



I. What is it about?

Significance of Resolution 1325

In October 2000, the UN Security Council unanimously passed Resolution 1325 on Women, Peace and Security. This Resolution is intended for all parties: the United Nations, the member states, non-state actors and civil society.

Der Sicherheitsrat anerkennt in der With UNSC RES 1325, the Security Council recognizes that gender perspectives and the special needs of women and girls must be incorporated in conflict management and peace-building at all levels. It affirms that gender concerns and gender equality should be central to every UN Mission and acknowledges that women and girls require protection

during armed conflict. It also holds governments and non-state parties fully accountable for any abuses that they commit.

The following items in the Resolution relate specifically to development cooperation:

- Emphasis placed on „the importance of [women’s] 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,“

The entire text of UNSC Resolution 1325:

<http://www.un.org/Docs/scres/2000/sc2000.htm> or
http://www.un.org/events/res_1325e.pdf

Short History and background of Resolution 1325

The process leading up to adoption of Resolution 1325 was set in motion in May 2000, when the United Nations Department of Peacekeeping Operations (DPKO) adopted the „Namibia Plan of Action“ at a seminar on „Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations.“ The following month, the UN General Assembly held a special session to discuss progress made since the World Conference on Women in Beijing. These two events set the stage for the very first session of the UN Security Council dedicated exclusively to „Women, Peace and Security“ on 24-25 October 2000. UNSC Resolution 1325 was adopted at the end of this session and – with direct reference to the UN Charter – was made binding under Human Rights Law. Specifically, this means that citizens have the right to demand that their government and the governments of other states comply with Resolution 1325. Moreover, all member states are required to present reports showing exactly what measures they have taken and what progress they have made towards implementation of the Resolution.

This Resolution is a victory for the Women’s movement and a culmination of decades of struggle.

Editorial

Dear Readers,

We are pleased to present you with the very first issue of the quarterly electronic Gender and Peace-building Newsletter, produced by the cfd (www.cfd-ch.org) on behalf of Copret/SDC (www.sdc.admin.ch). Our aim is to keep SDC and partner agency staff informed of the latest developments, go over specific approaches in the gender and peace-building sphere and show how it all relates to your work. We welcome your feedback, both positive and negative.

This issue covers UNSC Resolution 1325 on Women, Peace and Security, which calls for the involvement of women and gender mainstreaming at every level of the peace process. At first glance, the resolution seems revolutionary. However, there are still quite a few obstacles standing in the way of implementation: Women still do not have access to power; they still do not take part in peace negotiations and they still bear a disproportionate share of the suffering when men engage in violent conflict.

In this issue, you will find information about UNSC Resolution 1325 on Women, Peace and Security. We will discuss ways in which this Resolution has been implemented and suggest specific approaches that you can adopt as an SDC employee or an employee of a partner agency.

We are convinced that a clear understanding of Resolution 1325 and how it may be implemented is an important and necessary step in your efforts to promote gender mainstreaming in peace-building initiatives.

The Editing Team

- Recognition that the „full participation [of women and girls] in the peace process can significantly contribute to the maintenance and promotion of international peace and security;“
- The appeal made to all actors involved, „when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (...) 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; Measures that ensure the protection of and respect for human rights of women and girls.“

Gender mainstreaming and development cooperation

Gender refers to the socially constructed - and therefore changeable - definition of women and men (as opposed to their biological characteristics). Mainstreaming is a process whereby a specific theme or concern becomes central to all aspects of a given activity.

Implementation of UNSC Resolution 1325 is often associated with the goal of gender mainstreaming. For DEZA, gender mainstreaming is a strategy for ensuring that men and women of all ages have equal opportunities to shape their lives and the society in which they live. Gender mainstreaming recognizes that men and women often have different needs and priorities, face different challenges, pursue different objectives and contribute to development in different ways. A key premise of gender mainstreaming is that agencies and societies must change so that women and men are treated equally and that their needs are met. Gender mainstreaming also implies that the various actors and institutions involved in development processes incorporate gender concerns at all levels and planning stages of their work, policies and programs.

Gender mainstreaming therefore refers to both men and women: a gender perspective means recognizing that there are male and female factors in the human equation and that men and women have different interests, needs, roles and status. Gender mainstreaming is not a replacement for programs and projects for women but rather a complement to them.

II. What impact will it have?

Impact of Resolution 1325 on development cooperation

Enforcement of international right:

As a rule, post-conflict situations lead to an immediate reversal in attitudes towards gender roles in the societies affected: Women immediately lose the privileges exceptionally given to them during wartime.

Examples:

- > In Eritrea, women fought alongside men during the war of independence. However, once troops were demobilized and reintegrated into society, women were given little or absolutely no consideration and were relegated to their traditional roles of mother and housewife.
- > In Afghanistan and East Timor, women have to contend with an extremely patriarchal social system

that still precludes any political involvement of women in the peace process or in the post-conflict government.

Existing international right instruments – in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) – lose ground in post-conflict situations. Although implementation of measures to improve women’s plight in armed conflicts is monitored, UN instruments to enforce such measures are inadequate. Such instruments are only transposed into national legislation in countries where the Women’s movement has a strong following.

Resolution 1325 calls upon UN member states to influence the composition of delegations at peace talks so that women take part in the peace process from very outset.

Security takes on a broader meaning:

Women’s bodies have become a battlefield in countless conflicts: women are raped in order to humiliate their male relatives; women are forcibly impregnated and made to give birth to children in order to ensure the survival of one’s own ethnic group; women are kidnapped and used as sex slaves by soldiers or intentionally infected with HIV.

Military security measures often do not shield women from these dangers. Women from fourteen different countries interviewed by UNIFEM insisted on the need for a broader definition of security „which puts human life and human rights at the forefront, one that includes lives free of

violence, including violence against women and HIV/AIDS, and one that fully recognizes women’s participation and leadership in peace processes in reconstruction.“

Resolution 1325 encourages women to express their own security needs and interests and requires military and civilian personnel to fully respect women’s rights.

Link to UNIFEM report

http://www.unifem.org/index.php?f_page_pid=149

III. Has there been any progress?

Examples of steps taken to implement Resolution 1325



Jerusalem Link launches the Women’s International Peace Activist Network:

Jerusalem Link is made up of Palestinian and Israeli women working together to achieve equal participation of women in the Middle East peace process and conflict management based on international law and UN resolutions. The Women’s International Peace Activist Network (WIPAN) was set up to help women in their endeavors. The aim is to coordinate lobbying efforts towards greater participation of women in the management of the Israeli-Palestinian conflict. WIPAN members talk about their respective government’s actions in the Israeli occupied territories and show support for active peace policies based on international law. They send delegations, sign petitions, hold non-violent demonstrations and work on common projects to bolster international solidarity. They also seek to

ensure that more women hold key decision-making positions in the peace process.

Creation of gender subcommittees as part of the peace process in Sri Lanka:

Both parties to the conflict in Sri Lanka, the Government and the Liberation Tigers of Tamil Eelam (LTTE), created a gender subcommittee whose aim is to ensure that gender concerns are effectively incorporated in the peace process. In April 2003, the Berghof Research Center for Constructive Conflict Management teamed up with a local NGO to host a Workshop in Mannar District on the subject of high security zones and resettlement. Among those in attendance, there were the Deputy Defense Secretary, military officers, police officers, members of the LTTE, government officials and representatives from religious groups and NGOs. When discussion turned to Resolution 1325, a delegate from International Alert presented the Resolution and then talked of ways in which it could be implemented within the Mannar context. However, the only

person at the workshop who knew anything about Resolution 1325 was an official from UNHCR. This underscores the urgent need for campaigns to raise public awareness of Resolution 1325 and how it can be implemented.

Nepali Women’s Collaborative Initiative:

The Institute of Human Rights Communication held a lecture in March on the subject of women taking part in the peace process in Nepal. Pursuant to UNSC Resolution 1325, the parties to the conflict have agreed to introduce the following measures into the peace process:

- Allow women to be involved in the peace talks at every stage;
- Give financial assistance to internally displaced women and widows;
- Set up an independent court to prosecute perpetrators of war crimes against women;
- Ensure that reconstruction takes into account the special needs of women and children;
- Ensure that the police and judiciary protect women’s rights.

Link to Jerusalem Link

<http://www.j-c-w.org>

Link to Bat Shalom

<http://www.batshalom.org>

IV. What are the hurdles?

Lessons Learned

There is no doubt that Resolution 1325 is an important milestone that will lead to greater involvement of women at all levels of peace-building. UNIFEM stated that the Resolution „makes the pursuit of gender equity relevant to every single Council action.“ (UNIFEM 2000). However, critics point out the Resolution is only as good as implementation and that little has been done thus far.

– A UNIFEM-sponsored report written by two independent experts examines the situation two years after Resolution 1325 was passed. Despite meaningful contributions to peace and efforts to promote the ideals of peace and equality, women still do not have access to power and are still not permitted to take part in peace negotiations.

As a case in point, Iraqi women have about the same minimal degree of political influence as they did before the war broke out. Only three women were among the twenty-five members of the U.S.-appointed Governing Council and one, Akila al-Haschemi, was murdered in September. There is only one woman among the twentyfive ministers of the new Iraqi

government formed by this Governing Council. It is also unlikely that there will be any female judges since Islamic law frowns upon it. Indeed, following strong public protest against a female lawyer's appointment as a family judge, the U.S. armed forces in Najaf decided to postpone her swearing-in ceremony. No priority has been given to protecting women in Iraq, not even by occupying forces. So-called honor killings and (sexual) abuse against women are commonplace and no one is ever held accountable.

> SDC can use Resolution 1325 to request specific and verifiable measures to help women take part in national and international peace processes.

– Much of the responsibility for implementing Resolution 1325 will have to be shouldered by the UN member states. Simply endorsing the principles contained in a treaty is not enough to guarantee that they will be automatically implemented without delay. In countries like Sierra Leone, where the state has collapsed, women' rights cannot be upheld for

the simple reason that state structures no longer exist.

> For this reason, SDC needs to actively support women's groups and networks involved in the reconstruction process and see to it that the special needs and interests of women in civil society are included in project planning and implementation.

> When supporting good governance programs in post-conflict situations, SDC should also support programs and projects to set up adequate gender institutions in the country of operation.

– Key lessons learned in the area of gender equality in the reconstruction process in Afghanistan: Specific recommendations made by the United Nations Inter-Agency Network on Women and Gender Equality and the OECD-DAC Network on Gender Equality regarding gender equality in the reconstruction process in Afghanistan can be found at the following URL:

<http://www.peacewomen.org/resources/Afghanistan/LessonsLearned2003.pdf>

V. How can we help?

Ways to implement UNSC Resolution 1325

There are numerous ways SDC can support implementation of UN Security Resolution 1325 through bilateral and multilateral development cooperation:

– SDC can fully implement UNHCR Guidelines on the Protection of Refugee Women in all humanitarian aid projects.

– SDC can put pressure on UN Agencies to implement the Resolution by setting quotas to ensure that more women lead and serve in field missions.

– SDC can present Resolutions to the UN General Assembly designed to achieve gender balance in peace negotiations.

– SDC can call for a gender perspective to be included in the UN Secretary-

General's reports.

– SDC can lend support to gender training programs by NGOs and other UN agencies such as UNIFEM, UNICEF or UNHCR.

– SDC can see to it that the special needs of women and girls are taken into account when planning disarmament, demobilization and re-integration measures after hostilities cease.

Link to UNHCR Guidelines

<http://www.womenscommission.org/special/guidelines/women.html>

- SDC can analyze the effects of UN Security Council sanctions or other punitive measures on women and girls so that gender concerns will be taken into account at every decisionmaking level from the very outset.
- SDC can draft and fund follow-up reports on Resolution 1325 to analyze international peace agreements from a gender standpoint.
- SDC can push for implementation of further decisions targeted at other actors (e.g. armed opposition groups) based on the UN Secretary-General's Report and UNSC Resolution 1325 on Women, Peace and Security.
- SDC can include information (in training, reports, etc.) on the effects of armed conflicts and armed intervention (peacekeeping, peacebuilding, humanitarian intervention) on women and girls and highlight the contributions that women and girls have made towards peace.
- SDC can ensure „local ownership“ of the reconstruction process by seeing to it that there is effective participation of women's groups and networks, especially in decisionmaking.
- SDC can establish and maintain regular contact with local women's groups and networks to tap into their knowledge for project planning and implementation.
- During phases involving restructuring of security forces and rebuilding of the judiciary, SDC can support women's rights by promoting measures to ensure that police and the courts prosecute perpetrators of crimes against women and girls.
- At the request of the country of operation, SDC can fund translation of Resolution 1325 in local languages and launch a public information and awareness campaign.
- SDC can develop clear strategies and plans of action with specific goals and timeframes to ensure that gender perspectives are incorporated in humanitarian operations and reconstruction. The same applies for monitoring and targeted activities that take into account the special needs of women and girls in post-conflict situations (i.e. need for land, ownership rights, greater access to economic resources).

Link to UN report on „Women, Peace and Security“
<http://www.un.org/womenwatch/daw/public/eWPS.pdf>

Toolbox on Resolution 1325

UNIFEM's Web site has many specific ideas on how Resolution 1325 can be implemented as well as gender profiles from 27 different countries, training materials, sector-specific information and handouts:

<http://www.womenwarpeace.org/toolbox.htm>

VI. Checklist

- I see to it that all programs, projects and measures promote gender equality (or at least do not head in the wrong direction).
- I do not limit myself to gathering general information about the situation on the ground but look at how the situation specifically affects men and women.
- I make sure that the groups, commissions, agencies and institutions that I work with are composed of at least 30% women.
- I support local efforts to establish gender quotas in laws, commissions and agencies (e.g. election laws). I also support measures that protect and empower women and include them in peace-building processes.
- I make an issue of gender-specific violence and work with partner organizations to find ways to prevent it.
- I take part in good governance projects aimed at bringing about de jure gender equality (e.g. gender equality laws) but do not forget to fund projects launched by groups, commissions, agencies and institutions to promote de facto gender equality (e.g. shelters for women).
- I know which women's groups and gender institutions exist in a given country. I maintain regular contact with them and seek their input at all stages of project planning, implementation and assessment.
- I know which international conventions protecting women have been ratified in the country of operation. I maintain regular contact with government agencies responsible for monitoring the situation (e.g. CEDAW, Beijing Platform for Action).

Resources

- Reuter, Martina 2003: Gender Mainstreaming der Politik des Weltsicherheitsrats. Bonn (Heinrich Böll Stiftung).
- Strickland, Richard / Duvvury, Nata 2003: Gender Equity and Peacebuilding. From Rhetoric to Reality: Finding the Way. A Discussion Paper. Washington (International Center for Research on Women ICRW).
- UNIFEM 2002: Rehn, Elisabeth / Johnson Sirleaf, Ellen: Women, War and Peace: The Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building.
- UNIFEM 2002a: Press Release: Expert's Assessment Reports Alarming Levels of Violence against Women in Armed Conflict and Post-conflict Situations. New York. (URL: http://www.unifem.org/index.php?f_page_pid=43)
- UNO 2002: Women, Peace and Security. Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000). United Nations Publications. (URL: <http://www.un.org/womenwatch/daw/public/eWPS.pdf>)

Internet resources**Resolution 1325**

PeaceWomen

<http://www.peacewomen.org>, <http://www.peacewomen.org/news/1325News/1325ENewsindex.html> (Res 1325 Newsletter)

Statement by the President of the Security Council

<http://www.un.org/Docs/sc/statements/2002/prst2002.htm>

Statements, Press statements and links to Resolution 1325

http://www.undp.org/unifem/assessment/res1325_links.html

UNSC Resolution 1325 – south asian women's perspectives (report of the regional consultations)

http://www.peacewomen.org/resources/NGO_reports/IA1325AsianPerspectives.pdf

Other links

CEDAW – Convention on the Elimination of All Forms of Discrimination Against Women

<http://www.un.org/womenwatch/daw/cedaw>

Full list of International Human Rights Instruments (incl. links to Conventions and the Universal Declaration of Human Rights)

<http://193.194.138.190/html/intlinst.htm>

Siyanda – mainstreaming gender equality (online Databank for Gender and Development)

<http://www.siyanda.org/index.htm>

Organizations

BDIDGE development – gender

<http://www.ids.ac.uk/bridge>

cfd – Christlicher Friedensdienst

<http://www.cfd-ch.org>

glow-boell – Global Center for Women's Studies and Politics (Heinrich Böll Foundation's feminist center)

http://www.glow-boell.de/home/content/e/Sitemap/index_html

ICRW – International Center for Research on Women

<http://www.icrw.org>

International Alert

<http://www.international-alert.org>

International Women's Tribune Centre

<http://www.iwtc.org>

NGO-Koordination post Beijing Schweiz

<http://www.postbeijing.ch>

swisspeace – Swiss Peace Foundation

<http://www.swisspeace.org>

UNIFEM – United Nations Development Fund for Women

<http://www.unifem.org>

WILPF – Women's International League for Peace and Freedom

<http://www.wilpf.org>