



Roundup

United Nations Non-Governmental Liaison Service (NGLS)
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Implementation of Security Council Resolution 1325 at Ten: Looking Back and Looking Ahead

Introduction

October 2010 marks the tenth anniversary of UN Security Council Resolution (SCR) 1325 on Women, Peace and Security, which stresses the importance of women's participation in peace negotiations, calls for the full inclusion of women in all aspects of peace processes and provides a political framework in which women's issues and perspectives become relevant to all functions of the Security Council. This was borne out of increasing recognition that women are well placed to negotiate peace, and that their capabilities as peace builders have been overlooked. Historically, women in war zones have been portrayed as victims and less often as peace negotiators, mediators and national leaders with impact on the conflicts that affect them.

In the lead up to the tenth anniversary, a 1325 UN High-Level Steering Committee was set up by UN Deputy Secretary-General Asha-Rose Migiro that included the principals of UN entities and was tasked with enhancing the UN system's efforts to implement SCR 1325. A high-level Civil Society Advisory Group (CSAG) was also established to advise the Steering Committee (see page 8).

This year the annual open debate on "Women, Peace and Security" will be held on 26 October 2010, during which the Security Council will review a set of indicators to monitor the implementation of SCR 1325; recommendations on further measures to improve coordination across the UN system and with Member States and civil society; a system-wide review

of progress in the implementation of 1325; and a report by the Secretary-General on women's participation in peacebuilding (see following section). Uganda holds the Presidency of the Security Council in October 2010 and will chair the open debate.

A wide range of meetings, report launches and activities – such as the 21 October Open Day of Dialogue or the week-long Peace Fair being held from 25-29 October in New York – have been held or are being organized amongst different stakeholders around the world to raise awareness, mobilize support and renew commitment to implementation of the resolution. This special e-Roundup aims to provide background information on SCR 1325 and the three resolutions that build on it – 1820, 1888 and 1889 – and to highlight some of the events taking place to commemorate a decade of Resolution 1325.

Report of the Secretary-General

On 13 October, the Secretary-General presented his report "Women's participation in peacebuilding" (A/65/354-S/2010/466) to the Security Council. The report analyzes the needs of women and girls in post-conflict situations; identifies the challenges to women's participation in preventing, resolving and recovering from conflict; and specifies national and international measures aimed at ensuring that women's priorities are addressed, including their right to full participation. While the report states that the need for a more robust implementation of SCR 1325 has been a recurring

motif in Security Council decisions over the past decade, it suggests that the tenth anniversary provides an occasion both for recognizing what has been achieved – and for determining why more has not been done.

Through his report, the Secretary-General stresses that women are crucial partners in shoring up three pillars of lasting peace: economic recovery, social cohesion and political legitimacy. However, many obstacles prevent them from taking part in peacebuilding efforts. The report puts forth an action plan with seven commitments aimed at changing practices among national and international actors and improving outcomes on the ground. The seven commitment areas are: mediation, post-conflict planning, financing, civilian capacity, post-conflict governance, rule of law and economic recovery.

The Security Council debated and “noted with appreciation” the Secretary-General’s report, which marked the first meeting of the Security Council, outside of those specifically designated to discuss issues of women, peace and security (e.g. progress on Resolutions 1325, 1820, 1888, 1889), in which gender equality and women’s rights were mainstreamed into peace and security discussions.

The Secretary-General opened the meeting stating, “We need to put women at the heart of peacebuilding. That is where women should be, not only because of their peacebuilding needs, but above all because of their capacities.” He further stressed that, “Advancing the cause of women, peace and security enhances the legitimacy of peace processes and governance structures. It must be an integral part of our peacebuilding efforts, not an afterthought.”

Over the course of the debate, statements to the Council contained significant references to the importance of mainstreaming women into peacebuilding.

The President of the Security Council released a statement (S/PRST/2010/20) on 13 October that stresses the importance of women’s equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, including peacebuilding. It also underlines the importance of enhancing the mobilization of resources for initiatives that

The four major UN Security Council Resolutions dealing with Women, Peace and Security

The last decade saw the adoption of four UN Security Council Resolutions, forming a historic framework that recognizes the interrelation of women’s equality, human rights, and women’s participation in peacebuilding initiatives and processes. Further, these resolutions represent a strong foundation upon which UN Member States are requested to implement and evaluate their activities with regard to women, peace and security.

UNSC Resolution 1325

Resolution 1325, adopted in October 2000, marks the first instrument to deal exclusively with women in situations of armed conflict. It is considered one of the most important international mandates with regard to the full and equal participation of women in all peace and security initiatives, as well as mainstreaming of gender issues in the context of armed conflict, peacebuilding and reconstruction processes. Resolution 1325 focuses particularly on four interrelated areas: the participation of women in decision making and formal peace processes, gender perspectives and training in peacekeeping, the protection of women, and gender mainstreaming in the UN.

UNSC Resolution 1820

Resolution 1820, adopted in June 2008, explicitly identifies sexual violence as a tactic of war and as a threat to international peace and security, providing the Security Council with a clear mandate to intervene and impose sanctions where appropriate. Stressing that such violence could significantly exacerbate conflicts and impede peace processes, the text affirms the Council’s readiness to, where necessary, adopt steps to address systematic sexual violence deliberately targeting civilians, or as a part of a widespread campaign against civilian populations. Importantly, Resolution 1820 recognizes that “rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide.”

UNSC Resolution 1888

Resolution 1888, adopted in September 2009, provides for stronger tools in implementing 1820, including by specifically mandating peacekeeping missions to protect women and children from rampant sexual violence during armed conflict. It also asked the Secretary-General to appoint a Special Representative (SRSG) to coordinate a range of UN mechanisms to fight these crimes (see p. 11).

UNSC Resolution 1889

Finally, Resolution 1889, adopted in October 2009, reaffirms SCR 1325 and calls for a set of global indicators for its implementation, as well as a report on gender and peacebuilding. Resolution 1889 urges greater participation by women in peacemaking and post-conflict recovery, and makes recommendations for a Security Council mechanism for monitoring.

address women's peacebuilding needs, advance gender equality and empower women in peacebuilding contexts, and encourages Member States and other partners to render their support in this regard.

UNFPA: The State of World Population 2010



The release of the 2010 edition of UNFPA's *The State of World Population 2010 – From conflict and crisis to renewal: generations of change* coincides with the tenth anniversary of SCR 1325 on women, peace and security. UNFPA's flagship report highlights how

women in conflict and post-conflict situations – as well as in emergencies or protracted crises – are faring a decade after the resolution's adoption. NGLS interviews lead author of the report Barbara Crossette.

NGLS: What are some of the most difficult challenges women face in conflict or in humanitarian emergencies?

Any time that life is disrupted – in conflict, after conflict in refugee camps and in other humanitarian crises that may be caused by catastrophic natural disasters, the most difficult are the most private, least seen by outsiders. On television there is always footage of crowded tents, hungry children with empty bowls or desperate people lining up with dirty plastic jugs to collect barely drinkable water. No one can see – or should see – a woman going into labour somewhere in a corner without sterile delivery material or an experienced birth assistant. Or a pregnant woman, sick, anaemic and wasting away from malnutrition. Women and girls have menstrual periods but no access to sanitary supplies.

Women and girls are raped or abducted not only in conflict but sometimes long after the fighting has stopped. In Haiti, sexual assault has followed women and girls into camps for the displaced. Everyone is at risk of disease. Women and girls need immediate help after rape: medical attention, emergency contraception and counseling. Mental trauma is intense

and can be lifelong.

This personal horror is compounded by a disrupted family, the deaths or disappearances of a breadwinner and other close relatives and the loss of virtually all the possessions that make life workable.

NGLS: The report suggests that often recovery and readjustment after conflict and crisis is being initiated at the community level. What kind of local initiatives are bringing about change and helping build new foundations for a more stable society?

In many countries, women's organizations, youth groups, traditional councils of elders and others have learned in recent decades of civil wars and natural disasters that communities cannot wait for governments to solve their problems. People welcome emergency aid, of course, not only from governments but also from UN agencies and non-government international relief agencies – or any other group with resources.

When an emergency is declared more or less over, what then? This is where local NGOs have a big role to play, though they may continue to need outside support. Local organization – now often staffed by smart young people with computer skills and knowledge of how to put the Internet to use – know best what serious challenges remain and how best to deal with them within local cultures. Often the problems that stand out involve the elderly who have lost their family protection, or young people returning from guerrilla wars into which they were often forced to participate. Sometimes needs are as simple as a few building supplies or seeds for farming that families returning home from refugee camps cannot afford. Often the needs are psychological, and then both traditional healing ceremonies and modern psychosocial counseling may be needed. Young lawyers and doctors provide professional advice.

Often the progression from emergency to recovery creates a sense of participation in communities, which can lead later to more involvement in local decision-making and a more active role in choosing local officials. It is not surprising that there is much talk in numerous countries about the devolution of power and

rebuilding goes on. Economic development can be helped when localities define the resources they have, the kinds of jobs they need and the best realistic prospects for success.

National governments may prepare plans to implement SCR 1325, but it takes time for action – and money – to reach communities. It also is a challenge to get governments or warring parties in a civil conflict to carry out another aspect of SCR 1325, the involvement of women in peace negotiations and in institutions working to prevent further conflict. In meeting this challenge, women's groups in both Liberia and Uganda – to name two recent examples – have led the campaign. In Liberia, a strong women's movement actually forced the country's president and his armed rivals into peace talks.

NGLS: The report notes that in times of crisis, gender relations and roles are in flux. Can you elaborate on this?

In a coincidence of history, the emergence internationally of women's rights movements, fostered by a series of groundbreaking global conferences sponsored by the UN in the 1990s, has unintentionally joined forces with the trend toward stopping the sexual assaults on women that were once brushed aside as a hallmark of war everywhere. Using rape as a tactic has gone from: "boys will be boys" to an internationally recognized war crime in barely two decades, with convictions by war crimes tribunals.

Against this background, when women in crisis situations are forced to fend for their families anyway they can, often in small-scale buying and selling or, when it is possible, producing food or goods to market, they find a new independence, which may be encouraged by help from NGOs of all kinds, including through microfinance or marketing projects. When these women return home, they may be better prepared than men to restart small economies in their homes and villages. Men may resent this – leading to more domestic violence – or they may be suffering a sense of uselessness or a loss of what they had traditionally thought of as the dominant economic role of a male. In some cases, men had also suffered sexual abuses or other humiliations aimed at breaking the spirit of individuals and communities.

In many parts of the world, women's and men's organizations are beginning to work together to start discussions about this changing pattern of family life, normal everywhere but perhaps hastened in crisis. Projects are being created that encourage working together in families without rigidly defined gender roles. This is proving to work well in agricultural communities, where everyone is encouraged to share in the planting and harvesting cycles.

NGLS: During and after conflicts and emergencies, why are young people particularly vulnerable? What do they need in these situations?

More than half the young people in the world are thought to be under 30 years of age. Nearly all the children born in this century will be in the developing world, where resources are scarce. A "youth bulge" that provides needed labour for economic development cannot contribute much if young people lack the education and skills training needed for good jobs. Unemployed young men can be recruited into rebel armies or militant organizations. Some UN experts say that without addressing the causes of a war, it can restart within five years of a peace agreement. Yet these are the people – young men and women – who are the future of their countries and the world. Young men are also the hope of breaking down gender stereotypes and behaviour that subjugates women and makes them vulnerable to violence and discrimination. There are youth-centered groups – Young and Wise in Ghana or the Straight Talk Foundation in Uganda – grappling with new definitions of masculinity and gender relationships. NGOs are on the forefront of this trend in many places. But on a national level, the State is responsible for insuring a working education system, good health care and law-and-order. Under-Secretary-General Michelle Bachelet, the first head of the new agency to be known as UN Women, says that the State cannot be neutral or take a back seat in combating poverty and all forms of deprivation and discrimination.

NGLS: Finally, if you could leave readers with one key message from this year's State of World Population Report, what would it be?

Ten years ago the UN Security Council decided for the first time to deal with the treatment of women during and after conflict and demanded urgent action to involve women more directly in peacemaking and rebuilding societies to prevent more war. Ten years later it is clear from the testimonial evidence of people living in areas of conflict and natural disasters that the task is still only beginning and that it takes a very long time to heal a broken society.

In some places very little has been done by national governments to meet the demands of the Security Council, which has since followed the passage of SCR 1325 with three more resolutions on women. Where progress and fulfillment of promises has been most positive, the motivators have largely been NGOs, supported by UN agencies and a host of private relief organizations. They have the wisdom to know what works best, but they need much more help.

Arria Formula Meeting

On 19 October, an Arria Formula meeting was held in the Security Council Chamber in advance of the Security Council's 26 October open debate marking the tenth anniversary of SCR 1325. Hosted by Austria, Mexico and the United Kingdom, the Arria Formula sought to assess what impact SCR 1325 has had in conflict-affected countries over the past 10 years, what measures have been met with success and to identify where additional work is needed.

It provided an opportunity for civil society organizations and women activists from the field working on advancing implementation of SCR 1325 to brief Security Council members, with this year's theme focused on assessing the impact of interventions in peacekeeping.

Speakers addressed a number of topics: strengthening accountability for and monitoring of the implementation of the objectives and goals contained in SCR 1325, including the role of a set of indicators on the resolution; information and operational gaps in the work of the UN system and the Council; and good practices and lessons learned that have emerged over the past 10 years, that can be replicated.

Arria Formula meetings were first implemented in March 1992.

Extracts from an Editorial by Mary Robinson, President, Realizing Rights: The Ethical Globalization Initiative

"Ten years after the Security Council adopted resolution 1325, the promise of this resolution has not been realized. To date, we have seen successes in some areas including the number of Member States and regional organizations that are starting to take actions. There are now 23 National Action Plans on 1325 and that number is increasing.... However, much remains to be done to gain real results for women on the ground. Impunity for crimes against women in conflict-affected countries remains the norm; women face real security risks when they try to make their voices heard and are often excluded from the planning processes that determine their future. While today's women peace-builders are woefully underfunded, we look forward to the tenth anniversary as a moment in time when the necessary practical steps will be committed to and implemented.

"The promise of resolutions SCR 1325 – and 1820, 1888, and 1889 – must be realized. And, furthermore, we must continue to look for new ways to realize these resolutions.

"The voices of peace-makers and peace-builders must be heard on this anniversary to refocus the SCR 1325 agenda on making real progress in women's participation in peace processes and advancing human security. We welcome new initiatives within the UN system to move the agenda forward. For instance, a "Global Open Day for Women and Peace" will be held for the first time on 21 October. This event will present information from the 27 National Open Day dialogues held between prominent women and senior UN leadership in conflict-affected countries to the UN Secretary-General. The first of their kind, over 1,500 women met with Special and Personal Representatives and Envoys of the Secretary-General and Resident Coordinators on issues of peace and security.

"We in civil society are also looking forward to UN Women leading on women, peace and security, providing technical assistance, and supporting coordination, coherence, and monitoring. UN women will be an essential and powerful partner to the SRSG on Sexual Violence in Conflict in building the UN system's resolve and capacity on women, peace and security."

The Editorial by Mary Robinson appeared in the PeaceWomen E-News Issue 118 - 10th Anniversary of SCR 1325 (October 2010), and is available online: www.peacewomen.org/publications_eneews_issue.php?id=148.

UNIFEM: Accelerating Implementation of SCR 1325

Brief by the Governance, Peace and Security Section on Priorities for the 10th anniversary of SCR 1325

UNIFEM, part of UN Women, was instrumental in providing the Security Council with relevant information prior to the adoption of Resolution 1325, and since then has continued to provide information and to facilitate the Security Council's direct interaction with women affected by conflict, both during the Council's field missions and at the Arria Formula meetings on Women, Peace and Security. Below is the UNIFEM brief on "Building Women, Peace and Security into Standard Procedures for Conflict Resolution, Security, Stabilization and Statebuilding."

Improved Monitoring and Accountability

The most pragmatic new tool to support implementation of the women, peace and security agenda is the **comprehensive set of indicators to track implementation** at a results level. The indicators are intended to enable security institutions – whether UN, regional institutions or relevant authorities within Member States – to determine whether efforts to engage women in peacebuilding and address their protection and recovery needs are having an impact. The indicators will also provide the first comprehensive data set on the number of women taking part in peace talks, the gender content of peace agreements, and the extent to which post-conflict reparations, demobilization programmes and economic recovery efforts benefit women. **Regular briefings to the Security Council** on progress in technical development and data population of the indicators will greatly improve monitoring and accountability. Regular supply of data on these indicators to the Council in country and thematic reporting will build analytical comparability in assessing changes in the situation of women in armed conflict, or changes in the extent to which women participate in peacebuilding. The indicators can be adapted for regional and country-specific situations to help guide and track implementation of **National Action Plans on Women, Peace and Security**

and have already proven useful in the design of recently-adopted plans.

Planning and Implementation Coherence

The creation of the UN Entity for Gender Equality and the Empowerment of Women (UN Women) shows that the UN system is committed to a considerable strengthening of its coherence and coordination when it comes to gender mainstreaming, and nowhere is this more important than in its women, peace and security work. UN Women will greatly enhance coordination and coherence on women peace and security and will be well-placed to coordinate the technical finessing of the proposed 1325 indicators. UN Women will be an essential partner to the SRSG on Sexual Violence in Conflict in addressing the complex challenges in the prevention of sexual violence. Member State support is critical to enable UN Women to fulfill the function of system guide on women, peace and security. Member State support is also needed for innovative and gap-filling programmes on the ground in conflict affected countries.

Standard Requirements to Address Women's Participation and Needs

In 2002 the Security Council called for standard operating procedures to enable peacekeepers to address women's protection needs. This is only just becoming standard practice. The same statement called for gender specialists to join Security Council missions where relevant. This has yet to become standard practice. Persistently low numbers of women in peace talks, failures to protect women from widespread and systematic sexual violence and the persistent difficulties faced by women in post-conflict elections lacking quota provisions all point to the need for mandatory provisions in peace and electoral processes, security measures, and post-conflict planning to facilitate women's participation. A UNIFEM survey of 16 peace processes revealed an average of fewer than 8% women at the table. A 2008 study of 33 peace processes, undertaken by the University of the Culture of Peace

in Spain, revealed an even lower figure, 4%¹. The consequences of women's low levels of engagement in peace talks may be responsible for the relatively few mentions of issues of concern to women in peace agreements. A recent University of Ulster study revealed that sexual violence is mentioned in just 17 out of 585 peace accords; references to women and women's needs in rehabilitation or reconstruction appear in only 12; and references to women in relation to development and public administration reform appear in only four². To address this problem, mediators should establish routine consultations with women's civil society groups as a matter of standard practice regardless of whether women are present on negotiating delegations. Election support programming should provide governments with technical support, if requested, in applying gender quotas. Gender expertise should be a core element of mediation support, support to Security Council missions, and post-conflict planning.

Minimum Targets for Post Conflict Spending on Women's Empowerment and Needs

Post-conflict donors and funding mechanisms should consider establishing minimum spending thresholds for addressing women's empowerment and women's specific recovery needs, including direct financing to women's civil society organizations. For the UN, a minimum target of 15% of post-conflict programming budgets has been agreed, via the Secretary-General's report on Women's Participation in Peacebuilding (A/65/354-S/2010/466, see page 1). The remainder of funding should also be gender-mainstreamed – for instance funding on schools and health centres must include allocations for facilities to address women's and girls' needs; funding for market recovery or infrastructure must ensure women's full access to new facilities for economic recovery. UNIFEM's analysis of Multi-Donor Trust Funds in post-conflict countries shows that on average just 5.7% of budgets were allocated to spending designed specifically to benefit women. Sectors such as economic recovery, infrastructure, security and the rule of law show

Percentage of women negotiators and mediators in peace processes increases post-Security Council Resolution 1325: A review of 24 major peace processes since 1992 shows that the percentage of women negotiators and mediators increased from 6.6% to 9% and from 0% to 4.9% respectively, after the adoption of the Security Council Resolution 1325 (2000).

Funding for gender issues is less than 6% in post-conflict planning frameworks: An analysis of Multi-Donor Trust Funds (MDTFs) in post conflict countries shows that only 5.7% of budgets are explicitly allocated to women's issues. The estimated budget allocated to activities and indicators addressing women's needs and issues is slightly higher at 11% and 7% respectively.

a striking lack of gender analysis and budget provision for women's needs. In addition to setting minimum spending targets, women must be empowered to engage in planning and oversight of financing for recovery. Donor conferences should automatically include representatives of women's civil society groups.

Women at the Front Line of Service Delivery to Speed Recovery

Employment of women at the front-line of delivery of basic public services is a means of accelerating recovery and sustainable human development. Post-conflict economic security and employment programmes should seek to build women's income security just as they do men's, particularly where a combination of conflict and HIV has left large numbers of female-headed households with multiple dependents. Where possible, employment of women in the design and delivery of public services should be prioritized. Women police officers, teachers, health workers and other service providers, if present in sufficient numbers (at least 30% of the service), have been shown around the world to be more responsive than male counterparts to women's and girls' needs. Women at the frontline of public service delivery is also a means of accelerating achievement of the MDGs in fragile States because their propensity to address women's and girls' needs yields dividends in the achievement of the MDGs that are currently lagging because of gender discrimination.

1. Vicenc Fisas, *Anuario 2008 de Procesos de Paz*, Escola de Cultura de Pau, 2008, pp. 20-22.

2. Christine Bell and Catherine O'Rourke, "Peace Agreements or Piece of Paper? The Impact of UNSC Resolution 1325 on Peace Processes and their Agreements", *International and Comparative Law Quarterly* 59 (forthcoming) October 2010.

Global Open Day on Women, Peace and Security

In observance of the tenth anniversary of SCR 1325, the Global Open Day, held at UN Headquarters on 21 October, showcased the recommendations that emerged from country-specific Open Days that were held in 27 post-conflict countries from June to September 2010. The UN initiative, the first of its kind, was designed to enable direct dialogue between women's peacebuilding organizations, women community leaders, and senior UN leadership at the country level. The purpose was to seek women's views on means of improving implementation of Resolution 1325. These open and inclusive forums for women peacebuilders and activists also sought to provide an opportunity to deepen local ownership of the resolution.

At these meetings, women expressed their expectation that the UN will take advantage of the critical opportunity provided by the tenth anniversary of SCR 1325 to act as a partner and lead on women's rights in conflict and post-conflict settings. At the launch of the Open Day events, UN Secretary-General Ban Ki-moon recalled the core message of the resolution, stating that "sustainable peace is possible only with women's full participation – their perspectives, their leadership, their daily, equal presence wherever we seek to make and keep the peace."

On 21 October, women peace advocates presented the resulting report *Women Count for Peace: The 2010 Open Days on Women, Peace and Security* and the "Say NO to Sexual Violence against Women in Conflict" petition to UN Secretary-General Ban Ki-moon. Their report provides an account of the set of 25 meetings and details women's perspectives on resolving conflict and building peace more effectively, identifies issues of common concern across different contexts – as well as areas of divergence – and makes proposals for improving international, regional and national efforts to protect women and promote peace.

The webcast of the Open Day on Women, Peace and Security is available online: www.un.org/webcast.

The press conference webcast is

also available online: www.unifem.org/campaigns/1325plus10/videos_photos/#10thanniversary.

Women Count for Peace is available online: www.unifem.org/attachments/products/WomenCount4Peace_OpenDays_Report_en.pdf

More information on the "Say NO to Sexual Violence against Women in Conflict" petition is available online: www.saynotoviolence.org/make-women-count-for-peace.

Further information on these and other related events is available on the : www.huntalternatives.org/pages/7868_health_and_wellness_director.cfm.

High-Level Civil Society Advisory Group

A high-level Civil Society Advisory Group (CSAG) was established to advise the UN High-Level Steering Committee for the tenth anniversary of SCR 1325 on ensuring a coherent and coordinated approach by the UN system to implementing SCR 1325. The CSAG is co-chaired by Mary Robinson, President of Realizing Rights: The Ethical Globalization Initiative, former UN High Commissioner for Human Rights and Bineta Diop, Executive Director, Femmes Africa Solidarité. NGLS interviewed co-chair Bineta Diop in Geneva on 18 October.



NGLS: How did the Advisory Group work to strengthen and ensure coherency around SCR 1325?

I have had the privilege to be co-chairing with Mary Robinson, the former President of Ireland. I think by the mere fact that she was a former President you can see that she can open doors and this was a great added value to the Advisory Group's work on women, peace and security.

Bringing my own experience as an African woman into the work of the Advisory Group was important too. Because SCR 1325 was

born in Africa from the Window Conference, we [African women] call it our baby. Just to give it a human face because we need to recognize what SCR 1325 is all about – even though sometimes you see that it’s a difficult baby to implement as well.

I think it is also important to note that women’s groups have been the ones promoting women, peace and security – so it is not just Member States or the Security Council. The Security Council adopted resolution 1325, but civil society – particularly women’s organizations – has been the backbone of this instrument.

Therefore, the CSAG could play a key role, and has been playing a key role in building more coherence around SCR 1325. Largely also because of the composition of the group, which does not only consist of women, but also eminent men, such as Donald Steinberg, who is now the Vice President of USAID or Salim Ahmed Salim, former Chief Mediator for Sudan and Head of the African Union (AU). As a co-chair, it was interesting to experience the diversity in the group, with representatives coming from diverse regions in the world, including Africa, Europe, the Pacific, Asia, and Latin-America.

Although the Group was formed on an ad-hoc basis to evaluate SCR 1325 and will certainly be dissolved, I think the group will have a more permanent impact as it has brought about some kind of coherence in evaluating SCR 1325.

NGLS: Do you think the Advisory Group has been successful in creating high-level attention and renewed political will that can translate into concrete action around the Resolution?

Yes, I think that what we have done this – amongst other things – by going into countries that are war-torn countries. For example, Mary Robinson has conducted a high-level “preventive” meeting in solidarity with the women of Zimbabwe. It aimed to bring women from different political parties or different backgrounds together to discuss on how to prevent an escalation of violence that follows most of the time during and after elections. During this high-level meeting, women from several political parties signed a manifesto in which they

agreed to meet on a regular basis to discuss the appropriate actions for resolving all issues pertaining to the well-being of the Zimbabwean women and the Zimbabwean nation.

Through discussions with the AU, we were able to really look into the issue of women in conflict zones, not just for Zimbabwe, but also for other countries. We all know that during the events last year the women of Guinea have been raped publicly after a demonstration. What do we do in order to protect them so that it doesn’t happen anymore? Raped by the military but also pushed by the political parties to go and demonstrate. During a field visit, we, the CSAG, met with rape victims in closed door discussions to hear their stories. Also, during our visit to Chad, at the border of Darfur, Mary Robinson and myself spoke with displaced and refugee people coming from Darfur, but also the displaced in Chad, and looked into the gender perspective of peace keeping and promoting women’s mediation.

CSAG members are continuously going to the field, not only to speak with women who have been raped, not just victims, but we also work on giving them our support. So you can see what CSAG was able to maintain attention by conducting those field missions. Elisabeth Rehn, a member of the CSAG and the Former Minister of Defence of Finland, has just visited east Congo where she went to meet rape victims. She has written to me just now and I can even quote some of her message: “I was interviewing victims of sexual violence in the east and north. We had personal interviews with survivors from the age of 61 to 3 years old. Four of the survivors were men, heart-breaking stories, but also encouraging as the mission was to find means of reparation that could help them to start a new life. And many of them trusted in some kind of survival.”

Another thing that CSAG has been doing over these past months – although many of us have been doing this in our various organizations – is helping countries to create National Action Plans. With funding support from Finland and Norway, various CSAG members have been able to help countries in the Great Lakes Region as well as in the Mano River Region to adopt National Action Plans (NAPs) to increase accountability on the implementation of SCR

1325. When SCR 1325 was adopted, we soon noticed that it lacked an accountability mechanism. We could not see who was reporting on what, who was responsible if there was a gap, or what kinds of resources were available.

Implementation of SCR 1325 should foremost be done in an accountable way at the national level. Rwanda, for example, is really implementing SCR 1325 by having a majority of women in parliament, as well as women in reconstruction, in the deployment of their forces, and in military forces. But it had no NAP, which could help the women of Rwanda to keep their government accountable on implementation. Members of the CSAG visited the Great Lakes Region, and facilitated discussions between government and civil society groups, women's groups and the army, by sharing experiences on this issue from Liberia, from Rwanda and Burundi, and as such contributed to the formulation of National Action Plans for Rwanda [adopted May 2010], Burundi has adopted the National Action Plan but has not yet launched it, and for DRC [June 2010].

We have even moved beyond NAPs by supporting countries to create Regional Action Plans because we noticed linkages and similarities at the borders between Burundi, Rwanda and Darfur. Therefore countries must look at violence against women, exercised in conflict prone situations, from a regional perspective as this is where the problem often lies. Unless you have a regional peace and security plan in those areas, women's bodies will remain to be used as a weapon of war.

Part of the success of the CSAG is the attention we have been able to generate for our high-level advocacy work in recent months. The CSAG participated in and organized various high-level meetings and other events, amongst others with civil society in Geneva and New York. We also embarked on high-level advocacy in Africa where we met with AU President Jean Ping and with Ugandan President Yoweri Museveni as Uganda will chair the Security Council in October as well as the open debate on Women, Peace and Security.

In short, the CSAG has carried out sensitization at various levels, organized the agenda and has helped Member States to focus on what outcomes they want from this anniversary.

NGLS: Looking back over the past ten years since the Resolution was adopted, in your opinion, what milestones have been reached? What has been the biggest setback in terms of women, peace and security?

That is difficult but I think the biggest gap is the lack of accountability. However, SCR 1325 makes women part of the peace and security agenda, and I think this is one of the big gains. We keep putting women into issues of health, into issues of global development, but when it comes to peace and security, they become military issues – male dominated issues. SCR 1325 has allowed us to put our conversation, which is a gender issue, within the peace and security agenda. We need to maintain that at the highest level, including the Security Council. We want to be there, to look into the military expenses, to look into peacekeeping forces, to look into mediation issues, all the time putting the women's agenda and participation in the forefront.

SCR 1325 is also about triplets: participation, protection and prevention. Participation we have demystified, but it is still an issue because they don't open the door for women to come and sit. Those who are normally invited are those who hold the guns, like the rebel movements because the money has put them there. However, women have been using strategies to be invited, or not to come at one stage. Only when it is realized that women can bring added value to the discussion, then they are invited in a parallel meeting. At the end of the day lasting peace only happens when women are at the table. Look at the DRC process or the Burundi process. It is only when women started to participate that the discourse changed towards long-term and human security solutions.

Concerning protection issues, there is still a lot lacking. You don't see what is happening in the DRC right now. We are failing, even our peacekeepers. Why is it that the forces that have been sent by the international community, including African Union troops, have been unable to protect the women?

There is also the prevention side. The best way to protect is to prevent but we are not even preventing. We see the early warnings, but we don't look into prevention. Women's groups, on the other hand, have been doing this ex-

tensively and, as such, are an added value to the peace and security agenda. For example, the Mano River Women Peace Network, which saw the UN pulling out of the region, went from one end of the State to the other doing Track II diplomacy, telling State representatives not to go into war when everybody knew they were going to. As such, it shuttled between countries and supported dialogue among the three Heads of State. That is how they created peace, and that is why the UN gave them the Prize in the Field of Human Rights. So why aren't we using women's skills and capacities to a larger extent to mediate among all those high-level people?

You can see that the issue of participation is not isolated from protection. If we include women in prevention mechanisms then women can bring some light into early warning and early response measures. Again, women are really putting into place genuine coping mechanisms.

NGLS: What is your outlook for the next ten years?

We were last week in Durban trying to see, looking back, looking forward, to what we want to happen in the years to come. My first hope is to eradicate rape in the continent. It is a huge agenda. How do we educate our boys to make sure there is no more rape in Africa? The first thing would be to put into place mechanisms against impunity. Because if people see that they can rape and get away with it, then they will continue. That is where we need to work more in our continent, to make sure that if you rape a woman you will face the consequences of it. It is also about how to protect women by respecting their rights and restoring their dignity.

The second issue in the 10 years to come is accountability because implementation is still lacking! Where resources be found for its implementation? I salute the efforts of the international community, like our friends Norway, Sweden and Finland, which really made peace and security a priority. They are even supporting women's group to "twin" with a country. This is a great strategy but more resources from international organizations are needed.

I hope UN Women will provide strong support to 1325, providing strong secretariat support, and will have a strong component for monitoring and evaluation, including civil society. The CSAG has been the motor, the driving force for this year. Without the Group, we wouldn't have gotten where we are right now, in terms of evaluation and monitoring, and Member States wouldn't have been mobilized to the extent that they are.

Combating Sexual Violence in Conflict

Pursuant to SCR 1888, UN Secretary-General Ban Ki-moon appointed Margot Wallström as his first Special Representative on Sexual Violence in Conflict in February 2010, indicating he wanted to make sure that the issue receives consistent high-level attention.

The Special Representative has structured her mandate around a five-point priority agenda: to contribute to ending impunity; to empower women; to mobilize political leadership; to increase recognition of rape as a tactic and consequence of conflict; and to ensure a concerted and coherent response from the UN system.

On 27 September, Ms. Wallström briefed the Special Session of the Human Rights Council in Geneva on the situation in the Democratic Republic of the Congo. She noted that sexual violence in conflict was the "the world's least condemned war crime" and that it was a problem which "touches every continent where conflict continues to devastate communities." Below are extracts from her Council address.

"I hope to add the voice of my mandate to that of this Council, to assert that women's rights are human rights; that women's freedoms are fundamental freedoms. Sexual violence infringes civil, cultural, economic, political and social rights. It impairs freedom of movement, access to education, the right to a livelihood. Communities live in fear and hopelessness.

"The brutal mass rapes in Walikale [DRC] exemplify the plight of communities in too many situations of armed conflict around the world. It is outrageous that such crimes have become the rule, rather than the exception.

"Interviews with victims lead to the conclusion that the main motive was to intimidate those seen by the rebels as government supporters, as a form

of reprisal and collective punishment. Over five hundred rapes are estimated to have occurred, with many women having been gang-raped by up to five or six men at a time, often in front of their children. We have confirmed reports of 235 women, 52 girls, 13 men and three boys. In addition, at least 923 houses and 42 shops were looted, and 116 people were abducted in order to carry out forced labour.

“The women of DRC are the backbone of their country, and the mainstay of its largely agricultural economy. They are not just victims, but rights-holders and agents of change. Yet, the sad reality for many of these women is that they are tired. They are tired of wondering when their time will come to be robbed, tortured and raped. For them, there is no safe place. They are raped when harvesting crops; when going to market; when fetching water and firewood; when carrying their babies; and in their homes at night. Rape does not end when the act of violence is over. Many survivors are permanently traumatised, unable to return to the fields to earn an income, resulting in increased poverty and isolation. Women live in fear of men carrying guns, often clad in uniform. They can scarcely distinguish protector from tormentor.

“If this is not an illustration of why sexual violence impedes stability and the realization of basic rights, what is?

“The recent atrocities affirm that sexual violence should never again be sidelined as random, cultural or inevitable. In the DRC, sexual violence is not a by-product of war, but a deliberate tactic. This means that it is used by armed groups for political, military and economic advantage. And my conviction is that if it is planned and pre-meditated, it must be preventable.

“The most intense spotlight has fallen on the UN and what we could have done differently, while the perpetrators – those who committed or commissioned rape and pillage – seem to have escaped from the scene of the crime and slipped into the shadows. This challenges our collective credibility and undermines efforts to deter such atrocities in the future.

“If women continue to suffer sexual violence during and in the wake of war, it is not because international law is inadequate to protect them, but because it is inadequately enforced.

“We cannot turn back time for the victims of Kibua, or for the countless other survivors of brutal acts of organized sexual violence. But we can and must do our utmost to ensure there are no more victims. Our immediate actions will send a powerful signal to the perpetrators, who are watching and waiting to see how the world will react.”

The full address is available online: [www.stoprapenow.org/uploads/features/HRC_27_September_2010_doc\[1\].pdf](http://www.stoprapenow.org/uploads/features/HRC_27_September_2010_doc[1].pdf)

RESOURCES :

1325 Highlights are available online: www.unifem.org/campaigns/1325plus10/1325-highlights

See also the UNIFEM webpage on 1325: www.unifem.org/gender_issues/women_war_peace/unscr_1325.php

UNiTE to End Violence against Women <http://endviolence.un.org>

Stop Rape Now www.stoprapenow.org

Security Council Report: Cross-Cutting Report No. 2, Women, Peace and Security, 1 October 2010 www.securitycouncilreport.org

NGO Working Group on Women, Peace and Security www.womenpeacesecurity.org

Women's International League for Peace and Freedom www.wilpfinternational.org

PeaceWomen Portal www.peacewomen.org/portal_home.php

See also on this portal:

UN Secretary-General's report [S/2010/173] on the role of indicators to monitor the implementation of 1325 www.peacewomen.org/portal_initiative_initiative.php?id=451

Global Open Day Initiative www.peacewomen.org/pages/anniversary/global-open-days

National Action Plan 1325 <http://peacewomen.org/pages/about-1325/national-action-plans-naps>

Femme Africa Solidarité <http://www.fasngo.org/>

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