

**Gender and Disarmament, Demobilization, and Reintegration (DDR):
The Role of UNIFEM in the Implementation of Gender-Responsive
DDR Programs**

Fumie Nakamura

MPA Capstone Project

**Monterey Institute of International Studies
Dr. Glynn Wood**

December 2005

Table of Contents

Executive Summary	1
I: Background and Problems	3
1.1 Problems with DDR and UNIFEM's roles	3
1.2 Organizational Problem in UNIFEM	4
1.3 Importance of DDR for UNIFEM	4
II: Major findings	5
2.1 UNIFEM's successes in awareness-raising	
2.1.1 Women War Peace Portal	5
2.1.2 UNIFEM Publication	5
2.1.3 Outcomes in the field	5
2.1.4 MDRP	6
2.1.5 IDDRS	7
2.1.6 SBMS 2005	7
III: Challenges at the Implementation Level and Recommendations	8
3.1 Criteria for Recommendations	8
3.2 Recommendations to GPSS	9
3.2.1 Hire a security expert	9
3.2.2 Program efficiency and effectiveness approach	10
3.2.3 Partnership with implementing agencies and gender advisers	10
3.2.4 Promotion of Gender-Responsive Budget (GRB)	11
3.2.5 Practical Gender & DDR Manuals	11
3.2.6 Inclusion of men and masculinities	13
3.2.7 Data collection	13
3.2.8 Collaboration for internet resources and information	14
3.2.9 Coordination with NGOs	14
3.3 Recommendations to UNIFEM for Organizational Changes	15
3.3.1 Organizational Support for GPSS & DDR programs	15
3.3.2 Program Approach & Rights-based Approach	15
3.3.3 Gender Mainstreaming & Inclusion of Men	15
3.3.4 Collaboration with Economic Section for GRB	16
3.3.5 Relationship with Field Offices	16
IV: Conclusion	17

V: Appendixes

Appendix A: Description of UNIFEM and thematic advisor at GPSS	18
Appendix B: List of Acronyms	21
Appendix C: Gender-Responsive DDR Program Framework	22
• Definition of Female Beneficiaries	22
• Female Eligibility Criteria	23
• Gender-Sensitive Interview Questions	24
• DDR Program Management Frameworks	25
• Gender-Responsive Monitoring and Evaluation Indicators	28
• DDR Programme Registration Form	37
• Gender-Responsive DDR Training Power Point	40
Appendix D: Bibliography for Gender & DDR Literature	71
Appendix E: Annotated Bibliography	77

POLICY MEMORANDUM

To: Dr. Anne-Marie Goetz, Thematic Advisor, UNIFEM Headquarters Governance, Peace & Security Section

From: Fumie Nakamura, previous UNIFEM intern

CC: Professor Glynn Wood, the Monterey Institute of International Studies

Subject: Gender and Disarmament, Demobilization, and Reintegration (DDR): the Role of UNIFEM in the Implementation of Gender-Responsive DDR Programs

Date: December 2005

Executive Summary

The aim of this paper is put forward a set of practical recommendations to the United Nations Development Fund for Women (UNIFEM) and, specifically, to the new thematic advisor of the Governance, Peace and Security (GPSS) section of UNIFEM. The recommendations are aimed at strengthening the capacity of GPSS in the field of “gender and Disarmament, Demobilization, and Reintegration (DDR)” to help GPSS fulfill its mandate, and assist other UN agencies to implement more effective gender-responsive DDR programs.¹

In fulfilling the advisory and advocacy role bestowed upon it in the UN system, UNIFEM has promoted awareness of and sensitivity to gender issues in DDR programs. UNIFEM has also been successful in translating this improved understanding into policies and policy statements. However, UNIFEM has not had the same degree of success in ensuring that increased awareness of gender issue, and policies emanating from it, also get reflected in the implementation of DDR programs. Gender considerations and gender issues continue to be neglected in the implementation of DDR programs.

The challenge for UNIFEM is to ensure that gender sensitive policies that it has helped formulate get implemented in the field. This will require concerted and focused efforts. As DDR is a comparatively new area of intervention for UNIFEM, it faces many challenges vis-à-vis DDR.

The recommendations to UNIFEM are listed below.

1. **Security Expert:** GPSS needs to hire a security expert who is well grounded in DDR programs. This new staff should have a long-term contract with UNIFEM. This will ensure continuity in GPSS’s work on DDR programs.

¹ Participant observation and interviews with staffs from UNIFEM, UNDP and DPKO, while interning at UNIFEM Headquarters in New York (May – August 2005), are the main research tools used in this study.

- The new GPSS staff could incorporate **program effectiveness and efficiency approach** along with women's human rights approach so that other UN agencies can understand the work and recommendations of UNIFEM and are more amenable to it.
2. **Partnership:** By having a security expert within UNIFEM, GPSS can better coordinate with other UN agencies that implement DDR programs, particularly DPKO and UNDP. It could also strengthen partnership with gender experts in such agencies.
 - Through this partnership, UNIFEM should convince other agencies to incorporate **Gender Responsive Budget (GRB)** in DDR programs and train them in GRB.
 3. **Practical Manual:** Practical manuals and guidelines could be developed to provide DDR program staff with practical skills to be used in the field. The Integrated DDR Standard (IDDRS) 5.10, also called Women, Gender & DDR, could provide a basis for these manuals. A set of practical examples for such manuals is provided in this paper.
 - This effort should also incorporate **men's gender issues and ideas of masculinity** in order to mainstream gender into the overall DDR program framework instead of promoting female-specific interventions only.
 4. **Data Collection:** Monitoring and evaluation framework of DDR programs must be strengthened. There is a need to have a gender sensitive data collection process to collect accurate data and examine the overall impact of DDR programs.
 5. **Development of Internet Resources:** UNIFEM should coordinate with other UN agencies and, similarly, engaged NGOs that have Internet resources, with the aim of improving information sharing and awareness of gender issues in DDR programs.
 6. **Organizational Support & Learning within UNIFEM:** Organizational changes within UNIFEM are needed to create an enabling environment to support the work of GPSS on DDR.
 - These changes should facilitate institutional learning in UNIFEM. It is hoped that the institutional learning will result in a more inclusive approach; one that **incorporates ideas of masculinity and program efficiency** and strengthens **gender mainstreaming** in place of focusing on female-only interventions.
 - This effort should also promote better coordination between GPSS and the Economic Section of UNIFEM. It should also strengthen the expertise of Economic Section in the area of **GRB**, especially as applicable to DDR programs.
 7. **Relationship with Field Offices:** The relationship between the headquarters and the field offices should be strengthened by disseminating the shared vision and mandate of UNIFEM.

I: Background and Problems

1.1 Problems with DDR and UNIFEM's roles

In the last few decades, women and girls have been actively involved in armed conflicts in various capacities including, but not restricted to, active combat. Yet, internationally led DDR programs and small arms initiatives have been slow to adapt their programming to include female participants and their unique situation and needs.

The work of UNIFEM, especially 2001 onwards, supported and supplemented by other women's organizations, has helped facilitate awareness and understanding of gender issues in DDR. UNIFEM has relied on the UN Security Council Resolution 1325² as the cornerstone of its advocacy campaign to turn the attention of global community to the needs of women in conflict and post-conflict societies. The operational paragraph 13 of the resolution

“Encourages all those involved in the planning for DDR to consider the different needs of female and male ex-combatants and to take into account the needs of their dependents”.

In spite of the commendable work of UNIFEM, UN agencies that implement DDR programs, including DPKO and UNDP, continue to suffer from a lack of capacity on gender in the context of DDR. There is also the related issue of ambiguity in the Security Council Resolution 1325 Paragraph 13. Different needs of men and women, accountability measures, clear operational guidance, and incentives for actors to meet the requirements have not been explicitly mentioned. As a result, Resolution 1325 has remained merely an advocacy tool for UNIFEM and other women's organizations rather than becoming a framework and incentive system for implementing agencies to meet this international standard. This current situation, resulting from a lack of capacity and the absence of an incentive structure, has resulted in inordinate delays in the implementation of gender-responsive DDR programs.

While UNIFEM has the skills and incentive structure to promote incorporation of gender dimensions in DDR programs, UNIFEM itself does not have the capacity to get directly involved in DDR implementation. However, UNIFEM has the mandate to play three important roles in the UN-led DDR programs and policies:

- 1) **Advisory** role to provide gender-related skills and knowledge to other UN agencies so that these agencies could also develop capacity in the area of gender and DDR;
- 2) **Watchdog** to ensure that gender is mainstreamed in every aspect of DDR policies

² The Security Council unanimously adopted resolution 1325 on Women, Peace and Security on 31 October 2000. It conceptualizes women and gender perspectives as central to peace-building efforts and marks the first time that the disparate impact of conflict on women and girls was taken up as an issue of international peace and security in the Security Council. It builds on preceding international instruments, such as CEDAW, the Beijing Platform for Action, the Namibia Plan of Action, and previous Security Council Resolutions on Children and Armed Conflict and the Protection of Civilians.

- and program operations;
- 3) **Partner** in the recently developed UN Inter-Agency DDR Working Group (IAWG-DDR) to collectively implement gender-responsive DDR programs, which will create more room for UNIFEM to get directly involved in the future DDR programs.

1.2 Organizational Problem in UNIFEM

One of the prospective organizational challenges to UNIFEM is that GPSS may be without any expert on gender and DDR by the end of year 2005. In other words, there is a possibility that the work of UNIFEM in the area of DDR might suffer a paucity of resource persons. In addition, UNIFEM Peace and Security Program will itself conclude at the end of 2005.³ This instability in GPSS would eventually weaken the UN efforts to mainstream gender into DDR programs and the implementation of gender-responsive DDR policies and programs.

1.3 Importance of DDR for UNIFEM

There are a sizeable number of UN staff members, both within and outside UNIFEM, who argue that UNIFEM should sidestep DDR and small arms related issues as these are not directly linked to “gender and development”. To counter this viewpoint, the current Information Associate at GPSS argues that DDR programs have a significant influence on development as well as women’s lives.

If a DDR program fails to include female beneficiaries, the results of the program will be gender-blind. The outcomes of such programs will exaggerate gender inequality and will be an obstacle to empowerment of women. DDR programs are relevant to gender equality and empowerment of women in the post-conflict countries and, therefore, feed into the mandate and program goals of UNIFEM.

UNIFEM is the only agency within the UN system that has expertise on gender, DDR, and small arms. Other gender-related agencies within UN system, such as UNDAW and INSTRAW, though playing an important role, are research oriented and have weak links with program-oriented UN agencies. Without UNIFEM, other UN agencies that implement DDR programs will suffer a lack of gender expertise, which will weaken the implementation of gender-responsive DDR programs. The Strategic Planning Workshop (SPW) of GPSS, held in New York in August 2005, also underscored the increased need for expertise on DDR programs, particularly in the UNIFEM field offices in Africa.

³ The Peace and Security Program is the first attempt by UNIFEM to undertake a global program in the area of peace and security. It comprises four components: 1) strengthen information collection and early warning; 2) promote the protection of women in conflict and post-conflict situations; 3) increase the presence of women in peace negotiations and support women’s peace-building; and 4) promote gender justice.

II: Major findings

2.1 UNIFEM's successes in Awareness Raising

UNIFEM has succeeded in increasing the awareness of gender issues, including the importance of gender sensitivity, in the context of DDR programs. This is the major accomplishment of GPSS in the last five years. This section describes some of the achievements of GPSS that have led to an increased awareness and understanding of gender issues in DDR programs.

2.1.1 Women War Peace Portal

'Women War Peace Portal' is a website maintained by UNIFEM. Through this website, UNIFEM has succeeded in advocating gender issues with member states and other UN agencies. For instance, through country profiles, which list issues that have an adverse impact on the lives of women in different countries, UNIFEM succeeded in spreading awareness of gender issues at the national and international levels. Country profiles also have the mechanism to monitor the Secretary-General's Reports and the Security Council Resolutions to ensure that these statements pay enough attention to women and girls. The section on DDR and small arm, while providing detailed information on these issues, also highlights the importance of gender in conceptualizing DDR and the issues around small arms.⁴

2.1.2 UNIFEM Publication

UNIFEM published "*Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*" in 2004. The book is a collection of in-depth case studies of DDR programs. Through this publication, UNIFEM was able to prove that the DDR programs had consistently excluded female ex-combatants, supporters, and dependants. The findings of the book helped UNIFEM make a strong case for practical actions to make DDR inclusive. The book also has a section on standard operating procedure for gender-aware DDR.

2.1.3 Outcomes in the field

The active advocacy work of UNIFEM has resulted in some positive changes on the ground. For instance, in 2003, UNDP and UNIFEM organized a seminar in the Democratic Republic of Congo to discuss the importance of gender mainstreaming in DDR. This raised the level of awareness about the active prospective role for women in DDR and

⁴ The Women War Peace Portal contains country profiles of countries on the Security Council's agenda as well as issue briefs on key themes, including landmines, prevention, justice, small arms, and DDR. The portal was designed to address the problem of a "lack of consolidated data on the impact of armed conflict on women and girls" as noted by the Security Council Resolution 1325. See, www.womenwarpeace.org.

motivated Congolese women to express their concerns and needs.⁵ In another instance, following unrest and disturbances in the late 1990s, UNIFEM and UNDP partnered in Gramsh, Albania, between 2000 and 2002, to reduce the number of illicit arms in civilian hands. With the help of a workshop titled “Women’s Roles in the Weapons collection program in Diber: Relations between Development and Disarmament”, UNIFEM succeeded in promoting women’s participation in a vocational training. Over 200 women participated in the local conference called “Women of Diber Say ‘No to the Guns, Yes to Life and Development’”⁶.

In yet another instance of positive outcomes in the field, UNIFEM supported Ndabaga Association, the only association of female ex-combatants in Africa, to hold its first membership-wide meeting in August 2004. With the help of the support from UNIFEM, Ndabaga Association also participated in the 2004 Arria Formula on Women, Peace, and Security, and a side event on women and DDR at Beijing Plus 10 in 2004. They also contributed to the preparation for the DDR process in the Sudan by participating in the training for the Southern Sudanese DDR authorities.

2.1.4 MDRP

UNIFEM has also begun a partnership in the form of Multi-country Demobilization and Reintegration Programmes (MDRP).⁷ The adopted approach is of holding consultations with gender experts and the members of the National Commissions in order to develop recommendations to improve the gender context of the MDRP programmes and to ensure that women benefit equally from the programmes.

The regional consultation, co-organized by UNIFEM, was held in October-November 2005 to improve gender responsiveness within MDRP.⁸ UNIFEM could ensure its active involvement in overall MDRP programmes policies and implementation rather than being responsible for only gender-related policies. The outcomes of this partnership will enable

⁵ The outcomes of this seminar were: 1) a national seminar to promote the implementation and integration of the Security Council Resolution 1325 in the peace process in 2004, 2) active participation of Congolese Women’s Associations in the International Conferences on Peace and Security in the Great Lakes and the incorporation of gender perspective in the Great Lakes Peace Resolution., 3) gender training workshops for 14 participants from the National Commission for DDR (CONADER), civil police, military, the Ministry of Human Resources, the Ministry of Condition of Women and Family (CONDIFA), and civil society. See, United Nations Development Programme (UNDP). Gender and DDR in the DRC. Kinshasa, DRC: UNDP. (undated).

⁶ Surveys conducted in conflict area have demonstrated that the results of weapons collection programs have been more effective when women have been involved through public awareness campaigns.

⁷ The MDRP is a partnership comprising donors, UN agencies, and National DDR Commission, and administered by the World Bank. The MDRP is focused on the seven countries in the Great Lakes region: the Democratic Republic of Congo (DRC), Angola, Burundi, the Central African Republic (CAR), Rwanda, Uganda, and Republic of Congo.

⁸ For more information, see UNIFEM News Release: Taking a Gender Perspective to Strengthen the MDRP <http://www.unifem.org/news_events/story_detail.php?StoryID=355>

UNIFEM to strengthen its expertise on DDR and build its credibility outside of the UN system.

2.1.5 IDDRS

As a part of the UN Inter-Agency DDR Working Group (IAWG-DDR), UNIFEM is engaged in developing and sharpening one of the Integrated DDR Standards (IDDRS), “Women, Gender, and DDR”. This will act as a framework to help design gender-responsive DDR programs. This module will also help other UN agencies understand how gender is integrated into DDR programs and why gender consideration is important in the context of DDR programs. Gender issues and women’s rights issues are mainstreamed in all modules of IDDRS. Once launched in December 2005, IDDRS will become the UN guidelines for DDR, which will reinforce the implementation of gender-responsive DDR programs.⁹

BCPR took the first step towards the implementation of the IDDRS concepts by funding the post of Gender, HIV and Human Security Officer in the UN DDR Unit for the Sudan. The creation of this post is being viewed as a possible model for integrated DDR programming in the times to come.¹⁰

2.1.6 SBMS 2005

Under the auspices of the Coordinating Action on Small Arms (CASA), UNIFEM also participated in the ‘United Nations Second Biennial Meeting of States (SBMS) to Consider the ‘Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects’, which was held in New York in July 2005. Prior to SBMS, UNIFEM participated in the preparatory meetings for SBMS and took a lead in contributing to the preparation of questions for the thematic discussion on small arms. UNIFEM ensured that the gender dimensions were well incorporated, especially in the area of DDR.

UNIFEM circulated a brief during the SBMS, which discussed the differential impact of small arms on women and furnished a set of recommendations to member states.¹¹ Although there were no official negotiations on the text during the SBMS meeting, this brief was clearly reflected in the thematic discussion on July 13, when participants discussed the ways to take into account the different needs of female and male former

⁹ IDDRS are being developed by the 14 member agencies of the IAWG-DDR, which was established in 2004 at the UN. The IDDRS takes an approach to DDR that is inclusive, human security focused, and gender-responsive.

¹⁰ The UN DDR Unit for Sudan was subsequently merged with the peacekeeping mission. The Gender, HIV and Human Security Officer in Sudan has been providing technical support to the two Gender and HIV Coordinators in the Northern and Southern Interim DDR Authorities for the past two years.

¹¹ The important themes that were touched upon included the impact of small arms on women and girls, small arms and displacement, small arms and women’s health, DDR, and peace-building activities of women.

combatants and supporters as well as the needs of their dependents in the planning of DDR programs.

The Centre for Humanitarian Dialog (CHD) and UNIFEM also co-hosted a panel discussion on masculinity, femininity and gun violence with the aim to increase the awareness of gender issues associated with small arms and DDR programs. Through this conference, UNIFEM also strengthened partnership with other organizations working in the area of gender and development.

III: Challenges at the Implementation Level and Recommendations

Despite the success of awareness-raising campaigns and creation of international standard for gender-responsive DDR programs, GPSS has not had the same success at the implementation level. Gender considerations and gender issues continue to be neglected in the implementation stages of DDR programs. The challenge for GPSS then is to take its success a step further by ensuring that gender sensitive and responsive policies that it has helped formulate get implemented in the field. This will require concerted and focused efforts.

3.1 Criteria for Recommendations

The following recommendations reflect the current issues that UNIFEM is facing. The recommendations take into consideration the needs of the participants of DDR programmes as well as the existing capacity of UNIFEM. The following assessment criteria were employed in making the recommendations.

- **Affordability** measures the financial ability of UNIFEM to follow through and implement the recommendations. AS UNIFEM has limited financial resources at its disposal, this criterion is crucial to determine the applicability of the following recommendations as reflected in the cost analysis.
- **Short-term effectiveness** evaluates the ability of policy options to immediately improve the effectiveness of DDR programs, particularly among the most marginalized target population (women and children). A faster response to ensure benefits for the most marginalized population in the ongoing DDR program is preferred. However, the set of recommendations has less emphasis on short-term effectiveness. This is because UNIFEM is not an implementing agency for DDR programs and, therefore, does not have the capacity to respond to the immediate needs of female ex-combatants and supporters in the existing DDR programs.

- The following recommendations focus on **long-term effectiveness**. This assesses the potential of recommendations to generate lasting positive outcomes as well as the ability to sustain the outcomes in the future DDR programs. In this case, by ensuring that gender-responsive DDR programs are implemented, eventually DDR programs will generate more positive outcomes for both women and men.
- **Empowerment** determines the ability of the recommendations to empower both female and male beneficiaries and community as a whole by making them active agents rather than passive recipients. This criterion is critical not only to promote the sustainability of positive outcome through DDR programs, but also to meet UNIFEM's long-term goals to promote gender equality and empowerment of women. If gender-responsive DDR programs are implemented successfully, all female participants of programs will be empowered through political participation, decision-making power, and access to and control over resources.

On the basis of the above-mentioned criteria, the following section provides a set of practical recommendations to improve the effectiveness of UNIFEM's work in the context of DDR. The first set of recommendations concerns the new staff member and the capacity of GPSS to work with other UN agencies. The second set of recommendations addresses the issue of long-term organizational changes to support GPSS's work on DDR.

3.2 Recommendations to GPSS

This section provides a set of recommendations specifically to GPSS to improve the capacity of GPSS to strengthen their expertise on DDR and to create a stronger and sustainable partnership with other agencies. This, in turn, will facilitate a more effective implementation of gender-responsive DDR programs in the field.

3.2.1 Hire a security expert

GPSS needs to hire a new expert on security issues, including DDR, in order to strengthen GPSS and to implement the following recommendations. Having a security expert within UNIFEM is important because the staff will have a better understanding of security-related programs and the language that they use. The new staff will be able to engage agencies involved with implementing security related programs in a constructive dialogue, rather than being reduced to the status of a feminist advocate against implementing agencies.

UNIFEM is viewed as "expert on gender and women's issues" in the UN system. In order to overcome this stereotype, UNIFEM needs to have more experts on security. A synchronized effort in the area of gender and security will persuade other agencies to give serious consideration to the work of UNIFEM in the area of gender and security.

If possible, this new staff member should spend some time with the current Information Associate who has been working on DDR for the last three years. This will be an efficient way of learning what UNIFEM has done and achieved in the area of DDR.

The contract of the new staff member should be at least four to five years rather than being an annual contract. The high rate of turnover has been a major issue in UNIFEM Headquarters. This has resulted in a lack of continuity in policies and programs. A long-term contract should make the staff feel comfortable and ensure that the staff will have time to make changes and follow through on them.

3.2.2 Program efficiency and effectiveness approach

UNIFEM must go beyond its mandate of advocacy of the causes of women and delve into program effectiveness and efficiency approach. As it has adopted ‘women’s human rights approach’ in the context of DDR, UNIFEM is often seen to be opposed to other UN agencies. While UNIFEM tends to focus on women’s human rights through its rights-based approach¹², other implementing agencies are concerned about program efficiency and effectiveness.

It is important to reiterate that active advocacy by UNIFEM has resulted in gender-sensitive DDR policies. However, implementation of those policies has been very weak as there is no strong incentive for an implementing agency to design and implement gender-responsive programs. When it comes to gender issues, human rights of women become secondary to overall program efficiency and effectiveness. The approach has, therefore, not been entirely successful in motivating other UN agencies, such as UNDP and DPKO, to implement gender-responsive DDR program. Therefore, the new staff should be proficient in both program efficiency and women’s human rights approaches. Unless this is the case, it will be very difficult to ensure that all the future DDR programs are gender responsive.

3.2.3 Partnership with implementing agencies and gender advisers

Partnership and coordination among UN agencies is a very difficult task to accomplish in view of the complex bureaucratic system that governs the UN agencies. In the case of DDR programs, partnership among UN agencies, in the form of Integrated DDR standards (IDDRS), a mechanism to improve the effectiveness of DDR programs, was initiated in 2004. It is barely a year old and struggling with teething trouble.

For instance, in the case of gender issues in the context of DDR programs, knowledge and skills of gender in DDR are yet to be transmitted to other UN agencies. UNIFEM has

¹² For instance, the Women War Peace Portal has a political focus, which means that the information and analysis on the portal primarily utilized rights-based discourse and advocacy language as opposed to presenting information that would target the development community.

been responsible for creating IDDRS 5.10 “Women, Gender & DDR” and for mainstreaming gender into other IDDRS. Since other UN agencies rely excessively on UNIFEM’s expertise on gender, they have not learnt how to do gender mainstreaming in the context of DDR.

The new staff could strengthen partnership and coordination with the other UN agencies, particularly in the area of gender and DDR programs. As a result of UN Inter-Agency DDR Working Group, all the concerned UN agencies are making efforts to work together to improve DDR programs. However, this has not, as yet, translated into improved co-ordination among gender experts in all UN agencies. In fact some sections of important agencies, such as particular sections and departments of UNDP¹³ and DPKO¹⁴, which are responsible for DDR programs do not have any gender experts. This automatically weakens gender aspects of DDR programs. The new UNIFEM staff could make an effort to communicate with all the gender experts more effectively so that gender aspects of DDR could be strengthened by both internal pressures (own gender experts) and external pressures (UNIFEM).

3.2.4 Promotion of Gender-Responsive Budget

The new GPSS staff should, in collaboration with the Economic Section of UNIFEM, promote the use of Gender Responsive Budget (GRB) in DDR programs. The GPSS staff could also train gender advisors from other UN agencies, who in turn could train other DDR program staffs in their organizations. According to BCPR’s Thematic Trust Fund Annual Report, approximately 40 percent of the fund allocated for DDR programs was not spent in 2004.¹⁵ This suggests that the issue is not paucity of resources but the distribution and utilization of resources. By adopting GRB, implementing agencies could allocate resources more effectively. This should result in more effective and gender responsive DDR programs.

3.2.5 Practical Gender & DDR Manuals

Another obstacle in the way of the implementation of gender sensitive policies is

¹³ Gender advisors and gender units in UNDP/BCPR should work closely with Small Arms and Demobilization Unit, which manages DDR programs but does not have any expertise on gender issues in DDR. With the help of a partnership with UNIFEM and gender advisors from DPKO, UNDP gender advisors could organize gender trainings for BCPR staffs, including the two DDR advisors.

¹⁴ DPKO recruited a permanent staff for the position of gender advisor in 2004. The gender advisor is responsible for co-ordination with gender advisors and Gender Advisor Units in the UN missions in the field, including Afghanistan (UNAMA), Burundi (ONUB), Cote d’Ivoire (ONUCI), the Democratic Republic of Congo (MONUC), Haiti (MINUSTAH), Kosovo (UNMIK), Liberia (UNMIL), Sierra Leone (UNAMSIL), and Sudan (UNMIS). If the gender advisor of DPKO and the field-based gender advisors could strengthen their expertise in gender, in the context of DDR, with the help of GPSS, the implementation of DDR programs in the field should reflect an increased attention to gender sensitivity.

¹⁵ See, UNDP/BCPR. 2004 Report: Thematic Trust Fund for Crisis Prevention and Recovery. New York, 2005. www.intra.undp.org.

unavailability of practical manual for program staff to follow in order to implement gender-responsive DDR programs. For instance UNIFEM's publication '*Getting it right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*' explains why women and girls should be included in DDR programs. It, however, stops short of providing practical guidelines to help implementing agencies promote gender-responsive DDR programs. The existing publications from other agencies are also policy-focused.¹⁶

As a result, UNDP/BCPR Small Arms and Demobilization Unit (SADU), for instance, which conducts DDR evaluation, does not have any criteria or manual that evaluators could follow to assess gendered impact of DDR programs. BCPR staff expressed the need to create practical standards and manuals that explain and provide gender responsive evaluation policies and practices.

UNIFEM and its new staff could use partnership with gender experts from the other UN agencies to develop practical manuals for gender-responsive DDR programs. IDDRS 5.10 contains some useful and practical suggestions, but these are largely advocacy oriented and have a policy focus. The new staff member could be build upon IDDRS 5.10, in collaboration with gender expert form other UN agencies, to make it more relevant.

The manual must use the language that program staffs use rather than policy language. Rather than listing all the issues in each stage of the current DDR programs, the manual should state what could program staffs do at each stage of project cycle (i.e. need assessments, designing, implementation, budget, monitoring & evaluation) to make programs more gender-responsive. For instance, evaluation of DDR programs has been very weak. DDR evaluators do not conduct gender-sensitive evaluations even though some of them might be aware of gender issues in DDR program. Providing these evaluators with a set of gender-sensitive indicators for evaluation, which they could incorporate into their evaluation frameworks could be helpful.

The primary framework to develop a practical gender and DDR manual is presented in Appendix C. It includes:

- Gender-sensitive Interview Questions
- Gender-sensitive DDR registration form
- A framework for gender-sensitive project cycle (need assessment, capacity & vulnerability assessment matrix, program design, gender-responsive budget)
- Gender-responsive monitoring & evaluation framework and indicators

¹⁶ DPKO has published '*The Gender Resource Package for Peacekeeping Operation*' in 2004, which contains guidelines and checklists for the major activities of DPKO operations. While it does mentions DDR, it is not specific and practical enough for DPKO staff to implement gender responsive DDR programs. UNDP publication, '*Gender Approaches in Conflict and Post-Conflict Situations*', which was released in 2004 suffers from the same shortcoming. While it recognizes the importance of gender in DDR, it lacks practical guidelines. It has, therefore, been of little practical use to UNDP staff involved with implementing DDR programs.

The target group for this manual should not be limited to direct program beneficiaries (i.e. ex-combatants, supporters, and dependants) and DDR program staff only. The manual should also be used to train community members, donors, and government officials.

3.2.6 Inclusion of men and masculinities

The manual should incorporate men's perspectives and ideas of violent masculinity. Currently the idea of "gender" in the context of DDR programs has become synonymous with women. The focus of such gendered endeavors is to address issues pertaining to women and girls that have been traditionally neglected by the DDR programs. However, the purpose of gender mainstreaming is to ensure an equitable distribution of benefits among men and women. Therefore, the new manual by UNIFEM should expand the section on men, boys, and gender identities (i.e. masculinity and femininity).

Particularly pressing is the need to address violent masculinity associated with small arms. This issue must be dealt with in detail in any gender training conducted for DDR programs. As mentioned earlier, SBMS, 2005 also brought out the need to deal with violent masculinity associated with small arms. This men-inclusive approach is especially appropriate for security-oriented programs where the majority of policy-makers, program staff, and participants of programs are males.

3.2.7 Data collection

A major weakness of DDR programs, emanating from poor monitoring and evaluation mechanisms, is poor data collection. In general, there is not much data available in the public domain that could be used to analyze the impact of DDR programs on the society as whole or on women and girls in a particular community. Due to a lack of data, it is very difficult to put across a program efficiency argument. In order to strengthen the program efficiency argument from a gender perspective (i.e. inclusion of women, girls, and gender perspective will improve effectiveness of DDR programs), UNIFEM and implementing agencies need more empirical evidence and both qualitative and quantitative data.

In order to strengthen data collection of DDR programs, increased partnership and information sharing arrangement among all the UN agencies and other actors, such as research institutes (UNDIR, Small Arms Survey, WOLFP), the World Bank (as it implements different DDR (MDRP) programs), and field offices, including the UN missions, is required. It is especially important to strengthen the meta evaluations of DDR programs in a gender-sensitive manner to examine the overall gendered impact of DDR programs as well as the level of female participation in DDR programs. BCPR SADU has been in the forefront of evaluation exercises. The new staff of GPSS should advise SADU to conduct gender-responsive DDR evaluation.

The UN Mission in the Sudan has appointed the first Gender and HIV Advisor. Her

presence in DDR unit of the Sudan mission has had a positive influence on the gender sensitivity of the programs. There is a need to strengthen this initiative and try it elsewhere. Therefore, UNIFEM should maintain a close relationship with the Gender & HIV Advisor who is currently implementing gender-responsive DDR programs in Sudan. Best practices from the Sudan mission should be used for future program and to improve other on-going DDR programs.

3.2.8 Collaboration for Internet Resources and Information Sharing

Another way to strengthen information sharing and data collection is collaboration among agencies on internet resources. The UN Inter-Agency DDR Working Group is currently engaged in developing a DDR resource website. UNIFEM has its own Women War Peace Portal with a specific section for gender & DDR. These two websites could be integrated to strengthen the information on gender & DDR.

There are also other websites created and maintained by other organizations, such as BRIDGE, INSTRAW, Peace Women¹⁷, Amnesty International, Oxfam, and the International Action Network on Small Arms (IANSA). There are areas of overlap and missing links. A better co-ordination could help avoid duplication of effort and a concerted bid to bridge the existing gaps. The new staff of GPSS should organize a meeting with all pertinent organizations to discuss how they could collaborate. This will strengthen data collection as well as advocacy efforts.

3.2.9. Coordination with NGOs

Finally, better coordination with NGOs is needed to bring about a greater awareness of gender issues and importance of gender consideration in DDR programs. We have already mentioned that during SBMS in July 2005, UNIFEM took the lead in coordinating with NGOs on gender issues in the area of security. This was a good move but insufficient to bring the voice and agenda of NGOs to the main meeting. More and timely preparation is needed if NGOs are to find a voice in the main meetings of the next SBMS in 2007. Apart from being an end in itself, this will also strengthen the implementation of the Security Council Resolution 1325.

¹⁷ Peacewomen.org, operated by the Peace Women project of the Women's International League for Peace and Freedom (WILPF), is the NGO mirror website of UNIFEM's Women War Peace Portal.

3.3 Recommendations to UNIFEM for Organizational Changes

To strengthen the capacity of GPSS and the partnership with other agencies, the organizational capacity of UNIFEM must also be improved by providing appropriate organizational support and an enabling environment whereby GPSS could improve their work on DDR. As with advisors in other sections, the thematic advisor of GPSS works as a mediator between the Executive Director and the other sections by providing substantive guidance and technical assistance to both parties. Therefore, the Thematic Advisor of GPSS could take a lead to facilitate a positive organizational change within UNIFEM. By implementing the following recommendations, GPSS could have sustained organizational supports from UNIFEM, which, in turn could strengthen the work of GPSS on DDR programs.

3.3.1 Organizational Support for GPSS and DDR

The Thematic Advisor of GPSS needs to create an enabling environment within UNIFEM in which GPSS could work more effectively on DDR. Some UNIFEM staffs outside of GPSS do not think that DDR is within the mandate of UNIFEM as, on the face of it, DDR seems to be focused on security and not development. Compared to the Human Rights Section and the Economic Security and Rights Section, the link between security, particularly DDR, and development is relatively weak. Therefore, GPSS needs to help other sections within UNIFEM understand how DDR and GPSS programs link with development and the overall goals of UNIFEM. Through this process, regional sections will also learn about DDR programs and this knowledge will be transferred to field offices.

3.3.2 Program Approach & Rights-based Approach

The Thematic Advisor of GPSS also needs to promote the inclusion of program efficiency approach into UNIFEM's overall approach. Though many of UNIFEM staffs argue that any tilt towards program efficiency arguments (as propagated by many other UN agencies) will hinder rights-based approach, a combination of the two approaches could be more effective in making UNIFEM more acceptable and helping it formulate and implement better policies.

3.3.3 Gender Mainstreaming & Inclusion of Men

The Thematic Advisor of GPSS should also promote the inclusion of men and masculinity in UNIFEM's gender analysis and its approach. Although UNIFEM advocates gender mainstreaming in DDR programs that will benefit women and men equally, in practice, UNIFEM still strongly emphasizes women and girls. By adopting this approach, it neglects the other party in gender dimension-men and boys.¹⁸ This could potentially

¹⁸ For instance, IDDRS 5.10 "Women, Gender, and DDR" hardly mentions issues pertaining to men and associated with their gender relations and identities. IDDRS 5.10 lists all the female-specific interventions. However, it has no section for male-specific intervention to deal with gender issues of men such as violent

create a communication gap between UNIFEM and other UN agencies that are not 'female-only' in their orientation.¹⁹

Even though it is essential to create female-specific interventions and programs to empower females who have been marginalized, UNIFEM should expand its core competencies to overall gender mainstreaming. UNIFEM's mandate is to empower women. The mandate does not explicitly talk about men. However, without inclusion of men, empowerment of women and gender equality cannot be achieved because rights and status of women depend on men in many countries. In order to ensure sustainable benefits for women and society, UNIFEM's approach toward gender mainstreaming must be strengthened to address issues of men and boys as much as issues of women and girls.

There is also a trend of "gender mainstreaming" among donors as opposed to focusing on females alone, which has led the Government of the Netherlands to cut funds to UNIFEM in 2005. This has been done under the assumption that more resources should go to larger UN agencies, such as UNDP, to promote gender mainstreaming rather than funding a female-specific agency. By adopting gender mainstreaming, UNIFEM will be able to ensure funds for GPSS, which will eventually benefit women through gender-responsive DDR programs.

3.3.4 Collaboration with Economic Section for GRB

Organizational learning within UNIFEM, especially a shared understanding of the importance of DDR programs and the need to support GPSS should also promote a stronger collaboration between GPSS and the Economic Section, which has the expertise in Gender Responsive Budget (GRB). GPSS has expertise in DDR, but not in GRB. GPSS could benefit immensely from collaboration with the Economic Section.

3.3.5 Relationship with Field Offices

The relationship between the headquarters and field offices could be strengthened. The regional offices of UNIFEM are highly decentralized. As a result, thematic sections, like GPSS, which are based in Headquarters, enjoy, at best, an advisory status in field offices. This leaves little room for GPSS to influence field offices and to coordinate more effectively with the field offices of UNDP and other UN agencies to promote gender-responsive DDR programs.

masculinity associated with small arms. During the BMS conference, UNIFEM also circulated the talking point note to member states and international organizations addressing gender issues in DDR, but exclusively with a female focus.

¹⁹ The Senior Gender Advisor to the Office for the Coordination of Humanitarian Affairs (OCHA) raised this issue when she came for a talk with some GPSS staffs in July 2005 and again at the SPW in August 2005. The Senior Gender Advisor advocated the inclusion of men and masculinity issues in UNIFEM's gender programs so that other non-UNIFEM agencies would not resist the incorporation of gender issues in DDR. Some UNIFEM staffs argue that such an initiative may hinder and dilute female-specific issues and actions.

Exchange of expertise and human resources between HQ and field offices could be improved to enhance the effectiveness of GPSS programs in the field. As a result of the recent establishment of UN Mission in the Sudan, the East Africa regional office wants to gain more expertise on DDR programs. In order to respond to this need, the Information Associate at HQ was willing to work in the regional office to support DDR program in the Sudan, but the regional office did not want to have someone from the HQ. A healthy professional interaction between the HQ and field offices should be encouraged.

Field offices must have a certain degree of autonomy but at the same time both the HQ and the field offices could benefit from a closer relationship. The new staff should be able to visit all the field offices that support DDR programs to share their expertise on DDR programs. This will help UNIFEM field offices to coordinate with UN missions in the field to implement gender-responsive DDR programs more effectively.

IV: Conclusion

GPSS faces challenges, both internal and external, in taking its advocacy and contribution to gender-responsive DDR program planning and implementation to a higher level. Though there are shortcomings that GPSS will have to overcome, it also has success stories from its past to build upon. The shortcomings, moreover, are not insurmountable. However, addressing them will require careful planning and better coordination.

The aforementioned recommendations, which focus on affordability, long-term effectiveness, and empowerment, could ensure that the future DDR programs are gender-responsive and, to that extent, more effective. By embarking on the course of institutional learning and strengthening its shared vision, UNIFEM will also benefit from the process of strengthening its organizational capacity and core competencies.

GPSS has a crucial role in ensuring that future DDR programs are implemented in a gender-responsive manner so that women, men, girls, and boys benefit equally from the programs and the long-term development of their communities is sustained. There is no reason why, with careful planning and coordination, the shortcomings cannot be overcome.

V: Appendixes

Appendix A

1) Brief Description of UNIFEM

In the last two decades, United Nations Development Fund for Women (UNIFEM) has emerged as the leading organization, both within the United Nations (UN) system as well as outside of it, for the promotion of gender equality and empowerment of women in war and peace. Within UNIFEM, Governance, Peace & Security Section (GPSS) has, in collaboration with other women's organizations, improved awareness of gender issues around armed conflicts and peace building. Its success is reflected in the Security Council (SC) Resolution 1325 on women, peace and security passed in 2000. Resolution 1325 is the first SC Resolution in the history of the UN that discusses specific gender issues in the area of security.

UNIFEM was established in response to the calls from governmental and non-governmental organizations to establish a women's fund in the United Nations. In 1974, the United Nations Economic and Social Commission established the Voluntary Fund for the International Women's Year. In the following year, after the First World Conference of Women (held in Mexico City), the General Assembly (GA) declared that 1976 – 1985 would be the Decade for Women and, subsequently, decided that the Voluntary Fund should be extended to cover the decade.²⁰ In 1984, as the Decade for Women was coming to an end, the GA changed the name of the fund to UNIFEM and decided, vide resolution A/RES/39/125 of 14 December 1984, that UNIFEM's activities "shall be continued through establishment of a separate and identifiable entity in autonomous association with the United Nations Development Programme (UNDP)".²¹

Mandate of UNIFEM

The mandate of UNIFEM is spelled out in GA 39/125, which stipulates that the Fund should:

- Support innovative and experimental activities benefiting women in line with national and regional priorities;
- Play a catalytic role in ensuring the appropriate involvement of women in mainstream activities;
- Play an innovative and catalytic role in relation to United Nations' overall system of development cooperation.

UNIFEM focuses its activities around the following four strategic areas to promote empowerment of women and gender equality.²²

²⁰ Official Records of the General Assembly, Thirtieth Session, Supplement 34, A/10034, Item 76. The GA by its resolution A/RES/31/133 of 6 December 1976 set the arrangement for the use and management of the Fund.

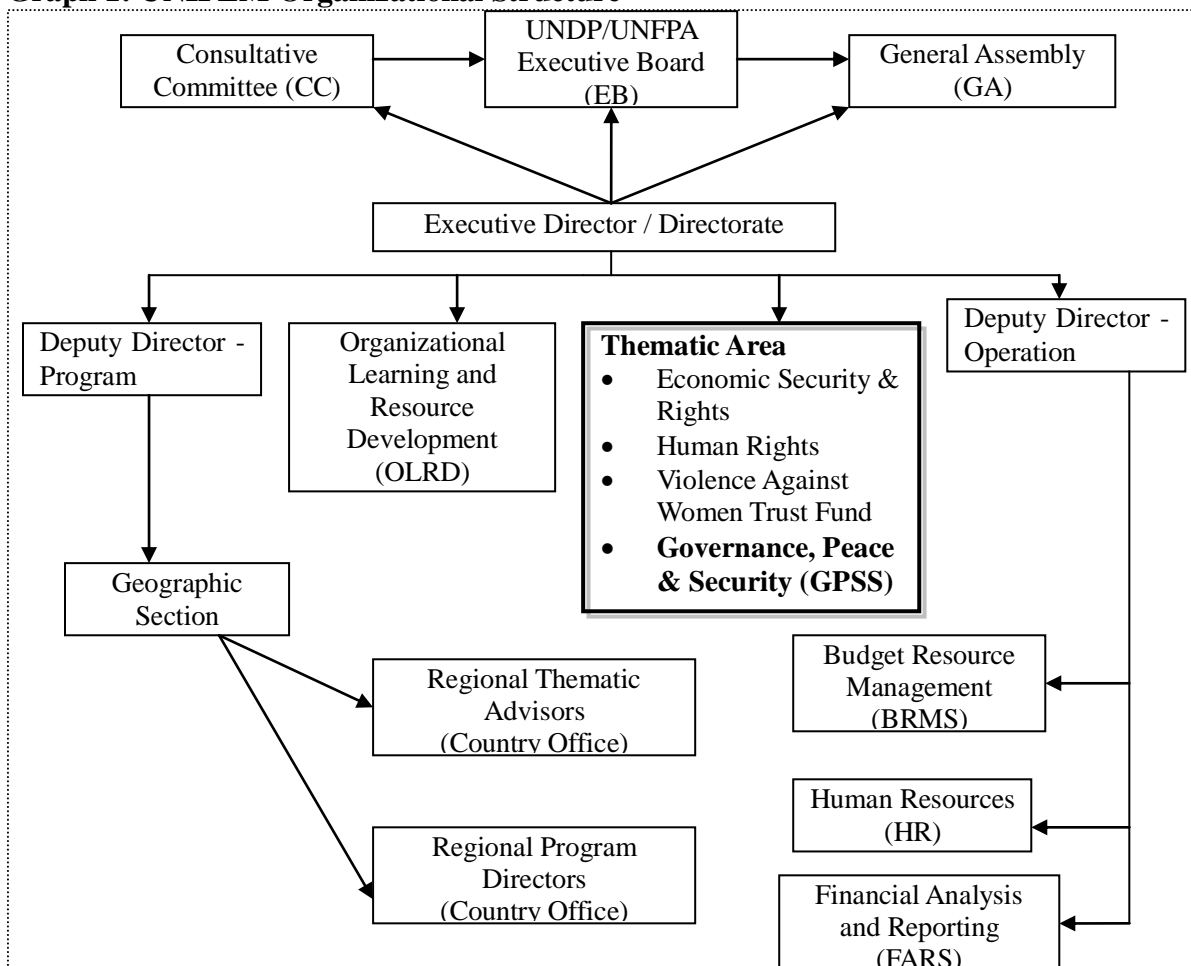
²¹ United Nations General Assembly. A/RES/39/125, 14 December 1984, Meeting no. 101.

²² UNIFEM. 2004. "UNIFEM Annual Report 2003/2004: Working for women's empowerment and gender

- Reducing feminized poverty
- Ending violence against women
- Reversing the spread of HIV/AIDS among women and girls
- Achieving gender equality in democratic governance in times of peace and war

The structure of UNIFEM Headquarters is shown as shown in the Graph 1 below. The GPSS is located under the Thematic Area along with Economic Security & Rights and Human Rights.

Graph 1: UNIFEM Organizational Structure²³



equality". <www.unifem.org>.

²³ This graph is based on Appendix 4 from UNIFEM. 2003. "Progress Review and Lesson Learned". Internal Document. <<http://intra.unifem.org>>.

2) Description of the Thematic Advisor in Governance, Peace & Security Section

Thematic Advisers in all sections, including Governance, Peace & Security, provide substantive guidance and technical assistance to the geographic sections and to the Executive Director. Thematic Advisers also oversee their respective sections. Anne-Marie Goetz, who assumed the position of GPSS advisor in August 2005, does not have any substantial experience of security issues including DDR programs. She was appointed in recognition of her extensive contribution to the field of good governance and her impressive research on political participation of women. She currently oversees five staffs within GPSS. One of these staffs assists her on DDR and small arms issues. The other four staffs do not have any expertise on DDR and small arms.

3) Current Issues in GPSS

GPSS plays a crucial role in the UN system. As per the Security Council Resolution 1325, it has the mandate to ensure that all DDR programs are gender-responsive and, among other things, pay special consideration to the unique needs of female ex-combatants and supporters.

One of the prospective organizational challenges to UNIFEM is that GPSS may be without any expert on gender and DDR by the end of year 2005. The Information Associate at GPSS, who has been working on gender and DDR for the last three years, will leave at the end of the year 2005. Unless a conscious effort is made to recruit a person with a background in gender and DDR, there is a possibility that the future work of UNIFEM in the area of DDR might suffer a paucity of resource person(s). There are other areas as well that UNIFEM could work on to better its contribution to DDR programs.

Appendix B: List of Acronyms

BCPR	Bureau for Crisis Prevention and Recovery
CASA	the Coordinating Action on Small Arms
CHD	the Centre for Humanitarian Dialog
DDR	Disarmament, Demobilization, and Reintegration
DPKO	The Department of Peace-keeping Operations
GA	General Assembly
GPSS	Governance, Peace and Security Section
GRB	Gender Responsive Budget
IANSA	The International Action Network on Small Arms
IAWG-DDR	The Inter-Agency Working Group on DDR
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
IDDRS	The Integrated DDR Standards
MDRP	The Multi-country Demobilization and Reintegration Programme
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Organization in the Democratic Republic of the Congo
NGOs	Non-governmental Organizations
OCHA	The Office for the Coordination of Humanitarian Affairs
ONUB	United Nations Operation in Burundi
ONUCI	United Nations Operation in Cote d'Ivoire
SADU	Small Arms and Demobilization Unit (in BCPR)
SC	Security Council
SBMS	the United Nations Second Biennial Meeting of States
SPW	Strategic Planning Workshop
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMSIL	United Nations Mission in Sierra Leone
UNDAW	United Nations Division for the Advancement of Women
UNDP	United Nations Development Programmes
UNIFEM	United Nations Development Fund for Women
UNMIK	United Nations Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Mission in the Sudan

Appendix C: Gender-Responsive DDR Program Framework

Definition of Female Beneficiaries

1. Female Combatants

Women and girls who participated in armed conflicts as active combatants using arms.

2. Female supporters/Female Associated with Armed Forces and Groups (FAAFG)

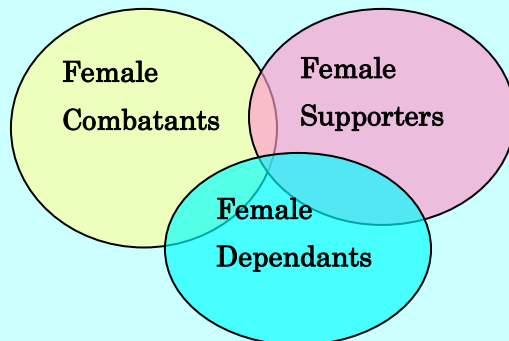
Women and girls who participated in armed conflicts in supportive roles, coerced or voluntarily. Rather than being members of a civilian community, they are economically and socially dependent on the armed force or group for their income and social support.

(Examples: porter, cook, nurse, spy, administrator, translator, radio operator, medical assistants, public information, camp leader, sex worker/slave).

3. Female dependants

Women and girls who are a part of an ex-combatants' household. They are primarily socially and financially dependent on ex-combatants although they may also have retained other community ties.

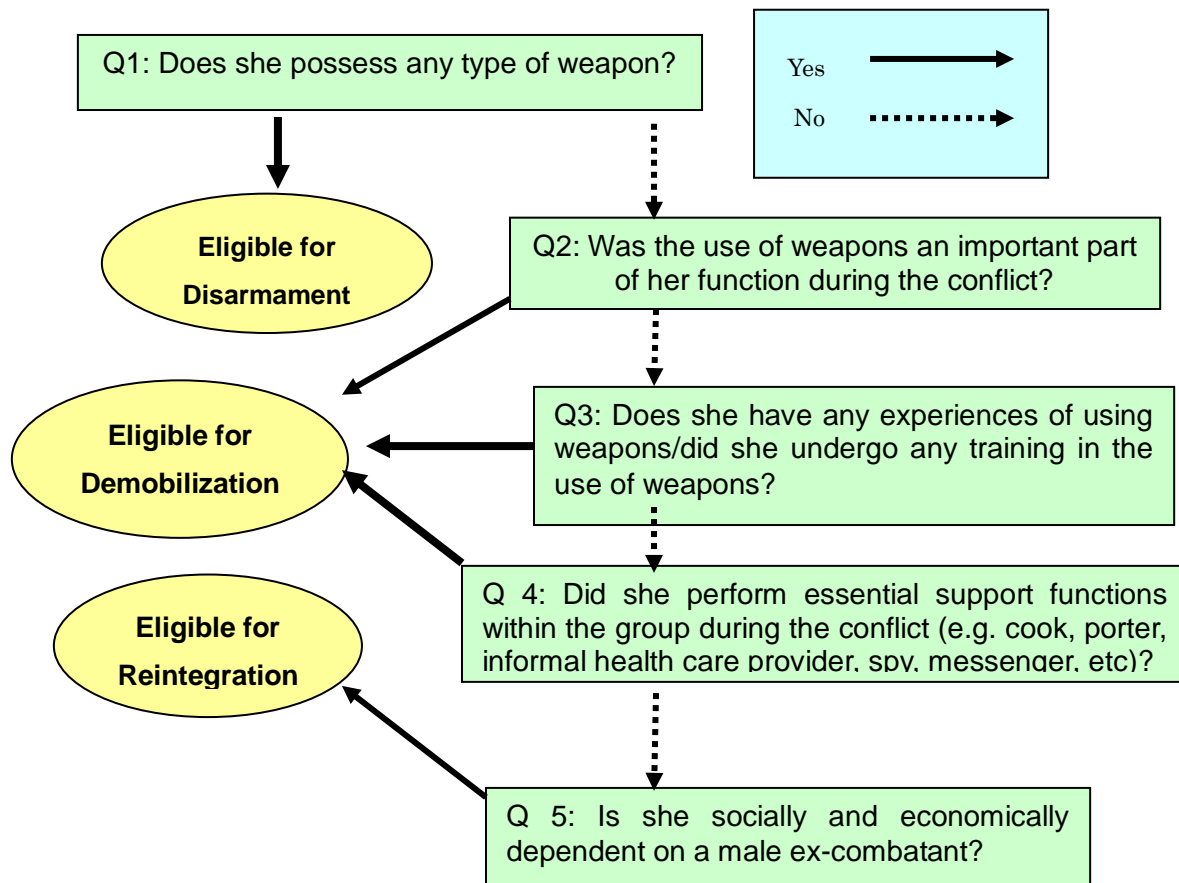
(Examples: wives/war wives, children, mothers/parents, female siblings and female members of the extended family)



Note:

Some women and girls might fall into more than one category due to their multiple and complex roles during conflicts.

Female Eligibility Criteria



Why are female supporters/ FAAFG eligible for demobilization?

Female supporters and females associated with armed forces and groups require entry into DDR at the Demobilization stage because, even if they are not as much of a security risk as combatants, the DDR process, by definition, will dismantle their social support systems through the demobilization of those on whom they have relied to make a living. If the objective of DDR is to promote broad-based community security, it cannot create insecurity for this group of women by overlooking their special needs. Even if the argument is made that women associated with armed forces and groups should be incorporated into more broadly coordinated reintegration and recovery frameworks, it is important to remember that they will then miss out on targeted support to help them make the transition from a military to a civilian lifestyle. In addition, many of the programmes aimed at enabling communities to reinforce reintegration will not be in place early enough to deal with the immediate needs of this group of women.

Gender-Sensitive Interview Questionsⁱ

<p>1. Roles and experiences during conflicts</p> <ul style="list-style-type: none"> • What was your main job(s) in the armed force/group? (e.g. combatant, health care provider/nurse, cook, porter, spy, messenger, translator/interpreter, administrator, radio operator, mine worker, public information, camp leader, sex worker) • What was your rank in the armed force? • What training (if any) did you receive? • How long did you spend in the armed force? • How did you join? Was it voluntary or by force? • Why did you decide to leave the armed force and come to this programme? • How did you hear about this programme? (e.g. radio) • Have you been in touch with your family or in your area of origin through the conflict?
<p>2. Socio-economic status</p> <ul style="list-style-type: none"> • What kind of occupation did you have before joining the armed force? How long did you do that work? • How much did you earn from the previous job? • Have you received formal education? Up to what level? • What languages do you speak? • Do you know how to read and write? In how many languages? • Are you a member of any type of social group or civil society organization? How long? • Do you own any capital? What kind? (e.g. land, livestock, house) • Are you the head of your household? If not, who is? (e.g. brother in law, mother, father, uncle) • How much does it cost you per month to support your family? • What kind of job do you want to have after this programme?
<p>3. Family/Household</p> <ul style="list-style-type: none"> • What is your main responsibility inside the household? • How many people live in your household? • How many dependants do you have? (age, gender, location, health status: i.e. disabled or/and chronically ill) • Who takes decisions about spending money within your household? • Who is responsible for buying food, and getting water and fuel? • Who is responsible for the health of your family? • Who is responsible for the education of your children? • What is your spouse's profession/economic activity? • Who should receive the settling-in assistance for the family? • Would you accept that part of the settling-in assistance to be provided under the program for you and your family be given directly to your spouse? Why? • What do you think your spouse/partner would do with the settling-in assistance?
<p>4. Marriage</p> <ul style="list-style-type: none"> • Are you married, a widow(er), or single? • If you are married or a widow(er), when did you get married (before, during, after the conflict)? How did you get married (legal, customary, or no ceremony: i.e. "bush marriage")? • If you are married, are you the only spouse? If not, please elaborate. • Did your spouse/partner participate in the conflict? • Where is your spouse/partner now? • Are you planning to stay with your spouse/partner after this programme? • Where are you (and your spouse/partner) planning to return after the programme? • If you are separated from your spouse/partner, why? • Is there any other information about your marital status that you consider important for us to know? (gives an opportunity to talk about abduction and/or abuse)

Gender Responsive DDR Programme Management Frameworks and Indicators

A) Gender Responsive Field/Need Assessment

Field/need assessment for female ex-combatants, supporters, and dependants must be conducted independent of general need assessment in view of the different needs and concerns of female ex-combatants, supporters, and dependants. Those assessing needs of these groups must be sensitive to gender issues, especially gender issues associated with conflict. The use of gender-analysis frameworks should be strongly encouraged to collect information and data on the following:

- **Social and cultural context**
 - Gender roles and gender division of labour (both in public and private spheres)
 - Traditional practices that hinder human rights of women
- **Political Context**
 - Political participation of women at the national and community levels
 - Freedom enjoyed by girls to access education
- **Economic Context**
 - Socio-economic status of women
 - Women's access to and control over resources
- **Capacity and Vulnerability**
 - Vulnerabilities and capacities of women and girls
 - Existing local support networks for women and girls
 - Capacities of local women's associations and NGOs
- **Security**
 - Level of Sexual and Gender-Based Violence (SGBV)
- **Specific needs** of female ex-combatants, supporters, and dependants (economic, social, physical, psychological, cultural, political, etc)

Methodology of data collection must be participatory and sensitive to gender-related issues. The assessment group must include representatives from local women's organizations and community. This might require to have local female interpreter(s) and translator(s).

Matrix to assess capacities and vulnerabilities

The Capacities and Vulnerabilities Framework can be utilized within the scope of planning and predicting the outcome of gender-responsive DDR programme. This framework is also useful to assess needs by mapping out the strengths and weaknesses of the targeted population.

The matrix below can be created based on the collective interviews and/or focus groups with women's NGOs, community leaders, female ex-combatants, and supporters.

- Capacities refer to the existing strengths of individuals and groups to cope with a crisis and to improve the quality of their lives.
- Vulnerabilities refer to factors that weaken the ability of people to create positive changes in their lives and community. This often makes people more susceptible to a crisis.

Capacities and Vulnerabilities Analysis Matrix ⁱⁱ				
Vulnerabilities			Capacities	
	Female ex-combatants & Supporters	Community members & Women's NGOs	Female ex-combatants & Supporters	Community members & Women's NGOs
<u>Physical / Material:</u> What productive resources, skills, and hazards exist?				
<u>Social / Organizational:</u> What are the relationships among female ex-combatants, supporters, and community members? What are their organizational structures?				
<u>Motivational / attitudinal:</u> How do female ex-combatants, supporters, and community view their ability to collaborate with each other to create positive changes?				

B) Gender Responsive Programme Design

It is necessary to ensure that the formulation of a project/programme reflects the results of field/need assessment of female ex-combatants, supporters, and dependants. It should be made sure that gender dimensions are incorporated in the following components:

- Programme goals
- Project objectives
- Outputs
- Indicative Activities
- Inputs
- Indicators (for baseline and monitoring and evaluation)

For further information about programme design, please refer to IDDRS 03.20 Programme Design.

Box 9: Example of Project Design for Gender-related Activities Gender Training for Male ex-combatants	
Overall Program	DDR
Gender Specific Project within the Program	Gender training for male ex-combatants in demobilization camps
Objective of the project	<ul style="list-style-type: none"> • To promote a better understanding of gender issues, such as rape, trafficking, domestic violence, HIV/AIDS • To discuss and redefine their gender identities, relations, and roles (e.g. violent masculine identities) in private and public sphere
Issues / Needs	Gender trainings tend to be neglected in the current DDR programs due to the lack of funds or/and the lack of understanding of the importance of gender
Activity 1	Lecture/workshops to educate male ex-combatants about gender issues and to reflect on their own experiences
Activity 2	Individual follow-up counselling to discuss their own masculine identities and related issues
Expected Outputs	<ul style="list-style-type: none"> • Higher level of self-confidence among male ex-combatants without violence masculinity • Increase in their understanding of gender and sexual issues
Indicators to measure output	<ul style="list-style-type: none"> • % change in the number of male ex-combatants who have a high level of self-confidence without any association with the use of force/violence • % change in the number of male ex-combatants who conduct safe sex (e.g. by using condoms, limiting the number of their sexual partner)
Expected Outcome/Result	<ul style="list-style-type: none"> • Decrease in Gender Based Violence • Creation of gender-sensitive society • Lower HIV infection rate
Indicators to measure outcome	<ul style="list-style-type: none"> • Fewer incidence of rape and domestic violence reported • Higher level of acceptance of rape victims in both individual households as well as community • Decrease in HIV/AIDS infection rate
Expenditure (Year1 – Year2)	TBA
Main inputs	Trainers, counselors, ...
Unit of Cost (per female ex-combatant)	TBA
Source of Revenue	TBA
Name(s) of Donors	TBA

C) Gender Responsive Budget (GRB) in DDR Programme

Formulation of gender-responsive budget is a tool to ensure that female-specific interventions will be sufficiently funded. This is also a tool to ensure an equal importance to females and males by disaggregating cost by gender. Budgetary processes must ensure the participation of DDR gender advisor, women's organizations, and community members to promote accountability to stakeholders and transparency.

In addition to objectives, indicators, and outputs defined in the programme design, there is a need to specify the following categories within results-based budgeting (RBB) framework.

- Female specific activities (e.g. job training for female ex-combatants, counselling for the victims of GBV) and its inputs
- Gender Trainings (to programme staffs, government officials, ex-combatants, supporters, and dependants) and its inputs
- Gender advisor(s)
- Unit cost (per beneficiary) of all activities disaggregated by gender

It is also advisable to request donors to specify the allocation of funds to female specific interventions and gender trainings. For further information on budget in DDR, please refer to IDDRS 03.31 Financing and Budgeting of DDR Programmes.

D) Gender Responsive Monitoring & Evaluation and Indicators

Gender responsive monitoring and evaluation is necessary to hold DDR programmes accountable to the needs of women and girls and to examine gendered impact of DDR. However, the gender dimensions of DDR are hardly monitored and evaluated effectively in DDR programmes. It is partly due to the lack of resources. It is also due to a paucity of evaluators who are aware of gender issues and have the requisite skills to incorporate gender into their evaluation practices.

Therefore, there is a strong need to create a primary framework for gender responsive monitoring and evaluation. Disaggregating the existing data by gender alone is not sufficient. By identifying a set of specific indicators that measure gender dimensions of DDR programmes and its impacts, we should be able to come up with more comprehensive and practical recommendations for future programmes. The following matrixes show a set of gender-related indicators for monitoring and evaluation. For further information on monitoring and evaluation, please refer to IDDRS 03.50 Monitoring and Evaluation.

The following matrixes consist of six M&E frameworks.

1. Monitoring for Programme Performance (1.1 Disarmament, 1.2 Demobilization, 1.3 Reintegration)
2. Monitoring for Process
3. Evaluation for Outcomes/Results
4. Evaluation for Impact
5. Evaluation for Budget (Gender-Responsive Budget Analysis)
6. Evaluation for Programme Management

The followings are the primary data collection instruments and techniques.

- National and municipal government data
- Programme/project reports
- Surveys (household surveys)
- Interviews (focus groups, structured and open-ended interviews)

Whenever necessary, data should be disaggregated not only by gender (to compare between men and women), but also by age, different role(s) during the conflict, and ethnic background (to compare within women).

Gender advisors in the regional office of DDR programme and general evaluators will be the main coordinators for these gender-responsive M&E, but the responsibility will fall into the programme director and chief as well. All the information should be shared with donors, programme management staffs, and all stakeholders. Particularly key findings will be utilized for future programmes and M&E. The following appendixes show some of the examples of gender analysis frameworks and Gender-Responsive Budget (GRB) analysis for DDR programmes.

Note: Female ex-combatants = FXC; Female supporters/WAAF = FS; Female dependants = FD

1. Gender-Responsive Monitoring for Program Performance

- **Purpose of Monitoring:** to monitor program performance for female armed ex-combatants, supporters, and dependants at the each stage of DDR
 - 1.1 Monitoring for Disarmament
 - 1.2 Monitoring for Demobilization
 - 1.3 Monitoring for Reintegration
- **Data Collection Frequency:** Every month during the implementation of the program

1.1) Monitoring for Disarmament

Key Questions to Ask:

1. To what extent did the Disarmament program succeed in disarming female armed ex-combatants?
2. To what extent did the Disarmament program provide gender-sensitive and female-specific services?

Key measurable indicators	
1)	No of FAEC who registered for disarmament program
2)	% of weapons collected from FAEC
3)	% of weapons collected from female civilians on behalf of ex-combatants
4)	No of female staff who were at the weapon collection sites and registration (e.g. female translators, military staff, social workers, gender advisors)
5)	No of information campaigns conducted specifically to inform women and girls about DDR programs
6)	No of weapon collection sites that have separate section for male and female to hand in weapons

1.2) Monitoring for Demobilization

Key Questions to ask:

1. To what extent did the demobilization program succeed in demobilizing female armed ex-combatants and supporters?
2. To what extent did the demobilization program provide gender-sensitive and female-specific services?

Key measurable indicators
1) No of FAEC and FS who registered for demobilization program
2) % of FAEC and FS who were demobilized (completed the program) per camp
3) No of demobilization facilities created specifically for FAEC and FS per camp (e.g. toilet, clinic)
4) % of FAEC, FS, and FD who were allocated to female-only accommodation facilities
5) No of female staff in each camps (e.g. female translators, military staff, social workers, gender advisors)
6) No of gender training conducted per camps
7) Average length of time spent in gender training
8) % of FAEC, FS, and FD who participated in gender training
9) No and level of Gender-Based Violence reported in each demobilization camp
10) Average length of stay of FAEC and FS at each camp
11) % of FAEC, FS, and FD who received general transitional assistance / support packages (same as men) to prepare for reintegration (e.g. health, food, living allowance, etc)
12) % of FAEC, FS, and FD who received female-specific assistance and package (e.g. sanitary napkin, female clothes)
13) No of female-specific counseling conducted per camp
14) % of FAEC, FS, and FD attended female-specific counseling sessions
15) Average length of time spent in counseling for the victims of GBV
16) No of childcare services per camp
17) % of FAEC, FS, and FD who used childcare services per camp
18) Existence of medical facilities and personnel for childbirth
19) % of FAEC, FS, and FD who used medical facilities for childbirth

1.3) Monitoring for Reintegration

Key Questions to ask:

1. To what extent did the reintegration program succeed in reintegrating female armed ex-combatants, supporters, and dependants?
2. To what extent did the reintegration program provide gender-sensitive and female-specific services?

Key measurable indicators
1) No of information/media campaigns conducted in each community to inform community members of issues associated with FAEC, FS, and FD
2) No of information/media campaigns conducted in each community to inform female community members (e.g. wives of male ex-combatants) of their benefits
3) No of FAEC, FS, and FD who registered for reintegration program
4) % of FAEC, FS, and FD who returned to their home community
5) % of FAEC, FS, and FD who went to new places rather than home community
6) No of female-specific transportation services
7) % of FAEC, FS, and FD who used those transportation services to return to community
8) No of vocational trainings implemented for FAEC, FS, and/or FD
9) % of FAEC, FS, and FD who registered for vocational training
10) Average length of time spent in vocational training
11) % of FAEC, FS, and FD who completed vocational training
12) % of FAEC and FS incorporated into the national army or police
13) % of FAEC, FS, and FD who gained the ownership of land and/or other property
14) No of micro-credit projects implemented for FAEC, FS, and/or FD
15) % of FAEC, FS, and FD who received micro-credit
16) % of FAEC, FS, and FD who started income generating activities based on the micro-credit
17) No of literacy programs implemented for FAEC, FS, and/or FD
18) % of FAEC, FS, and FD who completed the literacy programs
19) No of childcare services created for FAEC, FS, and FD (so that they can attend trainings)
20) % of FAEC, FS, and FD who use the childcare services
21) No of community-based reintegration rituals/ceremonies conducted for FAEC, FS, and FD
22) % of FAEC, FS, and FD who attended community-based reintegration rituals/ceremonies
23) No of female staff in each community (e.g. female translators, social workers, gender advisors)
24) No of support network groups created for FAEC, FS, and FD
25) % of FAEC, FS, and FD who become the member of support network groups

2. Gender-Responsive Monitoring for Process

- **Purpose of Evaluation:** to examine if and to what extent DDR program meets the needs of female armed ex-combatants, supporters, and dependants, and to examine the level of participation of women
- **Process:** 1) reaching the right target population, 2) meeting the needs of stakeholders, 3) the dynamics of participation of stakeholders
- **Gender Dimensions of Process:** 1) Reaching female target population, 2) meeting the needs of women and girls, 3) equal participation of women and women's organizations
- **Data Collection Frequency:** Every 3 weeks during the implementation of the program
- **Key Questions to ask:**
 1. To what extent did the DDR program meet the needs of female armed ex-combatants, supporters/WAFF, and dependants?
 2. To what extent did the DDR program promote the participation of women and women's organizations at each stage of the program?

Key measurable indicators
1) Level of satisfaction (ranking) among FAEC, FS, and FD who received benefits and services from the programs
2) Level of satisfaction (ranking) among program staffs, including gender advisors
3) No of and level of complains that program staff received from FAEC, FS, and FD
4) % of female participants at the peace process/negotiation (should be at least) 30% - internationally agreed
5) % of female participants at the risk/need assessment
6) No of FAEC, FS, and FD who were interviewed during the risk/need assessment
7) No of local women and/or women's organizations that were interviewed by program staff to collection information on trading routes and hidden small arms and light weapons
8) No of women's organizations who participated in monitoring weapons collection and destruction
9) No of female leaders and women's organizations that participated in the planning and/or implementation of reintegration program
10) No of DDR program meetings that included female leaders and women's organizations

3. Gender-Responsive Evaluation for Outcomes/Results

- **Purpose of Evaluation:** to examine the contribution of DDR program to the creation of security for female armed ex-combatants, supporters/WAFF, and dependants
- **Outcomes & Intermediate Results:** 1) Capacity Building of ex-combatants and community members, 2) Human Security, 3) Social Capital
- **Gender dimensions of Outcomes:** 1) Elimination of Gender-Based Violence and discrimination against women and girls, 2) Human Security for Women and Girls, 3) Capacity building of female armed ex-combatants, supporters/WAFF, and dependants
- **Data collection Frequency:** every 3 month upon the completion of program
- **Key Questions to ask:**
To what extent did the DDR program increase human security (physical, psychological, economic, social, political, cultural) for female armed ex-combatants, supporters/WAFF, and dependants?

Key measurable indicators (compare to the baseline data)
1) % change in the number of female deaths, injuries, abductions, rape, domestic violence cases reported among FAEC, FS, and FD
2) % change in the number of FAEC, FS, and FD who initiated and are maintaining income generating activities
3) % change in the number of FAEC and FS who joined local police
4) % change in the number of FAEC, FS, and FD who are participating in peace-building activities
5) % change in the number of FAEC, FS, and FD who have access to health services (including counseling, contraceptives, family planning)
6) % change in the number of FAEC, FS, and FD who are participating in political activities (e.g. support local political party)
7) % change in the number of FAEC, FS, and FD who are participating in cultural/art activities
8) % change in the number of FAEC, FS, and FD who participating in public/community meetings
9) % change in the number of FAEC, FS, and FD who have a higher level of self-confidence*
10) % change in the HIV and other STD infection rate among FAEC, FS, and FD
11) % change in the number of FAEC, FS, and FD who feel safe to live in their community*
12) % change in the number of FAEC, FS, and FD who feel threatened by something or someone*
13) % change in the number of FAEC, FS, and FD who feel belonging to their community*

* Measured by ranking

4. Gender-Responsive Evaluation for Impact

- **Purpose of Evaluation:** to examine 1) the impact of DDR on empowerment of female armed ex-combatants, supporters, and dependants; 2) the contribution of DDR program towards the creation of gender-responsive community development
- **Impact/long-term goals:** 1) Community Development, 2) Sustainable Peace
- **Gender dimensions of Impact:** 1) Gender Equality in Community Development & Peace, 2) Empowerment of Women
- **Data Collection Frequency:** at least 1-3 year after the completion of the program, conduct every 6 month
- **Key Questions to ask:**
 1. To what extent did the DDR program empower female armed ex-combatants, supporters/WAFF, and dependants?
 2. To what extent did the Reintegration program promote a creation of gender-responsive community development?

Key measurable indicators (compared to the baseline data)	
1)	% change in the number of FAEC, FS, and FD who vote or/and stand for national and local elections within the concerned country
2)	% change in the employment rate among FAEC, FS, and FD (both formal and informal sectors)
3)	% change in literacy rate among FAEC, FS, and FD, and their children
4)	% change in disposal income among FAEC, FS, FD, and their household
5)	% change in the number of FAEC, FS, and FD who are the members of any type of association, including women's NGOs and ex-combatant support networks
6)	% change in the number of FAEC, FS, and FD who are involved in implementation/management of community development programs
7)	% change in the number of women's organizations that receive(d) reintegration assistance and implement development-related program/project(s)
8)	% change in the number of female-specific development programs supported by reintegration assistance to meet the needs of women and girls
9)	% change in the number of females who receive development programs through reintegration assistance
10)	% change in the number of communities with a high return rate of ex-combatants receiving reintegration assistance
11)	% change in number of awareness campaign on women's human rights and GBV supported by reintegration assistance
12)	Community perception of FAEC, FS, and FD (by ranking)
13)	Community perception of women's human rights and GBV (by ranking)

5. Gender-Responsive Evaluation for Budget **(Gender-Responsive Budget Analysis)**

- **Purpose of Evaluation:** to examine the level of gender mainstreaming in DDR budget
- **Budget:** Allocation of resources, balancing revenue and expenditure, cost efficiency
- **Gender dimensions of budget:** 1) allocation of sufficient resources for female-specific interventions and gender-related interventions such as gender training, 2) equal treatment of male and female ex-combatants in the overall programs, 3) participation of women and women's NGOs at each budgetary process
- **Data Collection Frequency:** Every stage of budget cycle (preparation, approval, appreciation, auditing, revision, reporting)
- **Key Questions to ask:**
 1. To what extent did the budget specify female-specific and gender-related activities, the inputs, and the cost?
 2. To what extent was the allocation of resources adequate to effectively implement female-specific and gender-specific activities?
 3. To what extent did gender specialists/advisors and women's organizations participate in the process of budget cycle (e.g. preparation, auditing)?

Key measurable indicators
<ol style="list-style-type: none"> 1) % of resource allocation for general activities 2) % of resource allocation for female-specific activities 3) % of resource allocation for gender-related activities (e.g. gender training) 4) % of resource allocation for gender specialists and advisors (compared to other staff) 5) No of donors that specify the use of funds for female-specific activities and/or gender trainings 6) Unit Cost of each activity for 1)-4) 7) Unit Cost of each input for each activity 8) Duration of each activity 9) % of activities that were successfully completed 10) % of activities that could not be completed due to the lack of resources 11) % change in the number of women's organizations and gender advisors who participated in budget meetings at each stage of budget cycle, including auditing 12) No of meetings for budget 13) No of meetings that invited women's organization and gender advisors/specialists 14) No of budget revision on the advice of women's organizations and gender advisors/specialists

6. Evaluation to Assess the Level of Gender Mainstreaming in Program Management

- **Purpose of Evaluation:** to examine the level of gender mainstreaming in DDR program/project cycle and its management
- **Program/Project Cycle:** 1) situational analysis & need assessment, 2) project design, 3) project appraisal, 4) secure funding, 5) project implementation, 6) Monitoring and Evaluation (M&E)
- **Gender dimensions of project cycle:** 1) assessment for women and girls, 2) gender-responsive project design and M&E, 3) understanding & implementation of gender mainstreaming among program staffs
- **Data Collection Frequency:** Every month during the implementation of program, and before and after the implementation of program
- **Key Questions to ask:**
To what extent was gender mainstreamed in the DDR program management and its project cycle?

Key measurable indicators
<ol style="list-style-type: none"> 1) % of staff who have participated in gender training 2) % of staffs who have used gender analysis framework in need assessment, situational analysis, or/and evaluation 3) % of staffs who have interviewed girls and women for need assessment, situational analysis, or/and evaluation 4) % of staffs who have worked with local women's organizations 5) % of staffs who are in charge of female-specific interventions and/or gender trainings 6) % of the program meetings that invited local women's organizations and female community leaders 7) % of staff who have conducted gender analysis on the DDR program budget 8) % of indicators and data disaggregated by gender 9) % of indicators and data that reflects female specific status and/or issues 10) No of gender trainings conducted for DDR program staffs 11) % of staffs who attended gender trainings 12) % of staffs who are familiar with SC Resolution 1325* 13) % of staff who are familiar with gender issues associated with conflicts (e.g. GBV, human trafficking)* 14) % of trainings that specifically aimed at understanding gender issues and usage of gender analysis frameworks for those who conduct monitoring and evaluation 15) No of guideline or manual for gender analysis and gender mainstreaming for DDR program management

¹ Some of the questions are drawn from Annex 1 in Nathalie de Watteville. Addressing Gender Issues in Demobilization and Reintegration Programs. Washington D.C. The World Bank. May 2002. <http://www.worldbank.org/afr/wps/wp33.pdf>

¹ This matrix is created based on the Capacities and Vulnerabilities Framework in Candida March. et al. A Guide to Gender-Analysis Frameworks. Oxfam Press. Oxford. 1999

Appendix D: Bibliography for Gender & DDR Literature

- Amnesty International, International Action Network on Small Arms (IANSA), and Oxfam International. The impact of guns on women's lives. Oxford: The Alden Press. <http://www.controlarms.org/documents/small-arms-women-report-final2-1.pdf>
- Anderlini, Sanam Naraghi, and Camille Pampell Conaway. "Disarmament, Demobilisation and Reintegration". In: Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action. <http://www.womenwagingpeace.net/content/toolkit/chapters/Disarmament.pdf>
- Baden, S. 1997. Post-conflict Mozambique: Women's Special Situation, Population Issues and Gender Perspectives. Report 44. Brighton: IDS/BRIDGE.
- Barth, Elise. 2003. "The Reintegration of Female Soldiers in Pos Conflict Societies". Aid Workers Network, 20 August. <http://aidworkers.net/exchange/20030820.html>
- Barth, E.F. 2002. "Peace as Disappointment: The Reintegration of Female Soldiers in Post-Conflict Societies: A Comparative Study from Africa". Oslo: PRIO.
- Bennett, O., J. Bexley, and K. Warnock. 1995. Arms to Fight, Arms to Protect: Women Speak Out about Conflict. London: Panos.
- Bonn International Centre for Conversion (BICC). 2002. "Veteran Combatants Do Not Fade Away: A Comparative Study on Two Demobilization and Reintegration Exercises in Eritrea". Paper 23. Bonn: BICC.
- Bouta, Tsjeard. 2005. "Gender and Disarmament, Demobilization and Reintegration". Conflict Research Unit. Hague: Netherlands Institute of International Relations "Clingendael". <http://www.iansa.org/women/documents/ddr-gender-report.pdf>
- Centre for Humanitarian Dialogue. 2005. "Theme 4: Women, Men and Gun Violence: Options for Action". In: Mission Pieces: Directions for Reducing Gun Violence Through the UN Process on Small Arms Control. Geneva: Centre for Humanitarian Dialogue, pp-67-78. http://www.hdcentre.org/datastore/Small%20arms/Missing_Pieces/Missing%20Pieces.pdf
- Conaway, Camille Pampell, and Solome Martinez. 2004. "Adding Value: Women's Contributions to Reintegration and Reconstruction in El Salvador". Cambridge and Washington: Women Waging Peace. <http://www.womenwagingpeace.net/content/articles/ElSalvadorFullCaseStudy.pdf>
- Department for Peacekeeping Operations Best Practices Unit. 2003. Handbook on U.N. Multidimensional Peacekeeping Operations. New York: United Nations.
- Department of Peacekeeping Operations. 2004. "The 5th Standard Generic Training Module (SGTM) deals with The Attitudes and Behaviours of the United Nations Peacekeepers". New York: United Nations. <<http://www.reliefweb.int/training/ti1580.html>>.
- Department of Peacekeeping Operations, Lesson Learned Unit. 1999. "Disarmament,

Demobilization and Reintegration of ex-Combatants in a Peacekeeping Environment: Principles and Guidelines". New York: United Nations.

- Farr, Vanessa. 2005. "Women, men and the struggle to disarm". In: Conflict Trends 2003 – Women, peace & security. The African Centre for the Constructive Resolution of Disputes. (ACCORD), pp 26-31.
<http://www.accord.org.za/ct/2003-3/pg26-31.pdf>
- Farr, Vanessa. 2002. "Gender Demilitarization as a Peace Building Tool". Paper 20. Bonn International Centre for Conversion.
<<http://www.bicc.de/publications/papers/paper20/paper20.pdf>>.
- Farr, Vanessa. 2003. "The importance of a gender perspective to successful disarmament, demobilization and reintegration processes". Disarmament Forum. 4. Geneva: United Nations Institute for Disarmament Research.
- Farr, Vanessa, and Kiflemariam Gebrewold. 2002. "Gender Perspectives on Small Arms and Light Weapons: Regional and International Concerns". BICC Brief 24.
- Gleichmann, Colin, Michael Odenwald, Kees Steenken, and Adrian Wilkinson. 2004. Disarmament, Demobilization and Reintegration: A Practical Field and Classroom Guide. Frankfurt, Germany: GTZ, NODEFLC, PPC, SNDC.
<http://www.fhs.mil.se/upload/DDRHandbook.pdf>
- Heyzer, Noeleen. 2003. "Gender, peace and disarmament," Disarmament Forum. 4. Geneva: United Nations Institute for Disarmament Research.
- Higate. Paul. 2004. "Gender and Peacekeeping. Case Studies: The Democratic Republic of the Congo and Sierra Leone". ISS Monograph Series 91. Pretoria: Institute for Security Studies.
- Hill, Felicity. 2003. "Women's contribution to conflict prevention, early warning and disarmament". Women, Men, Peace and Security.
<http://www.womenwarpeace.org/issues/ddr/Felicity%20UNIDIR%20article.pdf>
- International Alert. 2002. "Gender and Peace Support Operations: Opportunities & Challenges to Improve Practice". London: International Alert.
- International Committee of the Red Cross. 2004. Addressing the Needs of Women Affected by Armed Conflict: An ICRC Guidance Document. Geneva: ICRC.
[http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/\\$File/ICRC_002_0840.PDF!Open](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/$File/ICRC_002_0840.PDF!Open)
- International Office for Migration (IOM). 2002. "Evaluation Mission: Program for the Rehabilitation of Former Militia Members and the Collection of Small Arms".
- Jackson, Thomas, Nicolas Marsh, Taylor Owen, and Anne Thurin. 2005. "Chapter 3: Small Arms

- Violence Against Women” and “Chapter4: Men as primary Victims of Armed Violence”. In: Who takes the bullet?: The impact of small arms violence. Understanding the issues no. 3/2005. Oslo: Norwegian Church Aid, pp-26-32.
http://www.prio.no/files/file46800_who_takes_the_bullet_the_impact_of_small_arms_violence.pdf
- Johnston, Nicola, William Godnick, Charlotte Watson, and Michael von Tangen Page. 2005. Putting a Human Face to the Problem of Small Arms Proliferation: Gender Implications for the Effective Implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects. London: International Alert.
http://www.international-alert.org/pdfs/gender_and_programme_of_action.pdf
- Mazurana, Dyan, and Khristopher Carlson. 2004. “From Combat to Community: Women and Girls of Sierra Leone”. Cambridge and Washington: Women Waging Peace.
<http://www.womenwagingpeace.net/content/articles/SierraLeoneFullCaseStudy.pdf>
- Marcaillou, Agnès. 2004. “Gender Perspectives on D, D and R,” Presented at “Gender Perspectives on Disarmament Demobilization and Reintegration”. UNIFEM Seminar, New York: United Nations. <http://www.womenwarpeace.org/issues/CSWgenderDDR.pdf>
- McKay, S. and D. Mazurana. 2004. Where Are The Girls? Girls in Fighting Forces in Northern Uganda, Sierra Leone and Mozambique: Their Lives during and after War. Montreal: Rights and Democracy Institute.
- Muggah, R., P. Maughan, and C. tian Bugnion. 2003. “The Long Shadow of War: Prospects for Disarmament Demobilisation and Reintegration in the Republic of Congo”. The European Commission, UNDP, the MDRP Secretariat.
http://www.undp.org/bcpr/smallarms/docs/DDR_evalcongo_e.pdf
- Nakamura, Fumie. 2004. “Gender and Armed Conflict in Africa: Challenges to Gender Roles, Relations and Identities in the Case of Mozambique”. Monterey: Monterey Institute of International Studies, Security and Development (SAND).
http://sand.miis.edu/research/student_research/2004%20Student%20Work/04Nakamura_Gender&Armed_Conflict.pdf
- Nakamura, Fumie. 2005. “Gender and Disarmament, Demobilization and Reintegration: Gender-Responsive DDR Evaluation Design”. Monterey Institute of International Studies, Security and Development (SAND).
http://sand.miis.edu/research/student_research/2005%20Student%20Work/Nakamura_Gender_DDDR_Eval.pdf
- NGO Working Group. 2003. “Women Peace and Security in support of the implementation of UNSC Resolution 1325: The Role of Women in the Transformation of Violent Conflict”.
<http://www.peacewomen.org/un/ngo/ngostatements/Oct03.html>
- Rehn, Elisabeth and Ellen Johnson Sirleaf. 2002. Women, War and Peace: The Independent Experts’ Assessment. New York: UNIFEM.

- Save the Children. 2005. Forgotten Casualties of War: Girls in armed Conflict. London: Save the Children.
http://www.savethechildren.org.uk/temp/scuk/cache/cmsattach/2698_GAAF%20report.pdf
- Schroeder, Emily. 2004. "A Window of Opportunity in the Democratic Republic of the Congo: Incorporating a Gender Perspective in the Disarmament, Demobilization and Reintegration Process".
<http://www.peacestudiesjournal.org.uk/docs/AWindowofOpportunity.PDF>
- Schroeder, Emily, Vanessa Farr, and Albrecht Schnabel. 2005. Gender Awareness in Research on Small Arms and Light Weapons: A Preliminary Report. Swisspeace Working Paper. Sonnenbergstrasse: Swisspeace.
<http://www.iansa.org/women/documents/swisspeace-working-paper2005.pdf>
- Schroeder, Emily, and Lauren Newhouse. 2004. Gender Mainstreaming and Small and Light Weapons: Norm Emergence at the UN. Institute for Security Studies (ISS). Published in Monograph No 104.
<http://www.iss.co.za/pubs/Monographs/No104/Contents.htm>
- Turshen, M. and C. Twagiramariya (eds). 1998. What Women do in Wartime: Gender and Conflict in Africa. London: Zed Book.
- The International Action Network on Small Arms (IANSA). 2005. "3.3.12: Gender.. In: IANSA 2005 Examining Implementation of the UN Programme of Action. London: IANSA, pp 274-277.
<http://www.iansa.org/documents/2005/red-book/red-book-2005.pdf>
- The Reproductive Health for Refugees Consortium. 2003. "Gender-based Violence Tools Manual: For Assessment & Program Design, Monitoring & Evaluation". New York: RHRC.
- The World Bank. 2003. Demobilization and Reintegration Programs: Addressing Gender Issues. Findings Report 227. <http://www.worldbank.org/afr/findings/english/find227.pdf>
- The World Health Organization (WHO). 2004. "Part 4: Promoting social and gender equality and equity to prevent violence". In: Preventing Violence: A guide to implementing the recommendations of the world report on violence and health. Geneva: WHO, pp-47-58.
<http://whqlibdoc.who.int/publications/2004/9241592079.pdf>
- The World Health Organization (WHO). 2002. World Report on Violence and Health. Geneva: WHO.
http://www.who.int/violence_injury_prevention/violence/world_report/en/full_en.pdf
- The United Nations. 2002. Women, Peace and Security: Study submitted by the Secretary-General pursuant to Security Council resolution 1325. New York: United Nations.
- The United Nations Inter-Agency Working Group – DDR (IAWG-DDR). 2004. "Draft Terms of Reference". www.undp/bcpr.iawg-ddr.

The United Nations Inter-Agency DDR Working Group. Forthcoming. Integrated DDR Standards draft papers.

UNDP. 2002. Gender Approaches in Conflict and Post-Conflict Situations. Bureau for Crisis Prevention and Recovery (BCPR) <www.undp.org/bcpr>.

UNDP and UNIFEM. 2003. “Mainstreaming Gender in the Disarmament, Demobilization and Reintegration of Combatants and Those Associated with Armed Groups: A Joint Strategy Developed by UNDP/UNIFEM for the Democratic Republic of Congo (DRC)”. Kinshasa, DRC.

UNIFEM. 2003. “Gender-aware Disarmament, Demobilization and Reintegration (DDR): A checklist”. New York: UNIFEM.
<http://www.womenwarpeace.org/issues/ddr/ddrenglish.pdf>.

UNIFEM. 2004. “Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration”. New York: UNIFEM.
<http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf>

UNIFEM. “Standard Operation Procedures on Gender and DDR”.
<http://www.womenwarpeace.org/issues/ddr/sop20sep.pdf>

UNIFEM and Centre for Humanitarian Dialog. 2005. Conference Report. “Men, Women and Gun Violence: Options for Action”. New York: United Nation. 14 July 2005.
<http://www.womenwarpeace.org/issues/smallarms/docs/bmspanelreport.pdf>

United Nations Institute for Training and Research (UNITAR). 2003. “Training Programme for Civilian Personnel in UN Peacekeeping Operations: The Special Needs of Women and Children in Conflict”. Evaluation Report Kinshasa and Kisangani: MONUC. Geneva: UNITAR.

United Nations Secretary-General Report. 2003. “Gender Mainstreaming in Peacekeeping Activities” (A/57/731).

United Nations Security Council Resolution 1325. 2000. “Women, Peace and Security” (S/RES/1325), 31 October 2000.

Watteville, N. 2002. “Addressing Gender Issues in Demobilization and Reintegration Programs”. Africa Region Working Paper Series. Washington D.C.: The World Bank.
<http://www.womenwarpeace.org/issues/ddr/DDRWatteville.pdf>

Windhoek Declaration: [On the 10th Anniversary of the United Nations Transitional Assistance Group (UNTAG)] The Namibia Plan of Action on 'Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations'. May 2000.

Wolte, Sonja. 2004. "Armed Conflict and Trafficking in Women". Eschborn, Germany: GTZ.

Women's Commission for Refugee Women and Children. 2002. "Disarmament, Demobilization and Reintegration, and Gender-based Violence Sierra Leone". New York.
http://www.womenscommission.org/pdf/sl_ddr03.pdf

Appendix E: Annotated Bibliography

History of UNIFEM

Snyder, Margaret. 1995. Transforming Development: Women, Poverty and Politics. London: Intermediate Technology Publications.

This book provides a historical perspective on UNIFEM's work and its organizational development within the UN and outside of it, especially at the grassroots level. It helps me understand their rationale behind UNIFEM's focus on women's issues. It also describes the financial and political issues that UNIFEM has been grappling within the UN system.

The current situation and future plans of UNIFEM

UNIFEM. 2004. "Guidance Note: Preparing to develop UNIFEM's strategy and business plan 2004-2007". Internal Document. <<http://intra.unifem.org>>

UNIFEM. 2004. "Building Capacity to Implement UNIFEM's Multi-Year Funding Framework 2004-2007". Internal document. <<http://intra.unifem.org>>.

UNIFEM. 2003. "Progress Review and Lesson Learned". Internal Document. <<http://intra.unifem.org>>.

UNIFEM. 2004. "UNIFEM Annual Report 2003/2004: Working for women's empowerment and gender equality".
http://www.unifem.org/attachments/products/366_UNIFEM-AR04-1o.pdf

The three internal documents and the annual report shed light on the recent achievements of UNIFEM and its future plan, especially through the Multi-Year Funding Framework. This helps me understand program management, policy framework, and financial management of UNIFEM within the UN system. They also help me understand how GPSS fits into the overall mandate of UNIFEM, and its programs.

Gender Mainstreaming & Gender Analysis Framework

March, Candida, Ines Smyth, and Maitrayee Mukhopadhyay. 2000. A Guide to Gender- Analysis Frameworks. Oxford: Oxfam

This book not only explains what gender mainstreaming is and what has to be done to promote gender equality, but also it provides a set of gender analysis tools to examine gender issues and plan more gender responsive interventions. This has helped me to

analyze the current DDR programs from a gender perspective and create a gender-responsive DDR program management framework.

UN & DDR

United Nations Inter-Agency DDR Working Group (IAWG-DDR). Integrated DDR Standards (IDDRS) Draft Papers. Forthcoming.

UN IAWG-DDR. IDDRS 5.10 Women, Gender, and DDR. Forthcoming.

IDDRS draft papers provides the current UN frameworks and policies towards DDR programs. IDDRS draft papers also set the guidelines for the future DDR programs. In particular, IDDRS 5.10 discusses the current UN approach to gender issues in DDR programs and the effort of UNIFEM to mainstream gender into overall UN DDR programs.

Gender & DDR Practical Manual

UNDP. 2002. Gender Approaches in Conflict and Post-Conflict Situations. Bureau for Crisis Prevention and Recovery (BCPR) <www.undp.org/bcpr>.

UNIFEM. “Standard Operation Procedures on Gender and DDR”.
<http://www.womenwarpeace.org/issues/ddr/sop20sep.pdf>

United Nations Fund for Women (UNIFEM). 2003. “Gender-aware Disarmament, Demobilization and Reintegration (DDR): A checklist”. New York: UNIFEM.
<http://www.womenwarpeace.org/issues/ddr/ddrenglish.pdf>.

Gleichmann, Colin, Michael Odenwald, Kees Steenken, and Adrian Wilkinson. 2004. Disarmament, Demobilization and Reintegration: A Practical Field and Classroom Guide. Frankfurt, Germany: GTZ, NODEFLC, PPC, SNDC.
<http://www.fhs.mil.se/upload/DDRHandbook.pdf>

These four sources provide the examples of the most recent practical DDR program manuals with gender considerations. I attempted to assess how effective these manuals are in helping design programs that meets the needs of women and girls. Furthermore, on the basis of these four manuals, I was able to develop a more practical and effective gender-responsive DDR program management framework.

UNIFEM & DDR

UNIFEM. 2004. “Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration”. New York: UNIFEM.

<http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf>

Women War Peace Portal. “Gender and DDR” and “ Gender & Small Arms”.

<http://www.womenwarpeace.org/issues/ddr/ddr.htm>

<http://www.womenwarpeace.org/issues/smallarms/smallarms.htm>

The above mentioned UNIFEM’s publication and the portal explain the current approach of UNIFEM to DDR programs at the policy and program levels and provide a set of recommendations to make the current DDR program more gender sensitive and responsive. They also identify gender issues in the current DDR programs on the basis of case studies and reports from UNIFEM field offices. The information also helped me identify the weaknesses and strengths of the approach adopted by UNIFEM vis-à-vis DDR programs.

Monitoring and Evaluation Frameworks and Indicators

USAID. 2003. The Performance Management Toolkit: A Guide to Developing and Implementing Performance Management Plans. http://pdf.dec.org/pdf_docs/PNACT871.pdf

Rossi, P. H., Lipsey, M. W., and Freeman, H. E. 2004. Evaluation: A Systematic Approach, Seventh Edition. Thousand Oaks, CA: Sage.

Maramba, Petronella, and Michael Bamberger. 2001. “A Gender Responsive Monitoring and Evaluation System for Rural Travel and Transport Programs in Africa”. SSATP Working paper No. 55. Washington D.C.: the World Bank.
<http://www.pnud.ne/rense/Biblioth%E8que/BM02.pdf>

The first two sources explain how to design and implement effective monitoring and evaluation as a part of program management. They provide technical tools to design effective program management and monitoring and evaluation indicators. The third source, in particular, provides a framework for gender-responsive monitoring and evaluation. With the help of these three sources I developed a set of gender-responsive monitoring and evaluation indicators for DDR programs.

Organizational Management & Institutional Learning

Senge, Peter M. 1994. The Fifth Discipline: The Art & Practice of the Learning Organization. New York: Doubleday.

Senge provides an intellectual framework and a set of technical tools to improve non-profit management through shared vision, teamwork, organizational learning, and capacity building. This book helped me analyze UNIFEM’s organizational structure and

management, identify some of the organizational issues UNIFEM is facing today, and provide a set of recommendations to improve the organizational capacity of UNIFEM.

Masculinities

Centre for Humanitarian Dialogue. 2005. "Theme 4: Women, Men and Gun Violence: Options for Action". In: Mission Pieces: Directions for Reducing Gun Violence Through the UN Process on Small Arms Control. Geneva: Centre for Humanitarian Dialogue, pp-67-78. http://www.hdcentre.org/datastore/Small%20arms/Missing_Pieces/Missing%20Pieces.pdf

Nakamura, Fumie. 2004. "Gender and Armed Conflict in Africa: Challenges to Gender Roles, Relations and Identities in the Case of Mozambique". Monterey: Monterey Institute of International Studies, Security and Development (SAND). http://sand.miis.edu/research/student_research/2004%20Student%20Work/04Nakamura_Gender&Armed_Conflict.pdf

These two sources discuss the importance of incorporating men's gender issues in the post-conflict situation to promote gender equality. They suggest a need for paying more attentions to issues associated with violent masculinity and small arms rather than focusing on women's issues only to ensure that post-conflict programs, including DDR, could benefit men and women equally. These sources helped me evaluate how sensitive the current approach of UNIFEM is to men's issues and create a set of recommendations to UNIFEM to incorporate men's perspectives in DDR programs.

Gender Responsive Budget (GRB) & UNIFEM

Budlender, Debbie, and Guy Hewitt. 2003. Engendering Budgets: A Practitioners' Guide to Understanding and Implementing Gender-responsive Budgets. London: Commonwealth Secretariat.

Budlender, Debbie, Rhonda Sharp, and Kerri Allen. 1998. How to do a gender-sensitive budget analysis: Contemporary research and practice. London: Commonwealth Secretariat.

UNIFEM. 2004. "Gender Responsive Budgeting Program: Phase II Gender Equality in Economic Governance 2004-2007". New York: UNIFEM. Internal document. <http://intra.unifem.org>.

These three sources provide a policy framework and a set of practical tools to design and implement Gender Responsive Budgeting (GRB) so that any policy or program benefits men, women, boys, and girls equally. The source from UNIFEM, in particular, helped me understand the current approach of UNIFEM to GRB. On the basis of these sources, I was able to ascertain that the

current DDR programs do not make use of GRB. I used this information as the basis of my recommendation to use GRB to improve the effectiveness and efficiency of DDR programs.
