



POLICY PAPER MARCH 2013

# GENDER INEQUALITY AND FRAGILITY IN THE POST-MDG FRAMEWORK

Despite the progress that has been made in achieving the Millennium Development Goals (MDGs), fragility and gender inequality risk undermining development in many countries and reversing the gains that have been made over the past decades. As debates around the post-2015 agenda continue, it is critical that these two issues are prioritised in any future goals, targets and indicators that are proposed, and that they are linked strategically to the implementation of UNSCR 1325 on Women, Peace and Security and the New Deal on Engagement in Fragile States. This paper highlights key recommendations and possible actions that could be taken over the coming months to ensure a more coordinated approach to addressing fragility and gender inequality in the post-MDG framework.

## KEY RECOMMENDATIONS

- Take a strategic approach to incorporating gender inequality and fragility in the post-MDG framework, and ensure that any submissions or recommendations made to the High-Level Panel or other bodies are coordinated and reinforce the New Deal and UNSCR 1325
- All future goals, targets and indicators that are developed as part of the post-MDG framework should apply a gender and conflict-sensitive approach and should build on the indicators for UNSCR 1325 and the Peacebuilding and Statebuilding Goals
- The post-2015 framework should include measures to build and develop capacity for data collection and analysis on gender-related issues, particularly in fragile and conflict-affected contexts
- Any country-level peacebuilding compacts agreed as part of the New Deal should incorporate key commitments and initiatives from UNSCR National Action Plans, where they exist



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**“Fragility dimensions of the post-2015 framework should address the roots of conflict rather than its immediately visible impacts.”**

**Cornelieke Keizer**

Director Women's Leadership for Peace and Security

## COLOPHON

The policy paper “The New Deal and UNSCR 1325: Addressing gender inequality and fragility in the post-MDG framework” is produced by Cordaid’s programme on Women’s Leadership for Peace and Security (WLPS). The programme aims to increase capacities of women’s networks and voice of women at the local level in processes of peace and security. Cordaid assists women to improve their practical situation and that of their communities. This results in improved safety, cooperative relationships and a better access to basic services at the local level. Cordaid mobilises and strengthens local women’s networks in conflict areas, increases their voice and promotes their agenda in national and global arenas, and influences policies to reflect their concerns and needs.

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Researcher/Writer: Karen Barnes Robinson  
Contributors: Dewi Suralaga, Cornelië Keizer  
Cover photo: Petterik Wiggers  
Design: Haagsblauw

O2-2013-WLPS

## ABOUT CORDAID

Cordaid is the Catholic Organisation for Relief & Development Aid, with its headquarters in The Hague, the Netherlands. We have been fighting poverty and exclusion in the world’s most fragile societies and conflict-stricken areas for almost a century. We support people in vulnerable regions and areas of conflict to build flourishing communities. We do this by enhancing safety, by creating opportunities and bringing out the best in people. Cordaid is founding member of Caritas Internationalis and Cidse. Our network consists of 890 partner organizations in 28 countries in Africa, Asia, the Middle East and Latin America. As social entrepreneurs we work together with organizations, enterprises, local, national and international authorities and other parties who want to participate in development and cooperation. Cordaid is one of the largest development organizations in the Netherlands. With almost 400,000 private donors we enjoy broad public support and are deeply rooted in Dutch society.

We strive for a fair and sustainable society in which every individual counts; a society in which people share the Global Common Goods and respect diversity.

### Contact information:

Dewi Suralaga, Policy Advisor  
dewi.suralaga@cordaid.nl  
P.O. Box 16440  
2500 BK The Hague  
The Netherlands  
Tel.: + 31 (0)70 31363000  
www.cordaid.org

# CONTENTS

<b>ACRONYMS</b>	<b>4</b>
<b>1. INTRODUCTION</b>	<b>5</b>
<b>2. MAKING THE CASE: WHY GENDER INEQUALITY AND FRAGILITY MATTER FOR THE POST-MDGS</b>	<b>7</b>
<b>3. PROPOSALS FOR INTEGRATING GENDER INEQUALITY AND FRAGILITY INTO THE POST-MDG FRAMEWORK</b>	<b>9</b>
<b>4. UNDERSTANDING THE IMPACT OF GENDER INEQUALITY AND FRAGILITY ON ACHIEVING THE MDGS IN THE G7+ COUNTRIES</b>	<b>12</b>
<b>5. USING THE NEW DEAL AND UNSCR 1325 AS ENTRY POINTS TO HIGHLIGHT GENDER INEQUALITY AND FRAGILITY IN THE POST-MDG FRAMEWORK</b>	<b>15</b>
<b>6. RECOMMENDATIONS</b>	<b>19</b>
<b>ANNEX</b>	<b>21</b>

**ACRONYMS**

<b>CSOs</b>	Civil society organizations
<b>FCAS</b>	Fragile and conflict-affected states
<b>GBV</b>	Gender-based violence
<b>HLP</b>	High Level Panel of Eminent Persons on the Post-2015 Development Agenda
<b>IDPS</b>	International Dialogue on Peacebuilding and Statebuilding
<b>MDGs</b>	Millennium Development Goals
<b>MFEM</b>	Multi-stakeholder Financing Mechanism
<b>NAP</b>	National Action Plans
<b>PSGs</b>	Peacebuilding and Statebuilding Goals
<b>SRHR</b>	Sexual and Reproductive Health and Rights
<b>UNSCR 1325</b>	UN Security Council Resolution 1325 on Women, Peace and Security
<b>VAWG</b>	Violence against women and girls

# 1. INTRODUCTION

As the deadline for achieving the Millennium Development Goals (MDGs) approaches in 2015, development actors and stakeholders from around the world are voicing their priorities and recommendations for what the successor framework to the MDGs should look like. The MDGs were agreed on following the adoption of the UN Millennium Declaration in 2000, which garnered widespread support.<sup>1</sup> Since then, MDGs have been an important and influential framework, generating increased resources and political commitment around key issues and changing the international discourse on poverty and development. However, while the original declaration is far-reaching, highlighting issues such as democracy, equality, peace and security, and protecting the environment, the goals themselves were more limited and were received more critically, particularly by civil society organizations (CSOs) who were not engaged in the process and saw the lack of monitoring and accountability mechanisms and of a rights-based, gender-sensitive approach as significant limitations of the framework.<sup>2</sup>

Indeed, despite the significant progress that has been made in some regions and on some of the goals, fragility and gender inequality risk undermining development in many countries and reversing the gains that have been made over the past decades.<sup>3</sup> It has been widely reported that no fragile or conflict-affected state (FCAS) will achieve any of the MDGs, yet more than 1.5 billion people live in such countries representing a significant proportion of the global population. There is now compelling evidence that demonstrates just how far behind FCAS are falling: according to the World Bank, FCAS account for 60% of the world's undernourished, 61% of the world's impoverished, 77% of children who are not in primary school; 71% of deaths of children under five; 64% of unattended births; and 65% of the people without improved access to sanitation.<sup>4</sup> Achievement on gender-related issues is also particularly poor in fragile states, and there is a growing body of research that aims to provide evidence on the interlinkages between gender inequality, peacebuilding and

statebuilding.<sup>5</sup> Now that the “post-2015”<sup>6</sup> debate is underway, it is critical to ensure that these two urgent priorities are incorporated into any successor framework.

It should be acknowledged that the international community is not starting from zero, and there are already processes underway, lessons learned and useful frameworks that can be built on and strengthened which will naturally feed into and support the post-2015 agenda. In particular, this briefing paper will focus on how the implementation of the New Deal for Engagement in Fragile States and UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) could be used strategically to contribute to the shaping of the post-2015 agenda. Current debates should not be about reinventing the wheel, but should rather focus on generating new partnerships, ideas and strategies that leverage existing entry points and opportunities, and build on and accelerate the important progress that is already being made on both gender equality and addressing conflict and fragility.

This policy briefing is targeted at the members of the International Dialogue on Peacebuilding and Statebuilding (IDPS) as well as other stakeholders participating in the post-2015 discussions, particularly the policy-makers who will have a role in shaping the content and process of any future successor framework to the MDGs. It is also intended to provide evidence and arguments that can be used by practitioners working on similar issues to support their advocacy and lobbying in the run up to the MDG deadline in 2015. Finally, the paper will be of interest to researchers working on these themes, since the coming years offer an important opportunity to build up a stronger evidence base on the links between gender inequality, fragility and development. The paper will begin by outlining the case of why gender inequality and fragility matter and summarizing some of the proposals that have already been made in relation to these issues in the post-MDG framework. It will then look at how gender inequality and fragility are undermining achievement of the MDGs in the g7+ countries, and how implementation of the New

<sup>1</sup> United Nations, 2000. *Millennium Declaration*, A/RES/55/2; United Nations, 2000

<sup>2</sup> For example, see Roberto Bissio, 2003. “Civil Society and the MDGs”, *UNDP Development Policy Journal*, Vol. 3, April.

<sup>3</sup> For example, the World Bank's World Development Reports in 2011 and 2012 addressed each of these issues.

<sup>4</sup> World Bank, 2011. *World Development Report 2011 on Conflict, Security and Development*. Washington, DC: World Bank, p.62.

<sup>5</sup> For example, see Clare Castillejo 2011. *Building a state that works for women: Integrating gender into post-conflict state building*, Working paper No. 69. Madrid: FRIDE; Helen O'Connell, 2011. “What are the opportunities to promote gender equity and equality in conflict-affected and fragile states? Insights from a review of evidence”, *Gender and Development*, Vol. 19 (3); UN Women, 2012. *UN Women Sourcebook on Women, Peace and Security*. New York: UN Women.

<sup>6</sup> The term “post-2015” will be used in this paper to refer to the process through which the international community is debating the shape of the framework or agreement that will succeed the current MDGs once they expire in 2015. The term “post-MDGs” will also be used interchangeably to refer to the same process.



Deal and UNSCR 1325 could inform and support the discussions around the post-2015 agenda.<sup>7</sup>

### BACKGROUND ON THE NEW DEAL AND UNSCR 1325<sup>8</sup>

The New Deal for Engagement in Fragile States was adopted at the 4th High-Level Forum on Aid Effectiveness held in Busan in December 2011. The New Deal aims to help fragile states move towards sustainable peace and development, and represents the culmination of a multi-year process of reformulating the approach to development assistance in fragile and conflict-affected states. It is ambitious in its aims and goals, and combines three main elements, which are intended to focus on the “what, who and how” of this new approach. These are the Peacebuilding and Statebuilding Goals, FOCUS and TRUST. Over forty countries and organizations have now signed up to the New Deal, predominantly members of the G7+ and the OECD’s International Network on Conflict and Fragility, but civil society organisations also engage with the process through a network coordinated by Cordaid.

UNSCR 1325 on Women, Peace and Security was unanimously adopted by the UN Security Council in October 2000, and since then has been supplemented by four additional Resolutions (UNSCRs 1820, 1888, 1889 and 1960) that advance specific dimensions of the women, peace and security agenda. Together, these resolutions recognize that women are affected by conflict and insecurity in specific ways and recognizes their right to be involved in decision-making at all levels on issues relating to peace and security. Nearly 40 UN member states have developed National Action Plans to implement UNSCR 1325, and many organizations have also developed policies and programmes based on the priorities outlined in the resolutions.

Given that Cordaid’s work specifically focuses on fragile states, these two frameworks are the most relevant strategic entry points for ensuring that gender inequality and fragility inform the post-2015 agenda.

<sup>7</sup> The member states of the G7+ group are: Afghanistan, Burundi, Central African Republic, Chad, Comoros, Côte d’Ivoire, the Democratic Republic of the Congo, Guinea, Guinea Bissau, Haiti, Liberia, Papua New Guinea, Sierra Leone, the Solomon Islands, Somalia, South Sudan, Timor-Leste and Togo. See [www.g7plus.org](http://www.g7plus.org).

<sup>8</sup> For more details on the New Deal, see [www.newdeal4peace.org](http://www.newdeal4peace.org). For an overview of UNSCR 1325, see Karen Barnes, 2010. “The evolution and implementation of UNSCR 1325: an overview”, in ‘Funmi Olanisakin, Karen Barnes and Eka Ikpe, eds. *Women, Peace and Security: Turning Policy into Practice*. London: Routledge and UN Women, 2012. *UN Women Sourcebook on Women, Peace and Security*. New York: UN Women.

## 2. MAKING THE CASE: WHY GENDER INEQUALITY AND FRAGILITY MATTER FOR THE POST-MDGS

The issue of inequality has emerged as a dominant theme in the post-2015 discussions, and is almost certainly an issue that will be incorporated in some form into any future framework. There are many different forms of inequality that can affect development outcomes, such as income, spatial, ethnic or age differentials. Inequalities often intersect, and poor and marginalized groups may experience multiple forms of inequality, marginalization and exclusion simultaneously. Gender inequalities exist in every country and context, and tend to cut across all other inequalities, with women being disproportionately represented in most vulnerable groups.

Over the past decade, the body of evidence around the impact of violent conflict and fragility on gender roles, relations and identities has grown and there is greater acceptance of the need to place these issues at the front and center of peacebuilding and statebuilding efforts. Women and girls are particularly adversely affected, and can experience discrimination and exclusion in all spheres of life. For example:

- Heightened levels of sexual and gender-based violence restrict women's mobility and have negative impacts on their health, welfare and economic and political opportunities.<sup>9</sup>
- Displacement of the civilian population can erode social cohesion and destroy the social networks that many women rely on to help them cope with and adapt to the consequences of violent conflict.<sup>10</sup>
- Women and girls also often have to take on new economic roles during and in the aftermath of conflict, but these are frequently poorly paid and in the informal sector offering little in the way of sustainable economic empowerment opportunities.<sup>11</sup>
- The ongoing exclusion of women from peace negotiations and settlements and post-conflict recovery strategies has been widely documented can result in

the failure to include women's priorities and voices, and results in less inclusive and equitable peacebuilding processes.<sup>12</sup>

- The destruction of infrastructure and disruption in service delivery can also impact more negatively on women and girls, due to their domestic and care-giving responsibilities.
- In FCAS, violence can lead to increased recruitment of men into fighting forces as well as increased overall homicide rates for men and boys; it can reinforce a culture of violent masculinity; and can increase sexual violence against men and boys making them vulnerable to stigma and exclusion.

Conflict and insecurity not only impact negatively on the lives of women and girls, but this also has a knock-on effect for their communities and the broader peacebuilding and statebuilding process and thus can result in lost or missed opportunities for all of society. Because women are frequently excluded from formal political processes and are denied economic opportunities, post-conflict governance and recovery may not be as inclusive and sustainable. For example, granting property rights to women, enabling them to access agricultural extension services or by ensuring that employment-generation schemes target both women and men would support post-conflict economies and overall growth as well as ensuring better health and welfare of households. Women are often particularly active in peacebuilding, service delivery and advocacy at the community or grassroots level, but these roles are rarely recognized or built on.<sup>13</sup> This means that women's contributions are often overlooked, and their priorities and needs may not be reflected in national recovery processes. Exclusion of women and the failure to protect their rights can also result in a perpetuation of a culture of violence in countries emerging from conflict, where the lack of access to justice and endemic levels of violence against women contribute to broader insecurity.

Having a clear and robust argument of why gender inequality and fragility should be prioritized going forward is critical, given the multitude of issues that are competing

<sup>9</sup> For example, see Women's Refugee Commission, 2011, 'Preventing Gender-based Violence, Building Livelihoods: Guidance and Tools for Improved Programming', Women's Refugee Commission, New York; Ward, J. and Marsh, M., 2006, 'Sexual Violence Against Women and Girls in War and its Aftermath: Realities, Responses and Required Resources', Briefing Paper, United Nations Population Fund.

<sup>10</sup> Tsjerd Bouta, Georg Frerks and Ian Bannon, 2005. *Gender, Conflict and Development*. Washington, DC: World Bank, p. 125.

<sup>11</sup> Justino, Patricia (2012) "Women working for recovery: The Impact of Female Employment on Family and Community Welfare after Conflict", *UN Women Sourcebook on Women, Peace and Security*. New York: UN Women.

<sup>12</sup> UN Secretary-General, 2012. *Report of the Secretary-General on women and peace and security*, S/2012/732.

<sup>13</sup> ActionAid, IDS and Womankind, 2012. From the ground up: Women's roles in local peacebuilding in Afghanistan, Liberia, Nepal, Pakistan and Sierra Leone. <http://www.womankind.org.uk/wp-content/uploads/downloads/2012/09/From-The-Ground-Up-FINAL.pdf>

**Table 1** Understanding the links between gender inequality, fragility and the MDGs

MDGS	IMPACT OF GENDER INEQUALITY AND FRAGILITY
<b>Goal 1: Eradicate extreme poverty and hunger</b>	<ul style="list-style-type: none"> <li>■ Globally, more women live in poverty than men</li> <li>■ Conflict can result in an increase in female-headed households and widowhood which increase vulnerability to poverty</li> <li>■ Women's lack of access to property rights exacerbates their economic insecurity</li> <li>■ Women tend to be engaged in informal sector or vulnerable employment, particularly in FCAS</li> </ul>
<b>Goal 2: Achieve universal primary education</b>	<ul style="list-style-type: none"> <li>■ Although overall gender parity in primary schooling has been achieved, in FCAS many more girls remain out of school than boys</li> <li>■ The heightened risk of sexual violence during and following conflict can prevent girls from accessing education</li> <li>■ Girls attending school can be specifically targeted by violence in some conflicts</li> <li>■ The increased poverty associated with conflict can lead to more girls being kept out of school to contribute to domestic responsibilities or income-generating activities</li> <li>■ The lack of educational opportunities can also drive conflict, particularly violence among young men</li> <li>■ The lack of education of girls has knock-on effects in terms of future employment opportunities, family health and welfare and involvement in public life</li> </ul>
<b>Goal 3: Promote gender equality and empower women</b>	<ul style="list-style-type: none"> <li>■ These issues are discussed throughout the paper</li> </ul>
<b>Goal 4: Reduce child mortality</b>	<ul style="list-style-type: none"> <li>■ Globally, girls under five are more likely to survive than boys, but cultural practices such as son preference can lead to increased rates of mortality among girls in South Asia</li> </ul>
<b>Goal 5: Improve maternal health</b>	<ul style="list-style-type: none"> <li>■ The destruction of infrastructure and breakdown of service delivery that occurs during conflict has a negative impact on women's sexual and reproductive healthcare</li> <li>■ Maternal mortality rates are often higher in FCAS: in 2008, the eight countries with the highest maternal mortality ratio were either experiencing or emerging from conflict</li> </ul>
<b>Goal 6: Combat HIV/AIDS, malaria and other diseases</b>	<ul style="list-style-type: none"> <li>■ High levels of VAWG can exacerbate the spread of HIV/AIDS, with women and girls being particularly vulnerable</li> <li>■ Limited access to healthcare due to displacement or destruction of infrastructure can increase vulnerability to illness</li> </ul>
<b>Goal 7: Ensure environmental sustainability</b>	<ul style="list-style-type: none"> <li>■ Women and girls are particularly adversely affected by climate change and lack of access to natural resources due to their domestic responsibilities</li> <li>■ The vulnerability of women and girls to sexual violence can increase where they have to travel long distances to collect water or firewood</li> </ul>
<b>Goal 8: Develop a global partnership for development</b>	<ul style="list-style-type: none"> <li>■ Despite the UN's commitment to allocate 15% of peacebuilding funds to women's empowerment and gender equality, there is a notable lack of gender analysis and provision for women's needs in certain sector budgets, notably in economic recovery, infrastructure, security and the rule of law<sup>16</sup></li> <li>■ Gender equality dimensions are only integrated into 20% of aid allocated for peace and security in fragile states<sup>17</sup></li> </ul>

for attention in the post-2015 agenda.<sup>14</sup> There are several reasons why addressing these issues is important if any post-MDG framework is to succeed. First, gender equality and human security are part of the normative framework of the international community and are not only fundamental human rights, but are also essential for sustainable and inclusive development.<sup>15</sup> Second, gender inequality and fragility can result in or exacerbate negative development outcomes, particularly for women and girls, which will prevent the MDGs from being achieved in FCAS (see table

1 above). Third, gender and conflict analysis is an effective tool for understanding power dynamics and structural inequalities that can undermine progress on the MDGs. Gender-related indicators of conflict are often very context-specific, and could in particular be useful for countries as they attempt to identify their development priorities post-2015.

<sup>14</sup> For comprehensive summaries and links of the different proposals being put forward, see the following two websites: <http://cidpnsci.ca/blog/portfolio/tracking-post-2015/> and <http://tracker.post2015.org/index.html>.

<sup>15</sup> For example, see United Nations, 2000. *Millennium Declaration*, A/RES/55/2; United Nations, 2000. *Security Council Resolution 1325 on Women, Peace and Security*; Commission on Human Security, 2003. *Human Security Now*. New York; United Nations, 2005. *2005 World Summit Outcome*, A/RES/60/1.

<sup>16</sup> The UN Peacebuilding Support Office and UN Women are jointly supporting the implementation of a seven-point action plan to support women's participation in peacebuilding. One of the commitments outlined in the plan is that at least 15% of UN-managed funds in support of peacebuilding have gender equality or women's empowerment as a principal objective. See *Report of the Secretary-General on Women's Participation in Peacebuilding*, A/65/354-S/2010/466. Available at: [http://www.un.org/en/peacebuilding/pbso/pdf/seven\\_point\\_action\\_plan.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/seven_point_action_plan.pdf)

<sup>17</sup> OECD 2010. *Aid in Support of Gender Equality in Fragile and Conflict-Affected States*. Paris: OECD, p. 1.



### 3. PROPOSALS FOR INTEGRATING GENDER INEQUALITY AND FRAGILITY INTO THE POST-MDG FRAMEWORK

The current round of global thematic consultations has resulted in a plethora of ideas and recommendations of what the post-2015 agenda could or should look like. While there will likely be months of difficult discussions and negotiations around any new goals or indicators that are developed, there is an emerging consensus that gender inequality and fragility are both areas that need to be monitored and included in their own right, as well as being important cross-cutting dimensions that influence broader development. They should therefore be reflected throughout the post-2015 framework, in whatever shape it takes.

For both gender inequality and fragility, addressing the roots of the problem as opposed to focusing only on outcomes is key to being able to combat them. In the case of gender inequality, advocates are keen that any future targets or indicators are oriented towards transforming the underlying structural, institutional, political, social and economic factors that perpetuate it. Similarly, any fragility dimension of the post-2015 framework should be based on principles of conflict-sensitivity and addressing the roots of conflict rather than just its immediately visible impacts.

Throughout the thematic consultations on inequality (which includes gender equality) and on peace and security, civil society organisations (CSOs), researchers and others have made numerous submissions to articulate their policy positions and priorities for the agenda going forward.<sup>18</sup> Whilst these consultations are still ongoing and it is beyond the scope of this briefing paper to analyse in

<sup>18</sup> The thematic consultation on inequalities is being co-led by UN Women and UNICEF, and the consultation on peace and security is co-led by UN PBSO, UNICEF, UNISDR and UNDP.

detail the content of all the proposals, Table 2 below summarises some of the key points that have been put forward to date.<sup>19</sup>

Each thematic consultation has generated numerous background papers and other submissions that propose a range of options for integrating these issues into the post-2015 agenda. In the case of both gender inequality and fragility, many stakeholders are recommending a two-pronged approach, where there are standalone goals on gender equality and on peace and security, as well as ensuring that a gender and conflict lens informs all other goals to ensure that these important issues are effectively mainstreamed. To illustrate, Table 3 shows what this could look like if such a lens was applied to the four themes for the post-MDG framework proposed by the UN System

<sup>19</sup> As these consultations are still ongoing, this table is based on publicly available information as of 12 February 2013. The summaries of the thematic consultations are intended to feed into the development of the post-2015 development framework.

<sup>20</sup> For example, see Synthesis of Global Thematic Consultation on Addressing Inequalities; Femnet et al., 2012. *Mind the Gender gap: Accelerating gender commitments in the MDGs and shaping the post 2015 development framework*; Gender and Development Network, 2013. *Achieving Gender Equality and Women's Empowerment in the post-2015 Framework*. London: GADnet.

<sup>21</sup> For example, see Brinkman, Henk-Jan, 2012. Think piece on the inclusion of goals, targets and indicators for peace and security and related areas into the post-2015 development framework (Unpublished Paper); Denney, Lisa, 2012. *Security: The Missing Bottom of the Millennium Development Goals? Prospects for inclusion in the post-MDG development framework*. London: ODI; PBSO, 2012. *Thematic Think Piece on Peace and Security*, UN System Task Team on the post-2015 UN Development Agenda; Saferworld, 2012. *Issue paper 1: The impact of conflict and violence on achieving development*, Addressing conflict and violence from 2015 and *Issue paper 2: What are the key challenges? What works in addressing them?* Addressing conflict and violence from 2015. London: Saferworld; UNDP, UNICEF, PBSO and UNISDR, 2012. *Conflict and Fragility and the Post-2015 Development Agenda*, Report of the global thematic consultation held on 29-30 November 2012, Monrovia, Liberia.

<sup>22</sup> UNDP, UNICEF, PBSO and UNISDR 2012.

**Table 2 Summary of issues raised in relation to thematic consultations on inequality and peace and security**

	GENDER INEQUALITY <sup>20</sup>	FRAGILITY <sup>21</sup>
<b>Limitations in current MDG framework</b>	<ul style="list-style-type: none"> <li>■ Many important dimensions of gender inequality are overlooked (e.g. violence against women and women's lack of property rights)</li> <li>■ MDG 3 is not framed in a transformative way</li> <li>■ Gender issues are not effectively mainstreamed throughout the MDGs</li> <li>■ There is a lack of sex-disaggregation and gender-sensitive indicators</li> <li>■ Lack of accountability mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>■ Issues relating to conflict, security and governance were overlooked</li> <li>■ Does not recognize that there are a number of pre-requisites that need to be met before the MDGs can be achieved</li> <li>■ Absence of natural resource management and governance and the impact and role of women, girls and youth is a major gap<sup>22</sup></li> <li>■ Failure to involve local communities and stakeholders from FCAS</li> </ul>

	GENDER INEQUALITY <sup>20</sup>	FRAGILITY <sup>21</sup>
<b>Main findings</b>	<ul style="list-style-type: none"> <li>■ Gender-based discrimination and the denial of the rights of women and girls remains the single most widespread driver of inequalities in today's world<sup>6</sup></li> <li>■ In most countries, women have lower control of social, economic and political resources</li> <li>■ Women and girls subordinate status is reinforced through discriminatory cultural and social norms</li> <li>■ Sexual and reproductive health and rights (SRHR) are a particular focus of discrimination</li> <li>■ Gender-based violence</li> </ul>	<ul style="list-style-type: none"> <li>■ Violence and conflict undermine MDGs by taking resources and focus away from them and diminish human resource capacity of states to respond to development challenges<sup>24</sup></li> <li>■ Peace entails more than the absence of violent conflict and involves addressing the drivers of violence and building inclusive institutions, good governance and the rule of law</li> <li>■ Comprehensive international action is needed to the global factors that drive conflict and fragility<sup>25</sup></li> </ul>
<b>Key issues that should be prioritized<sup>26</sup></b>	<ul style="list-style-type: none"> <li>■ Addressing gender-based violence including through addressing structural inequalities and unequal power relations, engaging men and boys in violence prevention, improved accountability for perpetrators and better data collection</li> <li>■ The high correlation between conflict, insecurity and GBV</li> <li>■ Women's sexual and reproductive rights and access to quality healthcare</li> <li>■ Elimination of laws, policies and practices that are harmful to women and girls;</li> <li>■ Women's and girls' access to quality education and skills development</li> <li>■ Women's full participation in society, including in the economic, legal, social and political life of their communities;</li> <li>■ Economic and social policies that contribute to achieving gender equality</li> </ul>	<ul style="list-style-type: none"> <li>■ Any goals or indicators on conflict and fragility should be informed by the New Deal and the work being carried out by the g7+ and the IDPS<sup>27</sup></li> <li>■ Local communities must be meaningfully involved in the design, implementation, management and monitoring of peacebuilding, statebuilding and sustainable development strategies</li> <li>■ Peace and security priorities that should be reflected across the post-MDGs: <ul style="list-style-type: none"> <li>- Justice</li> <li>- People's security (gender targets)</li> <li>- Corruption/accountability and rule of law</li> <li>- Inclusive politics and civic participation</li> <li>- Shared sustainable growth and access to decent livelihoods</li> <li>- Tolerance and trust</li> <li>- Fair access to services</li> <li>- Transparent and equitable resource management<sup>28</sup></li> </ul> </li> <li>■ Building resilience to a multitude of shocks including natural disasters, particularly at the community level</li> </ul>
<b>Existing commitments that can be built on</b>	<ul style="list-style-type: none"> <li>■ United Nations Security Council Resolutions 1325, 1820, 1888, 1889 and 1960</li> <li>■ Beijing Platform for Action (Platform E on Women and Armed Conflict)</li> <li>■ Convention on the Elimination of all forms of Discrimination against Women</li> </ul>	<ul style="list-style-type: none"> <li>■ The New Deal for Engagement in Fragile States</li> </ul>

Task Team on the Post-2015 UN Development Agenda in its report to the Secretary-General, *Realizing the Future We Want for All: inclusive social development; inclusive economic development; environmental sustainability; and peace and security.*<sup>29</sup>

<sup>23</sup> Global Thematic Consultation on the Post-2015 Development Agenda: Addressing Inequalities. *Overview and Key Messages*.

<sup>24</sup> UNDP, UNICEF, PBSO and UNISDR 2012.

<sup>25</sup> See OECD/DAC, "Think global, act global: Confronting global factors that influence conflict and fragility" (September 2012)

<sup>26</sup> For the section on gender equality, this has been adapted from the summaries of the online discussion on Gender Equality held 3 October-2 November 2012 and the on Gender-based Violence held 17 October-21 November 2012 as part of the Global Thematic Consultation on Addressing Inequalities. For peace and security, this has been taken from PBSO 2012: 8-9.

<sup>27</sup> UNDP, UNICEF, PBSO and UNISDR 2012: 11.

<sup>28</sup> These priorities were developed and agreed during the global thematic consultation on Conflict and Fragility and the post-2015 Development Agenda. See UNDP, UNICEF, PBSO and UNISDR 2012: 12-13.

<sup>29</sup> UN System Task Team 2012: i.

While the discussions around goals, targets and indicators for the post-2015 framework continue, it is useful to emphasise some of the key principles that should be reflected if gender inequality and fragility are to be effectively incorporated. These are also principles that run through UNSCR 1325 and the New Deal, and so by integrating them the post-2015 framework would also be a strategic way to strengthen and reinforce the importance of existing commitments.

- **Rights-based approach:** Human rights should be the backbone of efforts to fight poverty, and is a foundation stone of efforts to support development based on equity and equality. Rights-based approaches also facilitate transparency and accountability, which will be key to any successor framework.
- **Conflict and gender-sensitivity:** Any goals, targets or indicators should be designed in a way that integrates both conflict and gender analysis, which will enable a focus on marginalized and excluded groups, as well as the structural inequalities and power dynamics that drive violent conflict.

**Table 3** Applying a gender and conflict lens to the post-MDG framework<sup>30</sup>

PROPOSED PILLARS OF THE POST-MDGS	WHAT THIS MEANS FROM A GENDER AND CONFLICT PERSPECTIVE
<b>Inclusive social development</b>	<ul style="list-style-type: none"> <li>■ Institutions uphold women's rights and both women and men are able to participate in decision-making at all levels, including through holding public office</li> <li>■ Civil society, including women's organizations, are engaged and active in monitoring and holding local and national governments to account</li> <li>■ Barriers to education are addressed, particularly those related to sexual violence against girls</li> <li>■ The root causes of social and cultural discrimination and exclusion are addressed</li> <li>■ Household food security is ensured, including through establishment and enforcement of land and property rights for women</li> <li>■ Resources are prioritized and managed in a way that contributes to more equitable service delivery, and gender-specific issues such as women's SRHR are emphasised</li> </ul>
<b>Inclusive economic development</b>	<ul style="list-style-type: none"> <li>■ Job opportunities are created and reduce incentives to engage in violence and conflict, and the barriers to women's access to formal employment are actively addressed</li> <li>■ Funding is allocated to income-generating projects including some quick-wins, particularly for youth and marginalized groups</li> <li>■ Women are prioritized and targeted for involvement in labour intensive public and community works</li> <li>■ Increased agricultural productivity and domestic private sector development benefit women farmers and entrepreneurs</li> </ul>
<b>Environmental sustainability</b>	<ul style="list-style-type: none"> <li>■ Natural resources are managed in a transparent way that benefits all members of society</li> <li>■ Women are supported to access technologies, networks and resources that increase their resilience and ability to adapt to climate change</li> </ul>
<b>Peace and security</b>	<ul style="list-style-type: none"> <li>■ Broad-based processes for conflict resolution and reconciliation build on women's grassroots peacebuilding efforts and address gender-related inequalities and insecurities</li> <li>■ Improved behavior, effectiveness and accountability of formal and informal security actors, particularly in relation to the protection of women</li> <li>■ Full and meaningful participation of communities, including women leaders and networks, in shaping security priorities and provision</li> <li>■ Particular attention to the gender-specific security needs and vulnerabilities of women and girls</li> <li>■ The political settlement is broadened beyond an elite settlement to become a societal compact, which includes women and addresses gender issues</li> </ul>

■ **Participatory and inclusive:** Civil society involvement is critical in the post-2015 process, and they can be involved in a multitude of ways such as monitoring implementation of commitments, advocacy at the local and national levels and contributing to service delivery. Mechanisms to support diverse and inclusive participation from all stakeholders, including CSOs working at local and national levels in developing regions, should be created from the earliest stage and continued into the monitoring phase of any post-2015 framework.

■ **Flexibility to enable context-specificity:** Although some development challenges are shared, each country has a unique context that influences its prioritization of issues and its capacity and ability to meet any global goals, in addition to specific issues that may also need to be addressed at the national or local level. Adopting a mix of universal indicators with a dashboard of additional ones that can be selected or adapted for use at the country level would be in line with the approach being taken by the g7+ in developing the Peacebuilding and Statebuilding Goals (PSG) indicators and would enable a more flexible and context-specific approach to meeting future development challenges.

Including gender inequality and fragility in an eventual post-2015 framework is, however, not without challenges. Data is often most lacking in FCAS, where systems may not be in place to collect and analyse it systematically, infrastructure is poor, large parts of the population may be displaced or inaccessible to state authorities, and capacity to undertake data gathering may be limited. Likewise, collecting accurate and robust data on the dimensions of gender inequality is a challenge that has been long recognized, and is an area where significant investments are still needed. Addressing the legacy of violent conflict and gender inequalities requires fundamental societal transformation that takes place over generations, and therefore some measures may not be suited to the type of annual monitoring that any post-2015 framework will be likely to adopt. Nevertheless, there are ways to overcome some of these challenges, and this is where the New Deal process could be particularly instrumental and the following two sections of the briefing paper will now look specifically at the case of the g7+ countries and the entry points for building on the work that is being done to implement the New Deal and UNSCR 1325 in these contexts.

<sup>30</sup> This table has been adapted from Cordaid 2012. Integrating Gender into the New Deal for Engagement in Fragile States. The Hague: Cordaid, p.13.

## 4. UNDERSTANDING THE IMPACT OF GENDER INEQUALITY AND FRAGILITY ON ACHIEVING THE MDGS IN FRAGILE AND CONFLICT-AFFECTED STATES

As mentioned above, gender inequality is particularly marked in FCAS, leading to poor development outcomes for girls and women (and in some cases, men and boys) and can be linked to an increased risk of or incidence of violent conflict. The charts below demonstrate the most recent data available on performance of the g7+ member countries against two of the education-related indicators and the indicator on women's representation in national parliaments that fall under MDG 3. It is immediately evident that they are lagging behind other developing countries on these measures, with implications not only for gender equality and women's empowerment, but also for the peacebuilding and statebuilding processes in those countries. Addressing these issues is therefore particularly urgent for the g7+ countries, and provide important justification for emphasizing measures to tackle gender inequality and fragility in post-2015 framework. Equally, these findings should also provide impetus to the signatories of the New Deal and member countries of the IDPS to take advantage of upcoming opportunities to integrate gender analysis and a gender-sensitive approach to the various processes and outputs of the New Deal.

### EDUCATION

As illustrated in Figures 1 and 2, in the case of parity in primary education, only Burundi has exceeded the average of 97% for developing regions. At secondary level, Timor-Leste performs better than the developing regions average of 96%, but all other countries for which there is data are falling significantly short of the target. Countries emerging from conflict need all the skilled labour and human capital they can get, and poor educational outcomes for girls not only limit their ability to engage in economic, social and political life, but also have an inter-generational impact. Low levels of education is also linked to low literacy rates among women and girls, which can further limit their opportunities. While globally gender gaps in education are narrowing, in FCAS they appear to be persisting and the barriers to access, particularly the risks of sexual violence against girls, need to be addressed.

### POLITICAL PARTICIPATION

In the case of women's political representation, the picture is slightly different. In this case, as shown in Figure 3, four New Deal countries are performing significantly above the global average of 20.8% of seats in the lower house of national parliaments being held by women. All of them (Afghanistan, Burundi, South Sudan and Timor-Leste) have instituted a quota for women in parliament, which

has been documented as contributing to an increase in the numbers of women who are elected into public office and potentially reducing gender-based discrimination in the long run.<sup>31</sup> Indeed, post-conflict contexts provide an important window of opportunity for making constitutional reforms and challenging discriminatory attitudes in relation to women's political participation, and several FCAS have adopted quotas for women as part of their reform process. According to the latest data from the UN, one third of the countries that have a proportion of female parliamentarians of 30% or more are countries with transitional experience.<sup>32</sup> However, it is important to note that while quotas can be an effective strategy for getting more women into parliament, their greater presence does not necessarily mean greater influence and discriminatory attitudes about women in public life often remain.

While it is possible to see the negative impact of violent conflict on the development outcomes for women and girls in the g7+ countries highlighted above, what is less clear is how gender inequality contributes to, exacerbates, or even drives conflict and fragility. Although robust evidence of any causal relationship is still lacking, emerging research that demonstrates a connection between the two. For example, UN Women has found that there is a link between women's access to income and community stability, not just the increased health and welfare of the family.<sup>33</sup> The OECD Development Centre has also recently published research using data from the Social Institutions and Gender Index and the Global Peace Index that shows that there is greater political instability in countries where women's civil liberties are highly restricted.<sup>34</sup> Whilst more work is needed to collect data and understand these relationships, it is clear that women's economic, social and political exclusion can perpetuate, or at the very least contribute to, insecurity and fragility at both the local and national levels.

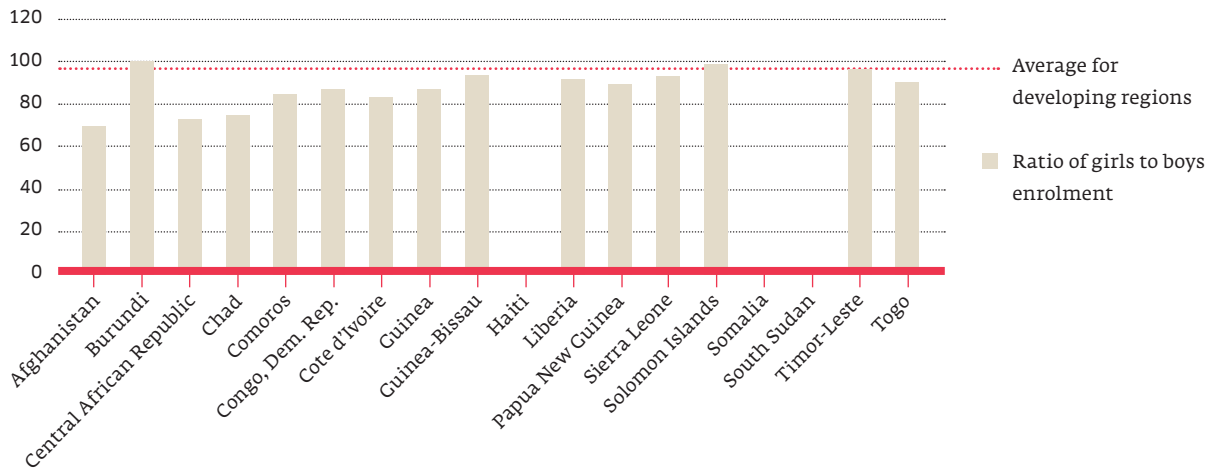
<sup>31</sup> For example, see R. Pande and D. Ford, 2011. "Gender quotas and female leadership: A review", Background paper for the World Development Report on Gender. Available at: <http://www.hks.harvard.edu/fs/rpande/papers/Gender%20Quotas%20-%20April%202011.pdf>; Julie Ballington and Azza Karam, eds. Women in Parliament: Beyond Numbers. Stockholm, Sweden: IDEA, 2005.

<sup>32</sup> UN Secretary-General, 2012. *Report of the Secretary-General on women and peace and security*, S/2012/732, p. 10.

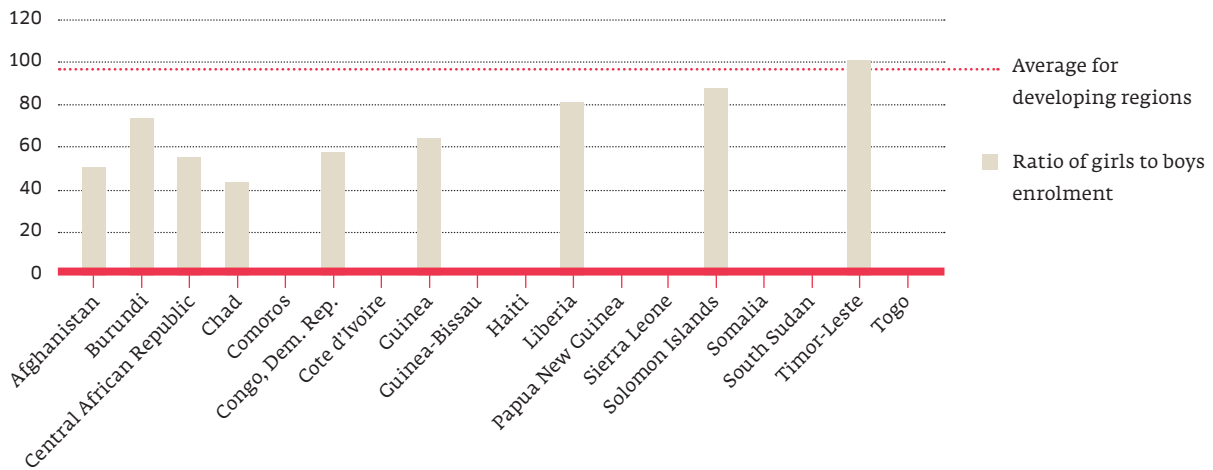
<sup>33</sup> Patricia Justino (2012) "Women working for recovery: The Impact of Female Employment on Family and Community Welfare after Conflict", *UN Women Sourcebook on Women, Peace and Security*. New York: UN Women.

<sup>34</sup> Somali Cerise and Francavilla, Francesca, 2012. *Tackling the root causes of gender inequalities in the post-2015 development agenda*. Submission to the global thematic consultation on addressing inequalities. Paris: OECD Development Centre, p. 19-20.

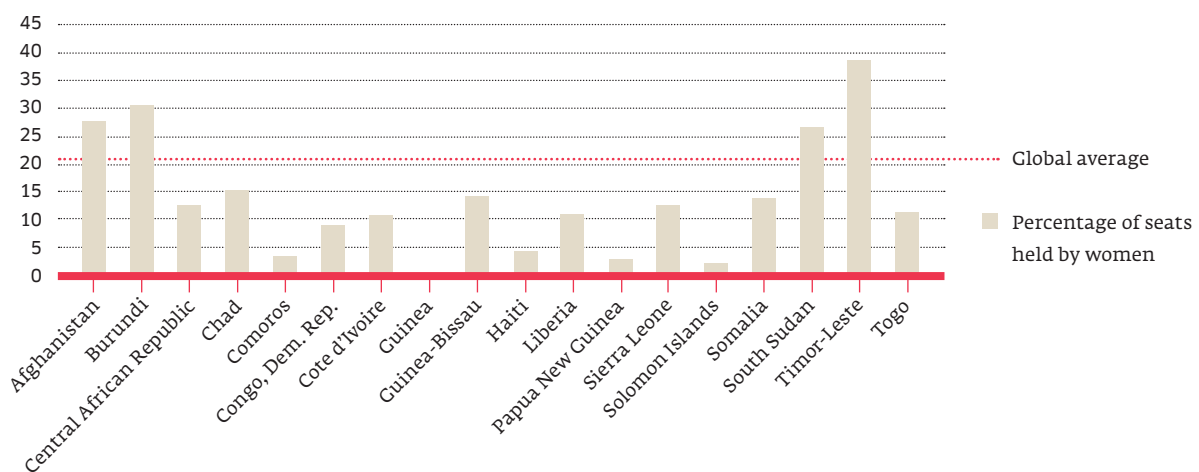
**Figure 1 Ratio of female to male primary enrolment (%)<sup>35</sup>**



**Figure 2 Ratio of female to male secondary enrolment (%)<sup>36</sup>**



**Figure 3 Proportion of seats held by women in national parliaments (% lower house)<sup>37</sup>**



<sup>35</sup> All data from World Bank Gender Database at <http://databank.worldbank.org/data/views/variableSelection/selectvariables.aspx?source=gender-statistics>. Papua New Guinea data from 2008; Afghanistan, DRC, Guinea-Bissau, Solomon Islands and Timor-Leste data from 2010; all others from 2011. No data available for Haiti, Somalia and South Sudan. Developing regions average from 2010.

<sup>36</sup> All data from World Bank Gender Database at <http://databank.worldbank.org/data/views/variableSelection/selectvariables.aspx?source=gender-statistics>. Afghanistan, DRC, Solomon Islands and Timor-Leste data from 2010, all others from 2011. No data available for Comoros, Cote d'Ivoire, Guinea-Bissau, Haiti, Papua New Guinea, Sierra Leone, Somalia, South Sudan or Togo. Developing regions average from 2010.

<sup>37</sup> All data from International Parliamentary Union as of 31 December 2012: <http://www.ipu.org/wmn-e/classif.htm>. No data available for Guinea.



### COUNTRY SPOTLIGHT: UNDERSTANDING HOW GENDER INEQUALITY AND FRAGILITY INTERSECT TO UNDERMINE ACHIEVEMENT OF THE MDGS IN AFGHANISTAN

The failure to address violence against women and girls (VAWG) has been widely recognized as a major oversight of the current MDG framework and a significant impediment to the achievement of the goals.<sup>38</sup> In Afghanistan, despite the widespread violence that they experience, women have little access to justice and the law often fails to uphold their rights. Although a law on the Elimination of Violence Against Women was passed by parliament in late 2011, implementation remains problematic, with crimes rarely reported or followed up on by the police and a lack of political will to pursue justice for women.<sup>39</sup>

Despite the fact that 66% of women feel safer than 10 years ago, according to a survey carried out by the Asia Foundation in 2011, support for women's rights is slipping and an underlying culture of VAWG prevails:<sup>40</sup>

- The majority of Afghan women say security is the main concern in their lives, beyond income, employment, health or education. 56% of women fear for their safety in their local area.
- 87% of Afghan women are victims of sexual, physical, economic or psychological abuse, including rape, physical violence, forced marriage and honour killings. The low social status of women and stigma prevent them from seeking redress.
- Insecurity has reinforced the seclusion and control of women by their families, and this lack of mobility affects all areas of women's lives and particularly limits their opportunities to work outside the home and access education.

Violence against women also limits women's mobility, and curtails their opportunities to go to school or to undertake work outside the home, and discriminatory attitudes about their role in public life prevail. Despite the existence of policies and laws to protect women, they are generally unable to seek recourse to justice and thus have few opportunities to challenge their vulnerability and exclusion. The impact of insecurity and violence on women's empowerment is visible in the data on employment and education from Afghanistan. In 2010, the labour force participation rate in Afghanistan was 81.9% for men, but only 15.9% for women, and in 2009, girls were only expected to complete 6 years of schooling as compared to 10 years for their male counterparts.<sup>41</sup> Although the situation for girls' education is improving with thousands new schools being built and 36% of teachers hired since 2002 being women, ongoing insecurity will continue to compromise the achievement of MDG 2.<sup>42</sup> Similarly, as long as violence and discrimination restricts women to informal or home-based employment, their potential to be productive economic actors will be compromised.

<sup>38</sup> Hayes, Ceri, 2010. *Gender, Conflict and the Millennium Development Goals*. London: Women for Women International, p. 8.

<sup>39</sup> Zarin Hamid, 2012. *Country Report on Afghanistan*, Civil Society Monitoring Report. Global Network of Women Peacebuilders: New York, p. 11.

<sup>40</sup> Asia Foundation, 2011. *Afghanistan in 2011: A Survey of the Afghan People*.

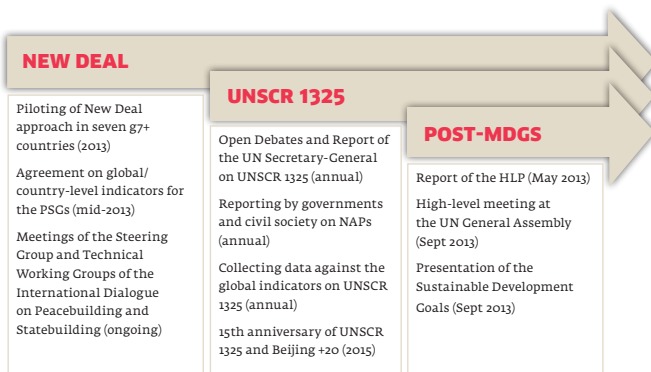
<sup>41</sup> All data from World Bank Gender Database at <http://databank.worldbank.org/data/views/variableSelection/selectvariables.aspx?source=gender-statistics>.

<sup>42</sup> Civil-Military Fusion Centre, 2012. "Women and Gender in Afghanistan", Afghanistan Resource Desk.

## 5. USING THE NEW DEAL AND UNSCR 1325 AS ENTRY POINTS TO HIGHLIGHT GENDER INEQUALITY AND FRAGILITY IN THE POST-MDG FRAMEWORK

To date, gender issues have not received adequate attention in the discussions or written outputs that have emerged from the New Deal process, but the post-2015 debate now offers an excellent opportunity for the work of the g7+ and its partners to address this shortcoming. Indeed, the g7+ member countries have an important role to play in advocating for the inclusion of peace and security in the post-2015 framework<sup>43</sup>, and it is also vital that they advocate for the integration of a gender perspective in these issues. Figure 4 below outlines some of the entry points over the next few years, and it will be important that governments and civil society in g7+ and donor countries seize these opportunities to ensure complementarity, coordination and cross-learning among the different communities of stakeholders who are working on fragility, gender inequality and the MDGs.

**Figure 4** Overlapping entry points in the run-up to 2015



Implementation of the New Deal is at a relatively early stage, and while this presents challenges in that the parameters of what this means are still being defined, it also offers an opportunity to influence the process in a way that supports both the post-2015 agenda as well as UNSCR 1325. The three main components of the New Deal are the PSGs; FOCUS, which addresses new ways of engaging, emphasising and supporting transitions that are country-led and country-owned; and TRUST, which outlines how resources and aid will be managed more effectively and transparently and how funding will be streamlined to ensure better results. While all of these components reflect issues that women's organisations have been advocating around over the past decade and that are important in the context of

the women, peace and security agenda, they do not currently adequately reflect a gender perspective.<sup>44</sup>

The New Deal is now focusing on the pilot implementation phase, where seven g7+ countries are currently putting into practice various elements of the New Deal (Afghanistan, CAR, DRC, Liberia, Sierra Leone, South Sudan and Timor-Leste). Throughout 2013, these countries will report on lessons learned and progress in carrying out fragility assessments, using the fragility spectrum, and developing peacebuilding compacts to determine if a process of cross-learning can be initiated. Finalizing the global and country-specific indicators to measure achievement of the PSGs will be another important focus of the g7+ and the IDPS over the coming months.

The UN Secretary-General's High Level Panel will deliver its report outlining recommendations for post-2015 in May 2013, and other stakeholders will continue to hold discussions and debates around the content and structure of any future goals through the thematic and regional global consultations. The development of Sustainable Development Goals as a follow-up to Rio +20 will also offer additional inputs into the post-2015 agenda. In relation to gender inequality in FCAS, several countries will be reviewing and renewing their National Action Plans (NAPs) on implementation of UNSCR 1325 over the next one to two years, as well as those additional Member States who will adopt NAPs for the first time. It is also likely that the run-up to the 15th anniversary of the Resolution will generate new resources, tools and evidence to strengthen implementation and garner momentum for renewed commitments to addressing women, peace and security issues.

The following are some strategic entry points linked to the New Deal and UNSCR 1325 that could be seized on by policymakers to ensure that opportunities to integrate gender inequality and fragility into the post-2015 framework are maximized.

### **Strategic entry point 1: PSGs and UNSCR 1325 indicators for measuring progress on gender equality and peace and security**

One of the key elements of the post-2015 development framework will be the goals, targets and indicators that

<sup>43</sup> PBSO, 2012. *Peace and Security: Thematic Think Piece* prepared for the UN System Task Team on the Post-2015 UN Development Agenda.

<sup>44</sup> For an overview of the New Deal including a gender analysis of the different components and recommendations on how gender issues could be more effectively integrated into its implementation, see Cordaid 2012.

are agreed upon to advance progress on poverty reduction and under-development. One of the most significant areas where the New Deal and UNSCR 1325 can make a contribution to the efforts to define the post-2015 agenda is in the identification of what key priorities should be reflected in the future post-MDG goals and the indicators that could be used to monitor them. The g7+ countries are currently leading a process within the framework of the IDPS to identify both common global level indicators as well as a menu of indicators for adaptation at the country level for each of the five PSGs. This process has involved widespread consultation, and there has been careful consideration of criteria for the indicators as well as what measures are feasible given the constraints in data availability and collection.<sup>45</sup>

In 2009, UNSCR 1889 called on the UN Secretary-General to deliver a set of indicators for use at the global level to track implementation of UNSCR 1325. A set of 26 indicators was presented to the Security Council in April 2010, and data collection against some of the indicators is already underway.<sup>46</sup> Other actors such as the European Union and the Global Network of Women Peacebuilders have also developed their own indicators for UNSCR 1325 implementation, and the majority of NAPs on UNSCR 1325 also include some types of indicators. Currently, 39 countries have developed NAPs, and of these, seven are members of the g7+ (Burundi, Cote d'Ivoire, DR Congo, Guinea, Guinea-Bissau, Liberia and Sierra Leone) with others such as Afghanistan and South Sudan with plans under development. It is important to note that the majority of the indicators have been developed through consultative and participatory processes in FCAS, thereby increasing the legitimacy and ownership of the measures.

A draft paper published by the UN Peacebuilding Support Office outlines a number of possible options for goals, targets and indicators that could reflect peace and security in the post-MDG framework, and also includes gender-sensitive measures that build on the indicators already agreed for UNSCR 1325.<sup>47</sup> This is encouraging and indicates that policy-makers are beginning to make these important links, but continued advocacy is needed to ensure that these are included in any eventual agreement.

The table in Annex 1 provides an overview of the different existing and proposed indicators relevant to gender inequality and fragility that could be considered for inclusion in any post-2015 framework, again broken down into the

<sup>45</sup> For an overview of all the indicators as well as background on the process, see "Progress report on Fragility Assessments and Indicators", International Dialogue on Peacebuilding and Statebuilding Working Group on Indicators, 4 December 2012.

<sup>46</sup> For the most recent data, see UN Secretary-General, 2012. *Report of the Secretary-General on women and peace and security*, S/2012/732. The full list of indicators can be found at: United Nations Security Council, 2010. *Women, Peace and Security: Report of the Secretary-General*, S/2010/173.

<sup>47</sup> Henk-Jan Brinkman, 2013. "Think piece on the inclusion of goals, targets and indicators for peace and security and related areas into the post-2015 development framework", First draft, UN PBSO.

four themes proposed by the UN Task Team. While there is some overlap between the different sets of indicators, there is clearly scope for more work to be done to identify common indicators that could be used across all three processes, thereby reducing the burden of data collection and analysis and ensuring better coordination in the measurement of progress on gender inequality and fragility. One area where there is need for more consideration is environmental sustainability, where there are, so far, no existing gender and conflict-sensitive indicators.

#### **Strategic entry point 2: Ensuring inclusive spaces for dialogue and monitoring of international commitments**

The New Deal and the IDPS potentially provide important opportunities for dialogue, consultation and monitoring of progress in addressing both gender inequality and fragility. The fact that the process is being driven by the g7+ is important in ensuring local ownership, context-relevant solutions, and greater accountability to the real stakeholders who are the populations living in FCAS. The original MDGs were criticised for failing to involve and include the viewpoints of developing countries themselves, and so the New Deal is an important forum for ensuring that the g7+ countries are leading thinking on peace and security within the post-MDG framework.

However, these countries then also have the responsibility to ensure that women's voices are heard and that gender-related issues are also included in the process. For example, women's organizations and networks in both South Sudan and Afghanistan have already done a lot of work to identify key priorities, concerns and recommendations in relation to their respective peacebuilding and statebuilding process.<sup>48</sup> Notably, the priorities and recommendations of women differ quite markedly from those that have informed the peacebuilding and statebuilding processes in those countries to date. In the case of South Sudan, there is a clear difference between the issues raised by women in separate workshops relating to gender equality and women's rights and those that emerged as priorities during the workshop that was held to discuss the draft fragility assessment. It is therefore important that specific effort is made to ensure that women are actively involved in consultations and that the issues they identify are reflected in any outputs or recommendations that are submitted to the HLP or other actors in the post-MDG process.

One possible strategy would be to ensure that there is a clear mechanism for linking the New Deal, UNSCR 1325 and post-MDG processes in FCAS, perhaps through a country-level taskforce involving government, donor and civil society representatives. This would also help address the challenge of ensuring that the gender, peacebuilding and development communities interact with one another,

<sup>48</sup> For summaries of the priorities and recommendations on gender and the New Deal identified by women in Afghanistan in South Sudan during two workshops held in August 2012, see Cordaid 2012.

rather than meeting and strategizing separately. Regular joint meetings and sharing of information, data, reports and analysis could help to ensure more joined-up monitoring of commitments on gender inequality and fragility. Many FCAS already have taskforces or working groups established for both implementation of UNSCR 1325 at the country level as well as for implementation of the New Deal in those countries that are undertaking the piloting. These provide ready-made forums for consultation and dissemination of information upwards and downwards and should be used to feed perspectives into the post-2015 framework.

Political will is another factor that is particularly important in ensuring that gender-related issues are taken seriously and incorporated into policy and planning at the national level. The fact that Ellen Johnson Sirleaf, the Liberian president, is one of the co-chairs of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda (HLP) is strategically important, given that Liberia is also an active member of the g7+ and a country where gender equality has been prioritised in the statebuilding and development process. This could in theory offer a valuable entry point for ensuring the two agendas are combined in the high-level policy discussions. Donors such as the Netherlands and the United Kingdom who are also playing important roles in the New Deal and the post-2015 debates should seek to use their capacities and resources to ensure that women's voices are heard and included.

**Strategic entry point 3: Enhancing donor coordination for strategic planning, implementation and resourcing**

One of the challenges of the post-2015 agenda will be generating the political will, resources and coordinated focus on a set of specific issues, similar to what was possible with the MDGs. Given that the New Deal emphasizes the importance of having one vision and one plan in implementing countries, and that various national, regional and global action plans on UNSCR 1325 already exist, these are important resources that can be built on, and donors do not need to start the process of strategic planning, implementation and resourcing from scratch. For example, several countries will be renewing their NAPs over the next year, and this constitutes an important opportunity to build in support for both the New Deal and post-2015 framework into the next phase which would in theory increase the potential for joint planning and implementation of key activities to support any gender or fragility-related goals. Similarly, as more g7+ countries develop compacts, these can be used strategically to inform the process of setting national-level priorities, commitments and activities for post-2015.

While conversations about financing any post-2015 framework will only be had at later stages in the process, it is important to take early steps to ensure that funding and resource allocation processes in FCAS will be coordinated and connected to existing national planning priorities.

The compacts that will be agreed in g7+ pilot countries are an obvious mechanism for allocating, managing and monitoring funds to address fragility and gender inequality, as well as any future post-2015 targets. Another potential entry point is the multi-stakeholder financing mechanisms (MFM) that Cordaid and the Global Network of Women Peacebuilders have proposed to coordinate funds from government departments, donor governments, UN agencies, national and international CSOs and the private sector around the implementation of UNSCR 1325 based on a country's NAP. Given that the MFM is still in the pilot phase, there could be scope to enlarge this innovative funding arrangement to advance and leverage implementation of the New Deal and, eventually, the post-2015 framework as well as UNSCR 1325.

**COUNTRY SPOTLIGHT: LINKING THE NEW DEAL AND UNSCR 1325 IN SOUTH SUDAN**

Since gaining independence in 2011, South Sudan has made significant steps to undertake the institutional reforms and planning processes necessary to chart its path to peace and development. This makes it a particularly interesting case study for exploring how the New Deal, UNSCR 1325 and post-MDG processes can intersect over the coming years, as well as demonstrating the importance of creating inclusive spaces for dialogue and the monitoring of international commitments.

The government has undertaken a fragility assessment, a key part of the New Deal implementation process that is designed to lead to the eventual agreement of a compact for the country. The assessment was led by the Ministry of Finance and Economic Planning, and involved discussion around the drivers of conflict and fragility and identifying indicators to measure progress against the PSGs, and was intended to generate broad ownership and participation from a broad set of actors from across the country.

Led by the Ministry of Gender and Social Welfare and with the support of donors and NGOs, the government is also beginning to identify the priorities that will feed into the development of a National Action Plan on UNSCR 1325. During the National Conference to discuss the National Action Plan on UNSCR 1325 in Juba in January 2013 led by the Ministry of Gender and Social Welfare and EVE Organization, a roadmap for developing the NAP was outlined. Cordaid was invited to make a presentation on the synergies and potential links between the New Deal and emerging NAP process, and the conference participants recommended that this should be pursued as these plans are taken forward throughout 2013.



There are clear overlaps between these two processes, however, the initial findings from the fragility assessment found that “gender discrimination or gender equality and illiteracy are crosscutting issues that will require greater efforts from the government, the judiciary, the security sector, economic foundations and revenue and social service.”<sup>49</sup> Given that the NAP process is occurring in parallel, there is a clear entry point to link up these efforts and bring the threads of gender inequality and fragility together to determine priorities and action steps jointly.

Part of the challenge is that often NAP processes are led by line ministries responsible for gender equality or women’s empowerment, whereas national planning processes to identify peacebuilding and statebuilding priorities tend to be steered by finance or economic planning ministries or by special commissions. This allows for little overlap between the actors involved, and there are rarely enough incentives to ensure communication and collaboration between government departments. The same divides are replicated in donor and NGO circles, with women’s rights advisors or NGOs engaging on the UNSCR 1325 agenda but rarely having an opportunity to feed into broader discussions about governance, justice or economic reform. It is expected that the compact for South Sudan will be discussed in April 2013, which points to the urgency of ensuring that the ongoing NAP process is taken into account, and that those consultations are used as a way of identifying the key gender-related priorities that should be integrated into the Compact. This document could then be used as a building block for identifying and addressing South Sudan’s development priorities for the post-2015 agenda.

<sup>49</sup> Republic of South Sudan, 2012. Fragility Assessment: Early indication for results and lessons learned. Available at: <http://www.newdeal4peace.org/wordpress/wp-content/uploads/S.Sudan-Fragility-Assessment-Update.pdf>.



## 6. POLICY RECOMMENDATIONS

This briefing paper demonstrates the significant overlaps that exist between the New Deal, UNSCR 1325 and the post-2015 agenda. Building on these synergies would enable the international community to develop a stronger and more coordinated response to the ongoing challenges of gender inequality and fragility. There are still many debates to be had and it will be some months before the structure, content and process of the post-2015 framework become clear. It is therefore critically important for the key stakeholders to learn from and build on the experience of the past fifteen years, not just of achieving the MDGs, but also in terms of the growing evidence and practical knowledge about gender inequality and fragility and the processes that are underway to address these challenges. The following recommendations are focused along thematic lines, rather than at specific stakeholders, and make some specific suggestions of how to build on the strategic entry points presented by the New Deal and UNSCR 1325.

### TAKE A STRATEGIC APPROACH TO INCORPORATING GENDER INEQUALITY AND FRAGILITY IN THE POST-MDG FRAMEWORK

- there has already been much progress made on identifying priorities and recommended actions to address gender inequality and fragility in FCAS, for example through piloting the New Deal and implementing UNSCR 1325. These should be taken on board by the stakeholders who are developing and shaping the goals, structure, outcomes and process for the post-MDGs, and the initiation of parallel or duplicative efforts should be avoided.
- The aims of the New Deal, UNSCR 1325 and the post-2015 framework are similar. Rather than being put forward as discrete commitments or approaches, every effort should be made to ensure that any submissions or recommendations made to the HLP or other bodies are coordinated and reinforce the New Deal and UNSCR 1325.

### DEVELOPING GOALS, TARGETS AND INDICATORS

- any future goals, targets or indicators that are developed as part of the post-MDG framework should apply a gender and conflict-sensitive approach
- Extensive and consultative processes to identify gender and fragility-related indicators have already been undertaken as part of the implementation of UNSCR 1325 and the New Deal. Given the significant synergies, it is important that any post-MDG framework recognise and incorporate these indicators wherever possible, to maximise coherence and coordination with existing commitments and initiatives.
- The post-2015 framework should include measures to build and develop capacity for data collection and analysis on gender-related issues, particularly in fragile

and conflict-affected contexts. Existing initiatives such as the Evidence and Data for Gender Equality (EDGE) Initiative that are working to build national capacity for collecting and analysing gender statistics should also be incorporated into any post-MDG efforts.<sup>50</sup>

- It will be important to use the lessons learned from the piloting of the New Deal in 2013. Gender issues are already emerging as a specific priority and neglected area, and as the members of the New Deal prepare their submission to the HLP and recommendations on conflict and fragility for the post-2015 framework this focus should be retained.

### ENSURING ROBUST MONITORING AND ACCOUNTABILITY MECHANISMS

- any post-MDG framework should include specific and robust monitoring and accountability mechanisms. These should be consistent with and complementary to existing processes. For example, the annual monitoring of UNSCR 1325 that is carried out by the UN (global level) and member states (national level) could integrate any possible post-MDG goals or targets, and vice versa.
- Civil society organisations have an important role to play in monitoring implementation of the post-2015 framework. Specific funds should be made available to target capacity building for women-led organisations, so that they can be effective watchdogs for government transparency and accountability. This could include training to community-based groups to enable them to undertake monitoring and awareness-raising at the grassroots level.
- Advocacy and awareness-raising among the general public to increase knowledge about the post-2015 framework should be supported, particularly among women's groups in post-conflict countries. Initiatives such as the *World We Want* web platform need to be made accessible to citizens of FCAS.
- As countries revise and renew their existing NAPs they should seek ways to incorporate actions or policies that support both New Deal and post-MDG. Any global review of UNSCR 1325 implementation or NAPs that occurs over the next two years should also feed into these frameworks.

### SUPPORTING CIVIL SOCIETY ENGAGEMENT

- civil society organizations should continue to feed into the development of the post-MDGs throughout the consultation and preparation process in advance of 2015. The HLP and other stakeholders should ensure that they

<sup>50</sup> The EDGE initiative was launched in March 2012 and is being led by UN Women and the UN Statistics Division in collaboration with member states, the OECD and the World Bank. For more information, see <http://www.unwomen.org/2012/03/partnering-to-close-data-and-evidence-gaps-for-women/>.

listen to a range of diverse voices, including those of women. It is important that policymakers do not only rely on national CSOs, but also make specific efforts to engage grassroots populations and excluded groups. Working with and through women's networks operating at the community level can be an effective strategy for reaching these groups, particularly in FCAS where infrastructure, communications and insecurity make participation difficult.

- Existing in-country forums such as NAP taskforces or the working groups leading the New Deal piloting should be used to identify priorities and provide feedback on any proposals for the post-2015 framework at the national level. The feasibility of establishing a combined taskforce or consultation group to bring together all stakeholders working on gender inequality and fragility could also be explored.
- Globally, there should also be a mechanism to ensure that CSO voices are heard. For example, two civil society representatives from the CSO Core Group currently sit on the Steering Group of the IDPS, which provides the opportunity to funnel information upwards and downwards and ensures that CSO voices are included. A similar, formalized mechanism could be introduced for any post-MDG process that continues after the meeting of the UN General Assembly in September 2013.
- South-South networks between CSOs working across different FCAS should be encouraged, enabling sharing of advocacy strategies and lessons learned. CSOs operating at the national level should also be linked up with existing global networks working on gender inequality and fragility.

#### **FINANCING IMPLEMENTATION OF THE NEW DEAL, UNSCR AND ANY FUTURE POST-MDG FRAMEWORK**

- compacts, based on the idea of one plan, one vision, are a key part of the New Deal framework. These offer an opportunity to ensure coordinated financing of peacebuilding and statebuilding, based on priorities identified by the countries themselves through process of consultation involving government, donors and CSOs. These compacts should ideally also incorporate commitments and initiatives from UNSCR 1325 NAPs where they exist and should also be developed with the future post-MDGs in mind, ensuring that there is scope to eventually build in any commitments that are adopted in 2015.
- Ensure that gender budgeting expertise is available to those undertaking planning exercises and implementing programmes in FCAS.

### Annex 1: Existing and proposed indicators on gender inequality and fragility

PROPOSED PILLARS OF THE POST-MDGS	PROPOSED PSG INDICATORS <sup>1</sup>	GLOBAL INDICATORS ON UNSCR 1325	PBSO-PROPOSED INDICATORS FOR POST-2015 <sup>2</sup>	UNW-PROPOSED INDICATORS FOR POST-2015 <sup>3</sup>
<b>Inclusive social development</b>	<ul style="list-style-type: none"> <li>Diversity in representation (by gender, region and social groups) in key-decision making bodies (legislature, government, military, judiciary)</li> <li>Access to service delivery for marginalized and vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>Women's political participation in parliaments and ministerial positions</li> <li>Women's political participation as voters and candidates</li> <li>Maternal mortality rate</li> <li>Net primary and secondary education enrolment rates, by sex</li> </ul>	<ul style="list-style-type: none"> <li>Election turnout</li> <li>Diversity in representation (by gender, region and social groups) in state institutions (legislature, government, military, judiciary)</li> <li>Ratio of women to men service providers (in health, education, agriculture extension agents)</li> </ul>	<ul style="list-style-type: none"> <li>A measure of civic registration disaggregated by age and sex</li> <li>A measure of women's access to services through a proxy indicator of ratio of women to men service providers</li> </ul>
<b>Inclusive economic development</b>	<ul style="list-style-type: none"> <li>Level of employment (by youth, gender, region)</li> </ul>	<ul style="list-style-type: none"> <li>Percentage of benefits from temporary employment in the context of early economic recovery programs received by women and girls</li> <li>Percentage of benefits from reparation programmes received by women and girls</li> <li>Percentage of benefits from DDR programmes received by women and girls</li> </ul>	<ul style="list-style-type: none"> <li>No indicators relating to gender inequality and fragility have been proposed</li> </ul>	<ul style="list-style-type: none"> <li>A measure of women's employment in conflict and post conflict contexts</li> <li>A measure of inclusion of women's needs and priorities in post-conflict financing and planning</li> </ul>
<b>Environmental sustainability</b>		No indicators relating to gender inequality and fragility have been proposed		
<b>Peace and security</b>	<ul style="list-style-type: none"> <li>Incidence of rape and sexual violence</li> <li>Perception of security conditions (by region, gender, social groups)</li> <li>Level of confidence in police/security (%), disaggregated by gender, region, social group)</li> <li>% of population who perceive they have affordable access to justice system (by region, gender, income, identity)</li> <li>Participation in elections and political processes by region, gender and social groups</li> </ul>	<ul style="list-style-type: none"> <li>Percentage of peace agreements with specific provisions to improve the security and status of women and girls</li> <li>Representation of women among mediators, negotiators and technical experts in formal peace negotiations</li> <li>Women's participation in official observer status, at the beginning and the end of formal peace negotiations</li> <li>Prevalence of sexual violence</li> <li>Patterns of sexual violence in conflict and post-conflict situations</li> <li>Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks</li> <li>Index of women's and girls' physical security</li> <li>Level of women's participation in the justice, security and foreign service sectors</li> <li>Existence of national mechanisms for control of illicit small arms and light weapons</li> <li>Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence</li> <li>Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies</li> <li>Number and percentage share of women in governance bodies of national human rights bodies</li> <li>Extent to which national laws to protect women's and girls' human rights are in line with international standards</li> <li>Level of women's participation in the justice, security and foreign service sectors</li> <li>Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced</li> <li>Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence</li> <li>Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls</li> </ul>	<ul style="list-style-type: none"> <li>Women's inclusion in peace processes</li> <li>% of women's representation in security, justice and foreign services</li> </ul>	<ul style="list-style-type: none"> <li>A measure of women's inclusion in peace processes</li> <li>A measure of personal security disaggregated by age and sex</li> <li>A gender-specific measure of personal security</li> <li>A measure of prevalence of small arms and light weapons</li> <li>A measure of military spending</li> <li>A measure of women's representation in security, justice and foreign service sectors</li> </ul>

<sup>1</sup> Only the proposed PSG indicators that specifically reference women/gender or sex-disaggregation of data are included in this table. There are, however, several other of the proposed indicators that could easily be adapted to be more gender-sensitive and it is hoped that as they are finalized, more effort will be made to ensure that they are as gender-sensitive as possible.

<sup>2</sup> These indicators are from Brinkman 2012.

<sup>3</sup> UN Women, 2012. Gender, Conflict and the Post-2015 Development Framework, Draft paper, UN Women Peace and Security Section.