

National Implementation of Security Council resolution 1325 on Women, Peace and Security: Ways Forward

*UNICEF House, Labouise Hall
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Opening Remarks

Moderator, H.E. Nana Effah-Apenteng:

The consultation began with H.E. Nana Effah-Apenteng, Ambassador of the Permanent Mission of Ghana to the United Nations, welcoming all in attendance and expressing his belief in the importance of Security Council resolution 1325 and his hope for its implementation through National Plans of Action.

Welcome:

H.E. Sir Emyr Jones Parry, Ambassador of the Permanent Mission of the United Kingdom to the United Nations began by noting that more needs to be done in order to implement SCR 1325 and expressed the need for a detailed plan of how the United Nations can, in conjunction with states, implement SCR 1325. He stated that issues must be tackled from start to finish.

H.E. Johan L. Lovald, Ambassador of the Permanent Mission of Norway to the United Nations, noted that "These kinds of events help us as we move forward in efforts to implement 1325". He stated the work being done by the United Nations in the area of peace-building, with efforts currently being focused in Burundi and Sierra Leone through the work of the newly-established Peacebuilding Commission.

H.E. Anders Liden, Ambassador to the Permanent Mission of Sweden to the United Nations said that his country was strongly committed to implementing and moving 1325 forward, while noting that the implementation of this resolution is the way to achieve the objectives of security and peace. The problem for implementation on all three levels (national, regional and international), is cooperation among actors. While the Action Plan is being worked on and planned out, other actions should be taken; Ambassador Liden noted that even small, concrete steps are important.

Ms. Rachel Mayanja, Special Adviser to the Secretary-General on Gender Issues and the Advancement of Women (OSAGI), began by thanking the NGO Working Group on Women, Peace and Security for the support they have given to the United Nations in implementing SCR 1325. She stated that without national and local ownership, policies driven by local concerns are not attainable. We are struggling to muster the political will to re-affirm all commitments to gender justice. We must provide these countries with adequate resources for implementation and support for national implementation goals.

Ms. Gina Torry, Coordinator of the NGO Working Group on Women, Peace and Security thanked everyone who had come to attend this panel and spoke about the work of the Working Group, a coalition of 12 member organizations working on issues of women, peace and security and advocating for the implementation of SCR 1325 She highlighted the Working Group's Five Years On Report, released in October 2005, which discusses National Action Plans at length.

Panel 1 - Assessing Needs and Priorities: Conducting a Gender Audit

Ms. Jyoti Tuladhar, Gender Audit and Training Coordinator of the International Labor Organization (ILO), gave an in-depth discussion and power point presentation on the ILO Participatory Gender Audit (PGA). She explained that in March 2000, the Governing Body of the ILO adopted an ILO Action Plan on Gender and in 2001 the first Gender Audit was launched. To date, 42 Participatory Gender Audits have been done and 4 National Level Training of Facilitators (TOF) have been organized. A Participatory Gender Audit, she explained, is a tool and a process based on a participatory methodology to promote organizational learning at the individual, work unit and organizational levels on how to practically and effectively mainstream gender.

Ms. Tuladhar stated that the key features of the PGA include: a participatory approach; preservation of confidentiality; a promotion of learning and ownership; an exercise that is collective. She stressed that PGA is not a training, a judgment, or an aim at establishing an objective truth or imposed outcomes. There are 12 key elements addressed by the Gender Audit:

1. Current gender issues, gender debate and relationship with national gender machineries and women's organizations
2. Mainstreaming as a cross cutting concern within the institution's objectives, program and budget
3. Mainstreaming in implementation of programs and technical cooperation activities.
4. Existing gender expertise and competence and capacity building
5. Information and knowledge management
6. Systems and instruments in use
7. Partner organizations
8. Gender equality policy as reflected in its products and public image
9. Decision-making on gender mainstreaming
10. Staffing and human resources
11. Organizational Culture (Ms. Tuladhar noted that gender mainstreaming will not take place if organizational thinking, does not take place.)
12. Perception of achievement on gender equality

The methods used to carry out Gender Audits are a desk review and participatory workshops. At the end of the Gender Audit a report is produced, there is a debriefing of the director, a feedback session and draft recommendations. Key findings that have resulted from the Gender Audits include: gender must be made visible and integrated; mechanisms for accountability are needed; management needs to explore ways of highlighting good practices in gender mainstreaming.

The Positive Outputs of Gender Audits, as explained by Ms. Tuladhar, include: gender equality has been built into the monitoring and evaluation of ILO's shared objectives; there have been improved efforts at

gender mainstreaming in technical cooperation projects; gender focal team has been set up to monitor the implementation of audit recommendations.

Ms. Tuladhar explained that the relevance and applicability of PGA to implement SCR 1325, lies in the exploration and promotion of strategic partnerships; enhancing accountability; organizational transformation; making peace and security for women work technically and substantively. She closed by stating that the PGA methodology is still evolving and remains flexible and open to contextualization.

Ms. Joan Link, of the Ministry of Foreign Affairs, United Kingdom, stated that the UK was proud to have been involved in the passing of SCR 1325 and that having a National Action Plan would help to embed the provisions of the resolution into actual systems. During an analysis conducted with the Non-Governmental Organizational GAPS, each clause of SCR 1325 was taken into account, to see what the UK was doing to support its implementation.

Ms. Link explained some actions being taken by the UK to improve its implementation of the resolution: a series of inquiries were being conducted, more information was put on the intranet, conversations were had with GAPS to brainstorm on what else the UK might be doing to assess proposals, conversations were had with the Minister of Defense to find out what they were doing in terms of sexual exploitation training.

The UK has also decided to build into their Action Plan: a commission that meets on a quarterly basis to find out what has happened in the Ministry and in New York, and a civil society monitoring group to ensure that the government is being held into account (marking the first time civil servants are in direct dialogue with ministers).

Panel 2 - Developing National Implementation Frameworks: Experience from National Processes

Ms. Lena Sundh, Ambassador for Conflict Management of the Ministry for Foreign Affairs in Sweden stated that in December of 2004, Sweden started work on developing a National Action Plan for the implementation of Security Council Resolution 1325 and in June of 2006, it was adopted by the government. The action plan was built at three levels: national, regional and global. Ms. Sundh stated that when Sweden appears in the international arena, they look at what they need to do to increase the number of women in Swedish police contingents and to increase the number of women as military observers. She stated that the minimum participation of women troop contingents in peacekeeping has to be the same as the number of women in the military.

Ms. Sundh said that after meetings with government and NGOs, the National Action Plan was re-written. She noted that the dependence on NGOs for a continued push on their action plans and that it was also necessary to depend on parliamentarians to push the agenda forward. At the national level, the word toward implementation is there but at the international level, it is more difficult to measure what actions should be taken. Ms. Sundh thanked everyone for coming and welcomed questions.

Ms. Sharon Bhagwan Rolls of FemLink Pacific, Fiji and NGO Working Group on Women, Peace and Security Peacebuilder Representative, noted that there have been various conflicts in Fiji and that during each one, women have played a poignant and pivotal role in the pursuit of peace. She stated that despite the fact that women in the Pacific Region have been greatly marginalized from formal decision-making structures; women were instrumental in brokering peace agreements.

Ms. Rolls stated that while Fiji does not yet have a National Action Plan, SCR 1325 was linked with a

National Women's Action Plan and there has been an establishment of a Coordinating Committee on SCR 1325. She noted that women's machineries remain highly under-endorsed and that it is critical for women's initiatives to be supported.

She concluded by stating that every year, women are remembered for their invaluable work as peacebuilders. She expressed her hope that this year, member states will go beyond rhetoric, so that women can serve on government bodies where security is discussed.

Questions/Comments

Ms. Nisha Achuthan, formerly of India's National Commission for Women, asked how national governments can be tasked to take the first step forward in implementing National Action Plans and also asked if panelists could address the topic of questionnaires on 1325.

Mr. Richard Leonard, of UN New York Office of Sport for Development and Peace stated that in response to the resolution, there is only one reference that refers to the role of sports and women and girls.

A representative from UN Habitat noted that in order to benefit from gender mainstreaming, it is necessary to work with both government and local officials and to make all parties aware of legal framework.

Bineta Diop, Executive Director of Femmes Africa Solidarite stated that a plan of action is needed in Africa. She asked can the international community could help in the creation of NAPs.

Thin Thing Aung, of the Women's League of Burma said that implementation can be done only by national governments. She asked how governments could be made to enforce National Action Plans when the country is in a conflict situation

Spanish Ambassador of the Ministry for Human Rights asked about the major elements of gender audits and asked how these can be conducted where most do not fully understand the concept of gender.

Responses

Ms. Rolls answered that questionnaires can be done within CEDAW reporting and that they should be targeted toward foreign affairs officials. She noted that in Fiji, they tried to use the NGOWG questionnaire and sat with national women's machinery, but they never got beyond that point.

Ms. Rolls stated that women are needed in decision making processes and that there needs to be resources for women to stand back and monitor the work being done.

Ms. Link stated that the necessity to keep raising awareness as civil society. She stated that they had asked ambassadors to say things about 1325 more often and noted that they want ambassadors to ask the prime ministers of their country, where the women are in peace negotiations.

Ms. Tuladhar stated that there needs to be an internalized self-imposed attitude in order to propel this work forward.

Ms. Sundh stated that Swedish mission is very strong at the capital and regional levels, but not the local levels. Political issues, not cease-fires, are being monitored. There has been an effort to convince the government of the need for civilian observers.

Ms. Link stated that we need to start small, with 2 or 3 actions which do make a difference and those differences made may eventually lead to a gender audit. She expressed the need to start with regional development goals, and the need to look for entry points.

Ms. Tuladhar stated that the Gender Audit is a tool within a strategy that leads to gender mainstreaming. Gender Auditing needs to be monitored in a country that wants to be audited. Gender audits cannot be imposed, but asked for.

Panel 3 - Ways Forward: Potential National Implementation Strategies in Post-Conflict Countries

H.E. Vabah K. Gayflor, Minister of Gender and Development in Liberia, discussed some of the challenges faced in implementing SCR 1325. Ms. Gayflor stated that she discussed 1325 with many missions in a cross-policy framework. At a national women's conference, the legislature promised that the number of women on the legislature would be increased but when it came to voting, the National Elections Commission bill was thrown out and every sentence that referred to women was removed. Despite this, the women of Liberia used what they had. SCR 1325 is local women's resolution and Liberia has several women ministers as well as President Ellen Johnson-Sirleaf who has a positive political effect.

Ms. Gayflor noted that among the constraints, are limited finances (despite the will of the President). There is a need to begin shifting the focus from short term to more durable activities. A Gender-Based Violence Action Plan is being created right now. The highest percentage of crime against women is rape and Ms. Gayflor noted the urgency of this problem, stating that recently an only 11 month old baby was gang raped. The Gender-Based Violence Action plan needs to be supported. This plan includes the creation of safe houses and training for police so they know how to handle rape and Gender-Based violence cases. She also stated that the effort to increase women's participation in politics and governance must be undertaken in a coordinate manor.

Ms. Leymah Gbowee, Executive Director of WIPNET Liberia, began by asking: "What is the role of 1325 in realizing post-conflict development in Liberia?" She stated that it has complimentary vision to the vision of the women's movement in Liberia. Ms. Gbowee also posed the question "Where are rural and local women's groups in implementing 1325?" She stressed the need for socio-economic development for women, informational and educational campaigns on 1325 and the development of women's formal leadership roles through training and empowerment. Security Sector Reform was discussed next, as Ms. Gbowee noted the need to engender the security reform process and to ensure a gender perspective is mainstreamed.

As a part of the local strategy, Liberian women continue to work. There is a radio program called "Women's Voices," where issues of women, peace and security can be discussed. She stated that the specific perspective of women needs to go into post- Truth and Reconciliation Commission and noted the importance of looking at the cultural context, in which it is difficult for women to talk about rape. The TRC process has not been fully engendered.

Ms. Gbowee concluded by stating that when stories of pre-war and post-war Liberia are told, there will two perspectives: one where women will be seen as victims, and another where women's resilience and

strength will be seen. Security Council resolution 1325 is a noble venture. “From civil society perspective, it is up to us to make it work.”

Questions/Comments

A representative from UN Habitat expressed that mainstreaming gender is a challenge and in post-conflict situations, it is even more complex. She stated that UN Habitat has a regional review of gender integration into disaster management in Africa and that there is also a program on safe cities, in which women, safety and security are looked at. She noted the importance of including all stakeholders in the process of implementing 1325.

Ms. Link noted that there is a clear link between the fact that Liberia is a highly militarized society and that there is a great deal of gender violence in the country. She asked how models/images of masculinity have been addressed and whether other models that don't involve violence have been offered.

A representative from the International Legal Consortium asked how we can bring men into the battle for gender equality, instead of always placing the responsibility solely on women.

Responses

Ms. Gayflor stated that in Africa these issues have been a challenge to the perception of men and the way they look at themselves. Another challenge lie in demobilization exercises. For fighters who have fought for 40 years, it is necessary to take away more than their guns. There is a need for counseling programs throughout the country. She also agreed that gender equality should not be a fight for women alone.

Ms. Gbowee stated that society has been very patronizing to women and the key message is to constantly remind society that this is a mission for partnership. The challenge is to preach this message of mutual partnership, for men to realize and accept that for them to empower women, they must bit by bit dis-empower themselves.

Closing Remarks

Ambassador Effah-Apenteng stated that this is not a zero-sum game of men and women and noted the importance of increasing communication. In Panel One, gaps were identified, in Panel Two, critical steps were discussed and in the third panel, challenges toward implementation were discussed. He concluded my urging: “Let us all move forward as member states, UN and civil society organizations. We all have important roles to play.”