



Making the Case for Security Council Resolution 1325: Catalyzing Support for Full Implementation through Research and Advocacy

New York, NY
Meeting Summary
June 5, 2008

On June 5, 2008, a group of 50 prominent government, United Nations, and civil society participants came together in New York under the auspices of the Women Leaders Intercultural Forum (WLIF) of Realizing Rights, to consider the state of implementation of UNSC Resolution 1325, identify opportunities and barriers to advance this agenda, and consider new steps. The meeting was convened by former President of Ireland Mary Robinson and was a follow-up activity to the International Women Leaders Global Security Summit held in New York in November 2007. The meeting was supported by The Annenberg Foundation Trust at Sunnylands, and held in partnership with the Council of Women World Leaders, The White House Project and the International Crisis Group.

The discussion focused on three key areas:

- The need for enhanced **protection** for women in conflict environments, including practical measures by UN peacekeeping missions and humanitarian assistance programs, the integration of gender concerns into security sector reform, the protection of women in situations of displacement, and the elimination of impunity for perpetrators of sexual abuse.
- The importance of women's **participation** in peace process and post-conflict governance and reconstruction, including the expansion of the number of women Special Representatives of the UN Secretary General, involvement of local women in the decisions affecting their lives, and inclusion of women as peacekeepers and civilian observers.
- The importance of dedicating new **resources**, including financial support, for gender-related projects, including rapid reaction funding for protection of women, expansion of maternal-child health systems and girls' education, and tracking of expenditures on these concerns within donors' conferences, government budgets, and international assistance programs.

The morning discussion inspired a research and advocacy proposal to review the impact of conflict on women and consider how to protect them and, equally important, to move beyond "victimhood" to use the full talents of women in peace negotiations and post-conflict governance and reconstruction.

Jennifer McCarthy, Director of the Women Leaders Intercultural Forum, welcomed participants and explained the context of the meeting. Donald Steinberg, Deputy President of the International Crisis Group, called on participants to catalyze, not criticize, the UN and its member states. The Security Council, the UN, the Secretariat Members, and UN member states claim support for the resolution and yet they do nothing to implement its objectives. Thus, the true opponent of SCR1325 is apathy. Attitudes must change.

Accountability Mechanisms and Systematic Changes for UNSCR 1325, Carla Koppell, Director, Initiative for Inclusive Security

Carla Koppell noted that SCR 1325 has a limited amount of accountability mechanisms within the UN and among its member states. This is directly evident when SCR1325 is compared to SCR1612. In comparison to 1612, 1325 does not have a formal process for review other than an annual open debate, it lacks a mechanism to expose perpetrators, the system-wide action plan lacks indicators for monitoring impact, it does not have the resources for monitoring, it also requires a focal point for leadership within the UN, and national action plans are not reviewed by a Council Working Group or other UN entity.

Ms. Koppell highlighted the role of process and results in establishing the needed accountability mechanisms for better implementation of SCR1325. The process for implementation would include: policies, procedures, tracking mechanisms, monitoring, and the assessment of information. A status report is needed to systematize these processes and develop specific recommendations for action in order to achieve results based on the initial goals for SCR1325. The status report and specific recommendations would be passed to the different actors responsible for and able to further the goals of SCR1325, mainly the international and unilateral processes, the UN system, its member states, and bilateral countries.

The first steps to developing accountability mechanisms are to determine a set of goals for a specific vision of progress and then determine when a goal has been achieved. After the groundwork has been laid, reporting systems, incentive systems, performance measures, and monitoring systems can be created and implemented to achieve the determined goals.

- Incentive systems should include “carrots and sticks,” including the recognition of high performers, and the public scrutiny of those UN staff and member states that have underperformed.
- Performance measures require a baseline for what success means and then appropriate benchmarks – results-based goals for the most significant elements of 1325.
- Monitoring systems should exist within the UN system and independent of it. To establish effective monitoring systems, we must:
- Reporting Systems should utilize the Security General’s interest in women’s security to establish yearly reports.

Working Group Discussion

The working group on accountability mechanisms identified several major themes that would benefit greatly from increased attention, and worked to express what accountability mechanisms might strengthen their implementation. The themes include: gender based violence, the increased recruitment of women in on-the-ground peacekeeping missions and within the UN, and funding.

1. Protection – especially from Gender Based Violence and Sexual Exploitation and abuse

- Determine who is accountable for state and non- state actors.
 - Have the peacekeepers who have engaged in rape been punished? By whom?
- Place sexual exploitation and abuse on the list of crimes that may not deserve amnesty
 - Determine a punishment regime
- Increase the number of women on the ground; more women peacekeepers
 - Provides on-the-ground accountability.
 - Provides abused women with a safe person to discuss/request protection.
 - Possible benchmark: 30% of peacekeepers should be women
 - Increase female recruitment efforts.
 - Provide support for female peacekeepers.

- Role of UN
 - Set an example for what they require of others – thus, they must be held responsible for sexual crimes.
 - Rape severity awareness
 - No more tolerance of the “boys will be boys” mentality
 - Legal advisors to increase the impact over peacekeepers
- The US Mission to the UN will bring the issue of sexual violence during conflict to the Security Council
 - Less political traffic
 - “Low-hanging fruit” - It is unlikely to achieve another resolution or the appointment of a SRSG on gender
- Develop field-level strategies to prevent and mitigate dangerous situations
 - Provide firewood and fuel alternatives for refugees so fewer women are left in vulnerable situations (UNOCHA, UNHCR) – please see attached reading
 - Provide a means for work and a real living income, this will reduce female vulnerability

2. Increased Participation of women in the UN and in peace-building processes

- Increased quotas: established benchmarks to hold agencies and member states accountable
 - Accompany quotas with follow-up to ensure that women’s voices are respected, that women are invited to back-room meetings, and women are not considered token participants.
 - Train female peace negotiators in the art of persuasion, compromise, decision making, and negotiation.
- Change how the UN recruits and reviews candidates, especially for peacekeeping missions.
 - Change the job descriptions for senior positions to eliminate gender biases.
 - Include the SRSG track and the envoy track.
 - Develop a review process to ensure efforts are providing results.
 - Increase systematic support mechanisms for females in positions of power.
 - Family support, job tracking within the UN, mentorship programs, etc.

3. Funding

- Identify the funders and beneficiaries of gender initiatives.
- Require donor nations to submit reports on the exact amount and use of funding for the implementation of UNSC Resolution 1325.
- End the earmarking of funds.
- Place gender participation stipulations on donated funds for the peace process.
- Require donors to hold actors accountable to gender issues– including the Peacebuilding Fund.

Recommendations for Practical Implementation within the UN

Nyaradzai Gumbonzvanda, General Secretary, World YWCA

Nyaradzai Gumbonzvanda facilitated the discussion on the best ways to utilize the UN system, at a global level, a regional level, a member state level, and a micro level which includes NGOs, civil societies, gender advocates, and women’s movements within nations to support and advance SCR1325. She suggested the following practical steps to accelerate implementation of 1325:

1. Strengthen the Normative Framework
 - a. Institutionalize discussions on 1325 into the Security Council agenda
 - b. Integrate the Human Rights Council and 1325
2. Infiltrate UN structural and institutional actions at a global level
 - a. Mandate, rather than suggest, the Secretary General to submit a report
 - b. Establish and institutionalize a significant working group on SCR1325

- c. Appoint an office for the Special Representative for Women, Peace and Security and adequately support the position (financially and technically)
- d. UN Security General must provide direction for agencies, programs and funds, as well as special departments to report on 1325 – to be accompanied by specific budgetary allocations
- e. UNSG must commission a study on “gender responsive budgeting for 1325” within the existing financial mechanisms, which could include:
 - i. The Peace Operation Fund, the UN Peace Building Fund, the UN Democracy Fund, The Multi-Donor Trust Fund, Central Emergency Response Fund, and the Violence Against Women Trust Fund.
- 3. Integrate regional-level actions with inter-governmental bodies
 - a. Mandate that regional, inter-governmental bodies, including IGAD, SADC, ECOWAS, and the AU, efforts in conflict resolution place the objectives of 1325 within organizational practices.
- 4. Integrate 1325 in country governance systems and UN Country Responses
 - a. UN support on the development of National Action Plans for 1325 – provide positive models
 - b. SRSGs or UN Resident Coordinators must be personally accountable for facilitating implementation of SCR1325
- 5. Strengthen women’s agency and voice
 - a. Establish country level basket funding mechanisms for facilitating access to resources for women’s organizing and voice
 - b. Strengthen partnership with the network of women involved in the International Women Leaders Global Security Summit (www.womenandglobalsecurity.org), especially with implementation of Track II Diplomacy and the outcomes of the November 2007 meeting.
 - c. Continue to collaborate with and support (financially and technically) the Women Peace Building Caucus and the 1325 Network on Women, Peace and Security.
 - d. Strengthen partnerships in a way that empower local, national and regional women’s networks working on different aspects of 1325.
 - e. UN must facilitate the space for inclusion.

Working Group Discussion on Practical Implementation

- 1. Protection of refugees
 - a. Create an Emergency Response Network
 - i. Create a corresponding Emergency Response Fund
 - ii. Provide gender experts on demand
 - b. End impunity
- 2. Increase role of women within the UN, especially as SRSGs
 - a. Develop a more gender-neutral job description for the SRSG
 - b. Ask for name recommendations from NGOs and the private sector
- 3. Unilateral involvement in the peace process
 - a. Strengthen existing networks to develop a pool of knowledgeable parties
 - b. Engage the United Nations Department of Political Affairs in the full peace process
 - c. Engage major private sector parties
 - d. Include grassroots organizations, women’s groups, and civil society.
- 4. Develop a UN tracking system for funding

Research Design and Advocacy Strategy for SCR1325

Sanam Anderlini, Research Affiliate, MIT Center for International Studies

Sanam Anderlini's presentation on advocacy strategy for 1325 focused on five main points. First, the process of advocacy for SCR1325 and any related research reports is just as important as the research. There are significant politics involved in the distribution and influence of the report that require attention beyond the scope of the research project itself.

Second, the framing of the resolution and report should be inclusive and stress the collaboration of an entire society in the peace process. An example of this advocacy strategy was employed at the onset of SCR1325, when advocates addressed the failures of the UN and EU in peacebuilding and challenged them to use the innovative tool of civil society engagement to further peace talks. The cooperation and engagement of women, a vital 50% of the population, into the peace process would help sustain peace, and thus is a pivotal peace and security issue.

The peace and security aspect of 1325 has kept it on the Security Council floor. Violence against women is an indicator of national instability and should be taken seriously. Further advocacy should continue to highlight the collaborative power of civil society, NGOs, and women in peace talks.

Third, the target audience must be identified and then fully involved in the research, advocacy, and implementation of SCR1325.

Forth, the rhetoric of the report and discussion should be recalibrated to broaden the scope of work to include people, not just women.

Finally, Mary Robinson's leverage to convene a coalition of the willing and the funding to sustain the project is a significant advocacy tool.

Working Group Discussion

The Research and Advocacy agenda for catalyzing support for the full implementation of UNSC Resolution 1325 should be a process of invigorating proactive analysis of the tools already available, and of identifying and answering the gaps in knowledge, information, and training that will further push the 1325 agenda.

To do this, we need to:

1. Deepen the agenda for advocacy
 - Collect information that empowers the understanding of the gender perspective.
 - Ask what tools are needed to engender support, on-the-ground and within the international community.
 - Develop one-page "fact sheets" that will communicate in concrete and digestible terms the impact of 1325, or the impact of not implementing and enforcing the terms of the Resolution.
 - Share information at all levels of interaction and avoid losing information within the bureaucracy.
 - Use available information more poignantly.
 - Train and retrain staff and personnel on the proper use of 1325 advocacy tools.
 - Address the challenges and past failings of research and advocacy efforts.
 - Understand the challenges supportive member states face when advocating for Resolution 1325.
 - Provide the information that answers to the challenges of advocates, policy makers and donors.
 - Prioritize the most concerning gaps in the implementation of the Resolution and focus advocacy and research at these gaps. We need to establish an ordered approach to advocacy that directly addresses what needs most work and attention.
2. Identify Research Questions and Research Methods

- Assess the impact of Resolution 1325, as it has and hasn't been implemented, on the ground thus far
 - o Ask local women and men of their experiences
 - o Provide women with information that gives them the tools to actively engage and the opportunity to bring a new perspective to the negotiation tables.
- Provide strong, research based answers to the targeted questions of member states and international actors
- Complete a cross-sector survey on the social impact of gender, and how this impact is then affected by conflict.
- Examine how action plans address the issues brought forth by policy makers and those within government. The action plans to implement 1325 must address issues on a country-specific basis.
- Develop a technical process of gathering information (Data, IDB, GBV)
- Examine the means by which we obtain information. When gathering data through questionnaires:
 - o How can the questions we ask better address the multi-faceted and complicated nature of the situation for many women and children?

Next Steps on Collective Action

Mary Robinson asked participants to bring their ideas together to scale up the possibility for collective action. The session built on the conclusions from earlier discussions to determine a productive, necessary, and immediate course of action for protection, participation, funding, and reporting.

The following actions were deemed most important:

1. Protection of Women and Refugees

- Reform the Security Sector.
- On-the-ground aid, ex. Firewood provisions.
- Train peacekeepers on 1325 (at every level and before every mission).
- Mandate UN Peacekeeping Missions to protect women and those who participate in negotiations.
- Utilize the capacity of the AU and other regional agencies.
- Receive the commitment of the Human Rights Commission.

2. Participation of Women

- Upgrade gender advisors within the UN system; provide them with personnel and financial support.
- Train local women: provide them with the skills of communication, accountability, and action.
- Integrate a gendered perspective on all peace-building plans to prevent oversights in plans for protection. (ex. The clearing of land mines on roads but not fields)
- Implement Track II diplomacy.

3. Financing Accountability

- Accessible and Flexible funds – Rapid Reaction Funding
 - o More money for training, demobilization, gender advisors, immediate protection
- Reach out to private sector for funding
- Track expenditures on SCR1325

4. Reporting and Accountability

- Create report cards and action plans.
- Provide incentives.
- Model effective National Action Plans to encourage the creation of more NAPs.

- Develop a Security Council Sitting Committee.
- Develop a working group to establish monitoring and reporting systems for the Security Council Agenda¹
- Indicate the parties that systematically engage in practices of sexual violence
 - o Place sanctions on these groups
- Threaten member state inaction with the reprimands of the Security Council
- Develop a UN task force, comprised of agencies, member-state agencies, monitoring mechanisms, and incident-based reports such that all incidences that have taken place are reported.
- Follow-up on the research project to develop case studies
 - o Acquire member state investment in the project to sustain support and interest into the follow-up stage

The development of a monitoring and reporting mechanism will only address some of the issues addressed in UNSC Resolution 1325. Further action must be taken to implement the complex resolution fully.

With the goals of protection, participation, funding, and reporting on SCR1325 Mary Robinson wants to create the political energy needed to inspire a political momentum around the issues of UNSC1325, gather the funding needed to fully support the initiatives, and initiate a Track II approach in Africa. Ms. Robinson has recommitted herself, and the members of this meeting, to the process of supporting the women that need to be engaged and provide them with the funding they need to be heard.

Ms. Robinson will bring these ideas to the attention of high-level officials within the UN in the coming month. The recommendations developed will institute a framework of accountability as the 10th anniversary of SCR1325 approaches. To conclude the day's meeting, Ms. Robinson proposed a challenging, yet engaging, call to action for participants. She urged the participants, as a community of the willing, take on the issues of UNSC Resolution 1325 and facilitate the voices on the ground to push the political will.

¹ UN officials think it is unrealistic to expect the development of a SC working group.

Attached Notes and Reading Materials:

1. Carla Koppell, *Director, Initiative for Inclusive Security*: “Mechanisms for Ensuring Accountability”
2. Nyaradzai Gumbonzvanda, *General Secretary, World YWCA*: “Accelerating Implementation of United Nations Security Council Resolution 1325 of 2000 on Women, Peace and Security: Recommendations For Practical Actions.”
3. Carolyn Makison
 - a. The Women's Commission's first comprehensive study of the issue of firewood collection and rape is available in the report *Beyond Firewood: Fuel Alternatives and Protection Strategies for Displaced Women and Girls* at this link <http://www.womenscommission.org/pdf/fuel.pdf>.
 - b. The study received widespread attention and led to two major initiatives spearheaded by the Women's Commission, an Inter-Agency Standing Committee (IASC) Task Force on Safe Access to Firewood and Alternative Energies (SAFE), and the International Network on Household Energy in Humanitarian Settings. Information is provided on these two initiatives in the attached one-page information sheet. More information is available directly from the website for the International Network on Household Energy at www.fuelnetwork.org.