

GUIDANCE NOTE

# GENDER-RESPONSIVE CONFLICT ANALYSIS





GUIDANCE NOTE

# GENDER-RESPONSIVE CONFLICT ANALYSIS



**WOMEN, PEACE AND SECURITY SECTION**

**UN WOMEN**

Afghanistan, January 2022

# TABLE OF CONTENTS

---

---

<b>INTRODUCTION</b>	<b>5</b>
<b>Purpose of this document</b>	<b>5</b>
<b>What is gender-responsive conflict analysis?</b>	<b>5</b>
<b>Why undertake a gender-responsive conflict analysis?</b>	<b>6</b>
<b>What is the impact of gender-blind conflict analysis?</b>	<b>6</b>
<b>What are the main trends in gender-responsive conflict analysis?</b>	<b>8</b>
<b>Conflict dynamics drivers and peace catalysts</b>	<b>10</b>
<b>Ways to undertake gender-responsive conflict analysis</b>	<b>16</b>
<b>RESOURCES</b>	<b>18</b>
<b>ANNEX 1: METHODS</b>	<b>19</b>

---

# INTRODUCTION

In advance of the 20th anniversary of United Nations Security Council Resolution (UNSCR) 1325 in 2020, the United Nations Secretary-General (UNSG) instructed the United Nations (UN) to include “gender equality and the women and peace and security agenda, as both stand-alone and integrated goals...in United Nations strategic planning and prioritization policies, processes, frameworks, initiatives and guidance tools at the global, regional and country levels...”<sup>1</sup> Heads of entities were also instructed to ensure that all country-specific and thematic reports to the United Nations Security Council (UNSC), briefings provided by senior staff and all country-specific and regional UN strategies and plans consistently integrate gender-responsive conflict analysis and engagement with diverse women’s civil society organizations.<sup>2</sup>

Prior to this, in 2018, the UNSG’s Executive Committee directed the UN system in Afghanistan to develop a gender-responsive conflict analysis (GRCA) to inform each aspect of its transition planning. This directive was followed by specific guidance developed in 2019.<sup>3</sup> More recently, UNSCR 2594 (2021) has insisted on comprehensive gender analysis in transition processes.<sup>4</sup>

## Purpose of this document

This Guidance Note was developed concurrently to an extensive GRCA process conducted by the United Nations Assistance Mission in Afghanistan (UNAMA) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), on behalf of the United Nations Country Team (UNCT). The analysis process started in March 2021 and concluded in September 2021. Several methods were used to inform the process. See Annex 1 for further information. Whilst initially developed for the UNCT in Afghanistan, the Guidance Note has global applicability. It provides recommendations on how to apply a gender lens in political and conflict analysis in a way that allows the integration of gender as a variable of power across social, political, economic analysis of conflict as opposed to addressing issues specific to women and girls in siloed analysis. This approach reveals the critical links between gender dynamics of conflict and peacebuilding.

## What is gender-responsive conflict analysis?

A GRCA analysis explores – with a gender lens – systems of power, institutions and stakeholders, and root causes, triggers and drivers of conflict and peace. This type of analysis recognizes that gender power relations and the enforcement of patriarchal power over women, men and children, and sexual and gender minorities is political.<sup>5</sup> Gender-responsive conflict analysis was pioneered to counter the pervasive trend of political and conflict analysis that ignores patriarchy as a power variable and the influence of gender norms and values. Most conflict and political analyses exclude the specific status, needs and experiences of women, men, girls, boys, and sexual and gender minorities.

Gender analysis examines the unequal social, political, and economic power dynamics between women, men, and non-binary people within society. The analysis unpacks gender norms, looking at the social construction of the masculine and feminine in a specific context and how these norms shape, are

<sup>1</sup>S/2019/800, para. 120 (c).

<sup>2</sup>S/2019/800, para. 120 (d).

<sup>3</sup>UNSG (United Nations Secretary-General). 2019. Secretary General’s Planning directive for the development of consistent coherent UN Transition processes in line with Executive Committee decision 2018/38. 25 February 2019.

<sup>4</sup>UNSC (United Nations Security Council). 2021. S/RES/2594 (2021). 9 September 2021. Paragraph 6: Requests the Secretary-General to ensure that comprehensive gender analysis and technical gender expertise are included throughout all stages of mission planning, mandate implementation and review and throughout the transition process, as well as mainstreaming of a gender perspective, and to ensure the full, equal, and meaningful participation of women, and the inclusion of youth, as well as measures to safeguard the interests of persons with disabilities, and further requests the Secretary-General to ensure that their needs are fully integrated in all prioritised and sequenced stages of a mission mandate and mission transitions.

<sup>5</sup>Koester, D. 2015. Gender and Power. Developmental Leadership Program. Concept Brief 4. May 2015.

shaped by, and drive violent conflict and influence peacebuilding. These norms and power dynamics permeate formal and informal structures and institutions governing both the public and private spheres. Gender analysis includes other power variables (e.g. ethnicity, age, social class, (dis)ability, sexual orientation, indigeneity), and recognizes the cumulative and reinforcing effect brought to bear by these different systems of power. Combining analysis of these constituent parts reveals a greater diversity of agents for political change and shifts problems from passively framing the status quo as problematic to identifying solutions.<sup>6</sup>

## Why undertake a gender-responsive conflict analysis?

Conflict analysis is conducted by diverse peace and development actors, using various analytical frameworks and tools. However, these analyses do not always integrate gender dynamics of conflict. Additionally, peace and development actors do not always conduct the analyses jointly, to facilitate joint planning and programming, UN mission mandate renewal, and national planning, among other elements. Integrating gender into conflict and political analysis not only enhances the inclusiveness and effectiveness of peacebuilding and political interventions, but also deepens the understanding of the underlying gender power relations, including how they influence and are affected by conflict and peacebuilding.

The UNSCRs on sustaining peace (S/RES/2282 and A/RES/70/262) offer a comprehensive approach to peacebuilding that prioritizes supporting capacities for peace across the conflict cycle. These resolutions also recognize the importance of joint analysis and effective strategic planning across the United Nations system in its long-term engagement in conflict-affected countries, while underscoring the critical importance of inclusivity of women, youth and CSOs in all conflict prevention and peacebuilding efforts. The ongoing reforms of the UN Development System and the UN Peace and Security Architecture call for shared analysis, collective outcomes, and common strategic planning. These reforms open strategic opportunities to accelerate the implementation of the Women, Peace and Security (WPS) agenda, as the quality of these processes directly depends on the

inclusivity and engagement of various stakeholders – with integration of the gender component into the analysis thus increasing the quality, credibility, and sustainability of the initiative.

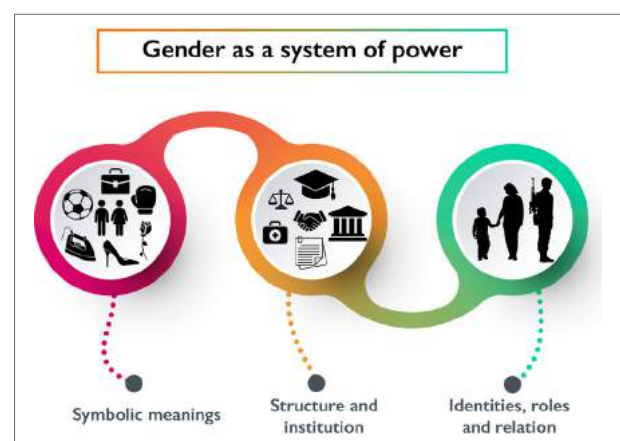
## What is the impact of gender-blind conflict analysis?

When analysis is conducted in a way that is blind to gender, subsequent policies, planning, and interventions risk reinforcing harmful gender inequalities, power structures and norms. In other words: gender-blind analysis sets up a pathway for exclusion that is harder to counter since analysis is the starting point for policymaking and programming.

### Applying a gender lens – what does this mean?

Applying a gender lens in political and conflict analysis allows the integration of gender as a variable of power across social, political, economic analysis of conflict. As opposed to addressing issues specific to women and girls in siloed analysis, it works to untangle and reveal the critical links between gender and the causes and impacts of conflict and peacebuilding. A gender lens also allows analysts to pierce gender biases which otherwise work to obscure structural gender inequality and patriarchal power.<sup>7</sup> Box 1 below provides an overview of key terms and concepts of relevance to developing gender-responsive analysis.

**FIGURE 1:**  
Gender as a system of power



Source: Conciliation Resources. 2015. Gender & conflict analysis toolkit. London: CR.

<sup>6</sup>As per Cynthia Cockburn, much text on women, peace and security contains language treating women's vulnerabilities without ever identifying the main source of their danger, or women's underrepresentation without mentioning the issue of men's overrepresentation. Cockburn, C. 2013. "War and security, women and gender: an overview of the issues." *Gender & Development* 21(3), pp. 433-452.

<sup>7</sup>Lyttikäinen, M. et al. 2020. "Unruly Wives in the Household: Towards Feminist Genealogy for Peace Research." *Cooperation and Conflict* 56(1), pp. 3-25. See also: Griffin, P. 2007. "Refashioning IPE: what and how gender analysis teaches international (global) political economy." *Review of International Political Economy* 14(4), pp. 719-736.

## BOX 1: Key terms and concepts<sup>8</sup>

**Gender mainstreaming:** Integrating gender perspectives across sectors, law, and policies to promote gender equality. Gender mainstreaming is a continuous process with a focus on internal and external systems and processes.<sup>9</sup>

**Gender-sensitive:** Considering gender power dynamics and gender (in)equalities and the differences between men, women, girls and boys, sexual and gender minorities while developing policy or analysis, designing processes, drafting laws, allocating resources, or evaluating the impact of decisions taken by actors in this area.

**Gender-responsive:** Turning consideration of gender perspectives into actions that can be monitored, evaluated, and refined over time. Some gender-responsive techniques include establishing gender quotas and undertaking gender reviews to pinpoint blockages and opportunities.

**Gender-inclusive:** The combination of gender-sensitive ‘ideas’ and gender-responsive ‘actions’. A gender-inclusive peace agreement, for example, might be one which is written in gender-sensitive language, with specific provisions to advance women’s political inclusion and the integration of gender perspectives into decision-making processes and outcomes.

**Intersectionality:** Consideration of how identities intersect and influence each other, and how this may lead to multiple forms of oppression and discrimination, as well as strengths and capacities.<sup>10</sup> For mediation actors, this requires analysing power variables and aspects of identity (such as sexuality, gender, ethnicity, class, age, disability, location), and ways in which these can collide, clash, and combine.

**Representation:** Considering the presence of people from underrepresented groups and communities – for example, persons from religious minorities in parliament, or advancing the interests of a particular group – for example, a group of women representing ‘women’ more widely.

**Critical mass:** Understanding the conditions in which underrepresented groups (such as women in male-dominated parliaments) can gain momentum and exert influence more effectively.<sup>11</sup> It is generally understood to be achieved at around the 30% mark which is why women’s claims for representation are often framed by citing this benchmark.

**Meaningful participation:** Patchy implementation of the WPS agenda has led practitioners and advocates to emphasize *the quality of participation*.<sup>12</sup> Over the past two decades, the qualifier of ‘meaningful’ has been increasingly associated with the participation of women in peace processes. This label refers to great deal more than simply the numbers of women involved in an initiative. Key elements include being present to seize opportunities; drawing on knowledge, networks and confidence; deploying political agency and being a part of the agenda-setting that occurs; and conveying gender perspectives and women’s rights concerns as defined by broader social and political movements.

<sup>8</sup>Drawn from: Buchanan, C. 2021. Gender-inclusive peacemaking: strategies for mediation practitioners. Mediation Practice Series. Geneva: Centre for Humanitarian Dialogue.

<sup>9</sup>See Caglar, G, Prugl, E. and S. Zwingel (Eds.). 2012. *Feminist Strategies in International Governance*. London: Routledge, including True, J. and L. Parisi. 2013. “Gender Mainstreaming in Global Governance.” See also True, J. 2003. “Mainstreaming Gender in Global Public Policy.” *International Feminist Journal of Politics* 5(3), pp. 368-396.

<sup>10</sup>See Perlman, M. 2018. “The origin of the term intersectionality.” *Colombia Journalism Review*. Language Corner. 23 October 2018.

<sup>11</sup>There is a considerable body of feminist analysis, debate and theorizing addressing elements of representation. See: Pitkin, H. 1972. *The Concept of Representation*. Oakland, CA: University of California Press; Celis, K. and S. Childs. 2008. “The Descriptive and Substantive Representation of Women.” *Parliamentary Affairs* 61, March 2008, pp. 419-425; Celis, K. et al. 2008. “Rethinking women’s substantive representation.” *Representation* 44(2), pp. 99-110; Childs, S. and J. Lovenduski. 2012. “Political Representation.” In *The Oxford Handbook of Gender and Politics*. Waylen, G. et al (Eds.). Oxford: Oxford University Press, pp. 489-513; Escobar-Lemmon, M. and M. Taylor-Robinson. 2014. *Representation: The Case of Women*. New York: Oxford University Press.

<sup>12</sup>O’Rourke, C. 2014. “Walk[ing] the Halls of Power? Understanding Women’s Participation in International Peace and Security.” *Melbourne Journal of International Law* 15(1), 128 (2014); Ellerby, K. 2016. “A seat at the table is not enough: Understanding women’s substantive representation in peace processes.” *Peacebuilding* 4(2), pp.136-50; Close, S. 2018. *Gendered political settlements: examining peace transitions in Bougainville, Nepal and Colombia*. London: Conciliation Resources; Dayal, A. 2018. *Connecting Informal and Formal Peace Talks: From Movements to Mediators*. Georgetown Institute for Women, Peace and Security. Policy Brief. Washington D.C.: GIWPS.



## What are the main trends in gender-responsive conflict analysis?

Over the past decades, growing attention has been directed toward the quality of conflict analysis. Some of the most prominent trends in this regard are catalogued below.

- **GRCA is a required minimum standard for UN reporting, strategic planning, and scenario setting:** It is increasingly integrated into the responsibility of heads of entities, including meaningful engagement of women's civil society to inform such analysis. The UN Secretary-General has mandated the mainstreaming of gender-responsive conflict and political analysis across all reporting, planning, and programming of the United Nations.<sup>13</sup> More effort is directed toward ensuring that women's rights defenders, civil society, and other stakeholders are meaningfully engaged in such analysis. Several UN agencies and secretariat entities have developed dedicated action plans, tools, and entity-specific guidance to integrate such gender-sensitive analysis into their work.<sup>14</sup> As a result of this, the concept of a 'gender lens' is becoming better understood and applied more frequently and astutely. This is seen as a valuable tool for uncovering different perspectives, data, and policy and programming pathways.
- **UNSC directives:** Members of the UNSC increasingly request that evidence-informed, gender-response analysis is provided on threats and risks in contexts affected by conflict, insecurity, and violence, to enable the Council to adopt more effective decisions on the direction of UN missions (composition, mandates) and prioritization of policy concerns.
- **A focus on inclusion beyond armed actors:** Inclusion is not a foreign concept in peace and security processes. Inclusion beyond armed groups and

tional value of inclusion is increasingly well documented – studies clearly show that inclusion makes for more effective and sustainable peace-building.<sup>15</sup>

- **Donor expectations:** Gender-blind analysis is increasingly rejected by donors. Donors are requesting – often a non-negotiable condition for funding – and/or requiring gender-responsive conflict analysis at various stages of project management, from planning, and implementation to monitoring/evaluation.
- **Thinking beyond silos:** There is a move away from the siloed 'gender paragraph' (akin to the 'add women and stir' approach, which is now widely discredited) toward integrated analysis. Gender and patriarchal power are now recognized as influencing all elements of society – public and private, individual, and institutional.
- **More guidance:** There is more guidance available than ever before on how to conduct gender-responsive conflict analysis (see Resources section).

预览已结束，完整报告链接和二维码如下：

[https://www.yunbaogao.cn/report/index/report?reportId=5\\_21742](https://www.yunbaogao.cn/report/index/report?reportId=5_21742)

