Briefing Note

On Gender, Peace, Security and Development: What can the EU do?
Briefing Note
“On Gender, Peace, Security and Development: What can the EU do?”

Karen Barnes
Brussels, EU Gender Advisory Services 2009-2010
The series of Gender Briefing Notes is designed to help EU staff working in development cooperation to easily identify and account for gender equality issues in specific sectors and thematic areas. Briefing Notes have been prepared on the following themes:\[1\]:
- Gender and Trade.
- Mainstreaming Gender Equality in Decentralisation and Public Administration Reform.
- Women’s Human Rights.
- Gender Equality and Technical and Vocational Training.
- Gender Budgeting in Programme Based Approaches to Aid.

The Briefing Notes build upon official EU Policy Commitments and material contained in the Toolkit on Mainstreaming Gender Equality in EC Development Cooperation (3rd Edition – 2009), which has been distributed widely[^2].

The above mentioned Briefing Notes have been translated into French, Portuguese and Spanish by the EU Gender Advisory Services (2008-2010).

This Briefing Note on “Gender, Peace, Security and Development: What can the EU do?”[^3] is also available in French.

[^1]: These five Briefing Notes have been prepared by the EC Gender Help Desk – 2006, run by the ILO-ITC. Prof. Nathalie Holvoet wrote the Briefing Note on Gender Budgeting, whilst Jane Haile authored the other Briefing Notes. Benedetta Magri was responsible for overall editorial coordination of these five Briefing Notes.
[^3]: The Briefing Note on “Gender, Peace, Security and Development: What can the EU do?” is written by Karen Barnes. The revision of the content was coordinated by Daniela Rofi of EuropeAid Co-ordination Office, whereas the overall editorial coordination and updating was done by Thera van Osch of EU Gender Advisory Services 2009-2010.
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### ACRONYMS

| **AU** | African Union. |
| **CEDAW** | Convention on the Elimination of All Forms of Discrimination against Women. |
| **CSPs** | Country Strategy Papers. |
| **DDR** | Disarmament, demobilisation and reintegration. |
| **DRC** | Democratic Republic of Congo. |
| **DSRSG** | Deputy Special Representative of the Secretary-General. |
| **EC** | European Commission. |
| **EU** | European Union. |
| **EIDHR** | European Instrument for Democracy and Human Rights. |
| **ESDP** | European Security and Defence Policy. |
| **GAPS** | Gender Action for Peace and Security (UK). |
| **GBV** | Gender-based violence. |
| **IfP** | Initiative for Peacebuilding. |
| **IfS** | Instrument for Stability. |
| **NAP** | National Action Plan. |
| **NGOs** | Non-governmental organisations. |
| **OSAGI** | UN Office of the Special Advisor on Gender Issues and the Advancement of Women. |
| **SCR 1325** | Security Council Resolution 1325 on Women, Peace and Security. |
| **SCR 1820** | Security Council Resolution 1820 on Sexual Violence in Conflict. |
| **SCR 1888** | Security Council Resolution 1888 on measures to end sexual violence in conflict. |
| **SCR 1889** | Security Council Resolution 1889 on enhancing women’s participation in peace. |
| **SEA** | Sexual exploitation and abuse. |
| **SGBV** | Sexual and gender-based violence. |
| **SRSG** | Special Representative of the Secretary-General. |
| **SSR** | Security sector reform. |
| **UNIFEM** | UN Development Fund for Women (merged in UN-Women in 2010). |
| **VAW** | Violence against women. |
Introduction

When efforts to build peace and provide security and development are not effective on the ground, it is often because the gender dimensions of conflict have been overlooked. Gender-based violence and inequalities are present in all societies from the household to the national level, and are often exacerbated by violent conflict. There is growing evidence that promoting gender equality in peace, security and development is therefore critical to effective responses to bring about enduring peace and social stability.

Although policies are in place for gender mainstreaming in peace, security and development, many gaps in practical implementation remain. This briefing note focuses on the link between gender, peace, security and development, and provides theoretical and policy frameworks along with practical recommendations backed by examples of how the European Union (EU) can more effectively integrate gender issues into its work.

In December 2008, the European Union (EU) adopted the Comprehensive Approach, which provides a coherent policy framework to guide its actions on gender and peacebuilding, in line with the provisions of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security. The EU reiterated its strong commitment to supporting partner countries in fully implementing the UN Security Council Resolutions on women, peace and security by adopting the EU Plan of Action, which includes operational targets for implementing these resolutions. In To be accountable for this policy, the EU adopted in July 2010 a list of 17 implementation indicators in order to measure EU’s own performance on gender issues in fragile, conflict and post-conflict countries.

Using these frameworks as a reference point, this paper provides guidance and practical tools that can be used to ensure that gender issues are effectively mainstreamed into all aspects of the EU’s peace, security and development-related work.
Gender, peace and security: Concepts and issues

In recent years the international community has become more responsive to the need to incorporate a deeper understanding of the differentiated needs, capacities and interests of local populations in conflict-affected regions [4]. Men and women affect and are affected by conflict differently, through their various roles, responsibilities and access to power, in both positive and negative ways. This then influences the extent to which they can adapt to and transform conflict dynamics and contribute to peacebuilding and development. Women are often seen as victims and men as the aggressors in conflict-affected contexts, however the reality is that both men and women have complex and multiple roles and identities. Understanding these dynamics is critical for conflict prevention, peacebuilding and development. Gendered identities and expectations can influence the underlying cultures of violence and discrimination that need to be targeted in order for conflict to be prevented and peace to be realised. Indeed, it is now increasingly accepted that there is a link between gender-sensitive approaches and more equitable, inclusive and sustainable responses to violent conflict.

This section of the briefing note will provide an overview of these dynamics as well as some examples of how gender-sensitive approaches can strengthen responses to violent conflict.

**Key concepts** [5]

“Gender refers to the socially constructed differences, as opposed to the biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures. Gender roles and relations are often altered during and after armed conflict. It is important to note that gender is not only about women, but about gender roles of both sexes, and that a gender perspective thereby also concerns the role of men.”

“Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality.”

“Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person’s will, and that is based on socially ascribed (gender) differences between males and females. Acts of GBV violate a number of universal human rights protected by international instruments and conventions. Many – but not all – forms of GBV are illegal and criminal acts in national laws and policies. Around the world, GBV has a greater impact on women and girls than on men and boys. It is important to note, however, that men and boys may also be victims of gender-based violence, especially sexual violence.”

[4] The term ‘conflict-affected context’ is intended to apply not only to countries or regions that are currently experiencing violent conflict, but also those that are at risk of or are vulnerable to incidences of violent conflict, or those recovering from its effects.

Although it is a frequently used term, ‘gender’ is often misunderstood and is incorrectly seen as being synonymous with women. This results in the failure to recognise the fluid and dynamic nature of gender roles and relations, which are changeable over time and differ depending on the cultural context and in relation to the other identities of individuals and communities. Gender identities are multi-dimensional, and are shaped by the obligations, assumptions and expectations held about men and women. Gender roles and relations are institutionalised and enacted at multiple levels, including the family, the community and the State, and they cut across social, economic and political spheres. It is for instance important to resist stereotypes of women as victims or men as aggressors during and in the aftermath of violent conflict. In reality, both men and women have multiple and complex roles in conflict and peace-building, and gender analysis is a tool that can be used to understand the different roles, relations and identities of men and women in any given context.

A gender perspective on building a bridge

A group of men were sent to Sri Lanka in order to build a bridge. During one of the Swedish Rescue Services Agency’s pre-operations briefings, gender equality was on the agenda. However, the operation officer didn’t think that was necessary: “Our task is to build a bridge, we don’t need to worry about gender issues”, he claimed.

The instructor then started to ask questions: “Who is going to use this bridge?”
“Well, the locals,” the officer answered.
“You mean men, women and children?” the instructor asked.
“Well, yes.”
“OK, how do they travel?”
“By car mostly,” the officer answered.
“The women too?” the instructor asked.
“No, they’ll probably walk,” the officer answered.
“Then maybe you want to consider building a pedestrian zone on the bridge?” the instructor asked. The operation officer could only agree.
“Now, gentlemen, we have just used a gender perspective on building a bridge,” the instructor added.

Against this complex backdrop, empowering women and encouraging their participation at multiple levels in order to achieve equality is critically important, as women’s rights and their role in building peace have often been undermined or ignored. However, a dual approach of specifically supporting women’s empowerment as well as mainstreaming gender equality in all policies and programmes is needed. This ensures that changing gender roles and relations can be taken into account.

[6] This example has been taken from “From Words to Action”, Swedish GenderForce, p.3 http://www.genderforce.se/dokument/From_words_to_action.pdf
### BOX 1: Gender dimensions of different phases of conflict cycle [7]

<table>
<thead>
<tr>
<th>Elements of conflict situation</th>
<th>Possible gender dimensions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Increased mobilisation of soldiers</strong></td>
<td>Increased commercial sex trade around military bases and army camps.</td>
</tr>
<tr>
<td><strong>Mobilisation of pro-peace activists and organisations</strong></td>
<td>Women have been active in peace movements – both generally and in women-specific organisations. Women have often drawn moral authority from their role as mothers. It has also been possible for women to protest from their position as mothers when other forms of protest have not been permitted by authorities.</td>
</tr>
<tr>
<td><strong>Increasing human rights violations</strong></td>
<td>Women’s rights are not always recognised as human rights. Gender-based violence may increase.</td>
</tr>
<tr>
<td><strong>Social networks disrupted and destroyed. Changes in family structures and composition</strong></td>
<td>Gender relations can be subject to stress and change. The traditional division of labour within a family may be under pressure. Survival strategies often necessitate changes in the gender division of labour. Women may become responsible for an increased number of dependents. Women, men, and children can be mobilised for fighting, or be displaced and/or killed.</td>
</tr>
<tr>
<td><strong>Material shortages (of food, health care, water, fuel, etc)</strong></td>
<td>Women’s role as provider of the everyday needs of the family may mean increased stress and work as basic goods are more difficult to locate. Girls may also face an increased workload. Non-combatant men may also experience stress related to their domestic gender roles if they are expected, but unable, to provide for their families.</td>
</tr>
<tr>
<td><strong>Dialogue and peace negotiations</strong></td>
<td>Negotiations processes are always male-dominated. Women are often excluded from the formal discussions given their lack of participation and access in pre-conflict decision-making organisations and institutions.</td>
</tr>
<tr>
<td><strong>SSR</strong></td>
<td>Security forces are male-dominated, and women may face difficulties in being recruited for the police and army. Gender-based violence or the need for gender and human rights training is often not addressed by security sector reforms.</td>
</tr>
<tr>
<td><strong>Transitional justice</strong></td>
<td>Women may find it difficult to access formal justice sector due to physical, social and economic obstacles. Discriminatory legislation can exacerbate gender-based violence. Fear of stigma or retaliation can prevent women from seeking justice for gender-related crimes.</td>
</tr>
<tr>
<td><strong>Holding of elections</strong></td>
<td>Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues.</td>
</tr>
<tr>
<td><strong>International investments in employment creation, health care, etc</strong></td>
<td>Reconstruction programmes may not recognize or give priority to supporting women’s and girls’ health needs, or target them for assistance with domestic responsibilities, skills training or access to credit</td>
</tr>
<tr>
<td><strong>DDR</strong></td>
<td>Combatants often assumed to be all male, and women and girls may face difficulties in accessing DDR programmes. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc. Possibility of increased domestic violence during demobilization when combatants return home.</td>
</tr>
</tbody>
</table>

The impact of violent conflict on gender roles and relations

Gender analysis is important for peacebuilding, because violent conflict affects and engages men, women, boys and girls in different ways. Their different roles, needs and priorities must be taken into account when responding to conflict and building peace. Women and men are both affected by conflict, but due to gender inequalities and the lack of structures and norms to protect them, women are often more vulnerable and bear the brunt of many of the harmful consequences of armed violence. In addition to physical insecurity, the many challenges that women face in post-conflict environments include extreme poverty, the destruction of social networks and coping mechanisms, limited options for employment and livelihood-generation, and exclusion from political and decision-making structures. Without addressing these various physical, economic, and socio-political insecurities experienced by women, the attainment of sustainable peace and development will be compromised.

In circumstances of displacement and instability, although both men and women have to adapt to the loss of social networks and the destruction of traditional coping strategies, women can feel this loss more acutely due to their greater involvement in and responsibility for the day-to-day demands of family and community life. Because women are often excluded from decision-making processes and have fewer rights and access to resources, they often face more difficulty than men in adapting to transformed social, political and economic relations. Indeed, the ability of individuals to survive and adapt to changing circumstances during conflict is influenced by the degree of their access to power structures and resources. It is in this respect that women are particularly disadvantaged, as they face more difficulty than men in adapting to transformed social, political, and economic relations due to the fact that they are often excluded from decision-making processes and have fewer rights and access to resources. Nevertheless, it is critical that the potentially negative impacts of conflict on both men and women are understood, and a proper gender and conflict analysis carried out to understand the opportunities and spaces for positive transformation in gender roles and relations.

Just as women’s roles as victims are most often focused on, most men are assumed to play the role of soldiers in situations of violent conflict. In fact, both men and women can be heads of households, can be responsible for generating income and livelihood for their families, inciting violence within their families and communities or participating in community-based peacebuilding and reconciliation efforts. Women’s responsibilities as carers and heads of households often grow as a result of conflict. These increased responsibilities can come about as a result of men being displaced or fleeing the violence and risk of abduction, being drawn into the fighting, or as a result of them being injured and killed. As a result, at times women may become the main breadwinners, and be forced to take on new forms of waged labour in both the formal and informal sectors. This adds a further burden on top of the domestic responsibilities that they may have already had pre-conflict. Whilst these new economic roles can at times be empowering for women, there is also the risk that men’s identities as the ‘provider’ are undermined particularly in cases of high unemployment during or following conflict, and this can lead to increased levels of domestic violence and violence with small arms when men return to their communities.
It is important to recognise that although conflict can challenge gender roles and relations resulting in increased opportunities for women in particular, these positive transformations are not always consolidated and sustained in the post-conflict phase. There can also be a reversion back to traditional roles and relations or strengthening of cultural values and norms that disempower and marginalise women even after the conflict has ended.

"Following a return home from years of war, women and men in communities face a multitude of challenges. The tensions between families and returning ex-combatants can be extreme, and domestic violence is reported to increase in the aftermath of war. In Rwanda, laws regarding inheritance and other advances for women’s rights have been passed while former fighters remained in neighbouring countries, creating tension in the home when a husband returns. In other instances, war changes the roles of men and women within the home and community. If women have been part of the war effort, they may face a disapproving family upon their return home, as reported in El Salvador and Eritrea, or may be less likely to accept traditional domestic roles. Women who were not participants in the war but provided for their families, as in Guatemalan refugee camps, have also taken on new tasks and decision-making roles—another potential source of post war tension" [8]

**Gender and peacebuilding**

While violent conflict can destabilise gender roles and relations, peacebuilding processes can also contribute to their reconfiguration, both positively and negatively. These effects can happen either intentionally or unintentionally, and therefore it is critical to apply a gender perspective to the design and delivery of peacebuilding programmes. Women often do not benefit from the ‘peace dividend’ which can arise at the end of violent conflict, and may be overlooked in peacebuilding programmes or prevented from accessing and participating in them.

According to recent research by UNIFEM (2009) based on a sample of 14 out of 35 major peace negotiations since 2000, women’s participation in these processes is ad hoc and extremely limited:

- Only 1.2% of signatories to peace agreements were women.
- There were no Chief or Lead peace mediators who were female out of 12 cases for which information was available.
- Women’s participation in negotiating delegations averaged 9.6% of the 6 cases for which such information was available.

Women must be acknowledged as active players and agents for change during peacebuilding processes. Women’s organisations in particular can be a valuable resource in terms of their knowledge about community-level needs and in the access that they have to rural or marginalised populations. Conflict-affected contexts often have weak or ineffective governance structures, and as such, civil society actors often make vital contributions to reconstruction and reconciliation at the community level. Furthermore, women’s groups often bridge ethnic, religious and cultural divides, and women leaders may exercise considerable authority at the household and community levels.

Given the role that many women and girls play as heads of households and principal carers for the young, elderly and ill, they are often extremely invested in the process of building peace in their communities.

It is important to remember that because of the different roles and experiences men and women have, in addition to different needs they often hold different information or insights that can be useful in the peacebuilding phase. For example, in carrying out an early warning mission, speaking to men who are often community leaders and hold positions of authority might tell you something about disputes that have recently arisen between elders or between communities and might highlight some of the grievances; but speaking to women might draw your attention to important information such as the smuggling of weapons along a river at night that only women either have access to given their knowledge about what is going on in their own communities, or are willing to share.

Women and other marginalised groups can be the key drivers of change in peacebuilding processes, and should not just be considered as passive victims or recipients of assistance. They can play a critical role in identifying priorities for the peace process and reconstruction as well as in fostering peace and security at the community level. Peacebuilding and development processes can offer opportunities for those who suffered during conflict, and can present a space to support the more equitable redistribution of power, resources and influence in households, communities and society as a whole.

**Linking gender, peace, security and development**

Gender inequalities can reflect the broader power imbalances that exist in society, and therefore are important indicators of the levels of access to and quality of security, justice and economic empowerment experienced by a given population. Addressing the gender dimensions of development issues such as health, education and access to security providers could contribute to conflict prevention and peacebuilding efforts, particularly in terms of empowering women and providing them with the skills and resources necessary to participate actively in public life. This would enable both men and women to be better equipped to adapt and respond to changing circumstances, including situations of insecurity and instability. Furthermore, the adverse developmental impacts of conflict, particularly on women and girls, should be recognised and addressed in the design and delivery of peacebuilding programmes. The infrastructure for health and education is often badly damaged during times of conflict, and this can have a negative effect on the welfare and opportunities for women and girls in the post-conflict phase. Gender-based violence is also a pervasive problem that can be exacerbated by violent conflict and its aftermath, and can bring many negative physical, social, economic and psychological costs to women and their communities. Women who survive GBV need multiple levels of care, such as HIV and STI testing, primary health care, gynaecological surgery, counselling, community and family mediation, food, economic reintegration, legal advice and support. At the same time however, measures have to be put in place at the structural level to recognize and protect women’s rights, such as law reform to eliminate gender discrimination, reforms of justice and police forces, and policies to promote gender equality in the sectors of health, education and social economic welfare.

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Why are gender issues relevant to peace, security and development?

- Gender analysis is a useful tool that can help us to see and influence power and identity differences, both of which feed into conflict and play a role in creating peace, security and development.
- International commitments that call for the integration of a gender perspective in peacebuilding and development, such as SCR 1325 and CEDAW, must be respected and implemented.
- Both women and men have the right to be involved in, empowered by and benefit from peacebuilding and development.

However, despite the arguments for linking gender, peace, security and development, the reality does not indicate that they have been taken on board. According to research by the OECD, "evidence shows that gender equality has not fared well in the broader aid effectiveness agenda. Reviews of Poverty Reduction Strategies, of Millennium Development Goal progress reports and of Sector Wide Approaches suggest that, with some notable exceptions, these have largely been gender-blind, take a very narrow perspective on gender, lack empirical evidence and/or fail to translate gender analysis into plans with budgets. [10]" UNIFEM has also recently carried out research (2009) that found that only 8% of funds raised through Post-Conflict Needs Assessments specifically targets women’s needs and gender issues.

The EU’s role in gender, peace, security and development

Security and development are becoming increasingly inter-related, and both are pre-requisites for the establishment and maintenance of sustainable peace. This linkage has been acknowledged by the EU in many policy documents such as the European Consensus on Development, and most recently in the Council Conclusions on Security and Development: "there cannot be sustainable development without peace and security, and that without development and poverty eradication there will be no sustainable peace. [11]" Furthermore, "the EU will endeavour to improve the coherence, efficiency and visibility of its external policies and build synergies between them, with due regard for cross-cutting issues such as human rights, gender, including the implementation of UNSCR 1325 on Women, Peace and Security, promotion of democracy, governance, the rule of law and environmental sustainability. [12]" As the global leader in funding for development assistance and an increasingly important actor in crisis management and peacebuilding, the EU is in a position of high leverage to influence the extent to which gender issues are mainstreamed into these processes. The EU has committed itself to placing emphasis on the promotion of democracy and human rights and the strengthening of civil society through dialogue.

In December 2008, the EU adopted a Comprehensive Approach to the Implementation of Resolutions 1325 and 1820, and this framework clearly links peace, security and development and provides an important basis for EU policy in this area. To focus sharper on operational results the EU adopted the EU Plan of Action on Gender Equality and Women’s Empowerment in Development (2010-2015), which includes the target: “By 2013 at least 60% of the EU Delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU comprehensive approach from the perspective of the sectors they are involved in and development cooperation.” Moreover to increase its own accountability the EU adopted Indicators for the Comprehensive Approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security, in order to measure the EU performance regarding the implementation of the Comprehensive Approach.

The EU recognises the close links between the issues of peace, security, development and gender equality. Therefore, there is not only the need to promote the participation and the protection of women in conflict situations and peace building but also the need to ensure that these actions are supported by wider development considerations, such as the promotion of women’s economic security and opportunities and their access to health services and education. This is particularly important in the light of the long-term negative impact that violent conflict has on the development of a country or a region and the need to plan for a multidimensional human security as the basic condition for attaining long term peace and development.

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UN Security Council Resolutions (SCR) 1325 and 1820 on Women, Peace and Security

SCR 1325 was unanimously adopted by the UN Security Council on 31 October 2000. This was the culmination of a long process of advocacy, research and activism by civil society organisations from around the world in collaboration with key UN agencies and Member States on the Security Council. It also builds on a large body of human rights and gender equality frameworks and instruments, including the Convention on the Elimination of All Forms of Discrimination Against Women (1979), the Beijing Platform for Action (1995), the Millennium Development Goals (2000).

The resolution is particularly notable in that it represented the first time that the UN acknowledged women and gender issues as being relevant to peace and security issues. SCR 1325 recognises the “important role of women in the prevention and resolution of conflicts and in peace-building, and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.” However, not only does it acknowledge the vital role that women can play in peacebuilding and suggests that their inclusion is an important dimension of these processes, it also recognises that it is their right to participate.

Although SCR 1325 is not in itself legally binding, it has moral and political power and should be implemented by all UN Member States and other parties specified in the text. Importantly, the resolution is also backed by a strong global women’s movement that continues to advocate for the implementation of the key provisions stated within the resolution.

What is in SCR 1325?

The text of the resolution begins with a reiteration and reaffirmation of previous Security Council resolutions and other commitments and declarations made by the international community relevant to women, peace and security. The eighteen operational paragraphs of the resolution cover a wide range of issues, ranging from women’s roles in decision-making for the prevention, management and resolution of conflict, to recognising the needs of women and girls during repatriation and the need for consultation with local and international women’s groups.

The key provisions of SCR 1325 are often summarised as the ‘3 Ps’:

- Ensure the **protection of women and girls** from all forms of sexual and gender-based violence during, before and after conflict.
- Increase the **participation of women** at all levels of decision-making in conflict prevention and resolution, peacekeeping and post-conflict reconstruction.
- Actively **promote a gender perspective** in peacekeeping and peacebuilding operations.

This framework is useful and highlights the importance of viewing women as agents for change and key participants in conflict prevention, peacebuilding and development, rather than merely victims of violent conflict.

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The table below highlights some of the key actions called for by SCR 1325

<table>
<thead>
<tr>
<th>Women’s participation</th>
<th>Protection of women and girls</th>
<th>Mainstreaming a gender perspective</th>
<th>Gender training</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Increase the number of women at all decision-making levels related to prevention, management and resolution of conflicts.</td>
<td>• Ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.</td>
<td>• Incorporate a gender perspective into peacekeeping operations.</td>
<td>• Develop training guidelines and materials on the protection, rights and the particular needs of women.</td>
</tr>
<tr>
<td>• Appoint more women as special representatives.</td>
<td>• Take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse.</td>
<td>• Adopt a gender perspective when negotiating and implementing peace agreements during DDR, post-conflict reconstruction, etc.</td>
<td>• Increase voluntary financial, technical and logistical support for gender-sensitive training efforts.</td>
</tr>
<tr>
<td>• Support local women’s peace initiatives and indigenous processes for conflict resolution.</td>
<td>• Respect the civilian and humanitarian character of refugee camps and settlements.</td>
<td>• Incorporate gender considerations and the rights of women in Security Council missions, including through consultation with local and international women’s groups.</td>
<td>• Incorporate gender and HIV/AIDS awareness training into national training programmes for military, civilian police and civilian personnel.</td>
</tr>
<tr>
<td>• Involve women in all of the implementation mechanisms of peace agreements.</td>
<td>• End impunity and exclude sexual and gender-based crimes from amnesty provisions.</td>
<td>• Report on gender mainstreaming efforts within peacekeeping operations.</td>
<td></td>
</tr>
</tbody>
</table>

SCR 1325 is targeted at different actors, including UN Member States, the UN Security Council and UN entities, international and regional bodies, post-conflict authorities, parties to armed conflict, parties to peace negotiations and international and local NGOs. Progress in implementing the resolution is reported on annually by the UN Secretary-General, and in October of each year there is an open debate in the UN Security Council marking the anniversary of the resolution. During this meeting, Security Council members and other UN Member States and agencies have an opportunity to report on progress in implementation as well as highlight ongoing gaps and areas for the UN Security Council to take action. The resolution itself has also been translated into more than 100 local languages, and is used as an advocacy tool by women’s organisations and women’s rights advocates around the world. [17]

**Building momentum: Security Council Resolutions 1820, 1888 and 1889**

Whilst SCR 1325 remains the most important and over-arching articulation of the women, peace and security agenda, the international community has renewed its commitment to these issues with the adoption of three new Security Council resolutions: SCR 1820, 1888 and 1889.

One of the most obvious impacts of war on women is the high rate of sexual violence, and in particular rape, that they have to endure.[18] Although Resolution 1325 was an important step forward for the women, peace and security agenda, some advocates felt that the resolution did not adequately address the issue of sexual violence.

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[18] It is important to recognise that men and boys can also be, and are, victims of sexual violence during conflict, however the scale on which women experience rape during conflict far exceeds this. Sexual violence should also be understood as a form of patriarchal violence.
Almost eight years later, in June 2008 the UN Security Council adopted resolution 1820 on sexual violence in conflict. Resolution 1820 reaffirms Resolution 1325 and places sexual violence on the agenda of the UN Security Council, recognising it as a tactic of war and a security issue that demands a security response. The Resolution furthermore recognises sexual violence as a war crime, crime against humanity and constituent act of genocide, and that it can therefore be referred to the UN sanctions committee. SCR 1820 focuses on prevention and response to sexual violence in conflict settings, as well as calling for an end to impunity for these crimes. It demands that parties to armed conflict prevent and punish sexual violence and calls for guidelines to make peacekeeping responses to sexual violence more effective. The resolution also aims to improve data collection around sexual violence in conflict. With the adoption of SCR 1820, the Security Council now has a clear mandate to intervene, including through sanctions and empowering field staff.

Some of the specific actions identified in SCR 1820 include:
- Develop mechanisms and guidelines for UN peacekeeping operations and agencies to protect women and children from sexual violence.
- Invite women to participate in discussions related to conflict prevention, reconstruction and peacebuilding.
- Support the development and strengthening of judicial and health systems for more effective response to sexual violence.
- Support civil society networks to provide sustainable assistance to victims of sexual violence.
- Requires exclusion of sexual violence from any amnesties reached at the end of conflict.
- Develop protection mechanisms in and around refugee camps, during DDR and in justice and security sector reform processes.

A progress report on SCR 1820 was released by the UN Secretary-General on 15 July 2009, making several recommendations on how implementation could be strengthened. This subsequently led to the adoption of SCR 1888 on 30 September 2009. SCR 1888 makes several additional requests in relation to addressing sexual violence in conflict:
- Calls for the appointment of a Special Representative of the Secretary General (SRSG) to provide leadership and coordination in UN efforts to address sexual violence.
- Urges that issues related to sexual violence be considered in the context of peace processes, particularly in relation to justice and reparations.
- Requests more systematic monitoring and reporting of incidences of conflict-related sexual violence.
- Requests that expert rapid response teams be deployed to conflict situations with high levels of sexual violence to assist national governments with preventing and responding to these crimes.

Finally, on 5 October 2009, the UN Security Council adopted SCR 1889 which focuses on women’s participation in peace processes. This resolution reaffirms the important roles that women can play in peacebuilding and post-conflict reconstruction and the need to ensure that their needs are addressed in these processes. It calls for better reporting and greater mobilisation of resources in support of gender equality, and most significantly,
for the development within six months of a set of indicators applicable at the global level to track implementation of SCR 1325.

All of these resolutions are mutually reinforcing, and should be seen as a collective body of commitments on women, peace and security issues. Whilst SCR 1820 and 1888 highlight the specific issue of protecting women from conflict-related sexual violence, it is critical that the emphasis on women’s participation is maintained. Conflict prevention, peacebuilding and post-conflict reconstruction will be much less sustainable if women are not empowered to play constructive roles in these processes, and SCR 1325 and 1889 are both important contributions towards this end.

Implementation at the UN is coordinated and monitored by the Interagency Taskforce on Women, Peace and Security and is overseen by the Office of the Special Advisor to the Secretary General on Gender Issues (OSAGI). The UN System-wide Action Plan on Women, Peace and Security (2008-2009) provides a detailed outline of activities undertaken by each UN entity that works on issues related to women, peace and security, and is a useful overview of progress that has been made. The Secretary-General also prepares annual reports to the Security Council on implementation of resolutions 1325 and 1820, which is issued in advance of the annual open debate on SCR 1325 held in October of each year. Along with the statements delivered by


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<tr>
<td>• Protection of women and girls from SGBV before, during and after violent conflict.</td>
<td>• Prevention and response to SGBV in armed conflict.</td>
</tr>
<tr>
<td>• Increase participation of women at all decision-making levels in conflict prevention and resolution, peacekeeping and post-conflict reconstruction.</td>
<td>• Ending impunity for these crimes</td>
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<tr>
<td>• Actively promote a gender perspective in peacekeeping and peacebuilding operations.</td>
<td>• Guidelines for parties to armed conflict in order to make peacekeeping responses to sexual violence more effective.</td>
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<tbody>
<tr>
<td>Accelerate the implementation of UNSCR 1325 with further measures to improve women’s participation during all stages of peace processes:</td>
<td>Make the implementation of UNSCR 1820 more effective by:</td>
</tr>
<tr>
<td>• Enhance women’s engagement in political and economic decision-making at all stages of pre- and post-conflict situations</td>
<td>• Special Representative of the Secretary General to address sexual violence</td>
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<tr>
<td>• Empower women and counter all negative societal attitudes about women’s capacity to participate equally.</td>
<td>• Sexual violence issues included in peace processes, especially justice and reparations</td>
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<td></td>
<td>• Systematic monitoring and reporting on acts of conflict-related sexual violence;</td>
</tr>
<tr>
<td></td>
<td>• Experts for rapid response teams to be deployed on the ground in situations of high incidence of SGBV in conflict situations.</td>
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Member States, regional organisations, UN entities and civil society representatives these documents provide details about how women's rights and gender issues have been advanced in the context of peace and security processes around the world.

Progress and steps forward the implementation of women, peace and security commitments

Since the adoption of SCR 1325 in 2000 and SCR 1820 in 2008, some progress is visible at the international, regional and national levels in terms of advancing women, peace and security commitments. Whilst these resolutions are particularly relevant to implementation in the context of UN peacekeeping operations, it is important that they are domesticated and implemented at the national level. Non-state actors can also play important roles in implementation, and in fact, civil society organisations have often been the most active proponents of SCR 1325.

Some examples of the progress that has been made in implementing the resolutions include:

- As of May 2008, 12 out of 20 UN peacekeeping missions had a full-time gender advisory capacity.
- As of October 2009, sixteen countries have adopted National Action Plans (NAPs) for the implementation of SCR 1325. Of these, nine have been in EU Member States.
- Most national governments and regional and international organisations have either focal points or full-time staff positions with responsibility for women, peace and security issues.
- In Liberia, the process of developing the NAP involved women from throughout the country, including rural areas, in consultations and workshops to raise their awareness about SCR 1325 and their rights in relation to peacebuilding and development.
- There is increased awareness about women's roles in conflict and peacebuilding, including training courses and publications outlining lessons learned, best practices and recommendations to ensure gender-sensitive peacebuilding.
- Sexual violence is now recognised as a weapon of war and increased international attention is being placed on this issue.
- Largely as a result of quotas, the number of women in parliaments around the world is increasing, with several post-conflict countries such as Rwanda and Mozambique ranking highly.
- Women have been able to actively participate in some peace negotiations such as the Juba Peace Talks, and Graça Machel was appointed by the AU as one of the three mediators for the Kenya crisis in 2008.

However, despite the progress made, it is largely ad hoc and many ongoing gaps and challenges persist. Women remain marginalised from peace processes and are excluded from decision-making structures, they continue to face horrific levels of sexual and gender-based violence, and few women are nominated to senior level positions within the key peace, security and development organisations, including the EU.
UN Security Council Resolutions (SCR) 1325 and 1820 on Women, Peace and Security

- In post-conflict Sri Lanka, women make up only 5.8% of national parliamentarians.[24]
- 87% of Afghan women experience domestic violence and live in constant insecurity.[25]
- Only 2.4% of signatories to peace agreements have been women.[26]
- Women make up only 2.7% of the Congolese army.[27]
- As of May 2008, only 6 out of 66 (11%) SRSGs, DSRSGs or Special Envoys at the UN were women.[28]
- An average of 40 women and children are raped every day in South Kivu, DRC.[29]
- As of October 2009, the EU has never appointed a woman in the position of Special Representative.[30]

As the statistics in the box above illustrate, much progress remains to be made before both women and men will be able to equally benefit from, contribute to and influence peace, security and development processes. There are a number of key areas where progress is needed to move forward in the implementation of SCR 1325 and other related commitments.

First, adequate human and financial resources and increased political prioritisation of these issues are necessary to make resolutions 1325 and 1820 a reality. Policy commitments to address the needs and promote the rights of women affected by conflict can be more effectively implemented if they are matched by adequate human and financial resources by governments and international and regional organisations. Departments or teams addressing gender issues, or resolutions 1325 and 1820 more specifically, should be supported with funding, training opportunities and a broad mandate to mainstream gender across relevant sectors, including issues such as SSR, DDR, Justice and crisis management. Addressing women-specific and gender issues is a political decision rather than just a technical one, and therefore requires sustained engagement at the highest levels of leadership, an investment of resources in training and recruiting skilled staff, and strategic allocations of funding to specific programming interventions.

Genderforce: Advancing gender in the defense sector[31]
The Swedish government has established an innovative programme entitled ‘Genderforce’ to promote gender balance in the defense sectors and to mainstream gender issues in their peacekeeping and crisis management activities. All officers and soldiers deployed on operations receive at least three hours of training on SCR 1325 and gender issues, and the Swedish Armed Forces contributed the first-ever gender advisor to EUFOR RD Congo in 2006. There is also a Gender Coach programme to support senior managers with training and mentoring to strengthen implementation of gender mainstreaming policies. It is hoped that working with the key decision-makers will help to influence structures and behaviours within the defense sector to support greater gender equality, as well as increasing accountability.

[24] GAPS Monitoring checklist
[25] GAPS Monitoring checklist
[27] GAPS monitoring checklist
[28] 1325 2009 annual report
[31] See “From Words to Action”, Genderforce Sweden http://www.genderforce.se/dokument/From_words_to_action.pdf. The Dutch government also has a similar programme, see “Genderforce: Women and men work better together”, www.defensie.nl
Second, **more robust monitoring and reporting mechanisms** would enhance accountability for governments and international and regional organisations to follow their own policies and action plans and implement the resolutions. Governments that are developing or revising their NAPs on SCR 1325 have an opportunity to incorporate indicators and clear monitoring and reporting mechanisms. The EU Indicators for the Comprehensive Approach[32] provides a useful basis for measuring the impact of its interventions in the area of progress made regarding the protection and empowerment of women in conflict setting and in post-conflict situations. (see Box 3). Monitoring mechanisms require clear objectives, time plans and a division of responsibilities, as well as indicators and plans for collecting information about and reporting on implementation. It is not only governments or international bodies that are responsible for monitoring, but civil society organisations can also play a valuable role in shadow reporting, calling authorities to account, and identifying shortfalls and gaps in implementation of these commitments. SCR 1888 also contains specific requests in relation to data collection and reporting on efforts to address sexual violence which is a useful step forward and will increase the accountability of perpetrators of widespread conflict-related sexual violence.

**Enhancing monitoring and reporting on SCR 1325: Two case studies**

**Developing indicators for the Liberian National Action Plan on SCR 1325**

The Liberian government launched its National Action Plan for the Implementation of UNSCR 1325 and 1820 on Women, Peace and Security (LNAP) in March 2009. This plan was the culmination of a lengthy process of engagement and consultation with various stakeholders from throughout the country, resulting in a participatory process. The plan itself has four key pillars (protection, prevention, participation and promotion) and incorporates both SCR 1325 and 1820, with a strong focus on addressing and responding to gender-based violence. Following completion of the plan, over 190 indicators were identified to assess implementation, ranging across the spectrum of quantitative and qualitative approaches to measurement. Many of these indicators are quite ambitious and a high level of investment of resources and analysis will be required to measure progress in implementation against them. In response to this, the Ministry of Gender, UN Development Fund for Women (UNIFEM) and UN Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI) developed with key stakeholders a more targeted set of 8-10 high priority indicators that focus on feasible, accessible and already available data where possible. There is a provision for an interim and final progress report during the period of implementation (2009–2013) within the NAP, as well as the establishment of a Civil Society Monitoring Observatory (CSMO), which will act as a watchdog and produce a shadow monitoring report by 2013. It will be critical to ensure that the representatives sitting on the CSMO receive any necessary capacity-building and training to strengthen their skills in monitoring and evaluation, as well as using indicators. Efforts are also underway to link the LNAP to the implementation of the Government of Liberia’s Development Strategy.

**The GAPS Global Monitoring Checklist**

Gender Action for Peace and Security (GAPS), a UK-based network of NGOs and experts working on gender and peacebuilding and SCR 1325, recently published a pilot study called the Global Monitoring Checklist (GMC). The GMC assesses the implementation of SCR 1325 across five regions (Afghanistan, DRC, Nepal, Northern Ireland and Sri Lanka). It uses both quantitative and qualitative data and indicators, such as: inclusion of NGOs within peace negotiations as observers and as participants; the number and percentage of women in decision-making positions (parliamentarians, ministerial and sub-ministerial positions) in local and national government, and whether or not a quota system is in place; and the number and percentage of women represented in the police, army and other security sector institutions. One of the major challenges in compiling the data and analysis for the GMC has been the lack of reliable information available on women, peace and security issues. The GMC identifies achievements, good practices, challenges and obstacles to the implementation of UNSCR 1325, and is a useful basis for future assessments of implementation at the national level.[33]

Third, the broad mandate of SCR 1325 and other related commitments requires that all relevant stakeholders ensure **strategic prioritisation** of the different issues relating to gender, peace, security and development. The resolutions themselves do not give much guidance on prioritisation and practical measures that can be taken to implement them, and each government or organisation has to go through a prioritisation process that is based on a gender and conflict analysis of a given context as well as an assessment of the capacities and comparative advantages of the given peacebuilding or development actor. It is important to note that this process cannot be undertaken properly within a short timeframe, and should include local-level learning, ownership and leadership.

### Identifying national priorities for women in Afghanistan:

In 2004 Afghanistan ratified CEDAW. A 10-year National Action Plan for Women in Afghanistan (NAPWA) is now in place with a three-pronged strategy to achieve gender equity, which is “to eliminate discrimination against women, develop their human capital, and ensure their leadership in order to guarantee their full and equal participation in all aspects of life”. As the NAPWA has all elements for a comprehensive implementation of UNSCR 1325 and 1820, it should be taken on board by the international community and could be used as the basis for channeling and targeting support for women’s empowerment and gender equality in the country.

For more information on SCR 1325 and other women, peace and security commitments, see:
- PeaceWomen website: [www.peacewomen.org](http://www.peacewomen.org)
- UNIFEM portal: [www.womenwarpeace.org](http://www.womenwarpeace.org)
- International Alert website: [www.international-alert.org/gender/index](http://www.international-alert.org/gender/index)
- Democratic Control of Armed Forces: [http://www.gssrtraining.ch](http://www.gssrtraining.ch)
EU policies and instruments on gender, peace, security and development

EU Member States are party to a range of international commitments and policies, such as those outlined in the previous section. The EU is able to act across all areas of defence, diplomacy and development, and as such can play an important role in integrating gender equality in all aspects of peace, security and development. The areas of human rights, poverty reduction, governance reform and peacebuilding are particularly important. There are a range of instruments in support of gender mainstreaming available to the EU to use in its external action, including actions in support of peace and security. The EU can also act in cooperation with other bodies such as the African Union at the regional level, and can support the valuable work being done by civil society organisations at the grassroots level.

One of the main challenges in relation to the EU’s response has been the fragmentation across the different pillars of development, crisis management and peacebuilding. Gender issues should be seen as relevant to all EU policy frameworks including those focusing on development and humanitarian issues, human rights, and crisis management.\[34\]

BOX 3: Selected key policy commitments that provide the basis for the EU’s response to gender, peace, security and development.

<table>
<thead>
<tr>
<th>The EU Strategy for equality between women and men 2010-2015 (2010)</th>
<th>Builds on previous policies and the ‘Women’s Charter’ and outlines the EU strategy for the period 2010-2015 to promote gender equality inside and outside the EU. One of the priority areas consist of external actions, which includes the promotion of women’s full participation in conflict prevention, peace building and reconstruction processes, active implementation of the EU Comprehensive Approach, and a further integration of gender considerations into humanitarian aid.</th>
</tr>
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<tr>
<td>Indicators for the Comprehensive approach to the EU implementation of the UN SCR 1325 and 1820 on women, peace and security (2010)</td>
<td>A set of 17 indicators (See Box 4) to reinforce EU action in combating violence against women in conflict situations and the promotion of women’s participation in peacebuilding in order to strengthening EU accountability of implementing its commitments on women, peace and security, detect progress in this area, identify gaps and weakness in the implementation of this policy, and to facilitating policy making, prioritisation of actions, benchmarking, performance and communication on women, peace and security issues.</td>
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  - Specific objective 8 focuses on strengthening EU’s support to partner countries in combating GBV and all forms of discrimination against women and girls.  
  - Specific objective 9 refers to support to partner countries in fully implementing UNSCRs 1325, 1820, 1888 and 1889. |
| A Women’s Charter: EC Communication on Strengthened Commitment to Equality between Women and Men; (2010) | Declaration by the EC in commemoration of the 15th anniversary of the Beijing Declaration and PFA, and the 30th anniversary of the CEDAW, underpinning actions on the following principles:  
  - Equal Economic Independence for women and men.  
  - Equal pay for equal work and work of equal value.  
  - Equality in decision-making.  
  - Dignity, integrity and an end to gender-based violence.  
  - Gender equality beyond the union. |

\[34\] For an overview of the EU response to these issues see Andrew Sherriff with Karen Barnes (2008) Enhancing the EU response to women and armed conflict with particular reference to Development Policy. Maastricht: ECDPM, p. 27-46.
<table>
<thead>
<tr>
<th>EU Comprehensive Approach to the EU implementation of SCR 1325 and 1820 (2008)</th>
<th>Outlines some common definitions and principles based on international and EU-specific lessons learned in relation to gender and peacebuilding, and promotes greater coherence and impact among the EU’s crisis management initiatives and reconstruction and development work in this area. The CA outlines the three-pronged approach that the EU commits to adopting: ● integrating women, peace and security issues in its policy and political dialogue with partner governments; ● mainstreaming a gender approach in its policies and activities; and ● supporting strategic actions targeting the protection and empowerment of women. The CA also highlights actions the EU will take in regard to training, exchange of information, and the issues it will consider in the context of its programmes at the country and regional level, in a variety of thematic areas.</th>
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<tr>
<td>EU guidelines on violence against women and girls and combating all forms of discrimination against them (2008)</td>
<td>These guidelines stress the fact that women and girls face an increased risk of violence during situations of conflict. Among other things, they call for capacity-building in bilateral and multilateral programmes, notably through the provision of assistance for developing NAPs for the implementation of SCR 1325.</td>
</tr>
<tr>
<td>Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP (2008) and Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations (2006, updated in 2008)</td>
<td>These documents related to the Integration of a gender perspective in all aspects of the EU’s crisis management activities, from the planning to the reporting and lessons learned. Strategic and operational measures are identified, and the more recent updates incorporate the provisions of SCR 1820 as well as 1325. The documents provide guidelines on how to integrate gender issues into fact-finding missions, concept of operations, training, reporting, and a wide array of other dimensions of ESDP missions.</td>
</tr>
<tr>
<td>EC Communication on Gender Equality and Women’s Empowerment in Development Cooperation (2007)</td>
<td>This document gives a common vision for the EU on gender equality in development cooperation. It “calls on the Commission and Member States to develop and fully implement appropriate measures, such as concerted and harmonised national action plans for the implementation of Resolution 1325, integration of provisions of Resolution 1325 in CSPs, DDR and post-conflict reconstruction, peace-building and development.”</td>
</tr>
<tr>
<td>European Consensus on Humanitarian Aid (2007)</td>
<td>This document recognises the importance of supporting women’s participation in humanitarian aid responses and the incorporation of protection strategies against sexual and gender based violence in all aspects of humanitarian assistance.</td>
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<tr>
<td>European Consensus on Development (2005)</td>
<td>The document commits the EU to mainstreaming gender equality as a cross-cutting issue, and also states that the EU “will maintain its support to conflict prevention and resolution and to peacebuilding by addressing the root-causes of violent conflict, including poverty, degradation, exploitation and unequal distribution and access to land and natural resources, weak governance, human rights abuses and gender inequality” (section 92).</td>
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The Comprehensive Approach to the EU implementation of SCR 1325 and 1820

Since the adoption of UNSCR 1325 in October 2000, the EU has passed a number of resolutions, instruments and policy documents that are either related to or mention gender, peace and security issues. There are also several guidelines, in particular the Check list to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations which seek to provide more practical guidance in specific areas of action. However, what is needed is a holistic and comprehensive approach across all of the EU’s institutions, outlining a clear commitment and strategy to address gender issues in the context of peace, security and development. In response to this need, from the beginning of 2008 onwards, the EU Member States and its institutions have placed increasing attention on the need to implement SCR 1325 on Women, Peace and Security and, since June 2008, on the subsequent SCR 1820 which focuses on sexual violence and conflict. Now that SCR 1888 and 1889 have also been adopted and further strengthen the women, peace and security agenda their provisions should also be incorporated into any EU action.

Responding to the need for a holistic framework, the Comprehensive Approach (CA) outlines some common definitions and principles based on international and EU-specific lessons learned in relation to gender and peacebuilding, and promotes greater coherence and impact among the EU’s crisis management initiatives and reconstruction and development work in this area. The CA framework could reduce the lack of coherence, coordination, and complementarity that characterizes efforts to integrate gender issues into peace, security and development responses across the EU’s institutions, pillars and their respective instruments. In the CA, the EU established the informal EU “Women, Peace and Security Task Force”, which provides a platform for sharing information and acting as an inter-institutional coordination mechanism involving officials working on gender equality and security issues across the Council and Commission services. This task force also drafted the set of indicators for the implementation of the comprehensive approach.

Some examples of actions identified in the Comprehensive Approach are as follows:

- Step up consultations and cooperation with local and international non-state actors active in the promotion of women’s rights
- Support third countries in their efforts to develop and implement NAPs and other national level strategies on 1325
- Promote implementation of 1325 and 1820 through political and human rights dialogues with partner countries (and engage CSOs in process)
- Support women’s participation in peace processes through diplomacy and financial support
- Increase the number of women appointed as mediators and chief negotiators
- Intensify and consolidate training at all levels in relation to ESDP.
- Incorporate a gender dimension in the programming and implementation of EU financial instruments with a conflict prevention, crisis management or post-conflict component.
- Promote the implementation of 1325 and 1820 in the framework of its partnership with the African Union (AU) and regional and sub-regional African organisations.
- Systematically include women, peace and security issues in the presidency reports on the progress on the prevention of violent conflict and the EU presidency reports on ESDP.
EU policies and instruments on gender, peace, security and development

To EU developed a set of indicators to reinforce EU action and accountability on the Comprehensive Approach (Box 4). Besides this, these indicators will allow to detect progress, identify gaps and weakness in the implementation of this policy, and to facilitating policy making, prioritisation of actions, benchmarking, performance and communication on women, peace and security issues. These EU indicators will be complemented with the ‘global’ UN indicators that cover broader issues such as the occurrence of sexual violence in conflict affected countries, the number and percentage of courts equipped to try cases of violations of women’s and girls’ human rights and the level of women’s political participation.

**BOX 4: Indicators for the Comprehensive approach to the EU implementation of the UN SCR 1325 and 1820 on women, peace and security (Council of the European Union, Brussels, 14 July 2010)**

**A. Action at country and regional level**
1. Number of partner countries with whom the EU is engaged in supporting actions on furthering women, peace and security and/or the development and implementation of national action plans or other national policies to implement the UNSC resolutions on women, peace and security.
2. Modalities and EU tools, including financial instruments that the EU has used to support women, peace and security in its partner countries.
3. Number of regional level dialogues that include specific attention to women, peace and security in outcome documents, conclusions and targets.
4. Number of EU’s partner countries in which work on women, peace and security is coordinated between EU partners and/or with other donors, and type of coordination.

**B. Integrating WPS into EU priority sectors**
5. Number of projects or programmes in specific sectors – notably SSR, DDR, human rights, civil society, health and education, humanitarian aid and development cooperation – implemented in fragile, conflict or post conflict countries that significantly contribute to gender equality and women’s empowerment or have gender equality as their principal purpose; total amount of this funding and its percentage of co-operation programmes in the respective country.

**C. Political support and cooperation with other international actors**
6. Number of national action plans or other strategic, national level documents or reporting procedures in EU Member States.
7. Number and type of joint initiatives and joint programmes at global, regional and national levels with the UN and other international organisations such as NATO, OSCE and the African Union or the World Bank and other international financial institutions (IFIs) on women, peace and security.

**D. Women’s participation**
8. Number and percentage of women mediators and negotiators and women’s civil society groups in formal or informal peace negotiations supported by the EU.
9. EU activities in support of women’s participation in peace negotiations.
10. Number and type of meetings of EU Delegations, EU Member States’ embassies and CSDP missions with women’s groups and/or non governmental organisations dealing with women, peace and security issues.
11. Proportion of women and men among heads of diplomatic missions and EC delegations, staff participating in UN peacekeeping operations and CSDP mission at all levels, including military and police staff.
**E. Common Security and Defence Policy (CSDP)**

12. Proportion of men and women trained specifically in gender equality among diplomatic staff, civilian and military staff employed by the Member States and Community institutions and military and police staff participating in UN peacekeeping operations and CSDP missions.

13. Number and percentage of CSDP missions and operations with mandates and planning documents that include clear references to gender/women, peace and security issues and that actually report on this.

14. Number and percentage of CSDP missions and operations with gender advisors or focal points.

15. Number of cases of sexual abuse or exploitation by CSDP staff investigated and acted upon.

16. Percentage of EUSRs activity reports that include specific information on women, peace and security.

**F. International protection**

17. Proportion (number and percentage) and country of origin of female and male asylum seekers who have obtained the status of refugee, or benefit from subsidiary protection.

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**EC funding instruments**

The various EC financial instruments all make reference to gender equality and women’s empowerment, and some also specifically highlight issues relating to gender, peace and security issues. This offers the EC many opportunities to fund actions in support of women’s empowerment and gender equality. These instruments should be used in conflict-affected countries in order to fully address men and women’s needs. The report outlining the global findings of the EC/UN Partnership on Gender Equality for Development and Peace suggest that there is a “need for gender-specific interventions in conflict and post-conflict countries to be supported by specific financing mechanisms, including basket funding jointly supported by national governments and donors.”[^35]

**BOX 5: Overview of provisions relating to gender, peace and security in the relevant EC instruments[^36]**

<table>
<thead>
<tr>
<th>Instrument</th>
<th>Overview</th>
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<td>European Development Fund</td>
<td>Includes a strong gender dimension (article 31 on gender issues notably calls for a gender sensitive approach and specific positive measures). Gender issues are also implicitly relevant to article 11 on peace-building policies, conflict prevention and resolution.</td>
</tr>
<tr>
<td>Development Cooperation Instrument</td>
<td>Strong focus on gender issues (equality and mainstreaming) in both the geographic and thematic components, including implicitly in programming in post-crisis situations and fragile states.</td>
</tr>
<tr>
<td>European Neighborhood and Partnership Instrument</td>
<td>Reference to the need to support gender equality, particularly in the context of social protection and women’s active participation in economic life.</td>
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[^36]: For a more detailed overview of the references these instruments make to gender, peace and security issues, please see: Sherriff with Barnes (2009): 100-102.
| Instrument for Pre-Accession Assistance | States that actions should support “the promotion and protection of human rights and fundamental freedoms and enhanced respect for minority rights, the promotion of gender equality and non-discrimination” |
| European Instrument for Democracy and Human Rights | Refers to the equal participation of men and women and to the promotion of the rights of women as in the CEDAW and its Optional Protocol, as specific aims of EIDHR support to civil society (see Art.2 (vi) and Art.2 V, EIDHR Regulation 1889/2006). EIDHR Strategy Framework 2007-2010, Objective 2, includes the participation of men and women as a specific priority theme (“Strengthening the role of civil society in promoting human rights and democratic reform, in supporting conflict prevention and in consolidating political participation and representation”). |
| Instrument for Stability | The importance of undertaking actions to advance gender equality is highlighted in Article 3. Assistance in response to situations of crisis or emerging crisis:  
(c) support for development of democratic, pluralistic state institutions, including measures to enhance the role of women in such institutions;  
(f) support for civilian measures related to the demobilisation and reintegration of former combatants into civil society […] as well as measures to address the situation of child soldiers and female combatants;  
(j) support measures to ensure that the specific needs of women in crisis and conflict situation, including their exposure to gender based violence, are adequately met,  
(k) support for the rehabilitation and reintegration of the victims of armed conflict, including measures to address the specific needs of women and children  
(o) support for measures to support the development and organisation of civil society and its participation in the political process, including measures to enhance the role of women in such processes and measures to promote independent, pluralist and professional media |
| Instrument for Humanitarian Aid | No reference to gender issues (2009) |
How the EC and its partners can implement the Comprehensive Approach

Overall, there has been very little accountability for the implementation of SCR 1325 at the UN, regional or national levels, and this has repeatedly been cited as a major obstacle to progress in integrating gender issues into conflict prevention, peacebuilding and reconstruction efforts. The CA commits the EU to strengthening its reporting mechanisms, and could potentially provide the basis of a framework for accountability. (see example of Philippines: human rights based operational approach with gender perspective) Indeed, these frameworks are key to ensuring that EU policy commitments such as the CA are translated into reality and concrete implementation of projects and programmes. For example, gender and conflict analysis should inform the work of the EU and its delegations, and should be seen as a process that actively engages, involves and empowers women and men in conflict-affected contexts. However, recent research has found that gender has rarely been mainstreamed into the EC’s Country Strategy Papers, particularly in the context of programming choices.[37]

There are several areas where EU officials and their partners could implement the Comprehensive Approach:[38]

- **Political dialogue**: Through its institutions and Member States, the EU can be a powerful voice in political dialogue on a range of issues. In conflict-affected regions, even where states do not take on women, peace and security issues, the EU could use diplomatic pressure to advocate for the inclusion of these issues in any peacebuilding processes or policies being put in place. According to the CA, ‘The EU will promote the implementation of Resolutions 1325 and 1820 through its political and human rights dialogues with partner countries, particularly those affected by armed conflict, in post conflict phase or situations of fragility […] The EU will seek to raise awareness and mobilise decision makers on the issues at stake particularly with regard to the preparation of Beijing +15 and the 10th anniversary of Resolution 1325 in 2010’.[39]

- **Financial resources**: The EC has a diverse range of funding instruments at its disposal, all of which could be mobilised in support of women, peace and security issues. Specifically, as stated in the CA, ‘EU financial instruments with a conflict prevention, crisis management or post-conflict component will incorporate a gender dimension in their programming and implementation’.[40]

- **Regional-level coordination**: The EU can coordinate its Member States at the regional level. It can also act as a body in its own right and coordinate with other regional bodies, such as the Organisation for Security and Cooperation in Europe (OSCE) or the African Union (AU). As outlined in the CA, ‘EU actors will work together with relevant intergovernmental organisations, particularly the UN but also actors such as the OSCE and AU and other regional organisations willing to advance gender equality and peace and build on existing initiatives and experience. The goal is to create synergies in situations where the EU and UN or other intergovernmental organisations play significant roles’.[41]

[40] Ibid.
● **Partnerships and engagement with NGOs:** Non-governmental organisations (NGOs) are a critical source of expertise and context-specific knowledge on SCR 1325 and 1820, and can be valuable partners for implementation of projects linked to these resolutions. The EU has collaborated with a diverse range of NGOs in Brussels on SCR 1325 and should ensure that this cooperation and support continues at the Delegation level. NGOs often have access to communities where it is hard for the international community to reach, and can therefore act as important links for project implementation, identification of priority issues, and raising awareness of commitments like SCR 1325. It is also important that the EU enables civil society input into policy decisions, and where possible collaborates with NGOs to ensure a balance of top-down and bottom-up responses to women, peace and security issues.

● **Political leadership:** The EU, as a key international actor, has an important role to play in setting the standards for implementation of the provisions within SCR 1325 and 1820. For example, SCR 1325 calls for more representation of women at all levels of decision-making, and this includes within the EU. The CA commits the EU to ‘strive towards greater number of women as mediators and chief negotiators.’[42] The EU has also committed itself in other policy documents to ensure greater representation and engagement of women in decision-making structures. Nominating and retaining women in leadership positions within the EU institutions would enable the EU to set a positive example for other institutions and governments.

● **Exchange of practice among EU member states:** The EU could organise lessons learned by exchanges between Member States on issues linked to SCR 1325 and 1820. One topic of exchange mentioned in the CA could be sharing experiences with National Action Plans (NAPs) and, in particular, the application of indicators or monitoring mechanisms that have proven effective.

● **Training of EU officials in issues related to women, peace and security:** Gender issues and SCR 1325 are now required components of training for European Security and Defence Policy (ESDP) missions. Wider knowledge of the CA and commitments within SCR 1325 and 1820, as well as the skills in gender analysis needed to implement these policies, is needed among all EU staff from the Council of the EU Secretariat and the Commission – not just those working on gender issues. Increased efforts should be made to reach out to EU officials working on thematic and geographic issues, involving them in any training or learning opportunities.

Another important level where the CA will need to be implemented is at country-level where the EU Delegations have the opportunity to work closely with local stakeholders, including women’s organisations. The EC funding instruments can be used to support capacity-building, service provision and programmes to empower women to participate more effectively in peacebuilding and development activities.

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**SOMALI WOMEN AGENDA**

The decades of conflict in Somalia had many negative gender-related impacts such as causing the widespread break-up and displacement of families, the destruction of homes and household resources, increasing feminisation of poverty, decreased mobility for women and the loss of male providers and male labour. Women remain marginalised from politics and formal peacebuilding despite the international commitments to ensure that they are able to participate in these processes. The Norwegian government and the EU commissioned a gender profile to highlight gender as a cross-cutting issue and a specific priority of the Joint Strategy Paper for Somalia. The EC is further supporting the process of developing a common agenda for the promotion of women’s empowerment and gender equality, working closely with women’s civil society organizations. The Somali Women Agenda (SWA) is an advocacy body for all stakeholders, including Somali authorities and the international community and has been received more than Euro 2.5 million under the 9th and 10th EDF. The SWA is a basis for coordinated, long-term interventions to support gender issues in Somalia, but the continued insecurity and shrinking opportunities for working on these issues in the country present significant challenges that the EU and other donors will need to work together to overcome.
Practical suggestions for integrating gender issues into sectoral activities

The EU adopts sector programming to ensure that government and development partners can work together effectively, ensuring strengthened ownership, more coherent resource allocations and policies, and a reduction in transaction costs.[43] The security and justice sectors are particularly relevant to peacebuilding, and this section will outline some of the main issues to be addressed in DDR, SSR and justice sector reform, as well as in the context of the EU’s crisis management role.

Gender-based violence: a cross-cutting issue[44]

Gender-based violence is one of the most persistent issues directly related to women and conflict, and generally derives from cultural and social norms that imbue men with power and authority over women. Although rape and other forms of sexual violence are the most visible forms of GBV, the term encompasses structural violence resulting from gendered practices, laws and traditions. The use of rape and other forms of sexual violence are increasingly recognised as weapons of war, and SCR 1820 and 1888 strengthen the international community’s accountability for addressing these issues. In 2009 the UN launched a campaign called “Stop Rape Now” as part of UN Action Against Sexual Violence in Conflict (UN Action), which unites the work of 12 UN entities with the goal of ending sexual violence in conflict. The aim of UN Action is to improve coordination and accountability, strengthen and increase effective programming and advocacy on sexual violence, and support national efforts to prevent sexual violence and respond effectively to the needs of survivors.[45]

Addressing GBV requires an understanding of how it relates to women’s economic and social marginalisation as well as the adoption of measures that challenge gender inequality, promote women’s access to human rights, and create an enabling environment for women to enjoy those rights. GBV can be exacerbated by violent conflict, but it is important to recognise that it persists throughout the conflict cycle, and continues to be a serious security issue for women, girls, men and boys in the post-conflict phase. GBV should be treated as a cross-cutting issue that is relevant to all aspects of peacebuilding and development, and the negative physical, social, economic, political and security-related consequences of GBV must be acknowledged, addressed and wherever possible prevented.

Three levels of intervention in relation to GBV can be identified:

- Structural level: Preventative measures to ensure rights are recognised and protected through the implementation of and accountability to international, statutory and traditional laws and policies
- Systemic level: Systems and strategies to monitor and respond when those rights are breached, through the statutory and traditional legal and justice systems, health care and social welfare systems, and community mechanisms.
- Operative level: Direct services to meet the needs of women and girls who have been abused.

A better EU response to GBV is necessary given the scale of the challenges. Any improved response should promote local ownership and coordination and incorporate a multi-faceted approach that ties into economic empowerment, legal systems, governance, the security sector and advocacy.

[44] This section draws on “Gender-based violence programming in emergencies, conflict, post-conflict and development”, presentation delivered by Maaike van Min (Marie Stopes International) and Shannon Meehan (IRC).
[45] See http://www.stoprapenow.org/about.html
Disarmament, Demobilisation and Reintegration

DDR processes can represent an opportunity for both women and men to realise a more positive future and disengage from the fighting forces they may have been associated with during the conflict. Contrary to usual assumptions, women participate in armed forces as combatants, supporters and dependants, however their roles are frequently ignored and they are unable to access DDR programmes. Understanding the different needs and capacities of men and women who have been associated with armed forces will improve the sustainability and effectiveness of DDR.[46] In order for DDR processes to be more gender-sensitive it is necessary to consider many aspects of design and delivery of these programmes. First, DDR processes should not only target individual ex-combatants, but also include those who had support roles or who are dependents of those individuals.

It is important to ensure that women and girls are aware of and have access to DDR programmes, and that vulnerable groups are offered the necessary protection to allow them to put themselves forward for DDR. Second, men and women should receive similar packages for assistance, but they should be tailored to the gender-differentiated needs and expectations of the individuals, and employment and resettlement opportunities should also be provided for women and girls in the reintegration phase. Third, community-based approaches to DDR that also recognise the needs of those in the community where former combatants are reintegrating, particularly the women and girls who may take them into their homes and care for them, can also result in more sustainable reintegration. Finally, family tracing and reintegration programmes should ensure that women and girls, especially those who bore children during the conflict, receive the necessary psychosocial support and healthcare upon return.

Some examples of how a gender perspective can be included in the planning and implementation of DDR include:

- Collection of data on the number of men and women active in or associated with fighting forces.
- Establishment of separate facilities and locations for women and girls to be processed through the disarmament and demobilisation phases.
- Provision of marketable skills training and education opportunities to women and girls, along with medical assistance to deal with complications related to sexual violence experienced during the conflict.
- Sensitisation campaigns through local media targeting women and girls to raise their awareness about the existence and benefit of the DDR process.

However, there are a number of obstacles that can prevent female combatants and women associated with fighting forces from participating in DDR:

- Commanders of armed forces deliberately hold female combatants back or hide abducted women or girls.
- DDR programmes cannot cater for the unexpectedly high number of women or girls associated with armed groups.
- Poor design of facilities for the demobilisation and disarmament process results in inability to meet the needs of women and girls such as childcare or medical assistance for sexual violence-related injuries.
- The misperception that a weapon is required to participate in DDR and women’s poor access to media.

● Stigmatisation related to association with an armed force and women’s security concerns.\textsuperscript{[47]}

Engaging women in the design and delivery of all aspects of the DDR process can avoid some of the obstacles identified above. In particular, women play a key role in the reintegration of ex-combatants into their communities, in their roles as leaders, heads of household, and principal carers. Gender-responsive DDR can also support a more sustainable DDR through addressing male concerns and broader gender-related issues, such as violent notions of masculinity that are often linked with possession of weapons; male victims of sexual violence; or women and men’s changing roles in a post-conflict society.\textsuperscript{[48]}

Sample gender-sensitive indicators for DDR:
- Number and ratio of men/women participating in disarmament, demobilisation and/or reintegration programmes.
- Number of women associated with armed forces aware of requirements for participating in DDR.
- Ratio of women personnel in DDR programmes.
- Number of women consulted on the design and delivery of each phase of the DDR process.

\textbf{DDR in Liberia}

Despite the fact that SCR 1325 calls for the integration of gender issues into DDR processes, women and children in Liberia failed to fully benefit from these programmes. Little attention was paid to women’s needs and contributions in the initial phase of planning for DDR, and as a result there was minimal participation of female combatants, supporters and dependents. The lack of awareness-raising and sensitization targeting women and girls about the DDR process further limited the participation of women and girls. The health and psychosocial services and literacy and numeracy skills training available to women was limited in the early phase of DDR. By the time of the final phase, lessons had been learned and there was increased efforts to target women beneficiaries, and the programmes for reintegration and rehabilitation were redesigned to meet their special needs, such as child care facilities during training hours, health and psychosocial assistance, career counseling and job placement.

For more information, see: United Nations, Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS), Module 5.10: "Women, gender and DDR”.
http://www.unddr.org/iddrs/05/download/IDDRS_510.pdf

\textbf{Security Sector Reform}

Gender is a powerful factor in determining the extent to which individuals feel secure and are able access security services. The security sector is composed of a range of actors such as the police, defence forces, border and customs guards, criminal courts and prisons and parliamentary oversight bodies. Non-statutory actors such as private military companies or NGOs can also play a role in security provision and oversight. It is important to integrate gender analysis into the development of security sector policies, such as national security strategies as well as in the design and delivery of programmes such as police and defense sector reforms, penal reforms, or border management. In order for security providers to be able to meet the needs of women and men in equal measure, gender-specific security threats, such as sexual violence, have to be acknowledged in the design and delivery of security services.\textsuperscript{[49]} Special training in gender and human rights should be provided to officials working in the security sector, and specific programmes

\textsuperscript{[47]} Ibid.
\textsuperscript{[48]} Ibid.
should support the recruitment, retention and promotion of women within the police forces, army and other security sector institutions.

Some examples of how a gender perspective can be included in the planning and implementation of SSR include:

- Collecting sex-disaggregated data on security threats within a given community, for example through local surveys, and making sure that all data that is routinely collected is disaggregated by sex.
- Collaborating with women’s organisations in raising awareness about reforms in the security sector and in increasing understanding of the needs of women and girls.
- Ensuring diversity within the security sector through measures to increase the recruitment and retention of women and other under-represented groups.
- Providing gender training to police and army officers as well as individuals in the penal, immigration and border control sectors.\[50\]

However, there are a number of obstacles that can make it difficult to integrate gender issues into SSR processes:

- Security forces are often the biggest perpetrators of violence against women, but this issue is often not addressed by SSR processes.
- Access to security and justice in rural areas can be limited, and it can take many years for SSR processes to reach communities outside of the urban centres. As a result, women are often subject to discriminatory customary justice and security systems that may not protect their rights and welfare.
- Cultural attitudes, perceptions and stereotypes about the security sector may prevent women from seeking employment in this field.

Sample gender-sensitive indicators for SSR processes:

- Numbers and ratio of men/women personnel employed in security and justice institutions, disaggregated by rank.
- Extent of perception of equal treatment for men and women in the security and justice institutions.
- Numbers and ratio of men/women reporting crimes, by type of crime.
- Number of cases of sexual violence reported to the police.
- Number and percentage of cases reported leading to effective prosecution or disciplinary sanctions.
- Extent to which women/men consider that security services respond to their needs.
- Extent to which men/women consider that they have access to the judiciary.
- Extent to which men/women have confidence in the judiciary and security providers.

\[50\] Ibid.
BOX 6: Integrating gender into the different levels of SSR programming

<table>
<thead>
<tr>
<th>Policy level</th>
<th>Structural level</th>
<th>Programmatic level</th>
<th>Personnel level</th>
</tr>
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</table>
| ● Codes of conduct  
● Sexual harassment policies  
● Reforming existing protocols | ● Gender advisors  
● Gender focal points  
● Gender-based violence unit | ● Community policing  
● Internal hotline for sexual violence  
● Providing trafficking victims with referrals | ● Recruitment, retention and advancement  
● Gender training for justice and security providers |


Justice issues

There can be no peace without justice, and this makes it a particularly relevant issue when implementing peacebuilding and development programmes. Transitional justice processes are important mechanisms for addressing the need for both justice and reconciliation in the aftermath of conflict. Involving women in processes of justice reform is necessary to ensure that they are given equal rights within the judicial system, particularly in countries where women are discriminated against under the law. However, women face specific obstacles in accessing justice such as limited gender-sensitivity and discriminatory attitudes within the police and justice sector, inadequate legislation to protect women’s rights, and the lack of funds or time to travel to police stations of courts. There is therefore a need for awareness-raising and training to increase likelihood that these mechanisms will be gender-sensitive and responsive to the needs of women, and that women are aware that the mechanisms exist, are socially accepted and are easily accessible to them.

Gender-based violence (GBV) and impunity linked to it are among the greatest problems that women face during and after conflict. GBV requires a multi-sectoral response and actors in the justice sector play an important role in tackling impunity. There are a number of challenges that lead to a denial of justice to survivors of GBV. Laws addressing sexual violence, and other forms of gender-based violence, are often inadequate and lag behind international human rights standards in post-conflict countries. In addition to reforming legislation, the process of educating and appointing judicial personnel often has to also be revised. In many post-conflict contexts, there is also a prevalence of informal justice systems and customary law that can make it difficult for survivors to seek recourse under the law. Transitional justice mechanisms that are established in post-conflict contexts must address GBV as well as other gender-related justice and reconciliation issues. If not, impunity will persist in the peacebuilding phase, and this can lead to an absence of any judicial redress and neglect of the needs of survivors.


Regardless of the justice system (formal, traditional, or transitional), stigmatisation and widespread poverty are important obstacles that prevent the reporting of GBV-related crimes. However, gender mainstreaming in the justice sector in post-conflict situations does not relate exclusively to GBV and the physical security of women. Access to land and property and rights within the context of marriage and divorce are also important areas where much discrimination against women exists. As a process, gender justice places a focus on accountability and the responsibility of legal and judicial institutions to safeguard and protect the rights of both women and men.

Some ways in which gender can be integrated into justice reform include:

- Reforming discriminatory legal codes and enact new laws that prohibit gender-based discrimination
- Engage with traditional justice mechanisms to ensure that they uphold basic human rights
- Ensure judicial procedures and practices do not discriminate against women
- Establish special measures in relation to GBV to protect witnesses and victims and to increase the number of cases going to trial
- Take measures to promote the recruitment and retention of women in the justice sector
- Gender-based crimes are recognised as war crimes or crimes against humanity in transitional justice mechanisms

Sample gender-sensitive indicators for the justice sector:

- Prevalence measure of reported domestic violence as well as estimates of unreported violence.
- Level of trust in the law courts and the criminal justice system among men/women.
- Number of confirmed cases brought to justice leading to the effective conviction of the perpetrator.
- Number of sentences effectively and fully implemented.
- Percentage of men/women who say that they use informal mechanisms of dispute resolution as opposed to the formal system.
- Percentage of GBV-related cases processed by transitional justice mechanisms.

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[53] Barnes (2009)
Justice for victims: The REJUSCO project in the Democratic Republic of Congo

REJUSCO is a multi-donor programme that is designed to provide direct institutional support to the national justice system. The coordination unit of the programme is based in Goma, and focuses on reinforcing the rule of law in Eastern Congo, particularly in terms of fighting impunity. REJUSCO initially had three areas of intervention: infrastructure and the functioning of the justice institutions and detention centres; supporting the effective operation of the justice system; and, monitoring and sensitisation on justice-related issues. However, it became apparent that this project was failing to address the horrific levels of sexual violence committed by military forces, militias and civilians against Congolese women and girls. In 2008, a fourth area of intervention was added to the programme, focusing on addressing sexual and gender-based violence (SGBV).

The four pillars of these efforts are: 1) ensure the existence of a fair judicial process for sexual violence cases; 2) reinforce the credibility of the justice system for survivors and the broader community; 3) ensure that survivors and other community members have access to the justice system; and 4) reinforce the respect for and protection of women’s human rights. One of the major challenges in implementing this programme is the difficulty in accessing reliable data on the incidence of conflict-related sexual violence, as well as the numbers of survivors who successfully access medical or judicial assistance. According to UNFPA, during the period January 2007 until March 2008, there were 13,230 cases of sexual violence identified but of these, only 54.9% received medical care and 11.4% accessed judicial assistance. Some of the measures supported by the REJUSCO project include:

- Comprehensive judicial monitoring of SGBV cases arriving in the judicial system.
- Training for justice officials and investigators.
- Support to mobile courts to respond to sexual violence cases.
- Creation of specialised reception offices for SGBV survivors.
- Sensitisation of the local communities with the participation of the local, traditional, political and military authorities.
- Study on community perceptions of sexual violence and customary justice responses to SGBV.
- Meetings and conferences to discuss response to SGBV with the active participation of national and international judiciary, national government bodies, international agencies and non-governmental organisations.

For more information on justice reform and gender issues, see:

Crisis management

Crisis management encompasses preventive strategies through to post-conflict rehabilitation and reconstruction. It is important that gender issues are mainstreamed through these processes to ensure sustainability, ownership and equal representation. Gender is relevant in terms of enhancing planning, staffing and the operational aspects of crisis management, as well as for ensuring that these missions address the human security needs of the civilian population. The EU is increasingly involved in crisis management, both in military and civilian operations, and has adopted several policies to ensure that gender is mainstreamed throughout its ESDP activities. The first gender advisor was appointed to the EUFOR RD Congo mission, and these advisors are playing an increasingly important role in ESDP and are important to ensure the mainstreaming of gender issues and human rights considerations.

Some ways in which gender can be mainstreamed into crisis management operations include:

- Appointing gender advisors and gender focal points to work closely with senior commanders and heads of mission, enabling them to input into planning and the operational stages of the missions.
- Ensure that women are appointed to fact-finding missions and are represented in field patrols to increase access to information and a better understanding of gender-differentiated needs of the civilian populations through more engagement with local women and girls.
- Develop standards of behaviour and codes of conduct guidelines for military and civilian personnel serving on ESDP missions.
- Carry out gender and human rights training for all military and civilian personnel in advance of deployment on ESDP missions.
- Collaborate with local women’s organisations and networks and seek to support their work.

However, despite the clear advantages to increasing the numbers of women deployed on ESDP missions and integrating gender issues into mission planning and operations, several obstacles can make it difficult to implement these measures:

- It may be difficult to access certain groups within a community, particularly women, and therefore their needs may not get incorporated into the work of the mission.
- Gender issues may not be clearly stated as a priority in the mandate of the ESDP mission making it difficult to prioritise and allocate resources to these efforts.
- Resistance and lack of awareness of commanders and heads of mission about how to integrate a gender perspective can lead to these issues having a low priority.
- Lack of standardisation in the pre-deployment gender training provided by individual EU member states.
Integrating gender within EUFOR RD Congo

Leadership-level support and qualified personnel with experience in gender and a clear plan are key elements in any process of gender mainstreaming. The comprehensive effort to integrate gender work within the EUFOR RD Congo crisis management mission could provide a useful model for addressing gender, peace and security issues within crisis management missions and more widely. The integration of gender concerns throughout the EUFOR RD Congo was generally seen as a great success by the EU and external observers. This approach had a number of innovations including:

1. Gender issues were taken into account at the planning stage and were incorporated into the operational plan.
2. Training was provided in DRC by experts in the languages of force personnel and included topics such as the purpose of integrating gender into the operation and the particular situation of gender and women in the DRC.
3. Every soldier carried a card detailing what constituted sexual exploitation and abuse (SEA).
4. A force Gender Advisor and gender focal points within different units were appointed, and subsequently a network was created.
5. Clear support, direction and guidance were given by the Operational Commander and Force Commander on the issue of gender.
6. The EUFOR RD Congo Mission sought to link with MONUC (UN Mission to the DRC) and other UN agencies as well as local authorities such as the Minister of Women and the Family and local women's organisations.

While there were certainly unresolved issues and areas for improvement, generally the integration of gender issues improved the impact of the mission and its perception by the DRC population at large. This approach effectively mainstreamed gender throughout the entire mission, created the specific mechanisms necessary and invested in the specialist personnel needed to make it happen.

[57] Case study taken from Sherriff with Barnes (2008): 34.
Annex 1: Full text of UN Security Council Resolution 1325 on Women, Peace and Security

Resolution 1325 (2000)
Adopted by the Security Council at its 4213th meeting, on 31 October 2000

The Security Council,


Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled «Women 2000: Gender Equality, Development and Peace for the twenty-first century» (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,
Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;

3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children’s Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;

8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. **Calls** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;

12. **Calls** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;

13. **Encourages** 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;

14. **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women’s groups;

16. **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. **Requests** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. **Decides** to remain actively seized of the matter.
## Annex 2: Useful tools

### GENDER MAINSTREAMING IN GENERAL

**Toolkit on Mainstreaming Gender Equality in EC Development Co-operation (2004)**

### GENDER, CONFLICT PREVENTION AND PEACEBUILDING

**OECD Gender Tipsheets: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: a) Post-conflict initiatives & equality between women and men.**

www.oecd.org/dataoecd/3/14/1896632.pdf

**Securing Equality, Engendering Peace: A guide to policy and planning on women, peace, and security (UN SCR 1325).**


**Women and conflict: an introductory guide for programming.**


**CEDAW and Security Council Resolution 1325: A Quick Guide.**

www.unifem.org/attachments/products/CEDAWandUNSCR1325_eng.pdf

**Gender Approaches in Conflict and Post-Conflict Situations.**

www.undp.org/women/docs/gendermanualfinalBCPR.pdf

**Towards Gender Mainstreaming in Crisis Prevention and Conflict Management.**


**Gender Equality and Peacebuilding: An Operational Framework.**


**Securing the Peace: Guiding the International Community towards Women’s Effective Participation throughout Peace Processes.**

www.unifem.org/attachments/products/Securing_the_Peace.pdf

**UNDP The Eight Point Agenda:**

**Practical, positive outcomes for girls and women in crisis.**

www.peacewomen.org/resources/Early_Warning/eight_points_agenda-1.pdf

**Introducing Gender in Conflict and Conflict Prevention: Conceptual and Policy Implications: a gender analysis framework for conflict prevention.**


**Mainstreaming Gender in Peacebuilding: A Framework for Action From the Village Council to the Negotiating Table: Women in Peacebuilding.**

www.cities-localgovernments.org/uclg/upload/docs/mainstreaminggenderinpeacebuildin_g-aframeworkforaction.pdf

**A Practical Guide to Empowerment**

www.unhcr.org/refworld/pdfid/413476574.pdf
Annex 2: Useful tools

**Addressing the Needs of Women Affected by Armed Conflict**
[www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/$File/ICRC_002_0840_women_guidance.pdf](http://www.icrc.org/Web/Eng/siteeng0.nsf/htmlall/p0840/$File/ICRC_002_0840_women_guidance.pdf)

**Rethink: A handbook for sustainable peace** Practical guidelines on gender issues to be aware of when working in areas affected by conflict
[www.kvinnatillkvinn.se/publikationer/rapporter/pdf/Rethink.pdf](http://www.kvinnatillkvinn.se/publikationer/rapporter/pdf/Rethink.pdf)

**Gender and Armed Conflict**
[www.bridge.ids.ac.uk//bridge/reports/CEP-Conflict-Report.pdf](http://www.bridge.ids.ac.uk//bridge/reports/CEP-Conflict-Report.pdf)

**Gender, Conflict and Development**


**The Gender Dimensions of Post-Conflict Reconstruction: The Challenges in Development Aid**

**Turning Policy into Impact on the Ground: Developing indicators and monitoring mechanisms on women, peace and security issues for the European Union, Initiative for Peacebuilding, 2009.**


**SSR:**

**Gender and SSR Toolkit (2008): DCAF-Geneva.**

**OECD Handbook on Security Sector Reform: section 9: Integrating Gender Awareness and Equality.**

**Building an Inclusive Security Sector: How the EU can support gender-sensitive security sector reform in conflict-affected contexts, Initiative for Peacebuilding, 2009.**

**POLICE**

**OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: b) The police and equality between women and men.**
[www.oecd.org/dataoecd/2/44/1896480.pdf](http://www.oecd.org/dataoecd/2/44/1896480.pdf)
Policy briefing paper: Gender Sensitive Police Reform in Post Conflict Societies.

Gender and Police Reform, Gender and SSR Toolkit.
www.dcaf.ch/publications/kms/details.cfm?ord279=title&q279=gender&lng=en&id=47391&nav1=4

JUSTICE AND TRANSITIONAL JUSTICE:

Forthcoming handbook Women Claiming Justice: Using International Law in Conflict and Post- Conflict Situations: extract ”Confronting Sexual Violence in Conflict Situations”

Gender, Justice and Truth Commissions
www.peacewomen.org/resources/Justice/Gender_truthcommission.pdf


Justice for Women: Seeking Accountability for Sexual Crimes in Post-Conflict Situations
www.peacewomen.org/resources/Justice/Justice_for_Women.pdf

Justice Reform and Gender, Gender and SSR toolkit.
www.dcaf.ch/publications/kms/details.cfm?ord279=title&q279=gender&lng=en&id=47396&nav1=4

GENDER-BASED VIOLENCE IN CONFLICT

Gender-Based Violence Legal Aid: A Participatory Toolkit, ARC International, GBV in Conflict-Affected Settings
www.peacewomen.org/un/ngoadvocacy/1325Tools/GBVtools.pdf

Gender-based violence: emerging issues in programs serving displaced populations
repository.forcedmigration.org/pdf/?pid=fmo:3508

repository.forcedmigration.org/pdf/?pid=fmo:3509

Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons: Guidelines for Prevention and Response
www.unhcr.org/refworld/pdfid/3edcd0661.pdf
Towards a Comprehensive Approach of Sexual and Reproductive Rights and Needs of Women Displaced by War and Armed Conflict: A Practical Guide for Programme Officers
www.rhrc.org/resources/idp_rights.pdf

GENDER AND DDR (Small Arms and Light Weapons-SALW)

UNIFEM Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration (October 2004)
www.womenwarpeace.org/webfm_send/278

Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist
www.womenwarpeace.org/webfm_send/1614

OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY f) Gender Perspectives on Disarmament, Demobilization and Reintegration (DDR)

OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: d) Women’s Advocacy for Peace and Disarmament
www.oecd.org/dataoecd/2/42/1896464.pdf

OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: h) Gender Perspectives on Disarmament and Development
www.oecd.org/dataoecd/2/10/1896328.pdf

OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: e) Gender Perspectives on Small Arms
www.oecd.org/dataoecd/2/47/1896504.pdf

Standard Operation Procedures on Gender and DDR: Negotiating DDR: Promoting Women’s Political Participation
www.peacewomen.org/resources/DDR/UNIFEMSO.pdf

Addressing Gender Issues in Demobilization and Reintegration Programs

Gender and Disarmament, Demobilization and Reintegration: Building Blocs for Dutch Policy (2005)

Gendering Demilitarization as a Peacebuilding Tool
www.operationspaix.net/IMG/pdf/BICC_gendering_demilitarization_2002-06_.pdf

GENDER AND MINE ACTION

UNMAS Gender Guidelines for Mine Action Programmes
Gender Perspectives on LANDMINES

OECD Gender Tipsheets: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: g) Gender Perspectives on Landmines

Gender and Landmines: from Concept to Practice

“Why mainstreaming gender in mine action?” The Arguments
www.scbl-gender.ch/fileadmin/Advocacy_Kit/Arguments/1._Arguments_for_GM_in_MA.pdf

“Myths about gender and landmines”

Gender and Development Checklist

How Gender Sensitive Budgeting Makes a Difference

Gender Sensitive Mine Action Programming Cycle

GENDER AND PEACEKEEPING

Gender Resource Package for Peacekeeping Operations
pbpu.unlb.org/pbps/library/GRP%20Full%20Version.pdf


Gender and UN Peacekeeping Operations: Brochure

Gender training for Peacekeepers: preliminary overview of United Nations peace support operations

CWINF: Guidance for NATO Gender Mainstreaming
www.nato.int/issues/women_nato/cwinf_guidance.pdf

DPKO Policy Directive Gender Equality in UN Peacekeeping Operations
Annex 2: Useful tools

**GENDER AND HUMANITARIAN AID, SUPPORT TO REFUGEES AND IDPs**

- **UNHCR handbook for the protection of women and girls**
  [www.internal-displacement.org/8025708F004CFA06/](http://www.internal-displacement.org/8025708F004CFA06/)\1C4E47D60DFA75F4C125740A0035562C/$file/UNHCR_womengirls_Jan08.pdf

- **Handbook in Humanitarian Action Women, Girls, Boys and Men - Different Needs, Equal Opportunities**

- **Gender sensitive disaster management: a toolkit for practitioners**

- **Gender Equality and Humanitarian Assistance: A guide to the issues**

- **OECD Gender Tipsheet: CONFLICT, PEACE-BUILDING, DISARMAMENT, SECURITY: i) Humanitarian Assistance**
  [www.oecd.org/dataoecd/2/16/1896376.pdf](http://www.oecd.org/dataoecd/2/16/1896376.pdf)

- **OECD Gender Tipsheet: INSTITUTIONAL AND ORGANISATIONAL CHANGE**
  Mainstreaming a gender equality perspective in the Consolidated Inter-Agency Appeals

- **Guidelines on the protection of refugee women**
  [www.reliefweb.int/library/GHARkit/files/GUIDELINES_PROTECTION.PDF](http://www.reliefweb.int/library/GHARkit/files/GUIDELINES_PROTECTION.PDF)

- **Summary guidelines and checklist for integrating gender analysis and assessment**
  [www.reliefweb.int/library/GHARkit/files/workshoponintegrationofgenterintoneeds.pdf](http://www.reliefweb.int/library/GHARkit/files/workshoponintegrationofgenterintoneeds.pdf)

- **Checklist for Integration of Gender and Women’s Human Rights**
  [www.reliefweb.int/library/GHARkit/files/checklistforintegration.htm](http://www.reliefweb.int/library/GHARkit/files/checklistforintegration.htm)

- **Beyond Firewood: Fuel Alternatives and Protection Strategies for Displaced Women and Girls**

**GENDER, MEDIATION AND DECISION MAKING**

- **Peace Mediation Essentials: Gender and Peace Mediation**

- **Building Inclusive Post-Conflict Governance:: How the EU Can Support Women’s Political Participation in Conflict-Affected Contexts**

- **Why conflict mediation is not just a job for men?**
Gender sensitivity: nicety or necessity in peace-process management?
www.hdcentre.org/files/Antonia%20Potter%20Gender%20sensitivity%20WEB.pdf

Strategies for policy makers: bringing women into governments
www.huntalternatives.org/download/1648_bringing_women_into_government_mar_09_final.pdf

GENDER AND EARLY-WARNING

Gender and Conflict Early Warning: A Framework for Action

The Elusive Role of Women in Early Warning and Conflict Prevention
www.peacewomen.org/resources/Early_Warning/HillACCORD.pdf

Gender and Early Warning
www.graduateinstitute.ch/webdav/site/genre/shared/Genre_docs/2888_Actes2001/05-schmeidl.pdf

GENDER AND ECONOMIC RECOVERY

ILO Gender Guidelines for Employment and Skills Training in Conflict-Affected Countries

GENDER AND SOCIAL SERVICES IN CONFLICT (HEALTH & EDUCATION)

Reproductive health during conflict and displacement: A guide for programme managers
whqlibdoc.who.int/hq/2001/WHO_RHR_00.13.pdf

www.huntalternatives.org/download/44_section5.pdf

Education in Emergencies: The Gender Implications
www2.unescobkk.org/elib/publications/092/edu_emergencies_Low.pdf