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***Gender and Development
Concepts***

Module 1

Gender and development Concepts

Gender vs. Sex

- Gender is the social construction of female and male identities and characteristics, based on roles and relationships that are learned and reinforced through social patterns and cultural norms.
- Gender is a concept that refers to a system of roles and relationships between women and men that are determined by the political, economic, social and cultural context rather than by biology.

Gender vs. Sex

- Sex is the biological classification of whether a human being is female or male, determined on the basis of reproductive organs.
- Sex is often confused with gender, which is the social construction of female and male identities and characteristics, based on social roles and relationships.

Gender vs. Sex

- Gender determines what is expected, permitted and estimated in a man or a woman in a specific country, context and period of time.
- Gender is often used to understand social realities associated to men and women.
- All the social and cultural “packing” defined for girls and boys since the birth, during the socialization process is called “engendering”.

SEX

- Sex is natural.
- Sex cannot be changed.
- Sex is biologic. It is referred to possible changes in genital organs and changes related to their reproductive functions.
- Sex is universal.

GENDER

- Gender is socio-cultural and created by the human being.
- Gender can be changed from time to time, from culture to culture and from family to family.
- Gender refers to male and female qualities, and styles of behavior, roles and responsibilities, etc.

Some of the areas where gender differences are more obvious

SOCIAL The differences perceived by women and men in social roles: men are seen as head of the family. Winning “the bread of the family” is their primary responsibility, while women have to do all the housework and care for the children.

POLITICS The differences in the ways that men and women is presumed to share the power and the authority. Men are much more involved in international policies and of the higher levels; women are involved in the local level activities that are related with their role as mothers and home careers.

Some of the areas where gender differences are more obvious

EDUCATION The differences in education opportunities and the expectations for boys and girls: family financial sources are more prioritized for boys' education than for girls, girls need to have a greater level of education to be part of labor market.

ECONOMY The differences between men and women are assumed in their different career development, financial and other productive sources control, credits and access to land and home.

Gender stereotypes

- Stereotypes are generalizations and schemes related to quality and characteristics of a given category and social group.
- Gender stereotypes include someone's personality qualities, which are believed to be typical to women and men differently. They also include professional and social roles, which are considered as principal for women and men.
- Forming of stereotypes occurs through the socialization process, which lasts the entire life.

Socialization process

According to Ruth HARLEY socialization occurs through the following processes:

1. *Manipulation* refers to how a child is treated.

Boys are treated as strong and independent creatures since the moment of birth. These physical experiences in the early childhood are very important to the construction of self-perception of boys and girls.

2. *Channeling* involves directing the attention of male and female children toward the objects or different aspects of objects.

Through this different treatment, boys' and girls' interests are channeled differently and they develop different skills, attitudes, aspirations and dreams about their own life. Being familiar with some object is the orientation to their future choices.

3. *Verbal labeling* differs also for girls and boys. Studies have shown that verbal labeling contribute in the construction of self-identity of girls and boys, women and men. Children learn to think about themselves as males or females and they identify themselves with other males or females.

The members of the family continuously transmit aspects of gender roles directly by the way they speak, even to very young children.

4. *Exposure to the activities* is the last process of socialization. Male and female children are exposed to traditional masculine or feminine activities from the early childhood.

In communities where the sexes stay divided, girls and boys live in separated spaces and are exposed to very different activities. Through these processes children perceive the meaning of masculinity and femininity quite unconsciously.

Exactness of gender stereotypes

Most of males are really competitive, more aggressive and more duty - oriented than most of females.

In addition, most of females are more socially sensitive, more cooperative and more people - oriented than males.

But our stereotypes for male-female differences are more numerous and stronger than the differences themselves. That's why it is very difficult to define gender stereotypes as true or real.

Gender Roles

1. Productive role

A concept related to production of goods and services in the labor market. It is related to work done by both women and men for pay in cash or in kind. This includes both market production and subsistence/home production with use of exchange value.

2. Reproduction role

Refers to new born human beings – an activity which can be done only by women (biologic reproduction) and the necessary care activities, necessary to survive and to provide human continuity (social reproduction). Also, it has to do with responsibilities and domestic tasks associated with the household and are usually done by women. In some societies men may have domestic tasks such as house building for one's own family.

3. Community role

Refers to all those necessary activities, in order to manage and organize community life. Governance, organization and participation in cultural and social festivals, social services and other services, such as: roads, schools, health service, etc., are all community activities. Moreover, it has to do with political activities undertaken at community, local, national and international levels.

Gender tree (*the layers*)

The roots: The norms and values in the context of a system or institution, which are very difficult to change in time and space

The trunk: The policies, institutions, programs, procedures, and systems that are changeable in time and space in the context of a system or institution.

The leaves: Gender behaviors or practices that are visible and present in our daily life and can easily change in time and space

Women in Development (WID)

- WID approach has been known at the beginning of 70s, as a strategy to involve women in development. Researches and gathered information during the UNO “A decade for women” (1975-85), have pointed out the existing women’s poverty and disadvantage, as well as their invisibility in the development process.
- Several answers and interventions of the politics have been focused on women as a specific group and resulted in transforming women concerns as peripheral “ad-on” to central efforts for development.
- WID’s policies and interventions are mainly focused on women’s productive activity.

WID approach in projects and programs

- **Women specific (WID):** Projects exclusively designed for women. Historically, such approaches have been much critiqued, as there was a tendency for women’s needs to be analyzed as discrete from those of the rest of society. However, a full analysis of gender relations can indicate the need for women specific interventions in order to compensate for past inequalities.
- **Women’s Component (WID):** Projects/activities provide separate resources and activities for women: generally formulated as an “ad-on” after regular project planning. Such an approach is usually based on the assumption that women’s need are the broadly same as men’s, and can be met through the same intervention. Women are still perceived analytically as a discrete social category.

Gender and Development

- GAD approach has been known at the end of 1980 as an alternative of WID dominant approach. It was conceived as a result of analyzing social relationship between women and men, and to explain the reason why women were still marginalized in the development process.
- GAD focuses on unequal power relationships between women and men in a given society. This perspective aims at a development process which transforms gender relationships, in order to make possible that women will participate in the development process in equal conditions as men.
- GAD deals with the connection of gender relationships and unequal possibilities over natural, social and economic resources. This attitude doesn't take into consideration women, their roles, needs and aims as divided to those of men.

WID vs. GAD

- **Access:** Women’s and men’s opportunities to obtain or use resources (food, credit, technology, etc), or services (education, health, etc).

The ability and opportunity to acquire resources do not necessarily imply that people will have the power to command or control the benefits that derive from these activities.

It is recommended to distinguish between “*use of*” and “*control over*” a resource. Often women have access to land, seeds and/or credit, but do not have the decision-making power over that resource.

- **Control** - In a development lexicon, control refers to the capacity to make decisions over a resource or situation. It is important to differentiate between access to and control over the *use of resources*, on the one hand, and *access to and control over the benefits* derived from the mobilization of resources on the other. Even where women have unrestrained use of resources, they are not always able to realize the gains from their use.

Access vs. control

There are three main categories of resources:

1. Economic/Productive resources: land, credit, incomes and employment.
2. Politic resources: education, political representation and leadership.
3. Time: a critical resource, which derives more and more monetary value.

It is clear that having access or control to and over a given resource is not the same.

Gender and development concepts

- **Gender Relations** - refer to power relations between women and men, which are expressed with a range of actions and behaviors, such as gender division of labor, gender roles, and also skills, attitudes, personality features, different models of behavior, etc., attributed to women and men.
- **Gender relationships** are:
 - ✓ **Determined** – through a relationships’ and identities’ net.
 - ✓ **Achieved** – through economic, political and social activities.
 - ✓ **Influenced** – by caste, class, age and religion.
 - ✓ **Gender and development concepts**
 - ✓ **Discrimination**

A difference in treatment based on age, sex, ethnicity, religion or other factors, rather than on individual merit (IPS; 1996). Discrimination reduces the opportunities to have access to resources, health, education, and employment on power.

According to the United Nations Convention on Elimination of All Forms of the Discrimination Against Women (CEDAW), the discrimination is considered as exclusion, prohibition or differentiation based on the sex of a person and that aims at the equal human rights denial in all areas of life.

Gender and development concepts

Gender Equality

This is a principle, which states that all the human beings despite of race, sex, religious background, political status or social-economical level, must have equal legal rights. In the context of international human rights, the legal concept of gender equality is sanctioned in the

Universal Declaration for Human Rights of 1948, also in the UN Convention for the Elimination of all the forms of Discrimination against Women (CEDAW) of 1979.

The concept of gender equity was born from the deeper understanding of the injustices that are found everywhere in society. The tradition of stereotyping and discriminating practices has resulted in a systemic devaluation of the attitudes, activities and abilities attributed to women. Their negative effects influence unfavorably males and females.

Gender Equality vs. Gender Equity

Equal treatment doesn't mean same treatment

The Fox and the Crane

Gender Equality vs. Gender Equity

Gender equality refers to sameness or uniformity in quantity, amount, value and intensity of provisions made and measures implemented for women and men. Equality can usually be legislated. Gender equity refers to doing whatever is necessary to ensure equality of outcomes in the life experiences of women and men. Equity is difficult to legislate: identical treatment may satisfy the equality, but not the equity criterion.

Equality and sustainable development

In order to achieve full human development, two types of equality are required:

1. Equality for the generations to come, whose interests aren't represented by standard economic analysis; and
2. Equality for the people living now, who don't have equal access to natural resources or to economic and social goods.

In fact, there is a conflict between the two types of equality. Some analysts emphasize that the environment issues in the countries in development cannot be solved, without reducing poverty, and call for redistribution of wealth or incomes inside countries, and also between rich and poor countries.

Gender and development concepts

Women's condition: Is referred to the material women's condition, in the light of nutriment, health quality, access to basic needs and education, which can be improved by offering nutriment, health services, education, etc.

Women's position: Refers to women's social and economic standing relative to men. It is measured, for example, by male/female disparities in wages and unemployment opportunities, participation in legislative bodies, vulnerability to poverty and violence, and so on.

Indicators of positive changes in women's position

- Improvements in women's legal status.
- A decline in violence against women.
- Reduced institutional discrimination and bias against women.
- Increased women's control over their fertility.

- Increased public awareness of women's issues.

Indicators of positive changes in women's condition

- Increased acceptance by women and men of women as community decision-makers.
- Greater personal and economic independence and self-confidence for women.
- Increased women's involvement in personal, family or community development.
- New, more visible, and more effective women's organizations.
- Improved health of women and children.

Gender and development concepts

Empowerment: A process through which women and men in disadvantaged positions increase their access to knowledge, resources, decision-making power, and raise their awareness of participation in their communities, in order to reach a level of control over their own environment.

Development

1. Development principally is related to human well-being. Hereupon, its main goal is not the economic growth or improvement of the material productivity (Naila Kabeer -IDS, Sussex).
2. Development is a process through which women and men, with different levels of support from outside, increase their opportunities to improve life quality (WFP- Gender Glossary).

Practical gender needs

- Short-term, immediate (e.g. clean water, food, housing, income);
- When asked, women can identify their basic needs;
- Involve women as beneficiaries/participants;
- Problems can be met by concrete and specific inputs, usually economic inputs (e.g. water pumps, seeds, credit, employment);
- Benefits the condition of some women;
- Is potentially successful in ameliorating the circumstances of some women.

Strategic gender needs

- Long-term;
- Common to all women (e.g. vulnerability to physical violence, legal limitations on rights to hold or inherit property, difficulty of gaining access to higher education);
- Women are not always in a position to recognize the sources or basis of their strategic disadvantages or limitations;
- Solutions must involve women as active agents;

- Must be addressed through consciousness raising, education and political mobilization at all levels of society;
- Improves the position of ALL women in a society;
- Has the potential to transform or fundamentally change one or more aspects of women's lives (called: '*transformatory potential*' of the project/policy).
- Practical Gender Needs vs. Strategic Gender Needs

PGNs

- Represent what people required or have in order to carry out their roles more easily and effectively.
- Do not require a change regarding gender roles, but just coherence between roles and cultural patterns.

SGNs

- Represent what women or men require in order to equalizing their position or status with regard to each other.
- Tend to refer to social relations between women and men.
- Satisfaction of these needs means that women and men are able and free to define their own roles and responsibilities.
- Practical Gender Needs vs. Strategic Gender Needs

PGNs

- Tend to be easily identified because of the assigned gender roles on women and men.
- Addressing PGNs does not ensure that other needs will be met, nor that access to meeting those needs will be sustained.

SGNs

- SGNs are less visible and obvious than PGNs.
- Addressing SGNs requires action over the long term because it demands changes in attitudes, behavior and power structures.
- Addressing SGNs is conducive to greater satisfaction of practical needs.
- Raising these needs or addressing them might bring about resistance from women and men.
- Gender Development Situation

Gender Development Index (GDI) measures equality between women and men, from the point of view of their basic abilities and living conditions. It relies on the same variables as the HDI (Human Development Index): life expectancy, education and income. GDI adjusts the average achievement to reflect the inequalities between men and women in the following dimensions:

- A long and healthy life, as measured by life expectancy at birth.
- Knowledge, as measured by the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio.
- A decent standard of living, as measured by estimated earned income. (*Source: NDHR Albania 2005*)

- Gender Development Situation

Gender Empowerment Measure (GEM) focuses on the opportunities given to women to show their skills and to take part actively in political and economic life and in decision-making. In particular, it investigates the participation of women in political, economic and professional life. Focusing on women's opportunities rather than their capacities, the GEM captures gender inequality in three key areas:

- Political participation and decision-making power, as measured by women's and men's percentage shares in parliamentary seats.
- Economic participation and decision-making power, as measured by two indicators – women's and men's percentages shares of positions as legislators, senior officials and managers and women's and men's percentage shares of professional and technical positions.
- Power over economic resources, as measured by women's and men's estimated earned income.

Gender mainstreaming in the political processes

Gender mainstreaming: Is the (re) organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all levels and at all stages, by the actors normally involved in policy-making.

The history of Gender Mainstreaming

- The concept of Gender Mainstreaming was first established after the Third World Conference for Women in Nairobi in 1985 as a strategy for addressing ideas raised at the conference in the work of the UN.
- In 1986, it was formally decided that the UN would integrate a gender equality perspective into all development programs.
- At the Fourth World Conference for Women in Beijing (1995) was concluded with a 'Platform for Action', which outlined equality at a global level. Governments and other institutions were requested to promote an active and visible Gender Mainstreaming policy.
- Since 1995, Gender Mainstreaming has also been introduced to EU policies, formalized in articles two and three of the Amsterdam Treaty.

However, despite the commitment to a Gender Mainstreaming policy, no direction was stated, and methods of 'how to gender mainstream' are still being developed.

Importance of gender mainstreaming

- Is a tool in achieving gender equality and equity.
- Makes people (women and men) part of the decision-making process.
- Leads to better governance.
- Involves women and men and applies fully human resources.
- Makes gender equality obvious in the society.

Necessary conditions to implement gender mainstreaming

- ✓ The political will and commitment;
- ✓ Existence of a specific policies on gender equality;
- ✓ Existence of gender disaggregated data;
- ✓ Existence of studies on gender issues;
- ✓ Financial means;
- ✓ Trained staff and experts & including gender experts;
- ✓ Established relationships and collaboration with all stakeholders.

When and Where gender mainstreaming can start?

- All the phases of policy-making process are important, but planning phase is a crucial moment when the decisions are made.
- The most sensitive areas are: labor market, education, social life, family, etc.
- Gender mainstreaming should be involved in all levels. Local government level has a considerable importance, because the decisions that are made there, directly affect human beings.

Some difficulties on gender mainstreaming implementation

- Interruption of specific policies toward women with the justification of gender mainstreaming.
- Reducing of the concept in two divided categories man –woman, without taking into consideration their relationship.
- Lack of tools and techniques to implement gender mainstreaming.
- Lack of training of the involved stakeholders.

Gender mainstreaming in decision-making

- Using research to define and refine the problem
- Setting concrete targets for gender-balanced participation
- Setting quotas for affirmative actions
- Fostering women-friendly environments
- Establishing “Women’s Alliances” as well as “Gender Alliances”
- Establishing and strengthening of National Machinery for Gender Equality
- Establishing a committee on gender issues
- Preparation of an Annual Report on Gender
- Promoting positive models
- Training courses for increasing women’s political participation
- Gender mainstreaming in the health sector
- Human resource restructuring
- Researches and studies
- Gender sensitivity training for medical professionals

Gender mainstreaming in the education sector

- Additional research
- Curriculum changes

- Targeted recruitment and encouragement
- Campaigns and awareness rising

***Gender and Peace – Keeping
Operations : UN PERSPECTIVES***

Module 2

GENDER AND PEACE-KEEPING OPERATIONS UN PERSPECTIVES

AIM OF THE PRESENTATION

- To strengthen Peacekeeping Operations
- It will help peacekeepers to integrate gender awareness into all their activities

OBJECTIVES

- To show how relationships between men and women and their gender roles and responsibilities are changed by conflict
- To develop the skills to recognise the different needs, capacities and expectations of women and men in the host population
- To make peacekeepers aware of the gender implications of their actions

RAPE

It is estimated that in Rwanda, in 1994, during the genocide, every adult woman and girl over the age of 12 who survived the massacre – was raped

WHAT IS GENDER?

How does it differ from SEX?

SEX	GENDER
Biological	Political
Natural	Cultural
Essential	Constructed
Body	Mind
What you are	What you do
Fixed, stable	Mobile, variable
Coherent	Non-coherent
Pre-social	Social
A historical	Historical

WHAT IS GENDER ABOUT?

- Gender describes the social roles and relations between men and women
- Gender changes over time and is different in other cultures
- Gender affects all aspects of life – economic, political and social

WHAT IS GENDER ABOUT?

- Gender shows what we expect men and women should do and how we expect them to behave
- Gender affects men and women in the family, community and nation/state
- Gender is about how power is used and shared
- Gender and sex
- Sex is about biological characteristics – being male or female
- Gender roles are classified by gender, in that this classification is social, and not biological
- Gender roles determine access to rights, resources and opportunities

GENDER ANALYSIS SHOWS US....

- Who is vulnerable and most likely to suffer
- How they are (or are not) able to recover
- Who needs protection (and why)
- What are the different strengths and weaknesses
- What women and men do in order to survive
- Human Rights and Peacekeeping Operations
- The UN concept of human rights
- International human rights instruments, standards, norms and safeguards
- Applicability of human rights in peacekeeping and human rights role of peacekeeper
- The UN concept of human rights

A common standard of achievement based on the principles of:

Universality – applies to all

Indivisibility – not like going shopping and picking what you want

Equality – all rights are of equal value

Non-discrimination – derives from equality principle

International Human Rights Instruments, Standards and Monitor

The UN Charter

Universal Declaration of Human Rights

Covenant on Civil and Political Rights

Covenant on Economic, Social and Cultural Rights

Convention on the Rights of the Child

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

Gender-based violence

Sexual violence against women and girls

Men also suffer sexual abuse in conflict situations

Women exposed to sexual mutilation, pregnancies, STDs and consequent community rejection and inability to marry

Particularly vulnerable in refugee/IDP camps

GENDER PERSPECTIVE – DURING CONFLICT

Deteriorating conditions

Instead of attending school, children work in war

War economy contributes to prostitution and exploitation

Elderly are isolated

Disruption of health system leads to unwanted pregnancies and maternal mortality

Rise in disabilities (children's and women's) and vulnerabilities to landmines

Post-traumatic stress disorders

GENDER PERSPECTIVE -POST CONFLICT

Social services damaged and destroyed

Change in male/female population ratio

Gender division of labour changed

Increase in urban and domestic violence

Problems of resettlement and reunification

Demobilisation focus on ex-combatants

Ongoing peace processes
Electoral focus
Gender, post-conflict social integration: returnees
May find home environment hostile
Cut out of social networks
Difficulty finding help to rebuild homes, work fields or childcare
May acquire new skills and confidence

In conclusion: Why gender?
The population is affected differently by conflict
Gender differences affect how people find ways to survive
Displacement affects relations between men and women in the population
Human rights include rights specific to women and children
Women must be represented at peace negotiations
Women and men both have contributions to make to political stability
FINALLY, SECURITY IS...

For EVERYONE

***Conflict Resolution, Peace building,
and Post-Conflict Situations***

Module 3

Conflict Resolution, Peace building, and Post-Conflict Situations

What is the Issue? What is the Goal?

As Security Council Resolution 1325 makes clear, during the period of conflict resolution and peace negotiations, governments and societies must consider gender dimensions as they undertake the task of negotiating the terms of peace and rebuilding their social structure.

Negotiating peace

Women have in many instances exhibited great courage in intervening in conflicts as peacemakers, and have often been very effective at doing so.

However, women remain under-represented as senior conflict mediators in formal peace negotiations.

To better understand women's exclusion as negotiators, we need not to focus on women but to analyze the respect we have for the social, cultural, and economic power wielded by older men in the global order.

The contributions made by women who actively engage with peace-building and conflict resolution must be acknowledged and encouraged at a leadership level, not just from the grassroots.

Women do bring different issues to the table:

different visions of how to share power;

important gender-related issues, such as gender-based violence;

a focus on households headed by sole females, which war so often leaves behind;

and issues at the heart of achieving durable peace and stability,

such as the promotion of human rights, education, social service provisions, and security issues

The inclusion of these issues can only serve to cement the chance for a lasting peace, concerned as they are with strengthening society and countering marginalization.

Return to the old or heralding the new?

The social upheaval caused by conflict may catalyze the emergence of new gender roles. i.e., *the two World Wars in the first half of the twentieth century saw women enter the formal labour force in unprecedented numbers.*

In other parts of the world, women have been powerful voices and agents in freedom-fighting movements.

However, in most cases attempts are made to reverse newly established instances of enhanced equality and return to the “normal order of things” once the battle has been fought and won.

Reintegration of ex-combatants

If women have been involved in battle, it is likely that they have experienced a greater degree of equality with men, and it may be more difficult for them to return to communities where traditional gender roles still dominate.

At the same time, the fact that women have participated actively as armed combatants should be used to promote their greater participation in reconstructed military and civilian security services.

The goals here are to: promote and ensure a “**gendered peace**” in **peace-building processes; and recognize the gender needs of the communities in which ex-combatants are reintegrated**, and of the ex-combatants themselves.

Why Bother?

Credibility: A peace that does not equally recognize the needs and rights of men and women is not a “gendered peace” – it is neither truly democratic nor credible, and may ultimately prove unsustainable.

Quality of Life: Equal attention to the needs of men and women in post-conflict rehabilitation will ensure that all members of society can rebuild their lives in the most effective, efficient, and non-violent manner.

Why bother?

Chain Reaction: The terms of the peace negotiations will largely set the parameters of reconstruction. It is thus crucial that gender needs and the rights of men and women are taken into consideration, and that women’s greater participation in governance and security structures is effectively promoted.

Possible Interventions and Entry Points

Recognition of rape as a war crime: Part of ensuring a “gendered peace” means that those responsible for the perpetration of gender-based war crimes are brought to justice. Rape is a crime against humanity. It is unlawful, and perpetrators must be brought to trial and punished.

Possible Interventions and Entry Points

Promotion of women as peace-builders: Those responsible for negotiating peace should be sure to draw on women's specific knowledge and experience and include them in positions of authority in the peace negotiation process. (continue)

As called for in SCR 1325, the situation of women should be addressed in all peace negotiations, and gender equality must form the basis of all reconstruction and development processes.

This means written commitments to gender equality should be included in any agreements or new constitutions that are drafted.

Possible Interventions and Entry Points

Integration of a gender perspective into peace-building education and tolerance programmes: Any donor-funded or national programmes to build peace and tolerance should explicitly include components on the gendered dimensions of peace.

Gender experts and activists should be called onto contribute to the formulation and implementation of such initiatives.

Working with youth is particularly important in this regard, and should explicitly encourage gender equality.

***Gender Mapping and
Situations Analyses***

Module 4

GENDER MAPPING AND SITUATION ANALYSES

The Gender Inequalities are found deeply rooted in our societies, frequently not visible. The main objective of the Gender Analyses is to make visible those differences between women and men. Furthermore, it explores the causes and consequences, in order to properly address them in policies.

What is the Gender Analyses?

- A principle dimension of policy analyses;
- An assessment on the impacts of public policies on women and men;
- A demonstration of the fact that policies are not gender neutral in the engendered societies.

The main goal is to gather quantitative and qualitative data and other information which will help the decision-making for the best of women and men.

The selection of the **methods** we want to apply for the Gender Analyses is not an easy question to be answered, because there are no clear guidelines about which methods suits which projects/strategies. There are two main types of methods: **quantitative** and **qualitative**. The division refers precisely to the type of knowledge generated by the two methods. Quantitative methods provide answers that are stated in the amounts or sizes. Qualitative methods provide more complex information.

*The **4R Method***¹ is used to aid the survey and analysis of a given operation from a gender equality perspective. It provides a general picture of how the operation is run and financed at the present time and of what changes are required to meet the differing needs of women and men. The survey seeks to answer the question: Who gets what, and on what terms? The analysis answers the question: How can we improve matters?

The idea is that the gender patterns you detect will form the basis for a discussion with those running the operation. How can we formulate a vision and new objectives for our work when we look at the operation from a gender equality perspective? What must change if we are to achieve the objectives?

Work using *the 4R Method* can provide:

- ♦ information on the distribution of women and men in the various parts of the organization/institution/program and at all levels;
- ♦ information on how resources are allocated to women and men;
- ♦ an idea of the gender patterns that exist in the organization/program, and their impact
- ♦ a plan for remedying shortcomings.

The first “R”: Representation

The first part of the analyses is a quantitative mapping of the way in which men and women are represented in the municipality. In this part of the analyses the position held by women and men are investigated. A quite concrete question must therefore be asked:

¹ The original 3R method was developed in a project called JämKom, run by the Swedish Association of Local Authorities in the late 1990s.

how many women/girls and how many men/boys? The responses are supposed to provide a picture of the gender distribution at all levels of the decision-making process and the various parts of the operation, e.g. among decision-makers, staff, users, entrepreneurs, job applicants etc.

Who makes the decisions?

To answer the general question of how many women and how many men, you must first determine who the actors in the decision-making process are. Here, the aim is to determine the extent to which women and men are represented in the decision-making process. Look at the formal and informal decision-making processes. Both must be examined to pinpoint where real decision-making powers lie.

Who implements decisions?

This is where you describe where the decisions are implemented – in what bodies, at what levels and by which individuals. This could be people working in a local government department, in an association or in a company. It could also apply to job centre staff or treatment centre staff. What is the gender distribution of the selected groups?

The target group – who is the user/client?

What is the target group of the activity? In the example of regional development work, the ultimate target group is the entire population of the county. In such cases, it is important to be aware of the gender patterns in the county. Who are these women and men? How are they represented in various public and private arenas, companies, professions?

The second “R”: Resources

The next part of the analysis is a quantitative mapping of the way in which resources are distributed and utilized. In this part of the analyses the following questions must be asked: How are our common resources – money, scope, time – distributed between women and men? The answers show how resources in the activity are allocated by gender.

Who gets what?

Examples of factors you can study are:

1. time
2. rooms/premises
3. money
4. information/meetings
5. development work.

Time

- ♦ What items, and what aspects, are allowed to take up time at meetings and in the processing, preparation and investigation of an issue?
- ♦ Who is allowed to take up time – as speakers, for example?
- ♦ Who is affected by the issues that take time?
- ♦ Can you see any gender-related patterns in what and who is given priority with respect to time?

Space

How is the public arena used by women and men? How, for example, is access to sports premises, land for new businesses, and classrooms at training courses etc allocated?

Money

What is the allocation of direct payments – not just salaries, but other types of support as well, such as loans and grants, operational costs (including costs for time and space in the shape of staff and premises)?

Information

- ♦ What information is important for an active participant in the project or the activity?
- ♦ Who receives important information? Who learns what, and when? How are different groups given information, and when? Is this done early in the process or late, and in what format?
- ♦ How many meetings are different groups invited to? What gender patterns can you see in the groups? Are some groups allowed to take part in more meetings than others?
- ♦ What is the representation of women and men in the ‘important’ groups?

Development work

What development work is undertaken in the project/activity, for instance in the form of training, trade fairs, study visits, investigations or project planning?

The third “R”: Realia – analyzing conditions

R3 answers the question: What are the reasons for the gender distribution of representation and resource allocation? On what terms are women and men able to influence the design and use of the activity concerned? Representation and resources are about quantity. Who has access to what? ‘Realia’ are the quantitative substance of an activity. The idea is that patterns will become clear through a survey of the first two Rs – patterns that will then lead on to questions about why things are the way they are. Here, we focus on the operation or activity itself, i.e. the content of the services produced. What is the reality, and does it match present objectives? The question is then: who gets what, and on what terms?

What is the situation in our operation?

- ♦ What gender patterns do we see?
- ♦ Whose needs are being met?
- ♦ Can you see whether the activity has been designed on the basis of a norm that favors one gender ahead of the other?
- ♦ Are women’s and men’s interests, opportunities and wishes met to an equal degree?

How does the activity deal with gender equality issues?

- ♦ Does the activity proceed on the basis of the user’s/client’s gender?
- ♦ Do women and men, as individuals and groups, encounter differing demands and expectations linked to stereotyped ideas of gender?
- ♦ What is the ‘gender contract’ in the activity? By ‘gender contract’ we mean the prevailing norms and values that lead to some tasks being defined as ‘female’ and others as ‘male’.

With respect to the realia – the norms governing the activity – there are no simple factors that can be measured. An analytical approach and an open discussion are needed. This should be based on a familiarity with gender equality and gender, and perhaps on further

research that illustrates why the operation is the way it is, e.g. in terms of power relationships between the sexes.

The fourth “R”: Realization – formulating new objectives and measures

R4 answers the question: What shape should the operation take if it is to achieve gender equality? Describe your vision of an operation adapted to the needs of both women and men.

When you have performed the analysis and answered the questions in R1–R3, it is time to decide whether the operation must change to live up to the gender equality policy objectives. Here, you can formulate a fresh vision for the activity – a vision based on the needs of women as well as men. Do you need to formulate new objectives to bring gender equality into the picture? If so, what steps need to be taken to achieve the objectives? The effects of this work should be measured using various indicators. The indicators are used to gauge how well you have achieved your objectives. If the objective is to allocate resources equally among women and men, an indicator could be statistics of the operation’s costs disaggregated by sex.

Vision

Try to express how the operation is to be run and what it must achieve if it is to be gender-equal.

New objectives and measures

- ♦ Examine current objectives for the activity. Are they sufficient, or do you need to draw up new ones based on the gender patterns identified in the analysis?
- ♦ Decide what measures are necessary to adjust distorted gender patterns.
- ♦ Decide a completion date for achievement of the objectives.

Follow-up

- ♦ Decide how the results of the measures are to be measured in relation to the new objectives. What indicators or key ratios are to be used to follow up the activity?
- ♦ Decide when, and in what way, evaluation and follow-up are to take place.

***More information on
Gender Mainstreaming***

Module 5

More information on Gender Mainstreaming

Exercise

Each person will complete the following 4 statements on 4 separate cards:

For me, gender mainstreaming means

It does not mean.....

It is necessary because

The risks are

Take 10 minutes for this part of the exercise. Write down the first definitions that come to mind. This is not a test or a competition but an opportunity for reflection.

When everyone is finished, each person puts their cards on the wall and presents it with arguments to the group.

Understanding gender mainstreaming

Equal participation of women and men in all aspects of society is crucial for lasting growth and democracy. It symbolises a society's level of political maturity.

The failure to transform women's and men's position has led policy makers and those in the equality field to question the impact of equal opportunities policies. They realised that society's structures and practices and the relationship between women and men needed a radical rethink to root out the deep-seated and often hidden causes of inequality.

Challenging the mainstream

Initiatives specifically addressed to women, which often operate at the margins of society, although needed, are insufficient on their own to bring major change.

While many are innovative and benefit the women who participate directly, they do not affect in a sufficient way the services or resource distribution of mainstream policies and projects and so do little to reduce or end inequalities between women and men.

GM challenges mainstream policies and resource allocations. It recognizes the strong interlink between women's relative disadvantage and men's relative advantage. It focuses on the social differences between women and men: differences that are learned, changeable over time and vary within and between cultures.

Valuing difference

The root cause of the problem lies in the social structures, institutions, values and beliefs which create and perpetuate the imbalance between women and men.

The issue is not how to "add" women to various processes but to reshape these processes to create the space for women's and men's involvement.

Gender mainstreaming starts with an analysis of the everyday life situation of women and men. It makes their differing needs and problems visible ensuring policies and practices are not based on incorrect assumptions and stereotypes.

It also shows that women and men are not a homogenous group. In addition to their gender, their religion, ethnicity, education, disability, sexual orientation, class and so on also marks them reinforcing or giving rise to further inequalities.

Policy-makers and programme managers can ensure better policy targeting, more effective delivery and greater equality if they take account of the different situations of women and men.

Equality can mean:

treating all categories exactly the same (for example when it comes to wages) and treating categories differently in recognition of their differences (maternity).

introducing specific actions targeted at women or at men to tackle persistent inequalities or changing mainstream policies to accommodate a diversity of circumstances.

Part of the problem is that equality is often perceived as a struggle between one group, in this case men, giving up power and advantage in favour of another group, in this case women.

The real challenge is to show that all can benefit from a more equal society build on recognition of difference, which addresses and values individual and group needs.

Gender Mainstreaming

Is about reducing poverty, boosting economic growth and strengthening citizenship;

Is a pro-active process designed to tackle inequalities which can and do discriminate against either sex;

Targets major economic and social policies that deliver major resources;

Makes good economic sense ensuring that women as well as men are active, using 100% of the productive labour force;

Represents a further step in the search for equality;

Recognises that gender is one of the most fundamental organising features in society and affects our lives from the moment we are born;

Presupposes a recognition of male and female identities;

Recognises that differences exist in men's and women's lives and therefore our needs, experiences and priorities are different;

Involves a willingness to establish a balanced distribution of responsibilities between women and men;

Needs determined political action and support with clear indicators and targets;

Will not happen overnight, it is a continuous process.

Gender mainstreaming means:

That differences between women and men may never be used as a ground for discrimination

A radical rethink of the way labour markets work and their impact on women's and men's employment

Long-lasting changes in society, transforming parental roles, family structures, and the organisation of work, time and even institutional practices

Reshaping the mainstream rather than adding activities for women at the margins

A partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources

Responding to the root causes of inequality and putting remedial action in place

Ensuring that initiatives not only respond to gender differences but seek to reduce gender inequality

Asking the right question to see where limited resources should be best diverted
More attention to men and their role in creating a more equal society

Gender mainstreaming covers:

- policy design
- decision-making
- access to resources
- procedures and practices
- methodology
- implementation
- monitoring and evaluation

The formal EU definition

"The systematic consideration of the differences between the conditions, situations and needs of women and men in all Community policies and actions: this is the basic feature of the principle of 'mainstreaming', which the Commission has adopted.

This does not mean simply making Community programmes or resources more accessible to women, but rather the simultaneous mobilisation of legal instruments, financial resources and the Community's analytical and organisational capacities in order to introduce in all areas the desire to build balanced relationships between women and men.

In this respect it is necessary and important to base the policy of equality between women and men on a sound statistical analysis of the situation of women and men in the various areas of life and the changes taking place in societies."

European Commission. Communication: "Incorporating equal opportunities for women and men into all Community policies and activities" (COM(96)67final). In electronic form, only in French.

http://europa.eu.int/comm/employment_social/equ_opp/gms_en.html

New developments

**Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions
"A Roadmap for equality between women and men 2006-2010"**

http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/roadmap_en.html

Six priority areas for EU action on gender equality for the period 2006-2010:

- equal economic independence for women and men;
- reconciliation of private and professional life;
- equal representation in decision-making;
- eradication of all forms of gender-based violence;

elimination of gender stereotypes; promotion of gender equality in external and development policies.

It reaffirms the dual approach of gender equality based on gender mainstreaming (the promotion of gender equality in all policy areas and activities) and specific measures.

Exercise-Why GM?

SWOT analysis of the strategy

Why GM as management of change?

Gender mainstreaming is about change.

Gender mainstreaming means assessing the implications for women and men of any planned action – including legislation, policies or programmes – in any area and at all levels.

BUT gender mainstreaming requires strong leadership and co-ordination.

Designed primarily for governments, it can also be promoted and facilitated in collaboration with governments and other key stakeholders. These include NGOs, other civil society associations, the private sector, the media, tertiary educational/training institutions and donor agencies.

Gender mainstreaming involves not only influencing people and procedures to change but also the ability to manage that change.

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Module 6

Gender, Peace, and Security

What is the Issue? What is the Goal?

Just as men and women are affected differently by war and peace, they may have very different ideas about what makes them safe.

Traditionally, peace and security were very narrowly defined as pertaining to national defense, an issue about which men are viewed as somehow more innately capable and knowledgeable than women.

However, the new trend in security discourse—which focuses on “human security” and includes a variety of factors, including economic security; weapons control and management; demobilization, disarmament, and reintegration (DDR); and justice and security sector reform (JSSR)—can provide fruitful opportunities to think about new ways of understanding Security.

Armed conflict seems to shore up, in every possible way, gender stereotypes that claim men as aggressive, powerful actors while casting women as defenseless, passive victims.

In recent years, however, gender-aware theorists on human security have been more careful about showing the complex range of identities that men and women assume in times of war.

Their work shows that gender mainstreaming in conflict prevention and recovery requires more than a simple assertion that women are always and only victims and men always and only perpetrators of violence.

Identifying *how individuals are deliberately and consciously mobilized to support the process of militarization*, in part through their gender identity, is crucial to understanding why people are prepared to accept and support war.

The goals of gender mainstreaming in terms of conflict prevention and recovery should be:

- to **understand how male and female identity is socially constructed to support militarized ideologies;**
- to **better include women, and female perspectives, into discussions on every aspect of crisis** prevention and recovery.

Why Bother?

Justice and Credibility: A state that includes a commitment to non-discrimination in its constitution (or by being party to CEDAW or other human rights conventions) damages its credibility if it does not demonstrate this principle by taking practical measures to include women in all aspects of security-related decision-making.

Efficiency: At present, we not only have a picture of war that is incomplete because it fails to examine the complex roles played by women, children, and non-combatant men in times of war, but, as in the case of Kosovo, where human trafficking has increased, we have seen all too many reconstruction and peace-building efforts—overwhelmingly male-authored and implemented—fail.

Possible Interventions and Entry Points

Promotion of equal opportunities within security sector institutions: Governments and policy makers can institute affirmative action policies and non-discrimination policies aimed at increasing the number of women employed in policing, the military, and governance bodies

All security sector personnel must be trained to recognize, prevent, and properly respond to gender-based violence, and policies on sexual harassment within security institutions must be actively enforced. Awareness-raising and training of top staff and officials will also be necessary to make such policies effective.

Increasing awareness on the way in which women are affected by conflict and war: Increasing awareness and generating debate on men's and women's diverse roles can lead to a better understanding of these roles, and how men and women can make meaningful contributions to security sector institutions and derive equal benefits from reform initiatives such as disarmament, demobilization, and reintegration (DDR) and justice and security sector reform (JSSR).

Disaggregating data by sex, and otherwise integrating a gender perspective into needs assessments and programming: At present, very few countries sex disaggregate data on the impact of small arms or try to systematically examine the ways in which war and conflict affect men and women differently.

Gender Roles in Violent Conflict and War

What is the Issue? What is the Goal?

Security Council Resolution 1325 came about from a belief that enhancing a gender perspective in governance and security structures overall might help avert conflict, because understanding gender impacts can re-define the boundaries of what constitutes "security."

If armed conflict does erupt, gender mainstreaming is essential to ensure that the different needs of men and boys, women and girls are met when reconstruction and development programmes are put in place.

What is the Issue? What is the Goal?

In order to adopt a gender perspective, it is necessary to have a better understanding of the roles that men and women play during times of violent conflict.

Stereotypes about men's and women's roles influence programming decisions. This might result in reconstruction efforts that overlook the diverse roles that men and women assume in armed conflict, and might even risk undermining their coping mechanisms.

Women have always been involved in violent conflicts in any of a number of ways:

- women and girls as combatants or in other ways associated with armed groups, including "terrorist" groups
- women as mothers and wives of combatants

- women as part of civilian communities targeted during conflict
- women as victims of rape and other war crimes
- women as perpetrators of war crimes
- women as breadwinners and heads of households
- women as care-givers for children, the elderly, and the wounded and disabled
- women as social and political organizers for peace

Similarly, men's roles are very diverse:

- men and boys as combatants, including in armed opposition or "terrorist" groups
- men as victims of abuse and violence
- men as husbands, fathers, and breadwinners separated from their families
- men as conscientious objectors to war or deserters
- men as social and political organizers
- men as (psychologically and/or physically) wounded and disabled

However, it is crucial to understand not only how women and concepts of femininity, and how men and concepts of masculinity, are shaped to support war, but also how they are affected by conflict and war.

While some men and women see war as an opportunity to escape harsh living conditions, advance their fortunes, achieve revenge, or experience "excitement," some men and women do not choose to participate in armed violence at all.

People (even very young children) are forced into fighting either by law or other means. In some countries, where war or instability has lasted many years, new generations are raised under extreme and often violent conditions, with the result that their identities are strongly influenced by militarized constructions of masculinity and femininity.

Post-conflict reconstruction and development programmes have to be highly nuanced to be able to address the very different needs and experiences of the wide range of adults and children of both sexes who are now both victims and perpetrators of violence.

While conflict and war may entrench gender roles and stereotypes, they may also, paradoxically, allow individuals to challenge gender-role stereotypes and take on new roles.

This may offer an unprecedented opportunity for female emancipation in the aftermath of war, provided post-conflict interventions are designed to take full advantage of the breakdown of exclusionary social, cultural, and economic structures.

Gender-based violence: Special mention needs to be made of male violence against women in armed conflict. Because women are often perceived as "keepers of the culture," they are extremely vulnerable to sexual violence during conflict, where rape and forced pregnancy can be employed as weapons of war and genocide.

It is absolutely crucial that:

- Military institutions recognize that the formal or informal sanction of rape and sexual assault is a war crime, and that those who order, condone, or engage in such practices must be punished for their crime.

Women are offered adequate protection during conflict from such crimes, and that they be provided with services and rehabilitation should they be subjected to such crimes.

Men, too, can be victims of sexual assault and rape during war and conflict, and should be afforded the same protection and rehabilitation services, and perpetrators should be punished for these crimes.

It is recognized as illegal to recruit anyone, male or female, under the age of 18 into an armed force or group. The recruitment and use of children under 15 is a war crime.

Why bother?

Justice: Systematic rape was finally recognized in 1998 by the International Criminal Tribunals for Rwanda and former Yugoslavia as “a war crime, a crime against humanity, and an element of genocide.”

Recognizing both men and women as victims of rape and other forms of sexual assault in the name of “warfare” is an issue of justice.(continue)

More work still needs to be done to consider the legal implications of widespread abduction and coercion into joining fighting forces, but victims of this crime are in need of specific forms of protection and reparations.

Why bother?

Quality of Life: It is no secret that quality of life in general is severely compromised during violent conflict for both men and women. However, failing to recognize the diverse roles that men and women play in these conflicts can actually worsen their quality of life and further undermine their coping mechanisms.

Promotion of non-militarized leadership: Recognizing the diverse roles that men and women play during violent conflict and war leads to better recognition of their needs, strengths, and potential contributions to building and sustaining peace in both pre and post-conflict situations. This can result in de-militarization and profoundly alter social attitudes towards the use of violence to achieve political ends.

Possible Interventions and Entry Points

Unfortunately, the very nature of conflict and war often means that regular policies and programmes cease to function normally. However, recognition of men’s and women’s diverse roles during violent conflict is important at various entry points:

Emergency aid to refugees and IDPs: As a result of conflict, large numbers of people are often left without access to basic supplies, such as food and water. Additionally, many people are forced to leave their homes, either seeking refuge in other countries or somewhere in their own country.They might need immediate relief and aid.

In the distribution of aid and the provision of relief services, a gender perspective is absolutely crucial if the needs of all affected people are to be met. One question in this regard is the targeting of recipients: Should these be families or individuals?

When aid is distributed, certain assumptions may be made about the nature of family relationships and distribution systems within social networks.

Ensuring distribution to women and children may thus demand that aid distribution focus on needs of individual men, women, and children within households.

For example, reproductive and sexual health services need to be integrated into emergency relief and aid efforts.

Gender sensitivity training (which should include cultural awareness training) for relief and aid workers, as well as networking with women's organizations, are two entry points for ensuring a gender-based approach to the provision of emergency relief and aid.

HIV and AIDS and other reproductive health interventions: HIV and AIDS challenges human rights and gender relations, exacerbates socio-economic crises, and undermines 'human security.'

Resolution 1308 recognized that the HIV and AIDS pandemic is "exacerbated by conditions of violence and instability...." The very characteristics that define a complex emergency, such as conflict, social instability, poverty, and powerlessness, are those that favour the spread of HIV and other sexually transmitted infections.

DDR and other security-sector reform programmes are often initiated in high HIV and AIDS prevalence areas or high-risk environments; and ex-combatants are considered a high-risk group. Careful attention has to be paid to the gendered aspects of HIV and AIDS and other reproductive health issues if appropriate interventions are to be designed.

***Notes on Gender and Armed Conflict
the Context***

Module 7

Notes on gender and armed conflict – the context

Source: GENDER and ARMED CONFLICT- Overview Report. Amani El Jack. BRIDGE, August 2003.

1. Why study gender and armed conflict?

Armed conflict exacerbates inequalities in gender relations that existed in the pre-conflict period.

Interventions must account for the diverse realities of women and men, who may simultaneously play the roles of activists and parents, soldiers and victims. Recognising and addressing this diversity is vital to establishing more sustainable, gender-equal societies in the aftermath of conflict. Women experience significant disadvantage in the course of armed conflict, but it does not necessarily follow that men are always the perpetrators and therefore the winners, and women the losers.

The inequality that women experience during and after armed conflict in all societies derives from dominant understandings of gender roles. 'Gender' refers to the perceptions of appropriate behaviour, appearance and attitude for women and men that arise from social and cultural expectations. In the context of armed conflict, the perception persists of women as wives, mothers and nurturers, whereas men are cast as aggressors and soldiers. Although women and men do often assume these traditional parts, there is a tendency in the mainstream literature to exaggerate the extent to which they play stereotypical gender roles in armed conflict. The reality is that women are also active as soldiers and aggressors, while men may be both victims as well as combatants.

Gender relations, then, refers to the ways women and men interact. Existing analyses of armed conflict and post-conflict resolution are weak in various ways – some ignore women while others take a gender-blind approach or define the role of women in stereotypical ways. Still others look at women without considering gender relations.

Example: A mother may be a breadwinner and an activist, and this engagement in both stereotypical and non-stereotypical roles has consequences for gender relations in her household. Interventions designed to assist her that are not gender-sensitive may assume, for instance, that her needs are limited to those of a mother. This type of interpretation denies that people, women in particular, take on multiple roles and responsibilities and experience a wide range of negative impacts in times of social upheaval.

A gender analysis allows a more nuanced understanding of how women fulfilling multiple roles simultaneously affect gender relations in the household and in society. The language of gender moves away from stereotypical interpretations of what women and men *should* do and what they *should* need, to accepting and supporting what women and men *are* doing and what they *do* need.

2. Gender relations and conflict

Gender relations are typically characterised by unequal access to, or distribution of, power. Given that gender discrimination is so prevalent, it influences other dynamics of armed conflict. More specifically, gender analysis in armed conflict highlights the differences between women and men in terms of their gendered activities, their needs, their acquisition and

control of resources and their access to decision-making processes in post-conflict situations (UNDP 2002). Men of combat age are most often the ones who are conscripted and therefore killed or injured during battle. Women, however, are the main victims of war. This is either directly as fatalities and casualties or indirectly through the breakdown of family and community structures (Byrne 1996).

Women and conflict:

Women as aggressors

The stereotype of women as innately nurturing does not always reflect experience on the ground. The abundant examples of women as active combatants or supporters of ‘oppressive’ states show assumptions about the behavior of women or men can be very shortsighted and naive:

Women became members of the Nazi party in large numbers and served in the extermination camps.

Pinochet’s regime in Chile in the 1970s received support from middle-class women.

Protestant and Catholic working-class women have been present in mobs in Northern Ireland.

Women have served in, as well as rallied around, the US military.

There are instances where women have condoned the use of rape against ‘enemies’ and those constructed as ‘not proper women’. (Adapted from Jacobs, Jacobson and Marchbank 2000: 12-13)

Whether in their traditional and perhaps stereotypical capacity as wives and mothers, or in their roles as aggressors and supporters of conflict, women continue to experience discrimination, due to the unequal power structures that govern their relationships with men.

Men and conflict:

Women and men experience violence differently during and after conflict, in their capacities as both ‘victims’ and ‘perpetrators’ (Moser and Clark 2001: 7). Sexual violence is largely inflicted on women, but men and boys are also raped during armed conflicts in a form of violence designed to shatter male power. Yet even when there has been documentation of men’s experiences as victims of abuse on the battlefield, men continue to be described as ‘masculine heroes’ (Moser and Clark 2001: 3). Zarkov (2001) argues that in the case of the former Yugoslavia, the refusal to identify men as victims of sexual violence during armed conflict was rationalised in terms of power relations during war as well as in the subsequent nation-building process, which dictated who could be labelled victims of sexual abuse. In other words, a woman can be a victim but a man is never a victim, which is a denial of one of the gendered realities of armed conflict.

It is not only in terms of sexual violence that men suffer. Men also experience human rights abuses that are different from but equally unjust to those afflicting women, whether as prisoners of war, as soldiers or as people who diverge from gender norms (e.g. homosexuals, male pacifists). Men are also directly targeted in armed conflicts and they make up the majority of casualties caused by small arms and light weapons (SALW). The increasing number of households headed by women in conflict zones is an illustration of men’s specific vulnerability (El Jack 2002).

3. Gendered impacts of armed conflict

Gender inequalities are exacerbated during periods of armed conflict and continue during post-conflict reconstruction. Both women and men suffer war abuses and traumas, disruptions and loss of resources. The impact of these losses is experienced in different ways and women are often disproportionately affected.

Regardless of the geographical, economic, political or social context, armed conflict makes it more difficult to access food, health, education and other basic goods and services. In exploring these issues, this section seeks to demonstrate how war exacerbates pre-conflict conditions characterised by inequality and lack of access to resources.

Forced displacement

‘Forced displacement is the clearest violation of human, economic, political and social rights and of the failure to comply with international humanitarian laws’ (Moser and Clark 2001: 32). People have often been uprooted from their homelands due to political, religious, cultural and/or ethnic persecution during conflict. Whatever the cause, displacement is a source of human rights violations and results in distinct types of disadvantage for both women and men.

Displacement disproportionately disadvantages women, because it results in reduced access to resources to cope with household responsibility and increased physical and emotional violence (El Jack 2002). Displacement also implies social exclusion and poverty – conditions that are themselves likely to prolong conflict.

Forced displacement is frequently used as a *strategy* of war that targets gender relations through family breakdown and social destabilisation. Displacement often leads to shifts in gendered roles and responsibilities for both women and men. Demographic change due to conflict has led to more women becoming heads of households. This has contributed to changes in the division of labour that have created new opportunities for women but in some respects further marginalised their place in society.

Displacement does not affect all women the same way. In Sudan, for example, ethnic groups such as the Dinka, Nuer, Nuba as well as other groups in the South and the Nuba Mountains, are marginalised due to their minority status. Women from these groups constitute an increasing number of war fatalities and casualties. Furthermore, the added responsibilities women have in productive, reproductive and community work are often transferred to younger girls and boys within the family. In particular, younger girls have to assume more responsibilities such as caring for children, the elderly and the sick, along with managing burdensome domestic work. This shift of responsibility impacts on the welfare and future of female household members (ibid).

Despite experiences of vulnerability and trauma during the process of displacement, some women benefit from displacement. They may be given priority for training and development programmes in health and education, as well as in income-generating activities. The skills women gain enable them to assume new roles within their households, becoming the main breadwinners when men have been killed or have problems finding employment after removal from their homes and communities. This shift in responsibilities represents a move away from

stereotypically ‘masculine’ and ‘feminine’ roles. Men however may react to these changes with depression, alcoholism and an escalation of violence against women in public and private (de Alwis and Hyndman 2002).

The relatively small gains women obtain during displacement do not necessarily translate to more equitable gender relationships. Advancement of ‘women’s interests at a superficial, women-focused level that fails to challenge overall paradigms of gender differences leaves women with new roles to fulfil but no institutional leverage to fulfil them effectively’ (El-Bushra 2000b: 6). Furthermore, there is concern that existing international laws and resolutions use the term gender but actually focus specifically on women. Although this is important, they simply do not provide the tools to understand *gendered* impacts, minimising the potential to foster more equitable gender relations.

Gender-based violence (GBV)

Physical and sexual violence, particularly against women, continues to be a well-documented feature of armed conflict. This report understands GBV to be violence, sexual or otherwise, which plays on gender norms and gender exclusions to break people down both physically and psychologically. Although it is most often women who are targets of GBV, both women and men may be victims and subject to rape; increased rate of HIV infection, as well as other sexually transmitted infections (STIs); damage to physical and psychological health; disruption of lives; and loss of self-confidence and self-esteem.

Violence against women

Conflict worsens existing patterns of sexual violence against women in two main ways. Firstly, incidences of ‘everyday’ violence, particularly domestic violence, increase as communities break down during and after conflicts (UN 2002). Secondly, ‘everyday’ violence escalates in the context of masculine and militarised conflict situations. The establishment of rape camps and the provision of sexual services to occupying armed forces in exchange for resources such as food and protection are two examples of GBV during and after conflict. Conflict breeds distinct types of power relations and imbalances. In the context of conflict, for instance, violence against women is more than the exercise of power over women. By raping women, who represent the purity and culture of the nation, invading armies are also symbolically raping the nation itself.

Some types of GBV are experienced almost entirely by women and girls during and after conflict, such as forced prostitution and sex work; increases in trafficking for sexual or other types of slavery; and forced pregnancy. Also, the impact of GBV has distinct consequences for women and girls including sexual mutilation; sterility; chronic reproductive/gynaecological health problems; and marginalisation from family and community due to stigma associated with sexual abuse (UN 2002).

In conflict zones, sexual violence has become a weapon of ‘ethnic cleansing’, as seen in Bosnia-Herzegovina and Kosovo, where rape was used by Serbian police and paramilitary forces to punish women belonging to the Kosovo Liberation Army (Human Rights Watch 2000). Given that rape had been used in Bosnia, it became a causal factor in conflict-related displacement in Kosovo.

Rape as a weapon of war

'Women recounted to Human Rights Watch their fear that they and their daughters would be raped. Rumors of rape circulated wildly as families attempted to flee their homes. Older women often dressed their daughters in loose clothing and headscarves in an attempt to disguise young girls as grandmothers. Other mothers smeared dirt and mud on their daughters' faces to render them unattractive. As one mother told Human Rights Watch, 'I was most afraid for my daughter[s]. I lost eighteen kilos during the war because I was afraid that my daughters might be raped'. In the words of another woman, 'The girls were afraid of the police and put on scarves. The police took off their scarves and pinched their cheeks and told them not to act like old women. The girls were screaming'. According to a doctor in Pristina, 'Rape was our greatest fear. Our main goal was to get our daughters – aged twenty-five, twenty-one, fourteen, and ten – out of the country' (Vandenberg 2000).

After incidences of sexual violence, women are often rejected by family or community. Despite pity for the trauma the women have suffered, society marks the victims as 'damaged goods' (Bennett et al. 1995: 9). Women also have particular healthcare needs as a result of these violations. For example, they require additional nutritional and health support if they are pregnant or lactating.

HIV/AIDS: A growing epidemic in the midst of armed conflict HIV infection is increasing in conflict and post-conflict areas. Many conflicts are raging in areas where HIV infection is already very high (Smith 2002: 1). Disruption and displacement caused by conflict may lead to changes in sexual behavior, an increase in the rate of sexual abuse (e.g. by armed forces), and to decreased access to blood screening facilities (ibid).

Men as direct and indirect targets

Although men are most often the perpetrators of rape and violence in armed conflict and women the victims, men themselves may also be subject to physical and sexual abuse.

Men are also the indirect targets of violence against women. The rape of women has long been considered a public act of aggression, where raping and 'dishonouring' women is a way of 'violating and demoralising men' (Bennett et al. 1995: 8). Women are perceived to be the preservers of family honour, and often symbolise a nation's racial purity and culture. The 'abuse and torture of female members of a man's family in front of him is used to convey the message that he has failed in his role as protector' (UN, 2002: 16). It represents an attack on the entire country at the same time it violates women's human rights.

GBV and gender relations

How does GBV impact on gender relations? One impact is visible in the private or domestic sphere, where women are likely to experience increased violence, not only at the hands of occupying or state forces, but also by men in the household in the post-conflict period. Women in war zones often experience physical and sexual abuse by male spouses who have been demeaned by the armed conflict and crippled by guilt and anger for having failed to assume their perceived responsibility of protecting their women (El Jack 2002). It is important to remember, however, that increased GBV during and after conflict often reflects patterns of violence that existed in the pre-conflict period.

Notions about 'public' versus 'private' domains present barriers to dealing with victims of physical and sexual violence. Violence is considered to be a private issue, both within and

beyond armed conflict. The divide between public and private renders many of these problems ‘invisible’ – ‘either literally, since it happens behind closed doors, or effectively, since legal systems and cultural norms too often treat it not as a crime, but as a family matter, or a normal part of life’ (WHO 2003). This is further complicated during armed conflict because physical and sexual violence, particularly against women, often occur in public or in full view of family and/or community. For both women and men, however, recovery from the trauma is often hindered by an inability to discuss it because it is considered a private matter.

Sex work and sexual slavery during periods of conflict also have consequences for gender relations. Women in conflict zones are sometimes driven to provide sexual services to soldiers in order to survive. But as the box below demonstrates, men are unwilling to accept women’s changed roles, leading to long-term resentment and family disruption.

4. Protecting human rights and promoting gender equality

Human rights versus human security

Human rights

Historically, mainstream definitions of human rights, while seemingly gender neutral, have been predominantly based on men’s experiences. Article two of the 1948 UN Universal Declaration of Human Rights recognizes human rights as a universal ideal of respect for humanity that all people are entitled to, but does not make any specific mention of women.

International laws and conventions that protect women’s human rights

Significant international human rights instruments and international humanitarian laws relating to the human rights of women include the following:

Charter of the United Nations (1945)

United Nations (UN) Universal Declaration of Human Rights (1948)

Office of the United Nations High Commissioner for Human Rights (OHCHR)

International Covenant on Economic, Social and Cultural Rights (1966)

OHCHR Declaration on the Protection of Women in Emergency and Armed Conflict (1974)

Convention on the Elimination of All Forms Of Discrimination Against Women (CEDAW) (1979)

The Nairobi Forward-looking Strategies for the Advancement of Women (1985)

The Office of the United Nations High Commissioner for Refugees (UNHCR) Policy on Refugee Women (1990)

UN Vienna Declaration and Programme of Action (1993)

UN Declaration on the Elimination of Violence Against Women (1993)

Beijing Declaration & Platform for Action (1995)

Optional Protocol to CEDAW (1999)

Windhoek Declaration: The Namibia Plan of Action on ‘Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations’ (2000)

UN Security Council (UNSC) Resolution 1325 on Women, Peace and Security (2000)

European Parliament Resolution on Gender Aspects of Conflict Resolution and Peace building (2000)

What is UN Security Council Resolution 1325?

In October of 2000, the UN Security Council held a debate on Women, Peace and Security, which led to the passage of Security Council Resolution 1325 on 31 October 2000. Among other things, the Resolution recognizes that an understanding of the impact of armed conflict on women and girls and effective institutional arrangements to guarantee their protection and full participation in the peace process, can significantly contribute to international peace and security.

5. Gender in conflict interventions

Humanitarian assistance

According to the European Community (EC), humanitarian assistance aims:

... to prevent or relieve suffering, [and] is accorded to victims without discrimination on the grounds of race, ethnic group, religion, sex, age, nationality or political affiliation and must not be guided by, or subject to, political considerations ... humanitarian aid decisions must be taken

impartially and solely according to the victims' needs and interests ...' (EC Council Regulation 1257/1996, as cited in Stevenson and Macrae 2002).

The 'impartial' assessments of victims' needs and interests as outlined in the definition, however, risk being gender-blind in their delivery. Given that gender discrimination is often characterized by uneven resource distribution, the manner in which resources are allocated, either directly as aid or indirectly as assistance, may greatly affect gender relations. Unfortunately, the interventions of humanitarian groups often demonstrate a lack of sensitivity to gender. Groups that are marginalized – whether by sex, race, class, ethnicity, religion, culture, nationality, sexuality or political affiliation – may be further disadvantaged by humanitarian aid and assistance programmes that assume a stance of supposed 'neutrality' (de Alwis and Hyndman 2002: 28).

Providing immediate necessities such as food, shelter and income-generating activities is critically important to conflict-torn societies, particularly for women who often are left with the responsibility of providing for their families. But initiatives that place a disproportionate emphasis on immediate or short-term needs rather than long-term development are not enough to transform gender relations and improve women's lives.

Disarmament, demobilisation and reintegration (DDR)

DDR is a programme designed to re-integrate ex-combatants back into post-conflict society. The integration of gender-aware frameworks into DDR is necessary in post-conflict reconstruction because it enhances the equal participation of women and men in negotiating conflict resolution and peace-building processes, either as ex-combatants, or as family and community members receiving ex-combatants.

The UN has recognized that ensuring ex-combatants, their families and receiving communities and those assigned to re-integrate them have an understanding of the gendered dimensions of armed conflict and post-conflict reconstruction, is essential to lasting peace and development. This is illustrated in Point 13 of UNSC Resolution 1325, which calls for ‘all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants’ (UN 2000).

Changing gender relations in post-conflict society

It is not only ex-combatants who require support and assistance. Many women in receiving communities become heads of households in the absence of male breadwinners. Male ex-combatants, expecting to return to their role as breadwinner, are confronted with the reality that women are managing on their own and this shift away from stereotypical female and male roles is not easily reversed. Meanwhile, women, having performed in a non-stereotypical role as combatants, may expect to maintain the leadership or independence they gained during conflict, whereas men expect them to come home and continue to fulfil the stereotypical role of wife/nurturer/mother.

There is a lack of counseling or other services that take account of these gendered consequences of war on ex-combatants and receiving communities.

Peacekeeping and peace-building

Generally, women are thought to be lacking in expertise to function in the public arena and are excluded from those processes and institutions considered to be *political*. This under-representation extends into peacekeeping and those peace-building activities that are widely considered to be political, such as formal peace negotiations, mediation and diplomacy.

Peacekeeping refers to a UN military and civilian presence that, with the consent of the parties involved, controls conflicts and their resolutions, while ensuring the safe delivery of humanitarian aid (UN 1995). Peace-building includes building legal and human rights institutions as well as fair and effective governance and dispute-resolution processes and systems (Morris 2000).

Peace-building is generally perceived to be the ‘softer’ or feminised side of post-conflict reconstruction. If women are associated with anything at all in post-conflict reconstruction, then it tends to be in peace-building activities such as primary health care delivery, counselling and education services, or assistance with the provision of basic needs or income generation. Conversely, peacekeeping is highly masculinised and militarised. Male involvement in peacekeeping involves patrolling streets and borders, maintaining control and protecting people, primarily women and children.

This interpretation of peacekeeping and peace-building as distinct and separate elements, where women are protected and men are protectors, misrepresents the reality. Women are also active as peacekeepers in the military and men are part of peace-building activities.

6. Mainstreaming gender and women’s organising

What is gender mainstreaming?

The UN Economic and Social Council (ECOSOC) in 1997 defined gender mainstreaming as follows:

In any area and at all levels, a gender mainstreaming perspective is the process of assessing the implications for women and men in any planned action, including legislation, policies or programmes.

It is a strategy for making the concerns and experiences of women as well as men an integral part of design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally and inequality is not perpetuated.

The ultimate goal of mainstreaming is to achieve gender equality (UNDP 2002: 8).

Gendered rights and security approaches should form the basis for broadening existing definitions of human rights. Mainstreaming gender into these approaches would allow us to go beyond passive 'vulnerable group' and 'victim' characterisations that deny the reality that men are also victims and women are also aggressors during and after armed conflict. As we will see later on in this section, women's organisations have begun this process by lobbying national and international governments and bodies to recognise the contributions of women as active peace-builders.

The involvement of women is not in itself enough to ensure gender sensitivity.

Women's organising

UNSC Resolution 1325 is clear on the need to protect women's rights and support the work of women's organizations in peace-building efforts. Despite these commitments, the gendered ways that women and men, but particularly women, actively engage with, and are victimized by, armed conflict and reconstruction, remain unrecognized by gender-blind interpretations of war and its aftermath.

As conclusions:

In the case of gender-based violence (GBV), for instance, female victims are shunned by family and community while male victims are unable to access counselling or other services. The denial of these and other traumas impedes our understanding of gender relations, blinding us to the ways in which we may promote gender equality and thereby contribute to the establishment of sustainable, peaceful post-conflict societies.

The social upheaval caused by conflict creates the potential to redefine gender relations. Without appropriate funding, support and resources dedicated to promoting gender equality in *all* aspects of reconstruction, however, there is a risk that old, oppressive and discriminatory patriarchal institutions and practices will be re-established, as opposed to transformed, in the aftermath of conflict.

Working Group Exercise

Complete the table based on the information provided by the Working Group in the Gender Analyses session:

<u>Gender Inequality</u>	(Policy) Objective	Outputs	Activities	Indicators
1.		1.1		
		1.2		
		1.3		
		1.4		