What are some of the gaps, trends and emerging issues related to gender, peace and security?

Nicola Popovic
October 2019

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INTRODUCTION

The Universal Declaration of Human Rights (1948) highlighted that the "recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world."[1] However, the economic, social and cultural circumstances in which we are each born differ greatly and have an impact on how we experience our surroundings and realize our capabilities, as well as impact how our surroundings recognize and treat us. **Access to resources, job opportunities and decision-making processes, as well as the realisation of our basic human rights and the right to live in a peaceful, safe and healthy environment, highly depend on factors such as our nationality, sex, place of birth, race and ethnicity, religious beliefs, sexual orientation and identity, diverse abilities, age, and social status.** These factors influence how people relate to each other, identify as groups and establish, exercise or accept power. They also intersect with each other and can either compound inequalities and discrimination or reinforce privileges in different contexts. Considering that the recognition of the equal rights of all human beings is the basis for peace and justice in the world, it is clear that gender inequalities and "intersectional discrimination"[2] influence, trigger and cause insecurity, violence and armed conflict.

In the past few decades, the focus of concepts such as peace and security have shifted from just the State to a more human perspective. Despite contradicting public debates, the concept of security no longer strictly refers to the protection of law and order within national borders and from threats outside its borders, but rather now focuses on people's own perceptions and experiences of security and freedom. Based on this paradigm shift, security is no longer reduced to the absence of physical harm, but also considers prospects of economic, political and social opportunities, a healthy environment and active participation in decision-making. In that context, rather than State security, we speak today about human security[3] which is closely related to concepts such as human development,[4] human rights and gender equality.

In this regard, the concept of peace has also shifted from the absence of armed violence, to a concept of positive, inclusive and sustainable peace. Peacebuilding, peacekeeping and conflict resolution initiatives today, therefore, plan and strategize beyond ceasefires, and work towards achieving an environment that provides and guarantees safety, a reliable security and justice sector, equal opportunities, economic prosperity, a clean environment, self-determination, the realisation of basic human rights, as well as freedom of fear and want for all.

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1   United Nations. "General Assembly resolution 217A (A/RES/217 (III) A)". (Paris: September 1948).
2   Watch a short video by Kimberle Crenshaw to learn more about intersectionality: https://www.youtube.com/watch?v=ViDtnfQ9FHc.

3   Commission on Human Security. Human Security Now. (New York: 2003).
4   See United Nations Development Programme "About Human Development," from http://hdr.undp.org/en/humandev.

In addition to these concepts, the below box defines some key concepts relevant to the gender, peace and security field. These concepts can be applied in complex, multidimensional and crosscutting approaches to policy development and development cooperation, business and project planning, as well as to better understand, define, establish and maintain social relationships.

Defining Concepts

Gender "refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes."[5]

Positive peace goes beyond the mere absence of armed violence and strives toward "achieving improvements in governance, and in fair access to economic opportunities, justice, safety and other aspects of wellbeing, such as health, education and a decent environment in which to live. These are the factors that, taken together, provide people with the resilience that allows them to deal with their differences and conflicts without violence."[6]

Human Security "is an approach to assist Member States in identifying and addressing widespread and cross-cutting challenges to the survival, livelihood and dignity of their people." It is based on the notion that there is a "right of people to live in freedom and dignity, free from poverty and despair. All individuals, in particular vulnerable people, are entitled to freedom from fear and freedom from want, with an equal opportunity to enjoy all their rights and fully develop their human potential." It calls for "people-centred, comprehensive, context-specific and prevention-oriented responses that strengthen the protection and empowerment of all people."[7]

GAIC - Gender Associations International Consulting GmbH (Gender Associations) works to support a multitude of actors to make these concepts a reality. This paper serves as an introduction to the Gender Associations series, "Gender, Peace and Security In Brief", which aims to highlight some of the many issues, obstacles and opportunities related to realizing the gender, peace and security agenda, as well as some of the areas in which Gender Associations provides support and expertise. Overall, the "In Brief" series presents a summary of the current state of the art and potential future developments, along with relevant recommendations for achieving a more intersectional gender equality and human security, as well as positive, inclusive and sustainable peace.

5 OSAGI (now UN Women) "Concepts and Definitions" from http://www.un.org/womenwatch/osagi/conceptsandefinitions.htm.
6 International Alert. "What is Peacebuilding," from https://www.international-alert.org/what-we-do/what-is-peacebuilding. See also: Galtung, Johan. "Violence, Peace, and Peace Research" Journal of Peace Research 6.3 (1969).
7 UN General Assembly Resolution 66/290. A/RES/66/290. (New York: United Nations, 2012).

STATE OF THE ART

An increasing number of international, regional, national and local provisions, legal frameworks and policies have been enacted, particularly in the last two decades, to realize the above mentioned concepts. The international Women, Peace and Security (WPS) Agenda[8] and various human rights treaties, declarations and jurisprudence outline provisions for Member States and non-State actors to integrate a gender perspective and to promote and achieve the equal participation and rights of different people in all decision-making processes related to peace, conflict prevention, relief and recovery and protection from sexual and gender-based violence.[9]

Legally, provisions concerning protection against sexual and gender-based violence are also enshrined in humanitarian law, namely the Geneva Conventions,[10] and the jurisprudence of international criminal law, as developed through cases of the International Criminal Tribunal to the former Yugoslavia in the 1990s[11] and the International Criminal Tribunal of

Rwanda in 1996.[12]

The Committee on the Elimination of Discrimination against Women has specifically addressed numerous issues of gender, peace and security in their series of general recommendations to Member States. General recommendation No. 19 (1992) highlighted that "Wars, armed conflicts and the occupation of territories often lead to increased prostitution, trafficking in women and sexual assault of women, which require specific protective and punitive measures."[13] The updated General recommendation No. 35 on gender-based violence against women (2017) draws attention to the direct obligations of non-State actors that are parties to an armed conflict.[14] General Recommendation No. 30 was dedicated solely to Women in Conflict Prevention, Conflict and Post-conflict Situations, underlining the importance of women's access to justice and education, employment and health during times of armed conflict.[15]

As mentioned above, one of the most defining normative frameworks is the Women, Peace and Security (WPS) Agenda, which is based on a series

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8 The Women, Peace and Security Agenda consists of various United Nations Security Council Resolutions, including, but not limited to UNSCR 1325 (2000), UNSCR 1820 (2009), UNSCR 1888 (2009), UNSCR 1889 (2010), UNSCR 1960 (2011), UNSCR 2106 (2013), UNSCR 2122 (2013), UNSCR 2242 (2015) and UNSCR 2467 (2019).
9 See Peacewomen (WILPF), "United Nations Obligations on Women, Peace and Security," from https://www.peacewomen.org/UN/WPS-obligations.
10 Geneva Convention I Art. 50, Geneva Convention II Art 51, Geneva Convention III Art 130, Geneva Convention IV Art. 14, Additional Protocol I Article 11 - Protection of persons and Article 85 - Repression of breaches of this Protocol.
11 Prosecutor v. Dusco Tadic, Jurisdiction, Case No. IT-94-1-AR7 (10 August 1995); Prosecutor versus Dusco Tadic; Appeal on Jurisdiction, Case No. IT-94-1-AR 72, 2 October 1995 and Celebici Case, para. 476 (16. Nov. 1998).

12 AKAYESU, ICTR-96-4-T, "Sexual violence was a step in the process of destruction of the tutsi group - destruction of the spirit, of the will to live, and of life itself.": para. 732.
13 Committee on the Elimination of Discrimination against Women, "General Recommendation 19. Violence against Women. Eleventh Session (1992)": para. 16 https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/INT_CEDAW_GEC_3731_E.pdf.
14 Committee on the Elimination of Discrimination against Women, "General Recommendation No. 35 on gender-based violence against women, updating general recommendation No. 19 (CEDAW/C/GC/35)", (26 July 2017): para. 25.
15 UN Committee on the Elimination of Discrimination Against Women (CEDAW), "General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations (CEDAW/C/GC/30)," (New York: 2013).

of UN Security Council Resolutions (UNSCRs), starting with the adoption of UNSCR 1325 in 2000. UNSCR 1325 is a landmark resolution that reaffirmed the need for the equal participation of women in peace processes, protection against sexual and gender-based violence, the prevention of armed violence and conflict, as well as relief and recovery. Annual reviews of this agenda take place in the Security Council through Open Debates and through reports by the UN Secretary-General.[16] The subsequent WPS resolutions have included a strong focus on the prevention of and response to conflict-related sexual violence.[17] They have also established specific data collection, monitoring and evaluation mechanisms with respect to the participation of women in peace processes, peacebuilding, prevention of violent extremism and conflict analysis.[18]

While the international legal framework offers guidance on mainstreaming gender in processes of peace and security, it is not yet a comprehensive or consistent body of law. In many cases, the framework represents the lowest common denominator of political consensus in international decision-making bodies, such as in the UN Security Council. Issues such as sexual orientation and gender identity, the provision of reproductive health services,

intersectional aspects of power and privilege and militarised masculinities are issues that are at the heart of gender, peace and security concepts, but have yet to be included at the international law and policy level.

The United Nations, including the Security Council and Secretary-General, as well as its funds, tribunals, missions and agencies have made multiple efforts to continue to develop and update the existing policy framework on gender, peace and security. Various guidance, toolkits, and programmes exist to promote the agenda's implementation at the national and local level, including mechanisms for monitoring and evaluating progress. UN regular reporting mechanisms provide an overview of the degrees to which the gender, peace and security agenda has been implemented, especially in fragile contexts.[19] The UN has also developed an internal action plan with indicators[20] to measure its implementation of gender equality principles across the UN system.[21] Initiatives include gender units in peacekeeping missions, a gender marker for funding schemes such as the Peacebuilding fund, gender score cards for UN country teams, gender trainings for all UN personnel[22] and numerous other activities.

16 See for example United Nations, "Report of the Secretary-General on women and peace and security (S/2018/900)," (New York: United Nations, 9 October 2018).
17 Such as UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1960 (2010), UNSCR 2106 (2013) and most recently UNSCR 2467 (2019).
18 UNSCR 1889 (2009), UNSCR 2122 (2013), UNSCR 2242 (2015). See also United Nations, "Report of the Secretary-General on Women's Participation in Peacebuilding (A/65/354–S/2010/466)," (New York: United Nations, 2010).

19 See for example: United Nations, "Report of the Secretary-General on women and peace and security (S/2018/900)," (New York: United Nations Security Council, 2018). http://undocs.org/S/2018/900.
20 See guidance note: http://www.unwomen.org/-/media/headquarters/attachments/sections/how%20we%20work/unsystemcoordination/un-swap/un-swap-2-performance-indicators-en.pdf?la=en&vs=1601.
21 See UN System-wide Action Plan (UN-SWAP) on Gender Equality and the Empowerment of Women (GEEW): http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability/key-tools-and-resources.
22 UN Women. I Know Gender course: https://trainingcentre.unwomen.org/course/index.php?categoryid=1.

Nonetheless, issues such as sexual misconduct, ineffective responses to protect and promote human rights, especially during and after armed conflict and disaster, as well as the absence of women in peace processes, remain prominent both within and outside of the United Nations. As the international institution responsible for addressing peace, security, human rights and equality, the United Nations has been critiqued for being an overly complex bureaucracy, with inefficient work processes and inadequate resource management. All these issues remain subject to ongoing and future reform efforts.

Some international and regional actors such as the African Union (AU),[23] the European Union (EU),[24] and North Atlantic Treaty Organization (NATO),[25] among others, have developed policies and institutionalized mechanisms to mainstream gender into their peace and security initiatives. National governments have also developed systematic implementation strategies such as national and local action plans to implement the women, peace and security agenda (See **In Brief #3** by Mirsad Jacevic). Efforts to increase women's equal participation in decision-making processes have seen governments declaring gender parity

in their parliaments[26] and cabinets,[27] and a number of countries have adopted national gender policies and feminist foreign policies.[28]

At the same time, national laws and jurisprudence can reinforce and perpetuate culturally and context specific discriminatory practices and unequal power relations. Despite contextual differences and nuances, States need to ensure equal protection from violence for all people, as well as equal access to justice in line with international law. Reforms and improvement of legal services for all should be part of such compliance.

A legal framework is only effective when it is fully implemented and equally applicable to all the people it aims to protect and promote. The security sector, including police, military, border management personnel, detention facilities, but also policy makers, are key actors to enforce and uphold the law.

Especially in contexts emerging from armed conflict, instability, unrest or fragility, the reform of the security sector can be one central component of reconstruction and reconciliation. It is often with and through the involvement of external actors, such as donors, international organisations or peace support operation missions, that security sector reform (SSR) initiatives are stipulated. Security

23   See for example the nomination of AU Special Envoy on Women, Peace and Security Bineta Diop: https://trai-ningcentre.unwomen.org/course/index.php?categoryid=1.

24   See for example the EU Council "Conclusions on Wo-men, Peace and Security (15086/18)" (2018). https://www.consilium.europa.eu/media/37412/st15086-en18.pdf. EU "Comprehensive Approach on Wo-men, Peace and Security"(2008): http://www.seesac.org/f/img/File/Res/Gender-and-Security-Resources/EU-imple-mentaion-of-the-UNSC-resolutions-Women-639.pdf.

25   See NATO/EAPC" Women, Peace and Security: Policy and Action Plan 2018" (Office of NATO Secretary General's Special Representative for Women, Peace and Security, 2018). https://www.nato.int/nato_static_fl2014/assets/pdf/pd-f_2018_09/20180920_180920-WPS-Action-Plan-2018.pdf.

26   Such as Bolivia, Cuba and Rwanda. See: http://archive.ipu.org/wmn-e/classif.htm.

27   Canada, Colombia, Costa Rica, Ethiopia, France, Ni-caragua, Rwanda, Seychelles, Spain, Sweden. See: http://iknowpolitics.org/en/learn/knowledge-resources/da-ta-and-statistics/gender-parity-cabinets-are-rise.

28   See Government of Sweden website: Government Of-fices of Sweden "Feminist foreign policy" from https://www.government.se/government-policy/feminist-foreign-policy/.

sector institutions are equipped, trained and monitored to ensure compliance with principles such as the rule of law and the proportionality of the use of force beyond others. Nevertheless, the ownership of these reforms needs to remain in the hands of the countries, institutions and individuals affected by the reforms.

Including an intersectional gender perspective is crucial to respond to the diverse security needs of different individuals. Especially when it comes to the effective prevention and response to sexual and gender-based violence (SGBV), security actors need a gender specific skill set and capacities, diverse security personnel, and gender-responsive data collection.

Despite efforts to mainstream gender throughout the institutional response to sexual and gender-based violence, including armed violence, there remain critical gaps. Different actors on the ground working on humanitarian aid, peacebuilding, peacekeeping, crisis prevention and recovery and development cooperation do not collaborate or coordinate their efforts sufficiently to be effective (See **In Brief #2** by Sarah Martin). The participation of women at all levels of these interventions and processes is needed, but is too often side-lined.

This is also true for peace negotiations and peace processes. Working towards sustainable peace goes far beyond negotiating a cease fire. Many others, in addition to the fighting parties, need to participate in peace negotiations in order to

make the resulting peace agreement sustainable. Issues such as access to resources, positions of decision-making, and justice and public services play a significant role in whether a country relapses into conflict or not. Those issues are not only relevant between the conflict parties but include the State and the community. In this sense, peace negotiations approached from a gender and diversity perspective at different stages and track levels are more sustainable. The active inclusion of women in peace processes, for example, has demonstrated that they last longer than without them.[29] "They can sit at the formal negotiating table, on a technical committee or sub-commission, or they can be outside the talks engaged as civil society actors in following developments."[30]

In addition, a gender-sensitive conflict analysis improves the effectiveness of peacebuilding efforts, as they can better respond to the different needs of the affected populations and contribute to human development and sustainable peace for all. Specific initiatives that actively involve those less visible, vulnerable and marginalized can also actively contribute to the prevention and response to violence and conflict (See **In Brief #6** by Dudziro Nhengu).

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29   Radhika Coomaraswamy. "Preventing Conflict Transforming Justice Securing the Peace. A Global Study on the Implementation of United Nations Security Resolution 1325" (New York: UN Women, 2015). http://wps.unwomen. org/pdf/en/GlobalStudy_EN_Web.pdf.
30   See United Nations Chronicle by Kristin Lund, a former Force Commander of the United Nations Peacekeeping Force in Cyprus from April 2015: Kristin Lund and Laura Mitchell "Preventing Crisis and Conflict: Women's Role in Ongoing Peace Processes" (UN Chronicle, 2017). https:// www.un.org/en/chronicle/article/preventing-crisis-and-con-flict-womens-role-ongoing-peace-processes.

Civil society organisations have been at the forefront in advocating for the initial development and implementation of the WPS agenda, including advocating for increased gender-sensitive conflict analysis,[31] a more adequate response to conflict-related sexual violence, gender-sensitive security sector reform and a feminist foreign policy, among other relevant issues. The numbers of civil society actors, peacemakers, human rights and environmental activists have increased significantly, yet, at the same time, the space for their participation and activism seems to be shrinking.[32]

Significant backlash against gender equality and women's human rights in general has become increasingly evident in public discourse and debates in various regions and countries, as well as in international fora. This discourse tends to call for more hegemonic, nationalistic regimes and leadership, increased state border protection, and the maintenance of traditional gender roles and identities and threatens already established concepts such as human security and positive peace as well as basic human rights. The discourse can be seen in political campaigns and geopolitical decision-making, social media and other media outlets, as well as in political and religious extremist doctrine and actions. This rhetoric, along with pre-existing gender discrimination, serves as major obstacles to the realisation of gender equality and the Women, Peace and Security Agenda and must be addressed to achieve a more human security and sustainable peace for all.

Despite the most obvious public debates, policies and manifestations of violence, it is critical to also observe spaces where underlying sentiments of peace are expressed and addressed. Art and creative expressions of social action and peacebuilding are underestimated in almost all conflict contexts. Nevertheless, they can play a critical role when it comes to peacebuilding, healing and shaping collective memory before, during and after an armed conflict (See **In Brief #5 by Atiaf Alwazir**).

International networks of women's organisations working on peace and security[33] continue to advocate for the involvement of women in peace processes, the protection of human rights and the recognition of the many diverse contributions towards peace made by different marginalized groups.

Networking and critical mass action have been most recently visible through initiatives such as Fridays for Future, a social movement in Europe aiming to raise awareness of the effects of climate change, pollution

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31 See for example Hesta Groenewald, Charlotte Watson, and Hannah Wright, "Gender analysis of conflict toolkit" (London: Saferworld, 2017) and Sanne Tielemans et al., "Gender & conflict analysis toolkit for peacebuilders" (London: Conciliation Resources, December, 2015).

32 See Open Democracy section "Closing Space for Civil Society" from https://www.opendemocracy.net/en/tagged/closing-space-for-civil-society/ or as described in Anja Justen and Claudia Rolf, "Prevention and Peacebuilding in the Context of Shrinking Space" (Bonn, Germany: FriEnt, 2018) https://www.frient.de/en/publications/document/?tx_ggfilelibrary_pi1%5Bcontainer%5D=526&tx_ggfilelibrary_pi1%5Baction%5D=show&cHash=cf54dd007eb473f9727b-356244c390ee.

33 Such as the International Civil Society Action Network (ICAN), the Women's International League for Peace and Freedom (WILPF) or the Global Network of Women Peacebuilders (GNWP) for example.

and the exploitation of natural resources. Environmental degradation and climate change have multiple negative consequences such as forced migration, vanishing natural resources and livelihoods that affect the lives of different people in multiple ways. Consequently, the impact of changing living conditions due to climate change and environmental disasters have a direct and indirect effect on conflict, but also on intersectional gender inequality (See **In Brief #4** by Diana Lopez Castaneda).

CONCLUSIONS

The upcoming 20th anniversary of UN Security Council Resolution 1325 in 2020, the 25th anniversary of the Beijing Declaration and Platform for Action and the 40th anniversary of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in November 2019, provide ideal opportunities for comprehensive reflection and evaluation of the status of implementation of these important normative frameworks for women's human rights, particularly within the context of gender equality, human security and positive peace. We are currently witnessing new and emerging conflicts that affect and target civilians, including women and girls, on a widespread and systematic scale, insecurities of multiple dimensions, including climate change, migration flows and increasing social and economic inequalities both within and between countries. At the

same time, there are more global commitments, coordination initiatives and national efforts than ever before to promote the realisation of human rights, gender equality, peace and human and sustainable development. Nonetheless, many of these efforts and initiatives are not reaching the most vulnerable and affected populations.

In order to bridge the existing gaps, State and non-State actors expressing political will to advance the Women, Peace and Security Agenda may require additional support in the areas of research and gender analysis, capacity-building and training, gender mainstreaming, policy development, planning, monitoring and evaluation and awareness-raising, among other skills and knowledge. Gender Associations is working to fill this gap and support committed institutions by providing this type of support and services through our network of local, national, regional and international experts on a diverse range of thematic and geographic issues related to gender, peace and security. Our "In Brief" series is one step towards building knowledge on some of these important topics.

GAIC Gender Associations International Consulting GmbH (Gender Associations) supports institutions and individuals to develop their capacities and competencies to promote and ensure gender equality and the human rights of diverse and vulnerable populations in fragile, crisis, conflict and post-conflict situations, including in peacebuilding and peacekeeping initiatives, but also during times of peace. This support is provided through praxis-oriented research, policy analysis, and capacity building and training with an international network of thematic and regional experts.

www.genderassociations.com
contact@genderassociations.com

Editing: Leigh Tomppert
Cover Design & Layout: Fabian Sixtus Körner
Cover photograph: Fabian Sixtus Körner

GAIC - Gender Associations International Consulting GmbH
Amtsgericht Charlottenburg | HRB 204659 | Sitz: Berlin
Director: Nicola Popovic