



# Input Paper for the joint Gendernet & CHRnet e-discussion on Gender Equality, Justice, Peace- and Statebuilding

## 1. Introduction

With the adoption of the Sustainable Development Goals in September 2015, the global development community has a new road map to build a more equal, fair and inclusive world society. Two of the most challenging goals were strongly advocated by Switzerland and will be at the core of the new message 2017-20 for what concerns the Gendernet and CHRnet, the SDG 5 on Gender equality and the empowerment of women and girls and SDG 16 on Peace, justice and inclusive societies (strong institutions). These goals are interlinked: sustainable peace requires inclusive peace- and statebuilding and the respect of human rights, and gender equality and women's rights must be at the centre of all efforts. Anchoring them high on the international development agenda was an achievement, supported by Switzerland and based on SDC's operational experience and policy engagement with the DAC Gendernet as well as INCAF and the New Deal.

**As a preparation for the F2F on gender equality, justice, peace- and statebuilding the SDC Gender and CHR networks conduct a joint e-discussion from 25 April to 4 May 2016.** This input paper highlights the gender dimensions of conflict and fragility and outlines links between the topics of peace- and statebuilding with gender equality, this through the Peace and Statebuilding Goals (PSGs) as well as the SDG 5 and 16. At the end, the questions for the e-discussion are presented. In the annex, some basic information on the main references, policies and guidelines on gender equality, peace- and statebuilding are presented.

## 2. Gender dimensions of conflict and fragility<sup>1</sup>

More than one third of the Swiss cooperation partner countries have not achieved the Millennium Development Goals due to conflict, fragility and disrespect for human rights. This weakens the capacity and legitimacy of states to provide effective services, deliver peace and justice, and reduce people's insecurity. Moreover, these factors will also present a major challenge for the implementation of the newly adopted SDGs, in particular SDG 5 and 16. To address and transform conflict and fragility, we also need to understand the inherent gender dimensions and implications for gender equality.

**Conflict and fragility have a strong gender dimension, since women and men have different roles, vulnerabilities and security needs.** Men make up the vast majority of those killed, detained or made disappeared during war. Women are increasingly targeted as civilians, suffer scarcity of resources insecurity in accessing basic services, become refugees and are exposed to sexual and gender-based violence. Taking gendered vulnerabilities into account means acknowledging that even if women and men have been subjected to the same type of violence, their pre-existing socioeconomic and legal status, as well as the cultural meanings around the construction of masculinity and femininity may result in different experiences of harm for women and men.

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<sup>1</sup>This first part is largely based on the KOFF Fact Sheet (2012) *Gender Dimensions of Conflict and Peacebuilding* (swisspeace) [http://koff.swisspeace.ch/fileadmin/user\\_upload/koff/Publications/Fischer\\_2012\\_KOFF\\_Factsheet\\_Gender\\_Dimensions\\_of\\_Conflict\\_and\\_Peacebuilding.pdf](http://koff.swisspeace.ch/fileadmin/user_upload/koff/Publications/Fischer_2012_KOFF_Factsheet_Gender_Dimensions_of_Conflict_and_Peacebuilding.pdf)

**Conflict and fragility impacts gender roles fundamentally: while men are expected to engage in fighting, women are required to take on new tasks and responsibilities.** Women generate income and act as heads of households, breadwinners, caregivers; they may engage in community politics, and rally together for peace and reconciliation. As a result, women often experience a diversification of their roles during conflicts which present opportunities for the empowerment of women as important actors in national and local governance, as well as in peace and transition processes.

**On the other hand, the reality of many men in conflict situations is very far away from the image of the strong warrior protecting his family:** Young men may have been militarised during the conflict, and have been excluded from normal educational and employment opportunities during war. With the transition from military to civilian life, their status as fighters has lost its value, and they face unemployment and a lack of meaningful perspectives. Other men may have experienced violence, vulnerability, humiliation and powerlessness, for which no societal recognition and support is available. The chances to fulfil the cultural expectations of masculine norms - what it means to be a man - are slim for a majority of men – a phenomena referred to as '*masculinity crisis*' which can lead to violence against women as a reaction and may explain the increase in domestic violence in post-conflict and fragile situations.

**In post conflict reconstruction and statebuilding power relations are newly negotiated.** It is important to be aware that in these processes also gender roles and women's rights are renegotiated. There are many challenges and risks, but also many opportunities to build a more gender just state and society. The five peacebuilding and statebuilding goals (PSGs) of the New Deal (s. Annex) constitute important entry points to integrate gender equality in all fields of peace and statebuilding. At the same time, the 5 PSGs are directly linked and support the implementation of SDG 16 and 5 (if a gender perspective is included). In particular PSG 1, 2, and 3 relate strongly to SDG 16.

### 3. Linking gender equality with peace- and statebuilding

Inclusive peace- and statebuilding and gender equality are strongly interlinked. In the following the **five PSGs** which guide the work in Fragile and Conflict Affected States (FCS) and their links to gender equality including some practical examples within those goals are presented.

#### **PSG 1: Legitimate politics – foster inclusive political settlements and conflict resolution**

This goal is about representation, participation and leadership, about institution building, democratisation and governance processes – all these are areas with a strong gender perspective. Women are underrepresented in peace negotiations, among mediators, in local and national politics and governance in general and their needs and rights are often not reflected in those processes. Also, in fragile contexts women often have very limited access to state institutions and their relationship to these is often mediated through family, community or customary institutions. Activities to promote gender equality within PGS 1 include, i.e., quota to increase the number of women in politics, the inclusion of women's rights in formal constitution, strengthening gender aspects and women's participation in local governance and/or the management of basic services, or the enhancement of women in formal and informal peace and dialogue processes – all goals also included in UNSCR 1325.

#### **Practical example from SDC work: Promoting women's political participation in North Africa**

As a response to the 'Arab Spring' Switzerland developed an integrated Program for North Africa supporting democratic transition, the respect of human rights, economic development and job creation as well as migration management. In Tunisia, a focus is on the political participation of women in the national elections. Out of the 200 candidates that received training, 9 were elected and have now a seat in the national parliament. In Egypt, SDC supports a coalition of women's organisations that organise regional campaigns and projects promoting women's participation and leadership in local communities. The political initiatives are coupled with economic empowerment programs through promoting women's businesses in the local fish industry.

#### **Practical example from SDC work: Swiss-Kosovo Local Governance and Decentralisation Support Programme (LOGOS)**

Swiss Cooperation Office Kosovo financed Swiss – Kosovo local governance and decentralisation Support Programme (LOGOS) operates in 9 municipalities in the south eastern part of Kosovo. The programme promotes the development of local governance and decentralization reforms in municipalities of Kosovo, thus contributing to the overall stabilization of rule of law and democratisation of a multi-ethnic Kosovo state and society. Gender and governance (with a specific focus on minorities) are transversal themes. The gender responsive budgeting concept was introduced in all partner municipalities in Kosovo in 2010, involving financial officers, gender officers, municipal assembly members and NGOs. The overall goal of gender budgeting was to reduce gender inequalities and to promote gender-sensitive development policies for poverty reduction and improvement of the welfare of women and men, boys and girls through the municipal budget. In addition, LOGOS launched an awareness campaign on gender, through the media and with the use of posters. A [manual with practical guidelines on Gender Responsive Planning and Budgeting at local level](#) was developed. (this project also addresses PSG 5)

## **PSG 2: Security – establish and strengthen people’s security**

PSG 2 is about people’s security, about security policies and institutions – all highly gendered areas. Women and men experience insecurity and violence differently. Women are at high risk of violence during and in the aftermath of conflicts, not only in public spaces, but also within their families and lack access to justice. But also men face risks of gender-based violence for which no support services are available. Activities to promote gender equality within PSG 2 include paying particular attention to gender-specific security needs in Security Sector Reforms (SSR) and increasing the participation of women leaders and networks in the design of security priorities and provisions, building up comprehensive support services for victims of gender-based violence, and activities for violence prevention that engage men and boys and address gender stereotypes and violent masculinities. All these aspects are reflected in UNSCR 1325.

### **Practical example from SDC work: SDC gender-based violence work:**

SDC is supporting initiatives addressing sexual and gender-based violence in more than 10 different countries (Afghanistan, Bolivia, Bosnia Herzegovina, Burundi, Democratic Republic of Congo, Lebanon, Myanmar, Mongolia, Nepal, Rwanda, and Tajikistan), the majority being conflict affected and fragile states. In the Great Lakes region, SDC developed a psychosocial program covering Rwanda, Burundi and the Eastern DRC. The program works on regional and community level and provides comprehensive medical care, legal support and the social and economic integration of victims of violence. The program works with families and engages in communities with men and boys for violence prevention. Since 2011 more than 20’000 persons received support through the program, among them 13’000 victims of conflict related sexual violence. The prevention of violence project in Tajikistan provides legal support and promotes media and awareness campaigns to change social attitudes towards violence against women. In Bolivia, based on the new law against domestic violence, municipalities are supported to deliver legal and psychosocial services for victims of domestic violence as part of their regular municipal services.

## **PSG 3: Justice – addresses injustices and increase people’s access to justice**

This goal is about rights, about the formal and informal justice system and about the barriers people face in accessing justice – again areas with a strong gender dimension. Women face barriers in accessing formal and informal justice mechanisms, violations of their rights remain often unreported, they are affected by customary laws even if constitutions may provide protection for women’s rights. And they are underrepresented in the justice and security sector institutions. Activities to promote gender equality within PSG 3 include promoting judiciary reforms, gender-sensitive justice procedures and regulations, and integrating women’s rights in statutory and customary laws.

### **Practical example from SDC work:**

#### **Women’s security, human rights and statebuilding policy in Afghanistan**

Switzerland supports (within the framework of the Law and Order Trust Fund) the training of female

police officers who then work in Police Family Units in order to strengthen the response of the security sector to the wide spread violence against women. Furthermore, Switzerland supports the Afghan Independent Human Right Commission (AIHRC), which conducted a National Inquiry into Rape and Honour Killings. The commission further supports women to take their cases through the formal judicial processes and encouraged the establishment of an Association of Defence Lawyers for Women. *(these activities also address PSG 2)*

#### **PSG 4: Economic foundations – generate employment and improve livelihoods**

This goal is about building the economic foundation for just, peaceful and inclusive societies, about creating jobs and other income-generating activities, about rural development and private-sector development. Again all these areas do have a strong gender dimension. Women have entered the labour market worldwide in increasing numbers, often though in precarious jobs lacking even the basic social security facilities and for lower wages than men. In rural societies, women form a central pillar to secure food and nutrition, but they are disadvantaged in terms of access to natural resources, in particular land, and to markets and financial services. Even if women's economic participation increases, many structural barriers remain. The gendered differences in the use of time and the provision of care, which is all over the world still largely in the hands of women, is a highly critical domain and a root cause of gender inequality perpetuating the cycle of poverty - poverty and mainly extreme poverty wears a female face, and this particularly true in conflict and fragile situations. Activities to promote gender equality within PSG 4 include all forms of women's economic empowerment in reconstruction and recovery, promoting skills development, decent jobs for women and access to financial services, and strengthening women's role in agricultural production and private sector development.

##### **Land rights for women in Burkina Faso**

With the GRAF project – a project aiming at women's economic empowerment - Burkina Faso has started pilot actions to secure land rights for women and to promote access to farmland for women. The project aims at securing farm land for women through the application of Burkina Faso's new law on land rights adopted in 2009. This is done through raising awareness on the unequal access to resources and social dialogue with all members of the community (women, men, authorities). The project experience is that acceptance by the local community is a key issue and that this takes a very long time. A land charter, a form of local bylaw, was adopted through the customary authorities to enforce the application of the national law on the local level. Through the project, it was possible not only to secure land titles (with certificates of land possession) for 105 women, but also to break an important taboo on the traditional concept of land ownership. *(this project also addresses PSG 3)*

#### **PSG 5: Revenues & services - manage revenue and build capacity for accountable and fair service delivery**

PSG 5 is about the access to basic health and education services, about the management of services and resources, about finances, budgets and resource allocation. There is a strong gender dimension in all these issues. Women for example have limited access to basic health services, the enrolment rate of girls mainly in secondary schools are lower than boys, and women are underrepresented in decision-making which results in underrepresentation of their needs within the allocation of resources. Activities to promote gender equality within PSG 5 include identifying and addressing barriers of women and girls in accessing services or using gender budgeting to inform resource allocations and decision making.

##### **Practical example form SDC work: Rehabilitation of schools in Syria, Lebanon and Jordan**

In Syria, Lebanon and Jordan, the Swiss Humanitarian Aid supports rehabilitated schools in Syria and in host communities in Jordan and Lebanon to increase the standards and capacities to receive refugee children. The school rehabilitation always includes separate toilettes and sanitary installation for girls and boys, key criteria for ensuring girls school attendance. Through these

programs more than 250'000 children (50% girls and 50% boys) in Lebanon and Jordan, and 20'000 students (also equal share of girls and boys) who are affected by the conflict are now able to go school.

## 4. Questions for E-Discussion

In order to use the networks' learning and experiences to support effective SDG implementation in the field of gender equality, justice, peace- and statebuilding, we kindly ask you to reflect on the following questions and discuss your ideas with your colleagues. We will put the findings into a report which forms the base for further discussions at the F2F. We are very happy to receive your answers.

1. **What are experiences and good examples integrating gender across the 5 PSGs to support SDG 5 and 16 implementation?**
  - Can you provide us interesting projects and/or initiatives that demonstrate how gender has been integrated across some of the 5 PSGs? Who are your partners and what are the instruments /approaches you work with?
  - How do these projects contribute to the reduction of fragility and the transformation of conflict?
  - How do these projects contribute to implement SDG 5 and 16?
  - From a gender perspective, which PSG and / or SDG is you most relevant for your work / your country cooperation strategy?
  
2. **What are challenges and obstacles you face in integrating gender across the 5 PSG's?**
  - What are the tensions between normative standards and political realities?
  - What strategies do you use to overcome these challenges and obstacles?
  
3. **What experiences do you have to integrate a gender lens in your conflict and context analysis?**
  - Do you have good examples from your projects where gender roles and masculinities were analysed in the context of fragility or conflict?
  - How have the results of this analysis been integrated in the programme or project?
  
4. **What is new with Agenda 2030?**
  - Which contribution at country level can be made to Goal 5 and Goal 16 (approach, instruments)?
  - How are SDG 5 and SDG 16 interlinked?
  - What support could be provided to partner's countries in monitoring progress to achieve Goal 5 and Goal 16?

## 5. Annex: References

### 2030 Agenda for sustainable development

In September 2015 the general assembly of the UN adopted the new framework for sustainable development with 17 sustainable development goals (SDG's). The fact that 193 UN Member States agreed on such a broad agenda is a success for multilateral diplomacy, and country ownership. Two of the most challenging - and interlinked - goals were strongly advocated by Switzerland. SDG5 is on achieving gender equality and empowering all women and girls. It includes targets such as discrimination, violence, unpaid care work and domestic work, participation and leadership and sexual and reproductive health and reproductive rights. On top of this stand-alone goal on gender equality the systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial. SDG16 is on peace, justice and strong institutions. It includes targets such as reducing violence, corruption or illicit financial and arms flow as well as promoting the rule of law and equal access to justice.

SDG 5:

<https://www.eda.admin.ch/post2015/en/home/ziele/die-17-ziele-fuer-eine-nachhaltige-entwicklung/ziel-5-geschlechtergleichstellung-erreichen-und-alle-frauen.html>

SDG 16:

<https://www.eda.admin.ch/post2015/en/home/ziele/die-17-ziele-fuer-eine-nachhaltige-entwicklung/ziel-16-friedliche-und-inklusive-gesellschaften-fuer-eine.html>

### UN Security Council Resolution 1325 (and its follow up resolutions)

The [UN Security Council Resolution \(UNSCR\) 1325](#), adopted in 2000, aims at preventing and protecting women and girls from gender-based violence in conflicts and strengthens women's participation and the integration of gender-related aspects into local peace, transformation and statebuilding processes. Switzerland has adopted a [National Action Plan 1325](#) to implement UNSCR 1325 into its peace and development policies and programmes. In line with UNSCR 1325, SDC supports activities that increase the protection of women and girls in fragile contexts and supports their full participation in key decision-making processes, as well as promoting their role as peacebuilders. SDC is also engaging men and boys in contributing to a sustainable transformation of gender relations.

### New Deal for Engagement in fragile States

The [New Deal for Engagement in Fragile States](#) is a key agreement between fragile and conflict affected states, international development partners and civil society to improve current development policy and practice in fragile states. Countries committed themselves to pursuing more political ways of working to address the root causes of conflict and fragility and to channelling investments in fragile states in line with basic but adapted aid effectiveness principles. The New Deal calls for five [Peacebuilding and Statebuilding Goals \(PSGs\)](#) to be at the forefront of all international efforts in fragile and conflict-affected countries. The New Deal provides a strategy to move out of conflict and fragility towards strong and accountable states with 5 PSGs. SDC is among the lead agencies to implement the New Deal. It was crafted by the International Dialogue and signed by more than 40 countries and organizations at the [4<sup>th</sup> High Level Forum on Aid Effectiveness](#) on November 30<sup>th</sup> 2011 in Busan, Korea, and has been renewed at the [5th global meeting of the International Dialogue](#) in Stockholm on 5 April 2016.

### Peacebuilding and Statebuilding Strategy for SDC's work in fragile and conflict contexts

Working in fragile or conflict-affected contexts (FCS) is a priority for Switzerland. The 2015 adopted [Peacebuilding and Statebuilding Strategy for SDC's work in fragile and conflict contexts](#) outlines the

contribution of SDC to peacebuilding and statebuilding in FCS. It spells out the strategic principles, thematic priorities, working modalities, institutional set-up and aid modalities that guide the work of SDC and its partners in these contexts. Gender equality in conflict and fragility is among the thematic priorities for SDC in FCS.

### **SDC Gender Strategic Lines 2015-2018**

The SDC strategic guidelines 2015 -2018 on gender (Include Link), adopted in January 2015, defines three thematic priorities guiding our work in the coming years, among them 1) Gender and women's rights in conflict and fragile contexts with a particular focus on protection and prevention of gender-based violence in post-conflict situations and humanitarian crisis while simultaneously strengthening women's participation and the inclusion of a gender dimension in local peacebuilding, governance and state building processes. Furthermore, the inclusion of men and a thorough analysis of dynamics around gender roles and masculinities need particular attention in conflict-affected situations. Further topical priorities are equal access to natural resources, skills and income in rural economies, and gender, political participation and local governance with the aim of strengthening women's political empowerment in democratization processes and enhance women's participation and gender-responsiveness in local governance, public financial management and fiscal decentralization (incl. gender-responsive budgeting initiatives).

### **Dispatch on Switzerland's International Cooperation 2017-2020**

Switzerland's international cooperation efforts aim to reduce poverty and global risks, alleviate suffering, and promote peace and respect for human rights. Gender equality together with engagement in FCS is at the core of the [new dispatch for the period of 2017-2020](#). The new dispatch that the Swiss government is in the process of adopting now, sets out the priorities and focal areas which guide Switzerland's development cooperation. Among its priority areas are strengthening gender equality and the rights of women and girls, but also strengthening efforts to promote the resolution of armed conflicts by peaceful means and maintaining presence in fragile contexts, with a special emphasis on sub-Saharan Africa.