

From Local to Global:
Making Peace Work for Women



The NGO Working Group on Women, Peace and Security
Security Council Resolution 1325 – Five Years On Report

From Local to Global:

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The NGO Working Group on Women Peace and Security

List of Abbreviations

- ACABQ – Advisory Committee on Administrative and Budgetary Questions
AMARC – World Association of Community Radio Broadcasters
AWAW – Association of War-Affected Women
AWRC – Afghan Women’s Resource Center
CCWPS – Canadian Committee on Women, Peace and Security
CEDAW – Convention on the Elimination of all Forms of Discrimination
Against Women
CSW – Commission on the Status of Women
DDR – Disarmament, demobilization and reintegration
DFID – Department for International Development
DPA – Department of Political Affairs
DPI – Department of Public Information
DPKO – Department of Peacekeeping Operations
DRC – Democratic Republic of Congo
DSRSG – Deputy Special Representative of the Secretary General
ECOSOC – United Nations Economic and Social Council
ECPS – The Executive Committee on Peace and Security
EGM – Expert Group Meeting
ESDP – European Security and Defense Policy
EU – European Union
FCO – The Foreign and Commonwealth Office
GA – General Assembly
GAM – Gender and Age Mainstreaming
GCPP – Global Conflict Prevention Pool
GRP – Gender Resource Package
IDP – Internally Displaced Persons
IEC – The International Equality Council
INSTRAW – United Nations International Research and Training Institute for the
Advancement of Women
IWTC – International Women’s Tribune Center
KR – Kvinderaadet/the Danish Women’s National Council
MINUSTAH – United Nations Stabilization Mission in Haiti
MFA – Ministry of Foreign Affairs
MOD – Ministry of Defence
MONUC – United Nations Mission in the Democratic Republic of the Congo
NATO – North Atlantic Treaty Organisation
NDFP – National Democratic Front of the Philippines
NGO – Non-governmental organization

NGOWG – NGO Working Group on Women, Peace and Security
NORAD – North American Aerospace Defense Command
NUPI – Norwegian Institute of International Affairs
OCHA – Office for the Coordination of Humanitarian Affairs
ONUB – Gender Unit in Burundi Mission
OSAGI – The Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women
OSCE – Organization for Security and Co-operation in Europe
PBC – Peace-Building Commission
PCRU – Post Conflict Reconstruction Unit
RSG – Representative(s) of the Secretary-General
SC – Security Council
SCAD – Security Council Affairs Division
SCR – Security Council Resolution
SEA – Sexual Exploitation and Abuse
SG – Secretary-General
SRSG – Special Representative of the Secretary-General
SSR – Security Sector Reform
TCC – Troop-Contributing Country
UKWG – UK Working Group on Women, Peace and Security
UMMIL – United Nations Mission in Sierra Leone
UN – United Nations
UNAMA – United Nations Assistance Mission in Afghanistan
UNAMSIL – Gender Unit in Afghanistan
UNDP – United Nations Development Programme
UNFPA – United Nations Population Fund
UNHCR – United Nations High Commissioner for Refugees
UNIFEM – United Nations Development Fund for Women
UNMIK – United Nations Mission in Kosovo
UNMIS – United Nations Mission in the Sudan
UNMISSET – United Nations Mission of Support in East Timor
UNOCHA – United Nations Office for the Coordination of Humanitarian Affairs
WANEP – West African Network for Peacebuilding
WFP – World Food Programme
WILPF – Women’s International League for Peace and Freedom
WIPNET – Women in Peacebuilding Network
WPS Fiji – Women, Peace and Security Fiji Coordinating Committee on 1325

Foreword

Ambassador Anwarul K. Chowdhury



During the last years, there has been an increasingly strong recognition by governments, international organizations and civil society of the importance of gender equality and the empowerment of women in the continuing struggle for equality, poverty reduction, peace, security, democracy, human rights and development. In nearly every country and region of the world, we can point to areas in which there has been progress in achieving

gender equality and women's empowerment. Yet, this progress has been uneven and the gains remain fragile. Virtually nowhere are women's rights given the priority they deserve. And, despite increased global awareness, in many countries the rights of women are still under threat. Intensified efforts from all of us are needed to promote women's rights at the country level and develop effective mechanisms – both national and global – to fully implement and monitor them.

Intensified efforts are also imperative to combat the growing violence against women and girls in armed conflict. The rights of women and girls are subject to the worst forms of violation. In today's conflicts, they are not only the victims of hardship, displacement and warfare, they are also directly targeted with rape, forced pregnancies and assault as deliberate instruments of war. Women are deeply affected by conflicts, which they have had little or no role in creating. Women's interests have been neglected by the peace-making process, which has resulted in approaches to peace and security that fail to create sustainable peace and development.

One crucial area in women's participation and empowerment is peace and security that are inextricably linked to development. Security Council Resolution 1325 of 2000 is a landmark decision. For the first time in 55 years, it takes into account the unrecognized, under-utilized and undervalued contribution of women to preventing war, building peace and working toward social justice.

The potential of Resolution 1325, its implications and its impact in real terms are enormous. Women and men all over the world have been energized by this Resolution. Political support for its implementation by Member States, international organizations and, most importantly, civil society is growing every day. Progress has been made in six broad areas: i) awareness of the importance of gender perspectives in peace support work; ii) development of gender action work plans in disarmament and humanitarian affairs; iii) training in gender sensitivity and deployment of gender advisors; iv) prevention and response to violence against women; v) work on codes of conduct, including sexual harassment; and vi) support to greater participation of women in post-conflict reconstruction, post-conflict elections and governance.

The fact that women make a difference when they are in decision and policy-making positions is indisputable. When women, as human rights advocates, participate in peace negotiations and in the crafting of a peace agreement, their inclusion helps to ensure, to build and to strengthen policies which create sustainable peace and development in their communities and nations.

A lasting peace cannot be achieved without the participation of women and the inclusion of gender perspectives in the peace process. Informal peace initiatives of grassroots women's groups and networks, organized across party and ethnic lines, have carried out reconciliation efforts and have been increasingly recognized by the Security Council. It is laudable that the Security Council's missions to the Democratic Republic of Congo, Kosovo and Sierra Leone, met with women's groups and representatives of NGOs. Hopefully this will become a regular practice with all Security Council missions.

Much, nevertheless, remains to be done. Women are still very often ignored or excluded from formal processes of negotiations and elections.

Gender perspectives must be fully integrated into the terms of reference of peacekeeping-related Security Council resolutions, reports and missions. Peace support operations should include gender specialists and consultations with women's groups and networks must be ensured. Full involvement of women in negotiations of peace agreements at national and global levels must be provided for, including training for women on formal peace processes. Gender perspectives should also be an integral part of post-conflict reconstruction programmes. A no-tolerance approach must be used in cases of violation of the code of conduct in peacekeeping operations. And gender sensitivity training must be provided to the peacekeepers before they arrive in the zones of conflict.

Despite serious obstacles, today women are fighting their way to the peace table all over the world, within political parties and through civil society. From East Timor and Sri Lanka to Burundi, Congo and Somalia, women are establishing a new dimension in the quest for peace and development.

Five Years On, Security Council Resolution 1325 on women, peace and security is a crucial component to this quest. Sustainable peace is inseparable from gender equality. To further the full and effective implementation of the resolution from the local to the global, it is imperative that sufficient resources are allocated for work on women, peace and security, including support for the development of national action plans on women, peace and security. Equally important is the development of a Security Council monitoring mechanism to ensure the systematic integration and implementation of Resolution 1325 in the Council's work. This is an absolute requirement in guaranteeing sustainable peace and development.

Introduction

The relationship between women, peace and security is not an automatic equation – peace must be made to *work for women*. It is not enough to assume that peace is women-friendly, or that it will necessarily guarantee the rights of women. In certain cases, the return to peace may only amount to a return to a status quo where women are systematically excluded from structures of power, or where abuses of women’s rights, particularly gender-based violence, remain intricately woven into the fabric of everyday life. The reality for many women around the world is that they are excluded from the very structures that make the decisions to sustain peace or engage in conflict. When women are excluded from political participation and representation, from peace negotiations and peacekeeping initiatives, and from drafting legislation and policy – peace will, categorically, *not* work for women.

When calling for the inclusion and engagement of women, it is also not enough to simply speak about “women”. We must ask the critical question: Which women? Despite the best intentions of States working to sustain peace, it is not sufficient to merely fill quotas. States must engage women who are also champions of the principles of human rights and democracy. Further still, when brokering peace in times of crisis, States must include not only women who work for human rights and democracy, but also those women directly affected by conflict – such as refugees and internally displaced.

Critical considerations are, therefore, required to arrive at a peace that works for women. These considerations must address the gender dynamics of a peace that takes into account the needs of women and men, and boys and girls in specific contexts – and the institutions required to effectively respond to them. These considerations and challenges must be acted upon by international and national organizations, governments and civil society.

Five years ago, the United Nations unanimously adopted a resolution that provides an important framework for these considerations and challenges.¹ The provisions contained in Security Council Resolution 1325 (SCR 1325) call on the United Nations and Member States to increase the participation of women in decision-making and peace processes, to ensure the protection of women and girls, and to institute gender perspectives and training in peacekeeping.

The NGO Working Group on Women, Peace and Security (NGOWG), has spent the past five years dedicated to advancing the implementation of the provisions of SCR 1325. The NGOWG has systematically monitored the progress of implementation, and has offered strategic recommendations.² While some progress has been made, there is a great deal of work yet to be done.

This Report is a call to action. Five years on, only a small fraction of people around the world know about SCR 1325, its provisions and the obligations both the United Nations and Member States have to ensuring its implementation, and making good on their commitments. To move from rhetoric to the realization of 1325 and its powerful ideals, the *Five Years On* Report makes visible the strategies and developments in the implementation of the resolution, and identifies key actors, institutions and processes. It illuminates the struggle for implementation by examining the obstacles encountered, how challenges have been met and where gaps remain. Most importantly, each chapter speaks to an array of actors – local activists, civil society leaders, government officials, diplomats and United Nations desk and field officers. As this report demonstrates, successful implementation is achieved through mutually reinforcing collaboration and support between and among all stakeholders.

Chapter One provides insight into the implementation of SCR 1325 at the United Nations level. It examines the progress made by the Security Council in their work as well as in Open Debates. It examines the key bodies responsible for implementing the resolution’s provisions – such as the Department of Peacekeeping Operations. It also takes into consideration how the lack of directly allocated resources has impeded progress and implementation.

Chapter Two takes a look at the crucial role of Member States in leading the way to realizing the provisions of SCR 1325 at the local and national level. This chapter provides a glimpse into the process and the creation of National Action Plans and policy on women, peace and security. It highlights possible models, including steps taken by countries such as the United Kingdom, Denmark, Sweden, Norway and Fiji. The chapter envisions a space for the implementation of further policies and action plans on women, peace and security.

Chapter Three presents innovations and strategies used by civil society at the local, regional and international level to advance the work on women, peace and security. The Chapter considers the power of communication and advocacy – such as translation campaigns to make SCR 1325 available to local communities, the use of global media such as community radio and the Internet, as well as initiatives such as consultations, workshops and peace education.

Above all, this *Five Years On* Report poses a central question: *What would a world in which the principles enshrined in 1325 look like?* When peace works for women, it provides a crucial component for creating sustainable peace and development locally and globally. It is our hope that the readers of this report keep this critical vision in mind.

¹ Under Article 25 of the Charter of the United Nations “The Members of the United Nations agree to accept and carry out the decisions of the Security Council in accordance with the present Charter.” The obligations of Article 25 make SCR 1325, and all other Security Council resolutions, international law.

² See The NGO Working Group on Women, Peace and Security recommendations at www.peacewomen.org.

“*The tools and work plan are at hand...we urgently need an integrated and coordinated strategy and we must begin to forge it here.*”

Statement given by Mexico at the United Nations Security Council Open Debate on Women, Peace and Security, October 2004

1 | Security Council Resolution 1325 Five Years On: United Nations Progress and Responsibility

“If we want to do justice to peace, we must do justice to resolution 1325.”

Statement by Sir Emyr Jones Parry, President of the Security Council, 28 October 2004

The adoption in October 2000 of Security Council Resolution 1325 on women, peace and security is a historic landmark, marking the first time that the Security Council (SC) addressed the role and experience of women in armed conflict. Resolution 1325 sends a strong message to all governments, UN bodies and parties to armed conflict that all efforts must be made to protect the human rights of women in conflict-related situations and to ensure a gender perspective in all activities related to peace-building and conflict prevention.

SCR 1325 is a watershed political framework that makes gender perspectives and women relevant to negotiating peace agreements, planning humanitarian and peacekeeping operations, and rebuilding war-torn communities. It makes the pursuit of gender equality relevant to every single Security Council action, ranging from elections to disarmament efforts. The resolution is a broad blueprint, calling for change in how the international community deals with peace and security issues.

The resolution is ground breaking because of the depth of change in the approach to international peace and security that is necessary for its implementation. By adopting the Resolution, the Security Council created a framework of accountability at the highest level of peace and security decision-making in the international community. It committed to include references to women and a gender perspective *in all Security Council resolutions, UN mission mandates and reports.*

This section of the report reviews the implementation of the resolution by the Security Council. It assesses the degree to which SCR 1325 has been mainstreamed in other Security Council resolutions, field missions, and Security Council engagement with civil society groups. The section also reviews the importance of the annual Security Council Open Debates on SCR 1325 in deepening governments’ understanding of women, peace and security issues. A key recommendation emerging from this review is the need to establish a Security Council working group on women, peace and security in order to better integrate resolution 1325 in the daily work of the Council.

Security Council Open Debates on Women, Peace and Security

Since the adoption of Security Council Resolution 1325, the Security Council has held four annual Open Debates on progress made in the implementation of the resolution. All fifteen Member States of the Security Council (and many non-Member States) have participated in these Open Debates. By invitation of the President of the Security Council, representatives of UN agencies and regional organizations have addressed the Council on various provisions of the resolution. For the first time, at the 2004 Open Debate, a civil society representative was invited. (The invitation came from the United Kingdom, which held the presidency of the Security Council for the month of October). In contrast to other thematic issues, considered by the Security Council, there have been no follow up resolutions on Women, Peace and Security. Instead, the Open Debates resulted in three Presidential Statements and one press release noting the progress made, and challenges remaining, in the implementation of the resolution. These Presidential Statements have called on governments and Member States to commit to broad action, ranging from increasing the number of women at the highest levels of decision-making to ending impunity for gender-based violence.

First Open Debate

The first Presidential Statement, adopted at the end of the 2001 Open Debate, reaffirmed the Security Council's commitment to increasing women's decision-making role on issues of peace and security, and called on Member States to include women in the negotiation and implementation of peace accords. The Council expressed its concern that there were still no women appointed by the Secretary-General (SG) as special representatives and envoys to peace missions – the highest position in the UN system in a conflict country – and urged Member States to nominate more women candidates for consideration by the SG. Four years later, there are only two women Special Representatives of the Secretary-General heading UN missions in Georgia and Burundi.

Second Open Debate

In the second Presidential Statement, adopted in October of 2002, the Security Council welcomed the Secretary-General's report on women, peace and security and committed to study its recommendations. It also called on the Secretary-General to prepare a follow-up report on the full implementation of 1325 by October 2004. It further committed to integrating gender perspectives in the terms of reference of all Security Council country visits and missions and called on the Secretary-General to establish a database of gender specialists as well as women's groups and networks in countries and regions in conflict. The Security Council also condemned the sexual exploitation of women and girls by UN peacekeepers and humanitarian personnel and called for the development and full implementation of codes of conduct and disciplinary procedures to prevent such exploitation.

The Office of the Special Advisor to the Secretary-General on Gender Issues (OSAGI) developed a database on women experts as a follow-up to this Open Debate. The recommendations on sexual exploitation, however, were not followed up on until the recent incidents in the Democratic Republic of Congo and the issuance of a report, *A Comprehensive Strategy to Eliminate Future Sexual Exploitation and Abuse in United Nations Peacekeeping Operations* by Prince Zeid Ra'ad Zeid Al-Hussein (Jordan), the Secretary-General's Special Advisor on Sexual Exploitation.¹

Since December 2004, several concrete steps have been taken to address sexual exploitation by peacekeepers: investigations into allegations involving 152 peacekeeping personnel (32 civilians, 3 civilian police and 117 military) have been completed, and five United Nations staff members have so far been summarily dismissed. Nine more are undergoing disciplinary processes, and four have been cleared. Further, two uniformed police unit members and 77 military personnel have been repatriated or rotated home on disciplinary grounds, including six military commanders.²

To the great disappointment of many civil society groups, at the first Open Debate on sexual exploitation by UN peacekeepers held May 31, 2005, the Security Council adopted a Presidential Statement³ on the issue without mentioning SCR 1325 or women and girls.

Third Open Debate

The third Open Debate on women, peace and security, held under the presidency of the United States in 2003, did not produce a Presidential Statement and, instead, resulted in a Press Release issued by the United States mission to the UN. The US Press Release highlighted the main points raised at the Open Debate by the participants, including those made by Amy Smythe, Senior Gender Advisor from the UN Mission in the Democratic Republic of Congo. **Many speakers at this Open Debate called for better follow-up by the Security Council in implementing 1325 and recommended the possibility of naming a Security Council member to be responsible for tracking implementation of the resolution.** The important role of gender advisors in the UN missions in the field, and the need for the appointment of more women to senior posts within the UN secretariat, were stressed by many Member States. Several speakers noted the importance of regional organizations and civil society groups in implementing 1325.

Fourth Open Debate

The 2004 Open Debate, under the presidency of the UK, was notable for a number of innovations. The Council not only reviewed the progress made in the implementation of 1325, but also focused the Open Debate on the issue of gender-based violence and its impact on women's participation in peace and security decision-making.

This Open Debate also, for the first time, included a speaker from a civil society organization – a lawyer from the Democratic Republic of Congo (DRC), who spoke to the Council about her country's particular experience with gender-based violence. Ms. Agathe Rwankuba, from the *Réseau des femmes pour la défense des droits et la paix*, strongly urged the Council to place human rights – especially women's rights – at the centre of its deliberations. Ms. Rwankuba recommended that the Security Council act immediately to put an end to impunity for gender-based violence. She advocated that, “*an independent international enquiry to identify in a precise manner those responsible, individually and collectively, for sexual violence against women during the war in the Democratic Republic of the Congo should be established*”.⁴ She also recommended that the Human Rights Section and the Gender Section of the UN Mission in Democratic Republic of the Congo (DRC) be requested to work with the DRC, which has ratified the Rome Statute of the International Criminal Court, to harmonize national legislation with international standards.

The Presidential Statement, adopted at the 2004 Open Debate, is the strongest in addressing a number of key issues. It called for the appointment of a gender advisor within the Department of Political Affairs (DPA), noting the contributions of the Gender Advisor within the Department of Peacekeeping Operations (DPKO). It encouraged Member States to develop national action plans for the implementation of SCR 1325. It also called for a UN system-wide action plan in order to create accountability and better coordination at the highest levels of the UN on the implementation of SCR 1325. The Security Council also strongly condemned acts of gender-based violence in situations of armed conflict and stressed the need to end impunity for such crimes. It also emphasized the urgent need to provide programmes for the survivors of gender-based violence. The Council urged the Secretary General to ensure that human rights monitors and members of commissions of inquiry have gender expertise.

A year later, the post of gender advisor in the Department of Political Affairs has still not been created (*see section on the DPA*). The UN System-Wide Action Plan, however, has been developed (*see section below on the UN System-Wide Action Plan*). Some progress has also been made in addressing gender-based violence. For example, UNIFEM is developing an Inter-Agency initiative *Stop Rape: a Global Call to Action to End Violence Against Women in Conflict*.

The NGO Working Group recommends that future Security Council Open Debates on women, peace and security include greater participation by women's groups and other civil society organizations. The Open Debates should also continue to have a thematic focus on one of the elements of SCR 1325, in addition to an overall review of the implementation of the resolution. Future themes for the Open Debates could include women's roles in conflict prevention, women's participation in peace processes and women's roles in disarmament, demobilization and reintegration. The outcomes of these Open Debates should not be limited to Presidential Statements, but could also include follow-up resolutions.

Gender Mainstreaming in the Security Council

Commitments of the Security Council to SCR 1325

- 5. Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
- 14. Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
- 15. Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups.

– Security Council Resolution 1325

Security Council Resolutions

In addition to noting progress in the implementation at Open Debates around the anniversary of SCR 1325, the Security Council has committed to integrating the resolution in all of its daily work, ensuring that mandates for all UN peacekeeping missions and all terms of references of Security Council missions and visits integrate gender perspectives.

Unfortunately, the Security Council has been extremely slow in turning these commitments into action. From the adoption of SCR 1325 in 2000 to 2004, only 39 out of 261 Security Council (country-specific and thematic) resolutions included references to gender perspectives or women. In 2004 alone, out of 59 resolutions adopted by the Security Council, only 8 resolutions recalled or reaffirmed SCR 1325 and its provisions, 7 out of 59 mentioned gender or women and only 5 out of 59 resolutions addressed violence against women.⁵

Further, the integration of gender perspectives and provisions of 1325 in Security Council resolutions has been very sporadic. Some resolutions, like Resolution 1528 on the situation in Côte D'Ivoire, have a

number of references to SCR 1325 and its provisions. This resolution specifically mentions the special needs of women in connection with disarmament, demobilization and reintegration programmes, and requests that the Secretary-General give special attention to the gender and child-protection components within the staff of

the UN Mission in Côte D'Ivoire. It also calls for an investigation into human rights violations and violence against women in order to end impunity for those crimes. Other resolutions of the Security Council, such as Resolution 1577 on the situation in Burundi, are completely silent on issues of women or gender perspectives.

Many country-specific resolutions of the Security Council lack references entirely to women or gender perspectives. For example, since 2000, there has been no language on women and gender issues in the ten Security Council Resolutions on Cyprus.

This demonstrates that the mainstreaming of gender perspectives in Security Council resolutions remains haphazard, and that the requirements of Resolution 1325 have not been implemented in a systematic or ongoing manner by the Security Council.

Security Council's Engagements with Civil Society

"We welcome initiatives, such as those by Canada, Chile and the United Kingdom and the NGO Working Group on Women, Peace and Security, to organize round tables with representatives from all Security Council Member States, where strategies on the full implementation of resolution 1325 are discussed in a remarkably open and constructive atmosphere."

Statement by Germany at the 2004 Open Debate

Since 2000, the UN Security Council members have gone on fifteen missions to conflict-affected countries. Many observers agree that these missions are useful in obtaining a first hand view of the situation, enabling the Council to better assess required action, and seeing the work of the UN and NGOs in the field. During these field visits, Security Council delegations meet with national authorities on the ground, regional representatives, and UN staff. Sometimes Security Council delegations meet with community leaders and humanitarian NGOs. Since the passage of resolution 1325, Council missions have been under increased pressure from civil society to include consultations with women's organizations on their agenda.

Security Council members met with women's organizations during the May 2001 visit to the Great Lakes Region and October 2003 mission to Afghanistan. The June 2001 Mission to Kosovo highlighted that civil society organizations and women's groups played a key role in reconciliation efforts by reaching across the ethnic divide.

For the past several years, the NGO Working Group has argued that engagement between Security Council field missions and well-informed, representative civil society leaders, women's groups and humanitarian NGOs should be a greater priority. The Security Council should conduct well-organized briefings for civil society at the start and close of each field mission. The UN Secretariat should facilitate these meetings and provide the logistical support necessary.

Meetings with civil society representatives should be institutionalized and efficiently structured so as to grant representatives from the most remote areas adequate time to prepare. Funding should be available for travel and accommodation for civil society representatives coming from remote areas to meet with the Council during field visits. Members of the Security Council should consider including civil society representatives as observers and advisors for the entire duration of a field visit. A strong priority should be placed on engaging with women civil society leaders.

In addition to engagement with civil society at the national and regional levels, in the last few years, there has been increased informal interaction between the Council and civil society groups working on women, peace and security issues at the UN. The Council has held five Arria Formula meetings⁶ with civil society representatives prior to the Open Debates on women, peace and security. These have been important opportunities for the NGOs to speak to Member States of the Security Council, express concerns and make recommendations for better implementation of the resolution.

The NGOWG believes that, in order for the Council to be more effective, it should pursue a stronger and more systematic working relationship with civil society organizations and, in particular, women's organizations and networks at headquarters as well as at the national and regional levels.

To take full advantage of the expertise of civil society representatives, in addition to regular Arria Formula meetings, the Security Council should hold regular seminars between Council members and civil society organizations. In accordance with SCR 1325, Council members should insist that the seminars, as well as the Arria Formula meetings, include gender balance among the speakers, and integrate gender perspectives in the presentations. Funding should be available to bring women from conflict-affected regions to participate in both the seminars and Arria formula meetings.

Many observers commended the efforts of the United Kingdom, Chile and Canada (non-SC member) in co-sponsoring, with the NGOWG, two Security Council-focused roundtables (in January and July 2004), which addressed the integration of Security Council thematic resolutions into the country-specific work of the Council. Using the framework of the “3 Ps” – principles of conflict prevention, participation of women in peace and security, and protection of civilians with consideration to the specific needs of women, men, girls and boys – the roundtables developed strategies for advancing the effective implementation of Resolution 1325 in the work of the Council.

Participants at the roundtables stressed the importance of monitoring and reporting mechanisms for 1325 within the Security Council and at the national level. At the second roundtable, participants developed a ‘check list’, consisting of a list of questions to consider while drafting country and thematic resolutions in the Security Council.

The NGOWG together with the Permanent Missions of Canada, Chile and the UK plan to organize working sessions with the staff of Permanent Missions of Security Council Member States to invite them to discuss the integration of the resolution’s principles into their work at the Council.

Establishment of a Security Council Monitoring Mechanism for 1325

“The Security Council could consider designating a focal point—possibly supplemented by a working group—with a particular responsibility to monitor its own work on resolution 1325”.

Sweden, 2004 Open Debate

In many of its resolutions, the Security Council has committed to mainstreaming human rights into its work. Such mainstreaming should include gender perspectives, and a consideration of women’s issues in the context of the Security Council work. Human rights principles and gender issues need to be integrated in the work of all working groups and committees of the Council. Additionally, the Council should create a monitoring mechanism for SCR 1325 implementation. Developing such a mechanism now is especially timely, given the creation of a UN System-Wide Action Plan on SCR 1325, which needs to be regularly updated and reviewed.

In the lead up to the 2004 Open Debate, the NGOWG sent a letter to all Security Council ambassadors proposing that the Council:

- Identify a Security Council Member State on an annual basis to act as a focal point for the full implementation of Resolution 1325 throughout the Security Council’s work; and
- Establish an expert-level working group of all Security Council members – chaired by this focal point member – to meet and report regularly and publicly on its work.

The NGOWG *Four Years on Report*⁷ further made the case for the establishment of an expert-level working group of the Security Council to monitor the integration of SCR 1325 in the work of the Council.

Several countries – both Security Council members and other Member States – have agreed with the need for the Council to develop a mechanism to ensure the systematic integration and implementation of Resolution 1325 in its own work. At the 2004 Open Debate on women, peace and security, **more than ten governments spoke in support of developing a monitoring mechanism for SCR 1325.**

Resistance to the establishment of a monitoring mechanism by some Member States stems from a belief that the Security Council should not be considering thematic issues, but should instead focus its work on country-specific situations. Furthermore, these governments believe that thematic issues such as women, peace and security should be, instead, under the purview of the General Assembly. Other Member States feel that the monitoring of SCR 1325 implementation should be done through already existing Security Council working groups, such as the Working Group on Peacekeeping.⁸

However, unless there is at least one Member State on the Security Council that is committed to ensuring that SCR 1325 be integrated in the daily work of the Council, the implementation of the Resolution will remain limited to the annual Open Debates of the Council. There is an urgent need for the Council to establish a working group on women, peace and security in order to fully mainstream provisions of Resolution 1325 into all other relevant Security Council resolutions and to include gender perspectives in the mandate of all UN peacekeeping missions.

“From our point of view, the Working Group on Peacekeeping, uniting member states and non-member states of the Security Council, should integrate a gender perspective into its work, as a matter of priority”.

Germany, 2004 Open Debate

“It seems important to establish mechanisms of mainstreaming resolution 1325 into the daily work of the council. The proposal made by the EU to designate a focal point for that purpose seems to us a very valuable contribution in that respect”.

Liechtenstein, 2004 Open Debate

“We continue to urge the Security Council to include a systematic and express focus on the gender dimensions of conflict in every case that comes before it. We note that the idea was floated last year of naming a Security Council member to be responsible for tracking implementation of the resolution, we hope that that idea will be considered seriously by the Council”.

New Zealand, 2004 Open Debate

Advancing I325: UN Agencies & SCR I325-Related Initiatives

United Nations Development Fund for Women (UNIFEM)

- ▶ For more than ten years, UNIFEM, in cooperation with governments, the UN system and regional, inter-governmental and non-governmental organizations, has provided assistance and protection to women in conflict and supported their role in peace-building. Since 1999, both in its scope and breadth, UNIFEM's work on Women, Peace and Security has grown exponentially. From initial programming in Africa, UNIFEM now addresses the impact of conflict on women and their role in peace-building around the world in over 30 countries.
- ▶ UNIFEM provides policy support, information and gender analysis of the political, humanitarian and human rights dimensions of conflicts. Key aspects of this work include collecting and disseminating information, assessing lessons learned, and fostering cross-regional and inter-agency collaboration and learning.
- ▶ UNIFEM's web portal on women, peace and security (www.WomenWarPeace.org) is designed to help fill in this information gap.
- ▶ Working in the DRC and Somalia, UNIFEM brought women from opposing sides of the conflict together in dialogue, helped them identify a common women's agenda and supported them to influence the formal peace process. Where there is no active or formal peace process underway, women work to build a culture of peace through national or international dialogue and collaboration. A key aspect of UNIFEM's work towards peace-building is its support for national and regional women's networks, including in the Arab States, Colombia, Melanesia and the Southern Caucasus.
- ▶ With the ultimate goal of women's empowerment in mind, in Afghanistan, East Timor, Kosovo, Rwanda and Sierra Leone, UNIFEM advocates for women's equality to be enshrined in constitutions, for legislation to be responsive to gender difference, for women's full and equal participation in electoral processes and for gender-sensitive judicial reform.

United Nations Population Fund (UNFPA)

- ▶ Support of projects and interventions in conflict and post-conflict areas to protect the reproductive and sexual health of women and girls.
- ▶ Training workshop in Bratislava for conflict and post-conflict area participants to deal with capacity building in conflict/post-conflict settings and the empowerment of women's groups and NGOs for participation in peace processes and conflict prevention. This led to further country-specific training, including a Leadership and Media Training workshop in Afghanistan.
- ▶ Development of tools and guidelines to address gender-based violence (GBV) including the *IASC Guidelines for Gender-Based Violence Interventions in Humanitarian Settings and Guidelines for Clinical Management of Rape*.
- ▶ Lead agency for the programme, *Prevention of and Response to Sexual Violence against Women, Young People and Children*, conducted by UN agencies (UNFPA, OHCHR, UNICEF), the government of the DRC and NGOs.

- ▶ Conducted multi-sectoral training workshop in Palestine regarding GBV in conflict and post-conflict settings. This included NGOs, police, judiciary, and health care workers and resulted in a strategy for national level follow up.
- ▶ Conducted five GBV case studies to document lessons learned, gaps and future actions.
- ▶ Participant in multi-agency effort in Sierra Leone to develop an integrated approach for HIV/AIDS/STI prevention and post-conflict rehabilitation.
- ▶ Participant in Inter Agency Working Group on DDR and in this context is contributing to modules related to HIV/AIDS and Women, Gender and DDR in the peacekeeping context.

United Nations International Research & Training Institute for the Advancement of Women (INSTRAW)

- ▶ Held workshop supported by the NGOWG in October 2004 entitled “*What Next? Research and Training for the Implementation of SCR 1325*,” attended by representatives from various UN agencies, governmental representatives and civil society NGO actors.
- ▶ Held two e-discussions on Gender and Security Sector Reform (5 weeks, 80 participants) and Gender and Conflict Prevention/Resolution (4 weeks, 75 participants).
- ▶ Developed a web-section on gender and security sector reform in English, Spanish and French.
- ▶ Held a training entitled “*UN SCR 1325: Awareness and Action*” (2005) to raise awareness and understanding of SCR 1325 among INSTRAW staff and a group of students from Duchesne High School in Omaha, Nebraska.

Department of Public Information (DPI)

- ▶ Production of brochure *Women, Peace and Security: At a Glance* (Oct 2003).
- ▶ Media outreach on SCR 1325 Anniversaries and general promotion of the resolution through the work of other DPI outlets including UN Radio, UN TV and the UN Chronicle and featuring of news on SC debates on women, peace and security.
- ▶ Publication, with civil society input, of awareness raising tool – the *FACES* booklet featuring ten profiles of women working in peace and security around the world.
- ▶ The DPI’s Peace and Security Section includes a session on gender awareness in its annual course on Rapid Deployment for Public Information Officers on UN peace-keeping missions.

United Nations System-Wide Action Plan on SCR 1325

The Security Council, in a Presidential Statement adopted at the fourth Open Debate on women, peace, and security, requested that the Secretary-General submit to the Council in October 2005 “an action plan, with time lines, for implementing resolution 1325 (2000) across the United Nations system, with a view to strengthening commitment and accountability at the highest levels, as well as to allow for improved accountability, monitoring and reporting on progress on implementation within the United Nations system”.⁹ The NGO Working Group was among a number of civil society organizations that called for such an action plan, noting the lack of coordination in United Nation’s implementation of SCR 1325 at the highest level.

SCR 1325 Contains a Number of Mandates for the UN Secretary-General and UN Agencies

It specifically:

Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.

– Security Council Resolution 1325

While progress has been made by various UN agencies, many of the provisions of SCR 1325 remain unimplemented at the United Nations level of responsibility. The 2004 Secretary-General report¹⁰ on the implementation of SCR 1325 highlights some of these gaps, especially in the areas of women's participation in conflict prevention and peace processes, representation of women at the highest level of decision-making – including as the Secretary-General's Special Representatives – and integration of gender perspectives in the humanitarian and reconstruction processes.

In order to address these gaps, in his 2004 report, the Secretary-General committed to:

- Developing a comprehensive system-wide strategy and action plan for increasing attention to gender perspectives in conflict prevention.
- Developing a strategy and action plan for mainstreaming gender perspectives into peacekeeping activities at the headquarters level and in peacekeeping operations, with specific monitoring and reporting mechanisms.
- Reviewing peace processes and analyzing the obstacles to, and missed opportunities for, women's full participation in peace negotiations, including developing strategies accordingly.
- Reviewing the extent to which women have participated and their concerns have been met in truth and reconciliation processes, and making recommendations to guide the development of future reconciliation processes.
- Setting indicators and benchmarks for women's equal participation in all aspect of elections processes, based on the review of good practices. To a large extent, most of these crucial commitments have yet to be fully administered. The discussion of these commitments should have been integral to the development of the UN System-Wide Action Plan. The process of drafting the System-Wide Action Plan should also have identified the best ways to implement these commitments, and identified actors and necessary resources to doing so.

The UN System-Wide Action Plan on SCR 1325, if developed through consultation at the highest level, would be a substantial improvement on the existing Inter-Agency Action Plan, last updated in February 2003. This Inter-Agency Action Plan served as an internal document to map the current and anticipated activities of each United Nations entity in relation to their progress made toward the implementation of Resolution 1325. It was not regularly updated and did not include an ongoing assessment of the effectiveness of the activities underway and completed. Unlike the UN System-Wide Action Plan, it did not include systematic consultations at headquarters and country levels between various UN entities and so did not reflect a fully

coordinated vision for the implementation of resolution 1325, with time-bound activities and targets.

The UN System-Wide Action Plan is being developed by the Inter-Agency Task Force on women, peace and security¹¹ under the leadership of the Office of the Special Advisor to the Secretary-General on Gender Issues (OSAGI). As a first step in drafting the Action Plan, the Task Force produced a matrix of recommendations taken from the articles of the SCR 1325 and subsequent Security Council Presidential Statements on women, peace and security. The various UN departments and agencies were then asked to provide information regarding their projected activities related to these articles up to the end of 2007, and these contributions have been inputted into the matrix.

The Task Force held its first meeting on the System-Wide Action Plan in December 2004. Drafting the Action Plan has been a challenge because of delays in submissions from various UN agencies and lack of coordination at the highest levels. Furthermore, there has been limited consultation around each UN department's activities related to resolution 1325. Such consultation is necessary to avoid duplication of work and to increase coordination among different UN agencies and departments.

The NGO Working Group had advocated for the drafting of the System-Wide Action Plan to be a more dynamic process, involving regular consultation among different UN agencies and departments. It had also recommended creating a joint work plan, rather than re-articulating already existing plans without considering the gaps in the implementation as outlined in the 2004 Secretary-General report. Such a process would require high-level involvement and coordination in order for the Action Plan to have concrete time lines, and would create improved accountability in the UN system.

A possible body for monitoring and reviewing progress on the implementation of the UN System-Wide Action Plan is the Executive Committee on Peace and Security (ECPS)¹². The ECPS is a high-level coordinating body created by Secretary-General to facilitate communication between UN programmes and agencies in order to prevent, respond to, and end conflict. The ECPS is chaired by the Department of Political Affairs and includes OSAGI among its members.

The ECPS would be the most appropriate body to monitor progress made on the implementation of the Action Plan since it is composed of high-level representatives from within the UN secretariat and the UN system who work on peace and security issues and have regular access to the UN Secretary General.

The UN System-Wide Action Plan on SCR 1325 will be presented at the 2005 Open Debate on women, peace and security as part of a Secretary General's report to the Security Council. The NGO Working Group on Women, Peace and Security urges members of the Security Council to welcome the Action Plan and to establish a monitoring mechanism for its implementation and review. The Security Council should also request that the action plan be updated, monitored and reported on annually, involving high level decision-makers at the UN departments and agencies, Security Council and civil society organizations.

United Nations Department of Peacekeeping Operations & SCR 1325

“The most significant progress in the implementation of resolution 1325 (2000) has been made in the peacekeeping arena.”

Secretary-General’s report on Women, Peace and Security (S/2004/814)

The Secretary-General’s praise for the progress of implementation of SCR 1325 in the peacekeeping arena points to a number of important developments achieved by the UN Department of Peacekeeping Operations (DPKO) in the past five years. After three years of discussion, a permanent Gender Advisory Post has been established at DPKO Headquarters (HQ). Since 2000, each new multi-dimensional peacekeeping operation established has included a gender advisor. In addition, DPKO is working toward the elaboration of a departmental gender policy, which includes the development of a department-wide action plan to guide implementation of SCR 1325, to be launched by December 2005.

Despite the number of important developments that have been achieved over the past five years, progress in the peacekeeping area has been uneven. Areas that have seen little progress over the past five years, despite consistent advocacy efforts, are: **the achievement of gender balance; the appointment of women to senior leadership positions; the systematic collection of sex-disaggregated data; and regular reporting on gender mainstreaming.**

SCR 1325 calls on the UN to ensure that a gender perspective is mainstreamed into all peacekeeping operations. This includes specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and girls in conflict situations and the establishment of effective institutional arrangements to guarantee their protection, especially against gender-based violence. This responsibility also includes ensuring the full and effective participation of women in peace negotiations and agreements, as well as increased representation of women at all decision-making levels. SCR 1325 also specifically calls for the expanded role and contribution of women in United Nations field-based operations, especially among military observers.¹³

Considering the resolution’s relevance to the UN’s peacekeeping efforts, and the role of DPKO in planning, preparing, managing and directing UN peacekeeping operations,¹⁴ DPKO has a critical role to play in the UN’s efforts to implement SCR 1325. DPKO is not alone, however, in implementing the peacekeeping-related provisions of the resolution. For DPKO to successfully contribute to the efforts to implement SCR 1325 in the peacekeeping arena, it must collaborate with the Security Council, the UN Secretary-General, Member States contributing finances and peacekeeping personnel, as well as parties to the conflict.

DPKO Under-Secretary-General Policy Statement on Gender Mainstreaming¹⁵

“Gender Mainstreaming in peacekeeping operations is necessary, if our interventions are to be relevant, effective and responsive to women, men, girls and boys in the host countries we serve.”

Paragraph 3, March 2005

DPKO first began discussing gender mainstreaming in 1999.¹⁶ Since then, there have been numerous meetings held, such as the seminar on “Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations,” in Windhoek, Namibia in May 2000,¹⁷ and the Security Council Open Debate on Gender, Conflict and Peacekeeping in July 2002.¹⁸ In addition, the UN and DPKO have produced a body of literature on the subject of gender mainstreaming in the peacekeeping arena, including the study “Mainstreaming a Gender Perspective in Multidimensional Peace Operations,” prepared by DPKO’s Lessons Learned Unit¹⁹ in July 2000, and the report of the Secretary-General on “Gender Mainstreaming in Peacekeeping Activities” (A/57/731), released in February 2003.

Despite the momentum garnered from the numerous events held and the literature produced, until recently DPKO’s efforts to mainstream gender were *ad hoc*, lacking any comprehensive policy framework. With the arrival of a permanent Gender Advisor in DPKO, however, there has been sustained leadership toward, and guidance on, developing a policy framework for gender mainstreaming. The first step toward the development of this policy framework was the release of the Under-Secretary-General’s Policy Statement on Gender Mainstreaming,

The Policy Statement identifies five UN documents serving as the mandate for mainstreaming gender:

1. Windhoek Declaration and the Namibia Plan of Action On Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (May 2000)
<http://www.peacewomen.org/un/pkwatch/WindhoekDeclaration.html>
2. Security Council Resolution 1325 (October 2000)
<http://www.peacewomen.org/un/sc/1325.html>
3. Report of the Secretary-General to the General Assembly on Gender Mainstreaming in Peacekeeping Activities (February 2003)
<http://www.peacewomen.org/resources/Peacekeeping/DPKOGendermainstreaming03.pdf>
4. ECOSOC Resolution on mainstreaming a gender perspective in all policies and programmes in the United Nations (July 2004)
<http://www.peacewomen.org/un/ecosoc/ECOSOCgendermain04.pdf>
5. Report of the Secretary-General to the Security Council on Women, Peace and Security (October 2004)
<http://www.peacewomen.org/resources/1325/SGreportWPS2004.pdf>

formally presented by the Gender Advisor to DPKO staff in a Town Hall meeting in June 2005. This Policy is intended to guide implementation of key gender mainstreaming objectives. It serves as an operational framework, outlining actions to be taken by a variety of actors within DPKO, including the Military and Civilian Police Divisions, covering the following issues: the development of a Department-Wide Action Plan for implementation of SCR 1325 (*see below*); reporting on the work of the gender units and advisors; systematizing partnerships between DPKO and other UN actors, governments and civil society; improving gender balance and human resources; and enhancing the role and capacities of Gender Advisors.

Action Plan to Guide Implementation of SCR 1325 in DPKO²⁰

“I intend to develop a comprehensive strategy and action plan for mainstreaming gender perspectives into peacekeeping activities at Headquarters and in peacekeeping operations, in particular in the planning of new operations, with specific monitoring and reporting mechanisms, and urge the Security Council to monitor the implementation of the strategy and action plan.”

Secretary-General's report on Women and Peace and Security
(S/2004/814, paragraph 41, October 2004)

In October 2004, DPKO was called upon by the Secretary-General to develop a comprehensive strategy and action plan for gender mainstreaming in accordance with the provisions of SCR 1325. This request was supported by the Security Council²¹ and the UN Special Committee on Peacekeeping Operations.²² The Under-Secretary-General's Policy Statement on Gender Mainstreaming underlines the development of the action plan as one of the components of DPKO's overall strategy for mainstreaming gender in the UN's peacekeeping operations.

The action plan is intended to outline a detailed work programme for the many different offices that comprise DPKO, from the Logistical Support Division to the Military Division, which will be consolidated into a department-wide programme, with objectives, activities, goals and targets for mainstreaming gender in all functional areas of peacekeeping. DPKO's Gender Office will be responsible for monitoring and evaluating the implementation and follow up of the action plan.

To support the development of this action plan, DPKO has hired three consultants to organize and run a series of workshops for the Department's staff, to be held throughout the fall of 2005. To date, these workshops have functioned in part as a training programme to review relevant gender issues and terminology with DPKO staff, and in part, as an opportunity for DPKO staff to work together on delineating the elements of the action plan. Following on from the workshops, each office in DPKO will elaborate a work plan for implementation of SCR 1325, which will feed into the larger department-wide action plan.

Gender Training

“Gender policies and training for peacekeeping personnel are now standard features of our daily discussions, whereas in 2000, they were considered novel innovations.”

Statement by the Under-Secretary-General for Peacekeeping Operations, Jean-Marie Guehenno, Security Council Open Debate on the Implementation of SCR 1325, 28 October 2004

For those outside the UN system, it has been difficult to ascertain the extent of gender training of UN peacekeepers, be they military, civilian police or civilian. There is little accessible information regarding either pre-deployment training by national governments, or induction training, which takes place once peacekeepers have been deployed to the peacekeeping operation.

In 2003, DPKO developed gender-awareness training materials for use in pre-deployment and induction training for military and civilian police personnel. However, whether and how this gender training is delivered at the national level is outside UN control. The little information that is disseminated about the extent of gender training at the national level is often shared in fora such as Security Council Open Sessions on SCR 1325, when Member States provide updates on their own implementation efforts. For example, during the Security Council Open Debate on SCR 1325 in October 2004²³, the following information was shared about national-level pre-deployment gender training efforts:

- **Germany:** More personnel with gender expertise have to be selected during the recruitment process. This also requires that the UN continue to train its personnel, including at the level of the Special Representative of the Secretary-General, and that Member States invest more in gender training of potential peacekeeping staff. The German Government has made the latter a political priority in its endeavours.
- **India:** As one of the larger troop contributors to the UN, India has been conscious of the need to incorporate the essential elements of such a policy in the pre-deployment training that all its peacekeepers undergo before proceeding to mission areas.
- **Namibia:** As a troop-contributing country, Namibia has incorporated gender perspectives and HIV/AIDS awareness into the training manuals for all uniformed personnel.
- **United Kingdom:** The United Kingdom Ministry of Defence has recently launched action across the armed services to ensure that the provisions of resolution 1325 (2000) are implemented systematically in the Ministry’s planning, doctrine and training programmes.

In the Summer of 2005, DPKO's Gender Advisor hired two gender consultants to review and revise existing gender training materials, develop new gender training materials based on the Gender Resource Package (*see below*), develop a gender training strategy for DPKO, and harmonize all existing gender training materials in DPKO. As this process has only just begun, it is too soon to say where this process will lead. However, this process of reviewing existing materials, and developing an overarching strategy, is a welcome development.

Gender Resource Package (GRP)²⁴

In August 2004, DPKO produced a "Gender Resource Package for Peacekeeping Operations," providing guidance on gender issues in the various functional areas covered by multidimensional peacekeeping operations.

This Gender Resource Package was designed to explain the concept of 'gender mainstreaming' to peacekeeping personnel at Headquarters and in missions – civilian, civilian police and military staff of all grades, as well as both national and international personnel. It is a reference guide that includes background information and highlights key gender issues in each functional area of peacekeeping operations. The package provides guidance on gender issues at the planning stage as well as after the establishment of a peacekeeping operation, and includes a number of practical tools such as a gender assessment checklist for planning and guides to implementation.

The contribution of the GRP to the implementation of SCR 1325, however, remains unclear as it depends on its use by governments, UN peacekeepers and other staff in UN peacekeeping operations and DPKO headquarters. While there have been calls encouraging its use by the UN Special Committee on Peacekeeping Operations, there has not been a systematic programme of workshops on using the GRP, or other initiatives to help ensure that it becomes more than a 'shelf document'.

Gender Advisory Capacity at UN Headquarters

"A post for a Senior Gender Adviser in DPKO, to serve as gender focal point for field missions, should be funded under the regular budget or the peacekeeping support account and filled as a matter of urgency."

Windhoek Declaration: The Namibia Plan of Action On Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations, 31 May 2000

UN Member States approved the establishment of a full-time Gender Advisor for DPKO HQ in 2003, to be housed in the Peacekeeping Best Practices Unit. The Gender Advisor began work in August 2003.²⁵ The DPKO's Gender Office, as it has become known, is responsible for providing policy development, technical advice and field support for gender mainstreaming in all aspects of peacekeeping, including mission planning.

To date, DPKO's Gender Advisor has functioned with little financial or staff support. Though DPKO's gender advisory capacity was originally envisioned as a formalized gender unit, it was resisted and subsequently reduced to a single post.²⁶ In May 2005, DPKO's gender advisory capacity was strengthened with the arrival of an Associate Gender Affairs Officer, funded by the Government of Norway.

Gender Advisory Capacities in the UN's Peacekeeping Operations

“Gender units and advisers in peacekeeping operations are working to provide technical guidance to the heads of operations, to ensure increased efforts to mainstream gender perspectives into all functional areas of peacekeeping and to increase the participation of women leaders and organizations in the implementation of the mandate of the operation.”

Secretary-General's report on Women and Peace and Security, S/2004/814, paragraph 32, 2004

The first Gender Units were established in Kosovo (UNMIK) and Timor-Leste (UNMISSET) in 1999. As of August 2005, out of 18 current peace operations, 10 have a dedicated full-time gender advisory capacity. 'Gender advisory capacity' refers to either a formalized unit with a number of staff working on gender issues, or a single gender advisor post.²⁷

At the policy level, there has been substantial discussion about the role and position of peacekeeping gender advisors in venues such as Security Council Open Debates on SCR 1325, or in the UN Special Committee on Peacekeeping Operations. However, to date, there have been few opportunities for policy and decision-makers, and UN and NGO advocates of gender and peacekeeping issues, to learn about how these gender advisors operationalize their mandates in their day-to-day work on gender issues within the UN's peacekeeping operations.

Part of the difficulty is due to a lack of accessible information about how DPKO's gender advisors do their work.²⁸ Reporting is a critical mechanism for information-sharing. Yet, until recently, there was no systematic reporting directly from the gender units. Furthermore, the UN continues to have a weak record of highlighting gender issues in the thematic and country reports prepared by the Secretary-General.

The arrival of the permanent Gender Advisor at DPKO HQ has provided a capacity to coordinate regular reporting from the gender advisors. Furthermore, the Gender Advisor at HQ will coordinate the production of an annual progress report on gender and peacekeeping, informed by the quarterly reports of the gender advisors in the peacekeeping operations and by input from other offices at HQ and in the field.

DPKO's gender advisors have increasingly prioritized the need to make their work more accessible and transparent by developing webpages devoted to the gender units of specific peacekeeping operations. The Gender Unit in MONUC (Democratic Republic of Congo) developed the first ever UN peacekeeping mission web site dedicated to gender issues in March 2003. The most recent web-based resource developed was in UNMIL (Liberia), where the mission website was launched in April 2005 with a webpage devoted to the Office of the Gender Advisor.

There has been growing recognition among advocates and policy-makers of the importance of integrating gender expertise in the pre-deployment assessment mission and in all subsequent stages of the planning process. There has also been a growing awareness of the importance of including gender expertise from the onset of a peacekeeping operation, in order to ensure effective integration of gender issues in the early stages of the mission. However, in most cases up to now, gender expertise has *not* been brought in until *after* the mission's activities have already been established. It has, therefore proven to be a difficult task to *add* gender perspectives at that point, rather than *integrating* them from the beginning. In MONUC, for example, the Gender Unit was not established until one year after the mission had been set-up. Problems can also arise when a gender unit is included in a mission's mandate, but it is not staffed in a timely manner.

In UNAMA (Afghanistan), for example, the post of Gender Advisor remained vacant for almost two years, from late 2001 until late 2003, other than for a few months when it was filled temporarily by a staff member from UN headquarters. The deployment of the Senior Gender Advisors at the onset of the peacekeeping operations MINUSTAH (Haiti) and UNMIS (Sudan), therefore, represents an important departure from previous peacekeeping operations. Nadine Puechguirbal, MINUSTAH's Senior Gender Advisor, identifies the importance of deploying gender expertise at the onset of a new mission by describing her own experience of starting her work with MINUSTAH:

“Although it was a real challenge at the beginning to get accepted and respected as the Senior Gender Advisor, I am convinced that my early arrival in the mission will make a difference in the long run...It is indeed easier to integrate a gender perspective at the beginning when everybody gets to know each other and is still receptive to “new” ideas and topics, than at a later stage in the middle of the implementation of programmes and activities when people are not willing to change the course of their work to pay attention to gender...I am convinced that building a strong partnership with women's organizations on different issues of joint interest at the very beginning of a mission has a positive impact on our work because it encourages the local population to look favourably on the mission.”²⁹

Gender Balance in Peacekeeping Operations

“The Special Committee shares the Secretary-General’s concern about the low representation of women in peacekeeping operations and expresses its wish to see more female candidates for senior civilian appointments and for military and civilian police positions at all levels.”

Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2004 substantive session (A/58/19, 6 April 2004)

Gender balance in peacekeeping operations, including in leadership positions, has improved little since the adoption of SCR 1325. This lack of progress may appear surprising considering the attention that has been given to this area by civil society, the UN and governments alike. However, a closer examination of the language adopted by the UN regarding gender balance and women’s representation in leadership positions reveals consistently weak and vague language, with no mention of time-bound targets, quotas or monitoring mechanisms (*see following section*).

The lack of progress on achieving gender balance in peacekeeping forces originates, in part, in the national policies of governments’ militaries, as many do not recruit women for their national armies, the principal source for peacekeepers. However, creative recommendations have been put forward by UN Member States: the government of Nigeria has advocated developing specific recruitment strategies targeting women, and the government of Sweden has suggested that women’s participation can be increased by increasing the civilian component of missions, rather than having to rely on women’s participation in national military structures.³⁰ So far, it is unclear whether these recommendations are being considered for action by the relevant policy-makers.

The problem is not only Member States’ failure to recruit women for peacekeeping operations. DPKO itself also bears significant responsibility for improving gender balance. DPKO’s Policy Statement on Gender Mainstreaming, released in March 2005, outlines a number of actions planned by DPKO to improve gender balance. DPKO will develop policy to address the barriers that prevent advancement, retention and recruitment of civilian female personnel in peacekeeping operations. To support this process, DPKO will also develop terms of reference, and

Gender Balance in the UN’s Peace Operations

- ▶ As of July 2004, women constituted 4.4% of Civilian Police (CivPol), out of a total of 6,000 CivPol, and 1% of military personnel working in peacekeeping operations.
- ▶ As of June 2004, women constituted 27.5% of international civilian personnel serving in peacekeeping operations, up from 24% in 2002.
- ▶ In 2000, women represented 4% of CivPol and 3% of military personnel.
- ▶ From 1957-1989, women represented 0.1% of field-based military personnel in peacekeeping operations.

appoint departmental focal points for women in order to promote gender balance in recruitment at Headquarters and in every peacekeeping mission. To improve the gender balance among uniformed personnel, the Military and Civilian Police Divisions of DPKO will review the procedures and strategies for improving the number of uniformed female personnel in collaboration with Member States.³¹

Women in Leadership Positions in Peacekeeping Operations

Women's representation in leadership positions in peacekeeping operations is as weak today as it was five years ago. Yet, there have been regular calls for increasing women's representation in high-level posts in peacekeeping operations, specifically in the positions of Special Representative of the Secretary-General (SRSG), and Deputy SRSG (DSRSG). These calls have been put forward by civil society actors, UN representatives and Member States alike. Where recommendation-based language does exist on this issue, the language is consistently weak and vague, with no mention of time-bound targets, quotas or monitoring mechanisms.

DPKO's Policy Statement on Gender Mainstreaming, however, signals a shift toward more concrete action to address the poor record of appointment of women to high-level posts in peacekeeping missions. The Under-Secretary-General for Peacekeeping Operations has announced that he will house in his Office a roster of "qualified, regionally-representative female candidates," to assist in the selection of SRSGs and DSRSGs.³²

Continuing Challenges

"Maybe after we have succeeded in showing that gender makes a difference in peacekeeping missions, we will be given the means of action we need in the near future."

Nadine Puechguirbal, Senior Gender Advisor, UN Stabilization Mission in Haiti (MINUSTAH), October 2004

The gender advisors in DPKO – at HQ and in the peacekeeping operations – continue to face many obstacles, not the least of which is the continued lack of support given to gender issues within DPKO itself. While there appears to be an understanding of the importance of women, peace and security issues and an openness to the issues in some parts of DPKO, there continues to be a very uneven understanding within DPKO of gender issues in general, and of SCR 1325, specifically. While there has certainly been progress, it has more often than not relied on the commitment and personalities of individuals rather than an institutionalized commitment within the Department. It remains to be seen whether the current initiatives to mainstream

gender in the Department, including the creation of an action plan to implement 1325 and a revamped gender training strategy, will yield sustainable, institutionalized change that will have a wide impact on all DPKO personnel, now and into the future.

Currently, the lack of support for gender issues is reflected in the continuing staffing and financial struggles experienced by the Gender Advisors in the peacekeeping operations. In addition to the chronic understaffing of Gender Units, another challenge encountered by Gender Advisors is their lack of effective authority. According to the Secretary-General's report on Women and Peace and Security (S/2004/814, paragraph 39, 2004), "*Experience reveals that gender units in peacekeeping operations are most effective when adequately staffed at sufficiently senior levels and where they have direct access to and support of senior management.*"

There have also been calls to strengthen the gender advisory capacity at Headquarters by providing additional support staff and upgrading the Gender Advisor post. The Permanent Mission of Norway noted to the UN during the 2004 session of the Special Committee on Peacekeeping Operations that "*A single advisor is, however, only a first step. It will also be necessary to further strengthen – and upgrade – the position.*" **Action must be taken to address this recommendation.**

Conclusion

In 2002, the Security Council held an Open Debate on Conflict, Peacekeeping and Gender, in which there was not a single Gender Advisor participating. It is clear that DPKO and its peacekeeping partners have come a long way toward contributing to the implementation of SCR 1325. However, it is important to give credit where it is due, as much of the progress in implementation of SCR 1325 in the peacekeeping arena has been made possible by the establishment of the permanent, full-time, Gender Advisor post in DPKO HQ, and the expansion and strengthening of the full-time gender advisors in the UN's peacekeeping operations. This post was also due to intense advocacy on the part of civil society – which must continue to effectively monitor for strengthening the gender advisory capacity.

United Nations Special Committee on Peacekeeping Operations (C-34):

An Untapped Resource for Implementation of SCR 1325

The UN Special Committee on Peacekeeping Operations (C-34)³³ was established in 1965 by General Assembly resolution 2006 (XIX)³⁴ to conduct a comprehensive review of all issues relating to peacekeeping in order to enhance the capacity of the UN to fulfil its responsibilities in the field of peacekeeping.³⁵ Since then, the C-34 has served as “the only UN forum mandated to review comprehensively the whole question of peacekeeping operations in all their aspects, including measures aimed at enhancing the capacity of the Organization to conduct peacekeeping operations.”³⁶

The C-34 is comprised of UN Member States representatives who are mostly past or current contributors of peacekeeping personnel. There are currently 116 members³⁷ and 12 observer members³⁸ who meet on an annual basis, for a period of 3-4 weeks, between January and April.³⁹

The issues that have been discussed by the C-34 in recent sessions can be divided into the following broad categories:

- Strengthening Operational Capacity (including rapid deployment and strategic reserves)
- Safety and Security of UN and Associated Personnel
- Cooperation with Troop-Contributing Countries
- Cooperation with Regional Arrangements
- Enhancement of African peacekeeping capabilities
- Comprehensive Strategies for Complex Peacekeeping Operations (including DDR and SSR⁴⁰, rule of law, Children and Peacekeeping, and Gender and Peacekeeping)
- Personnel Issues
- Civilian Police
- Public Information
- Financial Issues
- Conduct and Discipline
- Integrated planning
- Strengthening UN mission headquarters
- Training

These issue areas, discussed during the C-34 session, are represented in corresponding sections of the final reports of the C-34, the “Comprehensive review of the whole question of peacekeeping operations in all their aspects.” Not all of these issues are given the same degree of attention during the C-34’s discussions, however. For example, discussions on gender issues and the gender section of the report, specifically, have been postponed and relegated to the final afternoon of the C-34 session, where discussion are rushed to the detriment of any substantive deliberation on the issues.

Structure of the C-34’s Annual Session

- 1. Pre-C-34 Session:** Release of the Secretary-General report on "Implementation of the recommendations of the Special Committee on Peacekeeping Operations."
- 2. General Debate (first 2 days of the session):** During the General Debate, C-34 members, generally represented by their senior military advisors, address the Committee on the issues found in the report of the Secretary-General on “Implementation of the recommendations of the Special Committee on Peacekeeping Operations,” as well as the priority peacekeeping issues for their respective countries. The Members’ national statements are preceded by a statement from the Under-Secretary-General for Peacekeeping Operations.
- 3. Briefings by the UN Department of Peacekeeping Operations (DPKO):** Following the General Debate, 1-2 days are allocated for DPKO to present briefings on issues that had been requested by C-34 members in order to help inform their discussions in the open-ended working group.
- 4. Open-Ended Working Group:** After the General Debate and DPKO briefings are concluded, members convene an open-ended working group, chaired by Canada, in order to discuss the substantive issues on the agenda and draft the final report of the Special Committee, the “Comprehensive review of the whole question of peacekeeping operations in all their aspects.”

The C-34's 'Gender Record'

In its role as the “only UN forum mandated to review comprehensively the whole question of peacekeeping operations in all their aspects,” the C-34 has a critical role to play in the implementation of SCR 1325.

The C-34 first addressed gender issues in 1998, with a brief mention of the importance of gender training in ‘managing’ the “increasingly close and direct contact between United Nations peacekeeping personnel and local populations during peacekeeping operations” (see A/53/127). However, it was not until 2001, that the C-34 first included a section on ‘Gender’ in the final report (see A/55/1024). Since 2001, the discussions of gender in the final reports of the C-34 have become progressively more substantive, with a gender perspective increasingly mainstreamed throughout the entire report.

In its comprehensive review of peacekeeping issues, the C-34 has discussed, helped build momentum for, and recommended action on, a variety of gender and peacekeeping issues, all of which are reflected in provisions of SCR 1325:

- Gender mainstreaming in the Department of Peacekeeping Operations, including the development of a Departmental action plan on SCR 1325
- Gender advisory capacities at Headquarters and in the field (gender advisors in the peacekeeping operations)
- Gender training
- Gender balance and recruitment
- Partnerships with civil society and UN agencies, such as UNIFEM
- Sexual exploitation and abuse (SEA)
- Reporting of gender mainstreaming in Secretary-General’s reports

The C-34 has functioned as a critical forum for building and maintaining the momentum for implementation of the peacekeeping-related provisions of SCR 1325. It has served this function in part by encouraging, commending, and supporting the efforts of others to mainstream gender in their work:

“The Special Committee welcomes the publication by the Department of Peacekeeping Operations of the Gender Resource Package and the appointment in 2004 of a gender adviser in the Department.”
(A/59/19, paragraph 106, 1 March 2005).

The C-34 has drawn attention to areas that require more action:

“The Special Committee notes that further action is required in systematically integrating a gender perspective in the mandates of peacekeeping operations and in adequately addressing the specific needs of women in conflict situations” (A/57/767, paragraph 116, 28 March 2003).

The C-34 has also played a more direct role in contributing to the implementation of SCR 1325. An important example is the C-34’s role in the establishment of a

permanent gender advisory capacity at DPKO headquarters.⁴¹ The arrival of the permanent Gender Advisor at DPKO headquarters represents an important development for the C-34's potential as a 1325 implementing actor. In 2000, the Secretary-General proposed a headquarters-based gender advisory capacity as a formalized gender unit with 3 staff members. Resisted from the outset by the Advisory Committee on Administrative and Budgetary Questions (ACABQ), this capacity was reduced over the next three years of discussion, to a single gender advisor post at the P-4 level.⁴²

The three-year discussion about the gender advisory capacity in DPKO was held between four principle actors: the Secretary-General, the ACABQ, the General Assembly 5th Committee (Administrative and Budgetary Issues), and the C-34. By reviewing the documentation from these discussions, it seems clear that the C-34 provided support to the idea of a headquarters-based gender advisory capacity to be located in DPKO, as well as support to the Secretary-General in his effort to defend the gender advisory capacity against the ACABQ's resistance. Here is a sampling of the debate, focusing on the resistance presented by the ACABQ and the response from the C-34:

- **ACABQ** (A/55/676, December 2000): The Secretary-General proposes to establish a Gender Unit within the Office of the Under-Secretary-General to ensure that gender perspectives are incorporated into all phases of peace operations. Three posts are requested (1 D-1, 1 P-4 and 1 General Service) to carry out the functions indicated by the Secretary-General (*see A/55/507/Add.1 paragraphs 5.26-5.28*). Although the Advisory Committee recognizes the importance of the incorporation of this aspect in peacekeeping support, it questions the rationale for the need to establish yet another gender unit in the Secretariat. In this connection, the Committee recommends instead that better collaboration and coordination be established with the existing Office of the Special Advisor on Gender Issues and Advancement of Women and the Division for the Advancement of Women. Accordingly, the Committee does not recommend the establishment of these posts.
- **C-34** (A/55/1024, July 2001): [27.] Many delegations underlined the need for more resources to be allocated in order to address gender issues in peacekeeping and expressed their support for the inclusion of a number of gender experts in the Peacekeeping Strategic Planning Unit... [101.] The Committee takes the view that the Department of Peacekeeping Operations should ensure that issues relating to gender in the field are properly addressed both in the field and at Headquarters. To this end, the Committee takes the view that the work of gender focal points, which are to be at sufficiently senior levels and in the operations where they are needed, should have the proper back-up in the Secretariat. It stresses the need for reporting from the Secretary-General on how gender mainstreaming is implemented in the field.

C-34 Resistance to Gender Issues

While there has been some progress since SCR 1325 was adopted and since a permanent gender advisory capacity was established in DPKO in August 2004, the C-34's efforts over the past five years to integrate a gender perspective have been more cursory than substantive. Despite the C-34's examination of and action on gender issues, they have fallen short of fulfilling the relevant obligations set out by SCR 1325. A reinforced commitment to the integration of a gender perspective is, therefore, necessary to transform the C-34 into a body that actively contributes to the larger efforts to implement SCR 1325.

A central challenge to the C-34's integration of a gender perspective has been the lack of support for gender issues in general. The C-34 supported the establishment of a gender advisory capacity at DPKO Headquarters as a result of the persistent advocacy efforts of a small number of C-34 members, who were able to galvanize support and discussion among their less-supportive colleagues.

This lack of support for gender issues is also illustrated by the continued resistance among some C-34 members to adopt gender language with 'teeth'; in other words, concrete, action-oriented language that would require them to take action on specific gender issues. This resistance no doubt originates in a lack of political will, as well as for some members, sensitivity to any issues with implications for their own national affairs. The issue of gender training provides a useful illustration:

In the C-34's 2004 report:

“The Special Committee looks forward to the publication by the Department of Peacekeeping Operations of the Gender Resource Package for Peacekeeping Operations, which could be well utilized by the troop and police-contributing countries in the training of their peacekeeping personnel, and as a practical guide to the wide range of gender-sensitive issues in peacekeeping operations. The Special Committee recommends that this be reflected in the training of personnel, for example, gender sensitivity training of civilian, civilian police and military peacekeeping staff at Headquarters and in the field (A/58/19, paragraph 132, 26 April 2004).”

A comparison between the C-34's consideration of a 'non-gender' issue and a gender issue from the 2005 report (A/59/19) further illustrates the C-34's poor record of adopting action-oriented gender language:

▪ Safety and Security

64. The Special Committee **calls upon** the Secretariat to provide a concept definition or policy paper on the JMACs, setting out, *inter alia*, the details of the structure, functions and role with the aim to provide information to the various components in the context of both new and existing peacekeeping

operations. In this regard, the committee asks the Secretariat to act upon this issue as a matter of urgency.

▪ **Gender and Peacekeeping**

109. The Special Committee encourages Member States and the Secretariat to increase the participation of women in all aspects and all levels of peacekeeping operations, where possible, pursuant to General Assembly resolution 59/164 of 20 December 2004 and Security Council resolution 1325 (2000).

The weakness of the above language is further evident when compared to the concrete, recommendation-based language proposed by two C-34 members in another UN forum, the Security Council Open Debate on 1325 in October 2004:

- **Nigeria:** “To further improve the situation, we call on DPKO to set up a mechanism for the sharing of best practices with troop-contributing countries on strategies aimed at the recruitment of women.”
- **Sweden:** “One possibility to be further explored is to include civilian observers in military observer teams, which are often a peacekeeping operation’s only presence in certain regions. Civilian observers could facilitate a better gender balance and would also diversify the team’s competence, thereby strengthening its ability to carry out its core tasks. Perhaps synergies could be found with the general civilian monitoring capacity that is now being developed within European Union civilian crisis management.”

This failure to adopt concrete, action-oriented language on gender issues is further bolstered when the same weak language is duplicated in numerous reports of the C-34. Tracking of the C-34’s language on gender reporting provides a useful illustration of this duplication:

- **2001:** “It stresses the need for reporting from the Secretary-General on how gender mainstreaming is implemented in the field” (A/55/1024, paragraph 101).
- **2002:** “The Special Committee stresses the need for ongoing reporting from the Secretary-General on how gender mainstreaming is being implemented in the field and at Headquarters” (A/56/863, paragraph 109).
- **2004:** “The Special Committee takes note of the report of the Secretary-General on gender mainstreaming in peacekeeping activities (A/57/731) and stresses the need for ongoing reporting from the Secretary-General on how gender mainstreaming is being implemented in the field and at Headquarters” (A/58/19, paragraph 141).
- **2005:** “The Special Committee stresses the need for ongoing reporting by the Secretary-General on how gender mainstreaming is being implemented in the field and at Headquarters” (A/59/19, paragraph 101).

The C-34's weak gender record can in part be attributed to a need for better consultation between C-34 representatives and their 3rd Committee colleagues working on gender issues. The lack of consultation and communication between governmental desk officers, working on different thematic issues is not exclusive to C-34 Member States, but is a struggle in most Permanent Missions at UN Headquarters, irrespective of their size and capacity. One governmental representative has described this lack of consultation and communication as an "ocean" separating one desk officer from another.

Entry Points

Not only is gender a relatively new concept for the C-34, but so too is civil society engagement. The C-34 is an inter-governmental body with no formal entry points for civil society participation.⁴³

To strengthen the C-34's gender record and implementation of the provisions of SCR 1325, it is critical for the C-34 to open its doors to the participation of civil society, especially women's organizations. To date, most C-34 members, already wary of civil society involvement, are reluctant to put forward 'civil society language,' even if they support it. Those who are advocating for gender issues from within the C-34 nonetheless recognize that cross-sectoral collaboration is necessary in order for the C-34 to actively support implementation, and they have clearly indicated that civil society participation is welcome.

It is also critical for civil society advocates of SCR 1325 to recognize that they have a critical role to play in engaging with the C-34 on women, peace and security issues. There are a number of entry points for civil society advocacy on gender issues. Civil society actors can advocate for gender language to be integrated in the national statements delivered during the General Debate, which takes place during the first two days of the C-34 session. Specifically, civil society actors can call on C-34 members to highlight the importance of gender issues for the upcoming discussion as well as to raise specific recommendations for action on gender issues. As governments finalize their national positions in advance of the session, it is necessary to launch discussions with them weeks before the session begins.

Civil society actors can advocate for gender issues to be discussed during the UN Secretariat Briefings, which follow directly after the General Debate. The Secretariat briefings are an opportunity for the C-34 to engage directly with those working on gender issues in a peacekeeping context – either the DPKO Gender Advisor or the gender advisors from the peacekeeping missions. A 'gender briefing' would have to be requested by C-34 members. Therefore, civil society actors can call on C-34 members to specifically request a briefing on gender issues. This advocacy effort would also have to be initiated weeks before the session begins.

Similar to the advocacy possible for the General Debate process, civil society actors can advocate for gender language to be integrated in the final C-34 report, the “Comprehensive review of the whole question of peacekeeping operations in all their aspects.” Civil society actors can call on C-34 members to adopt concrete, action-oriented gender language – recommendations ‘with teeth’ – to counter the weak language that has been duplicated in previous reports. As governments finalize the priority issues, which they will be pursuing, weeks, and sometimes months, before the session, it is necessary to engage with members early.

Conclusion

As a key body for advancing the implementation of the peacekeeping-related provisions of SCR 1325, it is time for the C-34 to recognize that civil society can help ensure that its examination of gender issues is strengthened and the 1325 agenda advanced. At the same time, considering the direction-setting power of the C-34, it is critical for advocates of SCR 1325 and related women, peace and security issues to have a clear understanding of C-34, especially those directly affected by the policy created by the C-34 – civil society actors living and working in countries hosting the UN’s peacekeeping operations.

Civil society advocacy, in the context of the C-34, is still in its infancy, as civil society actors, like the PeaceWomen Project and the NGOWG, are still gathering and processing lessons learned from their recent interactions with this inter-governmental body. It is clear, however, that civil society must play a delicate balancing act with the C-34 in order to engage with it on gender issues and support its participation in the larger effort to implement SCR 1325: to be strategic, practical and realistic, while being innovative and forward-looking.

United Nations Department of Political Affairs & SCR 1325

“The Secretary-General urge[s] Member States, entities of the United Nations and civil society to develop comprehensive guidelines and training initiatives based on the framework of model provisions on promoting gender equality in peace agreements.”

Secretary-General's report on Women, Peace and Security (S/2004/814)

Within the UN Secretariat, the Department of Political Affairs (DPA) is responsible, if only in part, for half of the provisions found in SCR 1325. Likewise, over half of the recommendations for implementation, which have been made by the Secretary-General (SG) and the NGO Working Group on Women, Peace and Security (NGOWG) over the past five years, address how DPA fulfils its mandated work in light of its responsibilities to implement SCR 1325.

In this section, we will highlight a few key areas where there has been progress towards greater implementation, but where the result of the work needs to be realized or there needs to be a more consistent and substantive integration of a women, peace and security approach. DPA's work to integrate a women, peace and security approach should be understood in the context of its work at UN Headquarters, in relation to the Secretariat at-large and the Security Council, at the field level, and in the relationship between the Headquarters and field offices.

Mandate

DPA's mandate covers four areas of peace and security work: conflict prevention and early warning, peacemaking, peace-building, and governance. The Department serves as the lead entity in the Secretariat to produce reports, analysis, talking points and political advice to the Secretary-General and the Security Council on thematic and country-specific situations.

DPA's Responsibilities in the Implementation of SCR 1325

The Department of Political Affairs has responsibilities for all articles, with the exception of those that address responsibilities in the context of peacekeeping, that call on action from the Secretary-General to:

- Increase the number of women appointed as Special Representatives, Representatives and Envoys and other senior level positions in UN field operations,
- Provide training guidelines on women's rights and women's involvement in peace-building processes to Member States.
- Increase the number of women in decision-making at all levels,

- Integrate a gender perspective and women's rights approach into all Security Council missions to the field, and
- Exclude amnesty provisions for sexual and other violent crimes against women and girls from peace agreements and national legislation.

Challenges

DPA staff members continue to face challenges in their efforts to integrate a gender perspective and women-specific approach in their information gathering, analysis and reporting. We will highlight three critical challenges. First is the need to ensure that the Department's programmes and activities aimed at implementing SCR 1325 and the ECOSOC Agreed Conclusions 1997/2 are not perceived by Member States as being beyond the Department's mandate and an infringement on their sovereignty. It is important to highlight that Member States adopted SCR 1325, among other women's rights instruments, that bind both Member States and the UN system to the agreed upon commitments. This, therefore, could and should be used by DPA as an entry point to integrate the issues regularly in its interactions with Member States.

Second, there is the need for a working environment that better understands, supports and rewards those staff members who seek to integrate a gender perspective and women-specific approach in their work.

Third, the limited amount of regular budgetary funds allocated to DPA, and in particular, to its women, peace and security work presents a significant challenge. The Department has used some voluntary and extra-budgetary funding to support local and sub-regional women's groups' conflict prevention projects and capacity-building for women aimed at their increased participation in peace negotiation processes. A more extensive discussion on the need of financial resources to effectively carry out implementation of SCR 1325 is discussed in the following section of this report.

Development and Promotion of Guidelines on Peace Negotiations and Agreements

DPA serves as the lead UN entity in support of peace negotiations and the implementation of peace agreements. Where there is a peacekeeping mission concerned with the implementation of a peace agreement, DPA will closely collaborate with DPKO. Over the past two years, there has been greater political will in DPA to move to develop guidelines on the promotion of gender equality and women's participation in peace negotiations, in their implementation, and in the content of the agreement itself. The guidelines, which are expected to be released in October 2005, are intended for mediators and facilitators of UN-brokered peace agreements, including the Special Representatives and Representatives of the Secretary-General (SRSGs and RSGs), who are advised by DPA. Further, in the development of these

guidelines there exists the possibility that standardized, formulaic women-specific language be developed and promoted for integration into all peace agreements, and in particular, UN-brokered peace agreements.

One of the important factors in DPA's work towards these ends was DPA's co-sponsorship of and the participation of the director of one of DPA's regional divisions in the Expert Group Meeting (EGM) on 'Peace agreements as a means for promoting gender equality and ensuring participation of women – A framework of model provisions', held in Ottawa in November 2003, in preparation for the 48th Session of the Commission on the Status of Women. In their report to the Head of the Department, DPA participants supported the recommendations of the EGM and highlighted specific recommendations, which DPA would be able to support in the short-term. This was also shared with staff at Headquarters and in the field, including Special Representatives and Heads of Missions as part of departmental-wide efforts to systematize the integration of a gender perspective and a women-specific focus in the area of peace agreements and to hold staff in the field and at Headquarters accountable in this regard.

As the Department continues to develop guidelines, in collaboration with other UN entities, DPA should remain cognizant of the EGM's civil society-led recommendations for such guidelines, as found in the final report of the EGM on peace agreements. Civil society women and men repeatedly stressed that the creation, content and implementation of peace agreements can stimulate social transformation and redefine gender roles so as to potentially avoid recurrent violent conflict. Additionally, it was stressed that all negotiations and agreements should be approached using a comprehensive women's rights framework, including the provisions of SCR 1325, the Beijing Platform for Action and the Convention on the Elimination of Discrimination Against Women, among others.

The civil society-led involvement in peace negotiations and implementation is of particular importance, and will remain a critical concern with the likely establishment of the Peace-Building Commission (PBC), which could significantly alter DPA's mandate. To date, Member States have yet to agree to language on involvement of civil society organizations in the mandate of the Peace Building Commission.

Gender Trainings: 1997 and 2005

In 1997, in response to the adoption of ECOSOC Agreed Conclusions 1997/2, DPA commenced gender trainings for its staff. While these early trainings did not sufficiently address how DPA could integrate a gender perspective in the content and methods in all aspects of its work, these first sensitization trainings set a precedent for the reinvention of gender trainings and SCR 1325 sensitization workshops, held throughout 2005. Cognizant of the weaknesses of the 1997 trainings, the DPA staff members, who have informed the most recent round of mandatory gender trainings, have worked to ensure that there is sufficient buy-on and participation from senior level management in the trainings. Further, they have also found support for these intra-departmental trainings, as well as the development of a gender mainstreaming policy, based on the mandates derived from ECOSOC Resolution 2004/4 on 'Mainstreaming a gender perspective into all policies and programs of the UN system' and the Security Council's call for the development of a UN Comprehensive Action Plan on 1325 (S/PRST/2004/40), which will become a guide and entry point for the outcome documents of the Departmental trainings.

Integration of Women, Peace and Security in Reporting on Themes and Country-Specific Situations

"The Secretary-General intend[s] to routinely incorporate gender perspectives in all thematic and country reports to the Security Council and continue to monitor the progress made."

Secretary-General's report on Women, Peace and Security (S/2004/814)

DPA produces many of the reports of the Secretary-General on peace and security issues. Additionally, the Department supports the formulation of the mission reports of the Security Council, through its Security Council Affairs Division (SCAD), and oftentimes in collaboration with DPKO. Where DPA does not have the lead on developing the content of the Secretary-General's reports to the Security Council, (for example, those on peacekeeping missions or women, peace and security), DPA contributes to the reports.

Given its reporting capacity, there exists an elemental question on how Headquarters and the field offices determine the methods and content of the reporting on themes and country-specific situations. In the Department's methods of work, it is important that its field staff be directed and supported to incorporate input from women's groups and networks and women's rights advocates at the local, community-based level, as well as the national level. Additionally, it is important for field staff to seek out information on the gendered aspects of the political and security situations, so as to provide information to decision-makers on the social and political dimensions of country-specific situations that could lead to recurrent violent conflict.

As gender analysis and women-specific foci of reports are not prioritized as meaningful political content, and thus are considerably shortened or eliminated, the Department should determine how it can ensure that such content is systematically integrated and maintained. To ensure proper facilitation of a unified approach to this work the Department should consider appointing gender advisors in all political offices in the field, who would directly report to the Senior Gender Advisor in the office of the Under-Secretary-General at Headquarters.

Establishment and Appointment of a Senior Gender Advisor in DPA

“The [Security] Council recognizes the contribution of the gender adviser within the Department of Peacekeeping Operations to advancing the implementation of resolution 1325 (2000), and requests the Secretary-General to consider an equivalent arrangement within the Department of Political Affairs to further support such implementation.”

Security Council Presidential Statement (S/PRST/2004/40)

In light of the recent establishment of the Senior Gender Advisor positions and the subsequent appointment of the advisors at Headquarters in DPKO and the Office of the Coordination of Humanitarian Affairs (OCHA), there has been movement within DPA toward similar ends. It will be necessary that the future gender advisor in DPA be brought in at a sufficiently senior level and be well-placed in the Office of the Under-Secretary-General, so that the advisor can effectively mobilize buy-on within the Department and ensure coherence of policy and practice on gender mainstreaming and the implementation of SCR 1325. The gender advisor should continue to work with other UN entities in the Inter-Agency Taskforce on Women, Peace and Security and civil society organizations, as well as use her/his position to positively influence the Department’s work as chair/lead entity of the UN Executive Committee on Peace and Security (ECPS) and the Inter-Departmental Framework for Coordination on Early Warning and Preventive Action. The General Assembly (GA) should decide that the salary and operational and programmatic funds of the gender advisor be included in the regular budget at the soonest possible session of the GA.

United Nations Allocation of Resources for the Implementation of SCR 1325

“Inadequate specific resource allocations have contributed to slow progress in the implementation of the resolution in practice. We must ensure that regular budgetary resources are specifically allocated for both gender mainstreaming and initiatives targeted at women and girls.”

Secretary-General's report on Women, Peace and Security (S/2004/814)

The question of representation and access to decision-making is closely linked to the use of resources. Accordingly, a fair distribution of financial resources is a prerequisite for the practical implementation of resolution 1325. This section aims to acknowledge the availability of United Nations resources for advancing SCR 1325, as well as the obstacles to their allocation. On that account, recommendations will be given to improve and ensure a fair distribution.

Resources Available for Advancing SCR 1325

The language used in SCR 1325 makes little reference to resources being allocated toward women, peace, and security issues. By comparison, Security Council Resolution 1261 on children and armed conflict requests regional organizations, UN bodies, and international financial and development organizations to devote more resources to children. SCR 1325 only asks Member States to allocate more resources to UNIFEM and UN training programs, and makes no other reference to resources. Although SCR 1325 makes only narrowly circumscribed references to the allocation of resources by the UN, the realization of the provisions and commitments of SCR 1325 is impossible without fully adequate funding.

This report recognizes the important role played by UN agencies working on women, peace and security issues.⁴⁵ Since SCR 1325 was adopted, only a very restricted part of the UN budget has been distributed for its implementation and much work has been carried out through extra-budgetary funding. UNIFEM has reported that over 25 million dollars have been raised in 33 countries worldwide since 2000 for implementing SCR 1325. The majority has been allocated directly to the field for peace-building and post-conflict reconstruction programmes under the Women, Peace and Security Framework.⁴⁶

Even though UNIFEM and others have managed to draw in extra-budgetary funding, a regular allocation by the UN to sustain ongoing and stable efforts for implementing SCR 1325 is imperative. One striking example is the lack of budget line for gender-related activities in the UN Department for Peace Keeping Operations (DPKO) budgets. Gender advisors in field missions express that a lack of funding hampers their work on the ground. There is still a great deal of misunderstanding and

resistance around gender issues, which could be defused through training and sensitization, but a lack of human resources and time prevent these crucial steps from being actualized. Because gender matters are often little understood and evoke scepticism among staff members, adequate and sustained funding is still largely absent.

Perhaps the greatest challenge in the full and rapid implementation of SCR 1325 lies in the lack of available funding from the United Nations general budget and the subsequent reliance on voluntary contributions as prescribed in SCR 1325. As a result, the arduous task remains to persuade the Advisory Committee on Administrative and Budgetary Questions (ACABQ)⁴⁷ and the General Assembly Fifth Committee⁴⁸ of the critical necessity for adequate resources to ensure the effectiveness and efficiency of the resolution.

Obstacles to the Allocation of Resources

An examination of the obstacles to adequate funding of Resolution 1325 must take into account how gender issues found their place within the UN system and how they have been identified and understood. Gender mainstreaming, a globally accepted strategy for promoting gender equality, evolved in the 1990s. In the 1970s and 1980s, implementation of special projects and activities focused on women were marginalized and women's access to resources and power remained very minimal. Awareness of these constraints led to the idea that gender perspectives must be integrated into every sector rather than being treated separately. Through General Assembly Resolution 43/224 in 1988, a Gender Focal Point was mandated to monitor the status of women in the United Nation's Secretariat through the Special Advisor, who reports directly to the Secretary-General.⁴⁹

The United Nations prepared for the twenty-first century with its Millennium Development Goals. In May 2000, the Windhoek Declaration⁵⁰ specified: "A post for a Senior Gender Advisor in DPKO, to serve as gender focal point for field missions, should be funded under the regular budget or the peacekeeping support account and filled as a matter of urgency." A few months later, the Security Council adopted Resolution 1325 on Women, Peace and Security, which "urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, *inter alia*, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies" [SCR 1325/7]. The Gender Advisor post was not created until October 2003 and only in October 2004 was it established as a permanent position. Indeed, the Advisory Committee on Administrative and Budgetary Questions (ACABQ) had previously rejected the request to create a Senior Gender Advisor in DPKO, arguing that the Secretariat lacked a coherent policy regarding the role of departments on gender issues. In response, the Under-Secretary-General for Peacekeeping Operations and the Special Advisor on Gender Issues and Advancement of Women mapped out

the mandates and responsibilities of various offices for gender mainstreaming and the specific need for a gender unit in the Department of Peacekeeping Operations Headquarters as a necessary mechanism to coordinate with the field missions. They agreed and reaffirmed that gender expertise was needed in all missions, from mandates and terms of reference to operating manuals and training programmes, but it nevertheless took three to four years to create the post. The slow pace was, in part, a consequence of the resistance from ACABQ, as well as its timeframe functionality, which generally includes long procedures for the application for – and approval of – resource allocation.⁵¹ **Such heavy bureaucratic burden unduly punishes resource allocation for gender issues. The lack of strong language and political action to fund gender initiatives, as well as the slow pace of broad resource allocation in agencies, contribute to the consistent under-funding of Resolution 1325 and gender mainstreaming more generally.**

This experience demonstrates that serious obstacles to the UN allocation of resources for implementing SCR 1325 continues to exist despite efforts to raise these issues since its adoption, five years ago. In 2002, the Office of the Special Advisor on Gender Issues (OSAGI) hired a consultant to examine the issue of ACABQ and budgetary allocations for the Gender Unit. OSAGI emphasized the need for appropriate resource allocation to move from rhetoric to practice.

Gender advisors in the field have experienced many difficulties in setting up their missions because of the deficiency and slow process of resource allocation. “We have found that, if a peacekeeping mission has insufficient funding, forcing the peacekeepers to pull out prematurely, the country relapses back into war within five years” said Comfort Lamptey, Gender Advisor of DPKO’s Best Practices Unit. To cite a few examples, among others, one Senior Gender Advisor had to revisit her plans when she only obtained three national programme officers out of the ten originally agreed upon. The reduction of the staff, caused by a cut in the initial budget, had consequences for the impact of the mission. In an interview, one Senior Advisor stated: “I think that a Gender Unit should be more substantially staffed to be able to achieve its goals and implement its mandate. Maybe after we have succeeded in showing that gender makes a difference in peacekeeping missions, we will be given the means of action we need in the near future.”⁵²

A Gender Advisor at the United Nations Mission in the Democratic Republic of Congo (MONUC) underlined: “There is so much to be done, and the human and material resources are so limited, one is forced to identify major areas of priorities that could have positive impact on the population.” The Gender Unit in the Burundi mission (ONUB) voiced: “Gender Unit doesn’t have a dedicated budget”. This last statement illustrates that gender, a crucial component to the success of a mission, is often perceived as secondary.

The Gender Unit in Sierra Leone (UNAMSIL) declared: “Lack of human and financial resources for addressing mainstreaming within the mission possess a challenge. It is likely that the mechanism for mainstreaming will not take root especially as the mission is drawing down.”⁵⁴

Five years after the adoption of the resolution 1325, it is imperative that the United Nations allocate dedicated, adequate and sustained funding to ensure that their commitments to women, peace and security are fully met.

Recommendations: Securing Implementation

- **Allocation of Funds:** The United Nations must guarantee that adequate, dedicated, sustained regular budgetary funds are allocated to ensure the broad implementation of SCR 1325.
- **Access to information:** The Security Council should request that the General Assembly Fifth Committee and the Advisory Committee on Administrative and Budgetary Questions (ACABQ) provide additional Information Officers for the Department of Political Affairs (DPA) to improve the quality and quantity of gender-disaggregated information required by the Council for timely and targeted action.
- **Peacekeeping Operations:** Ensuring that gender units in peacekeeping missions are adequately resourced (financially and with appropriate personnel) to undertake gender mainstreaming activities, and that resources are provided to facilitate harmonization of the size and institutional set-up of gender units.
- **Post-Peacekeeping Operations:** Ensuring that resources are allocated to ensure the retention of gender advisor positions when peacekeeping missions transition to special political missions, so as to ensure that gender issues continue to be given priority and that there is an effective and sustainable hand-over of functions to development partners.

Endnotes

- ¹ *A Comprehensive Strategy to Eliminate Future Sexual Exploitation and Abuse in United Nations Peacekeeping Operations*, Report to the 59th Session of the General Assembly, presented by the UN Secretary General March 24, 2005.
- ² Briefing to the Security Council by Jean-Marie Guéhenno, Under-Secretary-General for Peacekeeping Operations, May 2005.
- ³ United Nations Model Peacekeeping Operations, Security Council Presidential Statement, S/PRST/2005/21, adopted 31 May, 2005.
- ⁴ Speech by Ms. Agathe Rwankuba to the Security Council Open Debate on Women, Peace and Security, October 2004. <http://www.peacewomen.org>
- ⁵ More information is available at <http://www.peacewomen.org>.
- ⁶ The Arria Formula is an informal arrangement that enables a member of the Security Council to invite other Council members to an informal meeting, held outside of the Council chambers and chaired by the inviting member. The formula is named for Ambassador Diego Arria of Venezuela who held the first such meeting in 1992.
- ⁷ The NGO Working Group Report is available at <http://www.peacewomen.org>.
- ⁸ The Security Council established the Working Group on Peacekeeping issues in January of 2001. All fifteen Member States of the SC are part of the working group and Japan is the current chair. This working group was created to facilitate a transparent three-way relationship between the Council, the Secretariat and the troop-contributing countries.
- ⁹ Security Council Presidential Statement, SC/PRST/2004/40, adopted on 28 October, 2004.
- ¹⁰ Women, Peace and Security, Report of the Secretary General, S/2004/814, 13 October, 2004.
- ¹¹ The Taskforce on Women, Peace and Security is one of the nine "Inter-Agency Network on Women and Gender Equality" taskforces. The Taskforce plays a critical role in the advocacy for and coordination of the United Nations system's joint response to women, peace and security, in partnership with Member States and non-governmental organizations.
- ¹² The Under-Secretary-General for Political Affairs is the Convener of the Executive Committee on Peace and Security. Established by the SG in 1997, this Committee is the highest policy development and management instrument within the UN secretariat on critical cross-cutting issues of peace and security. Its membership includes: Department of Political Affairs (DPA), Department of Peacekeeping Operations (DPKO), Department of Disarmament Affairs (DDA), Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI), Department of Public Information (DPI), Office of the Coordination of Humanitarian Affairs (OCHA), Office of the High Commissioner for Human Rights (OHCHR), Office of Legal Affairs (OLA), Office of the Special Representative of the SG on Children and Armed Conflict (OSRSG/CAC), UN Development Program (UNDP), UN High Commissioner for Refugees (UNHCR), UN Children's Fund (UNICEF), UN Security Coordinator, World Bank.
- ¹³ § 4, 5 and 6, Security Council Resolution 1325 on women, peace and security. (S/RES/1325) (hereafter SCR 1325).
- ¹⁴ For more information about DPKO, visit: <http://www.un.org/Depts/dpko/dpko/info/page3.htm>.
- ¹⁵ United Nations Peacekeeping Best Practices <http://pbpu.unlb.org/pbpu/Document.aspx?docid=630&classid=3&catid=22&subcatid=0>
- ¹⁶ See "Mainstreaming a Gender Perspective in Multi-dimensional Peace Operations," Lessons Learned Unit, DPKO, July 2000. <http://www.peacewomen.org/resources/Peacekeeping/UN2000.pdf>
- ¹⁷ See "Windhoek Declaration and the Namibia Plan of Action On Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations," Namibia, 31 May 2000. <http://www.peacewomen.org/un/pkwatch/WindhoekDeclaration.html>
- ¹⁸ Under the Security Council Presidency of the United Kingdom of Great Britain and Northern Ireland, the Security Council held an Open Session on Conflict, Peacekeeping and Gender. <http://www.peacewomen.org/un/sc/genderandpeacekeeping2002/genderconflictpeacekeeping.html>
- ¹⁹ DPKO's Lessons Learned Unit is now the Peacekeeping Best Practices Unit.
- ²⁰ This section is based primarily on information submitted by the DPKO Gender Office to the NGOWG for the preparation of this report.
- ²¹ Security Council Presidential Statement, SC/PRST/2004/40, adopted on 28 October, 2004.
- ²² A/59/19.
- ²³ Women's International League for Peace and Freedom, <http://www.peacewomen.org/un/4thAnniversary/4thAnniversaryindex.html>

- ²⁴ United Nations Peacekeeping Best Practices <http://pbpu.unlb.org/pbpu/Document.aspx?docid=630&classid=3&catid=22&subcatid=0>
- ²⁵ The position was filled temporarily, from October 2003 to August 2004, by Anna Shotton as Acting Gender Advisor. With the arrival of the permanent Gender Advisor, Anna Shotton became DPKO's Focal Point on Sexual Exploitation and Abuse, also based in the Peacekeeping Best Practices Unit.
- ²⁶ In 2000, the Secretary-General presented a proposal for a formalized gender unit for DPKO with 3 staff, including a Senior Gender Advisor at the D-1 level, and a Gender Advisor at the P-4 level. Faced by three years of resistance from the Advisory Committee on Administrative and Budgetary Questions (ACABQ), this capacity was reduced to a single gender advisor post at the P-4 level. Building on an earlier compilation, the PeaceWomen Project has produced a detailed history of the development of this position, by compiling all relevant references from UN documents – reports of the Secretary-General, Advisory Committee on Administrative and Budgetary Questions (ACABQ), the Special Committee on Peacekeeping Operations, and resolutions of the General Assembly. <http://www.peacewomen.org/un/pkwatch/genderunit.html>
- ²⁷ In addition to the 10 missions that have a dedicated gender advisory capacity, 5 peacekeeping missions have a Gender Focal Point (GFP): Cyprus; Ethiopia-Eritrea; Georgia; Middle East; Syrian Golan Heights; and Western Sahara. Gender Focal Points are personnel issues including recruitment, promotions, employment discrimination and sexual harassment.
- ²⁸ Women's International League for Peace and Freedom, <http://www.peacewomen.org/resources/Peacekeeping/peacekeepingindex.html#un>
- ²⁹ From "Gender Issues in the UN Peacekeeping Operation in Haiti: An Interview with Nadine Puechguirbal, Senior Gender Advisor, UN Stabilization Mission in Haiti (MINUSTAH)," PeaceWomen Project, October 2004. <http://www.peacewomen.org/resources/Peacekeeping/NPuechguirbalinterview04.pdf>
- ³⁰ These recommendations are further explored in the section of this report regarding the UN Special Committee on Peacekeeping Operations.
- ³¹ From paragraphs 12, 13 and 14 of DPKO's Policy Statement on Gender Mainstreaming.
- ³² See paragraph 12 of DPKO's Policy Statement on Gender Mainstreaming.
- ³³ Homepage of the C-34: <http://www.un.org/Depts/dpko/dpko/ctte/CTTEE.htm>. This webpage features all relevant C-34 documentation, including reports and press releases.
- ³⁴ United Nations, <http://www.un.org/documents/ga/res/19/ares19.htm>
- ³⁵ In 2000, the C-34 expanded its purview to include consideration of the recommendations contained in the report of the Panel on UN Peace Operations (A/55/305-S/2000/809), commonly known as the Brahimi Report, and of the report of the Secretary-General on the implementation of those recommendations (A/55/502). For more information, visit: http://www.un.org/peace/reports/peace_operations/.
- ³⁶ This definition of the C-34 is found in all of the Special Committee's recent reports.
- ³⁷ For the updated membership list, see the most recent report of the C-34, Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2005 substantive session (A/59/19). <http://www.un.org/Depts/dpko/dpko/ctte/CTTEE.htm>
- ³⁸ The observer members are the Democratic People's Republic of Korea; The Dominican Republic; Guyana; Haiti; Israel; Madagascar; Paraguay; Yemen; the African Union; the European Community; the Holy See; and International Committee of the Red Cross.
- ³⁹ The C-34 reports to the General Assembly, through the Special Political and Decolonization (Fourth) Committee, on its work. The "Comprehensive review" of the Special Committee is followed each year by a report from the Secretary-General on "Implementation of the recommendations of the Special Committee on Peacekeeping Operations."
- ⁴⁰ DDR and SSR refer to Disarmament, Demobilization and Reintegration, and Security Sector Reform, respectively.
- ⁴¹ § 4, 5 and 6, SCR 1325.
- ⁴² Building on an earlier compilation, the PeaceWomen Project has produced a detailed history of the development of this position, by compiling all relevant references from UN documents – reports of the Secretary-General, Advisory Committee on Administrative and Budgetary Questions (ACABQ), the Special Committee on Peacekeeping Operations, and resolutions of the General Assembly. <http://www.peacewomen.org/un/pkwatch/genderunit.html>

Endnotes (cont'd)

- ⁴³ In May 2005, DPKO's gender advisory capacity was strengthened with the arrival of an Associate Gender Affairs Officer, funded by the Government of Norway.
- ⁴⁴ The closed nature of the C-34 is in part illustrated by a lack of accessible information about the UN body, with the single relevant webpage providing little information to help inform any outside advocacy strategy.
- ⁴⁵ These agencies include UNIFEM, OSAGI, INSTRAW, UNDAW, and IANWGE.
- ⁴⁶ UNIFEM's Framework for Action (Portal on Women, Peace and Security) consists of the following: (1) Early warning and prevention: understanding the impact of armed conflict on women and girls; (2) Improving protection and assistance for women; (3) Supporting women's participation and making women and gender perspectives central to peace processes; (4) Bringing a gender perspective to inter-governmental peace and security initiative; (5) Gender justice in post-conflict peace building.
- ⁴⁷ "The major functions of the Advisory Committee are: (a) to examine and report on the budget submitted by the Secretary-General to the General Assembly; (b) to advise the General Assembly concerning any administrative and budgetary matters referred to it; (c) to examine on behalf of the General Assembly the administrative budgets of the specialized agencies and proposals for financial arrangements with such agencies; and (d) to consider and report to the General Assembly on the auditors' reports on the accounts of the United Nations and of the specialized agencies." From UN/ACABQ website:
<http://www.un.org/docs/acabq/>
- ⁴⁸ The Fifth Committee is the appropriate Main Committee of the General Assembly entrusted with responsibilities for administration and budgetary matters (according to Article 17 of the UN Charter). During the session (October-December) it considers issues that require the approval of the GA for funding by the end of the year. A resumed session held in March addresses issues that were not completed during the main session.
- ⁴⁹ In addition to the GA resolution, this initiative of creating an office for the Focal Point for Women was also a direct response to calls at three global conferences on women in Mexico, Copenhagen, and Nairobi.
- ⁵⁰ Also known as the Namibia Plan of Action, Outcome document of Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations, paragraph 7.
- ⁵¹ In recent years it has become the standard practice that the Fifth Committee meets, not only during the main part of the General Assembly (September to December) but during resumed sessions, in March and in May of a given year.
- ⁵² From an Interview with Nadine Puechguirbal, Senior Gender Advisor, UN Stabilization Mission in Haiti (MINUSTAH) by Sarah Shteir, available on Peace-women website:
<http://www.peacewomen.org/resources/Peacekeeping/NPuechguirbalinterview04.pdf>
- ⁵³ Citations from the Gender Unit at the United Nations Department of Peacekeeping Operations.

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The Council welcomes the efforts of Member States in implementing resolution 1325 (2000) at the national level, including the development of national action plans, and encourages Member States to continue to pursue such implementation.

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Statement by the President of the Security Council, October 2004

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“The Security Council...encourages Member States, the entities of the United Nations system, civil society and other relevant actors, to develop clear strategies and action plans with goals and timetables, on the integration of gender perspectives in humanitarian operations, rehabilitation and reconstruction programmes, including monitoring mechanisms, and also to develop targeted activities, focused on the specific constraints facing women and girls in post-conflict situations, such as their lack of land and property rights and access to and control over economic resources.”¹

Statement by the President of the Security Council, October 2002

Member States play a critical role in implementing SCR 1325 at the national and local levels. Because national governments participate in peacekeeping and rebuilding efforts and conflict prevention, their commitment to women, peace and security makes the difference between either ensuring that women have agency in survival and reconstruction efforts, or leaving existing structures of discrimination, poverty or violence unchanged.

National action plans and initiatives must attend to the broader question of gender mainstreaming in advocating for peace and security. Such initiatives draw not only on women’s experiences as a resource in formal peace-building and conflict avoidance, but also use gender as an analytical tool for rethinking key policy initiatives, ideals, goals, and actions. These are the more challenging aspects of efforts to implement Resolution 1325. Nations must, in this regard, ask how an attention to gender *refigures* peacekeeping and peace-building efforts, rather than assuming that the inclusion of women solves the question *a priori*. Without such commitments, efforts to broker peace around the world may ignore – or even further contribute to – inequality, underdevelopment, or continued conflict.

While SCR 1325 can advance gender mainstreaming in United Nations reporting systems and programmatic implementation, Member States also play a critical role in implementing the Resolution by incorporating policy on women, peace and security at the national and local levels. This chapter examines Member States in the process of developing a 1325 National Action Plan, or attempting to incorporate the provisions of the Resolution into national and foreign policy.

To date, a fully completed National Action Plan has yet to emerge. However, significant progress is being made on several fronts. This chapter explores the significance of establishing gendered frameworks within national policy, especially

with regard to policy on peace and security. It takes a look at the global leaders in the development of National Action Plans on women, peace and security, including the United Kingdom, Denmark and Sweden. It notes in particular the UK's efforts to fulfil the obligations laid out in Resolution 1325 in its draft National Action Plan. It also examines alternative strategies of systematizing the implementation of 1325, as is the case in Norway and Fiji, through integrating its provisions into a broader gendered framework. Lastly, the chapter attempts to visualize the strategies that would promote the development of national action plans and strategies in other States. It projects what peace-builders can do to advance the implementation of the provisions of SCR 1325 at the local and national levels, and presents examples of women, peace and security initiatives in places such as Uganda and Sri Lanka. The chapter concludes by highlighting the key issues emerging from this analysis, along with a set of strategic recommendations.

Member States' Obligation to Integrate and Implement SCR 1325

Resolution 1325 obliges Member States to take action in several inter-related areas:

Participation of women in decision-making and peace processes

The Resolution calls on Member States to include women in decision-making and peace processes. First, it calls on Member States to increase the numbers of women at all decision-making levels in national, regional and international bodies responsible for the prevention, management, and resolution of conflict.² It also asks States to provide suitable candidates as special representatives and envoys to the Secretary-General to be included in a regularly updated, centralized roster.³ Second, the Resolution asks that all actors in negotiations and peace processes pay attention to the special needs of women and girls during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction. States are required to take measures that support local women's peace initiatives and indigenous conflict resolution processes, and to involve women in all peace agreement implementation mechanisms.⁴

The protection of women and girls

The Resolution calls on all Member States in peace-process negotiations to adopt a gender perspective and include measures that protect and respect the human rights of women and girls, especially with regard to constitutions, electoral systems, the police and the judiciary.⁵ It also calls on Member States to consider the different needs of female and male ex-combatants when planning disarmament, demobilization, and reintegration. States are further required to give special consideration to the potential impact of sanctions on civilian populations and to protect women and girls from gender-based violence, especially rape, in armed conflict.⁶ Member States, and indeed all parties, are urged to respect the civilian nature of refugee camps and settlements, taking into account the special needs of women and girls, and to include

women in the design and management of the camps.⁷ Member States are specifically called upon to end impunity for, and prosecute perpetrators of, genocide, crimes against humanity and war crimes, including sexual and other forms of violence against women, and to exclude sexual and gender-based crimes from amnesty provisions in peace deals.⁸

Gender perspectives and training in peacekeeping

The Resolution calls on the Secretary-General to provide States with training guidelines and materials on the protection, rights, and particular needs of women. Member States are required to incorporate these elements in their peacekeeping and peace-building measures. Further, SCR 1325 specifically calls on States to include HIV/AIDS awareness training into programmes for military and civilian police in preparation for deployment.⁹ Finally, it invites them to increase their funding for financial, technical and logistical support for gender-sensitive training efforts undertaken by the UN.¹⁰

Developing National Action Plans: Key Components and Strategies

The experiences of States that have begun developing National Action Plans provide valuable lessons for implementing 1325. Their challenges and successes chart a path for other States to develop policies, institute changes in government machinery, and consult with civil society. Based on these histories, a few approaches and strategies have emerged, the most significant of which are: 1) the use of gender audits and surveys to assess the current state of affairs on gender mainstreaming in national governments and peacekeeping efforts, 2) the formation of cross-government working groups to promote an atmosphere of cooperation and collaboration across government departments, and between the government and civil society, 3) the establishment of concrete mechanisms for monitoring and accountability, and 4) the allocation of sufficient resources to give the policies ‘teeth’ and substance. These strategies shed light on first steps States might take to implement SCR 1325.

Gender Audits and Surveys

Gender audits are critical tools in national implementation efforts because they examine and identify existing operations, policies, legislation, funding and implementing actors. The audit’s outcome presents a detailed picture of current initiatives to implement and address women, peace and security issues, how this is taking place, and by whom. It also foregrounds those areas where implementation is most critically necessary, and can help identify important actors not currently involved in implementing 1325, but who could have an important role to play in the development and actualization of a national action plan or strategy.

Another key advantage of performing a gender audit is that it helps counter duplication in policies, institutions and programmes, and fosters cooperation between government actors, such as the Ministries of Foreign Affairs, Defence, International Development, and other relevant government departments, parliamentarians, NGOs and researchers.¹¹ Gender audits should cover not only current initiatives in the national arena, but should also include peace and security missions in the field. The audit, then, also makes visible the transnational reach of national policy initiatives, and ensures that accountability travels between the field and the office.

Establishment of a Working Group and Consultation with Knowledge Holders

The outcome of national efforts to implement 1325 will depend to a great extent on who sits around the drafting table. Most national action plan initiatives have involved the creation of cross-government working groups, which include politicians, government representatives, and NGO representatives. Such groups ensure that all agencies of government both participate in shaping new policy and also shed light on the particular expertise of their departments and agencies. Critical to such initiatives, however, is the reliance on local knowledge holders, and particularly those in areas affected by conflict. Including regular consultations with civil society actors provides an opportunity for veritable gender mainstreaming in national policy-making. Women's groups and other civil society organizations may provide alternative readings of policies and strategies, and shed light on the effects of policy on the ground. A broad-based working group thus allows for the possibility that different insights come to bear on the structure of power relations, and provides a forum for different – and sometimes competing – values regarding peacekeeping and peace-building processes.

Monitoring and Accountability Mechanisms

National action plans must include defined goals and indicators, as well as measurable benchmarks to monitor and evaluate the implementation of 1325. Such mechanisms also serve to improve coordination, policy coherence and consistency.¹² It is critical, for example, that planned gender-awareness training be properly resourced, include a time frame for implementation, identify persons responsible for implementation, and include follow-through and monitoring of the application. Building monitoring and accountability mechanisms into national action plans ensures that all parties commit to measurable and effective change. More importantly, benchmarks keep alive the commitment to change, and ensure that the dedicated initiatives that launch the project carry through the difficult work of implementation.

Guaranteeing Sufficient Resources

These efforts cannot come to fruition without sufficient resources dedicated to operational implementation at all levels. This poses a real challenge for governments everywhere facing austerity measures and rationalization. It particularly affects those countries most vulnerable to armed conflict, and those areas where women's rights are most difficult to uphold. The guarantee of national commitments to Resolution 1325 must include a material commitment to properly fund initiatives arising out of national action plans. Without sufficient resources, such plans may remain abstract visions of good governance rather than tangible progress in institutions, policies, and actions.

Global Leaders in National Action Plans

Many of the States that have gone furthest in implementing Resolution 1325 at the national level are members of the *Friends of 1325* Group, a voluntary, *ad hoc* group of UN Member States that meets on a regular basis and aims to promote the principles of SCR 1325 in the six General Assembly committees, Economic and Social Council, and other inter-governmental bodies.¹³ The group meetings, which are hosted by the Canadian Mission,¹⁴ also sometimes include (by invitation) representatives from UNIFEM, OSAGI, and the NGO Working Group on Women, Peace and Security (NGOWG). The UK, Denmark and Sweden – all members of the Group – have developed draft national action plans on women, peace and security. To date, each State has carried out a gender audit and formulated a draft national action plan.

The following profiles the different actors involved in developing a national action plan in each State. It examines the development processes and components of each Plan, as well as the corresponding obstacles encountered. Finally, it examines how each Action Plan advances national implementation of SCR 1325, and analyzes how plans may be systematized, how they may invigorate existing policies and operations and facilitate the articulation of new policies and activities to address the gaps identified in gender audits and surveys. The UK's efforts to draft a Plan around the obligations laid out in Resolution 1325 will be specifically examined as a possible model for implementation.

Norway and Fiji, the final States examined, stand apart in this analysis. They are also global leaders in the development of national policy on women, peace and security, but have adopted an alternative implementation paradigm. In their cases, efforts have been made to integrate SCR 1325 into a broader gendered framework. As these States have not yet fully developed a specific SCR 1325 framework, what follows illustrates how the Resolution may be mainstreamed through a larger gender action plan.

The United Kingdom

The recent publication, *Making it Work*, by Gunilla de Vries Lindestam,¹⁵ profiles the UK's implementation of 1325. It emphasizes that the UK has played a leading role in supporting programmatic work to protect civilians in armed conflict by working with other Member States on the Security Council and by developing legislation and standards on protection issues. While it acknowledges that the development of a National Action Plan is still in its early stages, Lindestam's report concludes that the UK has made clear its commitment to promoting gender equity and women's empowerment.¹⁶ For example, the UK was also a forerunner in pushing for a resolution on women, peace and security in response to civil society requests in 1999-2000. It also encouraged UN Member States to develop national action plans on 1325 implementation in a Security Council Presidential Statement in October 2004.

Nevertheless, with the drafting of a National Action Plan, Lindestam notes that the UK needs more follow-up activities and improved policy coherence and consistency to successfully implement SCR 1325.¹⁷

Key Actors in the Development of the UK's National Action Plan

The *Foreign and Commonwealth Office (FCO)*¹⁸ within the UK government is the focal point for coordinating the cross-government implementation of SCR 1325 at the national level. The Conflict Issues Group (CIG) within the FCO is the lead department on SRC 1325 policy.¹⁹ Since the FCO is not an implementing actor, it links to SCR 1325 developments in the field through other sections of government such as the Department for International Development (DFID) and NGOs working in conflict-affected regions.

The *Whitehall 1325 Action Plan Working Group* was established to develop the UK National Action Plan. The FCO has functioned as the coordinator for this group, which has met on a regular basis to discuss the drafting of the Plan. The Whitehall Group is informal, consisting of members across three core departments (FCO, DFID and MOD).²⁰ The UK Working Group on Women, Peace and Security has also been involved by participating in meetings and giving substantial input on the initial draft of the Action Plan.²¹

An *all-party Parliamentary Group on women, peace and security* is currently being developed, based on the model of the Canadian Committee on Women, Peace and Security (CCWPS).²² This group will bring the voices of civil society and academia to the Parliamentary level. Joan Ruddock, a member of the UK Parliament and strong supporter of 1325, is a key participant and advocate for this group. Civil society is also working to secure the support of a cross-party and House of Lords group to help monitor implementation and to raise additional awareness on 1325-related issues in Parliament.²³

The *UK Working Group on Women, Peace and Security* consists of NGOs, women's networks, researchers and the gender section of the Commonwealth Secretariat. The combined efforts of these government and civil society actors have been instrumental in the on-going efforts to draft a National Action Plan.

While the UK government acknowledges that civil society is a key actor in the process, sharing of relevant information with civil society has not been systematic. For example, the UK gender audit was carried out within government structures, but civil society groups were not given a chance to provide input on areas covered by this audit. Additionally, results of the audit have not been shared with civil society groups.²⁴

Gender Audit

The UK's first step in developing a National Action Plan was to carry out a gender audit. The CIG carried out the audit.²⁵ On the basis of their findings, it was then possible to identify existing mechanisms and activities that might be incorporated as part of the National Action Plan, and designate areas to build on to improve implementation of 1325 in UK government work on peace and security.

Draft Content of the National Action Plan

The draft Plan works to implement Resolution 1325 provision by provision, providing strategies for implementation and action in relation to the obligations, not only of Member States, but of international bodies as well. This section considers the obligations laid out by Resolution 1325, and the recommendations provided by the UK draft National Action Plan for implementation:

Increased representation of women in decision-making and peace processes: The UK draft National Action Plan seeks not only to increase awareness of the potential of women's roles in peace-making and conflict prevention among governments and Troop-Contributing Countries (TCCs), but also to encourage institutions, civil society, and governments to actively identify female candidates for positions.

Encouraging the Secretary-General to Implement his Strategic Plan of Action: The draft Action Plan aims to develop a Post-Conflict gender-mainstream programme to ensure the participation of women in post-conflict constitutional, judicial, and legislative reform, including truth and reconciliation and electoral processes.²⁶ The UK also acknowledges its role in supporting and developing UN leadership schemes, and notes that it should ensure that a gender component be included in all these initiatives.

Providing candidates as special representatives to the Secretary-General: The draft Action Plan notes the following measures that can be taken to provide candidates for inclusion in a regularly updated, centralized roster:

- increased information gathering regarding advertised positions within the UN
- development of networks of contacts nationally and overseas to identify suitably qualified candidates
- development of an inter-government departmental network to identify UK candidates for senior UN positions
- supporting training and immersion for future candidates

Role of women in UN field-based operations (especially among military observers, civilian police, human rights and humanitarian personnel):

The UK Plan commits to continuing to deploy female civilian police and military to UN-based operations and to increase participation by women through equal opportunity processes, government initiatives – such as scholarship schemes or other gender promotion strategies – and to provide immersion training and experience. The UK is also considering developing an inter-government department network to identify suitable UK candidates for senior UN positions.²⁷ Departments such as the MOD, FCO and DFID also commit to increasing the number of female trainers to train UK military, civilian police, and troops from TCCs.

Incorporation of gender perspectives and components in peacekeeping operations:

The UK draft National Action Plan seeks not only to incorporate gender perspectives in peacekeeping operations, but also to ensure that there is sufficient financial support allocated to gender units, and that gender advisors have continued access to senior decision-makers. The draft Plan also takes on the responsibility of ensuring that further Security Council Resolutions and mandates for peacekeeping operations reflect gender perspectives. Further, the draft Plan specifically calls for the UK to incorporate gender perspectives into military doctrine, civilian police and other conflict-related personnel doctrines.

Member States to incorporate training guidelines and HIV/AIDS awareness training programmes: The UK commits to considering training guidelines supplied by the Secretary-General in UK military training programmes in international policing and TCCs.

Financial, technical and logistical support for gender-sensitive training efforts:

The draft Plan aims to support and encourage the DPKO to integrate UK-supported gender training manuals in its planning and training system on gender-related issues in peacekeeping, political and civil affairs, and to ensure that UK programmes are aware of the importance of voluntary gender-sensitive training.

Gender perspectives in peace agreements:

The UK draft Action Plan seeks both to include gender perspectives when negotiating and implementing peace agreements, and to use diplomatic facilities to encourage other Member States to do so. The draft Plan lists other possible agencies – such as UNIFEM or the Urgent Action Fund for Women's Human Rights – that should be supported to ensure women's participation in prevention, resolution, and peace-building.

Protection of women from gender-based violence (GBV):

The draft Plan seeks to examine the requirements for gender-related training and also formalize UK procedures on sexual exploitation and the trafficking of women and girls by peacekeepers and civilian police staff.

Prosecution of those responsible for genocide and crimes against humanity:

The draft Plan seeks to continue supporting policing and community safety projects and community justice projects, to tackle domestic violence, and to welcome the International Criminal Court's recognition of gender crimes as war crimes.

Respect for civilian and humanitarian character of refugee camps:

The draft Action Plan seeks to continue supporting the UN High Commissioner for Refugees (UNHCR)'s work with refugees, the Gender and Age Mainstreaming initiative (GAM), and initiatives dealing with the risk of attack by former combatants, domestic violence in refugee camps, and the provision of safe spaces and support for women victims.

Different needs of female and male ex-combatants in disarmament, demobilization and reintegration (DDR):

British involvement in DDR programmes has largely been limited to financial support; however, the UK was involved in programme delivery in Sierra Leone. In 2003, an independent, field-based report was commissioned and produced by DFID on the lessons learned through the UK's experiences working on ex-combatant reintegration in Sierra Leone. The study brought to light that, in some of the programmes in Sierra Leone in which the UK was involved, wives of ex-combatants, female ex-combatants and female victims of the war were excluded from the programme.²⁸ The draft National Action Plan indirectly responded to the results of this study by committing to review the training requirements for UK military and civilian policing units directly involved in the planning of DDR activities, and where possible, mainstream the requirements.

Gender considerations in Security draft Council missions; consultation with local and international women's groups:

The draft Action Plan commits to implementing SCR 1325, developing effective monitoring mechanisms, and ensuring: a) that gender elements feature in the objectives of Security Council missions; b) that these missions meet women's and other relevant groups; and c) that these missions make concrete recommendations relating to women and girls in their follow-up reports. The UKWG has stressed that the National Action Plan should place greater emphasis on supporting and consulting with local women's peace-building initiatives and faith-based organizations.²⁹

Obstacles and Challenges

Coordination: Communication between the different government departments is an ongoing challenge in the National Action Plan development process, despite the existence of cross-government bodies.

Staff turnover: Many of these challenges are due to limited human resources within FCO, charged with coordinating the implementation of SCR 1325 across all government areas. In addition, the relevant government focal points often change and, as a result, the systematic and efficient implementation of SCR 1325 is interrupted.

Ownership and Implementation: The development of an Action Plan on women, peace and security risks having insufficient resources to implement the measures, even when they are fully articulated.

Broader Consultation: The human resource constraints with regard to development of the National Action Plan have detracted from efficient planning and coordination with resource persons outside government, such as NGOs, researchers and grassroots peace-builders.

Other key challenges include ensuring that the draft Action Plan will sufficiently address the agendas of different groups — civil society, NGOs, government agencies — and that it will be measurable, realistic and enforceable.

Denmark

The Danish Ministries of Foreign Affairs and Defence have jointly formulated a draft Action Plan³⁰ with a comprehensive set of analyses and recommendations based on the Danish government's implementation of 1325. The Action Plan was distributed to the members of the Danish Parliament in June 2005. The Ministries will now work toward implementing the recommendations through their various activities.³¹ With this June 2005 Action Plan, Denmark has taken a significant step forward in implementing SCR 1325 on the national level. Before this, implementation had mostly been viewed as a matter of increasing the number of women in the military; the Action Plan, however, goes beyond gender quotas and includes the protection of the rights of women and girls during conflict, as well as the involvement of women in decision-making and in peace and reconstruction processes. An entirely new area has also been introduced in the document involving gender training for Danish soldiers and developing instruments to strengthen gender aspects in the Danish military. This includes the collection of experiences and lessons learned from other countries that have carried out gender training with their defense forces.

Key Actors

The Ministries of Foreign Affairs and Defense have been collaborating with Danish NGOs while developing the National Action Plan, but they have yet to have the same kind of regular consultations with civil society as the United Kingdom. Although civil society was not actively involved in drafting the draft National Action Plan, they have been active in initiatives such as disseminating information on the Resolution, participating in public debates, and advocating for the benefits of the Resolution in conflict prevention and resolution. A public debate/meeting on UNSCR 1325, organized by Amnesty International and the Danish Women's Council was held in 2005. During this meeting, a panel of NGO representatives, including the Danish Women's International League of Peace and Freedom (WILPF), and the Ministries of Foreign Affairs and Defence gave presentations on how they have initiated implementation of SCR 1325. A conference on women, peace and security, organized by the Ministry of Foreign Affairs and the International Equality Committee (IEC), with participants from NGOs, government representatives and others working on issues related to 1325, was held in September 2004. In 2003, the Danish government included the President of the Danish section of WILPF in the Danish delegation to the 5th European Ministerial Conference on Equality between Women and Men in the Council of Europe.

The *International Equality Committee*, a parliamentary forum comprised of politicians, government and NGO representatives, is continuously informed on National Action Plan activities and processes. All political parties in the parliament (*Folketing*) are represented in the IEC by their "equality spokespersons". Government representatives come from the Ministries of Social Affairs and Equality, Employment and Foreign Affairs. The NGOs representatives to the IEC include the KULU-Women and Development, Kvinderaadet/the Danish Women's National Council (KR), Dansk Kvinde Samfund/Danish Women's Society, and Masculine Forum. KULU and KR are both umbrella organizations; KULU has an international development focus while KR has a national focus. The chair of the IEC is appointed by the government from one of the government coalition parties.

Currently, there are no national coalitions working specifically on women, peace and security with participants from parliament, ministries/departments and civil society and academia, such as the Whitehall Group or the UK Working Group.

Gender Audit

In preparing the National Action Plan, an audit was conducted by a cross-ministerial working group, consisting of the Ministries of Defence and Foreign Affairs, which was created in September 2004. It was expected that the findings of the study would form the basis for further research. The purpose of the audit was a first attempt to provide an overview over of Danish 1325 initiatives.

Development of Denmark's draft Action Plan on implementation of Security Council Resolution 1325 on Women and Peace and Security

The Danish Action Plan has been organized into thematic areas around SCR 1325 implementation: national defence policy, the United Nations and Security Council, the European Union, the OSCE,³² and NATO.

At this stage, the draft Action Plan has yet to include consistent timelines attached to each action item and does not include monitoring and evaluation indicators. This is due largely to the fact that the Action Plan was recently released and, to date, Members of Parliament and civil society have not yet had time to offer their comments.

Snapshot of Denmark's draft Action Plan on Women, Peace and Security:

Participation of Women in Decision-Making and Peace Processes

Reflected in the Action Plan is Denmark's commitment to actively contribute, through its current seat in the Security Council,³³ to the inclusion of SCR 1325 language in all relevant Security Council resolutions and, specifically, to ensure the full and equal participation of women in the democratic processes in post-conflict societies.

Consulting and Including Women's Groups in Peace Processes

While the Action Plan contains recommendations on how to include aspects of SCR 1325 in peace-building operations, it also commits Denmark to involving women in the peace-building and reconstruction processes. As part of this strategy, it suggests that a study be undertaken to examine: 1) management documents within the Ministry of Defence—for example, Rules of Engagement, Standing Operational Procedures, Codes of Conduct; 2) education and training within the National Defence Force; and 3) gender-related tools. The study will identify the extent to which all three areas take women's role in peace-building and reconstruction processes into consideration. If it is found that women are insufficiently included, the next step is to design new policies to integrate women into all peace and reconstruction processes. The comprehensive set of analyses and recommendations also recommends using other States' experiences with gender training on an operational level in this assessment.

Protection of Women

The Action Plan on women, peace and security commits to ensuring that gender aspects are included in peacekeeping missions, and that sexual violence is subject to legal prosecution. Denmark has, additionally, carried out a study on the extent and the nature of sexual exploitation in the military, and has supported the United Nations Department of Peacekeeping Operations in preparing a manual on gender perspectives in the UN peacekeeping missions.

The Defence Command – an agency of the Danish Ministry of Defence responsible for the army, navy and airforce – has a policy of issuing unique and individual gender-based directives before every international operation. For example, the Danish operation in Iraq had a specific directive that included 1) a prohibition against gender-based discrimination, 2) a consideration of the plight of women and children, and 3) a consideration of women’s and children’s rights. The Rules for the Use of Force, to which Danish soldiers adhere, includes an obligation to use force when confronted with grave, criminal acts such as rape and human trafficking.

Gender Perspectives and Training in Peacekeeping

A key focus of Denmark’s strategies for implementing SCR 1325 is their commitment to regional and transnational peacekeeping and development operations. The Action Plan commits to taking a leading role in integrating SCR 1325 into European Union policy.

Denmark will actively strengthen the integration of gender aspects in the crisis management missions of the European Union, including in the terms of reference of the fact-finding mission. Denmark will ensure that the Council’s Conclusion on operations includes gender aspects, when considered relevant, and that the overall plan of operation describes the concrete actions that will be taken to protect women, as well as reporting requirements on gender aspects. Denmark will also work toward including gender aspects in the terms of reference of the Special Representatives of the European Union. The draft Action Plan recommends that Denmark initiate the inclusion of gender-related questions in the different steps of planning and implementation of a civil EU crisis management operation. Finally, Denmark will work towards a general mainstreaming of SCR 1325 within the European Union in accordance with the UN mainstreaming efforts regarding UNSCR 1325.

Mainstreaming 1325 into regional institutions

Along with taking a leading role in integrating SCR 1325 into European Union, the Danish National Action Plan also articulates Denmark’s commitment to promoting SCR 1325 in other regional institutions: the Organization for Security and Co-operation in Europe (OSCE) and the North Atlantic Treaty Organization (NATO). Through the comprehensive Plan, Denmark is committed to mainstreaming gender into all activities of the OSCE and to encouraging Member States to strengthen their implementation of SCR 1325. With regard to NATO, Denmark will work towards an evaluation on SCR 1325 initiatives in relation to NATO, including need assessments regarding additional information and training of NATO staff in relation to missions and official travels.

Sweden

Sweden's work on SCR 1325 is one component of their broader work to promote gender equality and women's empowerment based on the Beijing Platform for Action as well as a large-scale programme on integrating a gender perspective in all government work. Substantial research and consideration has been dedicated to mapping out a strategy to integrate a gender perspective in conflict and post-conflict situations. Gunilla de Vries Lindestam's *Making it Work*,³⁴ commissioned by the Swedish Ministry of Foreign Affairs, presented a set of clear recommendations on how Sweden could proceed in its National Action Plan development process, based on the experiences of the United Kingdom, the Netherlands and Canada.

Key Actors in the Development of a draft National Action Plan

Sweden created an Inter-Ministerial Working Group in late 2004 that was charged with developing a 1325 National Action Plan. The Working Group is comprised of the Prime Minister's Office, the Ministry of Foreign Affairs (currently the Departments of Global Security, European Security Policy, International Development, Human Rights and International Law, and the Africa Department), the Ministry of Defence, the Ministry of Justice (civil police as well as the Cabinet of the Minister for Democracy, Metropolitan Affairs, Integration and Gender Equality), and the Ministry of Industry, Employment and Communications.³⁵ Alongside its responsibility to develop a National Action Plan on women, peace and security, it also serves as a platform for sharing information and experiences on implementing SCR 1325. While the government supports the efforts of NGOs in implementing SCR 1325, the working group does not have any civil society members. However, a reference and dialogue group, made up of senior representatives from the government, non-governmental organizations, networks and research institutions, is being considered as part of a consultative process for finalizing the draft National Action Plan.

Gender Audit

Like the UK and Denmark, Sweden carried out an audit, the results of which were given to the Inter-Ministerial Working Group to use in developing a draft National Action Plan. Like Denmark also, the audit was intended to provide an idea of some of the ways in which Sweden has been implementing SCR 1325, as well as to identify gaps and areas where implementation should be intensified. The inventory covered a time frame of 18 months.

Development of the Swedish National Action Plan

The National Action Plan is expected to focus on three levels: national, regional (including the European Union) and global (focusing on the UN). While a draft National Action Plan is still being developed, the Swedish government is currently undertaking a number of initiatives to implement SCR 1325 at different levels. As part of parallel development and implementation strategies, Sweden has launched a process in the OSCE aimed at fully implementing the Resolution in the OSCE Secretariat, institutions, field missions and participating states. A seminar was held in mid-June 2005, with the main objective of promoting the implementation of SCR 1325 in the OSCE and thereby contributing to the equal and active participation of both women and men in common efforts to prevent conflicts and promote peace and security in the region. The issues will be brought forward further during the Human Dimension Implementation Meeting and through other groups and processes. A ministerial resolution is likely to be adopted in December. Similarly, Sweden has, together with other Member States, put the issue of gender on the agenda of the European Union's external relations, including the European Security and Defence Policy (ESDP) crisis-management operations. As another example, work is underway to continuously evaluate and strengthen the inclusion of gender equality aspects in all pre-deployment training for peacekeeping personnel, military, police and other civilian categories.³⁶ While the exact duration of the National Action Plan has yet to be decided, it is expected to have multi-annual timelines. The National Action Plan is expected to be forward-looking, adding new, refined and intensified activities and objectives.

Norway

While Norway has not yet developed a National Action Plan on SCR 1325, it has been systematizing its implementation of the Resolution into a broader gendered framework. In August 2004, the Ministry of Foreign Affairs (MFA) published a strategic framework called "Peacebuilding – a Development Perspective" which aims to mainstream gender into all processes and at all levels. Norway's SCR 1325 strategic framework will form part of a revised *Strategy for Women and Gender Equality in Development Cooperation*. While this is still in the planning stages, the strategy will encompass a framework on how to implement SCR 1325. The Strategy's time span will be linked to the Millennium Development Goals, to 2015.³⁷

The MFA is coordinating SCR 1325-related activities within all Norwegian departments and ministries in an ongoing survey. In the earlier iteration of the *Strategy for Women and Gender Equality in Development Cooperation*, different departments and sections were required to give the MFA an overview of their gender-related work, including specific actions on SCR 1325, on an annual basis. In addition, the Norwegian Institute of International Affairs (NUPI) is performing an

audit of SCR 1325 activities that will be used to inform the 1325 strategic framework within the revised *Strategy for Women and Gender Equality in Development Cooperation*. Other relevant ministries in Norway, such as the Ministry of Defence, the Ministry of Justice and the Police, and the Ministry for Children and Family Affairs, research institutions, and various relevant NGOs, will also provide an updated list of their 1325-related activities.³⁸

A *Cooperation forum for SCR 1325* has been established under the auspices of the MFA, comprising representatives from the relevant ministries and members of civil society, which will meet on a regular basis. The forum has the potential to serve as a key arena in which various actors inside and outside public administration can provide input and present their views.³⁹ It focuses on strengthening efforts to develop practical tools for ensuring that women are included in peace and reconstruction processes.⁴⁰ The Centre for Gender Equality in Norway, a government office that functions as an independent body, has also been actively involved in raising awareness of 1325.

Proactive measures taken by the Norwegian Government on SCR 1325:

- ▶ From a donor perspective, Norway will continue to support activities that take due account of gender balance in peace negotiations, in reconciliation teams and in constitutional, legal and electoral commissions. Norway also supports the inclusion of gender units in peacekeeping operations, training on codes of conduct, gender sensitivity and awareness. It aims to continue to work through multilateral institutions, particularly the UN, to promote women's participation in peace processes and development.
- ▶ Norway strongly supports the integration of gender components in peacekeeping operations as well as civilian security operations. It recently supported a DPKO project aimed at building and strengthening DPKO's institutional capacity for mainstreaming a gender perspective into all functional areas of peacekeeping.
- ▶ Norwegian female police assisted Afghanistan in training women in their police force. In Colombia and Liberia, it supported UNICEF's efforts to demobilize and reintegrate child soldiers, including girl combatants. In West Africa, it also supports education efforts with a focus on women and girls, as well as projects aiming at women's participation in peace processes. When supporting humanitarian action in the Great Lakes area, Norway asks its implementing partners to include a gender dimension in their efforts.
- ▶ In January 2005, based on the spirit of SCR 1325, the Norwegian Ministry of Foreign Affairs (in co-operation with the Norwegian Institute of International Affairs) organized a conference in Oslo for women from South Sudan, representing various organizations and districts. They were brought together to voice their priorities and identify their roles in building sustainable peace in Sudan, as well as to see how the international community could support them to this end. This meeting took place less than a week after the signing of the Comprehensive Peace Agreement (CPA) in Nairobi on January 9.
- ▶ Norway also acts as impartial facilitator for the peace process between the Government of the Philippines and the National Democratic Front of the Philippines (NDFP). Their delegations to the peace talks consist of over 30 percent women.⁴¹

Envisioning a National Action Plan: The Centre for Gender Equality in Norway suggests that a National Action Plan should prioritize the following issues:

1. A Norwegian Committee for the implementation of Security Council Resolution 1325

A committee should be established in order to secure mainstreaming of gender perspectives into all aspects of Norwegian work for peace, security and development.

The Committee could consist of experts from:

- ▶ The Ministry of Defence
- ▶ Research institutions
- ▶ Institutions with gender expertise
- ▶ The women's movement, including Norwegian groups with members that have experiences with conflict and war, and with violence against women in general
- ▶ The Norwegian Agency for Development Cooperation
- ▶ The Ministry of Foreign Affairs

The Committee must be allocated adequate resources to meet the goals set by an extensive mandate.

2. Annual independent report on Security Council Resolution 1325

The committee or a research institution should produce annual reports. The report should be made independent of the ministries.

3. Making governmental agencies responsible for the implementation of Security Council Resolution 1325

All relevant government agencies (Defence, Foreign Affairs, NORAD etc) should be obliged to report to the Committee for the implementation of Resolution 1325.

4. Public hearing

The Parliament should arrange annual public hearings on Resolution 1325 based on the findings in the annual report.

5. Quotas to secure women's representation

Norway contributes to peace resolutions in other countries. Hence, it has an obligation to secure increased representation of women in all efforts made to promote peace and democracy. According to the Norwegian law for gender equality, all government appointed committees should consist of at least 40 percent of the underrepresented sex. This principle should also be applied in negotiation processes initiated by the government of Norway or processes that receive Norwegian funding/support.

6. *Special tribunals and forums to ensure the representation of women in peace processes*

It is not always possible to ensure equal representation of men and women. In some instances, traditional patriarchal structures are maintained at the expense of equal representation of women and the work for peace processes. Sometimes, women involved in the work for peace may not wish to participate in official delegations. For instance, this may be the case in situations marked by corruption and lawlessness. In such situations, it is extremely important to break with the traditional patriarchal patterns in order to promote and strengthen women's roles in the peace processes.

If the formal process excludes full and equal participation of women, Norway should facilitate *ad hoc* hearings for women only. This will provide women with the opportunity to put forth their opinions and recommendations for future ways to peace and reconstruction. It is important that these *ad hoc* groups are given adequate resources. In addition, it is of vital importance that the discussions and recommendations put forth by such *ad hoc* groups be included into the agendas of the formal groups. This way, the peace process will ensure the inclusion of women, making the final agreements more sustainable and democratic.

7. *Follow the flow of money: make a “gender budgeting” analysis of Norwegian funding*

Gender budgeting is another way of securing that the needs and experiences of both men and women are taken into consideration. In this way, gender budgeting is one way to integrate a gender equality perspective. Based on gender budgeting, Norway can assess the degree of consistency between goals and means allocated to reach these goals. This will ensure the government's accountability.

The Centre for Gender Equality suggests that the Ministry of Foreign Affairs ensure that in all Norwegian (private and governmental) aid, all financial support be divided equally between men and women. However, in some instances, it is necessary to take into consideration the special situation of women in areas of war and conflict and put aside the 50/50 practice in favour of projects focusing on issues related to women and children's situation in areas marked by war and conflict. Documentation through budgets will provide necessary transparency and accountability with regard to the distribution of resources between men and women.

8. *Create open processes grounded in NGO's expertise and peace efforts*

Norway has been a facilitator in a number of negotiations between conflicting parties. Some of these negotiations have been marked by informal structures and lack of transparency. This method is not necessarily in line with the provisions in Resolution 1325. The gender equality perspective is closely connected with transparency, openness and with an emphasis on equal representation. ►

The Centre for Gender Equality proposes that Norway initiate methods and practices that encompass existing experiences and knowledge among the various NGO agents working with peace processes and reconstruction. An increased and more integrated level of involvement of NGOs in ongoing and future peace processes will help ensure a local grounding of actions, hence increasing the chances of a sustainable peace.

9. Stronger measures for eliminating gender-based violence

A National Action Plan should place more emphasis and efforts on issues related to the elimination of all forms of gender-based violence in war and conflict zones.

It is well known that prostitution and trafficking increase in times of conflict. Codes of conduct for the troops and aid-workers are not enough, but should be seen as a minimum standard. Furthermore, in order to counteract the widely held notion that women and children are sexual commodities, a national plan of action should forbid the purchase of all types of sexual favours. Prostitution facilitates trafficking, and is a violation of the human rights of women and girls, and undermines the Palermo Protocol. Strong commitments and actions to put an end to the abuse and exploitation of local and trafficked women and girls are needed if true equality is to be achieved.

Norway should also work internationally to put an end to impunity for war crimes such as rape, sexual violence, prostitution, and domestic violence. Today, most of these crimes remain unrecognized and unpunished. In addition, Norway needs to make greater efforts to eliminate such crimes at a national level.

The Centre for Gender Equality also proposes that Norwegian development aid prioritize projects that address the question of men's violence against women. The violence many women and girls suffer in their everyday lives greatly diminishes their ability to fully participate in processes of peace and reconstruction. One step in the right direction would be to incorporate a gender and empowerment assessment that includes the mapping out of the presence and degree of gender-based violence in any one community.

Envisioning National Action Plans on Women, Peace and Security – from the Local to the Global

The case studies covered thus far suggest possible ways forward for national implementation of SCR 1325. A word of caution is, however, in order: a national action plan on women, peace and security is far from a formulaic script, to be mechanically followed and instituted. The movement away from staid models of peacekeeping and peace-building must – to truly integrate gender as a mobile and active concept – emphasize the multiplicity and complexity of women’s experiences, not only of violent conflict and post-conflict, but also of government policies and civil society more broadly in a time of peace. For national action plans to be effective and responsive, they must be autochthonous, specific to each different national context and location, locally created and maintained, and encompass far-reaching consultations.

Given the momentum already taking shape, this report turns now to envisioning the development of national action plans on women, peace and security in other global locations and situations – whether it be in post-conflict situations where social structures are being rewritten and reconstructed, or in moments of peace, where frameworks are ripe for instituting strategies for prevention and participation.

Key common components to the process of developing national action plans have been identified, including the performance of gender audits and surveys, the formation of broad-based, comprehensive working groups, including consultations with local knowledge-holders, the establishment of mechanisms for monitoring and implementation, and the allocation of sufficient resources to give substance to implementation initiatives. All these recommendations work to develop a comprehensive picture of the most pressing issues in the national and international context. In all cases, bottom-up strategies, alongside close collaborative relations between governments, international bodies, and civil society, work to ensure that the action plan represents a true consensus and adequately attends to the experiences of armed conflict and peace-time, both at home and abroad.

It should also be emphasized that the challenge to allocate sufficient resources to gender mainstreaming becomes more acute for those countries struggling with poverty, conflict, uneven trade relations, foreign debt, or underdevelopment generally. As noted in the case studies above, the close relation between peace-building, sustainability and development cannot be underestimated. For this reason, the development of national action plans at the local level must be accompanied by a broader responsibility at the international level to deal with conditions of poverty and economic and social sustainability. Without addressing these socio-economic conditions, national action plans may only serve as stopgap measures in the short term.

What, would the process and development of a national action plan look like in a country seeking to maintain sustainable peace and development? In this section, we look at a few examples in the Global South where there is momentum building to create national action plans on women, peace and security at the national and local levels: Fiji, another global leader, has built off of its existing gendered framework to incorporate policy on women, peace and security. In the Global South, as in the Global North, much of the movement and progress has been led by civil society, those key knowledge-holders working at the local level. We look at the strategies, initiatives and innovations employed by civil society as well as the challenges faced in building momentum around 1325. The discussion also provides examples of the ways in which engagement around policy on women, peace and security has often been a cross-cutting, collaborative and mutually supportive effort between international agencies, government ministries, and civil society.

Fiji

Fiji is another case where implementation of SCR 1325 has occurred in the context of existing gender action plans. Considerations of Resolution 1325 have built on (and cooperated closely with) the framework for gender mainstreaming already initiated by the national Women's Plan of Action. Further, initiatives in Fiji shed light on how local actors might collaborate with regional organizations to raise awareness, increase data collecting mechanisms, and build solid cooperative networks with other groups working on women, peace and security issues.

The Fiji government's *Women's Plan of Action 1999-2008* is a 10-year gender action plan, formulated in 1998 following the Fourth World Women's Conference in Beijing in 1995. Fiji's strategy has sought to integrate SCR 1325-related activities into the context of this larger gender action plan. The strategic objectives of the Women's Plan of Action are categorized under seven broad headings:⁴²

- The Law-Making Process
- Access to Justice
- Equal Participation in Political Life
- Women and Labour
- Family Law
- Women and Health; and
- Women and Education

The strategic objectives of the Women's Plan of Action are to strengthen an enabling environment for women and gender mainstreaming by:⁴³

- Developing and strengthening government processes to be gender responsive;
- Enhancing sectoral and system-wide commitment to mainstreaming women and gender;
- Engendering macroeconomic policies, national budgetary policies and procedures;
- Strengthening the institutional capacity of the Ministry of Women and Culture [National Machinery for Women] for women and gender policy advocacy and monitoring;
- Promoting effective consultations of government bodies with key CSO's; and
- Integrating gender training in educational and national training institutions.

Working Groups and Key Knowledge Holders

In 2003, the *Women, Peace and Security Fiji Coordinating Committee on 1325* (WPS Fiji)⁴⁴ was established, following consultation with the Ministry of Women and a range of women's groups and NGOs that have consistently addressed women and peace issues. Fiji's Ministry of Women presently chairs the committee that aims to accelerate the implementation of SCR 1325. The WPS Fiji is a working partnership between the national machinery for women and women's peace-centred NGOs, which has been facilitated by the work of UNIFEM Pacific in Melanesia.⁴⁵

The WPS Fiji, like other coordinating committees established in the project countries of the UNIFEM Pacific 'Women, Peace and Security' project for Melanesia, brings together women's NGOs and the Ministry of Women to collectively work on four objective areas: 1) improvement of the availability of data and analysis on the root causes of conflicts, the impact of conflict on women and their role in conflict prevention, and resolution and post-conflict peace-building in four project countries; 2) strengthening the capacity of women and women's groups in the four programme countries to play a role in conflict prevention, resolution and post-conflict peace-building at the national and regional level; 3) promoting a gender perspective in conflict resolution and peace-building initiatives of governments, regional organizations and mainstream agencies; and 4) promoting peace, tolerance and reconciliation, linked to economic security, through advocacy in the community and with the general public.⁴⁶

NGO members of the WPS committee found that, due to the limited capacity of the Ministry of Women, it was most conducive to effectively incorporate the work of WPS Fiji through the existing mechanisms established for the implementation of the Fiji Government Women's Plan of Action.⁴⁷

Raising Awareness

Community Media Initiatives:

FemLINK pacific: Media Initiatives for Women, is one of the few sources of advocacy on 1325 in Fiji. FemLINK pacific: is taking steps to generate greater awareness among women's networks by developing, producing and distributing a range of women's community media initiatives, including:

- A regional 'women and peace' magazine entitled "femTALK 1325", which aims to provide media space for women and peace initiatives in the Pacific region and accelerate the regional implementation of SCR 1325. UNIFEM Pacific's funding of the magazine is another supportive avenue for promoting the Resolution in ways that link the lives of women in the Pacific region, especially in the sub-region of Melanesia. The magazine is also one of the few women's media publications produced and distributed locally and regionally.
- A monthly E-news Bulletin and media action alerts;
- femTALK 89.2FM (a mobile women's community radio project, using a low power (100 watt) transmitter to broadcast in local communities); and
- femTALK community video initiatives, produced to highlight and support the important role of women's civil society groups and NGOs who work to advance the status of women and girls.⁴⁸

FemLINK pacific also assists and provides practical training for their community partners in media advocacy via the mainstream media, media monitoring, as well as by developing and undertaking communications and media strategies for women and peace events. Media initiatives as advocacy tools will be further discussed in Chapter 3.

*Training Workshops*⁴⁹

The Chairman of the Bose Levu Vakaturaga/Great Council of Chiefs, Ratu Epeli Ganilau, opened a 5-day training workshop organized by the WPS Fiji on Conflict Prevention and Early Warning in 2003. The workshop was a joint government and NGO initiative designed to enhance skills for both women peace-builders working at the national and local level, as well as participants from the government sector, and particularly the security sector, to strengthen their understanding of (and capacity with regard to) conflict early warning and prevention perspectives. This training focused particularly on strengthening the capacity of participants to provide gender equality and women's human rights perspectives to mainstream prevention and early warning activities.

During the workshop, participants identified not only the Fiji Women's Plan of Action's commitments to increasing women's role in decision-making processes, but also Resolution 1325 as the building blocks to ensuring equitable representation and inclusion of women in the design and implementation of conflict prevention programmes, at the local and national level.⁵⁰

Workshops, Trainings and Awareness Raising

Awareness of SCR 1325 and its provisions is central to developing national action plans and policy on women, peace and security. Awareness raising and the mobilization of civil society at the local level have served as a catalyst to developing national initiatives. In Uganda, for instance, key women's groups are working hard to promote SCR 1325. An example of a recent awareness-raising activity includes a teleconference between the women of Uganda and the US with the aim of sharing ways to advocate for SCR 1325's implementation in their respective countries. Ugandan NGOs are currently conducting gender trainings for the military on gender-based violence.

In Sri Lanka, after the devastation of the tsunami, all human and financial resources in Sri Lanka were redirected to rehabilitation work, which halted civil society's efforts in developing a national action plan. Despite recent events, there is still momentum on the part of some women's groups that continue to take steps to promote SCR 1325 among government officials and members of civil society. Women's groups are actively taking steps to implement Resolution 1325. Before the tsunami, NGOs were working on translating the Resolution and disseminating information to women in the villages. Seminars on SCR 1325, as well as workshops for politicians, were held in 2004. The Association of War-Affected Women (AWAW) organized public demonstrations to generate momentum around SCR 1325 and inspire new women leaders.

How Could a National Action Plan on Women Peace and Security Include Hard-to-Reach Displaced Populations?

Women and children make up the majority of refugees and internally displaced. In order to be fully effective in promoting the protection of women and girls, national action plans must have a clear roadmap for reaching displaced women and girls as a means to ensure that refugee return and reintegration is safe, to maximize the effectiveness and planning of DDR programs, and to help facilitate women's access to national programmes and processes. These strategies should recognize that the displaced might live in camps as well as urban areas and settlements, and seek to reach out to all displaced populations, regardless of their location. Formal and informal women's groups operate within camps and communities; and leadership structures there can be a highly effective resource in planning for and monitoring return.

A National Action Plan Could Address Hard to Reach, Displaced Populations by:

Including specific measures to respond to the needs of **refugees**, especially women and girls living in refugee camps and among host populations across international borders. This requires policy and mechanisms that would enable States to reach out to governments hosting refugees and include agencies working with refugees such as the UN High Commissioner for Refugees (UNHCR). If directly engaging with host governments is not feasible for security, trust, or other reasons, the State could engage an international agency such as UNHCR, the UN Human Rights Commission, UN Office for the Coordination of Humanitarian Affairs (UNOCHA) or a regional organization for liaison and action.

All elements of Resolution 1325 would be strengthened by taking a 'cross-border' approach and including refugees. In particular, **Article 12** on the safety of refugee camps and participation of refugee women in camp management; **Article 8** on integrating the special needs of women and girls during repatriation, resettlement, reintegration and post-conflict reconstruction (e.g. early consultation with refugee women and girls should be a component of planning) and **Article 10** on prevention of gender-based-violence (GBV often *increases* in refugee contexts and thereby affects women's decisions to return) are key areas that are often overlooked yet should clearly extend to refugee women and girls in advancing peace and security.

Providing a roadmap for addressing the needs of **internally displaced persons (IDPs)** — those living in refugee-like situations but who have not crossed an international border. Women and children comprise the majority of IDPs and are often too poor or lack the capacity to cross an international border. Also, the recent trend by nations to close their borders to refugees has resulted in high numbers of IDPs living in camps at border areas where they are vulnerable to attack. IDPs are often the last to benefit from return programmes, including women and girls who may experience multiple displacement and exploitation as the armed conflict subsides. Such a plan should apply the **UN Guiding Principles on Internal Displacement (1998)** as a means to advance Resolution 1325.

For example, in order to fully benefit from national programmes and participate in elections (**Article 8** of Resolution 1325), women need their own **identification documentation**. It is vital that **Principle 20** of the Guiding Principles be respected by States and other actors:

“Every human being has the right to recognition everywhere as a person before the law. To give effect to this right for internally displaced persons, the authorities concerned shall issue to them all documents necessary for the enjoyment and exercise of their legal rights, such as passports, personal identification documents, birth certificates and marriage certificates. In particular, the authorities shall facilitate the issuance of new documents or the replacement of documents lost in the course of displacement without imposing unreasonable conditions such as requiring the return to one’s area of habitual residence in order to obtain these or other required documents. Women and men shall have equal rights to obtain such necessary documents and shall have the right to have such documentation issued in their own names.”

Monitoring refugee and IDP returns

Resolution 1325 calls for the integration of “special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.” In order to ensure that return is voluntary, sustained and does not increase protection risks against women and girls, it is vital that the impact of national action plans be monitored, from the perspective of women and girl returnees. Outreach to formal and informal women’s groups can be a highly effective resource in monitoring. The Action Plan should establish a means to engage community leaders and, if necessary, safely bringing women leaders from returnee or displaced areas to decision-making fora.

Resolution 1325 and United States Citizens

Editorial Commentary by long-time peace activist Sayre Sheldon of Women's Action for New Direction

How much do women in the U.S. know about what they have to gain from Security Council Resolution 1325? The answer is very little. Yet as 1325 recognizes, women around the world today are impacted by war and violence as never before. Women also have developed the skills and methods to actively counteract war and violence.

Now more than ever, U.S. women and men can make use of SCR 1325 to challenge the ways in which women are left out of the policies that elevate war over peace and militarization over social and economic development. Some U.S.-based non-governmental organizations and women's groups have worked tirelessly to oppose ever-increasing U.S. unilateral and militaristic policies that have little accountability to their citizens. But in making these connections, activists and women's groups must do more than ask what the United Nations can do for them—they must ask what *they can do* for the United Nations.

The U.N.'s role has always been poorly understood in the U.S., but never so much as right now. The widely held conservative myth is that the U.N. is a dangerous international force that seeks to take rights away from U.S. citizens. Furthermore, the present U.S. administration is vigorously acting in the U.N. to limit women's rights globally—particularly by working against women's access to reproductive health care. This has potentially devastating and serious repercussions for women and girls in situations of violent conflict who are increasingly victims of gender-based violence, such as rape and forced pregnancies, on an alarming scale.

A new generation of Americans needs to be taught how international solutions that empower women can provide a wealth of benefits to the global problems we face today. U.S. citizens now have a powerful force in Resolution 1325 on Women, Peace and Security for joining with women and men, and boys and girls globally in the long hard road toward a just world where women are fully represented in every initiative to end war and violence and to build sustainable peace.

From Local to National: Implementing 1325 from the Ground Up

This chapter has stressed the importance of national implementation of Resolution 1325, and has noted where national responsibility to women, peace and security concerns has made the difference in peacekeeping and peace-building efforts. National governments have an obligation to mobilize resources, re-examine existing policies, and create environments where cross-governmental, international, and civil society groups can contribute to a vision of social justice in times of conflict and times of peace.

This said, the case studies have indicated that civil society is the key element in pushing for national implementation. Those groups who work in areas of conflict, in brokering peace, or in attending to the rights of women in situations of enormous political, economic and social instability have the most at stake in seeing SCR 1325 implemented at all levels of governance. The fact that women most in need of protection or security are often not within their national boundaries emphasizes that national implementation must still be responsive to regional, local, and transnational concerns.

Given the importance of civil society pressure in national attention to SCR 1325 obligations, the critical first step in the implementation of a national action plan is in sharing knowledge, developing SCR 1325 as a tool for local advocacy, and developing channels of communication between local leaders, international NGOs and national governments. This is crucial not only for the implementation of Resolution 1325, but also in the development of action plans that are truly responsive to the conditions on the ground and in communities affected by conflict and social injustice more broadly. It is to the questions of awareness raising that this Report now turns.

Endnotes

- ¹ Statement by the President of the Security Council, Women, Peace and Security, 31 October 2002, S/PRST/2002/32
<http://www.peacewomen.org/un/UNI1325/PresState2002.html>, accessed 1/10/2005
- ² § 1, SCR 1325 (2000).
- ³ § 3, SCR 1325 (2000).
- ⁴ § 8, SCR 1325 (2000).
- ⁵ § 8(c) SCR 1325 (2000).
- ⁶ § 13, 14, and 10 respectively, SCR 1325 (2000).
- ⁷ § 12, SCR 1325 (2000).
- ⁸ § 11, SCR 1325 (2000).
- ⁹ § 6, SCR 1325 (2000).
- ¹⁰ § 7, SCR 1325 (2000).
- ¹¹ Gunilla de Vries Lindestam, *Making It Work*. Uppsala: The Collegium for Development Studies, 2005: 69.
- ¹² See Lindestam.
- ¹³ The Member States that make up the *Friends of 1325* Group include Australia, Bangladesh, Cameroon, Canada, Chile, Colombia, Croatia, Finland, Germany, Guinea, Jamaica, Japan, Korea, Liechtenstein, Mexico, Namibia, Netherlands, New Zealand, Norway, the Philippines, Singapore, South Africa, Sweden, Switzerland, Tanzania, the United Kingdom, and the United States.
- ¹⁴ While Canada has not yet begun developing a National Action Plan, they are active supporters of SCR 1325 and policy on women, peace and security at both the national and international level.
- ¹⁵ This report was commissioned by the Swedish Ministry of Foreign Affairs and was carried out by Gunilla de Vries Lindestam of the Uppsala University, Collegium for Development Studies. The report explores the implementation of SCR 1325 by the UK, Canada and the Netherlands and provides useful comparative information. Based on these experiences, lessons learned and observations, the report makes recommendations to the Swedish Government for improving their work on SCR 1325. In addition to detailed recommendations on responsibility, coordination and cooperation, the report makes recommendations on several thematic issues: women's equal participation, disarmament, demobilization and reintegration (DDR), gender based violence, and information and training for peacekeepers.
- ¹⁶ See Lindestam, 29.
- ¹⁷ See Lindestam, 31.
- ¹⁸ This is listed on the FCO website, at <http://www.fco.gov.uk>.
- ¹⁹ It should be noted that other FCO departments, for example the Conflict Issues Group, also deal with gender.
- ²⁰ Summary Notes Joint Meeting of UK Working Group and Whitehall Working Group on 1325 Action Plan. FCO. (19 July 2005)
- ²¹ The UK NGO Working Group began in 2004 and is made up of a number of UK-based NGOs. It has a mandate to promote issues of women, peace and security and to work for the implementation of Resolution 1325. From Lindestam, 26. Interview with Lesley Abdela, Shevolution and Nicola Johnston, International Alert. (30 September 2004)
- ²² CCWPS, established in 2001, is a national coalition of parliamentarians, government officials and representatives of civil society and academia. The aim of the Committee is to implement SCR 1325 goals mainly through advocacy, capacity-building and training. See Lindestam, 18-9.
- ²³ Interview with Nicola Johnston, International Alert. (13 July 2005)
- ²⁴ Interview with Nicola Johnston, International Alert. (13 July 2005)
- ²⁵ The GCPP focuses on issues connected to gender, conflict and peace-building. It is one of the "Cross-Whitehall Groups". The GCPP is a joint mechanism between MOD and DFID and led by the FCO.
- ²⁶ The UKWG recommended that the National Action Plan ensure that women in decision-making and governance structures in states affected by armed conflict represent those most affected by the conflict (i.e. that delegate choice be sensitive to ethnicity, age, marital status, or status as refugees or Internationally Displaced People). This measure is important because it ensures that female representatives in the national machineries are acting in the interests of those affected by the conflict rather than simply fulfilling gender quotas. Interview with Mavic Cabrera Balleza. IWTC, 5 August, 2005.
- ²⁷ The UKWG has recommended that the target for teams participating in planning, decision-making and implementation should be at least 40% men and at least 40% women (no more than 60% of any one gender).
- ²⁸ See Lindestam, 48-9.

- ²⁹ Comments and Recommendations by the UK NGO WG on WPS in Governmental Draft Action Plan on the implementation of SCR 1325. (6 July 2005)
- ³⁰ According to the Royal Danish Ministry of Foreign Affairs, the title of the English summary is: "Denmark's Action Plan on implementation of Security Council Resolution 1325 on Women and Peace and Security."
- ³¹ Email interview with Vibeke Sandholm Pedersen, International Gender Equality Department of UN and The World Bank, Danish Foreign Ministry. (18 July 2005)
- ³² The Organization for Security and Co-operation in Europe (OSCE) is the world's largest regional security organization with 55 participating States drawn from Europe, Central Asia and America. It offers a forum for political negotiations and decision-making in the fields of early warning, conflict prevention, crisis management and post-conflict rehabilitation, and puts the political will of the participating States into practice through its unique network of field missions.
- ³³ Denmark is a non-permanent member of the Security Council in 2005-6.
- ³⁴ See Lindestam, *Making it Work*.
- ³⁵ Phone interview with Ambassador Lena Sundh, Ministry for Foreign Affairs, Sweden. (15 August 2005)
- ³⁶ Email interview with Jessica Olausson, Ministry for Foreign Affairs, Sweden. (29 August 2005)
- ³⁷ Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs (29 July 2005)
- ³⁸ Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs. (29 July 2005)
- ³⁹ Forum for Women and Development, <http://www.fokuskvinner.no/English/3914/Beijing10-2.PDF> accessed 11/10/2005
- ⁴⁰ Email interview with Danbolt Iselin Løvslett, Executive Officer, Ministry of Foreign Affairs, and Guro Katharina H. Vikør, Ambassador for Women's Rights and Gender Equality, Ministry of Foreign Affairs. (29 July 2005)
- ⁴¹ Implementation of Security Council Resolution 1325 (2000), Ministry of Foreign Affairs, Norway (2005)
- ⁴² United Nations Economic and Social Commission for Asia and the Pacific, http://www.unescap.org/esid/psis/population/database/poplaws/law_fiji/fiji_017.htm, accessed 11/10/2005
- ⁴³ United Nations Economic and Social Commission for Asia and the Pacific, http://www.unescap.org/esid/psis/population/database/poplaws/law_fiji/fiji_017.htm, accessed 11/10/2005
- ⁴⁴ Members of the WPS Fiji committee include: the Ministry of Women (Chair), Soqosoqo Vakamarama I Taukei, National Council of Women Fiji, the Ecumenical Centre for Research, Education and Advocacy (ECREA), Fiji Women's Crisis Centre, Fiji Women's Rights Movement, Young Women's Christian Association, Pan Pacific South East Asia Women's Association – Fiji Chapter (PPSEAWA Fiji), Fiji Association of Women Graduates, Catholic Women's League, Stri Sewa Sabha, National Council for Disabled Persons.
- ⁴⁵ United Nations Economic and Social Commission for Asia and the Pacific, http://www.unescap.org/unis/eye_on_unescap/issue2-30%20march2005.doc, accessed 8/25/05. Similar committees have been set up in Vanuatu, Solomon Islands and Papua New Guinea/Bougainville.
- ⁴⁶ Women's International League for Peace and Freedom, <http://www.peacewomen.org/news/Fiji/Dec03/release4.html>, accessed 11/10/2005
- ⁴⁷ Email interview with Sharon Bhagwan Rolls, Secretary WPS CC Fiji. (1 August 2005)
- ⁴⁸ Women's Media Pool, <http://www.womensmediapool.org/grupos/femlink.htm>, accessed 11/10/2005
- ⁴⁹ Women's International League for Peace and Freedom, <http://www.peacewomen.org/news/Fiji/Dec03/release4.html>, accessed 11/10/2005
- ⁵⁰ Women's International League for Peace and Freedom, <http://www.peacewomen.org/news/Fiji/Dec03/release4.html>, accessed 11/10/2005
- ⁵¹ Interview with Jessica Mknkuuhe, ISIS WICCE, Uganda. (9 August 2005)

“

HOW CAN WE SLEEP IN
THE MIDST OF GLOBAL WARS?

*When the wounds of the past wars...have
not healed yet, and the new ones continue?*

”

Statement by Shqipe Malushi, Executive Director, Albanian American Women's Organization,
October 2004, Arria Formula Meeting, United Nations Headquarters

3 | Advocacy and Awareness

Introduction

“Without the relevant information and training, our women in their local communities will not be able to rise to this challenge. We need to instill in them a belief in themselves and the belief that their knowledge and their strategies are just as important as someone who wears a tailored suit and speaks the language of the policy makers.”¹

Sharon Bhagwan Rolls, among the 1000 Women Nominated for the Nobel Peace Prize 2005 and Producer of the Monthly e-news Bulletin "FemLINKpacific"

The last five years have seen a marked increase in the level of awareness among policy-makers and personnel in governmental and non-governmental agencies working on peace and security regarding the need to address gender in discussing conflict resolution, peace-building and reconstruction. Mention the words “Women” and “1325” and a surprising number will nod their heads in recognition, hoping no one will ask them to explain what Security Council Resolution 1325 on women, peace and security (SCR 1325) actually mandates. While name recognition is an important first step, by and large, awareness of international women, peace and security provisions is still predominantly confined to the international community tied to UN headquarters in New York and to programme officers in government ministries in a few capital cities around the world.

Despite committed efforts to “get the word out” by numerous organizations, five years after the passage of SCR 1325, the fact remains that few women have knowledge about this resolution. Of those who do know of its existence, even fewer know how to use 1325 to leverage change. Nowhere is the need more urgent than in countries in conflict, in ‘borderline’ conflict conditions and in processes of reconstruction. Within these countries, the need for information on laws and policies that can support women in claiming their rights is greatest among women who are the most isolated and those who have the least access to mainstream media and the internet – poor rural and urban women who have little education or reading ability, and who do not speak a major European language such as English, French, or Spanish.

Critical to the efficacy of Resolution 1325, then, is its availability both materially – as a document or set of principles which might be distributed locally in multiple languages – and metaphorically – as a transparent, readily understood tool for use by civil society organizations, governments, and international bodies working on conflict resolution and peace-building. How, then, to make 1325 truly visible to the communities who need it most? Civil society has the greatest potential to ensure the successful implementation of the principles enshrined in 1325. Civil

society's strength is located in its ability to creatively utilize existing resources, as well as to pioneer entirely new and innovative strategies. This section considers the strategies of a number of non-governmental organizations working to make Resolution 1325 visible, audible, available, and real for communities around the world. It charts the resources available, and offers models for further advocacy work.

Awareness of SCR 1325 in Civil Society

SCR 1325 can only serve to address women's experiences of conflict and post-conflict if civil society groups, working at the local level, know how to make it work *for them*, not only in refiguring non-governmental activities on the ground, but in calling upon national and international bodies to attend to the obligations laid out in the Resolution. What is the current state of awareness of SCR 1325 among civil society organizations around the world?

The NGO Working Group on Women, Peace and Security (NGOWG) surveyed over one hundred participants during two interactive workshops on SCR 1325 at the 49th Session of the Commission on the Status of Women – the 10-year follow-up to the Fourth World Women's Conference in Beijing (Beijing + 10), held at UN Headquarters in New York in 2005.

The results of the survey found that, while most participants indicated they had heard of SCR 1325, many knew little about it. Many of the participants were not able to say whether there was awareness of SCR 1325 in civil society in regions where their organizations worked. Further, most participants did not know whether their governments or UN Headquarters were committed to realizing the outcomes of SCR 1325.

Communication and Advocacy

1325 Translation Initiative: The Power of Information

Information is power. The mobilization of civil society requires access to information that is both relevant and comprehensible at regional, national and local levels. In this regard, the current lack of availability of peace, security and women's rights documents in the local languages of populations around the world may deny these populations the tools to make their voices heard in political structures. Indeed women, peace and security advocates at grassroots, national, regional and international levels have consistently identified the lack of translations of Resolution 1325 as one of the most fundamental barriers to its full and effective implementation in their own communities.

Although the majority of the world's nations are multi-lingual, many of the languages spoken have little official recognition in the conduct of everyday affairs of a state, much less at an international level. In many cases, the official languages of state administration are non-indigenous, metropolitan languages that are not spoken natively by the local population. Official languages, however, affect participation in power structures as well as access to governmental agencies and services. The non-recognition of the languages in which groups socialize and organize their everyday life can often amount to a denial of political agency and can increase vulnerability to political and economic crises.² It is also important to recognize that local or indigenous languages occasionally extend across borders, giving rise to regional speech communities that link millions of speakers in a number of states. Such languages should be recognized as an important tool for peaceful co-existence and regional cooperation.

Translating SCR 1325 into local languages is important not only as a means of awareness-raising, but also as a step toward its implementation and a way of indigenizing its provisions to the struggle by women for full and equal participation in political processes. Such translation brings to life the provisions of the Resolution calling for all actors to support local women's peace initiatives and indigenous processes for conflict resolution, and to involve women in the implementation of peace agreements.³ It also helps to realize the Resolution's call for an increase in the participation of women at decision-making levels in conflict resolution and peace processes⁴ and for taking into account gender considerations and women's rights through consultation with local and international women's groups.⁵ It is a recognition that however well crafted on paper, international instruments promoting women's rights can have little resonance unless grounded in the local and national realities of women, activists and organizations.

In response to this, many advocates of SCR 1325 – civil society, the UN and national governments – have prioritized its translation as part of their own programmes and initiatives related to SCR 1325. Translations have been completed by civil society organizations such as the Women's League of Burma⁶ and the West African Network for Peacebuilding (WANEP), Women in Peacebuilding Network (WIPNET),⁷ UN and governmental actors, such as the Gender Unit of the UN Mission of Support in East Timor (UNMISSET),⁸ and the Ministry of Culture and the Arts of the Government of the Democratic Republic of the Congo (DRC).⁹

The translation process itself has become a mobilizing tool, as illustrated by the experience of WIPNET, which has translated SCR 1325 into four West African languages.¹⁰ WIPNET has relied on women peace-builder teams to carry out translations – enabling women to become more familiar with the document, increasing their sense of ownership and the document's relevance to them. WIPNET has used the translated versions of SCR 1325 in its capacity-building training workshops for rural women in conflict prevention and community peace-building, in a 'Voices of Women' community radio programme and in a 'Women in Peace-building' course which is offered at their peace institute. Although challenges remain, including the fact that many local languages are oral languages and that many women are illiterate, WIPNET's position is that *the more UNSCR 1325 is translated, the more governments will commit to its implementation as women begin to hold them accountable to their international commitments.*

To help support and encourage existing and future translation efforts, the WILPF PeaceWomen Project launched the 1325 Translation Initiative in 2003. At the time, PeaceWomen had nine translations, which included the six official translations completed by the UN. Since then, PeaceWomen has coordinated over seventy translations of SCR 1325.

UK Government Translates SCR 1325

The most large-scale translation effort to date was carried out by the Foreign and Commonwealth Office (FCO) of the Government of the United Kingdom. Invited by the FCO to prepare a list of six to ten priority languages for translation, PeaceWomen presented a list of languages based on consultations with civil society and UN colleagues. Nine translations were approved, and were funded by the UN Strategy of the Global Conflict Prevention Pool, a joint enterprise between the FCO, Ministry of Defence, and Department for International Development.

The nine translated languages were: Amharic; Kirundi; Kurdish – Kirmanji; Kinyarwanda; Shona; Punjabi; Swahili; Urdu; and Vietnamese.

Governments as Translators

Of the seventy available translations that PeaceWomen has gathered, thirteen were completed by governmental actors: the UK Foreign and Commonwealth Office (FCO) translated nine languages (*see above*), and the Government of the Democratic Republic of Congo (DRC) translated the remaining four. The translation effort of the UK and DRC is an important precedent that ought to be replicated by other national governments (and included in a national action plan on women, peace and security).

It is also important to recognize that the translation of the resolution is just one step in ensuring the sustainability of initiatives to advance its implementation. In order to increase its effectiveness, the resolution must be distributed together with advocacy tools in local languages that explain the provisions, and make suggestions for action at local, national and regional levels.

Available Translations

Albanian	Hungarian	Rakhaing (Burma)
Amharic	Icelandic	Romanian
Arabic*	Italian	Russian*
Armenian	Japanese	Serbian
Azerbaijani	Kachin (Burma)	Shan (Burma)
Bahasa Melayu/Bahasa	Karen (Burma)	Shona
Indonesia	Karenni (Burma)	Sinhala
Belarusian	Kikongo (DRC)	Slovak
Bosnian	Kinyarwanda	Somali
Burmese	Kirundi	Spanish*
Catalan	Kiswahili (DRC)	Swahili
Ciluba (DRC)	Korean	Swedish
Czech	Kuki (Burma)	Tamil
Danish	Kurdish-Kirmanji	Tetum (Timor-Leste)
Dari	Kyrgyz	Thai
Diola	Lahu (Burma)	Turkish
Dutch	Lingala (DRC)	Urdu
English*	Mandarin*	Uzbek
Finnish	Marathi (India)	Vietnamese
Fongbe	Ndebele	Wolof
French*	Norwegian	<i>*Designates Official UN Languages</i>
Georgian	Pao (Burma)	
German	Persian/Farsi	
Greek	Portuguese	
Haitian Creole	Punjabi	
Hebrew		

Translations Requested

These languages have been identified as priorities for translation by women, peace and security advocates.

Achehnese (Acheh)	Luo (Northern Uganda)	Sangho
Bari (Sudan)	Malayalam (South Indian)	(Central African Republic)
Dinka (Sudan)	Mongolian	Shilook (Sudan)
Embera (Colombia)	Nuer (Sudan)	Tagalong (Major Dialect of Philippines)
Ganda (Uganda)	Oshiwambo (Namibia)	Tajik
Hindi	Paez (Colombia)	Wayu (Venezuela)
Hmong (Spoken in Laos, Thailand, Burma, Vietnam, and Southern China)	Pidgin (Papua New Guinea)	Wayunaiki (Colombia)
Igbo (Nigeria)	Quechua (Spoken in Bolivia, Peru, Ecuador, Northern Chile, Argentina, and Southern Colombia)	Xhosa (S. Africa)
Khmer (Cambodia)		Zande (Sudan)
Luganda (Uganda)		Zulu (S. Africa)

Available Translations of SCR 1325: <http://www.peacewomen.org/1325intranslation/index.html>

Technology as Advocacy

How do we respond to the challenge of widespread dissemination of information about 1325? How do we equip women with the know-how to use the Resolution to secure and advance women's rights? The need exists to devise strategies that will reach far greater numbers of women with information about SCR 1325.

The Internet is a powerful way to spread information and to initiate strategic and coordinated action broadly and quickly. It can facilitate social justice organizing, increase individual and organizational capacity, and enhance networking, participation and advocacy. In relation to SCR 1325, the Internet functions not only as a database, where advocates working to implement 1325-related goals can keep abreast of documents, advocacy papers, analyses and implementation efforts, it also functions as a network, making critical connections between different actors working on the most pressing issues facing their local, national, or transnational communities.

An International Resource for Information on SCR 1325 & Women, Peace and Security Issues: www.peacewomen.org

In 2001, the Women's International League for Peace and Freedom (WILPF) PeaceWomen Project developed the website www.peacewomen.org in order to provide accurate and timely information on the Resolution and related women, peace and security issues, and women's peace-building initiatives in areas of armed conflict. Peacewomen.org also serves as the primary NGO web partner to UNIFEM's Women, War and Peace Web Portal, launched by UNIFEM to promote a systematic flow of accurate and timely information about the impact of armed conflict and women and women's role in peace-building.

The Peacewomen.org averages 65,000 diverse visitors a month. A website such as www.peacewomen.org has a broad reach, facilitated through this virtual environment. The website offers the opportunity to make visible the work of the women, peace and security community and enables actors to share thoughts, ideas and experiences and to facilitate powerful partnerships, strategic advocacy and networks.

Monitoring Implementation of SCR 1325

One of the unique contributions that PeaceWomen.org offers the women, peace and security community is the online collection of historical records on the formal and informal meetings of the Security Council on SCR 1325 and related women, peace and security issues. Women, peace and security advocates can find governmental, UN and civil society statements made during Arria Formula meetings and the Security Council Open Debate over the past four years.

1325 in Action

In addition to monitoring official UN discussions on SCR 1325, PeaceWomen developed a webpage devoted to highlighting the implementation efforts of civil society actors around the world. This webpage features civil society efforts in Burma-Myanmar, Canada, the Democratic Republic of the Congo, El Salvador, and Sweden. This webpage is intended to support existing implementation efforts and also to serve as a brainstorming and strategizing mechanism for civil society actors seeking ideas for implementation efforts in their own communities.

Online Resources for Advocacy and Education on SCR 1325

The E-Newsletter: The E-Newsletter provides a crucial, up-to-date, wide-reaching forum for information-sharing among actors working on SCR 1325 and related women, peace and security issues.

All issues are available at:

www.peacewomen.org/news/1325News/1325ENewsindex.html

1325 PowerPoint Presentations & Handouts: The PeaceWomen.org website also provides a collection of PowerPoint presentations and handouts about the history and implementation of SCR 1325. These presentations can be used as tools for training on SCR 1325.

Internet Advocacy

A website such as ‘Peacewomen.org’ has a potentially broad reach and may provide the opportunity to establish well-informed communities of actors whose interaction can be facilitated through this virtual environment. Nevertheless, significant challenges exist in using the Internet as an advocacy tool, principally among these the question of access. Many in the broader field of information technology assume that the Internet and websites allow for the creation of more democratic “on-line” communities. What has become clear, however, is that these communities are not necessarily accessible to all and the asymmetrical access to technology across countries, regions, sectors, socio-economic groups and across gender lines has created a “digital divide”. This problem of access occurs on a number of levels and is created by the existence of language barriers, lack of resources and lack of opportunities to provide feedback.

While some solutions are more easily identifiable – such as Peacewomen.org’s efforts to translate their website into French and Spanish – others require that the Internet to be used innovatively, in combination with other media forms. For example, the tools available on the PeaceWomen website are frequently downloaded, printed and distributed locally. Media networks *must* be mobile, flexible and responsive to local communities. As the next section reveals, radio still functions as the primary source of information for many in the Global South.

The Power of Radio

While the Internet can provide a transnational medium for communication and advocacy, its use depends on the availability of technical infrastructure. In many areas, the presence and reliability of international and local networking links may be insufficient, electrical power may not be reliable, and computers and related technology required for networking may be difficult to obtain and repair.

For those with the least access to mainstream media, the power of the Internet is still out of reach. The full implementation of SCR 1325, therefore, will require the creative mobilization of all forms media to reach the diverse audiences who must be engaged if 1325 is to make a difference at local and community levels. How, then, can we make 1325 accessible in a language, form and format that is relevant and accessible to women working at the community level, particularly in villages and small towns beyond major urban areas?

The Tool: Community Radio Broadcasts

Radio is the most accessible, affordable and popular medium in the Global South. Besides being an extremely flexible and portable medium of communication, radio can be heard while the listener performs different tasks – from doing farm work to doing household chores. Equally important, radio transcends literacy barriers, a major consideration for work in large areas of Africa, Asia and the Pacific, and the Middle East where low literacy levels among women mean that radio is often their main source of news and information.

Community radio is primarily managed, owned and controlled by local communities. The programming is based on community access and reflects the special interests of the listeners it is licensed to serve. As one media analyst observes,

“The role [of the community radio station] is to respond to the priorities set by the community, to facilitate their discussion, to reinforce them, and to challenge them ...Moreover, the localized nature of community radio production, allied to its cheapness and relative lack of complexity in transmission and production, position it as the ideal medium for democratizing the means of communication for small and under resourced communities. The creation of community radio stations has at its core the underlying ethos of empowering the listener to become the station and the station to become the listener.”

(Bruce Girard, "A Passion for Radio, Radio Waves and Community." Montreal: Blackrose Books, 2003)

The International Women’s Tribune Centre’s (IWTC) multi-phased peace-building communications projects bank on the power and influence that the media wield, and especially the power of radio programmes. IWTC has developed partnerships with community radio broadcasters in Africa, Asia and the Pacific, with the goal of raising awareness on SCR 1325 through the production and distribution of broadcast materials for, and with, community radio. Not all radio programmes and producers

are alike; what SCR 1325 may mean to women in one country may be quite different to what it might mean in another, and thus, there is a need for customized programmes with common themes or messages.

Content

IWTC has four prototype ‘ready to air’ English broadcast materials on SCR 1325 developed in consultation with peace activists and community radio broadcasters in the Philippines. The prototypes focus on the aspects of SCR 1325 that address issues of women’s participation and representation in councils where peace-building and reconstruction issues are deliberated. While each programme has a different format – one is a radio feature, one a drama, and the remaining two programmes are short “spot” announcements – all emphasize aspects of women’s participation and representation in peace-building. Each radio script was written to allow for adaptation at country and community levels. From all four, *a cast of community personalities* emerge who will carry the dialogue and deliver the messages.

Radio scripts that trigger the imagination, that inspire and engage broadcast journalists to ‘come on board’ are crucial. Human resource potential resides in community radio broadcasters who contribute their expertise and creativity to the challenge of making global policies real and relevant to women, especially those with limited access to the growing global knowledge-base.

Portable radio production units like the ‘Suitcase Radio’¹¹ have also allowed some community radio producers such as FemLink Pacific to bring radio to women in local communities, offering women a safe space to articulate and exchange views. By creatively mobilizing media, the potential to disseminate information and education on women, peace and security issues are vast.

Consultations, Workshops and Peace Education

Rendering global policies accessible, through translation into local languages or distribution and broadcast through a variety of media, is only as effective as the strategies employed to help unpack them. Resources are needed on the ground, particularly in conflict-affected regions, to practically implement SCR 1325 and to provide structures for local women to participate in both formal and informal fora. Consultations, workshops and peace education are critical ways to make SCR 1325 visible and *useful* to places most in need of its implementation.

Consultations

The Gender and Peace-building Programme of International Alert (Alert) takes Security Council Resolution 1325 on Women, Peace and Security as a framework for engagement in conflict-affected regions and national, regional and international policy arenas. Between 2002 and 2005, Alert has conducted national and regional consultations with women in conflict-affected regions as part of a broader gender peace audit programme. Alert's regional and national peace audits were conducted in Nigeria, Nepal, Uganda¹² and Afghanistan at the national level, and in the regional context of South East Asia and the Caucasus region. The audits mapped out the potential instruments and mechanisms through which Resolution 1325 could operate in each geographical area. The national and regional consultation was conducted with a diverse, representative group of women's and human rights organizations in each context.

The consultations were organized to identify issues relating to women, peace and security in each country or region. The consultations used Resolution 1325 as a tool in order to identify women's priorities and to address security issues through local, national and regional instruments. They elicited women's views and perspectives on the relevance of Resolution 1325 and examined how it can be developed, beyond a policy framework, as an advocacy tool to address security issues relating to women and peace-building.

The consultations focused particularly on:

- Women's views on the relevance of Resolution 1325 for their work;
- The links between the issues women perceived and agreed are currently affecting their peace and security, and Resolution 1325;
- The steps women could take in their differing contexts to ensure implementation of the resolution; and
- Recommendations to the international community on how to implement the resolution in a gender-sensitive manner to benefit women.

Setting up the Consultations

Ensuring the widest possible engagement through the participation of representative stakeholders was crucial. For example, in the situation of escalating conflict in Nepal, it was imperative that the consultation not be seen as favouring pro-Maoist or pro-government stances. Inclusivity of representative women leaders from 24 different districts was important, as was the process by which these representatives were selected by a range of participating organizations. In the Caucasus, it was important to include women from all the different recognized and non-recognized states to maintain impartiality. The consultation brought together 30 women representatives drawn from organizations based in Abkhazia, Armenia, Azerbaijan, South Ossetia, North Ossetia, Dagestan, Russia, Chechnya, Georgia and Nagorno-Karabkh.

Location was also important to maintain neutrality. In the Caucasus, the suggestion of the local partner and participants was that the consultation be held in Russia rather than having to select a location in the Caucasus, which might generate contention from participants. Owing to the nature of the conflict in the Caucasus, which relates to the non-recognition of certain states, it was also seen as crucial from the outset to take a regional approach. A neutral venue was chosen to facilitate the participation of women from both the North and South Caucasus as well as from Russia.

Outcomes

These consultations were successful in identifying the potential for the implementation of Resolution 1325 at a national and regional level. The outcomes of these consultations were met with great enthusiasm from participants and have stimulated national and regional initiatives. The consultations also flagged a number of gaps between policy and practice, which need to be addressed and integrated into any follow up resolutions or related policies.

At the micro-level:

- Violence against women;
- Lack of protection of the human rights of women and girls in conflict and post-conflict situations;
- Specific security needs of single women, pregnant women, widows, refugee, displaced and other war-affected women in conflict areas;
- Lack of profile of women's situation in the media;
- Women's exclusion from political negotiations to advance the peace process and political participation generally;
- Lack of access to international decision-makers;
- Survival prostitution.

At the macro-level:

- Lack of early-warning response mechanisms to prevent conflict;
- Lack of protection for women in territories not recognized by the international community;
- Trafficking of women;
- Ineffective mechanisms for protecting the civilian population.

Gaps identified in the Resolution:

- No mention of early warning and conflict prevention;
- No mention of the impact of landmines;
- Lack of mechanisms for monitoring the implementation of the Resolution and benchmarks for this process;
- Need for greater emphasis on mechanisms for protection of women and girls specifically in non-recognized states.

Country or Region Specific Focus Issues & Outcomes

Following the consultation in the Caucasus, participants wrote letters to the UN Secretary-General, the UN Security Council and other relevant international bodies as well as national governments and regional security organizations in the Caucasus. The letters outlined their recommendations for securing women's participation in the peace-building process. Participants also developed a plan of action for pursuing change in the status of women in the region and in women's role in the peace-building process.

In Uganda, follow-up actions by the participants to further promote the implementation of Resolution 1325 included awareness raising of the existence and applicability of the Resolution at a local and national level through the media, local leaders, religious and political structures. Capacity building was also done at a local and national level, focusing on peace-building networking, advocacy and mobilization.

During the meeting, the participants created the 'Africa 1325 Network' to 1) engage in sharing of information and experiences, 2) to monitor implementation, and 3) to act as a pressure group nationally, regionally and internationally.

The Way Forward

These consultations have been successful in identifying the potential for the implementation of Resolution 1325 at a national and regional level. The enthusiasm and energy with which participants have used the consultations as a networking springboard to further develop peace-building initiatives, also indicates the potential for such an instrument to be used as an advocacy tool in different contexts. There is a real need for on-going fostering, support, encouragement and integration of local, national and regional initiatives, as well as taking the lessons learnt from these levels to be used as a resource in the refinement of global peace and security policy and practice.

Toolkit for Advocacy in Action

The Toolkit – *Inclusive Security Sustainable Peace: A Toolkit for Advocacy in Action*¹³ produced by *International Alert and Women Waging Peace* – was written for women peace actors in different conflict-affected regions around the world. As a user-friendly resource, the Toolkit provides information on issues relating to peace and security. In this process, it unpacks and extends SCR 1325 and addresses issues that parties to a conflict deal with in pre-, current and post-conflict scenarios. The Toolkit, framed within current approaches governing conflict, peace and security issues, such as conflict transformation and human security issues, aims to:

- ▶ Provide critical information, strategies and approaches on key peace and security issues;
- ▶ Bridge the divide between the realities of peace activists in conflict, post-conflict, or transition areas and international practitioners and policy-makers with responsibility for designing and implementing programmes in these contexts;
- ▶ Present issues in a user-friendly manner and demystify the “policy speak” and terminology used by the international community and incorporated into national and regional policies;
- ▶ Relate the issues to women’s experiences, highlighting how women are affected and how they contribute to core peacemaking, peace-building and security processes;
- ▶ Highlight practical examples of women’s contributions and offer concrete, “doable” ideas for advocacy and strategic action; and
- ▶ Provide information on international human rights agreements and policies that promote the integration of women’s human rights issues into all policies, programmes and processes that affect women’s peace and security.

The toolkit is divided into six sections:

- 1) An introduction of the approach and conceptual framework behind the resource
- 2) Conflict Prevention, Resolution and Reconstruction
- 3) Security Issues
- 4) Justice, Governance and Civil Society
- 5) Protecting Vulnerable Groups
- 6) An Appendix listing donors and useful Human Rights Declarations (CEDAW and 1325).

The resource is based on the principle that conflict prevention, resolution and reconstruction issues vary significantly across regions and cultures. There is no ‘one size fits all’ approach that can be taken by the international community or local populations to promote and sustain peace. However, conflict-affected societies do share common characteristics and problems that peace processes seek to address and resolve. In many instances, the international community takes the lead in providing guidance, expertise and resources to national authorities, but the approaches taken often fail to recognize the experiences, capacities and concerns of women. The Toolkit aims to be a resource to help bridge this gap.

Comprehensive Workshops for Action at the Local Level

An innovative way to apply an international instrument - such as Resolution 1325 - to results-oriented, effective collaboration across UN agencies, government and civil society is by engaging in workshops that combine different actors, reports and advocacy at the local level. The Women's Commission for Refugee Women and Children (Women's Commission) and the Afghan/Pakistan-based Afghan Women's Resource Center (AWRC) conducted four workshops in Afghanistan and Pakistan from June 2004 to June 2005. These sites were selected because they contained high refugee and returnee populations.¹⁴ These year-long series of workshops were intended to advance the Millennium Development Goals and UNHCR's Five Commitments in refugee settings.

Defining Common Goals

The workshops formed mixed groups of NGO, UN and government representatives to discuss the Millennium Development Goals, challenges and recommendations. In most cases, it was the first time women's groups had an opportunity to meet with diverse UN agencies and governments. In all situations, it was the first time representatives from diverse groups collaborated on identifying problems and coming up with solutions. This exchange helped to establish a holistic approach to problem-solving and shifted assumptions, particularly by the UN and the government, on the strength and contributions of women's groups. It also helped local groups understand differences in the mandate and capacity of UN agencies and government sectors.

Ownership/accountability/sustainability

Mechanisms, such as time frames and lead actors for each recommendation developed in the workshops, are the greatest key factor for the success of a workshop. These mechanisms help to ensure compliance, to plan regular follow-up meetings (preferably initiated by government or UN, with significant input by local groups), and to encourage ownership and action by policymakers.

Peace Education for Girls and Boys Leads to Gender Equality and Alternatives to Violence

“Only when education becomes participatory in schools and communities, and we teach for and about human rights, gender equality, disarmament, social and economic justice, non-violence, sustainable development, international law and traditional peace practices, will we be able to develop new generations of people who will ask, in the words of the poet Eve Merriam, “Mommy, what is war?”

Cora Weiss, President of the Hague Appeal for Peace
– Among the 1,000 women nominated for the 2005 Nobel Peace Prize

Can't you just imagine what wonderful discussions you could have about the difference it would make if more women were *participating* in decision-making; if women were *protected* from and during armed violence; if women were included in efforts to *prevent* violence; and if women were present at all tables where the fate of humanity is at stake? SCR 1325 makes a perfect learning resource.

The Universal Declaration of Human Rights calls for education for all people, but girl people are often left out. All girls and all boys should be in school. And, as Bob Dylan sang, long ago, "The times they are a changing"... But are we changing with the times?

What teacher in any country would not welcome lowering the violence in her or his classroom and/or community, and raising the academic performance of the students? Who among us is not preoccupied by the tragedy of violence from gun deaths, suicide bombs, resource wars, and so-called ethnic or religious armed conflicts, and the violence from military occupations? Armed violence, war and the enormous spending to support military adventures have become so commonplace that they are considered 'normal' by many. Violence is not normal. Human security, providing for the basic needs of people, is suffering at the hands of military security. With over a trillion dollars a year committed to war and preparations for war by the world's nations, governments find it easy to say there isn't sufficient capital to support development, hunger and health programmes. Frankly, we find that scandalous. How can we change this picture?

After many years and multiple efforts to reduce and prevent armed conflict, we have decided that the method with the most sustainable results is **peace education**. If young people in families, schools and communities are invited to participate, to engage in critical inquiry, and are offered opportunities to seek alternatives to violence, we believe we can look forward to future generations who will reject violence as a solution to conflict.

Peace education means teaching about and for gender equality, human rights, disarmament, social and economic justice, sustainable development and international law. These values can be integrated into existing curricula, can be discussed at home and in the community. ►

The Hague Appeal for Peace has demonstrated that this can work. Working for three years with educators in Cambodia, Albania, Niger and Peru, in partnership with the United Nations Department for Disarmament Affairs, our programme was designed locally and carried out in teacher training schools, primary and secondary schools and communities in each country. The pedagogy was guided and supported and the results were carefully monitored and evaluated. Successfully, each country's Ministry of Education has adopted the programme to continue and has integrated the methodology into their national systems. How we did it, what we did, why we did it and how you can do it too, are described in a new book, *Peace and Disarmament Education*, and available on line at <http://www.haguepeace.org>.

Peace education offers a new way of thinking, a new way of learning, and a new hope for change. It is no longer sufficient to offer traditional reading, writing and 'rithmetic (the "3 R's" in English). We need a fourth R, *reconciliation*, to help prepare people for today's world. It is no longer sufficient to simply provide a safe space following violent, natural or armed tragedy, in which children can gather for school, and miss the opportunity to discuss the causes of the tragedy and some ways to solve the problems and prevent a recurrence. Since "the times they are a changing", we need to change our way of learning. Let's give peace education a chance.

Cora Weiss, President
Hague Appeal for Peace

Moving Beyond Rhetoric

The efforts by numerous groups to make visible SCR 1325 demonstrate that it is not enough to have good policy. For women, peace and security concerns to be truly addressed, the Resolution's provisions must be active at the local level, as useful, understandable and accessible for women's activism, as a structure informing peace-negotiations in areas of conflict, and as a framework for women to demand rights – whether it be to participate in government, to land and other resources, to freedom from persecution and gender-based violence, or to an active role in civic life.

Questions of visibility are material. Adequate resources, translation into local languages, making use of broadcasting technologies available in rural areas around the world, and participation in conflict prevention and peace-building are critical to making SCR 1325 *matter*. The projects discussed in this chapter point to the important work already being done to make versions of SCR 1325 available to local communities, and to translate the documents, literally into local languages, and metaphorically in making the Resolution *speak to* the conditions of existence at the local level.

Attention to gender in relation to conflict and peace-building should not be the reserve of specialized few, but should be of critical importance to all peoples – whether they are located in small communities or major urban metropolises. Sustainable peace and development depends on it.

Endnotes

- ¹ Email interview with Sharon Bhagwan Rolls, Secretary WPS CC Fiji. (1 August 2005)
- ² See Kenneth Hyltensam and Christopher Stroud, "Multilingualism in Development" Stockholm University (2004).
- ³ §8(b). UN Security Council Resolution 1325 on Women, Peace and Security (S/RES/1325) (hereafter, SCR 1325).
- ⁴ §2, SCR 1325.
- ⁵ §15, SCR 1325.
- ⁶ Women's League of Burma (WLB) has, to date, translated SCR 1325 into nine languages of Burma. For more information about the WLB and to access their translations, visit <http://www.womenof-burma.org>. The translations completed by WLB are also available on <http://www.peacewomen.org>.
- ⁷ For more information about WIPNET and to access the translation, visit: <http://www.wanep.org/programs/wipnet.htm>. The translations completed by WIPNET are also available on <http://www.peacewomen.org>.
- ⁸ UNMISSET completed its mandate on 20 May 2005 and has been replaced by a political office, the UN Office in Timor-Leste (UNOTIL). The Gender Unit was established under the UNMISSET mandate.
- ⁹ The Observatoire des Langues, of the Ministry of Culture and the Arts, in the Democratic Republic of Congo, translated SCR 1325 into four indigenous languages.
- ¹⁰ WIPNET has translated the resolution into Diola (Senegal), Wolof (Senegal) Fongbe (Benin), and Hausa (Nigeria). In November 2004, the organization launched an initiative entitled 'localizing UN SCR 1325', whose aim is to translate the Resolution into 20 languages by November 2006.
- ¹¹ FemLINK seeks to provide alternative and additional viewpoints to mainstream media coverage, particularly on issues related to the culture of peace and other issues that are of concern to Fiji women. It has produced a range of community-based videos and radio-programmes and, to intensify its work in communities, now has its own mobile community radio unit ("Radio in Suitcase"). The beneficiaries will be rural and semi-urban women whose stories and issues do not make the news or even NGO information networks. NGO, government and regional partners working with grassroots women will be able to benefit from the facility to receive feedback from the communities and disseminate their development information.
- ¹² The consultation in Uganda was the initiative of the Urgent Action Fund. International Alert was involved in the facilitation.
- ¹³ Written by International Alert and Women Waging Peace and published in November 2004. Available on-line at: <http://www.international-alert.org> or <http://www.womenwagingpeace.com>.
- ¹⁴ Workshop reports are available at: <http://www.womenscommission.org>.

Recommendations for the Security Council, United Nations and Civil Society

1. The United Nations must guarantee that adequate, dedicated, sustained regular budgetary funds are allocated to ensure the broad implementation of SCR 1325.
2. The Security Council must ensure that Gender Units in peacekeeping missions are adequately resourced (both financially and with appropriate personnel) to undertake gender mainstreaming activities. Resources should be provided to facilitate harmonization of the size and institutional set-up of gender units. Further, resources must also be allocated to ensure the retention of gender advisor positions when peacekeeping missions transition to special political missions, ensuring that gender issues continue to be given priority, and that there is effective and sustainable hand-over of functions to development partners.
3. The Security Council should establish a working group on women, peace and security in order to fully mainstream a gender perspective into all other relevant Security Council resolutions and to include gender perspectives in the mandates of all UN peacekeeping missions.
4. The Security Council should welcome the development of the Inter-Agency Standing Committee (IASC) 'Guidelines for Gender-based Violence Interventions in Humanitarian Emergencies: Focusing on Prevention and Response to Sexual Violence' and call for a report on its implementation from the IASC at the debate on Women, Peace and Security by October 2006.
5. The Security Council should request that the Secretary-General consider over the next twelve months and report with ideas to the Council by October 2006 on:
 - (a) different means by which the Security Council could be informed more systematically of the use of gender-based violence by parties to armed conflict, learning from the mechanism already developed to monitor and report to the Security Council on violations against children in armed conflict,
 - (b) different means by which the Security Council could do more to hold parties to armed conflict to account for these violations, for example by the employment of sanctions against such parties.
6. The UN System-Wide Action Plan on 1325 must be updated, monitored and reported on annually by the Office of the Special Advisor to the Secretary-General on Gender Issues (OSAGI), with the involvement of high level decision-makers at UN departments and agencies, Security Council and civil society organizations.

7. The Special Committee on Peacekeeping Operations (C-34) must commit to integrating a gender perspective into its work in order to actively contribute to the larger efforts to implement SCR 1325.
8. A Gender Advisor in the Department of Political Affairs must be brought in at a sufficiently senior level and be well-placed in the Office of the Under-Secretary-General, so that the advisor may effectively mobilize and ensure coherence of policy and practice on gender mainstreaming and the implementation of SCR 1325.
9. The United Nations gender sensitization and gender training programmes should be on-going and systematic in the field and at headquarters.
10. With support of the United Nations, governments and regional organizations should develop action plans on women, peace and security using the framework of SCR 1325. The action plans should:
 - Be derived from a gender-informed review of domestic and foreign policy.
 - Be developed in partnership with inter-departmental working groups including civil society.
 - Contain specific and time-bound activities, targets and monitoring and reporting mechanisms.
 - Address fully the content of the Resolution itself and also the recommendations contained in the 2002 UN Secretary-General's report Women, Peace and Security and the UNIFEM Independent Experts' Assessment Report, Women, War and Peace.
11. Governments and the United Nations must conduct awareness raising campaigns and workshops on SCR 1325. The resolution must be translated into more languages to ensure wide application among local communities. UN Member States should prioritize funding for the translation of 1325 into their relevant national language(s) and public awareness-raising initiatives. The UN Secretariat should allocate funds for the distribution of existing translations¹ with user-friendly information and guides through their field offices and missions.
12. Civil society must mobilize at the local and national level to build awareness of the provisions of SCR 1325, including organizing campaigns, media, educational training and workshops and supporting initiatives to implement national action plans and policy on women, peace and security.

The Editors and Contributors

The Editors

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The Authors

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Nicola Johnston is a gender and advocacy specialist with expertise in forced migration issues. She is currently Senior Policy Advisor for International Alert's Gender and Peacebuilding Programme, focusing on policy and practice dynamics for mainstreaming gender into conflict transformation work. Some of the issues she has focused on include gender integration in conflict prevention, peace support operations and small arms and light weapons control. Prior to this, she worked in South Africa for seven years as Head of the University of Witwatersrand Refugee Research Programme, leading research and advocacy work relating to the development of refugee and immigration policy in the country. In 1994, she conducted research for the Norwegian Refugee Council on policy and practice development for the inclusion of Afghan refugee women in agency initiatives.

Milkah Kihunah is a Project Associate with the PeaceWomen Project of the Women's International League For Peace and Freedom. Her work with PeaceWomen focuses on gender and peacekeeping issues, as well as on capacity-building and monitoring with regard to CEDAW mechanisms. In addition, she leads the Project's initiative to coordinate the translation of UNSCR 1325 into as many local, national and regional languages as possible, with a particular emphasis on languages used by societies experiencing or emerging from armed conflict. Ms. Kihunah holds a Master's degree in international relations from Yale University and has a particular interest in regional and sub-regional mechanisms for conflict management and peace-building. She trained as a lawyer in her native Kenya, and has worked in human rights research and advocacy with organizations such as the Kenya Human Rights Commission and the Africa Office of Equality Now.

Hélène Leneveu is the Programme Associate at the Hague Appeal for Peace. She holds two master degrees, one in Geography from La Sorbonne University in Paris and another in International Relations from City University of New York. She has worked as a volunteer for civil society organizations worldwide (France, Vietnam, Peru, Madagascar, Czech Republic, USA). She has learned and studied the indigenous language, Quechua.

Vina Nadjibulla is a Programme Specialist on Human Rights, Peace and Security with the Women's Division of the General Board of Global Ministries at the United Methodist Office for the United Nations. She represents the General Board of Global Ministries of the United Methodist Church at the United Nations. Ms. Nadjibulla is a member of the NGO Working Group on Women, Peace and Security at the United Nations, the NGO Committee on Disarmament and the Executive Board of the NGO Committee on the Status of Women. She has a Masters degree in International Affairs from Columbia University School of International and Public Affairs. Ms. Nadjibulla is a native of Afghanistan. Prior to coming to the United States, she lived in Tajikistan and Russia. In Tajikistan, she worked with the International Peace Foundation as a humanitarian relief coordinator. Ms. Nadjibulla serves on the board of Women for Afghan Women, the only organization in the New York metropolitan area dedicated to helping Afghan women in the large Afghan community in Queens, New York.

Kara Picirilli served as a Project Associate with the PeaceWomen Project of the WILPF UN Office from 2002 until August 2005. Her work at PeaceWomen included serving as the focal point for CSW and she did extensive work on the Beijing + 10 process. She was a participant in the Expert Group Meeting on Peace Negotiations and conducted several trainings on 1325. In September 2005 she began an LLM in International Human Rights Law at the University of Nottingham in the United Kingdom.

Vicki Semler, Ph.D is the Executive Director of the International Women's Tribune Center in New York. Prior to her appointment as Executive Director, she was IWTC's Associate Director from 1977 to 2002. Vicki's expertise is in designing and developing educational and training materials for both formal and non-formal education. Participatory research and training, evaluation, and organizational development are her other areas of interest. Vicki's prior work experience includes development of communication strategies, programmes, and learning materials in the area of feminist perspectives on family planning communications. Vicki's field experience covers work in Latin America, Africa, Asia, Eastern Europe, the Caribbean and the South Pacific. She holds a Master's degree in Latin American Studies and a Ph.D. in Education (Instructional Systems Technology) from Indiana University, Bloomington, IN (USA).

Sarah Shteir served as a Project Associate with the WILPF UN Office PeaceWomen Project from 2002 to the summer of 2005. During her 3 years with the PeaceWomen Project, she served as editor of the 1325 PeaceWomen E-Newsletter, and as a focal point on gender and peacekeeping issues, among other tasks. In her work on gender and peacekeeping, she developed and maintained www.PeaceWomen.org's Gender and Peacekeeping issue brief, monitored the UN Special Committee on Peacekeeping

Operations on behalf of the PeaceWomen Project and the NGOWG, and participated in a UN working group on responsibility to victims of sexual exploitation and abuse. In September 2005, she moved to Sudan to begin work as a UN Volunteer Gender Advisor with the UN Mission in Sudan (UNMIS) Gender Unit.

The Contributors

Ambassador Anwarul K. Chowdhury – author of the Foreword to this Report—is the former the Under-Secretary-General and High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, appointed March 2002 by the Secretary-General of the United Nations. Ambassador Chowdhury was Permanent Representative of Bangladesh to the United Nations in New York (1996–2001), and served as President of the Security Council in October 2000. He has also served as Bangladesh's Ambassador to Chile, Nicaragua, Peru and Venezuela, as well as Bangladesh's High Commissioner to the Bahamas and Guyana.

Mr. Chowdhury was born in Dhaka, Bangladesh and joined the diplomatic service in 1967. He holds a Master of Arts degree in Contemporary History and International Relations from the University of Dhaka. He has been a regular contributor to journals on peace, development and human rights issues, and a speaker at academic institutions and other forums. He also served as an Adjunct Professor at the School of Diplomacy, Seton Hall University of the United States. Mr. Chowdhury also served President of the United Nations Children's Fund (UNICEF) Executive Board, and, for more than 10 years, as the Coordinator for the Least Developed Countries in New York.

Mr. Chowdhury is the recipient of the U Thant Peace Award and UNESCO Gandhi Gold Medal for Culture of Peace. He is an Honorary Patron of the Committee on Teaching About the UN (CTAUN), New York. In March 2003, the Soka University of Tokyo, Japan conferred on Ambassador Chowdhury an honorary doctorate for his work on women's issues, child rights and culture of peace as well as for the strengthening of the United Nations. He has the unique distinction of having presented a Statement as President of the Security Council, on the occasion of the International Women's Day in 2000, pointing to the inextricable link between peace and equality between women and men. That Statement formed the basis for the subsequent adoption on Security Council Resolution 1325.

References from Ambassador Chowdhury's speeches:

2005 Symposium on International Relations on "Building a Culture of Peace" Yale University Law School, New Haven, Connecticut, 17 March 2005.

Keynote Speech at the InterAction Forum 2004, Commission on the Advancement of Women Annual Breakfast: "Peace, Human Security and Gender Equality – Moving the International Security Agenda Forward", Washington D.C., 17 May 2004.

Remarks at the Symposium on "The Role of Women in World Peace" – Keynote Address by 2003 Nobel Peace Prize Laureate Shirin Ebadi - Lehman College, New York, 24 May 2004.

Jennifer Chowdhury is a fourth year student at Barnard College of Columbia University. She will obtain her B.A. in Political Science and Human Rights in May 2006. She is currently interning at the NGOWG on Women, Peace and Security under the supervision of Gina Torry. Prior to joining the NGOWG, Jennifer was part of the Voting Rights Project at the Asian American Legal Defense and Education Fund (AALDEF) in New York City, which helps thousands of Asian Americans gain a greater ability to exercise their right to vote. At Barnard/Columbia, she has taken a wide range of human rights courses and has conducted extensive research on development and women's rights. She is currently writing her senior thesis on gender policy and national action plans in Bangladesh. Her academic passion lies in the field of human rights but in her spare time, Jennifer enjoys raising awareness of South Asian culture; she served as Vice President of Club Bangla (the Bangla Students' Organization at Columbia), where she helps organize their annual Boishaki Mela Spring Culture show. Jennifer is a native New Yorker.

Carol Cohn is the Director of the Boston Consortium on Gender, Security, and Human Rights, and a Senior Research Scholar at the Fletcher School of Law and Diplomacy, Tufts University. Her research and writing has focused on gender and international security, ranging from work on the discourse of civilian defence intellectuals, gender integration issues in the US military, and, most extensively, weapons of mass destruction, including: "Sex and Death in the Rational World of Defense Intellectuals," *Signs: Journal of Women in Culture and Society*, vol. 12, no. 4 (Summer 1987), and most recently, with Sara Ruddick, "A Feminist Ethical Perspective on Weapons of Mass Destruction," (in *Ethics and Weapons of Mass Destruction: Religious and Secular Perspectives*, eds. Sohail H. Hashmi and Steven P. Lee, Cambridge University Press, 2004). Her most recent research, supported by the Ford Foundation, examines gender mainstreaming in international peace and security institutions; a central focus is the passage of UN Security Council Resolution 1325 on women, peace and security, and the on-going efforts to ensure its implementation. She also does consulting on gender and organizational change.

Annie Herro is currently a consultant with the Gender and Human Rights Unit at UNICEF Headquarters in New York where she conducting a study on legislative reform and early marriage. Annie was instrumental in starting a national NGO to improve the conditions for children in Australia's immigration detention centres and has worked for human rights NGOs in both Australia and India. She has a MA in human rights from Columbia University, New York, and a BA from the University of NSW, Australia.

Papa Aly Ndaw is presently the United Nations Representative for Femmes Africa Solidarite. A native of Senegal, he has lived in New York for the past fifteen years. He is involved in community, national and international politics. After graduating from Hunter College, City University of New York, with an honours in Political Science and a minor in English (Creative Writing). He attended the Graduate School of Public and International Affairs of the University of Pittsburgh, where he received a Masters in International Affairs and postgraduate studies in African Development while working as an Assistant at the International Management Development Institute. He has written extensively for political action groups, political parties and newspapers on African Development, Politics and Good Governance. He has also written grant proposals, by-laws and manuals of procedure for immigrant organizations in the U.S. He has been involved in gender issues for over fifteen years. His essay on the new role of African women immigrants in the family, "Traditional Family in Modern Society", was part of a collection of essays in "*In Our Own Words*" published by Saint Martin Press, 1988.

Sayre Sheldon is on the national board of WAND (Women's Action for New Directions), of which she was the first president from 1981 to 1987. As president of WAND she attended conferences on women and peace throughout the world and also travelled around the United States speaking to WAND chapters. Since 1998, she has been WAND's representative as an NGO at the U.N. Last year she joined the Working Group for Women, Peace and Security, which seeks to further the implementation of Security Council Resolution 1325. As a professor of literature at Boston University she has taught for many years and at present still teaches in their degree-giving prison program. She edited the anthology *Her War Story: Twentieth Century Women Write About War* in 1999. In the fall of 2003, she presented a paper updating the changes for women in war since the beginning of the war on terrorism at a conference on Women, War and Peace at the University of Southern Connecticut. In 2005, she spoke on Women and War in the 21st Century at the Women's Democratic Club in Washington, D.C.

Cora Weiss, President, Hague Appeal for Peace, is one of the original team of women who drafted the resolution that became SCR 1325. She has spent her life working for human rights, civil rights, women's rights and peace. She is now dedicated to the integration of peace education into curricula and community. This includes teaching for and about human rights, gender equality, disarmament, social and economic justice, sustainable development, international law and traditional peace practices. She uses every speaking opportunity to help people learn how to achieve the full implementation of 1325. She is among the 1000 Women Nominated for the Nobel Peace Prize in 2005.

Contributing Member Organizations of the NGO Working Group on Women, Peace and Security to the Five Years On Report:

COORDINATOR

Gina Torry
777 United Nations Plaza
New York, NY 10017
Email: NGOWGcoordinator@peacewomen.org

BOSTON CONSORTIUM ON GENDER, SECURITY, AND HUMAN RIGHTS

The Boston Consortium is an organization devoted to bringing knowledge about gender and security to bear on the quest to end armed conflicts and build sustainable peace. Made up of scholars and researchers from academic institutions in the Boston area, the Boston Consortium works to build knowledge about gender, armed conflict and security, and to develop creative, effective collaborations across some of the stubborn divides between scholars on the one hand, and policy-makers, policy-shapers, and practitioners on the other.

HAGUE APPEAL FOR PEACE



In May 1999 the Hague Appeal for Peace held the largest civil society conference for peace in modern history. The conference called for the recognition of peace as a fundamental human right, the abolition of war and the right of women to take part in resolving and preventing conflict. Conference delegates approved the Hague Agenda for Peace and Justice for the 21st Century, which stresses the need to include women from all areas of society at all stages in any peace negotiating process. Hundreds of local organizations launched their own campaigns as a result of the conference. The Hague Appeal for Peace has launched its campaign for Global Peace Education, which promotes women's rights and needs as an integral part of any peace process.

INTERNATIONAL ALERT (IA)

International Alert. International Alert (IA) was established as a conflict transformation organization in 1992. The IA international campaign 'Women Building Peace: From the Village Council to the Negotiating Table' was launched with the support of over 100 organisations in May 1999. Since this time, it has played an important role in raising awareness of women's experiences and perspectives of peace and security, in promoting and increasing support and resources for women in peace-building, and in creating new spaces for women's voices in peace negotiations at all levels and stages. The campaign launched the first ever Millennium Peace Prize for Women, which was sponsored by

International Alert and UNIFEM. Through the joint efforts of members of the NGO Working Group on Women, Peace and Security, UNIFEM, and Supporting Member States, the first phase of the campaign succeeded in pushing for the adoption of UNSC Resolution 1325 on Women, Peace and Security in October 2000. Phase two of the IA Campaign includes a Peace Audit in four case study regions (West Africa, the Southern Caucasus, South Asia and Latin America); monitoring the implementation of Resolution 1325 and possibilities for local, national and regional organisations using the resolution as an advocacy tool to support their peacebuilding work and security needs. Phase two, with the organic development of the Gender and Peacebuilding Programme, also involves documenting women's peacebuilding 'know how' and developing an advocacy 'tool kit' of examples of processes that have worked. The Gender and Peacebuilding Programme includes a global policy component that develops policy and practice briefings relating to the implementation of UNSC Resolution 1325 that develops policy and practice briefings relating to the implementation of UNSC Resolution 1325. The areas of focus for 2004/2005 include: Gender and Peace Support Operations; Gender and Conflict Early Warning; Gender and Security Sector Transformation; Gender, HIV/AIDS and Conflict; and Gender and Reconstruction.

INTERNATIONAL WOMEN'S TRIBUNE CENTER (IWTC)



The International Women's Tribune Centre (IWTC) is dedicated to achieving women's full participation in shaping a development process that is just, peaceful and sustainable. IWTC was established in 1976 following the UN International Women's Year World Conference in Mexico City. With a philosophical commitment to empowering people and building communities, IWTC provides communication, information, education, and organizing support services to women's organizations and community groups working to improve the lives of women, particularly low-income women in Africa, Asia and the Pacific, Latin America and the Caribbean, Eastern Europe, and Western Asia. IWTC's work is grounded on the premise that access to information and the ability to communicate are basic to the process of women's empowerment, to women's ability to re-define development paradigms, to women's participation in the public policy arena and to the building of democratic societies. IWTC's four major programme areas cover: Women Using Information Communication Technologies for Basic Needs; Using Global Policy for Transformative Action; Human Rights, Human Security, Women in the Peace-building Process; and Using Information and Knowledge-Sharing for Empowerment – Access and Management.

FEMMES AFRICA SOLIDARITE (FAS)



Femmes Africa Solidarité (FAS), created in 1996, seeks to foster, strengthen and promote the leadership role of women in conflict prevention, management and resolution on the African continent. FAS's work in this regard is set in the context of a wider campaign to protect and promote women's human rights in Africa. For FAS, engendering the peace process is vital to achieving the lasting absence of conflict on the African continent. Efforts to resolve conflict and address its root causes will not succeed unless we empower all those who have suffered from it – including and especially women who suffer its impact disproportionately. Only if women play a full and equal part can we build the foundations for enduring peace: development, good governance, human rights and justice. Its International Secretariat, based in Geneva, Switzerland, coordinates programmes in Africa and serves as a contact point for international organizations, NGOs and donor agencies. FAS established its International Secretariat in Geneva in order to facilitate its resource mobilisation efforts and to maximise the visibility of African women's initiatives at the international level. To consolidate its presence at the international level, FAS has a permanent representative stationed in New York.

WOMEN'S ACTION FOR NEW DIRECTIONS (WAND)



The mission of Women's Action for New Directions (WAND) is to empower women to act politically to reduce violence and militarism, and redirect excessive military resources toward unmet human and environmental needs. Since 1982, WAND has worked to: rewrite national budget priorities from the perspective of women; end the culture of violence in our society and prevent violence against women; empower women to act politically, encourage women's leadership and bring more women into the public policy arena to further WAND's goals; eliminate the testing, production, sale and use of weapons of mass destruction; clean up the environmental effects of nuclear weapons production. WAND is a membership organization with offices in Arlington, MA, Washington, DC, and Atlanta, GA, a national network of women state legislators known as The Women Legislators' Lobby (WiLL), and a Political Action Committee (PAC) which helps elect women to Congress that will work for WAND's goals. WAND encourages its members and partners to support U.S. participation in international treaties and institutions that work for peace globally.

WOMEN'S COMMISSION FOR REFUGEE WOMEN AND CHILDREN



For fifteen years, the Women's Commission has been working to improve the lives and defend the rights of refugee and internally displaced women, children and adolescents around the world through fact-finding missions and advocacy. Advancing sustainable peace through drawing the attention of policy-makers, donors and the international community to the needs and contributions of displaced women, children and adolescents has been a cornerstone of the Commission's work. This includes highlighting the need for gender balance in all areas of peace-building and reconstruction through field-based reports, supporting local advocacy partners in Sierra Leone, Colombia, Afghanistan and Pakistan and hosting panels on the contributions of refugee and displaced women, children and adolescents at international events, including UN Beijing Plus Five (2000) and UN Commission on the Status of Women. The Women's Commission for Refugee Women and Children is an independent affiliate of the International Rescue Committee.

WOMEN'S DIVISION, GENERAL BOARD OF GLOBAL MINISTRIES OF THE UNITED METHODIST CHURCH



The Women's Division represents United Methodist Women, a one-million member organization whose purpose is to develop women leaders and advocate for peace and justice. United Methodist Women (UMW) raise around \$20 million a year for programmes and projects related to women, children and youth in the United States and in more than 100 countries around the world. For the past 135 years, guided by the principles of human rights for all persons, UMW have been working to better the lives of women, children and youth through advocacy, education, development and humanitarian relief work. In 1960, the Woman's Division established the United Methodist Office for the United Nations and built the Church Center for the United Nations. During the 2001-2004, UMW priorities have been: advocacy for debt relief for the poorest countries, public education reform, monitoring hate crimes and violence in society; and actions to ban the recruitment and training of children as soldiers and the targeting of children, especially girls, for sexual abuse and gender-based violence.

WOMEN'S INTERNATIONAL LEAGUE FOR PEACE AND FREEDOM (WILPF)



The Women's International League for Peace and Freedom (WILPF) established in 1915, is the oldest women's international peace organization. WILPF brings together women from all over the world who oppose war, violence, exploitation and all forms of discrimination and oppression, and who wish to unite in establishing peace by non-violent means based on political, economic and social justice for all. The WILPF-UN Office in New York hosts two projects, PeaceWomen and Reaching Critical Will.

The PeaceWomen Project monitors and works toward rapid and full implementation of United Nations Security Council Resolution 1325 on women, peace and security. To these ends: PeaceWomen hosts [Peacewomen.org](http://www.peacewomen.org), a website that provides accurate and timely information on women, peace and security issues and women's peace-building initiatives in areas of armed conflict; PeaceWomen works to facilitate communication among and mobilization of advocates and supporters in civil society, the UN system and governments working on women, peace and security issues; and PeaceWomen advocates for the integration of gender analysis in the governance, peace and security work of civil society actors, the UN system, and governmental bodies.

Reaching Critical Will (RCW) – <http://www.reachingcriticalwill.org> – is a disarmament initiative of WILPF that seeks to increase the quality and quantity of non-governmental organization preparation for and participation in various international disarmament fora.

Resource Directory of Organizations Working on SCR 1325

Burma

Women's League of Burma (WLB)

The Women's League of Burma (WLB) is an umbrella organization comprising 11 women's organizations of different ethnic backgrounds of Burma. WLB's mission is to work for the women of Burma in striving for solidarity, empowerment and national reconciliation.

Contact Nang Hseng Noug

Tel: +66 1 884 4963

E-mail: wlb@womenofburma.org

Web: <http://www.womenofburma.org>

Canada

Canadian Peacebuilding Coordinating Committee (CPCC)

Surendrini Wijeyaratne

Working Group Coordinator

Gender and Peacebuilding Working Group

C/O Canadian Peacebuilding Coordinating Committee

1 Nicholas Street, #1216, Ottawa, ON, K1N 7B7, Canada

Telephone: 613-241-3446

Fax: 613-241-4846

E-mail: surendrini@peacebuild.ca

Colombia

Red Nacional Mujeres

SISMAMUJER Cra 7a. # 67-57 Of.213.

Tel/Fax: +571 2111124

Email: info@rednacionaldemujeres.org or mejalvo@andiinet.com or luna1175@latinmail.com

Web: www.colnodo.apc.org/~wwwrednl

Denmark

Women's International League for Peace and Freedom (WILPF)

(Danish name: Kvindernes Internationale Liga for Fred og Frihed)

WILPF works for disarmament, for equality between women and men and among nations, for a world institution that would provide continuous machinery to mediate arising conflicts to prevent them from growing into war.

DK-1620 Copenhagen V

Tel: +45 31 231 097

Tel/Fax: +45 33 231 097

Email: wilpf-dk@internet.dk

Website: <http://www.kvindefredsliga.dk>

Copenhagen Peace Research Institute [COPRI]

(Danish name: Center for Freds- og Konfliktforskning.)

The purpose of COPRI is to stimulate debate and research on international key issues related to Peace and Security Studies. The institute does this through research, seminars, publications and news. The COPRI is a Government Research Institute under the Ministry of Foreign Affairs. Fredericiagade 18, 1310 Kobenhavn K

Tel: +45-3345-5050

Fax: 3345-5060

E-mail: info@copri.dk

Website: www.copri.dk

Fiji

femLINKpacific

femLINKpacific in Fiji produce a quarterly regional women and peace magazine, supported by UNIFEM Pacific, intended to enhance the advocacy and action towards the full implementation of 1325, and to provide a regular and coordinated approach to the developments and stories surrounding UNIFEM Pacific's regional Women, Peace and Security project. The primary audience is women and peace advocates, in order to support and encourage their work. P.O. Box 2439 Government Buildings Suva Fiji Islands

E-mail: femlinkpac@connect.com.fj

Germany

Women's Security Council Network

The Women's Security Council is a network of approximately 50 women peace activists, peace researchers, and representatives of political institutions and NGOs, founded after Germany began its two-year term on the UN Security Council. Organizations represented in the Women's Security Council include the Bonn International Center for Conversion, the WILPF German National Section, Women's Network for Peace, and the German Committee of UNIFEM. The network advocates for national implementation of 1325, and incorporation of a gender perspective in the national foreign policy and security agenda, and it works to monitor the activities of the German government, as a member of the UN Security Council (Jan. 2003-Dec. 2004).

Elke Groß Seekatzstraße 10 64285 Darmstadt

Tel: Feminist Institut Heinrich-Böll-foundation 0049/30/ 285 34-122

E-mail: info_frauensicherheitsratssubscribe@yahoogroups.de

Web: [http:// www.un1325.de](http://www.un1325.de)

Ghana

West Africa Network for Peacebuilding

West Africa Network for Peacebuilding was created to enable and facilitate the development of mechanisms for cooperation among civil society-based peace-building practitioners and organizations in West Africa by promoting cooperative responses to violent conflicts. Its mission is to provide the structure through which these practitioners and institutions will regularly exchange experience and information on issues of peace-building, conflict transformation, social, religious and political reconciliation. Finally, it was created to promote West Africa's social cultural values as resources for peace-building.

P.O. Box CT 4434 Cantonment-Accra Ghana

Tel: (233) (0) 21 221318, 221388, 256439, 258299

Fax: (233) (0) 21 221735

E-mail: wanep@wanep.org

Web: <http://www.wanep.org>

Israel

Isha L'Isha (Woman to Woman) Feminist Center

Isha L'Isha is a joint Israeli/Palestinian women's center. The center houses an extensive library and resource room; hosts numerous meetings, conferences, dialogue groups and lectures on topics such as: the role of women in the peace movement, domestic violence in Israeli/Palestinian societies, and women's changing roles in politics and the workforce.

118 Arlozorov St. Haifa 33277

Tel: 972-4-8650977, 972-4-8660951

Fax: 972-4-8641072

Email: ishahfc@netvision.net.il

The Netherlands

Amnesty International

PO Box 1968 Amsterdam 1000 BZ Netherlands

Tel: + 31 20 626 44 36

Fax: + 31 20 624 08 89

Web: www.amnesty.nl

Tiye International

Boven Vredenburg 65 3511 CW Utrecht

Tel: 030238 25 47

Fax: 030238 25 47

E-mail: tiye.int@worldonline.nl

Web: <http://www.tiye-international.org>

Norway

Forum Norway 1325

Forum Norway 1325 was established in 2005 in order to secure the implementation of Security Council Resolution 1325. Several organizations and institutions in Norway participate in the forum, which was initiated by the Norway National Section of the Women's International League for Peace and Freedom (WILPF). The forum is open to organizations, institutions and individuals who are interested in working for the implementation of the resolution. Forum Norway 1325 seeks active dialogue with the Department of Foreign Affairs and advocates for strong and accountable implementation of the resolution and its objectives by the Norwegian Government. The forum consists of: The Norwegian Section of WILPF; The Centre for Gender Equality in Norway; Care, Norway; Norwegian People's Aid; Amnesty International, Norway; and FOKUS (Forum for Women and Development).

Likestillingsenteret (Centre for Gender Equality)

at/ Lene Nilsen or Rachel Eapen Paul

Postboks 8049 Dep, 0031 Oslo

Tel: +47 24 05 59 50

E-mail: lene.nilsen@likestilling.no, rachel.eapen.paul@likestilling.no

Nordiske Kyinners Fredsnettverk/Nordic Women's Peace network

c/o Tulle Elster

Bentserodveien 95, 3234 Sandefjord

Ph #/ Fax #: 47 3347 3875

Sri Lanka

Association of War Affected Women

The Association of War Affected Women works to achieve peace through socio-economic development, enlisting the active participation of war-affected women.

No 09' Riverdale Rd, Aniwatthe, Kandy 20000, Sri Lanka.

Tel/Fax: 0094 81 2224098

E-mail: venuwan@slt.net.lk

Web: <http://www.awawsl.org>

International Centre for Ethnic Studies

The International Centre for Ethnic Studies (ICES) is one of the leading think tanks in the world, researching and publishing on violent group conflict and related issues of governance and development. Established in 1982, the Centre is probably the first of its kind to focus attention on violent group conflict and has done pioneering work on the subject related to South Asia and many other parts of the world.

554/6A Peradeniya Road, Kandy, Sri Lanka

Tel: 94-081-2234892, 94-081-2232381

Fax: 94-081-2234892

Email: info@ices.lk

Web: <http://www.ices.lk>

Sweden

Kvinna till Kvinna Foundation (KTK)

KTK trainings for Swedish military personnel integrating 1325.

Tjarhovsgatan 9, 116 21 Stockholm, Sweden

Tel: +46 8 702 9820

Fax: +46 8702 1973

E-mail: info@iktk.se

Web: <http://www.iktk.se>

IKFF Internationella Kvinnoforbundet for Fred och Frihet (WILPF Swedish Section)

Internationella Kvinnoforbundet for Fred och Frihet is the Swedish section of the international peace organization Women's International League for Peace and Freedom. They work WILPF International's programme, but focus on European Security Policy, Disarmament and Nuclear Proliferation and Security Council Resolution 1325 on women peace and security.

IKFF Narrtullgatan 45; 11346 Stockholm

Tel: 08-702 98 10

Fax: 08-33 52 47

E-mail: op1325@spray.se

Web: <http://www.ikff.se/d.php?d=65>

Operation 1325

Operation 1325 is a network of six women's organizations based in Sweden: the Women's International League for Peace and Freedom (WILPF) Swedish nation section, Women for Peace, the Swedish UNIFEM Committee, the National Organization for the Organizations for Immigrant Women, the Swedish Ecumenical Women's Council and the Swedish Women's Lobby. The principal aim of Operation 1325 is to assist in the implementation of 1325, with a particular focus on the prevention of conflict and armed conflict in Sweden and internationally. The principal focus is on education and capacity-building.

IKFF Narrtullgatan 45; 11346 Stockholm

Tel: 08-702 98 10

Fax: 08-33 52 47

E-mail: op1325@spray.se

Web: <http://www.ikff.se/d.php?d=65>

Uganda

Isis-WICCE relocated to Kampala, Uganda at the end of 1993 with an objective of tapping into African women's ideas, views and problems and sharing the information with women at the international level. Since the move to Kampala, Isis-WICCE started national-and regional level programmes to facilitate the flow of information from Uganda to other parts of Africa and the rest of the world, and to contribute towards the strengthening of the Uganda and African women's movement.

Plot 23 Bukoto Street – Kamwokya

P. O. BOX 4934 KAMPALA UGANDA, EAST AFRICA

Tel: 256-41-543953

Fax: 256-41-543954

United Kingdom*WILPF UK National Section*

13 Vincent Close, Bromley, Kent, BR2 9ED.

E-mail: ukwilpf@hotmail.com

Web: <http://www.ukwilpf.gn.apc.org>

United States*Women Waging Peace*

Women Waging Peace advocates for the full participation of all stakeholders, especially women, in formal and informal peace processes around the world by building a network of women peacemakers, making the case that women make vital contributions to conflict prevention, peace negotiations, and post-conflict reconstruction efforts; and shaping public policy by generating support from policymakers for women's agency in promoting security.

Washington, DC Office 2040 "S" Street, NW Washington, DC 20009

Tel: (202) 403-2000

Fax: (202) 299-9520

E-mail: information@womenwagingpeace.net

Web: <http://www.womenwagingpeace.net>

Security Council Resolution 1325 (2000)

On Women, Peace and Security

Adopted by the Security Council at its 4213th meeting, on 31 October 2000 United States

The Security Council, Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and *recalling also* the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and *recognizing* the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, *Recognizing* the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard *noting* the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peace-keeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security, *Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard *calls on* Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and *urges* the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, *invites* Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and *further requests* the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard *stresses* the need to exclude these crimes, where feasible from amnesty provisions;
12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further* invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peace-keeping missions and all other aspects relating to women and girls;
18. *Decides* to remain actively seized of the matter.

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International Alert.



“How can we sleep in the midst of global wars? When the wounds of the past wars...have not healed yet, and the new ones continue?”

Statement by Shqipe Malushi, Executive Director, Albanian American Women's Organization,
October 2004, Arria Formula Meeting, United Nations Headquarters

“I attach the greatest importance to the equal participation of women in peace and reconstruction processes. Sustainable peace agreements can be reached only if the entire population has a voice in shaping them. Resolution 1325 (2000) represents a milestone in that direction, and we must continue our efforts to translate it into action, in particular by supporting women's organizations working in the field in the service of peace.”

Ms. Micheline Calmy-Rey, Minister for Foreign Affairs, Switzerland

“Leadership of women is not just a matter of mandate. Women's leadership has to be bought with a clear vision, fired by commitment, nourished by credibility, galvanized by performance, and cradled incessantly in the bosom of power. It should stand in the bedrock of a politicized constituency, and a platform of results that would benefit not only women, but everyone in society.”

Dr. Massouda Jalal, Minister for Women's Affairs, Afghanistan