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AT GENEVA



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BACKGROUND DOCUMENT

XIV UNOG-DCAF SEMINAR

Friday 24 November
(programme in Annex)

LEVERAGING SDG 16 TO IMPROVE IMPLEMENTATION OF SDG 5

This seminar will focus on the intersection between SDG 5 and SDG 16 by demonstrating the contemporary development links between achieving gender equality and expanding access to security and justice. The seminar will highlight insights gained through the High Level Political Forum in July 2017, present new knowledge, build on practical examples, and develop policy recommendations on how Good Security Sector Governance, an integral element of SDG 16, can ultimately contribute to the implementation of SDG 5. It will thereby focus on three key topics of gender inequality: implicit gender bias, patriarchal masculinities, and the context of vulnerability.

WHERE DO WE STAND WITH THE IMPLEMENTATION OF SDG 5 ON ACHIEVING GENDER EQUALITY AND EMPOWERING ALL WOMEN AND GIRLS?

For ten days in July 2017, government representatives came together under the framework of the High-Level Political Forum (HLPF) to review and assess the progress on the implementation of the Sustainable Development Goals. This year, SDGs 1 (No Poverty), 2 (Zero Hunger), 3 (Good Health and Well-being), 5 (Gender Equality), 9 (Industry, Innovation and Infrastructure) and 14 (Life Below Water) were at the centre of the review. The HLPF recognized that gender equality and the empowerment of women is not only a goal but a prerequisite for the achievement of the 2030 Agenda. What stands out in the Report on the Progress towards the SDGs by the UN Secretary General¹, in the President's Summary of the 2017 HLPF², as well as in numerous of the 43 submitted Voluntary National Reviews, however, is that progress on SDG 5 is slow; gender inequality persists strongly worldwide, depriving women and girls of their basic rights and opportunities - systemic and structural

changes still have to go far. Violence against women and girls remains on a high scale and women remain underrepresented in both the private and public sector. Progress on women's political participation is slow and almost not existent.

The Progress Report by the Secretary General acknowledges that to achieve Goal 5 more rigorous efforts are required to counter the gender-based discrimination which is often the result of patriarchal attitudes and related social norms.³ SDG 5, more than other goals, has significant deficiencies associated with implementation: most Voluntary National Reviews (VNR) remain vague on the implementation details. Similarly, while the HLPF reconfirmed that the interlinkages between the different SDGs are leveraging points for their implementation, there is little explicit information in the VNR about how other SDGs, especially those SDGs which were not part of this year's review, are relevant for the implementation of SDG 5.

Ending violence against women, countering discrimination and increasing women's access to decision-making positions in the private, public and economic spheres are recurring challenges highlighted in the VNR. The adoption of relevant legislative measures as a prerequisite towards overcoming those challenges was highlighted in most countries' reviews. However, few VNR provided details on the actual implementation and enforcement of these legislative frameworks, among others by the security sector, as well as on the monitoring and evaluation of the policies and legislations. The gap between intention and action has become the most important challenge.

Minimizing this disparity between the provision of law and its enforcement as well as the response to the diverse security, safety and justice needs of a state's *whole* population requires state security and justice institutions which are effective and accountable, within a framework of good governance, rule of law, gender equality, and respect for human rights. Good Security Sector Governance (SSG) is an integral part of SDG 16 which explicitly links accountable, effective, and inclusive state institutions to peace, safety and justice. As such, SSG is essential to ending violence against women, ending discrimination, providing equal access, equal participation and opportunities for leadership in all areas of public and political life, and enforcing law that promotes gender equality and the empowerment of women and girls.

WHAT HAS SDG 16 ON JUST AND PEACEFUL SOCIETIES GOT TO DO WITH SDG 5?

Peaceful, just, and inclusive societies, free from fear and violence, make up the necessary foundation for the economic, political and social development articulated in the 2030 Agenda. The responsibility of the state to provide safety is thereby a recurring theme across the SDGs: Without safe and secure environments, access to equal rights and implementation of legal provisions on gender equality are not possible. Only a security and justice sector which is operating under the principles of good governance, which is effective, accountable and operating within a framework of rule of law and respect for human rights will achieve this. On the other hand, a security sector which operates in contradiction to the principles of SSG through discrimination, abuse, impunity and corruption can reinforce inequality and exclusion. Men and women cannot enjoy full equality unless they enjoy the right to security

and justice; conversely, no society can be just and peaceful if gender inequality is pervasive. Gender equality can only be achieved if a state's security and justice institutions understand, prevent, and respond to the different needs and priorities of men, women, boys, and girls. Addressing security governance is thus a prerequisite for progress towards gender equality. SSG, a requirement for just and peaceful societies as called for by SDG 16, is an integral element of the SDGs in general and a specific element of SDG 5 in particular.

In recent years, a number of topics have emerged within the realm of SSG that attempt to address the root causes of gender inequality and therefore provide a solid basis of evidence to formulate effective and sustainable policy responses. These topics contribute to an analytical framework supporting policy recommendations for the achievement of gender equality. In the course of this Seminar, (see detailed programme in Annex) experts will present three of these root causes of gender inequality: implicit gender bias, patriarchal masculinities, and the context of vulnerability.

The following section will go into further detail on these three topics and lay out the framework for the expert interventions at the UNOG-DCAF Seminar.

WHAT CAN BE DONE IN THREE SPECIFIC AREAS OF GENDER INEQUALITY FROM A SSG PERSPECTIVE?

Implicit gender bias, patriarchal masculinities, and the context of vulnerability are at the root of gender inequalities in the governance and provision of security and justice services. These topics are thus crucial to shaping, informing and improving the implementation of SDG 5 and SDG 16.

IMPLICIT GENDER BIAS

Implicit bias refers to the automatic and unconscious process of assigning a stereotype and/or associating a negative or positive attitude with a particular group, or an individual associated with a group.⁴ As implicit biases operate below the level of conscious awareness, individuals “may not even be aware that they hold biased attitudes.”⁵ Stereotypes and attitudes develop early in life, and have been shown to influence children as early as the age of three.⁶ Children develop stereotypes and attitudes from their parents, peers and the media – which are broadly derived from the cultural and social beliefs in a given society.⁷ Implicit biases tend to consolidate with time, and have been shown to prevail even within the context of individuals who have consciously developed an un-biased and equal worldview.⁸ This suggests that individuals can consciously believe in gender equality, but still have negative stereotypes and attitudes toward women. Research has produced numerous neuroscientific, cognitive and social psychological studies providing clear incidence of implicit bias⁹ with empirical evidence suggesting that there exists “a relationship between measures of implicit bias and real-world discriminatory behaviour”.¹⁰ Implicit gender bias and the ensuing discrimination contribute to poor governance of the security and justice sector because they influence the delivery of security and justice services and perpetuate existing inequalities, including a lack of access to security and justice, as well as to other state services and human rights protections. Without equal access to security and justice, there can be no gender equality. Implicit gender bias impacts negatively on the recruitment, retention and promotion of women in the security sector and on the security and justice institutions’

response to violence against women. Security and justice institutions dominated by implicit gender bias are not accountable and cannot be effective.

Relevant questions for discussion include among others:

- Is implicit bias an inevitable consequence of culture and tradition? If so, is it something all societies need to accept?
- How can we identify implicit gender bias at the structural and individual levels within security and justice institutions?
- What are examples of tools and procedures that can mitigate implicit gender bias in the delivery of security and justice services?

PATRIARCHAL MASCULINITIES

Patriarchy refers to a “system of society or government in which men hold the power and women are largely excluded.”¹¹ Patriarchal masculinities thereby refer to the numerous ways in which the male gender identity is expressed in a manner either loosely or specifically supporting the dominance of men over women. More recently, leadership in both western and non-western contexts have called for a return to more traditional, patriarchal notions of masculinity. However, this form of masculinity is linked to “unhealthy and antisocial patterns of socialisation that affect most if not all children and adults in Europe, and in most societies worldwide [which] [...] has major and unacknowledged impacts on public policy — impacts that contribute importantly to much of the inequality and suffering experienced by humankind.”¹² In other words, patriarchal masculinities are not localised to the individual, but are reflected within state systems, structures, policies and practices. Therefore, “[w]orking to change [the] structures and institutions that perpetuate patriarchal masculinities is likely to be key to addressing conflict”¹³ and thus to achieving peaceful and inclusive societies. This includes consideration of traditionally male-dominated and patriarchal institutions such as security sector institutions, as well as examining the political and economic systems and practices of the state and the security sector in particular. So long as the organizational culture of security and justice institutions continues to condone, if not foster, patriarchal masculinities, gender equality will not be achievable. Security and justice institutions which cater to a dominant group of the society only will not be accountable to a large part of the population, will not be inclusive and will lack effectiveness. Good Security Sector Governance will empower security and justice institutions to end discrimination, defend equal access to rights, promote equal participation and opportunities for leadership.

Relevant questions for discussion include among others:

- Are patriarchal masculinities an integral part of tradition and culture? If so, is it something all societies need to accept?
- How can patriarchal masculinities be addressed on both institutional and individual levels?
- What are examples of successful programmes within security and justice institutions to promote gender equality and address the harmful effects of patriarchal masculinities?
- Are women’s and men’s roles distinct in addressing patriarchal masculinities?

‘THE VULNERABLE’ VS VULNERABLE SITUATIONS

The 2030 Agenda for Sustainable Development states that “[p]eople who are vulnerable must be empowered”, with ‘the vulnerable’ defined as including “all children, youth, persons with disabilities (of whom more than 80% live in poverty), people living with HIV/AIDS, older persons, indigenous peoples, refugees and internally displaced persons and migrants.”¹⁴ While the SDG framework situates vulnerability within individuals and groups as inherent qualities, characteristics and social identity factors, vulnerability is arguably the result of power and access – which is largely, if not exclusively, defined by the socio-cultural, political and religious environment of the state. In other words, vulnerability is created, whether intentional or as a result of negligence, on the part of the state and its prevailing structures and systems of power and access. It is the unfair distribution of resources, the unequal provision of security and justice, the underrepresentation of women and minority groups in decision-making processes and discrimination against women and minority populations that result in vulnerability. This has been evidenced by changes to the structures and systems of power and access, which resulted in changes to vulnerable situations. For example, vulnerability differs during peace and conflict: in the latter, the majority of the population experience vulnerability as a result of their *limited power to stop the conflict* and *limited access to escape the conflict*.

It is therefore critical that state security and justice providers reframe their institutional understanding of vulnerability – and shift the responsibility for creating vulnerable situations onto the institution and the system, rather than the individual – in order to ensure the equal provision of security and justice. It is the responsibility of the state to provide safety for all, to meet the diverse needs of all, especially those traditionally underserved, and to ensure that no group is left behind. Leaving no one behind requires effective, accountable and inclusive state security and justice institutions, operating under the principles of Good Security Sector Governance, that work towards making societies safe for all individuals and groups.

Moreover, shifting the analytical focus to *contexts, circumstances and situations that lead to vulnerability* will lead to a better understanding of the structures and systems that create vulnerability in the first place. As a consequence, both the state and the people will be better positioned to tackle the systems, institutions and structures that perpetuate discrimination, unequal distribution of resources, and lack of access to security and justice. With this approach, rather than viewing the provision of support to ‘the vulnerable’ as an unfortunate yet perpetual burden, sustainable solutions for a more equitable world can instead be found and implemented.

Relevant questions for discussion include among others:

- What are the main structural drivers of insecurity and inequality within state institutions?
- Looking at current situations of vulnerability in humanitarian crises – to what extent has there been a shift in the analytical focus?
- How can we all contribute to shifting the burden of vulnerability from the individual to the systems and what does that mean for gender equality?

WHAT'S THE WAY FORWARD?

The Seminar will provide stakeholders with an opportunity to discuss evidence-based research and concrete examples and to refine existing recommendations on how to improve implementation of SDG 5 using the three topics as an analytical tool. The presentations and discussions on the root causes of gender inequality will generate a base of knowledge to be developed and applied at the local, national and international level in order to facilitate the achievement of SDG 5. Member States, international organizations and NGOs will be exposed to new pathways to advance towards the fulfilment of SDG 5 and 16.

In the medium term, the seminar will help prepare the lead-up for the review of SDG 16 with recommendations based on lessons learned in the 2017 review process on SDG 5. The review of SDG 16 will take place in 2019 under the framework of the High Level Political Forum, and the outcomes of this seminar are intended to provide Member States with guidance for that review.

Notes

¹ UN Economic and Social Council (2017): *Progress towards the Sustainable Development Goals. Report of the Secretary General*. E/2017/66.

² High-Level Political Forum on Sustainable Development (2017): *President's Summary of 2017 High-level political forum on sustainable development*, available at <https://sustainabledevelopment.un.org/content/documents/16673HLPF_2017_Presidents_summary.pdf> 10/10/2017.

³ UN Economic and Social Council (2017): 18

⁴ J. Kang (2009): *Implicit Bias: A Primer for Courts*. Williamsburg, VA: National Center for State Courts.

⁵ P. Casey, R. Warren, F. Cheeseman and J. Elek (2012): *Helping Courts Address Implicit Bias: Resources for Education*. Williamsburg, VA: National Center for State Courts.

⁶ A. Page, 'Batson's Blind-Spot: Unconscious Stereotyping and the Peremptory Challenge' 85 Boston University Law Review 155 (2005) 203-04 cited in D. Levinson and D. Young, 'Implicit Gender Bias in the Legal Profession: An Empirical Study' 18(1) Duke Journal of Gender, Law and Policy (2010) 1-41.

⁷ Ibid.

⁸ T.D. Wilson, S. Lindsey and T.Y. Schooler, 'A Model of Dual Attitudes', 107 Psychology Review, 101 (2004): 104 cited in Justice D. Levinson and Danielle Young, 'Implicit Gender Bias in the Legal Profession: An Empirical Study' Duke Journal of Gender, Law and Policy 1 (2010): 1-41.

⁹ P. Casey, R. Warren, F. Cheeseman and J. Elek (2012): *Helping Courts Address Implicit Bias: Resources for Education*. Williamsburg, VA: National Center for State Courts.

¹⁰ Ibid.

¹¹ English Oxford Dictionary online available at <<https://en.oxforddictionaries.com/definition/patriarchy>> 29/06/2017.

¹² A. Scott-Samuel (2009): 'Patriarchy, Masculinities and Health Inequalities' 23(2) *Gaceta Sanitaria* (2009) 159-160

¹³ H. Wright (2014): 'Masculinities, Conflict and Peacebuilding: Perspectives on Men Through a Gender Lens'. United Kingdom: Saferworld.

¹⁴ United Nations General Assembly (2015): "Transforming Our World: the 2030 Agenda for Sustainable Development", Resolution adopted by the General Assembly on 25 September 2015. A/RES/70/1, 21 October 2015, para. 23.

PROGRAMME

UNOG-DCAF SEMINAR: LEVERAGING SDG 16 TO IMPROVE IMPLEMENTATION OF SDG 5

24 NOVEMBER 2017, ROOM XXIII, PALAIS DES NATIONS

9:30 – 12:00

- 09:30-09:45 Welcome: Ambassador Thomas Guerber, Director, Centre for the Democratic Control of Armed Forces (DCAF)
- 09:45-10:00 Welcome and Keynote: Mr. Michael Møller, Director-General, United Nations Office at Geneva (UNOG)
- 10:00-10:10 Introduction to the Seminar – topics, process and goals
- Moderator: Mr. Daniel de Torres, Assistant Director and Head of the Gender and Security Division, DCAF
- 10:10-10:25 Expert 1: Implicit Gender Bias
- Ms. Sijetlana Milišić-Veličkovski, Judge and Head of the Department of Civil Law at the Cantonal Court of Sarajevo, Advisor to the Independent Judicial Commission and the Office of the High Representative for Bosnia and Herzegovina
- 10:25-10:40 Expert 2: Patriarchal Masculinities
- Mr. Anthony Keedi, Lebanon, ABAAD Resource Centre
- 10:40-10:55 Expert 3: The context of Vulnerability
- Ms. Kate Gilmore, UN Deputy High Commissioner for Human Rights
- 10:55-11:30 Review and Discussion with Participants and Experts – how do we apply this knowledge on the ground?
- Mr. Daniel de Torres, Moderator
- 11:30-11:40 SDG 5: Policy Analysis and Framework
- Ms. Christine Löw, Director, UN Women Liaison Office Geneva
- 11:40-12:00 Wrap up , overview and next steps
- Ms. Nadia Isler, Director, SDG Lab