GENDER APPROACHES IN CONFLICT AND POST-CONFLICT SITUATIONS
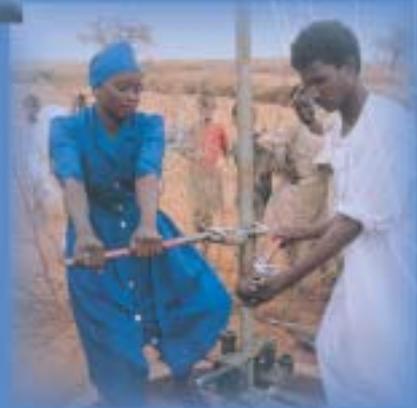
UNITED NATIONS DEVELOPMENT PROGRAMME

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The purpose of this manual is to support and strengthen the capacity of UNDP staff working on recovery and rehabilitation activities in crisis and post-conflict situations to mainstream gender equality objectives. While the traditional perception of women in crisis and post-conflict situations is that of victims of war, the active role women in fact play in such situations is being increasingly recognized. Crises can break down social barriers and traditional patriarchal patterns, thus providing windows of opportunity for the reconstruction of a more just and equitable society where women's human rights will be protected and gender equality will become the norm in institutional and social frameworks.

Arising opportunities must be seized not only to promote the social rehabilitation of a country, but to encourage and support new institutional structures, legislation and its enforcement for the protection of women's political, economic, social and cultural rights. The transitional recovery phase can thus prove to be a particularly critical period for positive transformation of gender relations, providing opportunities to increase women's skills and income-earning opportunities and their overall empowerment.

UNDP's mandate in crisis and post-conflict situations offers the organization a unique opportunity to contribute to this positive change. In countries undergoing a transition phase, UNDP can foster the nascent dynamism for social change, engage national stakeholders in the planning and execution of institutional reforms to empower women and promote gender equality. This is best done by mainstreaming gender into all phases of UNDP interventions – from vulnerability assessments, mission planning, programme implementation and policy advice to monitoring and evaluation of impact on gender relations.

It is hoped that these guidelines manual will serve as an important tool to assist staff in ensuring the incorporation of an effective gender perspective in the planning and implementation process of recovery programmes. The manual was made possible through substantial support from the Emergency Office of the Directorate General for Development Cooperation of the Italian Ministry of Foreign Affairs and benefitted from the valuable input of Augusta Angelucci, Gender and Vulnerable Groups Specialist, UNDP Rome Liaison Office and the UNDP Bureau of Development Policy's Gender in Development Advisors.
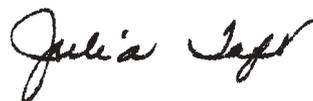
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"Peace is inextricably linked to equality between women and men in development. Armed and other types of conflicts, wars of aggression, foreign occupation, colonial or other alien domination, as well as terrorism, continue to cause serious obstacles to the advancement of women."

– Report of the Ad Hoc Committee of the Whole of the Twenty-third Special Session of the General Assembly

INTRODUCTION

This manual was compiled during a seminar entitled **"Approccio di genere in situazioni di emergenza, conflitto e post-conflitto"** (Gender approach in emergency, conflict, and post-conflict situations), which was held in Rome on 2-6 April 2001. The seminar was organized by the UNDP Bureau for Crisis Prevention and Recovery in Rome and the Emergency division of the Italian Ministry of Foreign Affairs and included participants from various Italian non governmental organizations (NGOs) and UN agencies directly involved in emergency, crisis response and recovery operations.

During the seminar, a needs assessment session was held and participants expressed their interest in having a "how to" manual that could help them better integrate a gender approach during humanitarian, recovery and development activities. The manual is divided into three chapters:

First chapter
The first chapter contains information on the approaches to women and gender issues over the last 20 years. It provides the basic concepts necessary to understand how to address gender issues and improve the impact of humanitarian assistance.

Second chapter
In the second chapter, the relevant international instruments protecting the rights of people affected by war and other emergency situations are presented. Relevant passages are quoted and explained. The full text of these instruments can be found in the annexed CD-ROM.

Third chapter
The third chapter contains information that can be used as reference in programming and organizing humanitarian interventions with a gender perspective.

CD-ROM
The annexed CD-ROM contains case studies, exercises, legal instruments, a bibliography and a list of Web sites to help expand your knowledge of the integration of a gender approach in emergency situations.

"In war-torn societies, women often keep societies going. They maintain the social fabric. They replace destroyed social services and tend to the sick and wounded. As a result, women are the prime advocates of peace"

– UN Secretary General Kofi Annan

The purpose of the manual is to increase the effectiveness of humanitarian and recovery interventions through the integration of a gender perspective.

We believe that this manual will help readers to:

■ appreciate the concept and scope of gender;

■ appreciate the evolution of approaches to gender equality issues over the years;

■ recognize that interventions can be more effective if they integrate a gender perspective;

■ identify the underlying principles and corresponding international instruments which establish the human rights of people involved in emergency, conflict and post-conflict situations, and give particular attention to those issues that directly address women's rights;

■ ensure that the legal rights of women are understood and that adequate measures are taken to respond;

■ identify the particular elements that characterize a gender approach at all levels of humanitarian and recovery assistance;

■ use specific tools and frameworks to conduct a gender analysis and data collection in order to have a more accurate representation of the context in which women are operating;

■ develop mechanisms to ensure that the resources and needs of both women and men are addressed in all stages of programme (protection and assistance) planning, management and evaluation systems;

■ develop strategies to protect and assist women, recognizing that most of them are facing new situations (single household, single motherhood, widow);

■ incorporate a gender perspective in all programming phases;

■ improve the efficiency and effectiveness of protection and assistance programmes by ensuring that adequate attention is given to the needs and resources of all members of the target population;

■ encourage each staff member of each team to ensure that the integration of a gender dimension takes place in their area of competence.

The traditional perception of women in conflict and post-conflict situations is as victims of war. However, the active role women play in such situations is slowly starting to be recognized.[1]

Before outlining the strategies to integrate a gender perspective in emergency and transition situations, it is necessary to review some basic concepts related to gender and conflict.

When discussing gender, we generally refer to the social differences and relations between men and women, which are learned and transformed. The term gender does not replace the term sex, which refers exclusively to biological differences between men and women.[2]

Gender
■ Socially constructed

■ Difference between and within cultures

■ Includes variables identifying differences in roles, responsibilities, opportunities, needs and constraints

Sex
■ Biologically defined

■ Determined by birth

■ Universal

■ Unchanging

Changes in gender relations due to crisis situation

■ Demographic profile changes: in armed conflict situations, more women than men survive

■ Changes in division of labour between men and women that can be long term or even permanent

■ Increased political participation and organization: women in particular learn to gain greater confidence and see benefits of working with other women[3]

Gender roles:
■ Define what is considered appropriate for men and women within the society, social roles and division of labour;

■ Involve the relation to power (how it is used, by whom and how it is shared);

■ Vary greatly from one culture to another and change over time;

■ Vary from one social group to another within the same culture;

■ Race, class, religion, ethnicity, economic circumstances and age influence gender roles;

■ Sudden crisis, like war or famine, can radically and rapidly change gender roles.

For example, understanding gender differentiation and gender discrimination helps us to understand gender on various grounds. After a crisis, women ex-combatants who have engaged in liberation struggles have discovered old attitudes may return and the changes that occurred during the crisis, such as loss of property or death of a spouse, may also have a permanent impact.[4]

Gender and Culture
Culture is part of the fabric of every society. It shapes the way things are done and our understanding of why this should be.[5] Gender identities and gender relations are essential facets of culture as they determine the way daily life is lived not only within the family, but also in society as a whole. Gender influences economics, politics, social interactions and individual needs. It undergoes variations over time and across culture. It is an active force in the formation of the family, the community and the nation.

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[1] Cammack D., *Promoting Gender Sensitive Operations*, WFP Nairobi, 2000.
[2] ILO, *ABC of Women Workers' Rights and Gender Equality*, ILO Geneva, 2000.
[3] Morrison P.T., in *Weaving Gender in Disaster and Refugee Assistance*, InterAction, USA, 1998.
[4] Oxfam, *The Oxfam Training Manual*, Oxfam UK and Ireland, 1994.
[5] www.acdi-cida.gc.ca/equality

The following table highlights ways in which gender differences and inequalities may be relevant in conflict situations. It is not a complete list, but it provides suggestions for further reflection.[6]

Elements of conflict situations and possible gender dimensions	
Pre-conflict situations	
Elements of conflict situations	*Possible gender dimensions*
Increased mobilization of soldiers	Increased commercial sex trade (including child prostitution) around military bases and army camps.
Nationalist propaganda used to increase support for military action	Gender stereotypes and specific definitions of masculinity and femininity are often promoted. There may be increased pressure on men to 'defend the nation.'
Mobilization of pro-peace activists and organizations	Women have been active in peace movements – both generally and in women-specific organizations. Women have often drawn moral authority from their role as mothers, but they have also been able to step outside traditional roles during conflict situations, taking up public roles in relief and political organizations.
Increasing human rights violations	Women's rights are not always recognized as human rights. Gender-based violence may increase.
During conflict situations	
Psychological trauma, physical violence, casualties and death	Men tend to be the primary soldiers/combatants. Yet, in various conflicts, women have made up significant numbers of combatants. Women and girls are often victims of sexual violence (including rape, sexual mutilation, sexual humiliation, forced prostitution and forced pregnancy) during armed conflict.
Social networks disrupted and destroyed – changes in family structures and composition	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.
Mobilization of people for conflict. Every day life and work disrupted.	The gender division of labour in workplaces can change. With men's mobilization for combat, women have often taken over traditionally male occupations and responsibilities. Women have challenged traditional gender stereotypes and roles by becoming combatants and taking on other non-traditional roles.
Material shortages (shortages of food, health care, water, fuel, etc)	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.
Creation of refugees and displaced people	People's ability to respond to an emergency situation is influenced by whether they are male or female. Women and men refugees (as well as boys and girls) often have different needs and priorities.
Dialogue and peace negotiations	Women are often excluded from formal discussions given their lack of participation and access in pre-conflict decision-making organizations and institutions.

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[6] Woroniuk B. *Gender Equality & Peace-building Operations: An Operational framework*, Cida, Canada, 2000.

Elements of conflict situations and possible gender dimensions (cont.)	
Elements of conflict situations	**During reconstruction and rehabilitation** *Possible gender dimensions*
Political negotiations and planning to implement peace accords	Men and women's participation in these processes tends to vary, with women often playing only minor roles in formal negotiations or policy making.
Media used to communicate messages	Women's unequal access to media may mean that their interests, needs and perspectives are not represented and discussed.
Use of outside investigators, peacekeepers, etc.	Officials are not generally trained in gender equality issues (women's rights as human rights, how to recognize and deal with gender-specific violence). Women and girls have been harassed and sexually assaulted by peacekeepers.
Holding of elections	Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues.
Internal investments in employment creation, health care, etc.	Reconstruction programmes may not recognize or give priority to supporting women's and girls' health needs, domestic responsibilities or needs for skills training and credit.
Demobilization of combatants	Combatants are often assumed to be all male. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc.
Measures to increase the capacity of and confidence in civil society	Women's participation in community organizations and NGOs is generally uneven. These organizations often lack the capacity and interest in granting priority to equality issues.

GENDER ANALYSIS

Through **gender analysis** we can identify the differences between women and men regarding their specific activities, conditions, needs, access and control over resources, and access to development benefits and decision-making. Three key elements have been highlighted in identifying gender analysis:

Division of labour
■ Men: productive tasks
■ Women: reproductive tasks

Division of resources
■ Women often are not allowed to own capital assets and have no access and control over resources

Needs
■ Practical and strategic needs differ greatly between men and women

It is important to have a clear understanding of "who does what" within the society. Often women are relegated to reproductive tasks, but in conflict and emergency situations, they may also play an important role in productive activities. Moreover, a better understanding of women's needs is crucial in deciding how benefits and resources are distributed and accessed by men and women during a crisis. Finally, it is fundamental to support not only women's practical concerns, such as the need for fuel, wood, water, food and sustainable health, including reproductive health needs. It is also critical to support women's strategic needs, including leadership, decision-making and empowerment. By supporting these qualities and focusing on women's strengths rather than their weaknesses the entire community will be afforded better protection.

Gender analysis seeks to identify and address the impact of a policy, programme, action and initiative by men and women.

This entitles collecting sexually desegregated data and gender-sensitive information about the population concerned. Gender analysis is the first step in gender sensitive planning and for promoting gender equality. The following gender policies have been classified by Naila Kabeer[7]:

Gender-blind policies
Recognize no distinction between the sexes. Assumptions incorporate biases in favour of existing gender relations and so tend to exclude women.

Gender-aware policies
Recognize that within a society, actors are women as well as men, that they are constrained in different, and often unequal ways, and they may consequently have differing and sometimes conflicting needs, interests and priorities.

Gender neutral policy approaches
Use the knowledge of gender differences in a given context to overcome biases in delivery, to ensure that they target and benefit both genders effectively in terms of their practical gender needs, and that they work within the existing gender division of resources and responsibilities.

Gender specific policies
Use the knowledge of gender differences in a given context to respond to the practical gender needs of a specific gender, working with the existing division of resources and responsibilities.

Gender redistribution policies
Are interventions that intend to transform existing distributions to create a more balanced relationship of gender. These policies may target both genders, or one gender specifically; touch on strategic gender interests; and may work with women's practical gender needs, but do so in ways which have transformatory potential to help build up the supportive conditions for women to empower themselves.

These different approaches are not mutually exclusive. For instance, in situations where gender-blind planning has been the norm, moving towards gender-neutral policies would be a significant step forward. In some situations, it may be counter-productive to start with gender-redistribution policies, and a better approach could focus more on needs specific to women.

There has been a gradual shift in the way women are perceived within development thinking from that of victims and passive objects to independent actors.

Welfare approach
During the 1950s and 60s, the emphasis on women was on their reproductive roles as mothers and homemakers. This approach was based on Western stereotypes of the nuclear family in which women are economically dependent on the male breadwinners.[8]

Women in Development (WID)
In the early 1970s, researchers began to focus on the division of labour based on sex, and the impact of development and modernization strategies on women. The WID concept came into use in this period.[9] The

philosophy underlying this approach is that women are lagging behind in society and the gap between men and women can be bridged by remedial measures within the existing structures.[10] The WID approach started to recognize women as direct actors of social,

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[7] Kabeer N., *Reversed realities: Gender Hierarchies in Development Thought*, Verso, London/New York 1994.
[8] ILO, *Briefing Kit Gender Issues in the World of Work*, ILO Geneva, 1995.
[9] ILO, *Gender, a partnership of Equals*, ILO Geneva, 2000.
[10] ILO, *Briefing Kit Gender Issues in the World of Work*, ILO Geneva, 1995.

Gender Mainstreaming

The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform for Action adopted at the United Nations Fourth World Conference on Women held in Beijing in 1995. The conference highlighted the necessity to ensure that gender equality is a primary goal in all areas of societal development. In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

political, cultural and working life. Criticism to the WID approach emerged later, underlying that women's issues tended to be increasingly relegated to marginalized programmes and isolated projects. The WID approach did not implicitly have a direct impact on development. The problem of WID was that it provided women with additional resources but no power to manage these resources. The WID concept led to increased workloads and heavy schedules for women and prevented their empowerment.

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

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

The ultimate goal of mainstreaming is to achieve gender equality.[12]

Gender and Development

In the 1980s, the GAD approach emerged as a result of WID and its shortcomings, concentrating on the unequal relations between men and women due to "uneven playing fields". The term gender arose as an analytical tool from an increasing awareness of inequalities due to institutional structures. It focused not only on women as an isolated and homogeneous group, but on the roles and needs of both men and women. Given that women are usually in disadvantaged positions as compared to men, promotion of gender equality implies an explicit attention to women's needs, interests and perspectives. The objective then is the advancement of the status of women in society, with gender equality as the ultimate goal.[11]

Mainstreaming is not about adding a "woman's component" or even a "gender equality component" into an existing activity. It goes beyond increasing women's participation; it means bringing the experience, knowledge, and interest of women and men to bear on the development agenda. It may require changes in goals, strategies and actions so that both women and men can influence, participate in and benefit from development processes. Thus, the goal of mainstreaming gender equality is the transformation of unequal social and institutional structures into equal and just structures for both women and men.[13]

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[11] ILO, *Gender, a Partnership of Equals*, ILO Geneva, 2000.
[12] UN Economic and Social Council, *Agreed Conclusion*, E/197/l.30, UN New York, 1997.
[13] ILO, *Gender, a Partnership of Equals*, ILO Geneva, 2000.

Despite years of discussion, there are still misconceptions about exactly what "gender mainstreaming" entails. In the following table, some common myths and realities on gender mainstreaming in humanitarian assistance are presented.[14]

Myth	Reality
Inserting one session on women fulfills the mandate to mainstreaming a gender perspective	Mainstreaming a gender perspective involves changing how situations are analyzed. A brief profile of how and why women's needs are different from those of men's should be the starting point of the analysis. These basic insights should influence the understanding of the contents and raise issues to be explored in each project component.
"We have a women's project and therefore we have mainstreamed gender"	A gender mainstreaming strategy involves bringing a gender analysis into all initiatives, not just developing an isolated subcomponent or project.
"We have mainstreamed gender therefore we can't have specific initiatives targeting women"	A mainstreaming strategy does not preclude specific initiatives that are either targeted at women or at narrowing gender inequalities. In fact, concrete investments are generally required to protect women's rights, provide capacity building to women's NGOs and work with men on gender issues. Many of these initiatives can be more successful through a separate initiative rather than as a subcomponent in a larger project.
"We are here to save lives, not to ask whether or not someone is a woman or a man before we provide assistance or to give priority to women over men"	Using a gender perspective involves incorporating an understanding of how being male or female in a specific situation contributes to vulnerability and defines capacities. It is not a screening process to exclude those who need assistance from receiving support. There may be times when given their different priorities and needs, women and men will best be served through the provision of different resources. Furthermore, it may be necessary to make additional investments to ensure that women's voices are heard. However, a gender mainstreaming strategy does not necessarily call for mechanistic "favouring" of women over men.
"All this talk of gender, but what they really mean is women"	It is true that a lot of the work on gender in humanitarian assistance focuses on women. This is primarily because it is women's needs and interests that tend to be neglected. However, it is important that the analysis and discussion look at both sides of the gender equation. More attention is needed to understand how men's roles, strategies, responsibilities and options are shaped by gender expectations during conflicts and emergencies.

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[14] CIDA/MHA, *Mainstreaming a gender equality perspective in the Consolidate Inter-Agency Appeals*, Note prepared for the Donor Retreat on Consolidated Appeals Process and Co-ordination in Humanitarian Assistance, Montreux Switzerland, March 2001.

The first part of this chapter is based on the presentation made by Dasa Silovic, Senior Adviser on Gender in Development, UNDP New York, during a seminar on Gender and Emergency held in Rome in April 2001. The second part presents the most relevant legal instruments on the protection of women and children in conflict and post-conflict situations. The full text of the instruments presented in this session is available in the annexed CD-ROM under "Legal Instruments".

P O L I T I C A L   P A R T I C I P A T I O N   A S   A   B A S I C   H U M A N   R I G H T

Today, the participation of women in political and public decision-making is generally recognized both in political and in legislative terms. Despite these gains, gender discrimination remains a formidable barrier to women's participation in formal decision-making processes. Political institutions tend to perpetuate an exclusionary attitude and culture of politics towards women. As a result, many women around the world have chosen to work outside formal politics within various civil society organizations and political parties that advocate for social and political change.

An issue often ignored in addressing women's human rights is the rights of women national minorities and ethnic groups. International documents clearly stipulate the recognition of the rights of ethnic groups and minorities. As compared to other women, women belonging to ethnic groups and national minorities experience three times the discrimination within the overall society and as members of their own ethnic group or national minority.

ECONOMIC AND SOCIAL RIGHTS

Women all over the world perform multiple roles in productive labour (paid and unpaid) which is not reflected in their official measures of economic activity. Their access to equal pay for comparable work, family benefits, financial credit and the right to own and inherit property are either non-existent or are limited by law and traditional patriarchal constraints that continue to undermine female economic life.

The traditional gender division of labour treats domestic work as a voluntary contribution by women and perpetuates inequity at every income level. Issues to be addressed should include the greater vulnerability of women due to loss of employment, interrupted employment due to conflict and a gender differentiated assessment of the discrimination faced by women in social welfare systems.

In situations of armed conflict or impoverishment after conflict, women in developing countries tend to maintain their livelihood and that of their families by working in the informal sector. Thus, their labour is not recognized and socially protected and they are completely dislocated from the traditional community in the holding of lands and resources. Resettlement is conducted under patriarchal processes and gives control of rehabilitation packages to men. Even if the situation eventually permits return to the original habitat, women's lives have been drastically altered by the conflict.

Gender-based violence also encompasses life-threatening deprivation of resources like rampant malnutrition and inadequate health care. Freedom from poverty and well-being is the right of every individual. Reproductive rights and the right to family planning are internationally recognized human rights and should be protected in conflict situations.

GENDER PERSPECTIVE FROM WAR TO PEACE

The Impact of Armed Conflicts on Women
Men, women, boys and girls experience conflicts in different ways. Women often take over non-traditional roles brought on by the changes and transformations during the conflicts that render them both victims and actors. On the one hand, war is a burden for women and girls including gender-based and sexual violence (rape as a weapon of war), the spread of HIV/AIDS, increased vulnerability, lack of mobility and the use of women as sexual slaves by soldiers. On the other hand, women also get involved in the conflict as combatants, by taking take care of extended families in extremely adverse circumstances and by developing coping mechanisms to take over non-traditional occupations which enables them to gain exposure outside the private sphere.

Women in the Peace Process
Women often organize themselves at the grassroots level in order to promote activities for peace, but they do not get access to the negotiation table in the formal peace process. It is important to stress that the exclusion of women from the peace process jeopardizes a sustainable peace. It is therefore, also the responsibility of the international community to support women's

activities in the peace process, in line with Resolution 1325 (for example, UNIFEM in Burundi worked on capacity building with local groups of women to enable them to participate in the peace talks). The idea is to better utilize the time between the end of a conflict and the beginning of the reconstruction process in order to promote the participation of women in peace efforts.

Women in Post-Conflict situations
Once we understand the political, economic and social impact of wars on men, women, girls and boys, we are in a better position to define the needs of a post-conflict society. This is a very important phase that gives an opportunity to promote reconstruction efforts with a gender perspective and enable women to participate actively in this process (as they may not want to return to the *status quo ante bellum*). This wide range of activities requires a gender perspective, such as the reconstruction of civil society, reorganization of police and armed forces, promotion of human rights, organization of elections, access to and control over resources (land issues for female head of households) and the setting-up of truth and reconciliation commissions.

Women live daily with the risk of physical, emotional, economic and social harm in ways that have no direct parallels for their male counterparts. In virtually every nation, violence or the threat of violence, particularly at home, constricts the range of choices open to women and girls in almost every area of life, public and private. It limits their choices directly by destroying their health, disrupting their lives, narrowing the scope of their activity and indirectly eroding self confidence and self-esteem. Universally, violence against women is epitomized by several characteristics which include,

■ The reluctance to criminalize, the casual treatment and/or indifference to the issue of violence by existing laws, law enforcement agents, judicial authorities and society at large;

■ The taboo nature of the issue of violence, thus creating what has been described as the "private realm" synonymous with domestic violence;

■ Existing customs, traditional practices and norms that further reinforce and perpetuate inherent discrimination and inequalities;

■ Forced marriages, forced prostitution, trafficking, commercialization of women's bodies, which are consequences of failed states, lack of prudent socio-economic policies and absence of good governance;

■ Sexual violations, including rape, and their use as weapons of war, and other human rights violations by soldiers, international aid workers and peacekeepers, a direct function of intra/inter conflicts and wars;

■ Sexual assault against female civilians during armed conflict as part of a strategy to suppress or punish the civilian population.

While restating the universality of this phenomenon, common characteristics have been recorded – albeit with regional typologies – and varied patterns appear prevalent in specific cultural and geographical contexts. Along these geographical contexts, certain forms of violence against women are intrinsically entrenched in cultural and existing patriarchal ideologies. Such culturally embedded violence includes "female genital mutilation (FGM)"[15] widespread in Africa, "Rapto"[16] prevalent in Mexico, and "honour-killings" practiced in Western Asia, India, Brazil, and Pakistan, among others.

Most recently, however, violence against women has taken new and despicable dimensions. The resultant effect of such repugnant traditional customs, violent intra/inter state conflicts, economic hardships, failure of development policies and globalization is the extreme and continued violation of women's rights and women's inability to participate and make informed choices and decisions about their welfare. Subsequently, women's lives in the public sphere is significantly endangered and marginalized, while violence in the hitherto 'private realm' is intensified. The harmful effect of violence against more than half the population of the world, women, cannot be overemphasized. One of the gruesome effects of such violence against women is the scourging epidemic 'acquired immune deficiency syndrome' (AIDS). Statistics have indicated that the resultant effect of extreme poverty and gender inequality, especially in post-conflict environment and countries in transition, is women's increased vulnerability to the epidemic HIV/AIDS, which leaves households and communities with unimaginable burdens. Often these women are victims of forced sexual assault and rape by soldiers and aid workers. The overall cost to human society and the anguish experienced by the victim is inestimable.

Furthermore, there is growing evidence that war and civil unrest not only endanger women in the public sphere, they also intensify violence against women in the home.

It was in apparent recognition of the incalculable cost of this crosscutting issue of violence to society that the General Assembly at its forty-eighth session on 20 December 1993 adopted resolution 48/104, which proclaimed the "Declaration on the Elimination of Violence Against Women." Earlier conventions and resolutions such as the Convention on the Elimination of Discrimination Against Women (CEDAW), Economic and Social Council (ECOSOC) Resolu-

tion 1990/15 of 24th May, Nairobi Looking Forward Strategies (NLFS) 1985 had made sparse mention of the issue of violence. However, in 1993, the General Assembly resolution 48/104 became the first international human rights instrument to deal "exclusively" with violence against women. It reaffirmed that violence is a violation of women's fundamental human rights. In its article 1, it clearly defined violence as:

> *"any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life." Such violence whether it occurs on the streets or in homes, affects women of every nation, belief, class, race and ethnic group. It is perpetrated by men, silenced by custom, institutionalized in laws and state systems, and passed from one generation to the next."*

Similarly, international and regional declarations and campaigns on violence against women have unanimously condemned the act of violence, and reiterated that "human rights of women are inalienable, integral and indivisible parts of universal human rights."

Consequently, women should be treated as subjects of rights. Societies were therefore urged to:

- Raise awareness on the issue of violence against women;

- Criminalize all forms of gender-based violence;

- Reform pre-existing discriminatory laws, policies, including traditional practices and, in some instances, criminalize such repugnant practices;

- Create new synergies geared towards eradicating violence against women;

- Advocate, build capacities and empower women to speak out about experiences of violence;

- Ratify the Optional Protocol to the Convention on Elimination of Discrimination Against Women, a necessary tool in the fight against gender-based violence;

- Build indicators and collect data to showcase the prevalence of violence against women;

- Identify "lessons learned and adopt best practices."

In spite of the global campaign to eliminate violence against women championed by the United Nations Fund for Women (UNIFEM) and other partners including civil society organizations, violence against women has not been eradicated, though several success stories have been recorded. The Rome Statute of the International Criminal Court now recognizes rape and other forms of sexual violence by combatants as a war crime and considers sexual slavery a crime against humanity. Throughout the world, the campaign has catalyzed a number of legislative reviews and passage of new bills such as:

- Laws prohibiting FGM in several countries including Senegal;

- Laws against domestic violence in Latin America and the Caribbean, Venezuela, Bolivia, Antigua;

- In Brazil, Congress allocated $10 million for the creation of women's shelters;

- In India, the government made gender sensitization training mandatory for police officers;

- In Croatia, Trade Unions adopted sexual harassment policies and the first criminal charges for sexual harassment were filed in a law suit;

- In Jordan, the government built shelters for women victims of honour killings.[17]

Through the campaigns, partners and stakeholders were mobilized in order to reinforce coordination and networking among women and men involved in eradicating gender-based violence against women. Despite these success stories, much work needs to be done.

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[15] Female Genital Mutilation, is the practice of cutting or slashing the clitoris of a woman, often erroneously linked to sexual libido, chastity, and fidelity. This practice is prevalent in Africa, Arab States, Western Asia, etc

[16] Rapto, has been defined by local laws in Mexico as "the kidnapping of a woman by a man for the 'sole purpose of satisfying his erotic sexual desire, or with intent of marrying the woman.

[17] UNIFEM, "Picturing a Life Free of Violence: Media and Communications Strategies to End Violence Against Women."

Security Council 1325 Resolution (October 2000)

A very important step to promote gender in peace building operations was the adoption by the UN Security Council in October 2000 of a comprehensive Resolution on Women, Peace and Security. Resolution 1325 stresses the need to address gender issues in all peacebuilding and peacekeeping efforts and to include women in the key institutions and decision-making bodies committed to the building and maintenance of peace. The Security Council reaffirmed the important role of women in the prevention and resolution of conflict and in peacebuilding. It highlights the importance of their equal participation and full involvement in all efforts geared towards the maintenance and promotion of peace and security, as well as the need to increase their role in decision-making with regard to conflict prevention and resolution. For further information, consult the full text of the resolution in the annexed CD-ROM.

www.un.org

The Geneva Conventions (1949) and Additional Protocols (1977)

During a war, certain humanitarian rules must be observed, even with regard to the enemy. These rules are set out mainly in the four Geneva Conventions of 12 August, 1949, and their Additional Protocols of 8 June 1977. The Geneva Conventions are founded on the idea of respect for individuals and their dignity. Persons not directly taking part in hostilities and those put out of action through sickness, injury, captivity or any other causes must be respected and protected against the effects of war; those who suffer must be aided without discrimination. The Additional Protocols extend this protection to any person affected by an armed conflict. Furthermore, they stipulate that the parties to the conflict and the combatants shall not attack the civilian population and civilian objects and shall conduct their military operations in conformity with the recognized rules of humanity.

www.unhchr.ch

Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others (1951)

Parties that sign this Convention "agree to punish any person who, to gratify the passions of another: (1) Procures, entices or leads away, for purposes of prostitution, another person, even with the consent of that person; (2) Exploits the prostitution of another person, even with the consent of that person". In addition, the states parties promise to punish any

person who keeps or manages, or knowingly finances or takes part in the financing of a brothel; and anyone who knowingly lets or rents a building or other place for the purpose of the prostitution of others.

www.unhchr.ch

Declaration on the Protection of Women and Children in Emergencies and Armed Conflicts (1974)

Prohibits attacks and bombing on the civilian population, inflicting suffering especially on women and children, who are recognized as the most vulnerable members of the population (Art. 1). Moreover, it recognizes all forms of repression as criminal acts, including cruel and inhuman treatment of women and children, imprisonment, torture, shootings, mass arrests, collective punishment, destruction of dwellings and forcible eviction (Art. 5).

www.unhchr.ch

Convention on the Elimination of Discrimination Against Women – CEDAW (1979)

This Convention (entry in force 1981) guarantees women equal rights with men in many spheres of life, including education, employment, health care, political participation, nationality and marriage. The Convention also affords women protection from abuses from which men are largely already protected. However, it does not specifically protect women against rape, spousal abuse or other abuses suffered mainly by women.

www.unhchr.ch   www.unifem.org

Optional Protocol to CEDAW (1999)

Enables individuals to raise complaints with the UN Committee for CEDAW and the Committee to probe into violation of human rights in member states. By ratifying the Optional Protocol, a State would recognize the competence of the Committee on the Elimination of Discrimination against Women – the body that monitors States parties' compliance with the Convention – to receive and consider complaints from individuals or groups within its jurisdiction. The Committee would then be authorized to request the State Party where the alleged violation occurred to take "interim measures … to avoid possible irreparable damage to the victim or victims…".

www.unhchr.ch   www.unifem.org

Convention on the Rights of the Child (1989)

The Convention (entry in force 1990) on the rights of the Child explicitly extends to children the protection afforded to adults through the various legal instruments. For example, States Parties agree to safeguard due judicial process for children and protect children

affected by armed conflict. Four general principles are enshrined in the convention: 1. *Non-Discrimination* (Article 2): states party must ensure that all children within their Jurisdiction enjoy their rights. The essential message is equality of opportunities: girls should be given the same opportunities as boys. 2. *Best interests of the child* (Article 3): the best interests of children must be a primary consideration in all State decisions which affect children. 3. *The right to life, survival and development* (Article 6): the right-to-life article includes formulations about the right to survival and to development. 4. *The views of the child* (Article 12): states that children should be free to have options in all matters affecting them, and those views should be given due weight "in accordance to the age and maturity of the child".

www.unicef.rg   www.unhchr.ch

The Vienna Declaration (1993)

The declaration recognizes that the human rights of women and of girl-children are an inalienable part of universal human rights, and calls for the elimination of gender-based violence. It recognizes the importance of joint efforts to eliminate violence against women in public and private life, and confirms that the violation of women's human rights in armed conflict situations is a violation of the fundamental principles of international human rights and humanitarian law.

www.unhchr.ch

Declaration on the Elimination of Violence Against Women (1993)

Asserts that violence against women is pervasive in all societies, across lines of income, class and culture, and recognizes that violence against women by private actors is a human rights violation. The Declaration reaffirmed that violence against women is the manifestation of historically unequal power relations between men and women and that it is one of the critical mechanisms by which women are forced into a subordinate status.

www.un.org   www.unhchr.ch

Beijing Platform for Action (1995)

The Platform identifies violence against women as an obstacle to the achievement of the objectives of equality, development and peace. It includes a focus on combating violence against women as one of its strategic objectives and on promoting the status of women in war affected countries.

www.un.org   www.unifem.org

During post-conflict and reconstruction an additional set of legal instrument must be taken into account. These instruments include:

ILO Convention 100: Equal Remuneration (1951)

States which have ratified C.100 agree to promote the principle of equal pay for work of equal value. They must ensure its application to all workers in a manner consistent with the national methods used to determine rates of pay. The Convention defines equal pay for work of equal value as a rate of pay fixed without discrimination based on sex.[18]

www.ilo.org

Convention on Political Rights of Women (1952)

The main objective of the Convention is to implement the principle of equality of rights for men and women in the enjoyment and exercise of political rights. The Convention formulates important principles providing that women, without any discrimination, shall be (a) entitled to vote in all elections; (b) eligible for elections to all publicly elected bodies established by national law; (c) entitled to hold public office and exercise all public functions established by national law.

www.unhchr.ch

ILO Convention 111: Discrimination (1958)

Each ratifying state must adhere to the basic goal of promoting equality of opportunity and treatment by means of a national policy that aims to end all forms of discrimination in employment and occupation. Discrimination is defined as any distinction, exclusion or preference based on race, colour, sex, religion, political opinion, national extraction or social origin that nullifies or impairs equality of opportunity or treatment in employment or occupation.

www.ilo.org

Convention against Discrimination in Education (1960)

Adopted by the General Conference of UNESCO, this convention paves the way for equal educational opportunities for girls and women. The convention is not only directed at the elimination of discrimination in education but also concerns the adoption of measures aimed at promoting equality of opportunity and treatment in this field.

www.unesco.org

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[18] ILO *Women Workers' Rights Training Package*, ILO Geneva, 1994.

The first part of this chapter presents essential tools that can help to conduct gender analysis in emergency, conflict and post-conflict situations. In the second part, a series of key suggestions for engendering project formulation are presented.

GENDER ANALYSIS

During humanitarian crises, it is essential that the different needs of the entire community are taken into account. This includes the delivery of services, and according the rights of men and women equal priority in order to guarantee a more successful intervention.

Objectives of the humanitarian and recovery interventions are:
- To protect civilians from harm;

- To save lives;

- To enhance response to and management of crisis;

- To support early initiatives that facilitate the transition to recovery.

Gender analysis contributes to meeting objectives of humanitarian and recovery interventions. It tells us:
- Who (women, men, boys, girls, elderly women and men) suffers and how;

- Who (women, men, boys, girls, elderly women and men) needs protection and why;

- How they (women, men, boys, girls, elderly women and men) cope;

- How they (women, men, boys, girls, elderly women and men) are or are not able to recover.

Gender analysis helps us to:
- Identify areas for action;

- Design interventions;

- Understand implications of interventions;

- Identify processes and structures that perpetuate disadvantages (e.g. legislative, political, socio-cultural, economic);

- Identify potential processes.

Elements emphasizing the need for gender analysis in transition situations:
- Disruption and destruction of social networks;

- Population balance between women and men can change in war time;

- The gender division of labour is often in flux (including new skills for women);

- Gender relations are often contested;

- Women are often excluded from political and diplomatic efforts and negotiations to end the conflict;

- Demobilization of military forces often focuses donor attention to men;

- Abundance of weapons may create urban and rural violence;

- Gender equality may be considered a secondary issue;

- Demographic pressures on women (to increase nationality)[19];

- Reintegration of former combatants and their dependents into local communities (female combatants, war widows, handicapped men and women, girls sexual slaves, child soldiers etc.);

- Impact of mine accidents on men and women and rehabilitation problems;

- Post-conflict violence (domestic violence);

- Return of refugees and internally displaced persons (with special concern for female heads of household);

- Post-traumatic stress disorders (how to assist victims and survivors of gender-based violence);

- Reconciliation issues.

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[19] IASC *Gender Analysis in consolidate Appeal Processes* (CAP).

The ***Capacities and Vulnerabilities Framework*** was designed specifically for use in the humanitarian and recovery context. It can be utilized within the scope of planning and predicting the outcome of interventions, as well as assessing needs by mapping out the strengths and weaknesses of peoples in emergency and transition situations.

In this particular context, **Capacities** refer to the existing strengths in individuals and social groups that are related to people's material, social and physical resources, and their beliefs and attitudes which are built over time and determine people's ability to cope with a crisis.

Vulnerabilities are long-term factors that weaken the ability of people to cope with a sudden crisis or a drawn-out emergency and often make people more susceptible to disaster.[20]

Capacities and Vulnerabilities analysis matrix		
Crisis	*Vulnerabilities*	*Capacities*
Physical/material What productive resources, skills and hazards exist?		
Social/organizational What are the relationships and organization among people?		
Motivational/attitudinal How does the community view its ability to create change?		

During the seminar, a checklist for assessing needs in conflict situations was developed by participants to outline their different experiences of conflict, post-conflict and emergency situations. This checklist can be utilized as a powerful instrument in the service of those persons directly seeking a practical day-by-day evaluation of gender awareness in their intervention and humanitarian assistance strategies. Going through this list should render the intervention more comprehensive and complete, and assist in avoidance of pitfalls such as gender blindness. Nonetheless, the elements described in the checklist are not always readily available in every circumstance. However, a complete gender approach cannot be implemented without a set of minimum level practices.

Set of essential practices
Completed/Date
☐ _____   **1.** Development of a gender analysis from the beginning of any response to an emergency situation (at least some data to understand the composition of the population)
☐ _____   **2.** Registration of refugee women
☐ _____   **3.** More attention to security needs and vulnerabilities of women
☐ _____   **4.** Gender should be a prime consideration in methods chosen to distribute resources
☐ _____   **5.** Guarantee the access of women and men, girls and boys to basic services
☐ _____   **6.** Identify a number of key informants (both men and women) that can help monitor the intervention
☐ _____   **7.** Use ways of communication accessible to the entire population
☐ _____   **8.** Create a mechanism for continuous assessment involving all stakeholders
☐ _____   **9.** Document your experience and share and discuss it with others addressing similar situations

Checklist

1. Make a brief analysis of the social and cultural context in which you are going to operate, taking into account:

☐ Existing gender roles (who does what) _____

_____

_____

_____

_____

_____

☐ Who has the power to decide within the family, the community, the institutions _____

_____

_____

_____

_____

_____

☐ Who receives the supplies in the distribution lines _____

_____

_____

☐ Structure of local households _____

_____

_____

_____

_____

☐ How resources are allocated within the household _____

_____

_____

_____

_____

_____

_____

☐ Roles of men and women in spiritual/religious life _____

_____

_____

_____

_____

_____

☐ Traditional/cultural practices that that hinder women's rights _____

_____

_____

_____

_____

_____

_____

Checklist (cont.)

2. Make a brief analysis of the political context in which you are going to operate, taking into account:

☐ Level of women's participation in political movements, local authorities, decision-making at the community level _____
_____
_____
_____
_____
_____

☐ How women register for voting and how they participate in the vote (if relevant) _____
_____
_____
_____
_____
_____

☐ Whether or not boys and girls have the same access to education_____
_____
_____
_____

☐ Whether girls drop out and if so, at what level _____
_____
_____
_____

3. Make a brief analysis of the economic context in which you are going to operate, taking into account:

☐ Kind of activities/tasks/work that are forbidden to women by local customs _____
_____
_____
_____
_____
_____

☐ Who the breadwinner is in the family _____
_____

☐ Whether or not both women and men are engaged in the informal sector, and what do they do _____
_____
_____
_____
_____
_____

4. Identify local resources that can contribute to the intervention:

☐ Local human resources on which you can rely _____

_____

_____

_____

_____

☐ Existing economic resources (who is managing them? what is the amount?) _____

_____

_____

_____

☐ Existing local infrastructure (location, condition, who is responsible for them) _____

_____

_____

_____

_____

☐ Existing networks of support (family, religious groups, committees…) _____

_____

_____

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_____

☐ Men and women who can collaborate in the protection of the most vulnerable groups _____

_____

_____

_____

_____

☐ Local human resources that would be available after training/capacity building/skills development
(identification of potential) _____

_____

_____

_____

☐ Are women already overwhelmed with work (domestic tasks)? _____

_____

_____

_____

☐ Time factor/allocation of time for the use of local human resources (especially for women who may be
engaged in several activities) _____

_____

_____

5. Remember that people's needs are different:

☐ Identify and prioritize the primary needs of both men and women. (Conflict may keep women inside their homes more than at normal times. Special efforts need to be made in order to contact them and ascertain their needs.) _____

_____

_____

_____

_____

☐ Organize sanitation according to the population _____

_____

_____

_____

_____

☐ Organize income-generating activities targeting the more vulnerable groups _____

_____

_____

_____

_____

☐ Adapt first aid kits to the context and needs of the target population _____

_____

_____

_____

_____

☐ Organize psychological support activities accessible to the entire population _____

_____

_____

_____

_____

☐ Use (in these activities) different approaches according to sex and age of the end-users _____

_____

_____

_____

_____

☐ Create medical infrastructures accessible to the entire population _____

_____

_____

_____

_____

☐ Involve both men and women in the organization and management of the camp _____

_____

_____

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_____

_____

☐ Organize some activities to satisfy social, psychological and cultural needs _____

_____

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_____

☐ Protect both women and men from violence (e.g. women: sexual violence; men: forced recruitment in

the armed forces) _____

_____

_____

_____

_____

_____

_____

☐ Help the local population to return, as far as possible, to "normal" everyday life _____

_____

_____

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_____

_____

☐ Camp settings – organize the camps according to security priorities for women and girls (separate loca-

tion of latrines and showers for men and women, improve security within the perimeter of the camp etc.)

_____

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Projects may have different impacts on men, women and children according to the way in which they are designed and implemented. Developing gender-sensitive projects means integrating a gender dimension into all phases of project formulation. The following table analyzes the project cycle and makes suggestions for engendering particular programmes.

The Project Cycle Phase 1. Problem identification and analysis	
General Components	*Elements for engendering project formulation*
■ Identify the problem ■ Analyze the problem ■ Generate solutions ■ Select solutions ■ Apprise solutions ↓ ■ Agreed problem and preferred solution	■ Making a socio-economic analysis through interviews with leaders (both men and women) ■ Engendering the project cycle: Integrating a gender dimension into all phases of project formulation; involving local women in all phases of the project, including design, planning, implementation, monitoring, and evaluation ■ Meetings with representatives of the community (young, adults, elders both men and women) in order to find out: – Existing gender roles – Gender division of labour (who does what within the home and the community) – Access to and control over resources – Decision making mechanisms – Opportunities to access services – Education level ■ Health situation within the community ■ Identify immediate needs of both men and women ■ Analyze existing projects to find out differences and similarities in gender analysis ■ Identify and select the most relevant strategic needs to be addressed

Phase 2. Project formulation	
General Components	*Elements for engendering project formulation*

■ State the problem
■ Prepare proposal
  – Objectives
  – Outputs
  – Activities
  – Inputs
  – Plan monitoring
  – Plan evaluation
  – Plan implementation
  – Plan budget
  – Challenge assumptions
■ Adjust proposal
 	
↓
 	
■ Agreed proposal to secure funding
	■ Formulate objectives that are concrete and measurable
	
	■ Identify clearly the beneficiary of the project (only women, only men, both, local association and institutions, specific groups)
	
	■ Choose the best approach to reach the identified objectives (WID, gender, both)
	
	■ Design a strategy that takes care of both contributions that men and women can give as well as the specific need they have to satisfy
	
	■ Design the activities on the basis of the selected beneficiaries and of their needs (material help, social activities, psychological support, training activities, information activities)
	
	■ Remember to use gender sensitive language in writing the project
	
	■ Prepare a budget explaining clearly which resource will be devoted to women and men
	
	■ Select adequate staff that can respond to different gender needs: choosing the right human resources will facilitate a correct gender perception (e.g. foresee women doctors where cultural norms are required)

Phase 3. Project appraisal
General Components
■ Review document ■ Challenge major project components ■ Make recommendation for adjustment ■ Adjust proposal ↓ ■ Revised document

Phase 4. Secure Funding	
General Components	*Elements for engendering project formulation*
■ Identify donor ■ Apply required format ■ Negotiate ↓ ■ Funding secured	■ Try, when possible, to select gender sensitized donors ■ Verify that the donors are interested in financing the whole project (including the gender activities) ■ Promote the importance of gender sensitized projects when contacting the donor

Phase 5. Project implementation	
General Components	*Elements for engendering project formulation*
■ Prepare workplan ■ Implement ■ Monitor implementation ■ Assess progress made ■ Identify needs ■ Update workplan	■ Readjust the parts of the project that are not reflecting the target population needs ■ Select gender sensitized collaborator within the local population ■ Train the staff of the importance of the gender approach stressing the accent of those parts of the project which have a gender component ■ Include both men and women of the staff according to the selected beneficiaries of the project and to the cultural and social norms ■ Directly and pro-actively involve the beneficiaries ■ Use means of promotion of the project that are accessible to the entire population

Phase 6. Evaluation	
General Components	*Elements for engendering project formulation*
■ Effectiveness (Are we having an impact on the problem?) ■ Efficiency (Are we using resources efficiently?) ■ Relevancy (Is the project still a relevant solution to the problem? Have better alternatives emerged?) ■ Unforeseen (What unexpected events have affected project performance, and how?) ■ Sustainability (Will the benefits of the project continue once the project has ended?)	■ See how the objectives have been met ■ Measure the improvement and/or decline of both male and female condition ■ Verify the effectiveness through interviews to both women and men ■ Verify the efficiency (both economic and in terms of human resources) ■ Analyze the unexpected results (positive and negative) ■ Verify the sustainability of the project: measure at the end of the project, which and how many activities will have continuity

BACKGROUND PAPER

MAINSTREAMING GENDER IN THE
HUMANITARIAN RESPONSE TO EMERGENCIES

One of the purposes of the UN is "promoting and encouraging respect for human rights and for the fundamental freedoms for all without distinction as to race, sex, language or religion." UN Charter

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ANNEX

Outputs Action Programme on Skills and Entrepreneurship Training for Countries Emerging from Armed Conflict (1996/1997)

(a) Key products:

ILO: *Towards a framework for ILO policy and action in the conflict-affected context: Training and employment promotion for sustainable peace* (Geneva, ILO, 1997).

ILO: *Gender guidelines for employment and skills training in conflict-affected countries* (Geneva, ILO 1998).

(b) Working papers, reports and other materials

Baden, S.: *Post-conflict Mozambique: Women' special situation, population issues and gender perspectives to be integrated into skills training and employment promotion* (Geneva, ILO, 1997).

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