (Greenberg 1998).

Some post-conflict societies have taken this issue very seriously – seeing it not as something ancillary, but requiring attention in building sustainable, peaceful societies. Rwandan genocide survivors, with UNESCO support, developed the Mandela Peace Village (MPV) that houses and provides shelter and literacy programs to displaced widow- and orphan-headed households. But its conditions are still very poor. For example, many of the impoverished MPV women still walk several hours daily to fetch contaminated water and fuel.<sup>2</sup>

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<sup>2</sup> Co-author Elaine Zuckerman interviewed MPV residents in their homes in 2001.

### *Dimension One Challenges*

One constant challenge for PCR women-focused activities is funding. It is a common problem in many development projects for governments and donors to allocate insufficient funding for women's rights-focused activities. This is striking in post-conflict settings where project resources tend to be generous. For example, the World Bank has US\$ 6.6 billion for 95 projects under implementation in Africa alone and an additional 105 projects worth US\$7 billion under preparation (World Bank 2004b).

On the positive side, some PCR programs have included laudable women-focused approaches. In Rwanda, Pro-Femmes Twese-Hamwe, a women's umbrella organization, trains members as leaders. Pressured by women's groups and donors, the Rwandan Parliament passed legislation giving women equal rights to property and inheritance (Zuckerman 2000). In late 2003, Serbia's first PRSP allocated €7 million to develop women's capacity (Vladisavljevic and Zuckerman 2004). In Bosnia and Kosovo, the international community funded major women's initiatives. Yet despite such achievements in some countries, there is a constant danger, as in Kosovo, of a precipitous drop in funding for women's initiatives. It is important to program sustained and sustainable funding.

A second challenge is to get beyond perfunctory participation and *de jure* legal protections to effective participation and commitment to gender equality. Thus women-focused activities must ensure that women political representatives are women's and gender equality advocates -- not merely well connected, compliant politicians. This requires effective, persistent training in gender equality to ensure that not only women, but women and men who are accountable to constituencies, will recognize and support gender equality in policies and resource allocations. This was a key reason for controversy in Kosovo when the UN maintained women's representation quotas in the face of a women's lobby demanding "open lists" to ensure representatives' accountability to constituencies. Gender equitable laws and policies require a critical mass of capable women who voice positions and garner collegial support, along with men who also support gender equality. *The challenge is to engage all stakeholders, including elder male leaders and younger men, to accept gender equality.* Rights-based work cannot be viewed only in terms of women, but also men, who need to know and promote everyone's rights.

### ***Dimension Two: Gender Aware Programming***

Gender aware programming is about gender mainstreaming -- identifying and addressing gender issues that may obstruct or improve reconstruction. The whole gamut of PCR macroeconomic and microeconomic development activities requires gender mainstreaming.

#### *Macroeconomic Issues*

Although gendered impacts of macroeconomic interventions frequently affect development outcomes, little attention has been focused on the intersection of macroeconomic policies and gender (Zuckerman 2000; World Development 1995, 2000). PCR macroeconomic reforms with gendered impacts include spending reallocations, state-owned enterprise privatization, price and trade liberalization, civil service streamlining, and governance decentralization (Greenberg 2001a; Greenberg 2001d).

Often PCR expenditure cutbacks deprive new single mothers or widows of public support. PCR program design and implementation must prevent such impacts. This requires increased effective participation by women and greater awareness of gender equality as a right and economic motor.

Studies demonstrate that women bear the brunt of painful structural adjustment programs (SAP) integral to many PCR frameworks (Vladisavljevic and Zuckerman 2004). Serbia and Montenegro's

(S&M's) typical SAP requires: State Owned Enterprise (SOE) closing, restructuring and/or privatizing; public expenditure and civil service cutbacks including in social programs; and financial sector liberalization, commercialization and downsizing. Although these measures affect women and men differently, their design and implementation neglected gendered impacts. In S&M, health spending cutbacks expand women's homecare for sick household members reducing time for paid work. Women lose formal sector jobs first and are rehired last because they are assumed to be secondary breadwinners. In reality increasing numbers of households are female headed. Men caught in persistent unemployment often become drunk and violent, another gender impact needing attention (Greenberg 2000c).

Furthermore, PCR programs rarely recognize the gender impacts of resource allocations. Many PCR countries face severe resource scarcities that require choices. Removing gender barriers in setting priorities may affect development outcomes significantly, as reflected by women urging reallocations from weapons to social programs in the Beijing Platform for Action and during the Beijing Plus Five review: "Many women's nongovernmental organizations have called for reductions in military expenditures worldwide ... Those affected most negatively by conflict and excessive military spending are people living in poverty, who are deprived because of lack of investment in basic services" (United Nations 1996).

Mainstreaming women's involvement and empowerment may enhance gender equality, accountability, and transparency, such as women promoting gender budget analyses to monitor public expenditures. All PCR countries should support gender budget analyses and follow up advocacy.

Trade is another macroeconomic issue with neglected sensitive gendered impacts (Women's EDGE 2002; Zuckerman 2000). PCR like regular development promotes trade as an economic growth motor. PCR trade ranges from modern industrial economies recovering from conflict such as those in the Balkans, to less-developed countries' informal barter arrangements such as in Sierra Leone, Guinea and Cote d'Ivoire.

PCR gendered trade impacts need addressing. For example, women who have been traders in West Africa for generations developed mobility and networks pre-conflict. Conflict undermines or destroys their trade patterns and livelihoods. PCR women must re-build their trade networks. Doing so requires overcoming almost insurmountable hurdles to credit access (see the Access to Credit subsection) necessary for income generation that would pay for basic needs and contribute to economic growth.

#### *Access to credit*

Credit, one of the most popular PCR programs, raises several gender issues.

Both women and men need access to credit, sometimes micro, sometimes larger. However, as in non-PCR contexts, programs tend to slot women into micro-credit while men gain access to larger credit although women require more than micro-credit for SMEs, particularly urban educated women.<sup>3</sup>

Both men and women who spent years in the bush or displaced may lack skills to start or maintain a business. Many Eritrean and Angolan fighters who lived in the bush lacked any experience with a market economy. Some Eritrean ex-combatant women who lived their entire lives in the bush had never even handled money. Single mothers among them who borrowed micro-credit failed in their

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<sup>3</sup> Across Africa, women compose about 80 percent of the farmers but access less than 10 percent of micro rural credit and less than 1 percent of total agricultural credit (Blackden and Bhanu 1999).

enterprises because of insufficient training and guidance. They ended up in *abject* poverty (Greenberg 2001c).

On the positive side, while men were away fighting, many women who stayed home worked in agriculture or urban enterprises such as those in Luanda's informal market. These women developed business experience and became better investment and credit risks than were many men (Greenberg et al 1997).

Despite women's positive credit repayment record worldwide, gender roles still influence how banks and credit facilities work with women both in PCR and in normal situations. Lending officers in many countries are almost all men, as are borrowers. Women's legal lack of required property collateral impedes their borrowing. Methods to remedy gender inequalities include ensuring equal training opportunities for new bank jobs, using non-property collateral methods, targeting credit to women and men equally, and maintaining sex-disaggregated records to identify and remove gender disparities. However, many PCR credit programs do not target women at all. An example is the World Bank Sierra Leone Economic Rehabilitation and Recovery Credit Project (III) that does not ensure that women will be borrowers.

Sensitive PCR gender issues surrounding women's access to credit and business development skills can undermine household relations. Manifestations include threatened and angry returned men, domestic violence, and difficulty coping with changing household gender roles. One solution is to train and require lending officers to speak with husbands and wives. This good practice is illustrated by a lending-incubator north of Boston, USA, that always interviews both spouses to ensure that each understands the time commitment required to build a successful new business.<sup>4</sup>

On balance, using thoughtful approaches, both micro-credit and larger loans can contribute to PCR.

#### *Agriculture development*

Worldwide agriculture has been feminizing as more developing country rural males than females migrate to cities for employment. Conflict accelerates this trend.

While men were at war, for example in Angola and Rwanda, women deepened their knowledge, skills and experience as farmers. Female-headed farms multiply while rural men die fighting.

Sometimes men return from war lacking farming experience but wanting to farm to generate income for their families. Where women also farm, it makes sense to train both men and women to collaborate effectively and equitably.

Nevertheless, post-conflict agriculture programs have mostly targeted ex-combatants. PCR programs disseminating seeds, tools, technology, and other agricultural inputs often bypass women farmers' strategic roles in subsistence and market agriculture. PCR rural growth strategies should target female farmers, not just demobilized male soldiers (Greenberg et al 1997; Greenberg 2001b).

#### *Demilitarization, Demobilization and Reintegration (DDR)*

A *lot* of donor resources flow to DDR. For example, the World Bank has programmed US\$ 350 million in donor grants and US\$ 150 million in IDA credits/grants for 2002-06 for DDR. Although DDR is particular to PCR countries, it typically involves development activities like providing skills, agricultural

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<sup>4</sup> Co-author Marcia Greenberg organized a study tour for Polish local leaders to expose them to the Boston format in 1995.

inputs, and access to capital. Like PCR agricultural programs, DDR likewise defines its "target populations" narrowly -- primarily as male ex-combatants. A rare exception was the ACORD "Barefoot Bankers" credit program in Eritrea that targeted women ex-combatants largely because the substantial role of women as combatants in Eritrea could not be ignored (De Watteville 2002).

A 2002 World Bank project entitled, "Protection of Patrimonial Assets of Colombia's Internally Displaced Population", that emphasizes stakeholder participation to address the many effects of forced population displacement especially in protecting property, attempts no gender analysis, proposes no gender strategies and makes no effort to mainstream gender at all.<sup>5</sup> In East Timor, two independent Commissions identified ex-combatants and veterans and elaborated programs to assist them. More than 10,000 men registered. However, women ex-combatants who carried arms and occasionally fought battles were excluded. Instead they were classified as political cadres (UNIFEM 2004).

DDR focus on men is problematic in at least two respects: First, it perpetuates unequal gender stereotyping, unfairly bypassing women ex-combatants and others who supported war activities. Second, it shortchanges economic growth by missing opportunities to involve productive women in reconstruction.

DDR programs, for example in Angola, could have achieved more equitable and sustainable results if they targeted women who followed soldiers into the bush to perform "nonmilitary" service as carriers, cooks, forced sexual partners and combatants (Greenberg et al 1997).

DDR programs should prepare men better for respectful household and community relations and non-violent behavior. Building more peaceful societies requires addressing such gender issues resulting from war. "Social integration, in other words, is not simply about coming home, but about defining new guiding social values and establishing corresponding relationships and institutions" (de Watteville 2002). DDR needs to integrate ex-combatants by dispelling gender stereotypes, building respect for all, and breaking destructive cycles. DDR also must build the capacity of receiving households and communities to welcome and reintegrate the returnees. PCR sometimes provides an opportunity for "new starts" that develop more equal gender roles and overcome gender barriers to development.

### *Demography and Health*

Conflicts cause demographic changes, including men lost in combat, rural to urban and out-migration, and multiplying orphans and elderly survivors. Gender ramifications include increased female-male ratios, female-headed households, and young women alone in cities. As the BPA notes, "women often become caregivers for injured combatants and find themselves, as a result of conflict, unexpectedly cast as sole manager of a household, sole parent, and caretaker of elderly relatives" (United Nations 1996).

As noted above, in PCR Timor Leste some 45 percent of adult women are widowed (UNIFEM 2004) and in PCR Rwanda, females comprise over 60 percent of the population. The majority of households are female-or child-headed. Rwandan women play significant roles in all PCR walks of life. In PCR Eritrea, following nontraditional rules for sexual relationships in the bush, women returning home were spurned by conservative village and family members. Abandoned and rejected, many single mothers settled in Asmara needing homes, jobs and community support. Without jobs, some in desperation turned to prostitution -- often linked to PCR peacekeepers (Greenberg 2001c).

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<sup>5</sup> As stated in footnote 1, this and other large World Bank project examples will be analyzed in a forthcoming Annex.

Furthermore, HIV-AIDS often increases dramatically in post-conflict environments as combatants return home and as peaceful conditions allow for greater mobility. Additional factors include prostitution, and destruction of health and information-dissemination infrastructure. Prevention of HIV-AIDS depends on both men and women receiving information and having power in their relations. PCR programs must address gender equality to prevent the escalating toll of AIDS (Greenberg, 2001b).

#### *Human Capacity and Life Skills*

PCR programs must address human capacity shortages caused by interrupted schooling, fewer teachers due to HIV-AIDS attrition, and destroyed school infrastructure. Females often have less opportunity for schooling. In Angola, more older women had access to education before decades of conflict or in bush schools, than younger women raised in an environment without educational infrastructure (Greenberg 2001b).

PCR societies can benefit from developing skills without gender stereotypes or inadvertent negative gender impacts. New opportunities, such as information technology training, should be available to women and men alike. Many PCR programs launch training quickly without regard to who can participate and why some do not. For example the World Bank West Bank and Gaza Palestinian NGO II Project identifies women as the most marginalized group but allocates no funds to train them.

Deliberate measures can avoid reinforcing gender biases. For example, childcare, family responsibilities and conservative traditions may prevent women from traveling. When the family of a Kosovo female lawyer selected for training in Prishtine forbade her to travel and stay alone in a hotel, thoughtful organizers moved the whole training to the woman's town (Balsis et al 2004).

Besides developing male and female vocational skills to increase opportunities to earn income, PCR programs must also teach men and women social and civic skills and values that are essential for building a nonviolent society. This includes training women and men to work collaboratively and respectfully together.

#### *Employment*

A top priority for constructing a viable, functional and sustainable post-conflict economy is reducing high unemployment. Generating employment can contribute to preventing a resurgence of conflict. PCR formal sector employment training programs mainly target male ex-combatants. Concern to prevent men whose social connections, sense of purpose, and activities are militarily derived from becoming "loose cannons" is understandable. News from Iraq demonstrates how demobilizing armies and guerillas without giving them alternatives can be explosive.

But while it is a short-term strategy to focus on employing men, missing the opportunity to engage women in formal economic activities is a long-term strategic oversight. Employed women increase household and national income. Women's entrepreneurship generates jobs as does men's. This is often overlooked, however, as with the World Bank West Bank and Gaza Industrial Estate Project that promotes employment but makes no effort to employ women.

Women who filled "male jobs" through replacing fighting men have acquired skills that contribute to productivity and growth. Ending female employment post-conflict is an economic loss. Nevertheless, PCR programs often exclusively focus training and employment on demobilized men while laying off and disempowering women. These measures restore stereotyped divisions of labor. (See the Employment without Discrimination section above.)

In PCR countries shifting from old to new industries to construct a modern, global economy, women are usually the first to be laid-off and the last to be rehired because of the traditional view that men are the main breadwinners despite increasing numbers of female-headed households and constitutionally-enshrined equal rights. Many women also face job discrimination during pregnancy and breast feeding. World Bank financed Serbian and Montenegrin enterprise privatization provides many such examples (Vladisavljevic and Zuckerman 2004). In Kosovo, women who were pushed out of the workforce back into their homes by Milosevic's policies lost their skills and regressed to home-based roles.<sup>6</sup> It is critical to analyze who loses jobs by gender and to prevent such discrimination by providing equal opportunities to men and women.

PCR programs also usually fail to recognize and value women's skills and contributions in the "informal" and "invisible" sectors where most economic activity takes place in conflict and non-conflict settings. Neglecting these economies illustrates how many female productive activities that contribute to economic growth lack financial and technical support.

### *Physical infrastructure*

Much PCR rebuilds destroyed infrastructure. Gender perspectives differ in infrastructure selection. While men often prioritize highways, women prefer rural roads to access markets, water, schools, health facilities, and other essential services. Gender analyses can reveal special infrastructure needs. In Afghanistan, women require private road rest areas for their own and children's needs. Road security is critical for women who are vulnerable to sex-based crimes. In post-conflict environments, security is a major problem amidst armed, unemployed ex-soldiers. In post-conflict countries like Cote d'Ivoire, Guinea, and Sierra Leone where women historically have been traders, insecurity impedes work travel. Security is also necessary for girls traveling to schools.

Often women face discrimination in obtaining food-for-work infrastructure jobs that provide short-term work, income, food, and skills. While such jobs could enable women to develop "nontraditional skills", PCR projects rarely do. For example, the World Bank Guatemala Rural and Main Roads Project did not employ women. There are exceptions. In Angola in 1997 CARE involved women in making bricks and providing labor to build their own houses – and in another project women provided stones and labor to construct a road, a hospital and a school (Greenberg et al 1997).

If done in a strategic way, and in consultation with women, rehabilitation of basic water, transportation, health and educational infrastructure help to reduce women's labor time (Greenberg et al 1997). However, billions of dollars of IFI road, water and sanitation investments have not relieved females of their onerous daily water-carrying burden that steals time from jobs and schooling. For example, the World Bank West Bank and Gaza Southern Area Water and Sanitation Improvement Project acknowledges but does not allocate funds to relieve women's water burden.

PCR power projects rarely consider gendered impacts. For example, the World Bank Tajikistan Pamir Private Power Project does not identify gender issues although women, the majority of the poor, will be hardest hit by required tariff increases. Similarly, lack of electricity in Armenia, Kosovo and Montenegro, and international advisors urging governments to remove subsidies, may have devastating impacts on poor and female-headed households (Balsis et al 2004).

Gender is also an issue in selecting companies for public works contracts. Contracting often involves corruption and generates low-quality infrastructure. Although studies demonstrate that women's

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<sup>6</sup> Co-author Marcia Greenberg's interview with Sevdie Ahmeti, founder and Executive Director of the Center for Protection of Women and Families, 2004.

involvement reduces the likelihood of corruption, women beneficiaries rarely participate in procurement decisions (World Bank 2001). Most contracted companies are owned, managed and staffed by men.

Project consultations should incorporate female inputs, and integrate gender analysis into feasibility studies. A positive example is gender equality training in the new Swedish-supported Kosovo railways management reform. Usually, however, donors push rapid rebuilding, ignoring opportunities for gender equality and sustainability. Women must participate in identifying and designing infrastructure to reflect their gendered needs, such as day-care centers and water systems that permit them to work and their daughters to attend school.

### *Dimension Two Challenges*

This dimension underlines the need for PCR programs to mainstream gender issues. PCR programs often flounder because they fail to address unequal gender relations and power dynamics (Strickland and Duvvury 2003). Financiers like the World Bank may produce excellent gender studies and use powerful gender rhetoric, but fail to incorporate them into investments (Piccioto 2000; Zuckerman and Wu 2003).

The challenges are three-fold: First, many of these activities – such as DDR and Food-for-Work – are implemented in haste, and are therefore based on old models that fail to take account of gender. Yet as we may now look back to work in Angola in 1997 and before, years have passed in which to re-make the models. Second, gender mainstreaming requires knowledgeable staff to consult with women, recognize gender impediments and opportunities in project design, and ensure attention to gender throughout implementation. Third, monitoring and evaluation tend to focus on meeting immediate, critical needs – rather than the long range strategic impacts.

### ***Gender Dimension Three: Gender Role Transformation***

The Beijing Platform for Action states that peace is inextricably linked with equality between men and women and development. This is the foundation for Strickland and Duvvury's call for transformative approaches to achieve gender equality in their paper on Gender Equity and Peacebuilding (Strickland and Duvvury 2003). Their vision would replace masculinity that employs violence and domination with cooperation and equality. In suggesting Dimension Three, we respond to Strickland and Duvvury's challenge by recognizing the importance of transforming gender roles that could heal conflict's trauma, build social capital and further the goal of gender equality.

This dimension tries to redress a paradox: Violent male leaders and a few women who adopt male characteristics in conflict become honoured peace negotiators and "new" society leaders. Meanwhile women who yearn to break cycles of violence and build cultures of peace are marginalized instead of becoming PCR leaders.

Dimension Three rests on two hypotheses:

- (1) Without gender equality it is impossible to achieve economically and physically secure societies cleansed of structural violence.
- (2) Without transforming gendered responsibilities and values, it is impossible to overcome conflict legacies for sustainable reconstruction (Strickland and Duvvury 2003).

This dimension addresses: conflict's traumas; gender factors in rebuilding social capital; and gender equality as essential for sustainable peace.

### *Addressing the Trauma*

To break violent cycles, PCR programs must support measures to heal the trauma. According to a Timor Leste survey of 750,000 people, 40 percent of respondents experienced psychological torture, 33 percent beatings or mauling, 26 percent head injuries, and 22 percent witnessed a friend killing a family member (UNIFEM 2004). Reports abound from the Balkans to Rwanda of family members watching male relatives killed or mothers and sisters raped.

Gender-focused trauma work can assist child soldiers, sex-violence victims, and returnees unaccustomed to families or communities, who harbor anger, yearn for vengeance, lack purpose, and/or suffer depression, boredom and frustration.

Nearly every war-affected demographic group needs healing. Fighting men and boys must learn to function in a nonviolent culture, resolve differences without force, and handle their detachment and fears. Female victims of gender-based violence and witnesses of violence must heal and move on. They must not transmit their experiences to their children as hate or urge revenge.

### *Building Social Capital*

Along with physical destruction, conflict destroys trust throughout society – thereby undermining and breaking the bonds of social capital (McMillan and Greenberg 1997/98). PCR programs must rebuild social capital -- social networks that contribute to successful development. Gender equality can play a positive role in this process.

Social capital must begin within the family. Conflict saddles households and individuals with uncertainty and mistrust. Moreover, losing family members through conflict and related HIV-AIDS often redefines roles among survivors. Widows or children may become household heads. Returning combatants are “newcomers” to their own families and communities. But a gender aware approach to defining new roles and responsibilities has the potential to enhance respect and collaboration, and thereby strengthen new household structures.

Comparable needs can be found at the community level. In Croatia and Rwanda, former co-existing, inter-married groups experienced violence by family members and neighbours. Disintegration of groups and networks that previously knit communities results in losing social capital that binds societies.

Some PCR efforts to build social capital are women-focused, our first gender dimension. For example, World Bank grants support the Bosnian “Knitting Together Nations” project that tries to create employment opportunities for displaced women in the knitwear business and revive and sustain traditional multiethnic cultural ties among designers and producers. Another World Bank project, “Empowering Women: Socioeconomic Development in Post-Conflict Tajikistan”, aims to empower women, nurture social cohesion and reduce potential conflict (World Bank 2004a). Yet only a minority of World Bank PCR projects focus on women, and projects doing so could be enhanced by promoting gender equality and avoiding vertical male-female gender roles.

There are also many opportunities to build social capital within local development institutions – from planning boards and community committees, to new local governments. To achieve PCR, the World Bank frequently invests in such programs, such as the Fondo Apoio Social in Angola. Sometimes, as was the case in Angola, there is a project leader committed to gender equality – but in many cases

there is not. These are extraordinary opportunities to build social capital – and to model gender equitable relations and nonviolent ways of resolving disputes.

### *Gender Inequality and Preventing Violence*

Based on work by Mary Caprioli in a recent World Bank study, this section ends by linking gender inequality to violence (Caprioli 2003). Caprioli examined the impact of gender inequality on the likelihood of intrastate violence through a regression analysis that explored the role of gender inequality and discrimination in intrastate conflicts from 1960-1997, a literature survey and an analysis of structural violence. She concluded that gender equality is not merely a social justice issue and that gender inequality does not merely harm women's status and livelihoods. In fact gender inequality increases the likelihood that a state will experience internal conflict (Caprioli 2003).

Inevitably, families, communities and societies encounter conflict all the time. Yet conflict may be resolved respectfully and peacefully, or violently – and the habits, mechanisms and choices learned at the personal level build a cultural of peace at the social level. Integrating gender equality and conflict resolution programs throughout PCR health, education, community development and other programs may be a critical way to construct *sustainable* peace.

### *Dimension Three Challenges*

This gender dimension poses distinct and interrelated challenges including reintegrating demobilized soldiers into families and broader society; defusing fears, reestablishing social capital and rebuilding trust among family members and neighbors who inflicted violence on each other; and developing sustainable peace and PCR with equal male and female inputs. Women, who are particularly strong in breaking cycles of violence and in ensuring the peace necessary for reconstruction, need to partner with men to achieve sustainable PCR (World Bank 2001; Caprioli 2003).

The challenge is for PCR programs to strategically focus on gender equal roles as a means of transforming violent societies into sustainably peaceful ones.

## **Brief Concluding Remarks and Recommendations**

This draft tries to address policy issues and opportunities where gender issues play a role in PCR. It develops a conceptual framework based on three necessary, interrelated gender dimensions: women's programs, gender mainstreaming and addressing gender roles with the aim of transforming societies steeped in violence into the promise of peaceful prosperity.

Our starting point is that many PCR activities are typical development activities. Recognizing and addressing gender roles and promoting women's rights and gender equality are critical for the success of all development programs, including PCR activities (Zuckerman and Wu 2003; World Bank 2001).

We focus mostly on World Bank projects, including large PCR country development loans and smaller Post Conflict Fund grants (Annexes 1a and 1b). Large World Bank PCR projects overall fail to mainstream gender or to target women. The World Bank pumps huge amounts of financial and technical resources into PCR – with the potential to redefine the physical, human, government and economic infrastructure. It is imperative that the World Bank reflect its research findings that recognize the centrality of gender equality for successful transformation (World Bank 2001). Each World Bank Transitional Support Strategy must have a thorough and meaningful gender analysis; and

each World Bank post-conflict loan must incorporate the input of women and gender equality advocates.

Our PCF grant analysis in Annexes 1a and 1b suggests that possibly one third of these projects target women in PCR. In terms of the number of grants, only ten or *3.34 percent* of these projects have targeted women as a specific group. In terms of grant amounts, \$3,127,383 or *4.67 percent* out of the total of \$66,961,254 allocated to all 301 projects, financed the 10 projects targeting women. Compared to other Gender Action World Bank investment analyses such as our structural adjustment, environment and infrastructure analyses, and our larger World Bank investment PCR analysis, the PCF projects seem to target women more frequently. Yet given the centrality of women and gender in PCR, the PCF needs to target women more systematically and to address gender roles in all its projects.

Not only must development institutions like the World Bank address gender issues, but all development including PCR activities, depends on total political commitment at all levels and on indigenous country solutions. Leaders must ensure that the entire population, men and women alike, receive information and training on the importance of equal gender rights for improving livelihoods.

The following specific recommendations emerged from our analysis:

- Serious, not superficial, gender analyses must be included and followed up in all country and PCR assessments (including Transitional Support Strategies).
- Each program and project proposal should holistically and by component address gender opportunities and barriers and assess steps taken to promote gender equality.
- PCR must address gender issues strategically. It is insufficient to add a few small women-focused initiatives into development plans, projects and/or budgets.
- Every post-conflict policy and project design, implementation, monitoring and evaluation program must analyze and address gender issues, intervention opportunities and gender derived benefits and costs.
- Women and men should jointly make macroeconomic resource allocation decisions.
- Gender budget analyses should be used to track where resources are allocated and they need to be monitored against gender equality promises.
- Information about women's rights and gender equality needs to be disseminated widely in post-conflict countries, using such mechanisms as school curricula, teacher training, the media, politics, civil society and advocacy.
- Greater resources must be dedicated to understanding gender roles within distinct cultures and societies to build solid foundations for women's rights and gender equality.
- All social and economic data must be sex-disaggregated to track gender disparities and progress in meeting equality objectives.
- Critical numbers of women must be equal partners with men in the peace-making and post-conflict decision-making processes. Male gender advocates are also essential.
- Peacebuilders and other PCR stakeholders all must understand the role of gender, identify gender issues in their programs and address them.
- Gender training is needed for women and men alike. Training should include the need for women's rights and gender equality in program design, implementation and monitoring, human resource/hiring/firing, and economic analyses.

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**Gender Analysis of the  
World Bank Post Conflict and Reconstruction Unit  
Post Conflict Grants**

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Gender Action Copyright 2004

### Quantitative Analysis

From 1997 through September 2004, the World Bank Post Conflict Grants has funded 301 projects in 39 countries.

In terms of the number of grants, only ten or *3.34 percent* of these projects have targeted women as a specific group.

In terms of grant amounts, \$3,127,383 or *4.67 percent* out of the total of \$66,961,254 allocated to all 301 projects, financed the 10 projects targeting women.

Further, since the inception of PCF grants in 1997, the proportion of PCF projects targeting women has not increased. A Gender Action analysis of all PCF grants in early 2002 indicated that 3.6 percent of grants comprising 5.4 percent of funds targeted women as a specific group.

### Qualitative Analysis

Gender Action randomly selected six PCF grants for gender analysis based on criteria noted in the table below. We found that two out of six, or one-third of the projects targeted women. None of the projects made specific statements about targeting men. However males such as demobilized soldiers are the beneficiaries of most projects. Regretfully, none of the projects we reviewed in depth nor the many others we screened address gender roles or other gender issues. While it is good that the PCF projects sometimes clearly target women, this reflects some awareness of our first gender dimension in PCR. Yet there is no indication of dimensions 2 or 3 – which means either that it is not part of the proposal, project design or implementation, or that it is not viewed as significant to articulate it.

Grant Title	Sector/s	Approval Date	Country & Region	Total Approved (US\$)	Executing Agency	Project Focus and Extent to Which Gender Issues Have Been Incorporated
Watching Brief	Socio-economic	1998	Afghanistan South Asia	\$350,000	UNDP-Afghanistan	Project components include: - Pilot programs for Afghani women's NGO's: facilitating networking and communications among women NGOs and improving access to communication; - Promoting national and

						<p>international networking w/ NGOs;</p> <ul style="list-style-type: none"> <li>- Aid in integrating conflict resolution aspects in Afghani women NGOs w/ experiences of experts in conflict resolution in other countries;</li> <li>- Small pilot projects through training of Afghani women in refugee camps.</li> </ul> <p><b>Targets women clearly.</b></p>
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East Timor - IOM's Immediate and Longer Term Support to the FALINTIL Transition Process	Security/ Governance	2000	Timor Leste East Asia and Pacific	\$1,000,000	International Organization for Migration (IOM)	<p>The project is designed to support the reintegration of FALINTIL ex-combatants and provide assistance to communities of reintegration. It proposed activities in education, job training, income-generation capacity improvement.</p> <p><b>No clear mainstreaming or representation of women's, men's or gender issues articulated.</b></p>
Promoting Social Cohesion and Conflict Prevention and Improving Early Childhood Development	Social Sectors	12/12/2001	Albania Europe and Central Asia	\$650,000	UNICEF	<p>The project aims to build human capacity, empower women and develop trust in communities.</p> <ul style="list-style-type: none"> <li>- Enhances the role of women as mediators and agents of non-violent conflict resolution;</li> </ul>

in Northern Albania						<ul style="list-style-type: none"> <li>- Promotes/strengthens trust and networks outside the family structure;</li> <li>- Improves household and community involvement in Early Childhood Care and Development (ECCD).</li> </ul> <p><b>Targets women clearly.</b></p>
Rehabilitation of Basic Infrastructures in Kisangani	Social	2002	Dem Rep of the Congo Africa	\$500,000	UNOPS -DRC	<p>The program targets rehabilitations of some key infrastructure in Kisangani: bridges, school buildings, clinics and/or health centers.</p> <p><b>No stated attempt to incorporate distinct gendered infrastructure needs.</b></p>
Haiti Community Driven Development (CDD) Pilot Project	Social	2003	Haiti LAC	FY03: \$500,000 FY04: \$525,000	Pan American Development Foundation (PADF)	<p>The main purpose of this grant is to help prevent a further deterioration in living conditions in rural areas with high levels of poverty. It aims at strengthening the social capital in the community and improving local governance by encouraging citizen participation.</p> <p><b>No clear representation of gender issues in community development nor initiatives designed to encourage women's participation in local governance.</b></p>
Support to the reintegration of returning refugees and displaced people	IDP / Refugee Support / Resettlement	2004	Burundi AFR	\$100,000	Fondation pour l'Unite, la Paix et la Democratie	<p>The project's objective is to pilot integrated activities (study –training –community-based subprojects) targeting returning refugees and displaced people. It aims at self-sustainable and economically productive peace-building.</p> <p><b>No specific strategy is developed to incorporate returning women refugees and displaced women nor or males stated as targets.</b></p>

**The above six projects we are selected based on the following diversification criteria:**

1. Region: The six projects represent five different regions (Africa, Latin America, South Asia, East Asia & Pacific, Europe and Central Asia).
2. Timeframe: FY98-FY04.
3. Theme & Executing Agency: Balanced by themes & executing agencies such that half (three projects) have a tendency to incorporate gender issues and half do not.

This annex lists all World Bank Post Conflict Fund projects approved through September 2004, highlighting in yellow the ten grants that specifically target women.

**POST CONFLICT FUND**  
**APPROVED GRANTS, FY98-FY05**

<u>No.</u>	<u>Country/ Region</u>	<u>Recipient Organization</u>	<u>Purpose/ Project Title</u>	<u>Date Approved</u>	<u>Total Approved</u>
00001	Democratic Republic of Congo	ILO	Demobilization & Rehabilitation Program: Preparatory Phase	18-Dec-97	\$ 700,000
00001	Democratic Republic of Congo	ILO	Demobilization & Rehabilitation Program: Preparatory Phase	5-Dec-01	\$ 500,000
00001	Democratic Republic of Congo	ILO	Demobilization & Rehabilitation Program: Preparatory Phase	15-Jul-02	\$ 150,000
00001	Democratic Republic of Congo	ILO	Demobilization & Rehabilitation Program: Preparatory Phase	15-Jan-03	\$ 150,000
00001	Democratic Republic of Congo	ILO	DDR Progress Evaluation	2-Apr-03	\$ 55,000
00002	Africa	Arias Foundation for Peace & Human Progress	Conference: Leadership Challenges of Demilitarization in Africa	18-Dec-97	\$ 50,000
00003	Liberia	European Television, B.V.	Documentary on Liberia: the conflict, its impact and social consequences	18-Dec-97	\$ 25,000
00004	Afghanistan	UNDP	Watching Brief	18-Dec-97	\$ 350,000
00005	Liberia	Ministry of Finance/ Ministry of Planning/NGOs	Economic Recovery & Reintegration: Institutional Capacity Building Program	23-Feb-98	\$ 1,000,000
00005	-	-	Unused funds returned	26-Feb-02	\$ (876,828)
00006	Tajikistan	Commission of National Reconciliation	Implementation of the Protocol on Military Issues of the General Agreement on the Establishment of Peace and National Accord in Tajikistan	23-Feb-98	\$ 165,000
00007	Central African Republic	GTZ-Deutsche Gesellschaft für Technische Zusammenarbeit	Transitional Support Strategy	16-Apr-98	\$ 600,000
00007-b	Central African Republic	UNICEF, UNFPA	Transitional Support Strategy - phase 2	23-Oct-01	\$ 400,000
00008	Brazzaville-Congo	Ministry of National Reconstruction/ EU / AFD	Transitional Support Strategy	16-Apr-98	\$ 915,000
00008-B	Brazzaville-Congo	UNDP	Community Action for Reintegration and Recovery of Youth and Women	17-Jan-01	\$ 1,000,000
00009	Sierra Leone	ACTION AID / UNICEF	Youth in Crisis Consultative Process	22-Jul-98	\$ 250,000
00010	South Africa	Ministry of Public Works	Military Base Closure and Re-Use Project	28-Jul-98	\$ 1,030,000
00011	Albania	Comunita' di Sant' Egidio	Support program to Areas Hosting Kosovo Refugees	28-Jul-98	\$ 1,000,000
00011	-	-	Unused funds returned	-	\$ (50,191)
00012	Multi-country (Latin America)	Centro de Estudios Intl (CEI)	Supporting Civic Education for Ex-combatants in Central America	27-Jul-98	\$ 70,000
00013	Multi-country	Council on Foreign Relations - Brookings	WB/UN Partnering in Confronting the Challenges of Interstate Warfare	21-Jul-98	\$ 90,000

00014	Central Africa	Synergies Africa	Conference: "Towards a Stable and Prosperous Africa"	4-Aug-98	\$ 55,000
00015	Multi-country	UNICEF	Prevention of Recruitment, Demobilization and Social Reintegration of Children Involved in Armed Conflict - <i>Policy Study</i>	25-Aug-98	\$ 75,036
00016	Congo/Rwanda	AWEPA-European Parliamentarians for Africa	Economic Parliamentary Conference on the Great Lakes Region	11-Sep-98	\$ 50,000
00017	Multi-country	BICC/National Academy of Science	Transforming Military Assets - <i>Inception Study</i>	25-Nov-98	\$ 36,400
00018	South Africa	Center for Conflict Resolution	Demilitarization and Peace-Building: <i>Research Project</i>	16-Mar-99	\$ 63,158
00023-A	Bosnia	New Bosnian Design (KTN)	Employment for Displaced Women	17-Nov-98	\$ 230,000
00023-B	Bosnia	New Bosnian Design (KTN)	Employment for Displaced Women	4-May-00	\$ 95,000
00025	Mozambique	AWAMA - Women Alliance	Women & Reconstruction in South Africa: Capacity Building Program	30-Sep-98	\$ 50,000
00026	West Bank - Gaza	Brookdale Institute	Health Care System Study: Disengagement of an Independent Palestinian Health Care System	30-Sep-98	\$ 18,000
00035	Sudan	UNDP/UNICEF	Watching Brief	1-Mar-00	\$ 393,000
00037	Somalia	IFRC	Post Conflict Rehabilitation of the Health Sector	11-Feb-00	\$ 444,519
00037-b	Somalia	IFRC	Post Conflict Rehabilitation of the Health Sector, 2nd phase	6-Feb-02	\$ 545,367
00037-c	Somalia	IFRC	Post Conflict Rehabilitation of the Health Sector, 3rd phase	13-Nov-02	\$ 477,270
00048	Multi-country	Media Action International	Strengthening Lifeline Media in Conflict Regions: <i>Policy Study</i>	17-Jun-99	\$ 26,280
00059	Multi-country	Transcultural Psychosocial Organization, the Netherlands	Effect, content and the cost-outcome of psychosocial and mental health interventions in post conflict areas: <i>Policy Study</i>	9-Sep-99	\$ 420,866
00060	Bosnia	Harvard Program for Refugee Trauma	Community-based Mental Health Program (Travnik)	9-Sep-99	\$ 379,210
00060-b	Bosnia	Harvard Program for Refugee Trauma	Community-based Mental Health Program (Travnik)	3-Jan-01	\$ 328,589
00060-c	Bosnia	Harvard Program for Refugee Trauma	Community-based Mental Health Program (Travnik)	19-Feb-02	\$ 275,000
00062	Cambodia	Executive Secretariat for Demobilization & Reintegration	Implementation of the Cambodia Veterans Assistance Program (CVAP)	13-Jan-99	\$ 491,850
00065	Philippines	Notre Dame University	Client Survey for the SZOPAD Social Fund	1-Apr-99	\$ 48,200
00066	Cambodia	UNDP/Ministry of Finance	CARERE SEILA: Reconciliation Program	13-Jan-99	\$ 564,367
00066			Unused funds returned		\$ (101,677)
00072	Peru / Ecuador	Bi-national Commission for Development of Frontier	Participatory Assessment of the Peru-Ecuador Border to Determine Reconstruction Needs	9-Mar-99	\$ 75,000
00073	Cambodia	Cambodia Development Resource Institute (CDRI)	Cambodian Centre for Conflict Resolution - Capacity Development Program	27-Jul-99	\$ 225,000
00077	Sri Lanka	Action Contre La Faim	Eastern Province Inland Fishery Project	17-Jun-99	\$ 185,000
00077			Unused funds returned		\$ (129,862)
00078	Multi-country	NYU Center for International Cooperation	Study: Institutional & Funding Arrangements - Issues, Lessons, and Options	5-Apr-99	\$ 74,650
00080	Burundi	UNHCR	Community Rehabilitation Project: Provinces Affected by Return & Resettlement of Refugees	6-Apr-99	\$ 2,000,000

00086	Multi-country	Government of Canada/ Oxford University	Conference: Economic Agendas in Civil Wars	13-Jul-99	\$ 13,250
00091-A	Albania	Ministry of Education	Support Program to Areas Hosting Kosovo Refugees	6-Apr-99	\$ 500,000
00091-A	-	-	Unused funds returned		\$ (49,342)
00092	Macedonia	UNICEF	Promoting Inter-Ethnic Dialogue and Supporting Learning Environment of Children	27-Apr-99	\$ 1,995,881
00097	Multi-country	VARIOUS	Economics of Political and Criminal Violence - Research	9-Sep-99	\$ 399,233
00098	Bosnia	Commission for Real Property Claims of IDPs & Refugees	Policy Study on Private Property in Bosnia & Herzegovina	30-Aug-99	\$ 170,000
00101	West Bank/ Gaza	Economic Cooperation Foundation	Economics of Permanent Status: Policy Study	30-Sep-99	\$ 96,000
00102	Kosovo	UN Interim Administration in Kosovo	Budget (Social Expenditure) Support Project	30-Sep-99	\$ 1,000,000
00103-A	Kosovo	BHB Assist. Foundation (Soros/Kosovo Foundation for Open Society)	Kosovo Community Development Fund	30-Jun-99	\$ 900,000
00103-B	Kosovo	Bank- executed	Kosovo Community Development Fund	30-Jun-99	\$ 100,000
00103-C	Kosovo	BHB Assist. Foundation (Soros/Kosovo Foundation for Open Society)	Kosovo Community Development Fund		\$ 1,232,587
00103-D	Kosovo	BHB Assist. Foundation (Soros/Kosovo Foundation for Open Society)	Kosovo Community Development Fund	19-Sep-00	\$ 2,000,000
00106	South Africa	Centre for Conflict Resolution	Demobilization and Reintegration of Ex-Combatants: Preparatory Program	1-Mar-00	\$ 216,000
00108-A	East Timor	Australian Volunteers International (AVI)	Post Conflict Reconstruction and Reintegration Program	9-Sep-99	\$ 119,480
00108-B	East Timor	World Bank-executed	Reconstruction and Reintegration Program	10-Sep-99	\$ 486,060
00108-C	East Timor	Australian Volunteers International (AVI)	Post Conflict Reconstruction and Reintegration Program	11-Sep-99	\$ 394,460
00109	Burundi	Canadian Centre for International Studies & Cooperation (CECI)	(PREVCONB) Program for Prevention of Conflict in Burundi	11-Oct-00	\$ 102,245
00110	Multi-country (Asia)	Asian Development Bank	Consultations on Social Cohesion and Conflict Prevention	29-Dec-99	\$ 212,000
00110	-	-	Unused funds returned		\$ (3,474)
00115-A	Indonesia	Natl Commission on Violence Against Women	Support to Poor Widows: Widows, War and Welfare	1-Mar-00	\$ 180,000
00115-B	East Timor	Bank-executed	Support to Poor Widows: Widows, War and Welfare	1-Mar-00	\$ 30,000
00115-B	-	-	Grant Cancelled	20-Feb-02	\$ (30,000)
00121	Multi-country	UNDP	Land Mine Study	11-May-00	\$ 90,000
00122	Burundi	MoF	Ex-combatants Assistance Program	21-Mar-00	\$ 798,000
00127	Georgia	SRF/Government of Georgia	Self Reliance Fund for Internally Displaced Persons	10-Jul-00	\$ 1,186,554
00133	Croatia	International NGOs Consortium	Refugees Return & Regional Development Project	10-Jul-00	\$ 1,090,000
00133-c	Croatia	Catholic relief Services	Refugees Return & Regional Development Project	25-Jul-02	\$ 809,988
00134	Guatemala	FLASCO /UNOPS	Conference on "Military function and Democratic Control"	21-Jun-00	\$ 17,000

00143	East Timor	IOM	Falintil Reinsertion Assistance Program	29-Nov-00	\$ 1,000,000
00148	Balkans	Humanitarian Affairs Review	Role of Businesses in the Balkan Reconstruction: <i>Conference</i>	31-Aug-00	\$ 25,000
00154	Nigeria	Panos Institute, et.al.	Media and National Identity Formation in NIGERIA	7-May-01	\$ 68,000
00155	Afghanistan	Swedish Committee for Afghanistan (SCA)	Afghan Female Teacher In-service Training in Peshwar (Pakistan)	10-May-01	\$ 300,000
00156	Afghanistan	GTZ-BEFARe	Teacher Training Programs for Afghan refugees	10-May-01	\$ 930,000
00157	Global	Collaborative for Development Action	Corporate Options: Constructive Engagement in Conflict Zones	15-Feb-01	\$ 50,000
00159	Philippines	NEDA & World Bank	Promoting the Transition from Conflict to Peace in Mindanao	1/2/2001, 6/26/02	\$ 1,275,000
00160	Indonesia	Aceh LSM Forum	Traditional Leadership and Peacebuilding in Aceh	25-Oct-00	\$ 20,000
00171	East Timor	World Bank-executed	Capacity Building Assistance & development project	12-Jan-01	\$ 250,000
-	-	-	Unused funds returned		\$ (23,912)
00173	Eritrea	Ministry of Finance	Institutional Strengthening for Demobilization & Reintegration	17-Jan-01	\$ 973,000
00175	Somalia	UNDP	Watching Brief: Macroeconomic, Socioeconomic Data Collection	6-Feb-02	\$ 515,000
00176	Comoros	CARE	Reintegration of young militias in Anjouan	10-May-01	\$ 788,000
00182	Multi-country	Bank-executed	Research Project: Economics of Political and Criminal Violence	10-May-01	\$ 595,628
00183	East Timor	Bank-executed	Social Assessment of Post-Conflict Rural Communities	10-May-01	\$ 49,895
00184	DR Congo	Ministry of Social Affairs	Reintegration of Vulnerable Street Children in Urban Areas	10-May-01	\$ 1,000,000
00185	Rwanda	World Links Organization	Conflict prevention through use of IT & communication technologies for improved education	5-Oct-01	\$ 510,000
00189	Afghanistan	Save the Children	Balochistan Refugee Teacher Training Project	10-May-01	\$ 270,000
00191	Yugoslavia	GoY/UNDP	SOUTHERN SERBIA - Municipal Improvement and Recovery Program	1-Jun-01	\$ 1,000,000
00192	Haiti	PAHO	Vaccination Campaign to Control Polio Outbreak	20-Jul-01	\$ 250,000
-	-	-	refund of unused funds	21-Jan-04	\$ (10,481)
00193	Yugoslavia	Center for Liberal-Democratic Studies (CLDS)	Reform and Public Support - Consensus Building for the Reform	17-Jul-01	\$ 96,000
00195	DR Congo	GRET	Pilot Post-Conflict Rapid Assessment of Living Conditions and Infrastructure	17-Apr-02	\$ 300,000
00197	Great lakes region	Global Coalition for Africa	Stock taking Study on Conflicts in the Great Lakes Region	17-Apr-02	\$ 160,000
00198	Yugoslavia	ICRC/ Republican Health Insurance Fund	Piloting a Health Insurance Fund Model	12-Nov-01	\$ 97,900
00201	Albania/Kosovo	UNICEF	Regional Program for Early Child Care and Development	12-Dec-01	\$ 1,200,000
00202	East Timor	ET Transitional Administration	Administrative Services Capacity Building Project	5-Dec-01	\$ 249,500
00203	Sri Lanka	UNDP	Landmine Action Project	12-Dec-01	\$ 1,000,000
00206	DR Congo	UNDPKO	DDR program/ Monuc liaison position support	5-Dec-01	\$ 300,000
00206-b	DR Congo	MONUC	Extension of Sr. Liaison Officer Position (SLO) Within MONUC DDRRR Division	6-Jul-04	\$ 200,000

00208	Burundi	Woodrow Wilson Center	Planning for Burundi's Future: Building Leadership Capacity	28-Aug-02	\$ 993,279
00209	Afghanistan	UNDP	Enhancing Knowledge and Partnerships	19-Nov-01	\$ 365,000
00210	Afghanistan	World Bank-executed	Reconstruction Strategy for Afghanistan with Afghan and Other Stakeholder participation	19-Nov-01	\$ 860,000
00211	Macedonia	Govt/PIU	Program for Socioeconomic Reintegration for Conflict-Connected Communities	17-Apr-02	\$ 500,000
00213	Tajikistan	Counterpart International	Empowering Women: Socioeconomic Development in Post Conflict Tajikistan	27-Feb-02	\$ 692,383
00225	DR Congo	Atlas Logistique	Improving food security in Kinsangani: rehabilitation of rural communication links	17-Apr-02	\$ 1,000,000
00226	DR Congo	UNOPS	Rehabilitation of Basic Infrastructures in Kinsangani	17-Apr-02	\$ 500,000
00231	Afghanistan	Bank-executed	Afghanistan Priority Sectors Support Program, and Launch Package for Community Empowerment Program	4-Apr-02	\$ 1,845,000
00232	Afghanistan	Bank-executed/NGO	Launch package for Community Empowerment Program	4-Apr-02	\$ 255,000
00234	Colombia	Red de Solidaridad Social (RSS)/ National Partners	Protection of patrimonial assets of Colombia's internally displaced population	25-Jul-02	\$ 809,658
00235	Bosnia	Friends of Bosnia	Strengthening local level institutions and building social capital in B&H	7/23/2002	\$ 135,375
00238	Indonesia	BAPPENAS (National Devel. Planning Agency Govt of Indonesia)	Support for Conflict Ridden Areas	29-Jul-02	\$ 100,000
00238			Unused funds returned		\$ (3,849)
00240	Nigeria	UNDP	Conflict Analysis	19-Aug-02	\$ 210,000
00243	Haiti	PAHO	Emergency Public Health Program	27-Mar-03	\$ 2,450,000
00245	Sudan	UNDP, UNICEF	Expanded Watching Brief	10-Jan-03	\$ 1,500,000
00246	Global	Harvard Program in Refugee Trauma	Mental Health Recovery of Conflict/Post-Conflict Societies	14-Jun-04	\$ 250,000
00248	Congo-Brazzaville	FAO	Emergency Support for Integration of Ex-Combatants and Unemployed Youth into Agricultural Sector (FAO)	15-Sep-03	\$ 500,000
00249	Timor Leste	Office of the President	Veterans Policy Preparation	10-Jan-03	\$ 500,000
00250	Congo-Brazzaville	UNDP	Congo Brazza: Community Action for Reintegration and Recovery of Youth and Women (UNDP)	15-Sep-03	\$ 500,000
00251	Somalia	UNDP	UNDP/Bank LICUS Strategy for Somalia	24-Apr-03	\$ 4,625,000
00252	Sierra Leone	Curriculum Corporation	Sierra Leone: School-based peace building Program	3-Jun-03	\$ 230,000
00253	Haiti	PADF	Community Driven Development Pilot	27-Mar-03	\$ 1,025,000
00255	Central Asia	Counterpart International	Identifying Conflict Prevention Strategies in Central Asia	7-Apr-03	\$ 99,990
00258	Timor Leste	TBD	Leadership Capacity Building for Economic Development	17-Jul-03	\$ 250,000
00261-a	Iraq	UNICEF	Watching Briefs: Human Development (health, education and social protection), Water and Power	1-May-03	\$ 60,480
00261-b	Iraq	UNDP	Watching Briefs: Human Development (health, education and social protection), Water and Power	1-May-03	\$ 80,000

00261-c	Iraq	UNDP	Watching Briefs: Macroeconomic Data Collection	20-Jun-03	\$ 160,000
00264	Iraq	UN Econ.&Social Commission for Western Asia (ESCWA)	Workshop: Iraq & the Region after the War: Issues of Econ. & Social Reconstruction	20-Jun-03	\$ 29,880
00268	Comoros	UNDP-Comoros	Comoros: Anjouan Professional integration of militia	2-Jul-03	\$ 50,000
00270	Cote d'Ivoire	UNICEF	Reintegration of children associated with the armed groups	5-Dec-03	\$ 247,850
00271	Cote d'Ivoire	CARE USA	Community Reintegration Pilot Project in Côte d'Ivoire	15-Sep-03	\$ 538,690
00272	Guatemala	Arch Diocese of Las Verapaces	Peace and Development in Las Verapaces	4-Feb-04	\$ 60,000
00274	Cote d'Ivoire	MinFin/CNDDR (Commission Nationale pour le DDR)	Support to establishing National Program for DDR	25-Aug-03	\$ 100,000
00277	Sudan	UNDP	Sudan: Nuba mountains project	9-Dec-03	\$ 1,505,160
00278	Mindanao/Philippines	Bank-executed	Mindanao Reconstruction and Development Fund (MRDF)	9-Dec-03	\$ 650,000
00279	Sierra Leone	National Committee for DDR	Independent Evaluation of DDR Program	14-Nov-03	\$ 75,000
00287	Comoros	UNDP	Transitional Support to Comoros Economic Management	13-Feb-04	\$ 250,000
00289	Burundi	Fondation pour l'Unité, la Paix et la Democratie	Burundi: Support to the Reintegration of Returning Refugees and Displaced People	3-Apr-04	\$ 100,000
00293	Iraq	Iraqi Widows Organization	Micro Credit to Iraqi Widows	10-May-04	\$ 50,000
00298	Central Asia	Counterpart Intl	Regional Attitudinal Study of Conflict Prevention and Cooperation in Central Asia	16-Jun-04	\$ 99,700
00301	Colombia	Alianza Education Para La Paz (Partnership for Peace Education)	Colombia: Strengthening Education for Peace in Conflict Environments through Community-Based Initiatives	1-Sep-04	\$ 250,000
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<b>TOTAL:</b>					<b>\$ 66,961,253</b>

Annex 2

## United Nations Security Council S/RES/1325 (2000)

Adopted by the Security Council at its 4213<sup>th</sup> Meeting on 31 October 2000  
This version was annotated with numbering by PeaceWomen (PeaceWomen 2004)

The Security Council,

**Recalling** its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

**Recalling** also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

**Bearing** in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

**Expressing** concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

**Reaffirming** the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

**Reaffirming** also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

**Emphasizing** the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

**Recognizing** the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

**Recognizing** also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

**Recognizing** that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

**Noting** the need to consolidate data on the impact of armed conflict on women and girls,

1. **Urges** Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. **Encourages** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

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3. **Urges** the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. **Further** urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. **Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. **Requests** the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. **Urges** Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. **Calls** on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. **Calls** upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. **Calls** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. **Calls** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
13. **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to

submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. **Requests** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. **Decides** to remain actively seized of the matter."