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SPECIAL REPORT

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ABOUT THE REPORT

This report examines women's roles in peacebuilding, postconflict reconstruction, and economic development. It draws on discussions at the conference on The Role of Women in Global Security, held in Copenhagen on October 29–30, 2010, and co-hosted by the U.S. Embassy in Denmark and the Royal Danish Ministry of Foreign Affairs in partnership with the U.S. Institute of Peace (USIP). Ambassador Laurie S. Fulton, U.S. ambassador to Denmark and former member of USIP's board, brought together participants from the United States, Nordic-Baltic countries, Afghanistan, Liberia, and Uganda to focus on the roles that women can play as leaders in areas of active conflict and postconflict. Participants from the public and private sector, including the military, civilian, NGO, academic, and corporate worlds, joined to share experiences and best-practice recommendations on how to increase women's participation in their communities to effect positive change: resolving active conflicts, assisting in postconflict reintegration, and furthering economic development. Ambassador Fulton noted that men and women with first-person practical experience were able to share their recommendations with those "who represent political leadership from host countries and international organizations who can encourage implementation of those recommendations."

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Valerie Norville

The Role of Women in Global Security

Summary

- Building lasting peace and security requires women's participation. Half of the world's population cannot make a whole peace.
- Ten years after the United Nations Security Council passed Resolution 1325 on increasing women's participation in matters of global security, the numbers of women participating in peace settlements remain marginal.
- While improvements have been made, women remain underrepresented in public office, at the negotiating table, and in peacekeeping missions.
- The needs and perspectives of women are often overlooked in postconflict disarmament, demobilization, and reintegration (DDR), as well as in security sector reform, rehabilitation of justice, and the rule of law.
- Many conflicts have been marked by widespread sexual and gender-based violence, which often continues in the aftermath of war and is typically accompanied by impunity for the perpetrators.
- A continuing lack of physical security and the existence of significant legal constraints in postconflict societies hamper women's integration into economic life and leadership.
- Best practices for increasing women's participation include deployment of gender-balanced peacekeeping units, a whole-of-government approach to security sector and judicial reform, and more intentional solicitation of the input of women at the community level on priorities for national budgets and international programs.

Introduction

Women are often viewed as victims of conflict. But this view masks the important roles women play as leaders, especially in helping end conflict, developing postconflict reintegration efforts and economic life, and even in leading the organization of camps for internally displaced persons. Participants at the conference on The Role of Women in Global Security

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Valerie Norville, USIP director of publications, served as rapporteur. Wizer A/S, a technology firm based in Copenhagen, provided the interactive web-based platform that allowed conference attendees and virtual participants to brainstorm and rank recommendations based on their experiences in the field.

The conference organizers would like to thank Lockheed-Martin, Motorola, and Boeing for their sponsorship of the conference and the U.S. State Department's Office of Global Women's Issues for sponsoring this report.

ABOUT THE INSTITUTE

The United States Institute of Peace is an independent, nonpartisan institution established and funded by Congress. Its goals are to help prevent and resolve violent conflicts, promote postconflict peacebuilding, and increase conflict management tools, capacity, and intellectual capital worldwide. The Institute does this by empowering others with knowledge, skills, and resources, as well as by its direct involvement in conflict zones around the globe.

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identified recommendations for ways to provide assistance, tools, and motivation to encourage women to become such leaders in their communities.

In conflict zones, women are active participants in the conflicts that affect their countries. They may become combatants. They may become the sole providers for their families, more active in the informal or formal sectors of the economy, or more active in peacemaking groups as a result of conflict.¹ They also suffer disproportionately from sexual violence and displacement. Yet during war and in its aftermath, women too often are excluded from activities aimed at resolving the violent conflicts that so deeply affect them.

Those conflicts cannot be brought to a lasting end without making women's lives more secure, and it is women who are best positioned to determine how that security is achieved. This report focuses on three key areas in which women could foster security: peace decision making and peacekeeping; reconciliation, reintegration, and rule of law; and economic development.

Recognizing that sustainable security is not possible without the involvement of women, the United Nations in October 2000 passed Security Council Resolution 1325. The resolution calls for increased representation of women at peace negotiations and at all levels of decision making regarding security; inclusion of women in postconflict reconstruction efforts and in disarmament, demobilization, and reintegration efforts; increased protection from sexual violence; and an end to impunity for crimes affecting women.

The resolution undergirds the efforts of those advocating for gender equality and greater sensitivity to gender issues, or "gender mainstreaming."² Follow-on UN resolutions—particularly 1820, 1888, and 1889—created an office of a special representative for eliminating sexual violence against women, mandated measures of accountability, authorized UN sanctions in these cases, and defined widespread sexual violence itself as a threat to international peace and security.³ And in October 2010, the UN adopted a plan to monitor progress on implementing 1325.

"We are fortunate that the unique role of women as key contributors to peace and security is growing," said Lene Espersen, Denmark's minister of foreign affairs. "And we already possess substantial knowledge about the critical importance of women in the prevention and resolution of conflicts and in postconflict reconciliation and reintegration."

Despite these advances, women in zones of conflict and in reconstruction efforts, and those working on their behalf, emphasize that they often have little or no voice in negotiating peace or planning reconstruction, lack economic opportunities, and continue to be the primary targets of ongoing sexual violence. It is therefore critical to pool the knowledge of those working on issues of gender equality and inclusion to determine what measures and practices have proved effective or ought to be tried in countries emerging from war.

To that end, three hundred military, diplomatic, academic, nongovernment organizations (NGO), the United Nations, and business sector experts at a 2010 conference in Copenhagen on The Role of Women in Global Security shared experiences in conflict zones, offered recommendations for ways to increase women's participation in global security, and cited barriers to putting those recommendations in practice. Participants from Afghanistan, Liberia, and Uganda attended, as well as from Europe, the United States, NATO, the United Nations and the European Union. Their discussions were organized around three themes: peacemaking and peacekeeping, reconciliation and reconstruction, and economic development.

Peacemaking and Peacekeeping

Women are typically excluded from formal peace processes. They tend to be absent at the peace table, underrepresented in parliaments that are developing policy in countries emerging from conflict, and underrepresented in peacekeeping forces. Melanne Verveer, who heads the State Department's Office for Global Women's Issues, noted that thirty-one of the world's

thirty-nine active conflicts represent recurrences of conflict after peace settlements were concluded. In all thirty-one cases, women were excluded from the peace process.

The United Nations reckons that fewer than 3 percent of signatories to peace agreements have been women and that women's participation in peace negotiations averages less than 8 percent for the eleven peace processes for which such information is available. Such agreements typically do not address sexual violence.⁴

Rosalba Oywa, executive director of the People's Voice for Peace in Gulu, a Ugandan NGO, makes clear that exclusion of women is not due to a lack of women's desire or ability to be active in negotiations. She cites her experience in Uganda, where the Ugandan government and the Lord's Resistance Army (LRA) engaged in a brutal conflict characterized by abductions of thousands of girls and boys by the LRA, displacement, and widespread rape and other atrocities. "Women activists and women-led organizations mobilized to lead not only peacebuilding at the community level but to play a direct role in finding a negotiated settlement," Oywa said. During peace talks to end the war in northern Uganda, women marched hundreds of miles, from Uganda to the site of the talks in Juba, Sudan, to press for observer status at the talks, but they played no direct role in the negotiations.⁵

Likewise, women in Liberia were not invited to peace negotiations with the rebel groups in 2003. But, added Liberia's minister of gender and development, Vabah Gayflor, "Women made their voices heard by sheer will," marching, praying, and singing at the site of negotiations. Women were subsequently mobilized to give support to national elections that led to Ellen Sirleaf Johnson becoming president of Liberia. The momentum built during those efforts continues, she said, as rural women take leadership in farm cooperatives and managing microcredit groups to help reduce rural poverty.

Even in the difficult circumstances of refugee camps, women have demonstrated an ability to organize, lead, and communicate the needs of other women in the camps, said Maria Otero, undersecretary for democracy and global affairs at the U.S. State Department. With this input, international groups can provide responsive, practical tools for women's protection, such as water purification tablets and cookstoves, which have proved critical in reducing the amount of time women spend gathering wood, the resultant environmental harm, and their exposure to violence, she said.

Representation in parliament is also critical to ensuring that women's concerns are taken into account in countries rebuilding after war. Although there is debate about whether quotas are the best means to achieve increased representation, many experts believe quotas are essential, and they have been instituted in several countries, including Uganda (where women constitute 31.5 percent of the legislature), Rwanda (56 percent of the lower house), and Afghanistan (27.5 percent in the upper house).⁶

Betty Amongi, a member of Uganda's Parliament, ran for office in 2001 as an independent determined to help bring peace to northern Uganda, an area where she grew up and one that had seen continuous war throughout her life. She has worked to build a network of women parliamentarians to advocate for an agenda that takes gender into account in Uganda's ongoing reconstruction and reconciliation efforts. For instance, women have pressed strongly for adding maternity wards to planned hospital construction, according to Amongi, and for higher priority for trauma counseling and startup capital for women to build businesses.

"When you have a critical mass of women in power, legislation tends to get passed that favors women," said Judy Cheng-Hopkins, assistant secretary-general for the UN Peacebuilding Support Office. She cited a rise in health care spending in Rwanda and changes elsewhere to women's ability to own and inherit land and to criminalization of sexual abuse.

Another area for women's participation in peacebuilding lies in peacekeeping operations. Those advocating for increasing the number of women in peacekeeping missions argue that

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the prospects of sustainable peace are improved by providing those living in conflict areas with positive female role models, facilitating good relations between traumatized civilians and security services, giving authority a female face, and offering an alternative perspective on conflict resolution.

Yet participation of women peacekeepers is negligible. In missions directed by the UN's Department of Peacekeeping Operations, women represented 3 percent of total military contingents in 2010.⁷ Low numbers of women acting as military peacekeepers reflect the low overall rates of participation of women in the armed forces of countries that contribute peacekeeping forces. Even in Denmark, one of the first countries to adopt a national action plan to implement resolution 1325, women make up around 5 percent of Danish military forces and a similar percentage in peacekeeping missions. Limited numbers of women recruited overall mean limited numbers available to deploy. Consequently, removing barriers to overall recruitment efforts in troop-contributing countries is seen as key to improved recruitment in peacekeeping, along with more incentives for women to join peacekeeping missions.

Raymond E. Mabus, U.S. secretary of the Navy, cited U.S. experience: the military is more likely to retain younger women when they observe older women being promoted to top officer positions. He also pointed to the success of the Marines' experiment with a female engagement team in Afghanistan, where a team of forty women soldiers were deployed for six months this year to meet with women and children, learn about their needs and concerns, and build trust as part of the overall counterinsurgency strategy in the region. The existence of such teams recognizes the importance of local women's perspectives and their influence on local situations, to which the all-male forces in these cultures have limited or no access.

"As the first deployment of the U.S. Marine female engagement team came to an end, one of the commanders of the relieving unit brought all the patrol leaders from the Marine brigade with seven months of experience into a room and asked them what they needed to make the deployment more successful," Mabus said. "He expected the answer to be more guns, more ammunition, or more logistical support, but the number one answer from these young infantry corporals and sergeants was instead more female engagements teams."

Participants also stressed the need for all peacekeeping forces to receive training to make them more aware of the gender dynamics of the conflicts to which they are deployed. Many also pointed to the salutary effects of joint male-female forces in reducing the potential for sexual abuse of civilians by the peacekeeping troops themselves, as has occurred in several conflict zones.

Reconciliation, Reintegration, and Rule of Law

One consequence of the view of women's roles in war as primarily passive victims is that little thought is given to the role women ought to play in the reintegration of combatants into the societies from which they came. In addition, women's views are typically not incorporated when postconflict governments set up mechanisms for reconciliation between armed groups and civilians.

But women and girls have played many roles in conflict in different parts of the world, as fighters, supporters of rebel groups, spouses, or slave labor. Women's participation is therefore critical in processes of DDR, and by excluding them, critical opportunities for rebuilding communities are lost.

DDR is inexorably linked to reform of rule of law, security sector, and justice systems, and in all these areas the needs of women, girls, men, and boys must be taken into account so that government adequately addresses every group's need for protection from ongoing violence.

Uganda's Amongi puts it in stark terms when she asks how justice is to be defined for families in which rebel groups forced sons to rape mothers, and fathers their daughters, before those fathers and sons were abducted and forcibly conscripted. The purpose of this brutal tactic was to prevent conscripts from rejoining the community at a future date, where they knew they would not be welcome. Amongi argues that everyone in the community, including women, has the task of making the tough decisions about how to balance restoration of community life and retribution for crimes committed during the war. Such decisions may include amnesty, more judges at the local level, persuading leaders to set aside land for mothers raising children born of wartime sexual violence, or, as occurred in Uganda, a ritual cleansing of ex-combatant boys to help them shed their roles as perpetrators of atrocities and pave the way for their return to community life. Whatever the choices, participants agreed that successful DDR requires more gender-inclusive, local participation.

Where cases of sexual violence worldwide have been documented (and recognizing the likelihood that many cases are never reported), the numbers are staggering: More than 200,000 cases have been documented in the Democratic Republic of Congo (DRC) since 1996 and a present daily average of 40 in the DRC province of South Kivu alone, as many as half a million during the 1994 genocide in Rwanda, at least 50,000 in Sierra Leone, and between 20,000 and 50,000 in Bosnia-Herzegovina in the early 1990s.⁸ Prosecutions for these crimes have been rare.

In conflicts marked by high levels of sexual and gender-based violence, the end of the conflict may not bring an end to that violence. In the aftermath of some conflicts, sexual violence actually rises as a consequence of a culture of impunity and in the absence of institutions to protect communities and apprehend and try perpetrators. In such settings, women can be prevented from getting education, regaining physical and psychological health, gaining a stable financial footing, and participating in all aspects of governance and peacebuilding.

Some pointed to the role technology can play. "Women have been known to use mobile phones, for instance, to report crimes perpetrated against them and to testify in situations where they would be otherwise unable due to distance and difficulties in traveling," said Juliet Asante, the chief executive officer of Eagle Productions, Ltd., in Ghana.

Economic Development

It is widely understood that economic recovery is important for stability in countries transitioning out of conflict. Determining who has access to economic opportunity has important implications for sustainable peace. Because wars create more female heads of households and force more women to become active in informal markets so their families can survive, reconstruction offers countries the opportunity to take a new look at the constraints women face in building businesses. By investing in the half of their human capital that is most underutilized, countries that institute gender-aware reforms can also realize important macroeconomic benefits.

A key area for new policy is removing legal constraints, including restrictions on women's ownership of land. Land is one of the more important assets for households in developing countries, but women in these countries are less likely than men to own and control it. Worldwide, women own 1 to 2 percent of registered land.⁹ In Uganda, where women are the primary cultivators, women own 7 percent of the land they till. Because they access land through male relatives, women's economic security is weak, and any decisions regarding investment or selling land typically require the signature of a husband or other male relative. Conflict magnifies the difficulties that such legal restrictions place on women, where men may be absent and more women become widows and thus heads of households but cannot inherit the land on which they work.

Everyone in the community . . . has the task of making the tough decisions about how to balance restoration of community life and retribution for crimes committed during the war.

Because they access land through male relatives, women's economic security is weak.

Another important constraint in postconflict settings is the difficulty women face in starting businesses. When the Taliban came to power in Afghanistan in 1996 and barred women from public life and work, Afghan women turned to informal enterprises for their livelihoods, and the importance of the informal economy for women continues to the present. The World Bank reports that more than half of Afghan women in female-headed households are sewing, embroidering, or washing laundry for others.¹⁰ As one Afghan participant put it, “Economic activity is critical to the empowerment of women, especially in Afghanistan, where women are confined to the four walls of the house” and where weak, broken, corrupt institutions make it critical to allow women to build enterprises at home.

“Doing business anywhere in the world is difficult, but add conflict and that makes it even more difficult,” said Rangina Hamidi, president of Kandahar Treasure, which employs women artisans in Kandahar. The benefits of informal enterprise are manifold, she added. “Instead of depending on the aid world for short-term, ill-visioned projects that are decided outside your community and country, business allows us to own the work we do,” and therefore to benefit society and to pay for educating their children.

While expressing admiration for the resilience and creativity of women operating in informal sectors of the economy, many experts call for removing barriers to women’s entry into formal enterprises as well. In postconflict Liberia, half of all enterprises are informal. A Foreign Investment Advisory Service survey of barriers to converting informal businesses to formal ones in Liberia confirmed that women are more likely than men to own informal enterprises, fewer women had taken steps to formalize their enterprises, and those that tried to obtain licenses or permits reported more difficulty in dealing with government officials. Because informal businesses were less likely to experience increased employment, the analysis suggested that the preponderance of informal enterprise was an impediment to business growth.¹¹

Limited access to finance and capital is another constraint facing female entrepreneurs, and this constraint becomes more acute during war. Microcredit has proved a key mechanism for helping women in small, informal enterprises, both in building businesses and dignity in difficult circumstances. Unlike traditional finance mechanisms, microfinance takes into account women’s inability to use land or other resources as collateral.

“It also means they can begin to plan longer term,” said Otero. The ability to save and plan their spending increases the economic security of women.

Conclusions

NATO Secretary-General Anders Fogh Rasmussen summed up the themes of the conference:

Women are not just victims of conflict. They must also be part of the solution. If women are not active participants in peacebuilding and reconciliation, the views, needs, and interests of half of the population in a conflict area are not properly represented. That is simply wrong. It can also undermine the peace. . . . Resolution 1325 is a landmark resolution because it not only recognizes the impact of conflict on women, it also recognizes the important role that women can play—and indeed must play—in preventing and resolving conflict and in building peace.

Verveer added that Resolution 1325 “cannot and must not be seen as a favor to women. . . . Women’s exclusion from the peace processes undermines the long-term postconflict transformation that must take place.”

According to the United Nations, twenty-three nations have adopted action plans to implement resolution 1325 in the ten years since it was adopted, and several only recently. The United States announced in October 2010 that it will develop a national action plan as well.¹²

To mark resolution 1325's anniversary, the United Nations Security Council in October 2010 declared its support for a report by the secretary-general that includes twenty-six quantitative and qualitative indicators to measure progress on implementing 1325. While citing myriad actions taken over the last decade to increase women's role in global security, the secretary-general's report acknowledged that these efforts have lacked coordination and have been hampered by the lack of measurable results.¹³ Conference participants expressed the hope that better data collection efforts would lead to more effective gender equality and mainstreaming in peace and security efforts. The UN's Cheng-Hopkins cited two salient elements of the secretary-general's action plan for implementing 1325: a target of 15 percent of postconflict spending going to gender equality efforts and a recommendation that countries that have instituted a quota system for women in parliament share best practices.

Another participant spoke of her own experience with quotas in Afghanistan: "It was mandated [in Helmand Province] that five out of the thirty members of the Gerishk Community Council must be women," said Charlotte Brath, a Danish civilian military cooperation officer. "Everyone was skeptical of this idea, even the Danish female officer who was working with them. But it worked. The women were well educated, well respected, and able. Because of these five women role models, more women are now politically and publically active." But, she added, "since I left Helmand Province in February 2010, it has not been possible to deploy another female officer to work with the women. When we are so eager to have the Afghan women become more actively involved, why are we so afraid to have more women actively participate ourselves?"

Although the conference workshops parsed the issues of gender and security into their economic, political, justice, and human rights components, many participants stressed the futility of countries, NGOs, and international organizations focusing on only one or two elements, as all components are integral to an effective, whole-of-government approach to increasing security for women. As such, the best practices discussed at the conference are not part of a la carte menu, but part of one recipe for progress on women's inclusion. For example, there is no way to increase women's participation in the formal economy if it is not safe for them to leave the house, and reconciliation is not possible where a culture of impunity for crimes against women prevails. Yet if women are allowed to take leading roles in reconstruction, peacebuilding, and the economy, they can change the gender dynamics and attitudes of their societies.

"We are often told that women can't be mediators, they can't be negotiators, and they can't play significant roles in the [peace] process because there are no qualified women," Verveer said. "Experience tells us otherwise. Therefore, we need to make sure that when we are told that qualified women are not available, we have lists ready."

Many experts have emphasized that postconflict environments can offer women a window of opportunity to consolidate wartime gains in entrepreneurial or peacebuilding skills and to redefine traditional gender roles in war's aftermath.¹⁴ Another common theme stressed by those who work on gender and security issues is that the goal of gender-based programs and national action plans is not only to improve women's lives but to affect the relationship between men and women, particularly in fragile societies, where cultural barriers to women's participation in security tend to be high.

"Women and men are both partners and should work hand in hand," said Jani Jallah, youth representative of the Angie Brooks International Centre in Liberia. "In programs that focus on women, at least one day should be dedicated to educating men on the importance of empowering their wives. We have to have a balanced society. If we focus only on women, in the future we will see that we have the problem that more women are educated than men."

Although cultural norms may appear immutable, participants stressed that in many societies struggling for stability after war, power relationships in old regimes and prevailing cultural barriers become more malleable and subject to change.

In many societies struggling for stability after war, power relationships in old regimes and prevailing cultural barriers become more malleable and subject to change.

The key to women taking advantage of the fluid period new regimes may offer is thus to convince government officials and local leaders that involving women is critical to creating lasting peace. As Søren Pind, Danish minister of development cooperation, said, “You won’t find a fragile state that supports the rights of women. You won’t find a stable society that neglects the rights of women. I believe that the stability and development of a society are directly interlinked with the rights and activities of its women. We must take up the dual challenge of working in fragile states and of pursuing the women, peace, and security agenda.”

Best Practices and Barriers

Experts at the conference were asked to rank best practices and to identify major barriers to their implementation in three main areas: conflict resolution and peacekeeping operations, postconflict reconciliation and reintegration, and economic development. The top-ranked recommendations and challenges are listed here (see also appendix B).

Women in Conflict/Peacekeeping Operations

Continue staffing, training, and deploying gender-balanced units at all levels within the military. Experts identified cultural resistance within military institutions and in society as a whole as a major barrier to instituting this practice.

Whether at the peace table or in parliaments, a critical mass of women is required to introduce gender-sensitive legislation and agreements for consideration. Experts identified deeply entrenched barriers to the inclusion of women, including culture, existing power balances and interests, and aversion to change.

Women in Postconflict Reconciliation and Reintegration

Gender mainstreaming should be integrated in a whole-of-government approach to justice and security sector reform. Experts identified lack of political will to implement the law and weak institutions that result in a lack of faith in the system as major impediments to gender mainstreaming.

Recognize sexual violence during and after war as an international criminal activity that needs to be prosecuted at either a national or international level. Experts identified political will as a major obstacle to such prosecutions.

Women in Economic Development

The interests of women and communities have to feed into the development of national policy programs and budget strategies. Inadequate and/or discriminatory legislation, infrastructure, and policy frameworks are the main barriers to developing such programs and strategies.

Notes

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Appendix A: List of Plenary and Workshop Speakers

Plenary Speakers

Laurie S. Fulton, Ambassador to Denmark, USA
Lene Espersen, Minister for Foreign Affairs, Denmark
Anders Fogh Rasmussen, Secretary-General of NATO
Hillary R. Clinton, Secretary of State, USA [video]
Melanne Verwee, Ambassador-at-Large for Global Women's Issues, USA
Ellen Margrethe Løj, Special Representative to the Secretary General for the UN Mission to Liberia
Gabriel Opiyo, Minister for Gender, Labour and Social Affairs, Uganda
Gitte Lillelund Bech, Minister of Defense, Denmark
Raymond E. Mabus, Secretary of the Navy, USA
Judy Cheng-Hopkins, UN Assistant Secretary-General for Peacebuilding
Vabah Gayflor, Minister for Gender and Development, Liberia
Katherine Canavan, Civilian Deputy to the Commander and Foreign Policy Adviser, EUCOM
Rasa Juknevičienė, Minister of Defense, Lithuania
Espen Barth Eide, Deputy Minister of Foreign Affairs, Norway
Marina Kaljurand, Under Secretary for Economic and Development Affairs, Ministry of Foreign Affairs, Estonia
Nadera Hayat Burhani, Deputy Minister of Public Health, Afghanistan
Anne-Marie Esper Larsen, Ambassador for Gender Equality, Denmark
Kristalina Ivanova Georgieva, European Commissioner for International Cooperation, Humanitarian Aid and Crisis Response
Maria Otero, Under Secretary for Democracy and Global Affairs, USA
Davood Moradian, Director General, Strategic Study Centre, Ministry of Foreign Affairs, Afghanistan
Søren Pind, Minister for Development Cooperation, Denmark

Workshop Moderators

Merle Maigre, Adviser, Policy Planning Unit of the Private Office of NATO International Staff
Suzanne B. Danneskiold Lassen, Owner & CEO, Strategic Facilitator & Integrator
Eva Zillén, Senior Adviser, Kvinna till Kvinna
Robin May Schott, Senior Researcher, Danish Institute for International Studies
Helen Scanlon, Director, International Center for Transitional Justice
Suzanne Monaghan, President, Pearson Peacekeeping Center
Shahamak Rezaei, Associate Professor, Department of Society & Globalization, Roskilde University
Tara Sonenshine, Executive Vice President, United States Institute of Peace
Tina Monberg, Mediator, psychotherapist, lawyer, Mediation Center A/S

Workshop Speakers

Major General Kristin Lund, Head of the Norwegian Home Guard
Anne-Cathrine Riebnitzsky, Author, Kvindernes krig
Rikke Haugegaard, Anthropologist, Owner of Understanding Culture
Captain Emily Naslund, Female Engagement Team, US Marines
Commander Karl Gunnarsson, Swedish Ministry of Defense
Deputy Commander Malin Hjalmarsson, Swedish Ministry of Defense

Helena Lindberg, Director General, Swedish Civil Contingencies Agency

Helga Hernes, Senior Adviser, Peace Research Institute Oslo

Nanna Skriver, Rule of Law Expert, European Union Integrated Rule of Law Mission in Iraq

Yvette Chesson-Wureh, Establishment Coordinator, Angie Brooks International Centre

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Appendix B: Best Practices and Key Barriers

Breakout Session	Best Practice	Key Barrier
Women as Role Models and Communicators in Conflict Zones	Use and staffing of mixed units/teams	Lack of family-friendly/gender-sensitive policies to recruit and retain women
	Formal and informal local networking among women, e.g., women centers	Lack of knowledge of the benefits of female engagement
	Training and deployment of gender-balanced teams at all levels	Too few female soldiers/officers/civil advisers
	Build relationships with local leaders in each village	Lack of female interpreters
	Provide opportunities to improve livelihood, jobs, education, etc.	Lack of understanding of local cultures
	Visible use of female soldiers/advisers	Attitudes from contributing countries on women
	Use of gender training to create awareness	
	Use of existing customs/organizations to enhance communications	
Building Civilian Capacity through Increased Female Participation	Equal rights and opportunities for men and women	Limited promotion of women already contributing and working across the security sectors
	Creating media and public relations to build support for women joining the police	Lack of visibility of women's contributions
	Supporting role models—men and women	Reluctance to speak against current norms for fear of undermining existing achievements
	Strong advocacy of men and women in leadership in all levels	Traditions/expectations/cultural stereotypes
		Lack of education
		High illiteracy rate
Increasing Female Participation in Military and Security Forces	Mentorship programs to retain/advance women currently in the military	Lack of trust in the police
	Use of media to increase visibility of women in security and military	Lack of support of leadership
	Equal opportunities for advancement	Lack of family-friendly policies
	Gender training for men and women	Stereotypes/traditions
	Use of women currently serving for recruitment	Discrimination and abuse of women within the armed forces
		Lack of good female mentors
Sexual Violence and Women's Health during Postconflict Reconstruction	Education and promotion of leaders speaking out against sexual violence and promotion of gender equality	Lack of facilities/equipment that take females into consideration
	Shelters that offer effective protection	Cultural resistance within military institutions and whole of society
	Survivor-centered support	Bad interpretations of religion
	Women telling their stories through media	Long-held cultural beliefs (e.g., a husband loves his wife if he beats her)
	Dissemination of stories of perpetrators and addressing them	Lack of good governance, which enables implementation of law
	Addressing past wrongs without forcing forgiveness	Limited incentives for men to change (and many to continue abusing, especially in conflict contexts)
	Creation of networks for women	Projects driven by donor expectations, nonresponsive to local needs, and inflexible
		Lack of social and gender accountability of local leaders
		Lack of ownership from the people at grassroots level
		Lack of coordination on the ground between multiple stakeholders
		Corruption and collusion among local leaders
	Illiteracy, especially of women	
	Justice systems ill-equipped to handle gender-based violence	
	Men's lack of understanding and the need to include them in programs and training	

Appendix B: Best Practices and Key Barriers (continued)

Breakout Session	Best Practice	Key Barrier	
Women in the Disarmament, Demobilization and Reintegration (DDR) Process	Civilian, military, and other relevant agencies working together; holistic approach with overall integration	Failure to realize that not all men or women have had the same roles in combat or conflict, e.g., forced participation in armed unit	
	Support of linkages between women's groups and organizations	Lack of sustainable development and other income opportunities lead to retention of weapons	
	Involvement of women at all stages of negotiation, planning, and implementation	Funding and focus not sustained, hence problems erupt after conflict ends	
	DDR broadened to include women drawn into the conflict in roles such as porters, sex slaves, informants, etc.	Absent/inadequate engagement with local partners	
	DDR addressed regionally as well as locally when it spills across borders	Lack of representation at the negotiating table by those most affected	
	DDR meaning and application, which considers women who are also associated with armed conflicts not only combatants	Patronizing attitudes of women, which are enforced by politicians, judges, etc.	
	Participatory approach: context specific, using local knowledge	Blanket amnesty and predetermined benefits and incentives	
	Affirmative action to include women to achieve better balance in the organization		
	Women in Justice and Rule of Law	Gender mainstreaming that takes a whole-of-government approach in broad-based participatory processes	Culture/stereotypes/social traditions limiting women's opportunities
		Mandating that women are included in the political process	Misrepresentation of religious text and practices
Structures that protect women when they participate in political processes		Corruption	
Gender analysis of the legislative process and of implementation in the field		Lack of women's representation in decision-making processes and negotiations	
Education and training on the rights of women and mainstreaming these rights throughout all judicial and legal training		Lack of commitment to long-term reform by postconflict governments	
Utilization of media as a platform for building awareness		Shortage of sufficient funding for real long-term outcomes	
Identifying a network of influential men and women to raise awareness of rights in a culturally sensitive manner		Few people with expertise in postconflict development	
		Short-term and rigid budgeting and planning processes	
		Stigma, silence, and lack of openness on past traumas	
		Lack of political will to implement the law, which results in lack of faith in the system	
Development of Female Entrepreneurs	International visitor cultural exchange/study groups and "exposure" tours	Political leaders lack accountability	
	Combining microfinance with other business/commercial training	Cultural and societal norms (e.g., a tradition of working in the first instance with men)	
	Home-based business providing secure/safe environments	Management of expectations: new ideas take time, and many are impatient for changes and results	
	Focus on entire supply chain	Inadequate and/or discriminatory legislation, infrastructure, and policy frameworks	
	Empowerment of women in production, financing, information sharing, and finding markets	Lack of literacy and numeracy	
	Conducive land ownership regulations to support women entrepreneurs (land ownership as collateral and for production)	Infrastructure/transportation that is unsafe for women to bring products to market	
	Engage private sector and facilitate links to local industries/businesses	Lack of involvement of private sector as change agents and mentors	
	Accessible education, especially business and skills training	Lack of access to technology	
	Financial services that come with training/education	"Unreasonable" regulations in conflict environment (complicated procedures, taxes, etc.)	
	Government support to create infrastructure	Home-based entrepreneurship adds more chores for women	
Basic numeracy and literacy			

Breakout Session	Best Practice	Key Barrier
Facilitating Women's Entry into Economic Policy	<p>Education of rural women and access to capital as cornerstone to empowerment</p> <p>Networking women to increase access to capital</p> <p>Inclusion of men in the campaign for women's economic empowerment to avoid a power struggle</p> <p>Women's land ownership and inheritance</p> <p>Ensuring that laws favor gender equality</p> <p>Educating women and combating illiteracy</p> <p>Training facilities to help employ women</p>	<p>Mind-set</p> <p>Absence of macro-gender strategy</p> <p>Lack of ownership of land or other collateral to access capital</p> <p>Absence of women in economic decision making (e.g., on company boards and in ministries)</p> <p>Family-life balance and time poverty</p> <p>Patriarchal power struggles</p> <p>Corruption and burdensome bureaucracy</p>
Breaking the Cycle of Marginalization: Early Female Economic Education	<p>Education on business management skills, including financial literacy</p> <p>Engage and create alliance with men—important for both access to capital and in preventing backlash</p> <p>Motivational strategies: role models, mentoring, group training, feedback, awards</p> <p>Access to new channels of information: Internet, mobile phones, etc.</p> <p>Job search and interview training</p> <p>Networking platform</p> <p>Consultations with traditional community leaders to gain access and build trust</p> <p>Increased access and awareness of education, through informational operations, outreach programs, etc.</p>	<p>Cultural isolation, village support for education</p> <p>Violence/security</p> <p>Sufficient funding</p> <p>Not enough female mentors (role models, teachers, female NGO workers, soldiers)</p> <p>Lack of legal frameworks</p> <p>Illiteracy</p> <p>Lack of incentives for families to send girls to schools</p> <p>Distance to secondary schools</p> <p>Corruption</p> <p>Poor donor coordination</p> <p>Disproportionate focus on urban areas</p> <p>Access to markets</p>

An online edition of this and related reports can be found on our Web site (www.usip.org), together with additional information on the subject.

Of Related Interest

- *Women and War: Power and Protection in the 21st Century* ed. Kathleen Kuehnast, Chantal de Jonge Oudraat, and Helga Hernes (USIP Press, forthcoming)
- USIP Women and War Conference website, www.usip.org/events/women-and-war
- *Rape in War: Motives of Militia in DRC* by Jocelyn Kelly (Special Report, May 2010)
- *Real Change for Afghan Women's Rights: Opportunities and Challenges in the Upcoming Parliamentary Elections* by Nina Sudhakar and Scott Worden (Peace Brief, August 2010)
- *The Afghan Peace Jirga: Ensuring That Women Are at the Peace Table* by Palwasha Hassan (Peace Brief, May 2010)
- *The Health Sector and Gender-Based Violence in a Time of War* by Anjalee Kohli, Kathleen Kuehnast, and Leonard Rubenstein (Peace Brief, April 2010)



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