



The Gender Tool Box gathers knowledge material and method support on gender equality in the form of Tools, Briefs and Thematic Overviews.

Gender equality is achieved when women and men, girls and boys, have equal rights, life prospects and opportunities, and the power to shape their own lives and contribute to society.

[BRIEF] Women, Peace and Security

Wars kill and destroy lives of women, girls, men and boys. There are particular gendered dimensions to violence that have a disproportionate and different impact on women and men. Gender-based violence (GBV)¹, such as sexual violence and domestic violence tend to increase during and after war. At the same time, post-conflict peace- and state building can be an opportunity to change discriminatory gender roles and advance women's rights and gender equality. This brief gives an overview of the women, peace and security agenda, how it is positioned within the Swedish development cooperation, and where the entry points are for Sida.

Women have right to participate on equal terms as men in peace processes. However, statistics show that women are often excluded from formal peace negotiations, which in a longer perspective may have devastating consequences for how to reach a sustainable peace and human security.² UN Security Council Resolution (UNSCR) 1325 is a landmark resolution recognising the importance of a gender perspective on peace and security. Grounded in the legal framework of Human Rights and International Humanitarian Law, UNSCR 1325 and related resolutions serve as important advocacy tools for advancing the

¹ Sida defines GBV as any harm or suffering that is perpetrated against a woman or girl, man or boy and that has a negative impact on the physical, sexual or psychological health, development or identity of the person. The cause of the violence is founded in gender-based power inequalities and gender-based discrimination.

² Statistics on peace processes illustrate this very clearly – 92.4 percent of participants in peace negotiations and 97.5 percent of signatories to peace agreements are men (*Women's Participation in Peace Negotiations: Connections between Presence and Influence*, UNIFEM 2010).

Women, Peace and Security agenda. Since the passage of UNSCR 1325 in 2000, a large constituency of civil society organisations and activists has grown across the world advocating for its full implementation. Forty-six UN Member States have developed National Action Plans for implementing 1325, and each year in October the UN Secretary General submits a report to the UN Security Council on progress made on the implementation.³

FOUR PILLARS OF THE WOMEN, PEACE AND SECURITY AGENDA

The women, peace and security agenda is often described in terms of four pillars: participation and representation, prevention, protection, as well as relief and recovery.⁴

Participation: Aims to ensure women's equal participation and influence with men and the promotion of gender equality in peace and security decision-making processes at national, local and international levels. It includes the appointment of more women, including negotiators, mediators, peacekeepers, police and humanitarian personnel, as well as support for local women's peace initiatives.

Protection: A political concept that is used and interpreted differently by different actors. Protection ensures that women and girls' rights are protected and promoted in conflict-affected situations or other humanitarian crisis including protection from gender-based violence (GBV)

³ See, for example, UN Security Council (2014), 'Report of the Secretary-General on women, peace and security', S/2014/693.

⁴ Wording of the four pillars comes from the UN Strategic Results Framework on Women, Peace and Security, 2011-2020, http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf.

in general and sexual violence in particular. The specific protection needs of refugees or internally displaced women and girls that can occur during the various stages of displacement is particularly emphasized. “*Protection*” is not the same as “*security*”, although often associated with it. Women and men experience security differently and focus should be on determining what women and girls need in order to safely participate in society.⁵

Prevention: This pillar focuses on ‘*prevention of conflict and all forms of violence against women and girls in conflict and post-conflict situations*’ and is the one that has received least attention. It includes integrating gender considerations into conflict early warning systems and involving women and their specific needs in conflict prevention and disarmament activities. It also includes measures to prevent GBV by fighting impunity and in-

creasing prosecutions for perpetrators of conflict-related sexual violence. Other GBV prevention strategies focus on challenging discriminatory gender norms, attitudes and behaviour and working with men and boys, not only as perpetrators, but also victims of violence and agents of change.⁶

Relief and recovery: Aims to ensure that women and girl’s specific relief needs are met, for example in repatriation and resettlement, disarmament, demobilisation and reintegration programmes (DDR), the design of refugee camps, support to internally displaced persons (IDPs) and in the delivery of humanitarian assistance. This pillar also promotes the reinforcement of women’s capacities to act as agents in relief and recovery processes in conflict and post-conflict.

International Policy Commitments

Beijing Platform for Action (BPFA, 1995): is a political agreement signed by 189 UN Member States committing to promote gender equality. It includes the first international statement of recognition of the gendered impacts of conflict and a first call by Member States for women’s full and equal participation in the prevention and resolution of conflicts. While many of its key recommendations are now reflected in UNSCRs, the BPFA place greater emphasis on demilitarisation and fostering a culture of peace, explicitly making links between gender equality and peace.

UNSCR 1325 (2000) and its subsequent resolutions: Since the passage of UNSCR 1325 in 2000, six further resolutions on women, peace and security have been passed. Resolutions 1889 and 2122 further strengthen articles in 1325 and resolution 1820, 1888, 1960, and 2106 focus primarily on conflict related sexual violence.

- Resolution **1820 (2008)** is the first to recognize sexual violence as a tactic of war and **1888 (2009)** sets out practical measures for the implementation of UNSCR 1820, including a request to the Secretary General to appoint a special representative.
- Resolution **1889 (2009)** calls on the Secretary-General to develop a set of global indicators for monitoring the implementation of UNSCR 1325.
- Resolution **1960 (2010)** provides measures aimed at ending impunity for perpetrators of sexual violence through sanctions and reporting measures.
- Resolution **2122 (2013)** affirms among other things the necessity of providing women affected by sexual violence in conflict with the “full range of reproductive health services” thus advancing SRHR within the Women, Peace and Security agenda.
- Resolution **2106 (2013)** adds more operational details to commitments including deployment of so called “Women Protection Advisors”. It is the first UNSCR to recognise that men and boys are also targets of sexual violence in conflict.

CEDAW General Recommendation 30 (2013): General Recommendation 30 on ‘women in conflict prevention, conflict and post-conflict situations’ was added to the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in 2013 and marks an important step forward as it provides a mean of holding Member States accountable for the implementation of CEDAW through reporting to the Committee on the Elimination of Discrimination Against Women every four years.

UN Arms Trade Treaty (ATT) (2014): The ATT is ratified by 50 states including Sweden. Among other things, the ATT requires that states exporting arms must consider the risk that the weapons will be used to commit acts of GBV or any other acts of violence against women and children. If it is found that there is an ‘overriding risk’ then the state is prohibited by international humanitarian law from proceeding with the export, which is a tremendous step forward for the women, peace and security agenda.

Although important in their own right, these different resolutions and treaties have many synergies that should be used to enhance their implementation and impact.

Implementation and Monitoring

Implementation of UNSCR 1325 is tracked through the “UN Strategic Framework on Women, Peace and Security 2011-2020”⁷, which includes targets and a set of global indicators adopted by the Security Council that cover each of the four pillars, some of which are presented below:

- Women’s political participation (national level, but also women as voters and candidates) and/or representation of women among mediators, negotiators and technical experts in formal peace negotiations (**participation**).
- Percentage of referred cases of sexual and gender-based violence that are reported, investigated and sentenced (**protection**).
- Number and percentage of women in executive positions of relevant regional and sub-regional organisations involved in preventing conflict (**prevention**).
- Percentage of benefits from Disarmament, Demobilization and Reintegration programmes (DDR) received by women and girls (**relief and recovery**).

A general conclusion is a persistent gap between the normative advances of women, peace and security and actual implementation on the ground. There is currently no mechanism for holding states who do not implement UNSCR 1325 accountable.

WOMEN, PEACE AND SECURITY IN SWEDISH DEVELOPMENT COOPERATION AND ENTRY POINTS FOR SIDA

Gender equality and improved human security are central goals in Swedish Development Cooperation and clearly reflected in Sida’s result strategies. Since 2009, the Swedish Government also has a National Action Plan on UNSCR 1325.⁸

Sida is in a unique position to support the women, peace and security agenda given its broad mandate to contribute to poverty reduction in fragile states as well as its strong focus on gender equality and human security. This is also demonstrated by a dramatic increase in disbursement to

programs related to gender equality, peace and security, both within development cooperation and humanitarian assistance.⁹ In accordance with Sida’s gender mainstreaming model, the operational work on gender equality, peace and security can be divided into: **(1)** direct support **(2)**; integration of gender equality into programs relevant for peace and security and **(3)**; policy dialogue on women, peace and security.

- **Direct support** to organizations working on gender, peace and security. Research has shown correlation between strong and independent feminist movements and more comprehensive laws protecting women from violence.¹⁰ Women’s rights organizations are crucial agents of change and investing in them has yielded positive results. Sida has an important role to play in continuing to provide sustainable, flexible, multi-year funding needed to allow women’s rights organisations operating in contexts of conflict and post-conflict to build autonomous movements and respond to needs identified at the local and national levels.
- **Integration of gender equality into programs relevant for peace and security.** The strength of Sida’s support to advance the women peace and security agenda is the wide span of sectors (referred to as clusters in humanitarian assistance) in which gender equality and UNSCR 1325 is integrated. This includes for instance integration of gender equality into justice programs with the aim of/for the purpose of fighting impunity for gender-based violence through training of justice personnel, increased access to justice or dialogue with traditional leaders, support to health reforms with a specific focus on SRHR including maternal health and adequate support to survivors of gender-based violence or support to regulate and control small arms and light weapons, SALW. It also includes specific goals to promote women’s economic empowerment in employment programs.
- Sida and Swedish Embassies conduct high level **policy dialogue** on gender equality, peace and security with strategic partners within governments, civil society, multilateral organizations and other donors. This kind of strategic dialogue has proved effective, especially when combined with financial support to related programs and projects. Gender equality and UNSCR 1325 should also be included in high level dialogues and

⁷UN Strategic Results Framework on Women, Peace and Security, 2011-2020 http://www.un.org/womenwatch/ianwqe/taskforces/wps/Strategic_Framework_2011-2020.pdf.

⁸ Government Offices of Sweden (2009), ‘The Swedish Government’s action plan for 2009-2012 to implement Security Council Resolution 1325 (2000) on women, peace and security’.

⁹ Svenska Myndigheters genomförande av FN:s resolution 1325. Perioden 1/1-31/12 2013.

¹⁰ See, for example, Htun M and Laurel Weldon S (2012), ‘The civic origins of progressive policy change: combatting violence against women in a global perspective, 1975-2005’ in *American Political Science Review* 106(3).

processes related to security, peace and state building.

"Women, citizenship and peace building project" in the Democratic Republic of Congo (DRC), by International Alert and Kvinna till Kvinna

This project shows the importance of **women's organizations, collective action and voice**, in preventing violence from happen as well as in peace and state building. The project established so **called community based dialogue groups** consisting of both men and women, which have led to community cohesion starting with the group members, within families and between women themselves. Addressing issues related to gender equality including gender-based violence and obstacles to women's political participation, the dialogue groups also succeeded in **changing discriminatory norms and behaviour** such as men's attitudes to send their girls to school, decision making around household budget, as well as participation by women in public spaces. The sustained support to women candidates and strategic advocacy by women's rights organizations participating in the project proved good results and in the province of South Kivu, contributing to 40% of all ministers being women.

MEN, PEACE AND SECURITY

While support to women and girls in conflict and post-conflict settings is crucial, there is growing recognition of the need to look at the impact of masculine identities on gender inequality, conflict and violence. Evidence suggests that violent notions of masculinity not only perpetuate gender-based violence but can also fuel armed conflict, while more positive notions of masculinity can be instrumental in promoting peace.¹¹ Furthermore, while women and girls are the main targets for perpetrators of conflict related sexual violence, men and boys are also exposed to sexual violence in war.¹² Despite this, relatively little programming and policy work has been carried out in this area. Sida is a central partner to global and regional organizations working on men and boys for gender equality. The work of these organizations began in contexts of peace, but is now expanding to conflict and post-conflict context.

¹¹ Saferworld (2014), 'Masculinities, conflict and peacebuilding: Perspectives on men through a gender lens', <http://www.saferworld.org.uk/resources/view-resource/862-masculinities-conflict-and-peacebuilding-perspectives-on-men-through-a-gender-lens>.

¹² Oosterhoff, Pauline, Prisca Zwanikken and Evert Ketting (2004) "Sexual Torture of Men in Croatia and Other Conflict Situations: An Open Secret" *Reproductive Health Matters*, Vol 12, Issue 23, pp 68-77, http://www.refugeelawproject.org/files/briefing_papers/Into_The_Mainstream-Addressing_Sexual_Violence_against_Men_and_Boys_in_Conflict.pdf.

Linking development with diplomacy: Women as Actors for Peace in Colombia

Policy dialogue is a central strategy of the Swedish Embassy in Colombia to promote UNSCR 1325 in addition to financial support to relevant organizations. In the context of the peace talks between the government and the FARC guerrilla, the embassy has raised the message "Women as actors for peace" in its dialogue with the government, civil society organizations, different sectors of the Colombian society and the international community in Colombia through events, interviews, television, social media, seminars, and activities, especially those related with peace building, peace process, political participation, reconciliation, and victim's rights.

The intervention has contributed to several important results. Two women were appointed by President Santos as members of the Colombia government delegation at the peace negotiations in Havana, which initially consisted of men only. Through support to UN Women, a "Women's Summit for Peace" was organized that for the very first time mobilized 450 women from different sectors and regions of the country to develop joint and gender sensitive proposals to the formal peace negotiations. The intervention also strengthened the role of Sweden as a partner for peace in Colombia.

FURTHER RESOURCES

PeaceWomen: Online portal on Women, Peace and Security containing for instance National Action Plans, monitoring of the UN Security Council, run by Women's International League for Peace and Freedom (WILPF).

Women Count: [Security Council Resolution 1325 - Civil Society Monitoring Report](#). Annual reports from CSOs on the implementation of UNSCR 1325.

NGOWG: [Monthly Action Points \(MAP\) for the Security Council](#). Monthly monitoring reports about the implementation of resolutions on women, peace and security produced by the NGO Working Group on Women, Peace and Security (NGOWG).

Saferword (2014): [Masculinities, conflict and peacebuilding](#). Report about the need for peace builders to include efforts to promote notions of masculinity, which favour non-violence and gender equality.