Women’s Social, Economic and Political Empowerment in Crisis Prevention and Recovery 2010 Report

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Bureau for Crisis Prevention and Recovery
Women continue to be under-represented in the public domain and lack access and control over economic, social, and political spheres, particularly in crisis and post-crisis contexts. National laws and judicial systems remain discriminatory against them. They suffer from low participation in political life, and often, after a crisis, are plagued by a lack of representation. Although the global share of women in parliaments has increased slowly and has reached an all-time high of 19 percent in 2010, 58 countries still have only 10 percent or fewer women members in their legislatures.\(^1\)

International focus and attention has been brought to addressing conflict-related sexual violence against women and girls as a grave abuse of human rights, and also as an impediment to peace and security. Women remain excluded from meaningful participation in decision-making and peace processes at the national and local levels. A recent UNIFEM (now part of UN Women) study reveals that women have comprised only 8 percent of negotiating delegations in UN-mediated peace processes since 1989 and have been only 2 percent of peace agreement signatories.\(^2\)

Work undertaken by the women and men of UNDP’s Bureau for Crisis Prevention and Recovery continued to make headway towards protecting, empowering and improving the prospects of women and girls in crisis settings based on specific priorities set out in the Eight-Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery.

BCPR continued to implement its gender-sensitive resource allocation policy to ensure that at least 15 percent of all BCPR-supported project budgets were allocated to gender-related activities. BCPR exceeded its own target and 29 per cent was allocated in 2010.

In order to increase the capacity of UNDP Country Offices to program in a more gender-responsive fashion, Senior Gender Advisors (SGAs) have been deployed to nine, post-crisis Country Offices. SGAs along with seed funds provided high-level technical and strategic capacity to UNDP COs in Burundi, Iraq, Kosovo, Liberia, Nepal, PNG, Sierra Leone, Sudan (South Sudan) and Timor-Leste. This approach has supported results-oriented programming to increase gender equality and women’s participation in UNDP Country Offices.

BCPR catalyzed real progress on Women, Peace and Security agenda in global and national programming and policy and made significant contribution to policy shifts. Notable achievements in key priority areas for UNDP in 2010 included:

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\(^1\) MDGs Report, p.25. During 2009, the average share of women elected to parliament reached 27 percent in countries that applied such measures. In contrast, women gained only a 14 percent share of seats in countries that did not. Women are also elected in far greater numbers under systems of proportional representation, rather than majority/plurality systems.

\(^2\) Women’s Participation in Peace Negotiations: Connections between presence and influence (UNIFEM, 2010).
Increased Women’s Civic Engagement, Participation and Leadership in Peace Building

Through the deployment of Senior Gender Advisors, UNDP was instrumental in supporting national governments and civil society organizations to ensure women’s voice was heard and that they are adequately represented in political dialogues before, during and after crisis and conflict contexts.

UNDP and the broader UN family supported the Government of Burundi to encourage women to register, vote, and run for elected office, contributing to a historic election, which saw 51 percent of female voters and Burundi exceeding its existing 30 percent quota for women in public office. Burundi now has the highest percentage of women in the Senate in Africa, and the second highest in the world.

In Timor-Leste, with UNDP support, women now constitute 50% of the Government’s established cadre of mediators under the newly created Department of Peace-building. These women are deployed to assist with local land conflicts in communities targeted for resettlement of internally displaced people. The impact of increasing women’s participation has enhanced women’s voice in local decision-making, particularly in rural areas where severe restrictions on social mobility and participation prevail.

In Nepal, women are playing an ever-more important leadership role in the country’s on-going political transition and constitutional design. With UNDP support, 33% of participants in the country’s constitutional process (of 601 in total) are women. The UNDP-supported Center for Constitutional Dialogue (CCD) has trained 100 Constituent Assembly members, including women, on how to communicate and negotiate effectively in the Assembly. The CCD also supported women Assembly members to organize the first national Women’s Caucus, which prioritized gender issues in the new constitution.

In Fiji, UNDP supported the first independent platform for dialogue between state officials, members of the military council, and civic organizations since the military-backed advent of the current interim government. This platform was established through the leadership of women’s groups and women leaders, specifically from FEMLINK-Pacific and the Pacific Centre for Peace-building. FEMLINK served as an intermediary between government officials and civil society to overcome mutual mistrust, and Koila Olsson facilitated the actual dialogue platform with an international co-facilitator.

Increased Local and National Capacity to Respond to Sexual and Gender-Based Violence

BCPR has developed programmes addressing Sexual and Gender-Based Violence (SGBV) in over 14 countries, contributing to enhancing women’s security and access to justice. During 2010, particularly in Sierra Leone, Kosovo, Nepal as well as in the Democratic Republic of Congo and Somaliland, over 4,000 survivors of SGBV received legal aid and assistance services in the context of programmes to strengthen the rule of law through institutions such as the police, lawyers, judges and prosecutors.

In Sierra Leone, UNDP supported six local non-governmental organizations to provide legal assistance to survivors of sexual and gender-based violence, addressing the complaints of 1,879 victims to date and resulting in 45 convictions; in 2009, before the programme began, there were
no convictions. In addition, UNDP supported the Sierra Leone Police’s Family Support Unit, and the implementation of their SGBV case management guidelines.

In Haiti, communities affected by the earthquake, implemented preventative measures against SGBV with UNDP’s support. In parallel, UNDP and MINUSTAH supported the Haitian National Police to set up special police groups for increasing surveillance in sites for internally displaced people which have reduced the number of cases of SGBV.

In the Democratic Republic of Congo (North and South Kivu), UNDP supported the establishment of eight paralegal centres which have assisted close to 200 individual cases. During the first quarter of 2010, UNDP also supported legal aid clinics and informal legal aid networks in the Kivus to represent survivors of 24 cases of sexual and gender-based violence in the formal courts. This led to 10 convictions, which is an unprecedented increase in the adjudication and successful conviction of cases from the first half of 2009, when no adjudications of cases took place.

In Kosovo, the UN Task Force on Gender-Based Violence led by UNDP was created to ensure greater coordination of the prevention of and response to SGBV. UNDP supported the development of the draft law on domestic violence. Similarly in Timor-Leste, UNDP has provided technical support for the drafting of a new national domestic violence law, which was passed in May 2010 and was integrated into the training course for judges, prosecutors and public defenders. UNDP is also developing a new initiative to ensure justice for victims of conflict-related sexual violence, including supporting the National Parliament in the preparation of a bill for reparations for conflict-related crimes, including sexual violence.

In Iraq, the shelter policy for Kurdistan Regional Government for SGBV survivors was drafted and has undergone consultations, while a Domestic Violence Bill draft is awaiting approval. A similar Bill is being drafted in Baghdad to cover the rest of the country. UNDP is also strengthening two existing “one-stop” family support, justice and security centers in Baghdad and establishing four new centers in Iraqi Kurdistan; and supporting the creation of a national database mapping violence against women cases, to ensure that quality services are available to meet the economic, psychological, legal, and health needs of women and children who have experienced sexual and gender-based violence.

Through the project “Access to Justice Project in Somalia”, UNDP supported the Sexual Assault Referral Centre (SARC) in Somaliland as a pilot project in Hargeisa, which is a ‘one-stop’ location where survivors of SGBV can receive medical care and counseling. With the SARC, survivors can also now report cases of assault to the police for investigation and can also gain access to free legal advice and representation. In 2009, the SARC addressed 129 cases involving sexual violence against women and men; 47 were survivors under the age of 15 (19 of these were male). During the period January to April 2010, the SARC dealt with 43 cases of which 31 survivors were under 18 years of age. The SARC, as well as outreach to religious and clan leaders encouraging report of serious cases of SGBV, has led to an increase in the number of rape cases being reported and convicted, and more general discussion and condemnation of rape in local communities.
• Increased gender-responsive Disarmament, Demobilization and Reintegration

With UNDP’s support, viable job opportunities were created for 7,340 female ex-combatants and women associated with armed forces and groups in eight crisis-affected countries, namely: Burundi, Cote d’Ivoire, the Democratic Republic of Congo, Kosovo, Nepal, the Republic of Congo, Sudan and Uganda.

In the Republic of Congo, UNDP supported the economic integration of 1,056 female ex-combatants/formerly associated members (out of 3,000 estimated in the country) in addition to 543 male (out of some 5,000 still to be demobilized in the Pool region of the country). UNDP applied a community-based reintegration approach which identified market opportunities, used a revolving micro-credit scheme as well as solid monitoring and counseling services. The programme enhanced gender equality by allowing women formerly associated with armed groups to benefit from reintegration without publicly admitting their past, by mixing them with other civilian vulnerable women. The programme resulted in female beneficiaries organizing cooperatives, which enabled them to jointly contribute to the economic recovery of their communities.

• Increased support to gender-responsive DRR programming

UNDP continued to support programming in Gender-Responsive Disaster Risk Reduction targeting women and addressing inequitable gender-based participation. In Pakistan, a UNDP-led consultation resulted in more than 50 female governmental, non-governmental, and private sector representatives, participating in the planning and delivery of road construction and slopes, to avoid landslides.

In Macedonia, UNDP supported the Crisis Management Centre (CMC), which established a Gender Team mandated to promote and ensure gender equality and to address the needs of vulnerable groups (including women) before, during and after crises. Additionally, UNDP supported the development of a Web-Based Gender Repository Database and System for Learning, Examination and Survey, which serves as a repository for sex-disaggregated data. This enables analysis, monitoring and evaluation of crisis response from a gender perspective and will inform the Crisis Management Centers’ ability to address gender-differentiated needs.

Under the Safer Communities through Disaster Risk Reduction in Development Programme in Indonesia, UNDP trained 15,000 elected representatives (22 percent women) to take up leadership roles in disaster management activities at the community level. Similarly, the programme trained a volunteer force (16 percent women) to empower communities to undertake first aid, as well as search and rescue activities, in a disaster. UNDP also supported the collection of sex-disaggregated data across various line ministries and agencies in the Indonesian Disaster Information and Database (DiBi) on the impact of disasters. This will improve government and international capacity to respond to the specific needs of women, children and the elderly. UNDP has also required a mandatory gender gap analysis and translation of the analysis into concrete programming in all proposals submitted by local CSOs on community-based disaster risk reduction.

In Iran a gender-specific needs assessment was conducted in two pilot cities, Gorgan and Kerman, with the participation of national key agencies. Subsequent training of women in targeted communities on how to reduce their vulnerability to disasters has enabled them to engage in all
community-based disaster risk reduction activities in the pilot cities. For instance, there are women engaged in search and rescue, first aid and psychosocial trauma support teams in nine neighborhoods, 46 schools (of which 23 are schools for girls) and eight hospitals.

- Increased gender-responsive economic recovery and reintegration

UNDP continued to support initiatives aimed at bridging the gap between women’s immediate assistance needs and longer term economic recovery by increasing the number of emergency jobs and employment made available to them. UNDP Country Offices reached on average 40 percent of women in all of their emergency employment initiatives in 2010.

After Haiti’s earthquake in 2010, approximately 8 million work days were created through UNDP Cash-for-Work/rapid employment generation projects, including a UNDP/WFP joint initiative Cash-for-Work/Food-for-Work programme, resulting in over 190,000 people gaining access to emergency jobs—40 percent held by women. UNDP supported these initiatives from their inception through a mix of financial and technical support.

In the Occupied Palestinian Territory through the Programme of Assistance to the Palestinian People, UNDP support has resulted in 18,652 people becoming wage-earners in agricultural enterprises and community based organizations. Over 200 new graduates (60 percent female) received skills training in management, community development and livelihood recovery and were placed in various NGOs, CBOs and government departments for up to 15 months. Besides receiving monthly income, they contributed to improve the Territory’s capacity to deliver basic social services to people affected by the crisis.

Similar programming was conducted also in Mongolia, Burundi and Nepal.

**Global policy initiatives and partnerships**

The UN’s broader Women, Peace and Security agenda, in particular UN Security Council Resolutions 1325/1889 (women’s meaningful participation in peace processes) and 1820/1888 (conflict-related sexual violence), have provided an essential framework to address enhanced gender-inclusive and sustainable peace, security, and development. Through the contribution to the first-ever SG Report on Women’s Participation in Peacebuilding, UNDP has informed and shaped the global policy agenda.

UNDP was designated the global co-lead to implement UN SCR 1888 (Paragraph 8) in November 2009, based on the Global Programme on the Rule of Law in 20 plus countries. The United Nations Action Steering Committee requested DPKO, OHCHR and UNDP to serve as co-lead entities responsible for identifying and deploying rapidly a Team of Experts to assist national authorities to strengthen the rule of law in situations where there is a particular concern for sexual violence in armed conflict, as mandated in UN SCR 1888. The three co-leads, on behalf of UN Action, developed a conceptual framework for the multidisciplinary team with rapid-deployment capability to assist governments to reinforce judicial systems weakened by conflict.

UNDP, DPKO, DPA and UNIFEM (UN Women) joined hands in organizing “Open Days on Women, Peace and Security”, held in 25 conflict affected countries around the world to mark the 10th
Anniversary of the UNSCR 1325. The meetings around that initiative enabled more than 1,500 women to share priorities and concerns for peace building practice with high-level UN officials. UNDP also contributed to shaping the first-ever Secretary General’s Report on Women’s Participation in Peacebuilding, published in September 2010.

UNDP/BCPR, continues to contribute to the UN system-wide development of global common indicators for UN SCR 1325 (on women’s meaningful participation in peace processes), adopted by Heads of UN agencies in March 2010. UNDP’s Bureau of Development Policy is providing key support towards refining and institutionalizing these indicators.

The UN Entity for Gender Equality and Empowerment of Women - UN Women - created by the General Assembly in July 2010, offers new opportunities for UNDP’s work on gender, crisis prevention and recovery. Given UNDP’s significant presence on the ground and its programming mandate, opportunities to partner with UN Women can be taken.

UNDP worked jointly with Inter Agency Standing Committee (IASC) partners in 2010 to improve institutional responses at the humanitarian/early recovery phase to deliver better for women and girls through various working groups.

In addition, in collaboration with other UN partners UNDP provided programme support to address the marginalization of women and girls in institutional responses in the areas of DDR, small arms control and internally displaced persons. For example, UNDP/BCPR contributed to the design and delivery of the first-ever training course on Gender for UN senior level DDR managers in collaboration with DPKO, UN-Women, UNFPA and The Norwegian Defense University College.

Through an inter-Agency Working Group on DDR, Gender and HIV, UNDP provided programme support to Cote d’Ivoire, Indonesia/Aceh and Sudan Country Offices to ensure that UNDP-supported DDR programmes in these countries benefit women, men, boys and girls equally in order to jointly address the marginalization of women and girls in these processes.

UNDP has ensured the inclusion of gender in its inter-agency work on armed violence prevention through the newly-developed Inter-Agency Armed Violence Prevention Programme that emphasizes the importance of data disaggregation by age and sex. Similarly, the International Small Arms Control Standards will also have a specific module on small arms and gender.

**Knowledge Management**

UNDP has developed a number of knowledge products and conducted research in several cutting edge areas including; security of women and girls and access to justice; gender dimensions of violence, including Disarmament Demobilization and Reintegration (DDR); gender-responsive reintegration of ex-combatants in DDR; recovery (post-disaster needs assessments); gender and security sector reform; democratic governance of security institutions; gender in conflict analysis; and mine action.
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