

*“In the course of this century, we will also prove that the best strategy of conflict prevention is to expand the role of women as peacemakers. In the UN itself, we must find ways to appoint more women in peacekeeping and peacemaking positions... not only do women belong on this planet, but that the future of this planet depends on women.”*  
(Kofi Annan, UN Secretary General, June 2000)

## WOMEN BUILDING PEACE CAMPAIGN

### UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 WOMEN, PEACE AND SECURITY, 31<sup>ST</sup> OCTOBER 2000

#### SUMMARY, IMPLICATIONS, AND ACTIONS TO BE TAKEN

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*Sanam Anderlini, International Alert, November 2000.*

#### I. INTRODUCTION

On 31<sup>st</sup> October 2000 the United Nations Security Council, under the Namibian presidency, unanimously passed Resolution 1325 on Women, Peace and Security. This is a historic Resolution with a number of critical implications for:

- the protection of women in conflict zones; and
- the inclusion of women’s groups and civil society in peace processes.

This briefing note summarises the critical issues emerging from the Resolution and highlights actions that can be taken by UN agencies, governments and NGOs to ensure the full implementation of the Resolution.

#### II. THE EVENT

The NGO Working Group on Women and International Peace and Security, comprising the Women’s International League for Peace and Freedom, Amnesty International, the Women’s Commission for Refugee Women and Children, the Hague Appeal for Peace and International Alert, in collaboration with UNIFEM played a leading role in bringing the issues to the attention of Council members and providing background information, recommendations and advice.

On 23<sup>rd</sup> and 24<sup>th</sup> October the UN Security Council under the stewardship of Namibia held two meetings on women, peace and security. The first was an **Arria Formula** meeting where representatives of women’s organisations met privately with NGOs, UN agencies and Council members, presenting their views and answering questions. A number of governments issued statements in support of the subject and officially acknowledged the role of the NGO Working Group in catalysing the meeting.

The second meeting on 24<sup>th</sup> October was an official **Open Debate** of the Council where non-UN Security Council members offered their views and Namibia presented a draft Resolution for discussion and debate.

The Resolution was circulated among Council members in New York and country capitals for amendments. The final draft was unanimously accepted and adopted on 31<sup>st</sup> October 2000.

### III. THE RESOLUTION

The Resolution calls upon the Council, the UN Secretary-General, member states, and all other parties to take action in four inter-related areas:

- Participation of women in decision-making and peace processes
- Gender perspectives and training in peacekeeping
- The protection of women
- Gender mainstreaming in United Nations reporting systems and programmatic implementation mechanisms

#### *i. Participation of women in decision-making and peace processes:*

- **Member states** are:
  - a.* Urged to increase the numbers of women in all levels of decision-making (national, regional and international), in institutions and mechanisms relating to the prevention, management and resolution of conflicts.
  - b.* Urged to provide suitable candidates to the Secretary-General for inclusion in a regularly updated roster.
- **The UN Secretary General** is:
  - a.* Encouraged to implement his action plan (A/49/587) to increase the participation of women in decision-making levels in conflict resolution and peace processes.
  - b.* Urged to appoint more women as Special Envoys and Special Representatives.
  - c.* Urged to maintain a regularly updated and centralised roster.
  - d.* Urged to increase the role and responsibilities of women in UN field-based operations, especially amongst military observers, civilian police, human rights and humanitarian personnel.
  - e.* Called upon to incorporate gender perspectives into field operations.
- **The Security Council** is to:
  - a.* Ensure that its missions take gender issues and the rights of women into consideration.
  - b.* Ensure that missions consult with local and international women's groups.
- **All Actors** in negotiations and implementing peace processes are called to adopt a gender perspective including:
  - a.* With regard to the special needs of women and girls during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction.
  - b.* Measures that support local women's peace initiatives and indigenous conflict resolution processes.
  - c.* Involving women in all implementation mechanisms of peace agreements.

#### **The Implications:**

1. The firm endorsements of women's groups and civil society participation in peace processes and particularly the implementation of peace agreements are unprecedented. It opens new windows of opportunity for people's participation and traditional non-state actors in these processes.
  - *NGOs in conflict zones can and should use this Resolution to press for greater involvement, bringing it to the attention of national and international negotiators at all times.*
  - *Governments, multi-lateral bodies and UN agencies should also ensure that consultation with and inclusion of local civil society groups becomes integral to all levels and aspects of conflict prevention, resolution and management programmes.*
  
2. The Resolution is a firm endorsement of the need to increase the numbers of women in decision-making positions relating to peace and security issues. It provides new opportunities for qualified women to enter into positions hitherto dominated by men. **However**, the absence of actual quotas for the numbers of women in high-level positions, benchmarks and timelines is of concern. There is a danger that no substantial action will be taken by the parties involved. *It is imperative for effective monitoring and evaluation mechanisms to be implemented (by NGOs, UN agencies, governments) to ensure that these actions are taken.*
  - *NGOs can and should monitor the UN and governments to press for effective implementation.*
  - *Governments should press the UN for increasing the numbers of women in senior positions.*
  - *Governments and NGOs should contribute names to the roster.*

**ii. Gender perspectives and training in peacekeeping**

- **The Security Council:**
  - a. Stated its willingness to include gender perspectives into peacekeeping operations.
  
- **The UN Secretary-General** is:
  - a. To provide member states with training guidelines and materials on the protection, rights and needs of women, and the importance of involving women in peacekeeping missions.
  - b. To ensure that all civilian personnel of peacekeeping operations receive similar training.
  
- **Member States** are:
  - a. Invited to include these measures and HIV/AIDS awareness into training programmes for military and civilian police in preparation for deployment.
  - b. Invited **to increase their funding** for financial, technical and logistical support for gender-sensitive training efforts undertaken by relevant UN agencies and other bodies.

**The Implications:**

1. This is clear endorsement and demand for gender training for peacekeepers and civilian personnel in Peace Support Operations (PSOs) that UN agencies, the Secretary-General, and troop-contributing countries need to ensure.
2. However, without the commitment of governments to provide additional funds—these measures can be ignored or not implemented adequately.
  - *NGOs can lobby their governments to contribute resources and funds for this purpose.*
  - *NGOs in troop-contributing countries can help monitor the inclusion of gender training and participate in the provision of training.*
  - *UN agencies can advise and encourage governments to draw on local and international NGOs for the provision of training.*
  - *NGOs in conflict areas where peacekeepers are present should monitor and document their actions vis-à-vis women and girls.*
  - *UN agencies (DPKO, OCHA, UNHCR, DAW, UNIFEM) should encourage and support consultation with local and international women's NGOs regarding the monitoring of peacekeeping operations.*

### *iii. The protection of women*

- **All Actors** in negotiations and implementing peace processes are called to adopt a gender perspective including:
  - a.* With regard to the special needs of women and girls during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction.
  - b.* Measures that ensure the protection of, and respect for the human rights of women and girls, especially those relating to the constitution, the electoral system, the police and the judiciary.
  - c.* Considering the different needs of women and male ex-combatants when planning disarmament, demobilisation, and reintegration and take account of the needs of their dependents.
  - d.* Measures to respect fully all international laws applicable to women and girls including the Geneva Conventions of 1949 and 1977; the Refugee Convention of 1951 and 1967; CEDAW and the 1999 Optional protocol; the Convention on the Rights of the Child of 1989 and 2000; and the Rome Statutes of the International Criminal Court.
  - e.* Giving special consideration to the potential impact of sanctions on civilian populations, and consider humanitarian exemptions.
  - f.* Special measures to protect women and girls from gender-based violence in conflict, especially rape.
- **All parties (including member states, non-state militias, UN and humanitarian agencies)** to:
  - a.* Respect the civilian nature of refugee camps and settlements.
  - b.* Take into account the special needs of women and girls.
  - c.* Include women in the design and management of refugee camps (according to Resolutions 1208,1296).
- **Member States** are to:

- a. End impunity and prosecute perpetrators of genocide, crimes against humanity and war crimes, including sexual and other violence against women.
- b. Exclude sexual and gender-based crimes from amnesty provisions.

**The Implications:**

1. All state and non-state actors in conflict can be held accountable for violations against women, and all have a responsibility to protect them. But unless there are effective means of monitoring actions and creating incentives for compliance, it is likely that the violations will continue.
2. UN and humanitarian agencies providing relief and assistance to refugees and IDPs must ensure gender sensitivity in all their planning, programmes and implementation processes. They can be held accountable for the lack of adequate protection for women and girls.
3. No party in peace negotiations can or should agree to amnesty for sexual and gender-based crimes.

- *NGOs, governments, the UN and the ICC can hold all parties guilty of violations against women accountable.*
- *A system of 'carrots and sticks' should be devised to encourage compliance with the refugee protection laws.*
- *NGOs can and should monitor the actions of all parties vis-à-vis violations of women's rights.*
- *NGOs can and should monitor and lobby for increased involvement in the design and implementation of humanitarian assistance programmes in camps.*
- *UN and humanitarian agencies must consult with local and international NGOs when developing relief, rehabilitation and reintegration programmes. They must also collect gender-disaggregated data to provide greater accuracy and understanding of the needs of refugee and IDP populations.*
- *All UN and humanitarian agencies' personnel must be trained in gender issues. Lack of compliance with existing policies on the protection of women and girls must be penalised.*
- *Donor governments must allocate specific funds to UN, humanitarian and aid agencies for the protection of women and girls. At present the guidelines exist but they are rarely implemented due to lack of funds and lack of gender awareness and prioritisation of gender issues among agency staff.*

***iv. Gender mainstreaming in United Nations reporting systems and programmatic implementation mechanisms:***

- **The Secretary General** is:
  - a. Invited to carry out a study on:
    - the impact of armed conflict on women and girls;
    - the role of women in peacebuilding; and
    - the gender dimensions of peace processes and conflict resolution.
  - b. To report his findings to the Council and member states.
  - c. To include progress on gender mainstreaming in peacekeeping missions and other related areas in his reports to the Council.
- **The Security Council** will stay actively seized of this matter.

### The Implications:

1. Issues relating to women in war zones are receiving attention at the highest levels, but much more needs to be done for this rhetoric to translate into concrete action.
2. The lack of timelines for the production of the Secretary-General's report threatens effective and immediate follow-up to the Resolution.
3. The lack of consultation with local and international women's groups and NGOs for the production of the report could result in the omission of critical issues.
  - *Governments could request the SG to consult and work with an NGO Advisory Committee in the production of the report and/or the development of the framework of the report.*
  - *NGOs can produce shadow reports based on regional concerns.*
  - *The UN system (particularly the Division for the Advancement of Women and UNIFEM) could initiate an NGO Advisory Committee for the reporting procedures and undertake a global consultation with women's groups (using e-mail, local UN offices etc.) to gather views and perspectives for inclusion into the report.*

### **Key Concerns**

1. To allow for effective implementation and monitoring, it is essential that **the mandates** of all peacekeeping and Peace Support Operations routinely specify the protection of and consultation with women when designing humanitarian programmes.
2. It is important that **Senior Gender Advisers** who have **decision-making powers** are sent on field operations and fact-finding missions.
3. The development of **gender specific data** and **early warning indicators**, and the **collection of gender-disaggregated data** to enable a better understanding of the impacts of conflict on different sectors of society is essential for effective planning of all PSOs.
4. Effective **accountability mechanisms** and **disciplinary actions** for peacekeepers that violate and exploit local populations are essential.
5. The development of a **database of experienced women peacemakers** would be an effective means of bringing the voices and experiences of women from the field to the UN, and of identifying appropriate individuals for appointment to positions of Special Envoys or Special Representatives.
6. With regard to follow-up mechanisms, civil society and women's groups should be included in all follow-up processes and consulted in the preparation of the expert reports.
7. The development of mechanisms that **enables the voices and opinions of recipients/beneficiaries** of the aid and peacekeeping operations to reach higher UN levels is essential for the improvement of peace support and relief and rehabilitation operations.