



10th Anniversary of UN Security Council Resolution 1325  
***Ensuring Women's Participation  
in Peace and Security***  
***Background Notes***

***Author:*** Margot Wallström, Special Representative to the UN Secretary General on Sexual Violence in Armed Conflict

***Abstract:***

Three major themes will be addressed:

1. *What happened in the DRC recently;*
  2. *The need to take concrete steps to prevent atrocities like these from happening again; and*
  3. *Women's comparative operational advantage as peacekeepers and security actors in addressing sexual violence and other issues disproportionately affecting women and girls.*
- *Condemnation of rapes in the strongest possible terms.*
  - *We must not forget who perpetrated these heinous acts; it was NOT the United Nations or its peacekeepers.*
  - *The perpetrators are, for the most part, known. We have their names and we know their faces.*
  - *Impunity is not an option; the judicial system of the DRC must investigate and indict, and national, regional and local leaders of the DRC take their responsibility.*
  - *We must learn from this, both the UN as an organization in general and our peacekeeping force more specifically.*
  - *How to prevent this from happening again: Importance of operationalizing promising practices used by peacekeepers to protect civilians from sexual violence ("Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice").*
  - *Examples include: -the value of having community liaison officers who can build a relationship of trust with the community, including with women; -ensuring peacekeepers on those patrols know how to recognize and react to reports of sexual violence; -signaling a night presence in areas at risk of attack.*
  - *Difficulties to attract more women as peacekeepers for several reasons: not enough women working within national militaries or in international peacekeeping; peacekeeping traditionally a male domain; women often have children and cannot or will not leave them for two years to take up positions with peacekeeping missions.*
  - *Sexual violence in conflict and mass rape is not cultural, it is criminal.*

**Recommendations:**

*Collective action needed to operationalize the 5-point agenda which I outlined to the Security Council in April 2010:*

- 1. Ending impunity;*
- 2. Empowering women to become agents of change;*
- 3. Mobilizing political leadership;*
- 4. Recognizing rape as a tactic and consequence of conflict;*
- 5. Coordination: The UN Action network has proven a successful means to not only “act as one”, but also to “deliver as one”.*

**Author:** Alain Le Roy, Under-Secretary General, UN Department of Peacekeeping Operations

*Ten years on, the record of implementation of resolution 1325 in the UN peacekeeping context is modest, and requires a redoubling of our commitment to advancing this work in the future. In doing so, our approach will seek to build on some of the interventions that we have successfully implemented to advance women's participation in peace processes to date, whilst also seeking to address some of the persisting gaps that continue to limit progress. Additionally, our future interventions need to be informed by changes and developments within the broader peacekeeping environment.*

*The following four areas of priority will contribute to supporting implementation of resolution 1325 in the UN peacekeeping context in the years ahead: Participation, Protection, Presence and Partnership.*

**Participation:** *At the level of political participation, our investment in recent years has focused on supporting the efforts of women to increase their participation in elections in a number of countries including Afghanistan, Burundi, Haiti, Liberia and Nepal. These efforts have seen significant progress in electing women to political office, particularly in situations where the UN peacekeeping missions worked with political parties and national authorities to adopt constitutional quota guarantees for women, such as in Burundi, Afghanistan and Nepal.*

*In moving forward, we need to invest equally in building an enabling environment that would allow women in elected offices to stay in these positions. This requires supporting wherever possible, training and peer-support mechanisms for newly-elected women to enable them navigate the legislative system, whilst also assisting them to table gender-sensitive policies. In Timor for example, UNMIT and UNIFEM have supported a cross-party representation of women to fight discriminatory practices against women in politics.*

**Protection:** *The need to protect women and girls from sexual violence has assumed centre-stage within the broader mandate of UN peacekeeping missions for the protection of civilians. Establishment of joint protection teams comprising civilian and uniformed peacekeepers, the use of increased patrols in high risk areas and continued investments in supporting security sector reform processes all form part of the strategies that UN peacekeeping missions have been employing to enhance protection of civilians.*

*Given the scale of this problem in post-conflict countries, a partnership approach is necessary to deliver successful and lasting results. Our future efforts must thus continue to underline assistance to national authorities to boost their capacity to protect civilians and to adopt laws and policies that will deter sexual violence against women and girls. A partnership approach is also critical among UN entities, to ensure effective coordination on the ground. We must further continue to expand scenario-based training targeted to peacekeepers to ensure that they are better-able to translate the range of existing policies and guidelines on protection of civilians into their practical field tasks.*

**Presence:** *The third priority pillar refers to efforts to promote gender balance amongst the rank of UN peacekeepers. This goal is important to meet both operational needs and also to ensure that we uphold our credibility in leading by example. At the operational level, we have found for example that the absence of female military observers hampers our efforts to screen female ex-combatants during disarmament, demobilisation and reintegration processes. Insufficient female police officers, trained in investigating sexual and gender-based violence crimes hampers our outreach and support to victims, whilst limited presence of women peacekeepers limits outreach to all members of the local population for the purpose of building a holistic view of the security environment. The presence of women peacekeepers has also generally proven to have a positive role-modelling effect on their counterparts in the local population.*

*In the years ahead, we need to strengthen our advocacy and engagement with troop and police contributing countries. In particular we must convince countries that have women with significant numbers of troops and police to increase their deployments. We will continue to build this case by documenting the impact of the presence of women peacekeepers to ensuring effective mandate implementation. We will also seek to facilitate the sharing of lessons and good practices among troop and police-contributing countries on strategies for enhancing recruitment and deployment of women to peacekeeping.*

**Partnership:** *This fourth priority pillar provides a lot of scope for strengthening our cooperation with the European Union towards implementation of resolution 1325 in future. It presents opportunities for us to share good practices, tools and resources. In moving forward, we need to assess the feasibility of sharing rosters of gender expertise for different areas of peacekeeping and also to share and tap into our individual rosters of senior women who could be deployed to our respective peace missions.*

*Within the UN System, the establishment of UN Women is an important development that we hope will bolster our efforts to bring a gender perspective into our work in post-conflict countries. We are looking forward to working closely with UN Women to enhance implementation of resolution 1325 in the years ahead.*

## **Author:** Ms. Alberdi, Executive Director UNIFEM

**Abstract:** Ms. Alberdi will focus her presentation on women's participation in peacekeeping, as well as gender-sensitive peacekeeping that results on better outcomes for women on the ground. She will give an overview of progress made, remaining gaps and opportunities, and ongoing collaboration between UNIFEM (part of UN Women) and the DPKO on behalf of UN Action Against Sexual Violence in Conflict. UNIFEM's (part UN Women) broader recommendations for the tenth anniversary of 1325, however, go beyond peacekeeping and are listed below.

### **Recommendations and conclusions:**

#### *Accountability*

- *Although significant progress has been made in several areas of women, peace and security, the continuation and even exacerbation of some of the phenomena that triggered SCR 1325 in the first place demand stronger implementation, and this requires better data, more adequate resources, greater coordination, and accountability.*
- *The comprehensive set of indicators for global tracking of 1325 implementation should be endorsed by the Council and used by the UN system and member entities as the first step towards true accountability, as they enable us to measure progress, signal trends, help us know whether targets are being met and take corrective or remedial action if they are not. We will at last be able to know precisely how much has been spent to promote women's empowerment, how many women are at the peace table, how far women and girls benefit from reparations, DDR, or temporary employment programmes, and many more. It is essential that they are endorsed by the Council, that UN entities live up to their commitments to develop them within a reasonable time frame, and that member States do their best to deliver information against these indicators. Donor countries must support the generation of information at a national level, which will require added resources.*
- *This information should be systematically received and acted on by the Security Council, which we expect will take concrete steps to make a tangible difference in the determination with which the Council tracks and responds to women peace and security issues. As with other thematic issues relevant to peace and security, coordination and implementation is significantly strengthened by consistent and determined Security Council application of its own commitments under its resolutions. One or several Council members could take responsibility for ensuring that routine discussions and deliberations take place at every relevant opportunity, and an aide memoire could detail both issues of concern and the range of appropriate actions for Council consideration.*
- *It is recommended that the Peacebuilding Commission holds a regular annual review of gender equality and women's empowerment issues in the countries with which it is engaged.*

#### *Coordination*

- *The new gender entity, UN Women, should support greater and sustained coordination and harmonization of women, peace and security activities across the UN system so that better and clearer information is received from individual UN entities and the UN's response as a whole can be more results-oriented and benefit from strategic planning.*
- *This would be greatly facilitated by including information against the indicators in the Secretary-General's regular reports on country situations, thematic reports, and annual report on Resolution 1325; tasking a unit within UN Women with monitoring, collating, and analyzing the information provided by the global indicators on 1325; and by regular linkages with a Security Council's system of implementation that ensures that women, peace and security issues are regularly and effectively addressed.*
- *UN Women should also have the capacity to galvanize the UN into a serious review of its successes and failings so far, and a commitment to do business differently in order to deliver results on 1325. A five-year integrated strategic framework for implementation of WPS resolutions should be developed in an inter-agency process, and benefiting from the guidance of the High-*

*Level Steering Committee chaired by the Deputy Secretary General and formed in the context of the tenth anniversary, and the Civil Society Advisory Group.*

- *This strategic framework should not be about individual projects and programme activities, but rather on shared goals and specific actions –ideally joint endeavors but at a minimum coordinated across UN entities- to fill gaps, remove obstacles, and accelerate implementation of 1325.*

#### *Peace processes*

- *UNIFEM's research has shown that the average percentage of participation of women in peace talks remains in the single digits, and that for women in civil society the opportunities for consultation with mediators and negotiators are few.*
- *Mediators, their support teams, and the international friends of mediation processes, can play an important role in encouraging parties to peace talks to include women in their delegations, offering gender experts to negotiators, and opening up opportunities for women in civil society to consult with negotiators. This can no longer be an optional after-thought, but part of the discussion from the start. Donors can provide support for gender expertise on negotiating teams, and international and regional institutions can strongly encourage mediators to establish a bridge between women's groups and the peace table.*
- *UNIFEM (part UN Women) is pleased to be working with the UN Department of Political Affairs on a joint strategy on gender and mediation aimed precisely at developing more robust and reliable systems to engage women in these processes.*

#### *Post-conflict recovery*

- *Unfortunately, in so many post-conflict emergency economic recovery programmes, the focus is not on women's incomes, but on demobilized male ex-combatants.*
- *The multiplier effect of investing in women's incomes is known to make the greatest contribution to human development, and this could be facilitated by reserving for women a portion of emergency employment programmes –such as food for work for programmes or short-term infrastructure rebuilding jobs- and employing, wherever possible, women at the front line of delivering public services in education, health, agricultural extension and other sectors.*

#### *Post-conflict elections*

- *Women's participation in elections is a critical measure of how safe and inclusive they are. As we know, over 600 women's polling stations in Afghanistan were closed during the last elections owing to a lack of appropriate security as well as the lack of female personnel. While women emerge from conflict eager to engage in public decision-making , political parties are rarely ready to front them as candidates.*
- *The way forward is clear – therefore should be routine provision of technical assistance on quota systems as a core part of all international electoral assistance if requested by the country. Women in post-conflict countries should have access to information about the impact of electoral systems so they themselves can choose what works best for them.*

#### *Peacebuilding*

- *The above mentioned issues are part of the new Secretary-General's report on Women's Participation in Peacebuilding, which will be soon presented to the Security Council. This report has a seven-point Action Plan for change in areas in which women have experienced obstacles to engagement –peace talks, post-conflict planning and financing processes, post-conflict elections, civilian recovery teams, justice and security sector reforms, and post-conflict economic recovery. The report recommends a minimum financial target for recovery and peacebuilding funds of 15 percent for women's empowerment and gender equality. This may seem a small amount, yet it is approximately three times what is currently allocated in this area.*
- *The 7-point Action Plan is exceptionally clear, focused, and pragmatic, and should remain squarely rooted in UN peacebuilding reform and reported on as part of that mainstream reform process.*

**Author:** Admiral Giampaolo Di Paola, Chairman of the NATO Military Committee

**Abstract:**

*NATO has set out to ensure that gender perspectives are an integral part of every mission that unfolds. Many of our member nations and partners are working to improve this through the implementation of national action plans and NATO's Allied Command Operations has established a working group in support of the Assistant Secretary General for Operations to develop an operational action plan that will outline how women in our forces can contribute as a multiplier to operations in times of crises and enhance the mission during peacekeeping operations.*

*The Alliance has issued a comprehensive directive to all of its commanders and is implementing a five track approach for greater female participation at every level to aid the mainstreaming of UNSCR 1325 into its policies, operations, training and communications, and to monitor the outcomes of these improvements. The directive is based on three areas: prevent the disproportionate impact of armed conflict on women and children; protect women and children; and foster participation of women in all aspects of operations and levels of command.*

*Increasing the numbers of women participating in peace-building, the military and decision-making bodies, is necessary to build peace. Women are both actors in, and victims of, armed conflict, and gender equality at NATO is an important part of security work. The inclusion of the principles of UNSCR 1325 and its related Resolutions is one of the keys to mission success.*

*Engaging women in security work, reconstruction and stabilisation is central to achieving international objectives in Afghanistan. Provincial Reconstruction Teams (PRTs) have tried to regularly engage Afghan women in dialogue to improve their daily operations, as information provided by local women can prove useful in verifying the progress of stabilisation in areas where NATO troops normally have very limited access. Advice given by Gender Advisors has specifically improved this area of International Security Assistance Force (ISAF) operations.*

*The 10<sup>th</sup> Anniversary of the Resolution provides a momentum and an opportunity for new inputs in this area. NATO has its role to play as an organisation and so do NATO allies and partners.*

**Author: Dr. Sima Samar**

## **Recommendations**

### **To the UN and international community,**

- *Firstly, the United Nation and International community should not ignore women's participation as a universally accepted value in peace building in Afghanistan. The UN resolution 1325's recommendation should turn to reality for the women of Afghanistan.*
- *Secondly, excuses such as respecting the religion and culture in Afghanistan should NOT be used as a tool to ignore women's human rights and participation.*
- *Third, the Government of Afghanistan should be held accountable for its obligation toward the international conventions and resolutions, such as UN sec res. 1325.*
- *Fourth, raising awareness regarding the UN resolutions and other international treaties and conventions should be a priority. Even most of the officials in the governments don't know about res. 1325. This is particularly important for women in the conflict zones to know these tools for protecting their rights.*
- *Fifth, the UN and International community should not support a peace process in Afghanistan, if there is no place for justice and respect for human rights. The people of Afghanistan don't want to be victims of short term political gain, again and again.*

### **To Afghan Government,**

- *First, the government of Afghanistan as a member of the UN and international community has to be bind and respect to the resolution 1325 and implement its recommendations,*
- *Second, the government of Afghanistan should recognize existence of half of the population's role in peace building. In the past 32 years of conflict most of the so called peace deals were made by men, which did not reach to sustainable peace in Afghanistan.*
- *Third, the government of Afghanistan has to put an end to the culture of impunity, specially on those who are committing sexual violence.*
- *Fourth, in order to have support and backing of the people of Afghanistan, specially women of Afghanistan, peace deals should be clear and transparent.*
- *Fifth, human rights, accountability and justice should not be ignored for short term political gain.*

### **To the Civil society and women's organizations,**

- *First, to do more and try hard regarding raising awareness of the people of Afghanistan on social and political issues, particularly women of Afghanistan.*
- *Second, maximize efforts regarding capacity building of the civil society members and women in the country about the tools that exist. such as the resolution 1325*
- *Third, held the government officials and authorities accountable on their obligation.*

- *And fourth, be united to keep the universal value of equality and social justice in place during peace building.*

**To the Women around the world,**

- *Women have to be united to make an impact and space for themselves. Rights are not given as a gift, it should be taken.*
- *The Afghan women is part of global female body, if we get hurt, it might disturb the global female body in every corner of this planet.*
- *And finally, I will argue that peace building is a process and people in the country should participate in this process, peace cannot be sustainable without accountability, justice and women's participation. Afghanistan is clear example.*

***Author: Ms. Kamilia Kuku Kura, On Behalf of the 40 Women Leaders (G40) in the Horn of Africa***

*A group of women leaders, who came together a year ago, from across the Greater Horn of Africa, putting together a major force of experience and expertise that span all stages of the peace process.*

*Kamilia Kuku is a member of the Group of 40 Women Leaders (G40), which is formed by teachers, humanitarian workers, lawyers, grassroots peace activists, political scientists, business professionals, historians, social workers, human rights defenders and journalists, to bring fresh thinking to building peace and to push new ideas into action through the communal might of the networks and constituencies we lead and represent in Djibouti, Eritrea, Ethiopia, Somalia, Somaliland, Sudan and Uganda. We are committed to inclusive decision-making, and to securing our rightful seats at the peace tables across the Horn.*

*We work in increasingly complicated and dangerous environments. Indeed, the protection of women peace activists in the Greater Horn of Africa is a major issue. Many of us are profiled in our countries and experience very heavy restrictions to our movement and operations.*

*How, then, are we taking our rightful positions at the decision-making table?*

*We, the G40, are gradually forging stronger ties and partnerships with national leaders and multi-lateral officials to tackle insecurity and instability in our region. The journey we initiated in October 2009, under the auspices of the African Union and the United Nations, with the combined support of the Members of the Club de Madrid, former Heads of State and Government, the veteran media professionals for peace of Isis-WICCE, and the Institute for Security Studies, has taken us through Addis Ababa, Kampala, Djibouti and Nairobi to engage leaders on decisions affecting peace and conflict in the Horn.*

*In Africa, active conflict areas are mostly concentrated in the Horn; it covers an area of approximately 5 million square kilometers with a population of around 220 million, and nearly half of the population is under 14. The youth of Africa are strong but have been misused and exploited for the perpetuation of violent conflict rather than to use their strength and vitality for more productive enterprises.*

*The countries of Horn share centuries old ties: their political situations remain inevitably connected to each other; yet, the elite do not sit together, and the cultures do not mix. Many people in the Horn spend all of their energy trying to fight the injustices of the existing systems, and are then left without the energy to solve other pressing problems. Ethiopia, Eritrea, Somalia, Djibouti and Sudan are among the lowest ranking countries in the Human Development Index, where life expectancy ranges between 40 and 55 years.*

*As you well know, among some of the most pressing challenges facing our region are: the general state of heightened insecurity and severe humanitarian situation in Somalia, and the threat of violent break up in Sudan on account of failed implementation of key provisions of the Comprehensive Peace Agreement, the Darfur Peace Agreement and the East Sudan Peace Agreement.*

*Somali civil society at large, including women's organizations, is under constant threat of brutal violence from the radical Al Shabab youth militia –mostly young children or teenagers who have been forced or paid to join, or simply fascinated by lure of Al-Shabaab. The solution for dealing with these young recruits is not military; they must be defeated with economic opportunities.*

*Our meetings with major stakeholders and powerbrokers in the region have become springboards for new insights and ideas on rebuilding peace in Northern Uganda, the making of the constitution in Somalia, preventing violent outbreak in Sudan as the Referendum approaches, and the practical implementation out of IGAD's Peace and Security Strategy in the Horn. The sheer diversity at these gatherings has prompted surprising, refreshing exchanges on transforming conflict and protecting women from violence.*

*In this regard the Peace Recovery and Development Plan process for Northern Uganda contains powerful lesson learning references for women across the Greater Horn of Africa faced with vast challenges of post-conflict recovery and reconstruction. The situation in Northern Uganda can be compared to that of Somalia where Al Shabab is abducting children. Women played a crucial role at the family level to convince their sons in the Lord Resistance Army to return home, and they continue to advocate for children in captivity.*

*In the midst of growing radicalization in Somalia, the on-going constitutional development process represents a unique, historic opportunity for national dialogue regarding issues and decisions that are vital to the future direction of the country. But it is also important to remember that it also represents a tipping point for women, either as an opportunity for enhanced political impact, OR a time in which all advances for Somali women can actually be stripped away by omission of their rights in the final constitution.*

*In Sudan, as the Comprehensive Peace Agreement enters its final stage with wide-ranging implications for the post-referendum period, far more resources and energy - both Sudanese and international –need to be devoted to violence prevention and reconciliation efforts and activities. Women represent a crucial resource for stabilization in Sudan. Sudanese stakeholders and key International and regional players, including the UN, AU, IGAD and EU must recognize Sudanese women as critical players and work towards their full inclusion in the peace and security processes and structures that have been put in place to manage a peaceful transition in Sudan*

*Finally to conclude, all peace negotiations in the region, in which women continue to participate almost solely as note-takers, are sanctioned by the African Union and the United Nations. We need to put more pressure on the regional organizations, the United Nations, the African Union, the IGAD, which are supporting and financing these processes to recruit women to lead the teams mediating or negotiating peace. Indeed, by connecting people, ideas, resources and influence across borders, cultures and institutions, the Group of 40 Women Leaders or G40 provides an enduring platform on which to craft new, inclusive visions of regional mediation and geopolitical decision-making.*

*We, G40, are committed to gender equality and remain at the full disposal of leaders and institutions working towards inclusive democratic transition and consolidation in the Greater Horn of Africa.*