

Ukraine Recovery Plan: an analytical toolkit for gender assessment¹

Introduction

The Ukraine Recovery Plan due to the consequences of Russian aggression, the Action Plan for Post-War Recovery and Development of Ukraine is a list of proposals for priority reforms and strategic initiatives, draft regulations, the adoption and implementation of which are necessary for the effective operation and recovery of Ukraine during the war and post-war period.

The President of Ukraine founded the National Council for the Recovery of Ukraine from the War. This is an advisory body assigned to develop an action plan for the post-war recovery and development of Ukraine. In accordance with the Presidential Decree No. 266/2022 dated 21 April 2022, the National Council for the Recovery of Ukraine from the War has developed a draft of post-war recovery plan among 24 working groups².

It is based on 5 basic principles³:

- Immediate start and gradual development;
- Increasing fair welfare;
- Integration into the EU;
- Build Back Better (BBB) strategy on a national and regional scale;
- Stimulating private investment.

As of early March 2024, the draft plan is not available.

A search for the keywords "Ukraine's Recovery Plan" yields at least 4 websites⁴, which are not always related to each other.

To a certain extent, this is due to the fact that the dynamics of the impact of the large-scale invasion of the Russian Federation constantly alternate the preconditions for the formation of recovery plans, as well as because there are no analogues of similar international armed conflicts or successful concepts of post-war recovery in the world today⁵.

1 As a part of the project "Development of a checklist to analyze recovery programs Analysis of DBN B.2.2-15-2019", which is being implemented with the support of the Government of the United Kingdom of Great Britain and Northern Ireland within the framework of the project "Women, Peace and Security: Responding to the Challenges of War", implemented by the Ukrainian Women's Fund.

2 Draft Action Plan for Ukraine's Recovery from the War, <https://www.kmu.gov.ua/diyalnist/nacionalna-rada-z-vidnovlennya-ukrayini-vid-naslidkiv-vijni/robochi-grupi>

3 <https://recovery.gov.ua>

4 <https://recovery.gov.ua/>

<https://ua.unc-international.com/plan-vidnovlennya-ukrayini>

<https://www.kmu.gov.ua/storage/app/sites/1/recoveryrada/ua/justice.pdf>

<https://ukraineinvest.gov.ua/response-to-war/ukraine-recovery-plan-2/>

5: Although the situation in Syria has some similarities with Ukraine, there are even more differences in the preconditions, the development of the armed conflict, etc. <https://www.srtfund.org/home>

In 2023, the recovery plans began to be developed in some regions and territorial communities.

Resolution No. 731 of 18.07.2023 of the Cabinet of Ministers "On Approval of Procedures for the Recovery and Development of Regions and Territorial Communities"⁶ approved the Procedure for Determining Areas and the Procedure for Developing, Implementing and Monitoring a Regional Recovery and Development Plan and Territorial Community Recovery and Development Plans.

7. The regional recovery and development plan includes:

tasks and measures for recovery and development;

projected need and possible sources of funding;

indicators of tasks fulfillment, implementation of recovery and development measures and their forecast values;

a list of regional (local) development projects to be implemented as a part of the regional recovery and development plan;

regional recovery and development plans.

No mention is made of any aspects of considering equal rights and opportunities for women and men in the preparation of recovery plans.

The comments of international and donor organizations working in this area are also gender-neutral⁷.

Checklist for analysis of the comprehensive recovery plan of the territory of the territorial community (region) for compliance with equal rights and opportunities on women and men

The involvement of the gender expert community in the development of the gender component of recovery plans began in May 2022, but this process is neither yet systematic, regular, nor effective.

At the initiative of the Women's Information Consultative Center, Analytical Department, a meeting was held in 2023 to develop a gender vision for Ukraine's recovery⁸.

The gender vision of Ukraine's recovery supposes that all opportunities, institutions, services, and resources are open to all people (girls and boys, women and men), and that stereotypes about women and men do not determine social roles and expectations (gender inclusion).

⁶ <https://zakon.rada.gov.ua/laws/show/731-2023-%D0%BF/conv#Text>

⁷ <https://u-lead.org.ua/news/282>

<https://decentralization.ua/news/16609>

⁸ <https://wicc.net.ua/post/genderne-bachennya-vidnovlennya-ukrayiny>

Recovery gender inclusion shall be ensured through a transformative process involving each area by introducing tools for expert participation, influence and access to resources. The recovery transformative nature means that structural barriers that prevented or gave limited access for certain groups of people (girls and boys, women and men) to the opportunities, institutions, services and resources are eliminated in the course of the process.

Prioritizing a gendered vision for Ukraine's recovery focuses on recovery of human capital to recover infrastructure and the economy.

Gender inclusion for HUMAN CAPITAL implies:

Equal opportunities for full participation and development through access to support and health care (including mental health care), lifelong education (formal, non-formal, informal), self-realization means and tools, entrepreneurship, employment, implementation of rights with restoration of trust in the judiciary, etc. in line with fair distribution of all resources necessary for a person

Taking into account and appreciate diversity (recognizing the value of and respect for each person, differentiating and taking into account the needs for access to resources in each area of life according to the maximum possible range of diversity)

Promoting equality as a component of achieving the organization's goals (internal equality policy, including freedom from violence)

This formulation will help us in further instrumentalization of the gender approach in recovery plans.

However, we must keep in mind that analytical concepts should be reflected in plans, and not plans should be adapted to analytical concepts.

Therefore, the checklist⁹ was compiled with the components of recovery plans in mind.

Although, a unified procedure for the development, implementation and monitoring of the regional recovery and development plan and the plans for the recovery and development of territorial communities has been approved, the plans do not have a unified format.

Barriers to creating a unified format for gender analysis of recovery plans:

- Lack of a unified approach to the plans formation
- Lack of a unified structure of plans
- Different level of detailing

Thus, it is difficult to unify the checklist, but organizing the process of applying them in several stages can solve the problem.

⁹ See the appendix

There are 2 types of answers in the checklist - yes or no.

The questions that received "no" answers require additional elaboration and recommendations from gender experts. This is the next stage of work.

The third stage involves addressing specific clusters - infrastructure, education, etc.

Components	Capacity of the performers
Checklist	Expert knowledge of planning specifics
General comments and recommendations to the plan	Expert knowledge of gender specifics of planning
Cluster analysis	Expert knowledge of the cluster's gender specifics

Analysis of the plans for comprehensive recovery of Kyiv Region and Sievierodonetsk Municipal Territorial Community for compliance with equal rights and opportunities on women and men

As of the beginning of February 2024, 3 recovery plans were found in the public domain - for Kyiv Region, Bucha and Sievierodonetsk Territorial Community. It was decided to analyze the recovery plans of Kyiv Region and the Sievierodonetsk territorial community¹⁰.

The checklist-based analysis showed that both plans do not have clearly defined gender indicators either in the process of plan preparation (involvement of women's civil organizations and gender experts), or in the plan sections (goal, objectives, measures, indicators), or in the regulatory framework (use of the provisions of the Law on Ensuring Equal Rights and Opportunities on Women and Men, the National Action Plan for the Implementation of UN Security Council Resolution 1325 "Women, Peace and Security" until 2025, etc.).

Recommendations for the development of a recovery plan taking into account equal rights and opportunities on women and men

¹⁰ See the attachments

Item 1.1.

Women's civil society organizations and gender experts are active in all regions and in many territorial communities, so it is important to invite them to the working group when developing the recovery plan. If there are no such organizations or experts in the area for which the recovery plan is being developed, they can be invited from other regions.

Item 1.2.

Taking into account the needs of different target groups, in particular, with differentiation by gender, this paragraph may look like this (Kyiv Region):

The implementation of the Plan activities will create conditions for a safe life for residents of the region, **when all opportunities, institutions, services, resources are open to all people (girls and boys, women and men), and stereotypes about women and men do not determine social roles and expectations (gender inclusion)**, identify the main spatial, urban planning, socio-economic priorities and a set of priority measures to ensure the restoration of territories and settlements in Kyiv Region that have suffered from hostilities, terrorist acts, sabotage, emergencies, and are places of concentration of socio-economic, infrastructure, environmental and other crisis phenomena.

Or an individual provision can be added to define gender inclusion of human capital (see above).

Item 1.3.

The Laws "On Ensuring Equal Rights and Opportunities on Women and Men", "On Preventing and Countering Discrimination in Ukraine", and the National Action Plan for the Implementation of UN Security Council Resolution 1325 "Women, Peace and Security" for the period up to 2025 must be binding legal acts.

Item 2.1., 2.2.

If the development strategy is part of the recovery plan, a similar analysis of the strategy is required and, if available, provisions with a gender component should be included.

Item 2.3.

Information on the impact of russian aggression on the community may include gender-disaggregated data on the number of affected persons (dead, missing, captured, etc.).

Item 3.1., 3.2.

The assessment of the relevance and degree of implementation, in particular, on "educational space" and "healthy child" topics (Kyiv Region) does not mention whether there is a disproportion in the staff to ensure their implementation.

The problematic issues mention only technical problems and do not include the human capital component.

The main problematic aspects in the implementation of the Action Plan, in addition to overcoming the consequences of the military aggression of the Russian Federation, are the following:

1. Limited amounts of funds from budgets of all levels that can be used to finance regional development projects. Thus, a significant number of the Action Plan projects require resources from international financial institutions, international technical assistance, and grants, which correspondingly requires the preparation of high-quality projects, especially in terms of their financial justification at all stages of implementation.
2. Lack of customers for the development of projects to compile technical specifications or insufficient financial capacity of their authors to develop design and estimate documentation for the construction, reconstruction or overhaul of premises where regional development projects are to be implemented.
3. Tender winners cannot ensure the implementation of regional development projects due to the failure of customers to fulfill their financial obligations, primarily in terms of timely financing of the work performed.
4. Reduced investment opportunities for enterprises due to the deterioration of their financial condition and the lack of opportunities for lending to implement their investment projects through banking institutions.

Item 4, 5, 6

Available data on the population differentiated by age, gender, and other demographic indicators, both in general and in terms of the impact of Russian aggression, is important for making expert decisions.

Item 7

In the analysis of the territory's resources, it is necessary to add human resources, differentiated by gender, both existing and those that will hypothetically be available after the war and in the context of decisions to be made.

Item 8, 9, 11

See item 1.2.

Item 10

Recovery will require the mobilization of all resources, including financial ones, so it is necessary to take into account the financial options that are included in other programs.

This also applies to analysis and implementation monitoring systems.

Summary

To update plans so that to include a gender component, the entire planning process must be repeated.

However, without amendments to the Cabinet of Ministers' regulations that define the requirements for the formation of such plans, individual plans updating will not have the expected cumulative effect.

In this process, the leading role belongs to the "Platform for Gender Mainstreaming and Inclusion in Recovery" founded in September 2023.¹¹

The goal is to ensure coordinated cooperation between ministries, other central government agencies, civil society, business representatives and international organizations and to incorporate the principle of gender equality and inclusion into the process of Ukraine recovery.

The main tasks of the Platform are to coordinate and promote the principle of gender equality and inclusion in recovery, as well as to communicate with international partners on the issue:

Preparing proposals to ensure gender equality and inclusion in the recovery;

Cooperation with international organizations, funds and structures in the field of gender-responsible recovery, in particular to fulfill the tasks of framework agreements and memorandums of cooperation on these issues, etc.

An important component of strengthening the gender inclusion of recovery is also to increase the expert capacity of those people who developing recovery plans. It is necessary to ensure systematic

¹¹ <https://www.kmu.gov.ua/news/rozpochala-robotu-platforma-zabezpechennia-hendernoho-meinstryminhu-ta-inkliuzii-u-vidnovlenni>

trainings, consultations and mentoring support on gender planning for all those who involved in the process.

