



I. What's it all about?

Gender, conflicts and program management

The „Conflict Prevention and Transformation“ division (COPRET) of the Swiss Agency for Development and Cooperation (SDC) has launched a process called „Conflict-sensitive Program Management“ (CSPM). The aim is for SDC programs and projects to contribute more consciously and more effectively towards the non-violent resolution of conflicts and the promotion of peacemaking efforts. CSPM is not some new-fangled instrument, but a means of consistently integrating gender- and conflict-sensitivity into SDC program management, i.e. in program strategy, planning, implementation, monitoring and evaluation.

CSPM is based on the assumption that every International Cooperation (IC) project, including humanitarian aid, can have a positive or negative, direct or indirect, deliberate or unforeseen impact on the conflict environment. For this reason, serious consideration must be given to the impact of all IC and humanitarian activities on the incidence of violence and on the peace process. The prevention of violence, the civilian handling of conflicts and the furtherance of peace efforts should become firmly anchored in IC (peace- and gender-mainstreaming). Equality

Conflict-sensitivity:

- IC workers observe the tensions and conflicts in their working environment and critically examine their own role.
- The IC programs foresee different options for taking action to prevent violence and help peace-building efforts.
- The IC programs enable the workers concerned to recognise symptoms of violence and the intensity of the conflict more easily.

of the sexes, i.e. the same rights, opportunities and powers of decision for men and women, is an essential requirement for a just social system in times of peace.

Gender-sensitive CSPM should help prevent IC from having a negative or violence-breeding impact on conflict situations and should strengthen the positive, peace-promoting influence.

The extended meaning of violence...

...within a gender- and conflict-sensitive program management system covers personal (direct, physical), structural (indirect) and cultural (legitimising) violence against women, men, girls and boys. Violence does not only occur in armed conflict, but also within structures and actions that disadvantage certain people because of their sex, origin, ethnic group or political beliefs.

It follows that the prevention of violence does not mean preventing armed conflict, but also influencing all people, structures and symbols that employ, encourage, propagate or legitimise violence in any form against women, men, girls and boys.

Editorial

Dear Readers,

This newsletter focuses on conflict-sensitive program management (CSPM) - the instrument chosen by the SDC to apply gender- and conflict-sensitivity right across the planning, implementation, monitoring and evaluation of international cooperation (IC) programs and projects.

Gender- and conflict-sensitive program management helps IC and humanitarian aid workers to plan their projects and programs in such a way that violent conflicts are prevented from degenerating still further. On the contrary, wherever possible such aid should contribute to the prevention and curbing of violence, the support of pacifist forces and the achievement of fairness in social relationships and structures for men and women, boys and girls. The aim of gender- and conflict-sensitive program management is not to avoid or bypass conflicts, but to include them in IC projects and programs and to handle them peaceably by involving all the women, men, groups and institutions concerned in the discussions.

This edition of the newsletter describes gender- and conflict-sensitive program management and shows how it can be integrated into everyday IC work.

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CSPM poses two basic questions: How does the conflict affect the project? How does the project affect the conflict? „Do no harm“ is merely the minimum requirement: the programs and projects aim to avoid any violence-breeding impact or the aggravation of existing violent conflicts. Some indications and examples of the possible negative and positive effects of IC on a conflict environment are summarised in the following documents:

Link to: Do No Harm: „Indications“ for Assessing Aid’s Impact on Conflict: http://www.cdainc.com/dnh/archives/2001/07/indications_for_assessing_aids_impacts_on_conflict.php

Link to CDA project „Reflecting on Peace Practice“: http://www.cdainc.com/tpp/archives/2001/04/negative_impacts.php

To understand a conflict and the impact of a program or project on the conflict situation, it is essential to acquire full information, e.g. knowledge that can be obtained, assembled and evaluated by

The extended meaning of peace...

...within a gender- and conflict-sensitive program management system covers freedom from violence at a personal, structural and cultural level, as well as a just social system. This includes equality of the sexes: the same rights, opportunities and powers of decision for men and women - a sine qua non for a just social system in times of peace. Gender- and conflict-sensitive program management contributes to peace efforts by seeking to abolish all forms of violence against women, men, girls and boys at all levels of society (individual, domestic, communal, national, regional and international) and actively contribute to social justice for all.

means of early warning systems. However, the problem with such information is that the gender perspective is often overlooked, so that there is very little indication of the difference in the situations of men and women, or their respective needs, rights, resources or scope of action. It is therefore essential for IC workers to interview men and women from all

classes of society when gathering information (participative information-gathering). Here, gender-sensitive indicators from the early-warning system can be a great help, as has been shown in a study carried out by swisspeace and International Alert:

Gender and Conflict Early Warning: A Framework for Action: <http://www.international-alert.org/women/publications/EWGEN.PDF>

A gender perspective

- considers all levels of society (individual, domestic, communal, regional and international) and all the players involved, as well as the possible impact of politics, programs/projects, according to men and women, and their role, function, actions, vulnerability, demands, needs, realities of life, capacity, etc.,
- always looks at both the „public“ and the „private“ sphere,
- analyses the relationship between the sexes as part of the social network and reveals inequalities,
- identifies conflicts between the sexes and helps to resolve them constructively,
- aims to reduce the incidence of violence and discrimination against women, as well as encouraging the empowerment of women,
- creates and promotes an awareness of non-discriminatory concepts of men and women and their roles,
- makes men and women recognisable as such through the language used.

II. Where are the problems?

Lessons learnt

IC and humanitarian aid workers encounter different types of conflict in their everyday work. They cannot remain neutral, but themselves become part of usually very complex conflict situations. It is therefore important for them to plan their work in a conflict- and gender-sensitive manner.

IC and humanitarian aid workers are not neutral

The aim of IC projects and programs must be to incorporate conflicts into the planning, implementation, monitoring

and evaluation of the work - not just circumnavigate them. For example, if IC workers distribute aid to a specific group of people or if their empowerment projects shift the balance of power

between rich and poor, or between men and women, the IC organisation is no longer neutral, but has positioned itself and thus becomes part of the conflict. It is important for IC workers to be well-prepared to deal with social conflicts, which are sometimes aggravated by the actions of IC, and to contribute to non-violent solutions.

Ever-changing conflicts

Conflicts are processes that are constantly changing. Different players follow different interests and relate to each other in varying degrees. The dividing line between aggressor and victim, too, is often blurred and may need to be redefined. Violence at different social levels (individual, domestic, community, national, regional or international) can fluctuate. IC workers should therefore be aware of the current state of the conflict and its fluctuations in order to adjust their programs and projects accordingly.

Participative information-gathering and conflict analysis

Gender- and conflict-sensitive programs and projects depend on a supply of gender- and conflict-sensitive information at all stages of the project management cycle. To take account of the different perspectives, opinions, interpretations and interests of the various players, it is important that men and women from all classes of society participate in the gathering of information and the analysis of conflicts. It is crucial to include the often-neglected base of the population, e.g. local women, men and groups (e.g. women's or peace organisations).

Categories of perspectives

To make full use of the variety of information and analyses obtained for the planning, implementation, monitoring and evaluation of IC programs and projects, it is a good idea to categorise the perspectives of the various players: Who

evaluates the situation, and how? Why? What does that mean for the program/project? For example men evaluate their everyday life as relatively safe, while women are exposed to „domestic“ violence and thus feel insecure.

„Basic“ or „comprehensive“?

All IC programs and projects must fulfil the minimum requirement of „Do No Harm.“ They must take care to avoid a violence-breeding impact and the aggravation of existing sources of conflict, e.g. structural violence, („basic“ adjustment of the current project). If IC workers notice an escalation of the conflict it is important that they closely observe the dynamics of the violence at all levels (individual, domestic, communal, national, regional, international) and then adapt their project so that it makes a direct contribution to the peaceable handling of the conflict („comprehensive“, possibly with the creation of a special project for peace-building).

III. What are the prospects?

Examples of gender- and conflict-sensitive IC

There are many ways in which gender- and conflict-sensitive program/project management can contribute towards the prevention and curbing of violence, the constructive handling of conflicts and the promotion of peace, e.g. the reduction of structural violence, new attitudes in social relations or the empowerment and support of local pacifist forces.

The reduction of structural causes of violent conflicts

Structural violence often marks the relationship between men and women or between members of different ethnic groups and/or nations.

> For example: the Palestinian minority in Israel (ca. 20%) is seen by many as an „internal threat to security“.

Palestinian women suffer not only from Israel's policy of discrimination against minorities, but also from the patriarchal structures of their own community, e.g. girls often have to leave school early in order to marry. The project „Kayan“ in Haifa gets to the roots of the social and cultural problems of Palestinian women living in Israel. The project includes information campaigns, education and lobbying. On request it will organise empowerment groups for women and girls from Palestinian villages. Recently men, too, have participated in courses to become „empowerment trainers“ and they

now work with teachers and boys' classes. The aim of the project is to bring about a profound change in social attitudes and in the relationship between men and women. (cfd)

Gender- and conflict-awareness in IC promotes sensitivity to the differing structural lines of conflict - in the case mentioned above, along the ethnic/national divide and according to gender. IC workers must also be aware that the empowerment of a specific group can lead to conflict with other groups. The successful handling of such conflicts greatly contributes to the prevention and curbing of structural violence.

Changing social attitudes

Men and women experience violence differently - and not only during armed conflict. For this reason, different psycho-social aid is needed for men and women. Moreover, during the immediate post-war period there is often a backlash in the relations between the sexes: men and women are forced back into their former roles and the incidence of violence against women remains very high.

> For example: In Kosovo, society is traditionally patriarchal. The inequality in the roles of the sexes holds considerable potential for violence. The rapes during the war were followed by violence on the part of the husbands returning from the war. These men were disoriented and had seen no examples of the non-violent solving of conflicts. The Women's Wellness Centre (WWC) in Peja is committed to combating violence against women at different levels. The Centre offers protection (women's refuge) and counselling, as well as social and legal advice for the female victims of violence and their children. The women can also attend courses in computer technology, English or journalism, in order to become financially more independent. The WWC also organises information campaigns for men and women in the rural areas surrounding Peja, as well as annual campaigns on the subject of „everyday violence“, with the aim of creating public awareness of the

problem. In addition, the WWC runs advanced training programs for people employed in the field of health, social work or the police and shows them how to recognise „domestic“ violence and what measures to take. As a result of the activities of the WWC, this subject is now no longer taboo in the region of Peja. (cfd)

Gender-sensitive program management can help create awareness of violence at different levels, so that programs and projects are chosen that will promote peaceable co-existence and fair social relations between men and women.

Empowerment and support of local pacifist forces

In any society, there are people, institutions and conditions that unite („connectors“ or local pacifist forces) and others that tend towards violence and separate people from each other („dividers“). IC must aim to strengthen the „connectors“/local pacifist forces and weaken the „dividers“. This is no easy task, since the dividing line between the two groups is often blurred and may need to be redefined. It is thus important to obtain an objective overview of possible „connectors/local pacifist forces“ and support them (empowerment).

> For example, the Palestinian women's organisation Jerusalem Centre for Women (JCW) is committed on the one hand, via the Jerusalem Link, to maintaining a dialogue with Israeli women's

organisations and peace activists, and on the other hand to empowering Palestinian women, so that they can actively participate in the peace process. The empowerment projects include courses on women's and human rights, democracy and political participation, and leadership courses for young Palestinian women working in NGOs who want to engage in the politics of peacemaking.

Due to the deterioration in the political situation, there are currently no longer any regular meetings between Israeli and Palestinian women where serious political discussions might take place. Nevertheless, joint demonstrations are held against the Israeli occupation, and Israeli and Palestinian women continue to exchange correspondence on the subject of the conflict and the needs of each side. (cfd)

In the current political situation in Palestine/Israel the empowerment of women has particular significance. Gender-sensitive project management can help recognise the needs of men and women who (want to) take an active part in the peace process. IC programs and projects can be adapted to support the empowerment of local pacifist forces. This will promote the development of a democratically-minded civilian population and create the preconditions for lasting peace.

IV. What's the procedure?

Gender- und conflict-sensitives program management in the program/project management cycle

The aim of the following chapter is to help people to plan their program/project management cycle in a gender- and conflict-sensitive manner. Apart from a summary of important principles and crucial questions, there are a number of selected links to sources of information and assistance for the planning of gender- and conflict-sensitive program management. Further literature and Internet pages on subjects such as organisations working in the field of gender and peace are listed at the end of this newsletter (page 8).

Planning

1. Analysing the context

a) Basic principles for a gender-sensitive analysis of the context

- Critical consideration of our own concept of gender: which of our views on the relationship between the sexes have their origins in our own background? How is our everyday work divided between men and women?
- Refusal to attribute characteristics according to gender: do we perhaps allow ourselves to be misled by stereotypical conceptions of the (supposed) situation of men and women living in a given country? What are the actual realities of life in the experience of these local inhabitants?
- Gender-sensitive participation: when obtaining information and analysing contexts, do we cover the varying perspectives, opinions, interpretations and interests of the different players, i.e. do both men and women participate in the context analysis? Has the base of the population been taken into account?
- Classification of perspectives according to gender: do we classify the information obtained and our analyses according to the perspectives of the different players, i.e. who (women/men/girls/boys) evaluates the situation and how? What does this signify for the program/project?
- Critical examination of gender-specific balance of power:

> In our team: which functions are taken over by the men in our team, and which are assumed by the women? Who makes decisions when setting program/project targets? Do both men and women influence the setting of priorities for the program/project?

> In the local community: which functions are assumed by the local men and women? Which members of the local population make decisions when deciding on programs/projects? Do the local women, as well as the men, influence the setting of priorities for the program/project?

b) Gender- and conflict-sensitive context analysis

- Changes in the relationship between the sexes: how has the relationship between the sexes changed as a result of the conflict? Has the scope of action of women or of men - e.g. in the home - diminished or increased? What does

this signify for our program/project?

- Gender-specific violence: who (women/men/girls/boys) is subject to what kind of violence? Who commits such acts of violence and/or benefits from them? What strategies do the local men or women use to counter this violence? Can we help the local men or women to curb and overcome violence?
- Peace environment: are there any peacemaking efforts? Who (women/men) participates in these efforts? How can we ensure that both men and women are involved? How far are these peacemaking efforts gender-specific? How can we help to strengthen the peacemaking efforts? Which gender issues are crucial to the peace process? How can they be integrated into the peacemaking process?

„Gender Equality and Peacebuilding“ – CIDA: (Tables 1 and 3): [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/\\$file/C-Gender-EN.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/$file/C-Gender-EN.pdf)

„Gender Profiles of Countries in Conflict“ – UNIFEM: <http://www.womenwarpeace.org/conflict.htm>

„Gender & Do No Harm“ – KOFF: <http://www.swisspeace.org/koff/uploads/website/gender/genderdonoharm.pdf>

„Gender Toolkit“ – SDC (Sheets 7, 8a, 8b): <http://www.deza.admin.ch/index.php?navID=2920&userhash=9772209&ID=1>

„Women, War and Peace“ – UNIFEM (S. 112): http://www.unifem.org/index.php?f_page_pid=149

„Gender and Conflict Early Warning“ – swisspeace und International Alert: <http://www.international-alert.org/women/publications/EWGEN.PDF>

2. Gender-sensitive program strategy

Practical and/or strategic gender interests: should we try to cater more for the practical gender-specific needs of men and women, i.e. is the ultimate aim the improvement of the living circumstances of men and women in the roles attributed to them? And/or do we want to change the strategic gender-specific needs of men and women, i.e. is the ultimate aim a

change in the relationship between the sexes (e.g. by combating structural discrimination against women in property ownership)?

Therefore, which gender strategy is right for our program/project?

- Empowerment of women?
- Cooperation with men?

– Gender sensitisation within an existing program/project?

– Several strategies at once?

Which conflicts between the sexes might arise if we adopt one or more of these strategies (e.g. double workload for women or male resistance to a program/project)? How should we react?

3. Targets and the development of indicators

When setting targets, we must put conflict- and gender-related targets (of both a practical and a strategic nature) at the top of the list in any program/project.

- Which are our prime targets and which are our sub-targets? (program/project targets and operative targets)
- Which of these targets are important to the men and women involved? (participative setting of targets)

– Who evaluates which targets how precisely? (difference of perspectives according to gender)

– Which measures do we plan to use to realise our targets?

– Which gender-specific indicators serve to evaluate the targets?

„Programming for Results in Peacebuilding – Objectives <Tree> & Performance Indicators“ – CIDA: http://www.acdi-cida.gc.ca/cida_ind.nsf/vLUallDocByIDEn/A001A78F1C02FBD38525699700195E03?OpenDocument

„Gender Equality and Peacebuilding“ (table 4: indicators) – CIDA: <http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/Sfile/C-Gender-EN.pdf>

4. Cooperation

- With whom should we cooperate? Women, men or mixed organisations?
- What do we expect from this cooperation?
- Could this cooperation lead to conflict with other players? How should we deal with this?

5. Budget

- Is the chosen gender strategy reflected in our budget?
- Are training in gender- and conflict

sensitivity and, if necessary, the advice of experts in the field accounted for in the budget?

Implementation

1. Partner organisations

- Who is to implement the planned project? Women, men, mixed organisations? Why?
- What is the attitude of these partner organisations towards gender and conflict?
- Will only women or only men, or both men and women participate in the realisation of the project.

2. Target groups

- To whom are the planned measures addressed? Only women or only men? To both men and women?
- If a program/project is intended for both men and women: what must we bear in mind particularly, so that both men and women can benefit from the program or project?
- Which gender-specific accompanying measures are necessary?

3. Gender- and conflict competence

- How can the „gender and conflict competence“ of SDC employees and their partners be promoted and strengthened?

„Gender Toolkit“ – SDC (Sheets 9a, 10): <http://www.deza.admin.ch/index.php?navID=2920&userhash=9772209&IID=1>

Monitoring

1. Gender-sensitive monitoring instruments

The gender- and conflict-sensitive targets and indicators must be examined and, if necessary, adjustments made to the measures planned (see „Planning: Targets and the development of indicators“).

„Gender Toolkit“ – SDC (Sheet 11): <http://www.deza.admin.ch/index.php?navID=2920&userhash=9772209&IID=1>

- How far must we adjust our program/project in order to reach the targets?
- Are the men and women concerned satisfied with what has been achieved up till now? What changes or adjustments are important to them?
- Based on our current experience with

this program, are the targets still totally relevant? Or should they perhaps be redefined? How?

- Have the indicators proved useful? To what extent must we change or extend them?

Evaluation

1. Gender-sensitive evaluation instruments

Gender-sensitive evaluation instruments are result- and process-oriented (as are monitoring instruments). Both evaluation- and future-oriented questions need to be asked.

„Gender Toolkit“ – SDC (Sheet 12): <http://www.deza.admin.ch/index.php?navID=2920&userhash=9772209&IID=1>

- What must we bear in mind with regard to gender and conflict?
- What has happened to the gender- and conflict-related targets during the project/program management cycle? How or why have these targets changed, or why have they been dropped?

2. Lessons Learnt

- What lessons have been learnt with relation to gender and conflict?
- What should we bear in mind?
- What needs to be changed?

- Literature**
- Anderson, Mary B.: Do No Harm. How Aid Can Support Peace – or War. London 1999
- Bush, Kenneth: A Measure of Peace: Peace and Conflict Impact Assessment (PCIA) Of Development Projects In Conflict Zones. Working Paper No. 1 by The Peacebuilding and Reconstruction Program Initiative & The Evaluation Unit of IDRC. 1998: http://web.idrc.ca/uploads/user-S/10533919790A_Measure_of_Peace.pdf
- Bush, Kenneth: Hands-on PCIA. A Handbook for Peace and Conflict Impact Assessment (PCIA). Author's version, October 2003
- Canadian International Development Agency (CIDA): Gender Equality and Peacebuilding: An Operational Framework: [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/\\$file/C-Gender-EN.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/$file/C-Gender-EN.pdf)
- Swiss Agency for Development and Cooperation (SDC): Konfliktsensitives Programm-Management / KSPM. Ein Konzept zur Verankerung der Konfliktperspektive in den Programm- und Projektmanagementzyklus der DEZA. 2004
- Piza-Lopez, Eugenia / Schmeidl, Susanne: Gender and Conflict Early Warning: A Framework for Action. June 2002: <http://www.international-alert.org/women/publications/EWGEN.PDF>
- UNIFEM (Hg.): Rehn, Elisabeth / Johnson Sirleaf, Ellen: Women, War and Peace: The Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. 2002: http://www.unifem.org/index.php?f_page_pid=149

Links Gender- and konflikt-sensitive program management

- Berghof Handbook for Conflict Transformation
<http://www.berghof-handbook.net>
- Briefing Paper: Peace & Conflict Impact Assessment (PCIA) and NGO Peacebuilding – Experiences from Kenya & Guatemala
<http://www.international-alert.org/pdf/pubdev/pcia.pdf>
- CDA: Do No Harm: «Indications» for Assessing Aid's Impacts on Conflict
http://www.cdainc.com/dnh/archives/2001/07/indications_for_assessing_aids_impacts_on_conflict.php
- CIDA Issue Paper „Gender Equality and Peacebuilding“ (key questions for gender-mainstreaming in peace-building)
[http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/\\$file/C-Gender-EN.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Peacebuilding4/$file/C-Gender-EN.pdf)
- International Alert: Publications on „Gender and Peacebuilding“ (incl. all editions of the newsletter „Engendering Peace“)
<http://www.international-alert.org/publications.htm#gen>
- International Alert: Publications on „Development and Peacebuilding“ (incl. all editions of the newsletter „Conflict Sensitive Approaches to Development, Humanitarian Assistance & Peacebuilding. Tools for Peace and Conflict Impact Assessment“)
<http://www.international-alert.org/publications.htm#dev>
- VENRO: Study „Armutsbekämpfung und Krisenprävention. Wie lässt sich Armutsbekämpfung konflikt-sensitiv gestalten?“
<http://www.2015.venro.org/publikationen/dokumente/konflikte/konflikte.pdf>
- BRIDGE-Report No. 65: „Gender Websites“ (contains a chapter on „Conflict Prevention“)
<http://www.bridge.ids.ac.uk/reports/re%2065.pdf>
- novib (Oxfam Netherlands): Rights and Security for Women
<http://gender.novib.nl/en>

Organisations

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| Berghof Research Center for Constructive Conflict Managem.
http://www.berghof-center.org | International Alert
http://www.international-alert.org |
| CDA – The Collaborative for Development Action, Inc.
http://www.cdainc.com | KOFF – Center for Peacebuilding: Gender and Peacebuilding
http://www.swisspeace.org/koff/t_gender.htm |
| cfd – The NGO for Women's Empowerment
http://www.cfd-ch.org | Siyanda mainstreaming gender equality (BRIDGE)
http://www.siyanda.org |
| CIDA – Canadian International Development Agency
http://www.acdi-cida.gc.ca | swisspeace – Schweizerische Friedensstiftung
http://www.swisspeace.org |
| GTZ (Crisis Prevention, Conflict Transformation, Peace-building)
http://www.gtz.de/crisisprevention/english/publications.htm | UNIFEM – United Nations Development Fund for Women
http://www.unifem.org |
| IDRC – The International Development Research Centre
http://www.idrc.ca | |