

Women and Armed Conflict (E)

Aggression, foreign occupation, ethnic and other types of conflicts are an ongoing reality affecting women and men in nearly every region according to the Beijing Declaration and Platform for Action for Equality, Development and Peace (BPfA) 1995¹. Armed and other types of conflicts and terrorism and hostage-taking still persist in many parts of the world.

Women are affected by armed conflict in a variety of ways: they are victims of gender-based violence, peace and reconstruction actors, and combatants or members of the armed forces, volunteers or not. Women and children constitute some 80 % of the world's millions of refugees and other displaced persons, including internally displaced persons. In addition, women often become caregivers for injured combatants and find themselves, as a result of conflict, unexpectedly cast as sole manager of household, sole parent, and caretaker of elderly relatives.

Participation of women in the promotion of peace through conflict prevention, management and resolution is essential not only to the maintenance and promotion of peace and security but also to ensure equal rights. The equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security. Although women have begun to play an important role in conflict resolution, peacekeeping and defence and foreign affairs mechanisms, they are still underrepresented in decision-making positions. If women are to play an equal part in securing and maintaining peace, they must be empowered politically and economically and represented adequately at all levels of decision-making. Refugee, displaced and migrant women in most cases display strength, endurance and resourcefulness and

can contribute positively to countries of resettlement or to their country of origin on their return. They need to be appropriately involved in decisions that affect them.

In addressing armed or other conflicts, an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively.

In order to address these problems, the following strategic objectives were set and agreed to be implemented by the national governments.

The strategic objectives

- E.1 Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation
- E.2 Reduce excessive military expenditures and control the availability of armaments
- E.3 Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations
- E.4 Promote women's contribution to fostering a culture of peace
- E.5 Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women
- E.6 Provide assistance to the women of the colonies and non-self-governing territories



Indicators

The issue of women and armed conflict was one of the priorities of the 'Strengthening the European Union's Role as a Global Partner for Development' programme². In this framework, in April 2008, the Slovenian Presidency, in partnership with Germany and Austria, published a European Centre for Development Policy Management study³ on EU policy on women and armed conflict. This document provides a documented state of play of the issue and European commitments and instruments and makes recommendations that address European Commission development cooperation policy. The findings of this study revealed a lack of priorities and strategic planning to effectively channel resources and expertise within the area and highlighted an insufficient appreciation of the complexity of issue involved and lack of clear indicators for the coherent supervision of any associated strategies.

The report⁴ prepared by French Presidency in 2008, expanded on that study, in particular in terms of the analysis of the actions of the Member States' recommendations and monitoring indicators. This issue concerned both the situation and protection of women during armed conflicts, and the active role they play in conflict prevention, peace, reconstruction and post-conflict democratic and sustainable development processes.

To prepare the report and develop the indicators, a survey was carried out within Member States and the European Commission and results of the survey were published⁵. The survey confirmed the lack of indicators for monitoring commitments and policies in the area of women and armed conflict.

The four indicators with one sub-indicator proposed by French Presidency in 2008 centred on four major areas relating to compliance with commitments concerning women and armed conflict, the importance of which was highlighted by the survey of Member States and the European Commission.

At the same time, it was pointed out that the proposed limited set of indicators cannot cover such a vast, complex area and would appear to be inadequate in the context of the different time periods (before, during, after) and sectoral policies that have an impact on conflict prevention, peacekeeping operations, peace negotiations, disarmament, demobilisation and reintegration processes, security system reform, post-conflict development policy, etc. Each of these sectors requires a series of indicators, which should, as far as possible, be put into context through regional approaches.

In December 2008, during the meeting⁶ the Council of the European Union adopted draft conclusions⁷ and took note of the proposed four indicators with one sub-indicator in the area 'E — Women and Armed Conflict'.

Indicator E1

Name: Proportion (number and percentage) of men and women trained specifically in gender equality among:

- diplomatic staff and civilian and military defence staff employed by the Member States and Community institutions; and
- staff participating in UN peacekeeping operations (PKOs) and ESDP missions, including military and police staff.

Concept: This indicator aims to illustrate how the Member States and Community institutions implement gender-mainstreaming in the prevention of, and response to, armed conflicts. Training and accompaniment of all personnel involved, at all levels of responsibility, in the planning of strategies or in their operational implementation on the ground, remains to be developed. This approach is very important in the context of peacekeeping operations. One way of raising awareness among peacekeeping personnel is to include clauses on sexual violence in the mandates of these peacekeeping operations (PKO).

The implementation of indicators to evaluate and monitor training and accompaniment initiatives may give rise to a useful listing of trainers and experts in gender-based approaches and armed conflict, both at a European level and in the third countries concerned. Targets of the indicator include ministries and public administrations responsible for the area of women and armed conflict, and peacekeeping operations (PKO), at national and European levels, in charge of administrations and external missions.

According to the French Presidency report, the data sources should be statistics and training reports of human resources departments of the services concerned; strategic guideline documents about gender and development; peacekeeping operations mission letters; mission execution reports; annual reports by the ministries of cooperation, defence and other public bodies concerned.

Data source: There is no database including all information at EU level for this indicator.

Published: There are no published data including all information at EU level for this indicator.

Notes: There are no available data for the calculation of this indicator at EU level. There are no available sources of data on the proportion of men and women trained specially in gender equality or the types of staff specified in the definition of the indicator, and the indicator has never been constructed.

Furthermore, the definition needs to be revised. This indicator is made up of a number of components and is, thus, under its current definition, a composite indicator. Therefore, breaking the indicator into several separate indicators should be considered.

Indicator E2

Name: Proportion (number and percentage) of women and men among:

- heads of diplomatic missions and EC delegations;
- staff participating in UN peacekeeping operations and ESDP⁸ missions, including military and police staff.

Concept: This indicator assesses the respective participation of women and men in the processes of conflict-prevention and resolution, including decision-making. The fact that processes linked to armed conflicts, peace negotiations, security operations, etc., are directed and implemented mainly by men, may affect the insufficient account taken as women's roles as active participants in peace and democracy, and the discriminations, inequalities and violence of which they are victims. Equal involvement of women and men in these processes forms the basis of possible progress.

In general, this equal participation at similar levels of responsibility should concern the personnel of diplomatic services; early warning systems; armies and peacekeeping forces; peace negotiations; disarmament, demobilisation and reintegration processes (DDR) and security system reform (SSR) processes; police; justice; transitional governments, electoral processes; development of public post-crisis policies; management of refugee camps; the welcoming of refugees and asylum seekers.

Targets of the indicator include ministries and administrations involved in diplomacy, peacekeeping operations (PKO), defence and police missions. According to the French Presidency report, the data sources should be documents and statistics of the human resources departments of the administrations concerned and institutional organisational charts.



Data source: There is no database including all information at EU level for this indicator.

Published: There are no published data including all information at EU level for this indicator.

Notes: There are no available data for the calculation of this indicator at EU level, but a part of the data for this indicator is available on UN website in the area 'Ranking of military and police contributions'⁹. There are data to illustrate the proportion (number and percentage) of women and men on UN peacekeeping operations by gender and by country.

Furthermore, there are no data for the proportion (number and percentage) of women and men among heads of diplomatic missions, EC delegations and CSDP missions.

Moreover, the definition needs to be revised. The indicator is made up of a number of components and is, thus, under its current definition, a composite indicator. Therefore, breaking the indicator into several separate indicators should be considered.

Indicator E3

Name: Indicator E3 — Funding (as a total amount and as a percentage of cooperation programmes) allocated by the Member States and the European Commission, in countries affected by armed conflict or in post-conflict situations, to support gender equality, broken down, where possible, to reflect funding to support:

- female victims of violence; and
- the participation of women in peace-building and post-conflict reconstruction.

Indicator E3a — Proportion of funding for these programmes allocated to NGOs working for gender equality and women's empowerment

Concept: This indicator assesses the resources allocated, in the framework of development cooperation, to the promotion of gender equality

including, in particular, the fight against violence, and measures to promote peace, reconciliation and reconstruction implemented by women in countries affected by armed conflicts and emerging from crisis, as well as the support given to Governmental Organisations (GO) working for gender equality and women's empowerment in such countries.

The large-scale nature of gender-based violence has led the international community during international or internal conflicts. One of the major obstacles to the prevention and compensation of these crimes, and consequently human development as a whole, is the impunity with which they are committed, for reasons relating to the lack of capability of police and justice infrastructure in certain countries, and a generalised cultural and social perception that minimises the seriousness of crimes against women. A prevention strategy involves the reinforcement of actions to combat discrimination, as well as the increased promotion of women's rights in support programmes in third countries in general, and particularly in sensitive areas, drafting and reform of constitutions, political, legal and administrative reforms. Moreover, with women and their organisations playing a major (mainly local) role in various areas of the fight against violence, reproductive health, access to rights and to peace, it seems important to measure if they enjoy significant support.

The implementation of this indicator might permit a more global view of all European actions in the area of cooperation and rights, and their scope. It might also lead to enumerating, improving knowledge of and reinforcing local organisations run by women.

Targets of indicators are the action programmes of the Member States and the EU in regions affected by armed conflict, in the area of the fight against discrimination and violence, access to treatment, and the fight against impunity and protection.

According to the French Presidency report, the data sources should be technical and budgetary analyses of documents of the programmes and projects of Member States and reports of these programmes in these areas and the analysis of sector-based policy documents of partner states in these areas. However, the value of the indicator was not calculated in that report and the direct source for the calculation of the indicator was not mentioned.

Data source: There is no database including all information at EU level for this indicator.

Published: There are no published data including all information at EU level for this indicator.

Notes: There are no available data for the calculation of this indicator at EU level but the OECD Aid Statistics database¹⁰ provides detailed information about the transfers of official development assistance (ODA)¹¹ from Member States and EU institutions to other countries by recipient¹² and donors¹³ at country level.

The definition of which countries affected by armed conflict or in a post-conflict situation and which actions are considered supportive of gender equality is missing in the report of the French Presidency: the indicator was never calculated and never published.

The definitions need to be improved: firstly, the definition of countries affected by armed conflict or in a post-conflict situation and secondly, which actions are considered as supportive of gender equality.

Indicator E4

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

Concept: This indicator aims to illustrate how the situation of women in countries affected by

armed conflicts is taken into account in granting international protection. The Geneva Convention¹⁴ of 1951 is neutral from the gender point of view in defining a refugee as 'any person who has a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable, or owing to such fear, is unwilling to avail himself of the protection of that country'.

Over the last few years, the advances brought by subsidiary protection and the Directive on minimum standards (Council Directive 2004/83/EC of 29 April 2004 on minimum standards for the qualification and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted) have allowed the issue of gender-based violence to be integrated into the criteria for access to protection. Subsidiary protection concerns aliens who cannot claim refugee status under the terms of the Geneva Convention, but are still threatened in their own country for reasons such as the death penalty, torture or inhuman or degrading punishment or treatment and, for a civilian, a serious, direct and individual threat against their life or person owing to generalised violence resulting from a situation of internal or international armed conflict.

Targets of this indicator are Member States and EU bodies in charge of refugee and asylum seeker issues.

Data source: There is no database including all information at EU level for this indicator.

Published: There are no published data including all information at EU level for this indicator.

Notes: There are no available data for the calculation of this indicator at EU level but the calculation of the indicator could be based on Eurostat Asylum statistics¹⁵ where the asylum



applicant has been defined as a person who seeks refugee status or subsidiary protection status and a first instance positive decision is taken by administrative or judicial bodies in Member States.

Data are available in the Eurostat online database in the table 'migr_asydcfsta: First instance decisions on applications by citizenship, age and sex Annual aggregated data (rounded)'¹⁶. The data cover all Member States and the oldest data are available from 2008. The data are comparable between countries and the data source is assessed as good quality. The annual produced variable is typically made available approximately three months after the end of reference period.

The definition of countries affected by armed conflict needs to be improved and the rules for the calculation of the indicator should be clarified.

More information

Policy documents

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Council of the European Union, Draft Council conclusions 'Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action — Indicators concerning Women and Armed Conflicts', Brussels, 9 December 2008 (<http://register.consilium.europa.eu/pdf/en/08/st16/st16596-ad01.en08.pdf>).

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Notes

1. Beijing Declaration and Platform for Action 1995, p. 56 (<http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>).
2. Strengthening the European Union's Role as a Global Partner for Development — The 18-month programme on development policy of the three presidencies of Germany, Portugal and Slovenia January 2007–June 2008 (http://www.eu2007.de/en/News/download_docs/Januar/BMZBroschuere.pdf).
3. Enhancing the EU Response to Women and Armed Conflict — With particular reference to development policy — Study for the Slovenian EU Presidency, European Centre for Development Policy Management, Discussion Paper No 84, April 2008 ([http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/BFA813732ADF4AE3C125744200313063/\\$FILE/Sherriff_WAC%20study_DP84_April08.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/BFA813732ADF4AE3C125744200313063/$FILE/Sherriff_WAC%20study_DP84_April08.pdf)).
4. Council of the European Union, Draft Council conclusions 'Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action — Indicators concerning Women and Armed Conflicts, Brussels, 9 December 2008 (<http://register.consilium.europa.eu/pdf/en/08/st16/st16596-ad01.en08.pdf>).
5. Council of the European Union, Draft Council conclusions 'Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action — Indicators concerning Women and Armed Conflicts', Part II Annexes, Brussels, 9 December 2008 (<http://register.consilium.europa.eu/pdf/en/08/st16/st16596-ad02.en08.pdf>).
6. Council of the European Union, Press release, 2916th Council meeting, Brussels, 16 and 17 December 2008 (http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/104835.pdf).
7. Council of the European Union, Council conclusions on the review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action — Women and armed conflicts, Brussels, 17 December 2008 (http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressData/en/lsa/104821.pdf).
8. Originally, the ESDP (European Security and Defence Policy) was mentioned in the report of the French Presidency, when the indicator was developed. The ESDP has been renamed the Common Security and Defence Policy (CSDP), more information about CSDP is available online (<http://consilium.europa.eu/showPage.aspx?id=261&lang=EN>).
9. Monthly tables under the theme 'Ranking of military and police contributions' (<http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>).
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 13. OECD, Development Co-operation Directorate (DCD-DAC), Aid Statistics, Donor Aid Charts (http://www.oecd.org/countrylist/0,3349,en_2649_34447_1783495_1_1_1_1,00.html).
 14. Convention and Protocol relating to the status of refugees, UNHCR (<http://www.unhcr.org/3b66c2aa10.html>).
 15. Asylum statistics, Eurostat metadata (http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/EN/migr_asydec_esms.htm).
 16. Table 'migr_asydcfststa: First instance decisions on applications by citizenship, age and sex Annual aggregated data (rounded)' is available online (http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_asydcfststa&lang=en).