

# CHAPTER 10

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## KEY ACTORS FOR WOMEN, PEACE AND SECURITY: MONITORING AND ACCOUNTABILITY

## THE ROLE OF KEY ACTORS

In the first decade of the implementation of Security Council resolution 1325 (2000), few tools and data were available to systematically track progress across the women, peace and security (WPS) agenda. In many areas the evidence available to inform policy-making and programming was limited, good practice was not regularly recorded, and mechanisms for holding different stakeholders to account were largely absent. In the build-up to the tenth anniversary of resolution 1325, growing concerns were expressed that, despite an expanding normative framework and a wide range of activities spurred by the adoption of the resolution, women's and girls' lives were still wrecked by violence, and women's participation at all stages of peace processes remained unacceptably low. This prompted a closer look at issues around monitoring and accountability, in particular because the more transformative and structural changes envisioned by all actors contributing to the birth of resolution 1325 were far from achieved.

In the lead up to the fifteenth anniversary of resolution 1325, policy makers, researchers and practitioners looked back to assess what this resolution and related normative frameworks on women, peace and security had achieved. They also looked ahead to see what needed to be done in the future to address emerging priorities and concerns, and bring about

concrete change in areas where progress has been sluggish. Importantly, Security Council resolution 2122 (2013) recognized with concern that without a significant implementation shift, women and women's perspectives would continue to be underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future, and as such encouraged Member States, regional organizations and United Nations entities to start reviewing existing implementation plans and targets.

This chapter examines initiatives taken by different stakeholders to accelerate action, measure progress and deliver better results on the ground. It highlights good practice and puts forward concrete proposals for future action. As the review of the implementation of resolution 1325 coincides with other major policy reviews and debates underway—including discussions linked to the 2030 Sustainable Development Goals, targets and indicators; the 20-year review of the Beijing Declaration and Platform for Action; the 2015 High-Level Independent Panel on United Nations Peace Operations; the 2015 Review of the United Nations Peacebuilding Architecture; and the preparations for the World Humanitarian Summit—the chapter also explores linkages and synergies between the various agendas on issues concerning peace and security from a gender perspective.



## HIGHLIGHTS FROM THE RESOLUTIONS

### + Resolution 1325

*Urges Member States to ensure increased representation of women at all decision-making levels [...] in mechanisms for the prevention, management, and resolution of conflict*

2000

### + Resolution 1889

*Welcomes the efforts of Member States in implementing its resolution 1325 (2000) at the national level, including the development of national action plans, and encourages Member States to continue to pursue such implementation*

2009

### + Resolution 1888

*Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training to carry out their responsibilities*

## + Resolution 1889

*Urges Member States, United Nations bodies and civil society, including non-governmental organizations, to take all feasible measures to ensure women and girls' equal access to education in post-conflict situations, given the vital role of education in the promotion of women's participation in post-conflict decision making*

## + Resolution 2106

*Urges concerned Member States to ensure full accountability, including prosecutions, in cases of [sexual exploitation and abuse by UN personnel] involving their nationals*

2013



## + Resolution 2122

*Encourages concerned Member States to develop dedicated funding mechanisms to support the work and enhance capacities of organizations that support women's leadership development and full participation in all levels of decision-making, regarding the implementation of resolution 1325 (2000)*

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+ “For this fifteenth anniversary I would like to see more member states develop and adopt national action plans...[N]ational action plans that will have the active participation of civil society, of local communities... National action plans that would have the necessary budget and technical resources so that we will not see governments napping...”

**Mavic Cabrera-Belleza,**

International Coordinator, Global Network of Women Peacebuilders

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While the full implementation of Security Council resolution 1325 (2000) is the duty of multiple stakeholders, Member States have the primary responsibility to ensure that global commitments and obligations on women, peace and security are integrated into domestic policies, laws, planning and budget processes. Nation states remain the most influential actors in the implementation of the WPS agenda.

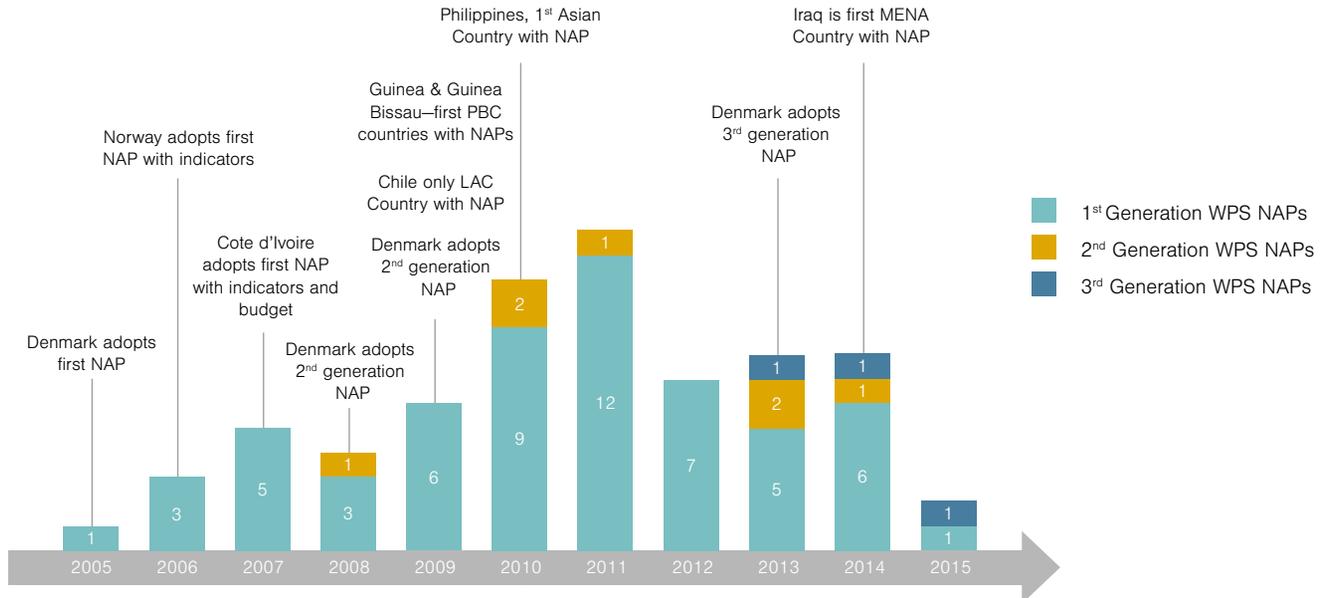
## NATIONAL ACTION PLANS

UN agencies and donor countries have identified the formulation of national action plans (NAPs) as a critical tool for moving forward Member State commitments in this area. These plans, when they are successful, provide an opportunity for national stakeholders to identify priorities, determine responsibilities, allocate resources, and initiate strategic actions within a defined time frame. However, consultations in all regions for this Global Study indicated that this conception of an action plan was sometimes based on an idealistic premise that all sectors within a country would work together regardless of diversity, division or polarity. Likewise, bringing all groups under one umbrella, regardless of divergent agendas, could lead to unrealistic and unachievable action plans, especially when resources were limited. It is therefore essential to first understand ground realities in an armed conflict situation before pushing for national action plans and defining their content.

As of July 2015, 54 countries have adopted a NAP (24 in Europe, of which several have already launched their third generation NAP; 17 in Africa; nine in Asia; three in the Americas; and one in Oceania).<sup>1</sup> Several NAPs are due to be updated soon and close to 20 more countries are in the process of preparing their first action plan.<sup>2</sup> Some of these are expected to be launched in time for the 15<sup>th</sup> year anniversary of resolution 1325 and the High-Level Review in the Security Council in October 2015. Notably, among countries that have adopted or are currently drafting NAPs, some are situations on the agenda of the UN Security Council, while others are hosting a peacekeeping or special political mission, have received funds from the Peacebuilding Fund, and/or were included on the World Bank’s list of Fragile Situations in 2014.<sup>3</sup>

NAPs have evolved significantly since Denmark launched the first one in 2005, followed by other western European and Nordic countries. Côte d’Ivoire was the first post-conflict country to adopt a plan in 2007, followed by Uganda in 2008, and Liberia in 2009. Most early NAPs had a stronger focus on processes rather than outcomes. Analyses of some of these early documents show the absence of a clear division

**Number of National Action Plans on Women, Peace and Security adopted by year<sup>4</sup>**



between comprehensive goals, strategic objectives and actions, lack of clear lines of responsibilities, budget and timelines, and of coordinating and oversight mechanisms.<sup>5</sup> Since then, newly developed or second or third generation NAPs have attempted to address these earlier deficiencies.

**WHAT MAKES A HIGH-IMPACT NAP? STANDARDS EVOLVING FROM LESSONS LEARNED AND GOOD PRACTICE**

The growth in the number of NAPs globally is often welcomed as an illustration of Member States' growing commitment to implement resolution 1325. However, it is important to bear in mind that these are simply processes and facilitators of action, not ends in themselves. In regional and country consultations for this Study, civil society organizations echoed past lessons learned in NAP reviews and identified common elements necessary to the development of a NAP that can be a tool for coherent, targeted and impactful action.<sup>6</sup> These elements include:

- strong leadership and effective coordination;
- inclusive design processes;
- costing and allocated budgets for implementation;
- monitoring and evaluation; and
- flexibility to adapt to emerging situations.

**Strong leadership and effective coordination**

Effective NAP development, implementation and monitoring require clear government commitment and leadership, both at political and technical levels.<sup>7</sup> The choice of government institution to conduct the coordination of the NAP is crucial, and ideally the process should be led by a high-level ministry that not only has political influence but also enjoys the confidence of women's groups. Evidence points to stronger outcomes where these processes are coordinated by line ministries such as the Ministry of Defense or Foreign Affairs, rather than the Ministry of Gender, as this can signal that the

plan is central to issues of peace and security and is mainstreamed across all relevant departments.<sup>8</sup>

Beyond clarity on responsibilities and coordination within the government, an issue strongly emphasized in NAP review processes and consultations for the study was the importance of effective coordination between the range of actors involved in the realization of the WPS agenda. To do this, several countries have established at the national level either a task force, or a steering committee or working group to coordinate the various ministries and other stakeholders involved.<sup>9</sup> Opportunities for cross-learning and good practice exchange with other countries have also proven valuable in informing the design of an effective NAP.<sup>10</sup>

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+ “For women and girls in conflict countries, all too often, governments see the resolutions as a policy document and not legally binding which translates into weak National Action Plans that do not allocate funding or support to NGOs.”

Respondent to the civil society survey for the Global Study, organization working at the global level in Myanmar, Iraq and the US

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### Inclusive processes

In addition to government leadership, effective national implementation plans and strategies require broad participation of civil society organizations, academic institutions, donor partner governments, women, men, as well as local communities and populations directly affected by conflict. These actors can make substantial contributions to the design, implementation, monitoring and evaluation, and review of such plans.

Tensions may exist in some contexts between wide-ranging consultations and possible time and resource constraints, as well as decision-making traditions that make it difficult for governments to collaborate with civil society partners in some contexts.<sup>11</sup> Yet, the benefits of broad participation are too many to ignore. Inclusion can raise awareness, contribute to advocacy initiatives, and ensure a variety of perspectives on issues of security that affect diverse stakeholders. In turn, broad participation, which reinforces the right to equality and non-discrimination, makes the resulting plans and strategies more responsive to the needs and expectations on the ground, and increases the level of ownership and commitment to implementation.

There is growing good practice to build on from both non-conflict and conflict-affected settings. In the Netherlands, for example, the second NAP was co-signed by three Dutch government ministries, four research institutions and over 30 civil society organizations including multinational NGOs, women’s peace movements and diaspora organizations.<sup>12</sup> In Sierra Leone, the year-long NAP design process began by establishing a Government-Civil Society Task Force, the WANMAR 1325 Task Force, comprised of 35 government representatives, civil society and local organizations.<sup>13</sup> Following the launch of the NAP, the WANMAR 1325 Task Force was transformed into a steering committee to guide the implementation process. The inclusion has facilitated strong buy-in from local-level government bodies to translate the NAP into their own contexts. Seven of the 19 sub-national local councils are currently implementing NAP activities.

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**+** *In Sierra Leone, the year-long NAP design process began by establishing a Government-Civil Society Task Force, the WANMAR 1325 Task Force, comprised of 35 government representatives, civil society and local organizations.*

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In Bosnia and Herzegovina, by emphasizing human security, the government has used the NAP as a platform to achieve meaningful change at the community level.<sup>14</sup> The plan has facilitated a move away from a traditional, militarized concept of national security to focus on civilian safety and protection from all forms of intimidation and threats on a daily

basis. Specifically, the Agency for Gender Equality worked with local government and civil society actors, with technical support provided by the Institute for Inclusive Security, to develop local NAPs in five pilot municipalities that address women's daily security concerns, including protection from gender-based violence and discrimination, human trafficking, access to legal protection, education, healthcare, natural and economic resources, and environmental and infrastructure concerns such as recent floods, landmines, street lighting and public transportation.

Since 2010 a range of 'localization' initiatives have been implemented by the Global Network of Women Peacebuilders (GNWP) and partners in Burundi, Colombia, the Democratic Republic of the Congo (DRC), Liberia, Nepal, the Philippines, Serbia, Sierra Leone and Uganda, with good practices emerging.<sup>15</sup> For example, in the Philippines, localization workshops held in 2012 inspired the inclusion of four women in the Bodong traditional peace council in the Kalinga province—a 24 member century-old council appointed by tribal elders, which until then had been exclusively male.<sup>16</sup> The workshops also led to government officials in the municipality of Real, Quezon province, passing a resolution guaranteeing 50 per cent women's representation in appointed posts in local governance bodies.

## FOCUS ON

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### Nepal's national action plan: A case study of a participatory approach

The armed conflict in Nepal between government security forces and the Communist Party of Nepal – Maoist left more than 14,000 dead and 200,000 displaced.<sup>17</sup> Its impact on women and girls was especially devastating, including widespread sexual and gender-based violence (SGBV). There was a high level of female participation in the conflict—approximately 30–40 per cent of the Maoist

combatants were female, and women were also heavily involved in bringing about an end to the conflict. Despite this, Nepali women were ultimately absent from the formal peace negotiation table.<sup>18</sup>

In 2011, following extensive advocacy by the Nepali women's movement and the UN, and under the leadership of the Ministry of Peace and



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“Governments [must] take concrete measures [...] to implement National Action Plans. This will strengthen full and equal participation for women in post-conflict decision-making processes and positions.”

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Respondent to the civil society survey  
for the Global Study, based in Iraq

### Costing and budgeting the implementation of national action plans while managing expectations

There is resounding consensus that predictable and sustainable financing is a prerequisite for the effective realization of the WPS agenda at both national and international levels. However, a review of 47 NAPs in 2014 showed that only 11 had a specified budget, with great variation in terms of the proportion of the allocated budget.<sup>22</sup> Civil society groups expressed a great sense of frustration and cynicism in this regard, about NAPs just being pieces of paper and idealized concepts that will not work in underdeveloped societies.<sup>23</sup> Unless plans were realistically drafted and funded, and expectations properly managed, there was a danger of them falling into disuse and only fueling cynicism within society.

To guarantee sustainable funding, a comprehensive and realistic costing of NAPs must be carried out from the planning stage, and specific funding earmarked for their implementation. Here, a preliminary institutional audit can be helpful, providing a government with specific information that addresses stakeholders' resource and capacity constraints so as to help establish clear lines of responsibilities and accountability. Countries including Ireland, Norway, Rwanda, Sweden and the UK have carried out institutional audits prior to beginning their NAP development processes. In the UK, a preliminary audit helped to identify existing initiatives and remaining gaps in gender-related activities across the government.<sup>24</sup> Clearly allocated budgets and responsibilities, which both include and benefit civil society organizations, are a good indicator of existing commitments. At the same time, some departments may back out of specific commitments for lack of funding.<sup>25</sup>

Partnerships with bilateral, regional and multilateral agencies can provide an avenue to generate wider political and sometimes financial support for the national application of WPS resolutions and thus increase chances of success. This is especially needed in conflict and post-conflict countries, where the government's ability to fully finance their commitments under NAPs is likely to be limited.

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+ “Success is still limited, due to absence of strong in-country monitoring systems. Mostly programs are conducted in capitals in center with very limited spread in the regions.”

Respondent to the civil society survey for the Global Study, working in conflict areas of Armenia/Azerbaijan

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In some settings, such as Burundi for example, a Multi-Stakeholder Financing Mechanism has been set up to support implementation. This has, however, been challenged by limited continuity and buy-in from various stakeholders.<sup>26</sup> In Bosnia and Herzegovina, the dedicated NAP-funding mechanism supported by Austria, Sweden and Switzerland, and other international organizations including UN Women, UNDP, NATO, the European Union Police Mission (EUPM), and the European Union force (EUFOR), has proven fundamental to translating words into meaningful action.<sup>27</sup> While donors should continue to provide predictable, long-term and substantial financial and other resources, the role of the United Nations—including through South-South cooperation and capacity building for both governments and civil society—is also crucial. In addition, innovative sources of funding and support, including from the private sector, should be considered.

## FOCUS ON

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### Financing for the implementation of national action plans

In 2013, Cordaid and GNWP conducted a survey<sup>28</sup> among Member States that have adopted National Action Plans (NAPs), to establish the current financing landscape of such plans. A number of common concerns and priorities were put forward by the respondents that participated in the survey. In particular, the findings reaffirmed the urgency of adequate, sustained and dedicated financing for the effective implementation of NAPs as well as the broader WPS agenda.

The main survey findings showed that:<sup>29</sup>

- The majority of governments do not earmark funding for either the development or implementation of NAPs.
- The sources and sustainability of financing for NAP implementation vary greatly, with implications for tracking, monitoring and accountability.
- Many governments finance the implementation of their NAPs based on shifting national priorities and do not fund all pillars adequately.
- Mechanisms for tracking and monitoring NAP financing are often non-existent or inadequate.
- While many governments employ gender-responsive budgeting, the particular approach used varies, with funding for NAP implementation typically not guaranteed.
- The critical role of civil society—particularly women’s rights organizations, networks and movements—in NAP development and implementation is not adequately supported, resourced or recognized.
- There is an expressed interest in contributing to funding a Multi-Stakeholder Financing Mechanism for NAP implementation (a suggestion that has been captured within the proposal for the Global Acceleration Instrument for Women, Peace and Security and Humanitarian Action; see Chapter 13: *Financing WPS*).

### **Establishing robust frameworks for monitoring, reporting and evaluation**

For NAPs to show concrete results in the lives of women, girls and their communities, their actual impact should be systematically monitored and regularly assessed. An effective monitoring and evaluation system can help improve policies and programmes, strengthen commitment and partnerships, encourage accountability, and build a foundation for sustainable investments.<sup>30</sup> Establishing such a system must take place necessarily at the planning stage, alongside a comprehensive context analysis and assessment of different factors, actors, risks and needs. The context analysis serves to create a baseline critical for future monitoring and evaluation.

In Burundi, the Democratic Republic of the Congo and Rwanda, for example, the formulation of NAPs was preceded by baseline analyses using information gathered at the community level.<sup>31</sup> In Rwanda, such analysis revealed the feminization of poverty as one of the key underlying structural problems women face on a daily basis, a factor that impedes the full implementation of resolution 1325. This observation provided an important foundation for post-conflict programming that could then tackle structural obstacles to women's empowerment while also aiding the post-conflict transitional process.<sup>32</sup>

Since 2010, greater emphasis has been given to the development of indicators, benchmarks and targets that help measure progress on NAP implementation

and improve reporting. For example, in 2009, only six of 15 NAPs (40 per cent) included result indicators. By 2014, out of 47 NAPs reviewed, 30 contained indicators for monitoring progress (close to 64 per cent), and 19 had measurable targets, all of which included quotas on women's participation in conflict prevention, protection, governance and recovery.<sup>33</sup> In addition, the submission of an annual implementation progress report to parliament is an emerging good practice. This could be further strengthened by making a version of the progress report available to the public. In three countries, Liberia, Nigeria and the US, NAP progress is reported directly to the President.<sup>34</sup>

The role of civil society in collecting up-to-date information on the situation of women affected by conflict, as well as in maintaining the momentum for NAP implementation, is well recognized. While the majority of NAPs include provisions for civil society involvement, the level of direct participation in monitoring and reporting varies. For example, in countries such as Austria, Australia, Belgium, the Democratic Republic of the Congo, Ghana, Liberia, the Netherlands and the US, civil society can produce shadow reports and/or are invited to comment on annual implementation reports as part of national monitoring mechanisms. In Australia, this takes the form of a civil society report card that is presented annually in conjunction with the Australian NAP's progress reports.<sup>35</sup> In Chile, the government recently committed to creating a space for public dialogue with civil society in order to close the existing gaps in implementing its second NAP launched in 2015.<sup>36</sup>

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“NAPs, national consultations and monitoring, [have] opened new opportunities for women’s participation in peacebuilding and conflict prevention on one side and protection of women and girls from violence on the other.”

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Respondent to the civil society survey for the Global Study,  
working in conflict areas around the globe

## RECOMMENDATIONS

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### Moving forward beyond 2015: Proposals for action

#### All relevant actors—Member States, civil society, donors, and multilateral agencies—should:

- ✓ Document best practices, and promote and adopt global standards for the design, monitoring and implementation of high-impact NAPs, and other women, peace and security domestication tools, building on lessons learned across the areas of: a) leadership and coordination, b) inclusion and collaboration with civil society, c) costing and financing, d) monitoring and evaluation, and e) flexibility and adaptability of plans.
- ✓ Strengthen national and global reporting mechanisms for monitoring progress in the development and implementation of NAPs, to enhance transparency and facilitate exchange of learning, and scale up good practice.

#### Member States should:

- ✓ Support and invest in participatory processes, social accountability tools and localization initiatives to link global, national and local efforts and ensure

the voices of the most affected and marginalized populations inform and shape relevant responses and monitoring of progress.

- ✓ Provide capacity building and support the development, financing, implementation and monitoring of NAPs in conflict-affected countries that lack the resources to initiate and sustain a NAP development and implementation process, through partnerships, bilateral and multilateral cooperation, including through North-South, South-South and triangular cooperation, and with civil society.

#### The UN should:

- ✓ Facilitate the establishment, by the UN Standing Committee on Women, Peace and Security, of a comprehensive and accessible database of NAPs to share good practices, lessons learned, and ensure transparency and accountability.
- ✓ Ensure the proposed new Assistant Secretary-General for Crisis and Conflict role at UN Women includes a specific focus on monitoring and reporting on NAPs.

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## HIGHLIGHTS FROM THE RESOLUTIONS

### + Resolution 1820

*Urges appropriate regional and sub-regional bodies in particular to consider developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict*

2008

### + Resolution 1888

*Urges the Secretary General, Member States and the heads of regional organizations to take measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding*

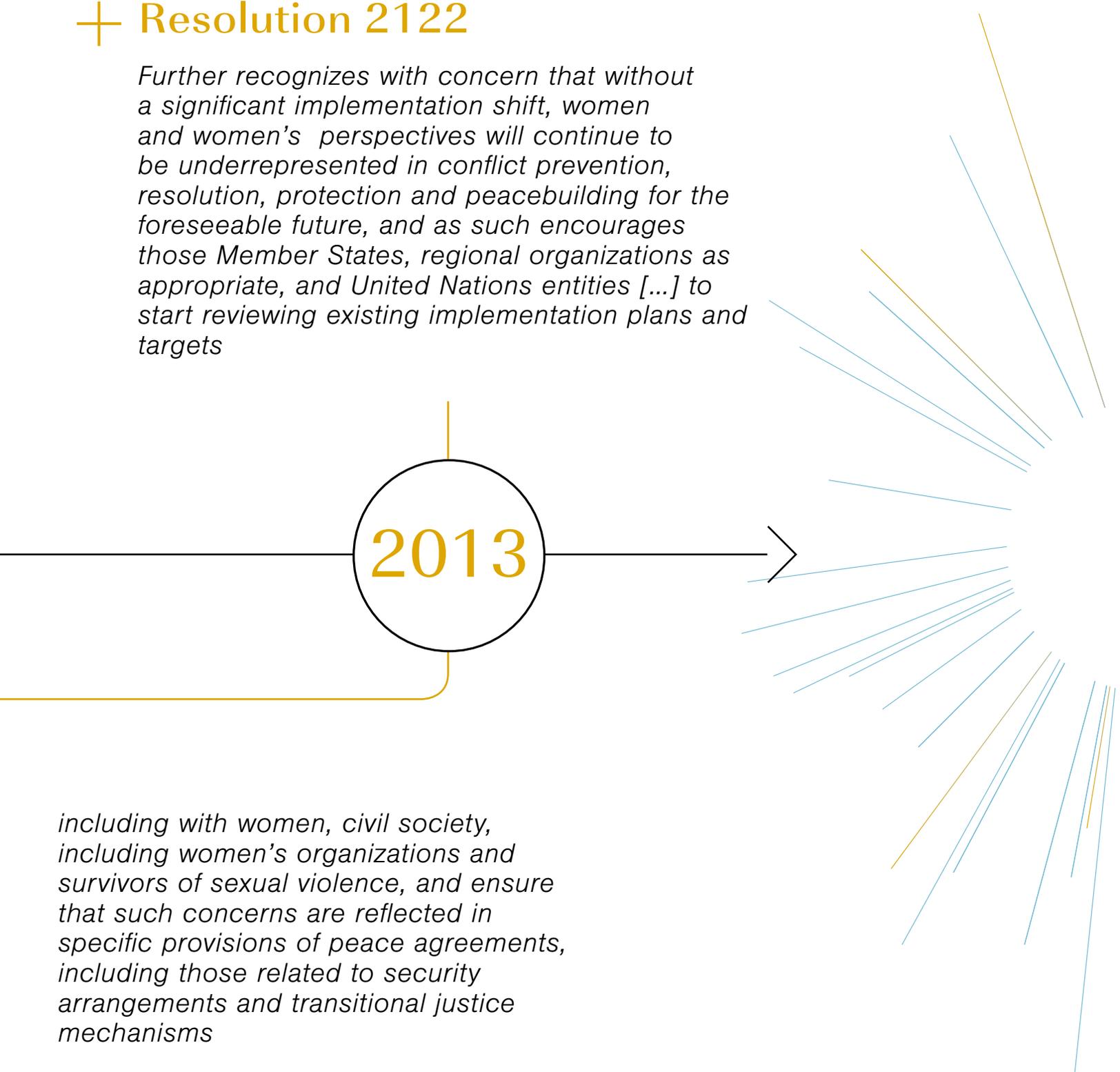
2009

### + Resolution 2106

*Reiterates the importance of addressing sexual violence in armed conflict whenever relevant, in mediation efforts, ceasefires and peace agreements; requests the Secretary-General, Member States and regional organizations, where appropriate, to ensure that mediators and envoys [...] engage on sexual violence issues,*

## + Resolution 2122

*Further recognizes with concern that without a significant implementation shift, women and women's perspectives will continue to be underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future, and as such encourages those Member States, regional organizations as appropriate, and United Nations entities [...] to start reviewing existing implementation plans and targets*



2013

*including with women, civil society, including women's organizations and survivors of sexual violence, and ensure that such concerns are reflected in specific provisions of peace agreements, including those related to security arrangements and transitional justice mechanisms*

Since 2000, the magnitude and complexity of global security threats, crises and intra-state conflicts that frequently spill across borders have prompted an increase in regional approaches to security management, peacemaking, protection and prevention. Cooperation in the area of peace and security between the United Nations and regional and sub-regional organizations such as the African Union (AU) and the European Union (EU) has intensified, with specific application in countries such as the Central African Republic, Mali, Somalia and Sudan, and with the North Atlantic Treaty Organization (NATO) in Afghanistan. The adoption in 2013 of the Peace, Security and Cooperation Framework

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+ “How can political, economic and social institutions be strengthened in such a manner that they work harmoniously to replace the legacy of conflict and violence with a new, inclusive and more people-centred order of relations in support of achieving sustainable development?”

**Rosa Emilia Salmanca**, keynote remarks, UN General Assembly Thematic Debate on “Ensuring Stable and Peaceful Societies,” 24 April 2014

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for the Democratic Republic of the Congo and the Region<sup>1</sup> by 11 countries under the auspices of the AU, the International Conference on the Great Lakes Region (ICGLR), the Southern African Development Community (SADC) and the United Nations is one concrete example of intensified cooperation and new partnerships.

Regional consultations for this Study highlighted the numerous ways in which regional and sub-regional organizations have integrated global women, peace and security commitments within their security, crisis-response, human rights or peacebuilding efforts since 2000. This includes: the adoption of specific regional policy frameworks, monitoring tools and action plans; development of jurisprudence on women’s rights; appointment of high-level representatives to drive action on women, peace and security; closer engagement with women’s organizations to strengthen early warning systems; and interventions to boost technical gender expertise within these regional organizations. Analysis indicates, however, that progress made by these initiatives—and the leadership support they receive—is highly uneven across regions and sub-regions. As a consequence, the results on the ground remain mixed or too recent to properly assess.

## REGIONAL POLICIES AND ACTION PLANS ON WOMEN, PEACE AND SECURITY

As of May 2015, five organizations—the Economic Community of West African States (ECOWAS),<sup>2</sup> the EU,<sup>3</sup> the Inter-Governmental Authority on Development (IGAD),<sup>4</sup> NATO,<sup>5</sup> and the Pacific Islands Forum (PIF)<sup>6</sup>—had adopted dedicated regional action plans (RAPs) on women, peace and security. Other notable regional initiatives since 2010 include:

- the development of a strategy on ‘Protection of Arab Women: Peace and Security’ by the League of Arab States (which is to be complemented by a regional action plan on women, peace and security in 2015);<sup>7</sup>
- the adoption of an action plan for the implementation of resolution 1325 in support of the

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**+** *Stronger take-up of the WPS agenda by key regional organizations has contributed to an increase in related NAPs by Member States.*

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Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the Region; and

- the AU's launch of a new major five-year Gender, Peace and Security Programme for 2015-2020.<sup>8</sup>

Increasingly, regional organizations have improved sector-specific guidance and strategic planning tools that integrate women's human rights and gender perspectives, including in areas such as mediation, security sector reform, transitional justice, disaster risk reduction and countering violent extremism; building on global normative frameworks on women, peace and security.

Regional and sub-regional policies and action plans on women, peace and security can be complementary and mutually reinforcing to national action plans (NAPs), as well as to other national and regional human rights and related sectoral policies and action plans. They can help promote peace and security in the context of cross-border conflicts, for example the monitoring of pastoralist conflicts in the Horn of Africa's region; the facilitation of dialogue between Serbia and Kosovo by the European Union, and efforts by the Association of Southeast Asian Nations (ASEAN) in 2011 that resulted in the cessation of violence along the Thai-Cambodian border. They provide opportunities to share limited resources and build on neighbors' experiences, often in similar historical, cultural, and socio-economic contexts.<sup>9</sup> They also may give access to groups who may have

no voice nationally because of structural issues or discrimination, for example through mechanisms such as the African Commission on Human and Peoples' Rights and the European Court of Human Rights. The effectiveness of RAPs, however, depends largely on a number of factors including: the political commitment underpinning their implementation; the existence of a conducive environment; the involvement and strength of civil society; adequate financial, human and technical resources; coordinated implementation; and a strong regional monitoring and evaluation system.

In a number of regions, stronger take-up of the WPS agenda by key regional organizations has contributed to an increase in related NAPs by Member States. For instance, in West Africa, where Member States committed to the development of NAPs in the ECOWAS regional action plan, 12 out of 15 countries developed these plans within three years of its adoption. In the EU, by May 2015, 17 out of 28 Member States had developed NAPs and a number supplemented these with additional policy guidance related to women, peace and security. In the Pacific Islands region, the RAP guided the development of national plans in the Solomon Islands and the Bougainville Autonomous Region of Papua New Guinea. Regional organizations can also play a key role in capturing and sharing lessons learned and good practices across their Member States. The OSCE, for example, in cooperation with the Peace Research Institute Oslo (PRIO) published a study analyzing the 27 NAPs in the region, highlighting good practices, gaps and challenges.<sup>10</sup> OSCE, along with UN Women and partners also informed the NAP development process in the Ukraine initiated in 2015.

## **IMPROVING THE REPRESENTATION OF WOMEN IN REGIONAL ORGANIZATIONS**

The promotion of women's human rights, leadership and meaningful participation is core to advancing regional organizations' global and regional commitments, as well as the recruitment and appointment of women to senior positions.

Data shows an overall upward trend in the representation of women in senior positions in regional organizations since 2012,<sup>11</sup> although spotty data availability prevents more robust trend analysis, and much of the data that does exist points to continued low levels of women's representation in key areas of staffing. Information provided by NATO for instance showed that women held six out of 38 executive leadership positions (16 per cent) at NATO headquarters<sup>12</sup> as of December 2014, and two out of seven in country offices (28 per cent). In addition, one of the two NATO Special Representative positions was held by a woman, bringing the overall rate of women holding leadership positions to 19 per cent—still low. In the EU's External Action Service (EEAS) women held three out of 28 headquarters-based executive positions

(11 per cent) and 31 out of 135 positions in country offices and missions (23 per cent). Although one of the two EEAS mediators in 2014 was a woman, women held only one out of 10 (10 per cent) of the special envoy and representative positions.<sup>13</sup>

In the case of the Pacific Island Forum Secretariat, women held four out of seven headquarters-based executive positions (57 per cent), but the rate of female special representatives or envoys was low—five per cent (just two out of 36).<sup>14</sup> Notable achievements have been made by the AU Commission. Not only has parity been reached among its Commissioners, but in terms of top leadership, the appointment of Ms. Nkosazana Dlamini-Zuma as the AU Commission Chairperson in 2012 signaled an important shift in female representation.

## FOCUS ON

### Building capacity on gender within NATO

NATO's efforts in implementing resolution 1325 and related commitments on women, peace and security have led to considerable strengthening of gender expertise and capacity within the organization. A 2012 review found that whilst a robust policy platform had been established, the challenge lay in putting the policies into practice throughout the entire organization.<sup>15</sup> Among other things, the review recommended that every Commander's initial mission analysis be informed by resolution 1325, and that relevant planning, report and assessment tools be revised to include a gender perspective.

The Resolute Support Mission in Afghanistan was a key step forward in this context. Its planning process showed that integrating a gender perspective is no longer an afterthought but part of the entire planning cycle, from political decision-making to development

of the Operational Plan and generation of forces. The Resolute Support Mission was also the first mission where Allies and Partner Nations made the required gender expertise available at all levels from the very start of the mission.<sup>16</sup>

A well-functioning network of gender advisors and focal points are now in place across both civilian and military elements of NATO institutions and field commands. Gender advisor posts are fully established and budgeted, and advisors are trained at the Nordic Center for Gender in Military Operations.<sup>17</sup> In recent years, much has also been invested in developing and improving gender training for all categories of staff, including pre-deployment training, to raise awareness about the responsibilities of all staff to implement commitments on women, peace and security and build their capacity to do so.

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International  
organizations  
must support local  
organizations by building  
their capabilities  
and strengthening  
their international  
position to be effective  
internationally,  
regionally, and locally.

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Respondent to the civil society survey for the  
Global Study, based in Iraq

## BUILDING GENDER EXPERTISE

The adoption of resolution 1325 and related global commitments on women, peace and security have had a tangible influence on the gender-responsiveness and architecture of regional security organizations. Within the OSCE it added momentum for creating support mechanisms such as a Gender Section in the Secretariat, a Gender Unit within the Office for Democratic Institutions and Human Rights, and the establishment of a Gender Focal Point System throughout the Organization. A notable development was the inclusion of a gender advisor at the very outset of the establishment of the OSCE Special Monitoring Mission in Ukraine after the 2014 crisis.<sup>18</sup> Similarly, the AU established civilian protection and gender units in its field missions, for example in Somalia (AMISOM) and in Darfur (UNAMID) and included gender experts in post-conflict needs assessment teams.

The EU's work on women, peace and security is supported by gender advisors and focal points in different sections at its headquarters, as well as by the informal EU Task Force on Security Council resolution 1325, consisting of representatives of EU Member States and institutions. At present, all of the 16 Common Security and Defense Policy missions currently deployed by the EU have either a gender advisor or a focal point who, in the majority of

missions, also cover other interrelated issues such as women's human rights.<sup>19</sup>

## HIGH-LEVEL REPRESENTATIVES OR ENVOYS ON WOMEN, PEACE AND SECURITY

The appointments of dedicated advocates have also contributed to strengthening collaboration and partnerships between these organizations and the UN, as manifested through the adoption of Memorandums of Understanding, joint missions and initiatives. Regional envoys have increasingly been appointed to coordinate and drive action.<sup>20</sup> These high-level dedicated posts have demonstrated real impacts for their respective organizations. The NATO Secretary General appointed the first Special Representative for Women, Peace and Security in August 2012 to serve as the high-level focal point on all aspects of NATO's contributions to the WPS agenda. The position has now been formalized into a permanent NATO senior staff position within the office of the Secretary General.<sup>21</sup> As at June 2015, discussions were underway on the appointment of a similar position within the EU. Further, in January 2014, Bineta Diop was appointed the first Special Envoy for Women, Peace and Security of the African Union Chairperson.

## EXPANDING CAPACITY TO MONITOR AND EVALUATE RESULTS

Since 2010, regional and sub-regional organizations have strengthened their efforts to build systems for monitoring progress, evaluating results and sharing good practice on the implementation of the WPS agenda. For example:

- The Council of the EU has adopted a set of indicators to assess progress on their Comprehensive Approach to the implementation of Security Council resolutions 1325 and 1820.<sup>22</sup> Building on lessons learned in compiling data, these are currently under review to enhance measurability and effectiveness.

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 *Regional envoys have increasingly been appointed to coordinate and drive action. These high-level dedicated posts have demonstrated real impacts for their respective organizations.*

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## FOCUS ON

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### The first year of the AU Special Envoy on Women, Peace and Security

*“Achieving our goal of silencing the guns by 2020 requires a complete paradigm shift. We need to think out of the box, we need to innovate, to build solidarity, chains among women, to reach out to traditional leaders, religious leaders, involve our men and educate our boys.”*

**Bineta Diop**, Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission.

Since her appointment in 2014, Special Envoy Bineta Diop has been working to promote an end to the victimization of women and children during conflicts, and to advocate for women’s participation in peacebuilding and state-building processes. In her first year, the Special Envoy’s approach focused on understanding the realities of conflict-affected communities through direct interactions to hear their views.

She undertook solidarity missions to the Central African Republic, Nigeria and Somalia. In Nigeria, her visit lent visibility to the efforts of Nigerian women in their fight

for the release of the Chibok girls, as well as highlighted the importance of education for girls in the face of the Boko Haram onslaught against education.<sup>23</sup> In the Central Africa Republic, her joint visit with UN Women Executive Director, Dr. Phumzile Mlambo-Ngcuka, in May 2014, led to a joint plan of action between the UN and AU for support to women’s participation in forthcoming elections, rule of law reform and transition mechanisms.

In March 2014, the Special Envoy was appointed to the AU Commission of Inquiry on South Sudan. Her engagement facilitated close interactions with South Sudanese women, ensuring there was specific focus on the crimes committed against them during the conflict, and reinforcing the importance of women’s involvement in the peace process. In December 2014, the AU Peace and Security Council urged the African Commission, through the coordination of the Office of the Special Envoy, to formulate a Continental Results Framework to monitor the implementation by AU Member States and other relevant stakeholders of commitments on women, peace and security in Africa.

- NATO included a monitoring and evaluation framework with indicators in its 2014 Action Plan for policy implementation on women, peace and security. As part of a stronger commitment to monitoring and reporting, Allies and Partner Nations are briefed every six months on progress made, and the NATO Secretary-General is obliged to publish an Annual Report on the implementation of the Policy on Women, Peace and Security.<sup>24</sup>
- In 2015, the AU initiated the development of a Continental Results Framework on Women, Peace and Security in Africa. This will build on the notable policy-level advancements across the continent in recent years, and will include recommendations for improving institutional capacities for sex-disaggregated data collection, particularly in fragile and post-conflict settings, including through the deployment of gender experts, capacity building and technology development, and by strengthening national statistical institutions.<sup>25</sup>

Further opportunities for cross-learning and information sharing should be explored. These could include mechanisms for the dissemination of women, peace and security-related statistics and other information collected at global, regional and national levels; and stronger engagement of beneficiaries in the design, implementation and evaluation of projects and programmes. One area where little comparable information is available, that would benefit from greater information sharing and cooperation, is the financing of regional initiatives on women, peace and security. More must also be done to formally engage and partner with local women peace leaders, women's human rights defenders and other civil society organizations in the work of regional organizations. Such engagement and partnership can usefully contribute to strengthening regional and national efforts of implementation of the global WPS agenda, as well as monitoring of implementation.

## RECOMMENDATIONS

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### Moving progress beyond 2015: Proposals for action

#### Member States should:

- ✓ Ensure adequate funding and political will to effectively implement regional policies and action plans on women, peace and security, as well as other interrelated policies, sector-specific action plans and strategies.
- ✓ Support and fund the attendance and meaningful participation of civil society organizations in regional decision-making processes

#### Regional organizations should:

- ✓ Appoint high-level women, peace and security representatives to drive implementation at the regional level, building on the experience of the AU and NATO.
- ✓ Establish channels for women leaders and civil society organizations to systematically contribute to the conflict-prevention and peacebuilding work of regional organizations, including by establishing regional advisory bodies of women peace leaders.
- ✓ Build regional capacity for monitoring and reporting on progress in the implementation of the WPS agenda.

- ✓ Increase engagement and interaction with international and regional human rights mechanisms to ensure full consideration of women's human rights, a central component of the WPS agenda.
- ✓ Establish a network of women's human rights and gender advisors and focal points to further mainstream gender perspectives across all workstreams.

#### Regional organizations and the UN should:

- ✓ Collaborate to establish avenues for cross-learning and information exchange on gender-sensitive priorities and concerns pertaining to the implementation of the WPS agenda, including by integrating these issues in joint dialogues and intergovernmental meetings on cooperation between the UN and regional organizations in the areas of peacemaking, preventive diplomacy, peacekeeping and peacebuilding—such as the regularly scheduled meetings between the UN Security Council and AU and EU.

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2. The ECOWAS first Plan of Action for the implementation of UNSCRs 1325 and 1820 was adopted in Dakar, Senegal in September 2010, during the celebration of the 10th Anniversary of resolution 1325 (2000).
3. In 2008, the EU adopted the "Comprehensive Approach to the EU implementation of the UNSCRs 1325 and 1820 on WPS" which in 2010 was complemented by a set of indicators that form the basis for reporting on implementation.
4. The IGAD-RAP for 2011- 2015 to implement UNSCRs 1325 (2000) and 1820 (2008) was one of the core outcomes of the IGAD Women and Peace Conference held between 26th and 29th April 2011 in Addis Ababa, Ethiopia.
5. A revised NATO policy and Action Plan on Women, Peace and Security were developed in 2014 with NATO's partners in the Euro-Atlantic Partnership Council (EAPC), as well as with Afghanistan, Australia, Japan, Jordan and the United Arab Emirates, and with New Zealand as an associate. All together 50 Nations have signed up for the Policy and Action Plan.
6. The Pacific Regional Action Plan: Women, Peace and Security, adopted in 2012, covers the period 2012-2015. A Pacific Islands Forum Reference Group was established to provide oversight and initial funding was obtained from Australia to support its implementation.
7. "The Arab Region Report on the Implementation of the UNSCR 1325 and The Regional Strategy on Protecting Women in the Arab Region" (League of Arab States, June 2015).
8. "African Union Launches Five-Year Gender Peace and Security Programme 2015-2020," African Union - Peace and Security Department, June 2, 2014, <http://www.peaceau.org/en/article/african-union-launches-five-year-gender-peace-and-security-programme-2015-2020>.
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11. See, e.g., "Report of the Secretary-General: Women and Peace and Security," UN Doc. S/2014/693 (United Nations Security Council, September 23, 2014).
12. This covers NATO headquarters international staff, excluding International Military Staff and Delegations.
13. "European Union - Input to the Global Study on Women, Peace and Security" (European Union, March 2015).
14. "Pacific Islands Forum Secretariat Input for Global Study on the Implementation of UNSCR 1325 - Annex II - Indicator Reporting Template" (Pacific Islands Forum Secretariat, 2015).
15. "Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-Led Operations and Missions" (NATO, Nordic Centre for Gender in Military Operations, Swedish Defence Research Agency (FOI), 2013).
16. "Submission of NATO to the Global Study" (North Atlantic Treaty Organization (NATO), March 23, 2015), 4.
17. *Ibid.*, 10.
18. Ormhaug, "OSCE Study on National Action Plans on the Implementation of the United Nations Security Council Resolution 1325."
19. "European Union - Input to the Global Study on Women, Peace and Security," 13.
20. These appointments are mirrored at the national level, with ambassadors in countries including the United States, Australia and Sweden working as dedicated advocates for gender equality.
21. "Submission of NATO to the Global Study," 5. Following Norwegian diplomat Mari Skåre, Dutch diplomat Marriët Schuurman was appointed the NATO Secretary General's Special Representative for Women, Peace and Security in October 2014.
22. For a full list of indicators, see "Indicators for the Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women," July 14, 2010. Data is compiled and reported bi-annually, but availability is still low for some of the indicators.
23. "Report of the Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission" (African Union Commission, January 30, 2014).
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25. "Towards a Continental Results Framework on Women, Peace and Security in Africa," Recommendations from High Level Side Event to the 59th Session of the Commission on the Status of Women (Conference Room 11, UN HQ: Office of the Special Advisor on Africa (OSAA), African Union (AU), UN Department of Public Information (DPI), UN Women, NGO Working Group on Women, Peace and Security, Femmes Africa Solidarit (FAS), March 10, 2015).



## HIGHLIGHTS FROM THE RESOLUTIONS

### + Resolution 1325

*Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel*

### + Resolution 1888

*Expresses its intention to ensure that resolutions to establish or renew peacekeeping mandates contain provisions, as appropriate, on the prevention of, and response to, sexual violence, with corresponding reporting requirements to the Council*

2000

2008

2009

### + Resolution 1820

*Requests the Secretary-General, where appropriate, to encourage dialogue to address this issue (sexual violence) in the context of broader discussions of conflict resolution between appropriate UN officials and the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities*

### + Resolution 1960

*Requests the Secretary-General to track and monitor implementation of these commitments by parties to armed conflict on the Security Council's agenda that engage in patterns of rape and other sexual violence, and regularly update the Council in relevant reports and briefings*

## + Resolution 2122

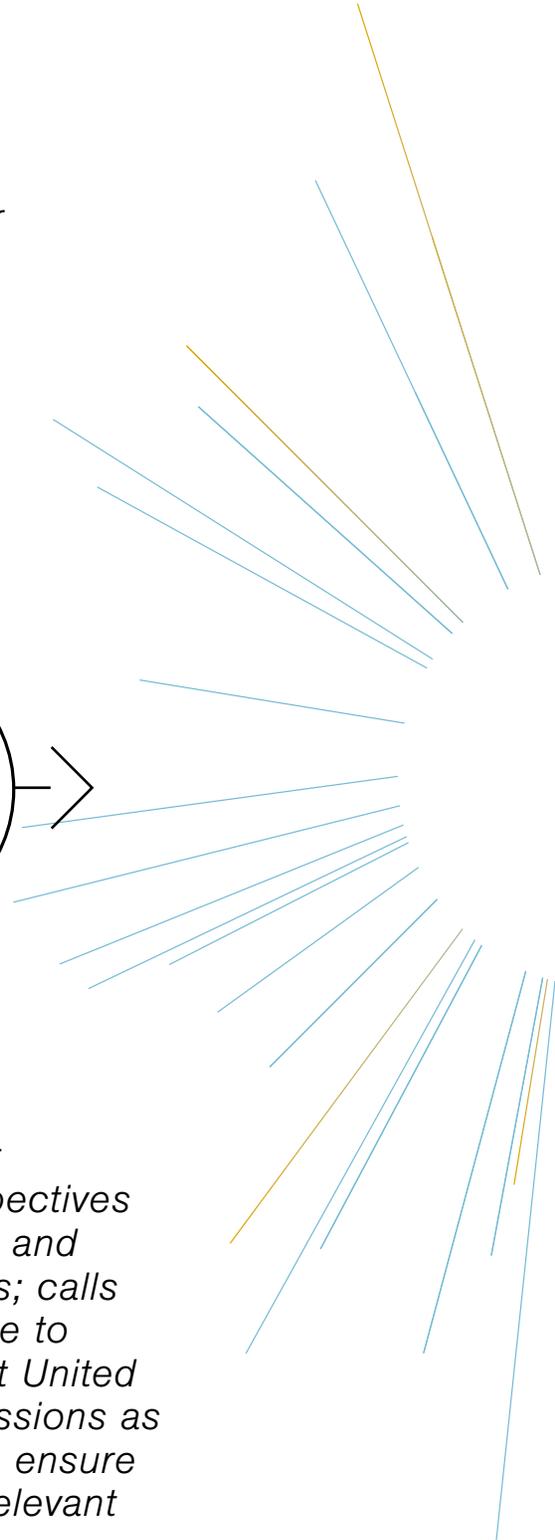
*Requests the Secretary-General to strengthen the knowledge of negotiating delegations to peace talks, and members of mediation support teams, on the gender dimensions of peacebuilding, by making gender expertise and gender experts available to all United Nations mediation teams*

2010

2013

## + Resolution 2106

*Recognizes the distinct role of Gender Advisors in ensuring that gender perspectives are mainstreamed in policies, planning and implementation by all mission elements; calls upon the Secretary-General to continue to deploy Gender Advisors to the relevant United Nations peacekeeping and political missions as well as humanitarian operations and to ensure comprehensive gender training of all relevant peacekeeping and civilian personnel*



Perhaps the most visible progress made in the area of women, peace and security over the past decade and a half has been a near universal recognition of the critical role of women in preventing and responding to conflict, and building peace. This shift is evidenced in the growth of the normative framework in the Security Council, the integration of these norms into the work of other UN bodies, the accelerated creation of national action plans on women, peace and security, and the evocation of these commitments in statements of Member State delegates during deliberations and debates. As just one example of this, when the Security Council convened an Arria formula meeting in January 2014 to hear the views of Syrian women on the conflict in their country—a convening that itself would have been unlikely just five years ago—participation in the meeting was at ambassador level for most Council members, and each seemed to read from the script; reiterating the need for an inclusive process and noting the importance of women’s participation. While a growth in norms, policy, and rhetoric cannot on its own lead to the impactful change needed on the ground in conflict-affected countries, it establishes standards against which key actors can be held to account, measuring their actions against their own commitments and rhetoric.

The UN, as a body responsible for establishing these global norms, has a particular responsibility to ensure their full implementation within its own efforts, and provide a model of leadership for others. In line with this, the UN has gradually integrated commitments on gender equality, women’s human rights, and empowerment into entity-specific policies, guidance, training, monitoring and reporting. More entities are employing technical gender expertise to inform their work. At headquarters, there has been a push to develop common frameworks to monitor the UN’s work in this area, and to improve accountability. And at the highest levels, increased attention has gone towards improving the gender balance of the UN workforce, including in leadership positions.

**Despite this progress, global consultations for this Study revealed that these efforts are still**

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+ “Advancing the cause of women, peace and security must be integral to our peacemaking, peacekeeping, and peacebuilding efforts, not an afterthought.”

**Ban Ki-moon,**

United Nations Secretary-General

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**seen as lacking, with limited perceived impact on the ground.** Those consulted shared the view that the expectations of where the UN should stand with regards to progress in the implementation of the women, peace and security (WPS) agenda are considerably higher than the results to date. In responses to a global civil society survey undertaken as a contribution to this Study and the 2015 High-Level Review,<sup>1</sup> slightly over half of respondents indicated that the UN works too much with larger organizations and not enough with grassroots organizations, and that processes are too slow and bureaucratic. Furthermore, almost one third of respondents saw lack of coordination between UN entities and donor countries on the ground as a major challenge. These views from those who should be the beneficiaries of the WPS agenda point to the need for much more to be done to integrate gender and women’s participation in all areas of the UN’s peace and security efforts. New and innovative ways of working should be sought which prioritize

outcomes, address specific obstacles to women's participation, make more effective use of existing capacities and resources, scale up investments, and demonstrate more effective senior leadership to bring the UN in line with expectations and ensure that it is indeed 'fit for purpose' in the current context.

This chapter examines three distinct but interconnected areas where the UN system must focus greater attention to effectively accelerate implementation of the WPS agenda: enhancing system-wide accountability, coordination and coherence; increasing women's representation and leadership both at headquarters and in the field; and strengthening the UN's gender architecture.

## IMPROVING SYSTEMS FOR MONITORING PROGRESS AND COORDINATING ACTION

In October 2010, in a ministerial-level meeting of the Security Council, the Secretary-General pledged the development of a more comprehensive and measurable approach to implementing resolution 1325 (2000) in the UN system. This was in response to a global call for enhanced accountability and action.<sup>2</sup> A number of key initiatives have been established since then. These include the Secretary-General's Seven-Point Action Plan on Gender-Responsive Peacebuilding, the set of indicators to track the implementation of resolution 1325, and the UN's Strategic Results Framework on Women, Peace and Security, all of which are closely related.

### FOCUS ON

#### UN monitoring and accountability frameworks on women, peace and security

The Secretary-General's Seven-Point Action Plan for Gender-Responsive Peacebuilding<sup>3</sup> sets out the most tangible set of targets to date across the following areas: mediation, post-conflict planning and financing, governance, rule of law and women's economic recovery. Notably, under the area of financing, the Secretary-General committed the UN system to allocate at least 15 per cent of UN-managed funds in support of peacebuilding to projects that address women's specific needs, advance gender equality or empower women as their principal objective. The action plan was endorsed by the UN Policy Committee, and the Secretary-General included its implementation among his priorities for his second term. As of September 2013, 12 UN Country Teams had volunteered to spearhead implementation of the plan.<sup>4</sup> The global set of indicators to track implementation of resolution 1325 was developed at the request of the Security Council<sup>5</sup> and presented in October 2010

as an annex to the annual Secretary-General report on women, peace and security.<sup>6</sup> The set includes 26 indicators.<sup>7</sup> Several Member States and regional organizations have adapted indicators from this set to their own national/regional needs and are including them in their own monitoring frameworks, including national action plans on women, peace and security.<sup>8</sup>

To further guide the UN's own implementation of resolution 1325, the Security Council requested the development of a strategic framework.<sup>9</sup> This resulted in the UN Strategic Results Framework (SRF) on Women, Peace and Security.<sup>10</sup> The SRF measures progress attained by UN entities across several functional areas including: gender expertise and gender balance; planning and financing; the promotion of women's participation, security and their rights; monitoring and reporting; and consultative mechanisms with women leaders and groups.<sup>11</sup>

Each of these UN accountability frameworks has contributed to better quality information on progress, implementation trends and good practices across a range of areas.<sup>12</sup> They have also cast a light on areas of stagnation and regression, such as women's representation in managerial positions in the UN system, the financing of the WPS agenda and weaknesses in the UN gender architecture.

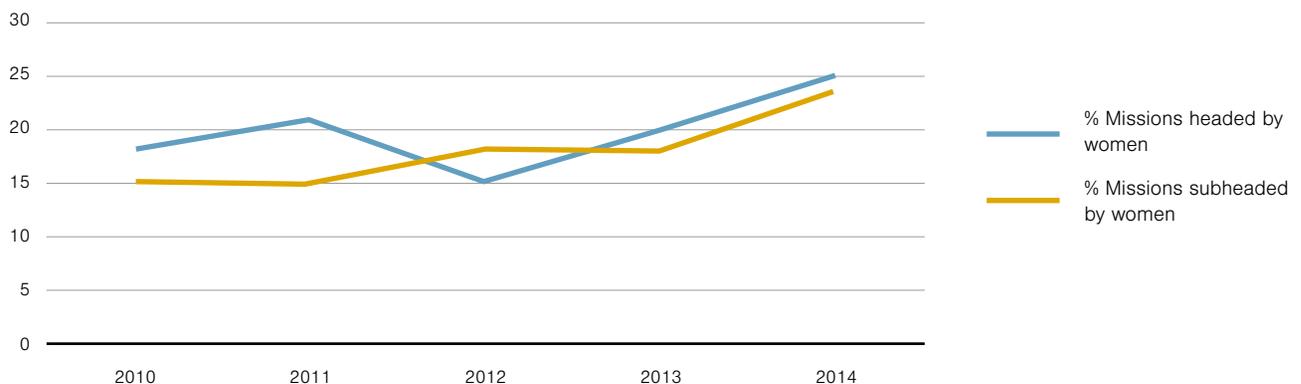
An internal assessment of the above-mentioned monitoring frameworks explored how to use the findings effectively to inform policy change, planning, resource allocation and programming.<sup>13</sup> Key findings include the limited usability of the frameworks for accountability and advocacy purposes owing to the existence of three separate but related UN frameworks on the same issue. In addition, several of the targets and indicators attached to these frameworks are complex and—as currently framed—immeasurable. Progress to date is most visible within entities that have benefited from senior leadership support and managed to integrate system-wide commitments into entity-specific frameworks and tools.<sup>14</sup> Harmonizing the various frameworks, refining indicators and targets, separating progress from outcome measures and securing the necessary political support from each of the responsible entities as well as from senior UN leadership would make a significant difference in implementation.

## ENSURING THE UN IS LEADING BY EXAMPLE: REPRESENTATION AND LEADERSHIP

### Women's representation among UN staff

In 1987, Dame Margaret Anstee became the first woman to be named an Under-Secretary-General of the UN (USG)—42 years after the organization's founding.<sup>15</sup> Since then, more women have been appointed to senior leadership positions, particularly as heads of missions. In the last decade, driven by the Secretary-General's commitment to this issue, the numbers are markedly higher. The proportion of peacekeeping and special political missions headed by women has fluctuated since 2011, with rates between 15 to 25 per cent.<sup>16</sup> An all-time high was reached by DPKO in May 2015 with almost 40 per cent of peacekeeping missions led by a woman. There has also been a positive trend in the number of women deputy-heads: in 2011 only 15 per cent of field missions were deputy-headed by women; by 2014 this number had reached 24 per cent although it declined once more to 19 per cent as of January 2015. There is a considerable way to go however to reach gender parity, called for as a goal by 2015, in the positions of special representatives and special envoys,<sup>17</sup> and the overall pace of progress across all levels of UN staff has remained slow.

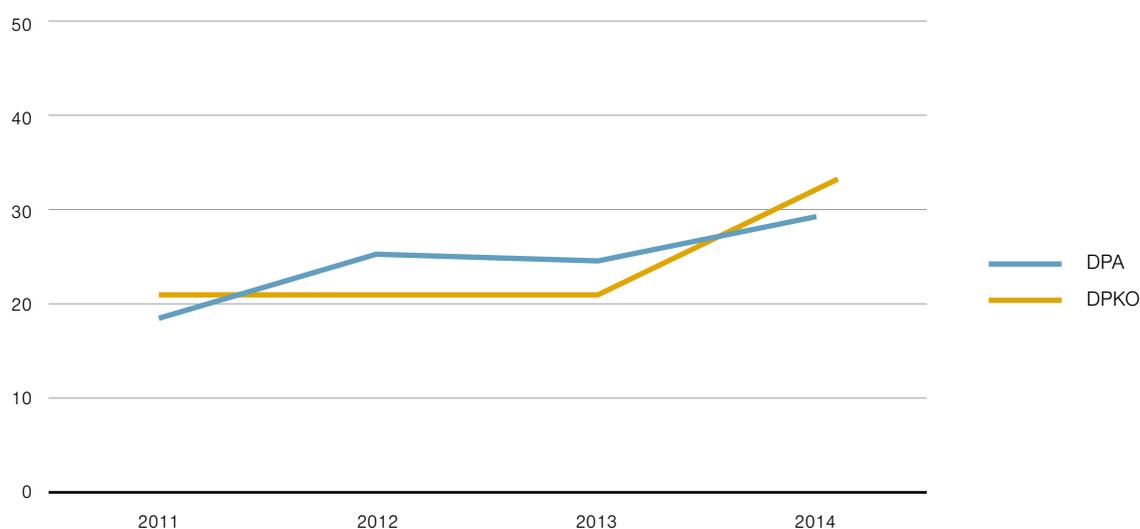
### Peacekeeping and Special Political Missions headed and subheaded by women<sup>18</sup>



In peacekeeping missions, the share of managerial positions (P5 to D2) held by women shifted upwards from a constant 21 per cent between 2011 and 2013, to 33.4 per cent in 2014.<sup>19</sup> Similarly, in special political missions the rates shifted upwards from 18 to 29 per cent between 2011 and 2014. While this ascending trend is

positive, faster change is possible. For example, UNAIDS launched its Gender Action Plan with an emphasis on accountability and career development, which resulted in an 8 per cent increase in P5 representation, and an almost 50 per cent increase in female heads of country offices in only one year, from 2013 to 2014.

### Percentage of women in P5 to D2 positions in peacekeeping and special political missions<sup>20</sup>



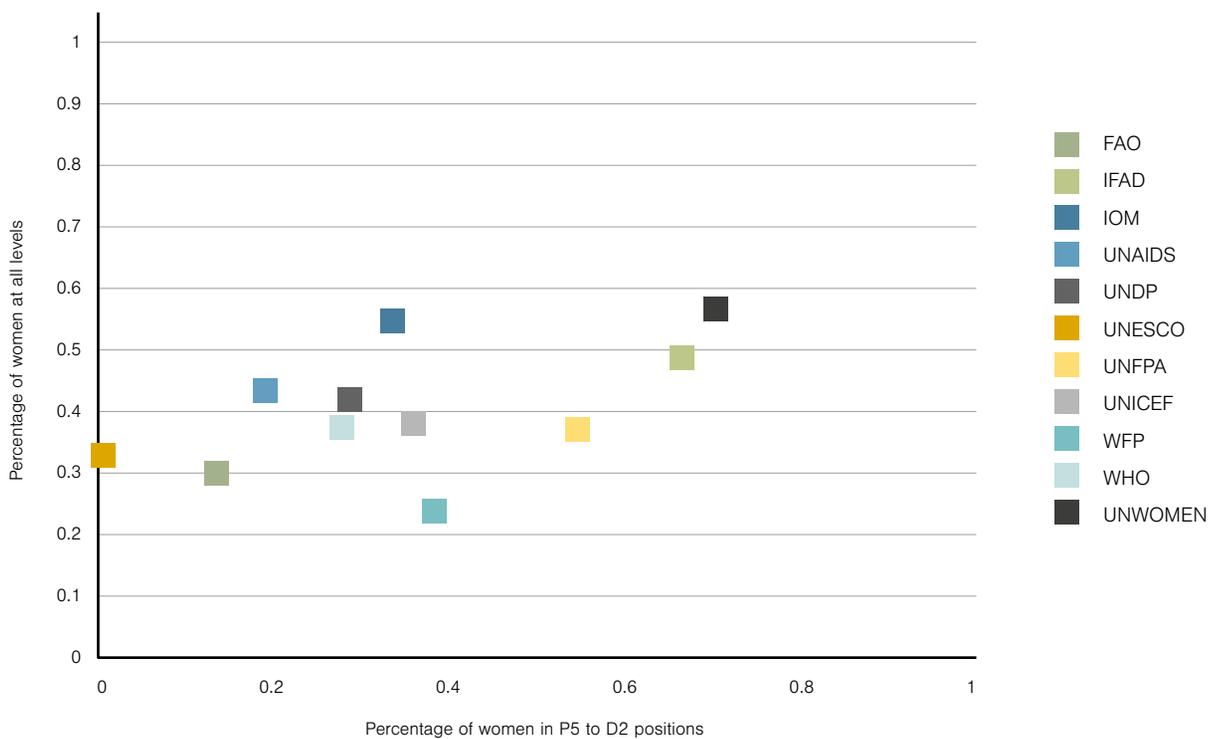
In other UN entities working in conflict and post-conflict countries,<sup>21</sup> the proportion of women in managerial positions varies widely, with entities such as IFAD, UNFPA or UN Women reaching or even surpassing gender parity, and others such as UNESCO, FAO and UNAIDS falling below the 20 per cent mark.<sup>22</sup> Most notably, the Secretariat's gender balance in conflict and post-conflict field settings is significantly worse than that of other large UN entities such as UNHCR, WFP, UNICEF, UNFPA, and UNDP, and underperforms NATO, the World Bank, the European Union, and IOM in the overall percentage of women working in conflict and post-conflict locations.

UNDP and UNAIDS scored high on gender balance, reporting overall female representation rates beyond 40 per cent.<sup>23</sup> However, in both organizations more women were concentrated in the lower level posts—in UNAIDS, female representation in managerial level posts was as low as 18 per cent. This was the case in most reporting organizations in 2014: the rates of female representation was larger in lower professional positions (P4 and below), with the exceptions of IFAD, UNFPA, WFP, and UN Women, where more women were represented in managerial posts than overall in the organization. The only two entities that reported parity or beyond parity rates of female representation at all levels were IOM and UN Women.

Gender balance that is tipped in the other direction (i.e. 'beyond parity') can also be problematic however, particularly when it relates to those working on gender issues specifically. Having only women working on women, peace and security sends the incorrect signal that this is an agenda that impacts, and is the responsibility of, only one half of the population, rather

than a peace and security issue for both men and women. As noted by the High-Level Independent Panel on United Nations Peace Operations, "There is a prevailing erroneous notion that women and peace and security is 'a woman's issue' that can be addressed only by women, instead of being understood as a peace and security issue for men and women and for society as a whole."<sup>24</sup>

**Percentage of women in senior and in all positions in 2014 (conflict and post conflict country offices only)<sup>25</sup>**



Compared to 2010 and earlier, more women are playing key roles relating to the Secretary-General's Good Offices including as the Secretary-General's Special Envoys, Advisors or Coordinators. Yet as of May 2015, this amounted to four women in total actively engaging in these functions across regions.<sup>26</sup> Gaps also remain with regard to women's representation among senior leadership across

UN country teams. As of May 2015, there were 53 women (39 per cent) out of a total of 136 Resident Coordinators leading UN country teams. However, this number was significantly lower in conflict and post-conflict settings. Out of the 33 countries and territories reviewed,<sup>27</sup> 31 had Resident Coordinators leading UN country teams. Of these, only six (19 per cent) were women.

Equally of note, although there are almost 7,000 international civilian staff in field missions (peacekeeping and political), less than 30 per cent are women and women account for only 20 per cent of those in senior management positions.<sup>28</sup> Among national staff, which make up an even larger share of the workforce in missions, the percentage of women is only 17 per cent. Even more worrisome, surveys reveal that Secretariat staff in both field missions and headquarters continue to place little value on gender balance at the workplace.<sup>29</sup>

The low percentages, especially at the senior manager level, are expected to drop in the near future because of the higher attrition rate affecting women, the drawdown and closing of some of the missions with better gender balance, and the impending retirement of many women at the P5 level.<sup>30</sup> The biggest problems exist at the P5 to D2 levels where the process is regulated by the staff selection system rather than the SG's appointment process, which, by contrast, has seen significant progress.

In 2015, the High-Level Independent Panel on United Nations Peace Operations noted that the Secretary-General should continue to appoint more women to senior mission leadership positions, both from within the Organization and outside, and to support the promotion of serving female staff to senior leadership roles, including through mentoring programmes, and recruitment of new female staff. A range of options for accelerating progress has been identified by the UN Department of Field Support, the Office of Human Resources Management, and the UN Focal Point for Women and relevant entities, including the requirements that at least one woman candidate is shortlisted; that a talent-pipeline be established for recruiting, promoting and retaining women senior managers; and that in-depth research is carried out on the barriers that women face. Human Resources Management has introduced a self-monitoring scorecard that requires missions to make a 50 per cent gain in their current performance gap towards parity.<sup>31</sup> In addition, the Secretary-General has committed to issue periodic directives to heads of departments reminding them of their gender balance targets.<sup>32</sup> These measures need to be supported and

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implemented, and this Study recommends a number of additional measures listed below.

Importantly, evidence suggests that elevated women representation rates at entry levels do not necessarily translate into high representation in decision-making positions, unless initiatives to support retention, recruitment and promotion are also consistently developed and applied. In some parts of the system, the representation of women has remained almost static, with negligible improvement.<sup>33</sup>

While it is important to recognize the challenges faced by organizations in reaching gender balance, the UN must lead the way and be the standard bearer on this fundamental goal, particularly as it requests other actors and Member States to take bold steps for gender equality. In the context of Beijing+20, a renewed call for action was made to make the UN system 50/50 by 2030.<sup>34</sup>

### **Leadership**

Ownership and implementation of women, peace and security commitments requires leadership from the

highest levels. Indeed, one of the key lessons learned in three years of UN-SWAP implementation is that success is predicated significantly on the dedication of senior management to gender equality and the empowerment of women, and to their consistent commitment and messaging to set the ‘tone at the top.’<sup>35</sup> In particular, a committed leadership within UN field operations and offices that recognizes the importance of addressing the issue of women’s rights and gender equality, and enthusiastically supports women’s participation, sends a strong signal about the legitimacy of the issue, reassures women’s organizations and builds the credibility of gender experts working at all levels.

In order to achieve this, systematic inclusion of these goals and expectations must be included in all key mandates, instructions, operational guidance, terms of reference and senior level compacts as well performance evaluations of senior staff. Not only must these goals be part of the culture of what is expected of UN leaders, but those who do not deliver must be seen to be held to account, rather than simply recycled into other senior positions, or worse yet, promoted.

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For example, resolution 2122 requested the Secretary-General’s Special Envoys and Special Representatives to UN missions, from early on in their deployment, to regularly consult with women’s organizations and women leaders, including socially and/or economically excluded groups of women, and to report to the Council on these and other measures to fulfill their mandate on women, peace and security.<sup>36</sup> Language on this commitment should be integrated into the terms of reference of SRSs and Special Envoys, and the Security Council must be more consistent in asking questions of those who are tasked to brief on a situation (see Chapter 11: *The Security Council*).

In line with this recommendation, the High-Level Independent Panel on United Nations Peace Operations requested that compacts between the Security Council and heads of missions specify three gender-related performance indicators: commitment to promote gender mainstreaming across all mandated tasks; commitment to encourage national leaders to take ownership of the WPS agenda; and commitment to increase gender parity amongst staff.<sup>37</sup> However, these targets are vague and, as currently phrased, immeasurable. The language must be further refined and specific definitions will need to be agreed in order to ensure that the performance of heads of mission can be accurately assessed.

Finally, the High-Level Independent Panel on United Nations Peace Operations noted that all briefings and reports to the Security Council should include the differentiated impacts of conflict on women and girls, as well as an analysis of successes, challenges, failures, and recommendations to address implementation deficits in this area.<sup>38</sup> UN Resident Coordinators, particularly in conflict-affected countries, should similarly have women, peace and security as one of the priority areas of their terms of reference.

## FOCUS ON

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### Leading by example on the women, peace and security agenda

In March 2013, Mary Robinson, the former president of Ireland and UN high commissioner for human rights, was appointed Special Envoy to Africa's Great Lakes region to bolster implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of Congo (DRC) and the Region. The Framework, an accord dubbed the 'Framework of Hope,' was signed by 11 African countries in February that year. Not only was Robinson the first woman to be appointed a UN Special Envoy, she also focused attention on the WPS agenda from the outset. This included ensuring that relevant language was added to her Terms of Reference, requesting from UN Women the secondment of a senior gender advisor to her team, and establishing channels for regular exchange with women's civil society organizations and leaders through the women's platform for the Peace and Security Framework. In July 2013, the

Special Envoy, in partnership with Femmes Africa Solidarité (FAS) and the International Conference on the Great Lakes Region (ICGLR), organized the first Regional Conference on Women, Peace, Security and Development held in Bujumbura, Burundi. The meeting culminated in the adoption of the Bujumbura Declaration and the draft Regional Action Plan on the implementation of resolution 1325 by the Democratic Republic of Congo, Rwanda and Burundi in support of the Framework of Hope. Robinson also played a key role in securing notable financing for gender-based projects in the region, including USD 150 million from the World Bank. Unfortunately, the systematic approach and strong prioritization on these issues demonstrated by Mary Robinson in taking on her duties as Special Envoy does not yet constitute regular practice applied by all Special Envoys and Senior Representatives appointed by the Secretary-General.

## STRENGTHENING THE UN'S GENDER ARCHITECTURE: PROGRESS AND CHALLENGES

While steps have been taken to follow-up recommendations for strengthening the UN's gender architecture—and good practice is emerging—evidence suggests that many of the challenges identified in the 2012 Gender Architecture Review remain.<sup>39</sup> Implementation is largely left in the hands of small teams (sometimes just one gender advisor or focal point) in missions and other field-based entities, including UN Women. This negatively impacts the capacity to follow-up and support key commitments, such as the promotion and expansion of partnerships with women's civil society networks and local women's groups.

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 *A committed leadership within UN field operations and offices that recognizes the importance of addressing ... and enthusiastically supports women's participation, sends a strong signal about the legitimacy of the issue.*

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## FOCUS ON

### Women, peace and security and peace operations missions in the report of the High-Level Independent Panel on United Nations Peace Operations

The High-level Independent Panel on United Nations Peace Operations report devotes a chapter to the women, peace and security agenda, noting that it is an area where implementation remains lacking despite a strong normative foundation.<sup>40</sup> In citing some of the obstacles in relation to peace operations missions themselves, the report highlights in particular that:

- The 'gender issue' is too often routinely assigned to staff in gender units, instead of integrated into all relevant functional units;
- There is an absence of sufficient policy, substantive and technical capacity to support the gender work of missions, both within missions and at Headquarters;
- The lack of mission funding to support gender-related activities limits the capacity to engage effectively with the local population, especially women and girls;
- There is an uneven commitment to the agenda at the most senior levels and within the ranks of all mission personnel, both civilian and uniformed, and at Headquarters, and a failure to understand the integration of gender and the advancement of the women, peace and security agenda as a responsibility of all staff; and
- Outreach to women leaders and women's civil society organizations, especially at the senior mission level, is often irregular or informal. This is a critical missed opportunity to engage women in contributing to the work of the mission. By failing to work closely with women, a mission forfeits the opportunity to contribute to their capacity as partners and leaders when the mission leaves.

Responsibility for the full implementation of the WPS agenda rests across a number of UN entities, all of which are represented along with civil society on the UN's Inter-Agency Standing Committee on Women, Peace and Security. The Standing Committee is chaired by UN Women, and coordinated through the agreed Strategic Results Framework on Women, Peace and Security. Across all responsible entities, there is a need for dedicated women, peace and security expertise, in addition to effective gender mainstreaming, for meaningful results. Specific recommendations in relation to strengthening capacities and dedicated expertise in these entities are included in relevant chapters of this Study.

In 2012, as follow-up to the Secretary-General's report on civilian capacity in the aftermath of conflict,<sup>41</sup> UN Women, in coordination with DPKO, DPA, UNICEF, UNDP and UNFPA, commissioned a review of gender expertise in post-conflict contexts to assess the adequacy of deployment and coherence throughout the UN system, in addressing gender issues in peacekeeping and peacebuilding contexts.<sup>42</sup> Based on good practice, several recommendations were put forward, including proposals to:

- Place senior gender experts in the field offices of the Secretary-General's Special Representatives

and Resident Coordinators, with direct access and reporting lines to senior management;

- Include technical sector-specific gender expertise within substantive sections or units of the mission, as well as in strategic technical assessment teams and missions; and
- Improve coordination and coherence through the gender theme groups of the UN country teams.

Similarly, the report of the High-Level Independent Panel on United Nations Peace Operations included a number of recommendations on strengthening the gender architecture of missions and ensuring that missions have the necessary gender expertise and capacity. One of its recommendations echoed the 2012 Gender Architecture review mentioned above, whereby senior gender advisors should be located in the Office of the Special Representative of the Secretary-General, reporting directly to the SRSG and advising him or her and senior mission leadership at the strategic level. Additionally, it recommended that gender expertise should be integrated within all functional components requiring gender knowledge and experience.<sup>43</sup> For example, Political Affairs officers with expertise in women's engagement in mediation, negotiation, and other political processes; DDR officers with expertise on issues relating to the special needs of women who formerly served as combatants; Electoral officers with expertise on preferential statutory and other measures to involve more women in electoral processes, among others.<sup>44</sup> Embedding combined sectoral and gender expertise in each of the thematic sector areas of the mission was successfully implemented in Timor-Leste (UNMIT) in 2006, and has been highlighted as a good practice.

### **DPKO and DPA**

As the UN departments primarily responsible for executing the Security Council's mandates for peace operations, DPKO and DPA have a unique role in implementing the WPS agenda, both within the UN system and in the field, and in ensuring the quality of information, intelligence and analysis

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**+** *While in-mission capacity is crucial across peace operations missions, equally critical is the dedicated capacity at headquarters level, where staffing is necessary for comprehensive gender mainstreaming.*

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that is transmitted to the Security Council to inform deliberations and action. On the whole, a key finding of a DPA internal review of its WPS work seems to reflect a challenge that is consistent across the peace and security architecture of the entire UN system: staff members with gender-related responsibilities are “under-ranked, under-staffed and under-resourced and often relegated to the most junior staff.”<sup>46</sup>

DPKO is perhaps the most visible face of the UN system in conflict-affected countries. As highlighted in its own internal strategies, the core tenets of the WPS agenda are fundamental to its work in peacekeeping.<sup>47</sup> DPKO has established both a gender unit at headquarters and gender expertise in its peacekeeping missions, with a goal of incorporating gender dimensions in peacekeeping missions' mandated tasks. In an important development, all multidimensional peacekeeping missions now have posts for senior gender advisors. These senior advisors play an important role in ensuring a gendered perspective is integrated in all areas of the mission's work, and a gender analysis is included in briefings and reports from the mission to the Security Council.

However, the role and sectoral expertise of gender advisors has varied widely—at times making these difficult jobs to execute, with little traction among uniformed contingents or specialist sectors, and

## FOCUS ON

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### **Lessons from the United Nations Integrated Mission in Timor-Leste (UNMIT): Establishing an innovative gender architecture from the outset**

In the wake of the major political, humanitarian and security crisis that erupted in Timor-Leste in April-May 2006, the Secretary-General asked his Special Envoy, Ian Martin, to lead a Multi-Disciplinary Assessment Mission to Timor-Leste to develop recommendations for a new UN presence to follow the UN's political mission (UNOTIL). The Multi-Disciplinary Assessment Team was comprised of representatives in 13 sectors, including a 'Gender Dimensions' sector which was tasked under the Terms of Reference to: "Assess the gender dimensions of all issues covered by the assessment in order to develop recommendations for integrating gender perspectives in all functional areas of the post-UNOTIL mission, including on the gender capacity required for this purpose."

The findings of the Assessment Mission, and its recommendations for the mandate of the new mission were presented to the Security Council in a report of the Secretary-General.<sup>45</sup> After considering the report and its recommendations, the Council adopted resolution 1704 of 25 August 2006 which authorized the establishment of UNMIT with broad-ranging mandated tasks, including to: "mainstream gender perspectives and those of children and youth throughout the Mission's policies, programmes and activities, and, working together with United Nations agencies, funds and programmes, support the development of a national strategy to promote gender equality and empowerment of women."

Based on the scope of the tasks as set out in the resolution, it was decided that the proposed budget to be presented by the Secretary-General to the General Assembly for the new Mission should include posts supporting priority substantive areas requiring gender expertise, as well as a small Gender Affairs Unit (with

one P5 senior gender advisor, one P3 officer, two national political officers, one UN Volunteer and one local administrative assistant). The budget proposed the inclusion of dedicated posts with functions requiring both sectoral and gender expertise, including for: the Administration of Justice Support Unit; gender and juvenile issues; the Electoral Assistance Office and the Serious Crimes Investigation Team, with appointed officers reporting directly to the head of the respective Unit/Office. The General Assembly approved all of these posts, conveying support for this innovative approach.

In addition, various coordination mechanisms were established to promote integration of the activities of UNMIT and those of the UN agencies, funds and programmes in furtherance of a 'One UN' approach and the 'Compact' with the Timor-Leste Government, including in the area of gender. An outstanding example was the UNMIT/UN Country Team's Thematic Working Group on Gender, chaired by the UNMIT Deputy SRSR for Governance Support, Development and Humanitarian Coordination (ASG level) who also served as the Resident Coordinator/Humanitarian Coordinator heading the UN Country Team.

Timor-Leste serves as an example of good practice on several levels, including senior leadership (in both DPKO and UNMIT), the inclusion of gender and conflict analysis from the outset, the importance of putting forward concrete gender-specific recommendations in reports and mission mandates with accompanying budgets, the establishment of posts requiring both sectoral and gender expertise, and the establishment of mechanisms for coordination in the area of gender, that bring together all relevant partners on the ground.

isolated from senior leadership and key decisions.<sup>48</sup> It is telling that while nine of the 16 active peacekeeping missions managed by DPKO have a senior gender advisor, seven of these posts were vacant at the end of 2014.<sup>49</sup> Furthermore, gender affairs units are typically the smallest or one of the smallest of all substantive units in each mission, as compared to other thematic areas of the mission mandate, from human rights to protection of civilians, rule of law, security sector reform, disarmament, electoral support and child protection.

Women's protection advisors (WPAs) are also an important part of the architecture, and work to operationalize the series of Security Council resolutions on conflict-related sexual violence, to strengthen the response of human rights, gender and other relevant components on sexual violence in conflict, to help implement the new Monitoring, Analysis and Reporting Arrangements (MARA), and to take forward a protection dialogue on this issue with parties to armed conflict.

For its part, DPA's role provides vital opportunities to ensure women's rights and participation in key aspects of conflict prevention and resolution. In the past several years, DPA has taken an increasingly consistent approach to integrating the WPS agenda into its work, and the entity's recent internal assessment on women, peace and security points to a

number of these efforts, as well as the core challenges remaining.<sup>50</sup> These obligations and commitments have been particularly noticeable in the unit that provides support to mediation processes and conflict resolution processes globally, which houses the Gender Unit.

In terms of capacity on women, peace and security, DPA has utilized a combination of gender advisors and gender focal points in its Special Political Missions. While only six of the 12 Special Political Missions had a dedicated gender advisor post in 2014, all Special Political Missions had appointed Gender Focal Points.<sup>51</sup> The seniority of these focal points is also on the rise. While this points to a positive trend, focal points, no matter how senior, should complement not substitute for dedicated gender expertise.

While in-mission capacity is crucial across peace operations missions, equally critical is the dedicated capacity at headquarters level, where staffing is necessary for comprehensive gender mainstreaming across the range of work of both DPKO and DPA. At present, the DPA Gender Team has just one gender advisor funded from the regular budget, with one additional temporary position covered from extra-budgetary sources. Similarly, DPKO has just three budgeted posts.<sup>52</sup> Seniority, staff numbers, stability of contract and political leadership is needed to provide essential funding and capacity for the Secretariat to more effectively deliver on its commitments on women, peace and security. Gender units with senior leads and sufficient staffing should be institutionalized within the regular budget envelope of both DPA and DPKO/DFS.

Dedicated and sufficient gender staffing within a mission is crucial, but these capacities must be linked to, backed by, and have access to, the expertise of the broader system in order to leverage their full potential. Recognition of this need was reflected in a further recommendation of the High-Level Independent Panel on United Nations Peace Operations which noted that "missions should have full access to the policy, substantive, and technical support from UN Women on implementation of the SC resolution 1325 and successive resolutions, together with support

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 *Staff members with gender-related responsibilities are "under-ranked, under-staffed and under-resourced and often relegated to the most junior staff."*

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currently received from the Departments of Political Affairs and Peacekeeping Operations and Political Affairs.”<sup>53</sup> Similar language is included in the report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture, which indicates that “to promote better delivery of gender-sensitive peacebuilding, UN Women (together with other relevant UN agencies, funds and programmes) and the lead departments responsible for peace operations, DPA and DPKO, should actively explore enhanced ways to work in partnership.”<sup>54</sup>

## UN WOMEN

The General Assembly’s Special Committee on Peacekeeping (C34) has requested in annual resolutions that DPKO and DPA cooperate and coordinate with UN Women (and other relevant UN actors) in the implementation of the women, peace and security mandate and the promotion of gender perspectives in peacekeeping operations.<sup>55</sup>

UN Women’s capacity on women, peace and security includes a dedicated team on Peace and Security in headquarters and peace and security advisors in regional offices. There is also dedicated capacity in some (but still too few) conflict-affected country offices. Security Council resolution 2122 (2013), requests more regular briefings by UN Women’s Executive Director, highlighting the important role of the entity in bringing the experiences of women and girls in conflict-affected countries to the attention of this body. Capacity at the country-level generally remains a challenge for UN Women in carrying out their mandate. While this reflects the dearth of resources for capacity and expertise on women, peace and security in the broader UN system, the capacity at the country-level must be addressed as a matter of priority, so as to translate the agenda into visible impacts for conflict-affected societies.<sup>56</sup>

Strengthening the partnerships between UN Women and field missions would capitalize on existing and limited resources for the implementation of resolution 1325 within the UN system, maximize the UN’s

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existing gender expertise, and leverage UN Women’s comparative advantages. This includes its continuous interaction with women’s civil society organizations on the ground, and its ability therefore to bring a vital constituent closer to mission actors and help with outreach. Its unique role as a hybrid entity—both part of the UN Secretariat and part of the wider system of agencies, funds, and programmes—with a mandate that encompasses both a normative and coordination function, as well as a policy and programming function, offers the potential to better link the peace and security agenda with other areas of the UN’s work. Moreover, its technical expertise on women, peace and security and position as a global advocate should be seen as an asset for supporting mission actors.

In addition, greater coherence would help to address some of the broader structural issues identified by both the High-Level Independent Panel on United Nations Peace Operations and the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture, in particular the disconnect between UN Country Teams and peace operations missions. In the area of women, peace and security, the review of UN peacebuilding architecture found that fragmentation and ‘silos’ impact the ability of the UN to implement its commitments this area, noting that “Mission components tended to concentrate on narrow but important questions of political participation and the prevention of conflict-associated

sexual and gender-based violence, while the UNCTs worked on gender-sensitive approaches to economic recovery and inclusion without always bringing a ‘peacebuilding lens’ fully to bear... separate funding silos and institutional imperatives reinforce[d] these tendencies.”<sup>57</sup> As such, the review recommended greater “coherence and integration between missions and UNCTs in the delivery of gender-oriented peacebuilding.”<sup>58</sup>

Further, greater integration, complementarity and coherence on women, peace and security between peace missions, UN Women and other UNCT actors should also be pursued by building on and expanding models of integration, co-location, joint work-planning and the development of common implementation frameworks like common Gender Theme Group work-plans; the Global Focal Point for Police, Justice and Corrections Areas in the Rule of Law in Post-conflict and other Crisis situations; the One Gender Framework in Liberia; or the Implementation Frameworks for the Secretary-General’s Seven-Point Action Plan.<sup>59</sup> Options for establishing more formal partnerships between key entities with technical gender expertise in conflict and post-conflict settings should be explored, including between DPKO, DPA and UN Women.<sup>60</sup> Improved coordination through interagency forums should include elevating the importance of gender theme groups which often suffer from low participation and prioritization.

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Finally, building capacity for rapid deployment of temporary gender expertise is another area requiring more focus, including to support investigations into human rights violations, mediation efforts, the undertaking of different technical assessment missions and planning processes and crisis response. In conflict and crisis settings, such expertise may be needed on short-notice as processes and situations can shift quickly. Despite growing evidence of strong impact of strategic and timely deployments,<sup>61</sup> cumbersome administrative procedures and limited capacity to maintain sector-specific rosters of technical gender experts have limited the potential for scale up. This is an area that could be further developed through close collaboration of key UN entities and interested Member States.

## **HIGH-LEVEL LEADERSHIP ON WOMEN, PEACE AND SECURITY**

In consultations globally, Member States, civil society and affected women voiced the need for more visible, dedicated and senior level leadership on women, peace and security in the UN system. Such leadership would be fundamental to drive accountability, champion the voices of women, coordinate the system and accelerate implementation.

As one possible response to this need, there has been some initial discussions and consideration by Member States on the idea of a Special Representative of the Secretary-General on women, peace and security. However, while a new SRSG post would address the need for dedicated senior level representation, it would, in fact, risk doing more to undermine rather than strengthen the agenda.

In particular, an SRSG post does not ‘fit’ the nature of the women, peace and security mandate. The current related Security Council mandated SRSGs on Children and Armed Conflict, and Sexual Violence in Conflict are compliance and accountability mandates that involve the naming and shaming of credibly suspected perpetrators of grave violations, which is not the case for women, peace and security. Secondly, the creation

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*Stronger determination from both UN senior leadership and the UN membership is required to guarantee that staffing and resource needs are met to effectively deliver on these mandates on the ground.*

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of such a post could risk narrowing the parameters of resolution 1325, restricting the agenda to those countries on the Council's agenda, and weakening the prevention as well as post-conflict peacebuilding pillars. For large parts of the globe—including where conflicts are either subnational in nature or are not deemed to be a threat to international peace and security—this would mean that the work of such a Special Representative would not apply, essentially narrowing and neutralizing the universal application of resolution 1325. Thirdly, the creation of a new office would divert already limited resources, and risk creating new institutional tensions and confusion over reporting lines and points of accountability in the UN system. Lastly, the creation of a new post would bifurcate the WPS agenda into two distinct protection and participation elements, rather than enabling implementation as a comprehensive and interlinked process.

As the lead on the WPS agenda in the system, UN Women has a particular responsibility in this regard, and in performing the function of briefing the Security Council on issues of relevance to women, peace and security. This necessarily requires dedicated senior level leadership in support of the Executive Director of UN Women. As such, a dedicated office and budget should be established at UN Women at the ASG level to be devoted full time to conflict and emergency settings, dedicated to driving the implementation of the main recommendations of this Global Study, to scaling up the programming good practice highlighted in it, and to strengthening UN Women in the field.

Without significant bolstering of the UN's institutional gender architecture in conflict-affected and crisis settings, the capacity to provide gender-sensitive conflict early warning, support women's engagement in conflict resolution, deliver adequate immediate and long-term recovery services to women and girls affected by conflict or crisis, or provide the Security Council with adequate intelligence about gender-specific threats, challenges and opportunities for women's engagement in different processes will continue to fall short of expectations and needs. Uneven leadership and commitment from senior managers across missions and at headquarters is another key challenge identified pointing to a need to strengthen the accountability framework for implementing the women, peace and security mandate.<sup>62</sup> Stronger determination from both UN senior leadership and the UN membership is required to guarantee that staffing and resource needs are met to effectively deliver on these mandates on the ground.

## RECOMMENDATIONS

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### Moving progress beyond 2015: Proposals for action

To more effectively drive implementation of the WPS agenda beyond 2015, including follow-up to findings of this report and gender-specific recommendations of the related high-level reviews and processes, the UN should take action in a range of areas, including:

#### Monitoring and accountability frameworks

Harmonize, strengthen and refine existing monitoring and accountability frameworks (specifically strategic frameworks and indicators) on women, peace and security and humanitarian action by:

- ✓ Building on monitoring experience to date and taking into account new developments in gender statistics, information management systems and emerging priorities.
- ✓ Eliminating duplication and focusing on issues of utmost relevance to achieving commitments.
- ✓ Ensuring measurability of indicators, feasibility of data collection, and attaching to each indicator jointly agreed methodological guidelines that are in line with international statistical standards.
- ✓ Designing and setting up clear reporting mechanisms and enforcing periodic reporting requirements from key actors.
- ✓ Integrating system-wide women, peace and security commitments into policies, strategies, planning documents and monitoring and evaluation tools of all UN entities working in conflict and post-conflict settings.
- ✓ Strengthening financial and technical capacity of UN entities—including in field missions and country teams—to regularly collect, analyze and

report women, peace and security statistics in coordination with national statistical systems where relevant, and to use women, peace and security statistics to inform reports, statements, programme planning, budgeting and implementation.

- ✓ Sharing gender-specific information in code cables, periodic updates, data reporting mechanisms and early warning systems amongst all key actors, including UN field missions and country teams in a timely manner.

#### Gender-balance

Accelerate action to reach the Organization's staffing gender parity goal at all levels, by:

- ✓ Removing obstacles to the recruitment, promotion and retention of women staff in all categories and levels, and—with the support of Member States—investing in the implementation of recommendations put forward in previous reviews and in reports of the Secretary-General on the improvement in the status of the representation of women in the UN system.
- ✓ Integrating gender-balance targets as an indicator of individual performance in all compacts with senior management. The gender-balance targets in the HRM scorecard should be reviewed every quarter at the senior level by mission and country teams.
- ✓ Investing in making mission life and spaces more friendly and safe for women (e.g., special family or leave arrangements for women, adequate and appropriate mission facilities for women, from accommodation quarters and sanitary facilities to welfare and recreational spaces and activities,

special medical and gynecological care), and making contract benefits better known to potential women candidates, as well as improving outreach and communications activities regarding life and work in peacekeeping missions.

- ✓ Facilitating women's representation among national staff contracts in missions through better childcare policies and facilities, and revising experience requirements in countries where women have limited education opportunities or access to the workforce.
- ✓ Actively mentor and groom women in P2-P4 posts to promote career advancement and prepare them for management positions.
- ✓ Introducing greater flexibility in some requirements until parity is reached: for example, allowing for current P5s to be directly eligible for D2 positions if they are eligible for D1 positions, and for D1s to be eligible to apply for ASG positions; reconsidering the non-reversion policy, by which staff at the D2 level are asked to relinquish their right to return to their parent UN organization when assuming head and deputy head of mission positions for a limited duration.
- ✓ Auditing missions who have remained stagnant or regressed, instituting a system of sanctions and rewards for performing and under-performing missions, and holding leaders accountable for progress or lack of progress with regards to gender targets.
- ✓ Since many of the women that leave the organization may have partners but no children, providing full consideration to adding a third category of duty stations that are conducive for couples without children, or staff with healthy adult dependents.

- ✓ Ensuring all review processes integrate a gender perspective, and appoint more women to High-Level Reviews and panels.

### **Leadership**

Make senior leadership accountable for implementing women, peace and security commitments, including recommendations put forward in this Study, through:

- ✓ Inclusion of concrete performance measures in senior managers' Compacts between the Secretary-General and his/her Special Envoys, Representatives, Advisors and other Senior Managers, and revision of senior managers' Terms of Reference to reflect women, peace and security as a key priority. This should include Resident Coordinators in conflict-affected countries.
- ✓ Full compliance with the UN-SWAP commitments demonstrated by marked progress across all indicators by the 2017 deadline.
- ✓ Routine inclusion of gender, conflict and crisis analysis in thematic and country-specific briefings and reports to the Security Council and other key UN bodies.

### **Gender architecture**

- ✓ Ensure the presence of gender expertise in missions at the senior decision-making level and all relevant substantive units, by placing senior gender advisors in all peace operations missions, from the outset and for the whole duration of missions, situated directly in the office of the SRSG, supported by hybrid gender expertise in each of the technical units of the mission (e.g., rule of law, human rights, DDR, SSR, elections).

- ✓ (Member States should) invest in DPKO and DPA gender units at HQ, to increase the resources, seniority and number of staff, ensuring a minimum number of posts are included in the regular budget and giving due consideration to the placement of these units in the Office of the USG.
- ✓ (Member States should) invest in strengthened UN Women country offices in conflict-affected contexts to further inter alia support to women's organizations, women's leaders, and strengthen the UN's implementation of women, peace and security commitments.
- ✓ Strengthen the UN's gender architecture to promote women's full participation in efforts to advance peace and security by expanding the support base for gender work within the missions, and maximize the impact of existing resources, by establishing a formal cooperation arrangement between DPKO, DPA and UN Women so that existing missions have access to UN Women's technical, political and policy expertise. Through this arrangement, UN Women would bring its existing resources, capacities, expertise, and staffing as the lead on women, peace and security to support the relevant components of peace operations missions.
- ✓ Pilot in two future missions: UN Women's more effective integration into missions—including in the strengthening of rosters, joint selection of staff, training, support through communities of practice, surge capacity and rapid deployments and technical support. The final say on recruitment would rest with the SRSG as well as accountability—there would be a single line of reporting to the SRSG with access to UN Women for information sharing, and gender staff would be backed technically and have a link to the entity responsible for gender equality.<sup>63</sup> The model should be carefully monitored and assessed on challenges and successes after 2 years.
- ✓ (The Secretariat should) explore the possibility of joint rosters with UN Women for rapid and targeted deployment of technical gender expertise, and open new avenues for using existing rosters managed by agencies, funds and programmes.
- ✓ Establish the position of Assistant Secretary-General, with a dedicated budget, at UN Women, with responsibility for work in the area of conflict, crises and emergencies, under the guidance of UN Women's Executive Director. This ASG would drive the implementation of the recommendations of this Study, help scale up the programming good practice described, and strengthen UN Women's field presence in conflict and emergency settings, with the support of Member States and partners.

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51. 44 per cent were men in 2014. *Ibid.*, para. 56. The gender focal point is not a full-time position; persons appointed as gender focal points normally have other areas of responsibility. Furthermore, the review notes that individuals responsible for gender mainstreaming in missions "are given increased responsibilities without additional resources and often with insufficient support from the senior leadership, while the gender advisors are also increasingly called upon to build the capacity of government counterparts and women's organisations in the host country." *Ibid.*, para. 54.
52. Four posts on conflict-related sexual violence are funded from extra-budgetary sources.
53. "Report of the High-Level Independent Panel on United Nations Peace Operations (2015)," para. 243. Since UN Women was created, the GA's Special Committee on Peacekeeping has adopted language every year on the need for DPKO to cooperate and coordinate with UN Women specifically on women, peace and security. "Report of the Special Committee on Peacekeeping Operations," UN Doc. A/65/19 (United Nations General Assembly, May 12, 2011); "Report of the Special Committee on Peacekeeping Operations," UN Doc. A/66/19 (United Nations General Assembly, September 11, 2012); "Report of the Special Committee on Peacekeeping Operations," UN Doc. A/68/19 (United Nations General Assembly, April 1, 2014).
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55. See, e.g., "Report of the Special Committee on Peacekeeping Operations (2011)"; "Report of the Special Committee on Peacekeeping Operations (2012)"; "Report of the Special Committee on Peacekeeping Operations (2014)." UN Women's mandate is unique in that it bridges the technical, operational, programming, and intergovernmental spheres, which in the area of women, peace and security provides important avenues for bridging the work of the system. As the newest entity, it is envisioned as being catalytic and providing dedicated expertise, capacity and support to the UN system as a whole to drive forward implementation of its commitments in all areas of gender equality.
56. "Thematic Evaluation of UN Women's Contribution to Increasing Women's Leadership and Participation in Peace and Security and in Humanitarian Response" (UN Women, September 2013).
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59. The Global Focal Point arrangement, established in 2012, has led to better mainstreaming of gender issues in the rule of law area through integrated planning and programming, and access to mutual rosters by DPKO, UNDP, UN Women and other UNCT entities, resulting for instance in co-location in Central African Republic and joint projects in Mali.
60. An independent evaluation of UN Women's peace and security programming recommended in particular that at the country level, there should be an increase in joint programming and collaboration with other UN entities on peace and security and humanitarian response. The evaluation went on to note that "in some cases, this may require the development of memorandums of understanding on ways to work together, to facilitate country-level inter-agency relations. This seems particularly appropriate to facilitating in-country relations between UN Women and DPKO." "Thematic Evaluation of UN Women's Contribution to Increasing Women's Leadership and Participation in Peace and Security and in Humanitarian Response," 11 (emphasis added).
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*“I, a girl, am going down to Tahrir Square, and I will stand alone. And I’ll hold up a banner.... Don’t think you can be safe anymore. None of us are. Come down with us and demand your rights, my rights, your family’s rights.”*

**Asmaa Mahfouz**, Egyptian activist

On 18 January 2011, 26-year old Egyptian activist Asmaa Mahfouz spoke these words in a video uploaded to YouTube, calling for protesters to join her in toppling the corrupt government of Hosni Mubarak.<sup>1</sup> The video quickly went viral on social media platforms, and became one of the sparks for the Arab Spring. Throughout the region, women—often at great personal risk—countered state-owned national media with citizen journalism and social media, influencing the global

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**+** When a society is threatened by violent conflict, opposing sides seek to control the media. [...] To get one’s message out in the media is extremely important since the public generally accept what is presented in the news as ‘truth.’”

**Pernilla Ahlsén**, “Peace Journalism: How Media Reporting Affects Wars and Conflicts”<sup>2</sup>

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mainstream media as they went. Asmaa and her video message shone a powerful light on today’s access to technology, online platforms and media tools for women and girls around the world to drive discourse and foster social change.<sup>3</sup>

At a time when conflict both takes root in communal disputes and spills across borders, media can play a key role in advancing the WPS agenda, by rallying messages and people; creating awareness and breaking taboos; providing comprehensive narratives on gender and women’s lives in conflict and post-conflict settings; and importantly, holding states accountable.

But, as emphasized by many during the consultations for this Global Study, in order to do so, information must be accessible to women and girls regardless of age, ability and location, and be appropriately representative of their experience. This remains a particular challenge in many conflict and post-conflict contexts, where infrastructure has been destroyed, literacy rates are low or mainstream media—owned by national private sector actors—may be manipulated or controlled by conflicting State and non-State parties to serve their cause. Moreover, in militarized societies, women’s voices, concerns and experiences tend to be marginalized by the ‘tyranny of the emergency.’

Ultimately, the media is but an avenue, and it is up to those using it to define its content and value, ideally using its various mediums of communication to contribute to the accurate portrayal of women’s lives in conflict and post-conflict contexts—highlighting the whole range of their roles and strengths as well as the impact of conflict in their lives.

### **WOMEN- AND COMMUNITY-LED MEDIA CHANNELS**

MAMA FM, a community radio station in Uganda, is one of a handful of women-run radio stations in the world.<sup>4</sup> In order to ensure that women from marginalized communities without access to a radio

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**+** *Information must be accessible to women and girls regardless of age, ability and location, and be appropriately representative of their experience.*

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are able to listen, they organized ‘women’s listening clubs’ in 15 districts of Uganda—spaces for women to gather, listen and discuss.<sup>5</sup> MAMA FM’s media

channel is an example of how media can be a doubly-powerful tool, spreading messages of gender equality and women’s empowerment at the grassroots level, all while bringing women together to build and strengthen networks of peacebuilders and decision-makers. Similarly, in Fiji, the feminist media network FemLINKPACIFIC uses radio and television-based dialogue to draw rural women and government officials together to discuss development and human security challenges, providing a unique public platform for women to share their ideas and perspectives with government decision-makers and the public alike.<sup>6</sup> FemLINKPACIFIC has played a key role in supporting women’s participation in peacebuilding in the region, and in informing the development and implementation of the Pacific Regional Action Plan on Women, Peace and Security.

## FOCUS ON

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### Libya – The ‘Noor’ Campaign

The Noor Campaign, led by NGO Voice of Libyan Women, seeks to address the misrepresentation of Islam within Libyan culture to justify the perpetration of violence against women. In order to confront this distortion of the religion, the campaign uses Islamic teachings to show that Islam does not tolerate any form of discrimination against women.<sup>7</sup>

The first phase of The Noor Campaign was officially launched on 5 July 2013 through a nation-wide media campaign designed to start a conversation about the treatment of women under Islam. The launch intentionally coincided with the start of the holy month of Ramadan; a time for peace and reflection, but also a time when Libyans are especially tuned in to popular mediums such as radio and television. Additionally, thirty-three billboards in 17 cities throughout Libya highlighted

different themes about women’s security in the public and private spheres. Two radio advertisements broadcast throughout the country, encouraged the Libyan public to think about the treatment of women during the holy month of Ramadan. National TV stations aired four advertisements on domestic violence, and videos of the ads were also broadcast through social media channels using the hashtag #NoorLibya—these were widely viewed in Libya and abroad. Further phases of the campaign built on this in several ways, including through outreach to community members and students in seminars, workshops and surveys. The Noor Campaign exemplifies grassroots, religious-based activism for women’s rights. It illustrates how modern-day advocates are using an array of arguments while exploring old and new mediums, to disseminate their messages to a wider audience, and in so doing contribute to societal transformation.

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+ “Media has a constructive role to play for the society. Today news channels and even some newspapers are mouthpiece[s] of some social issues, which helps us to estimate the realities of lives.”

Respondent to the civil society survey for the Global Study, working in Afghanistan

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## INVESTIGATIVE JOURNALISM – TELLING THE STORIES THAT NEED TO BE TOLD

Various forms of investigative reporting can be powerful tools in making hitherto invisible issues visible to the greater public, and in helping to break taboos. For instance, a number of documentary films have offered a close-up look at the impact of war on women. In 2006, filmmaker Lisa Jackson traveled to the Democratic Republic of Congo (DRC) to interview women survivors of conflict-related sexual violence. Her documentary, *The Greatest Silence*, received international acclaim at a time when sexual violence in conflict was receiving little attention in the mainstream media.<sup>8</sup> In recent years, media outlets around the world have highlighted rape as a weapon of war in the DRC and elsewhere, illuminating both the gravity of these crimes and the ongoing impunity

for perpetrators who commit, command or condone these crimes.

In many cases, the media’s portrayal of this form of violence has been an oversimplification of the complex horrors endured by Congolese civilians, and particularly women and girls. However, the coverage has undeniably also served as a tool for galvanizing international pressure to demand an end to one of the gravest conflicts of the 21<sup>st</sup> century, and an end to conflict-related sexual violence globally. International media efforts and campaigns to end sexual violence in conflict have led to a shift in public consciousness and political will.<sup>9</sup> This attention has undoubtedly bolstered efforts for the adoption of a series of Security Council resolutions on the prevention, protection and accountability for conflict-related sexual violence crimes,<sup>10</sup> and continues to help maintain pressure on governments, national courts, as well as the International Criminal Court to hold perpetrators of sexual violence accountable for their crimes. The media itself has been especially vigilant in shining a light on sexual abuse by UN Peacekeepers, raising international attention when the UN has itself been slow to act.

Positive stories that go beyond the portrayal of women as victims of conflict to examine and highlight their various roles in peacebuilding have gained momentum. For example, the 2008 award-winning PBS documentary, *Pray the Devil Back to Hell*, tells the story of the Liberian women who took on the regime of former President Charles Taylor in the midst of the country’s brutal civil war, and won a once unimaginable peace. Such stories, that capture the capabilities, spirit and leadership qualities of women, can be valuable in awareness-raising and provoking much needed attitudinal change in traditionally patriarchal societies and indeed, on the international stage.

Still, such portrayals of women are rare, and many more stories are simply not being told. A 2015 analysis undertaken by the Global Media Monitoring Project (WACC)<sup>11</sup> in 15 conflict and post-conflict countries found that **only 13 per cent of stories in the news media on peace and security-related themes included women as the subject**, and women were

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“I believe that making sexual violence against women in conflict visible [...] can have an effect on public policy, and [help] change the discourse in terms of violence against women.”

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**Jineth Bedoya Lima,**

Journalist, UN Women Video Interview, 2015

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+ *Regardless of the topic, only four per cent of the stories portrayed women as leaders in conflict and post-conflict countries.*

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central to the story in only six per cent of cases. Regardless of the topic, only four per cent of the stories portrayed women as leaders in conflict and post-conflict countries and only two per cent highlighted gender equality or inequality issues, while no story did in Uganda, South Sudan or the DRC. The portrayal of women as leaders was highest in Mali (20 per cent of the stories) and non-existent in Nepal and Palestine. The analysis also found that a woman was more than twice as likely as a man to be identified as the victim in a story, and mentions of women's experiences were largely reserved for stories covering women's access to psychological support in conflict, post-conflict or refugee settings, or stories on sexual violence.

On the global level, the media often possess the power to make one story sensational and another invisible.

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+ *In the years following the adoption of resolution 1325, there has been a sea change in women's abilities to represent themselves and their causes in the media.*

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What determines the 'news worthiness' of a particular issue can often rest on whether it has received the vocal support of an influential person or group. The media coverage that follows often becomes a huge event with wasteful costs. Meanwhile, women on the frontline, those who actually engage in humanitarian negotiations, face the fighting, and protect the innocent are often invisible in the media, their voices usurped by celebrity hubbub and the politics of spectacle.

In the years following the adoption of resolution 1325, there has been a sea change in women's abilities to represent themselves and their causes in the media, whether through traditional and less gender-inclusive mediums such as television, radio and print—which are part of organized industry and owned by public or private sector actors—or newer and more widely accessible platforms, such as various forms of social media and mobile technology.

In this context, women- and community-led media channels can play an important role in expanding perspectives and deepening the analysis of issues considered in societal debates. They can also be instrumental in increasing access to key information for hard to reach or marginalized constituencies.

## **RISKS ASSOCIATED WITH THE MEDIA TODAY**

Modern media technologies are not always favorable to women's rights. In today's hyper-connected world, anyone can run his or her own media campaign, and disseminate his or her ideas through the use of internet or mobile technologies. For example, messages can encourage violence against women and a rollback in women's rights. Extremist groups are increasingly using the internet and social media—and in constantly evolving ways—to spread their messages of violence and hatred, and swell their ranks with new recruits. The expansion of access and use of the internet has also enabled the rise of cyberbullying; with the touch of a button, a person can threaten a woman, and members of her family, with violence, sexual assault or murder, oftentimes anonymously.

## FOCUS ON

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### Global agreements and the role of the media

The Beijing Platform for Action, adopted at the Fourth World Conference on Women in 1995, recognized the role of the media and its potential to make a positive contribution to gender equality, and called for an increase of women in the media, and the abandoning of stereotypes. This includes balanced and inclusive reporting on conflict-related issues.<sup>12</sup> The CEDAW Committee also highlighted the media's role in its General Recommendations (No.19 and 23), particularly the importance of a positive and non-

stereotypical portrayal of women by the media; and the need for effective measures by States Parties to ensure that the media respect and promote respect for women. In conflict-affected areas, media outlets—public or private—can influence paradigm shifts surrounding women's engagement and leadership, by broadening their focus beyond sexual violence, and women as victims, and portraying the work women are already doing on the ground in conflict prevention and peacebuilding.

## FOCUS ON

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### A cautionary tale

While the positive aspects of the media with regards to women, peace and security are welcome, it is important to recognize that in certain contexts media has also played a very negative role. Who can forget that the drumming up of hatred that led eventually to genocide in Rwanda was by radio stations?

Even today, many private radio and TV stations, as well as social media and print media, often employ what verges on hate speech against people of different ethnic or religious groups, and against political adversaries. In addition, facts are deliberately distorted, and inaccurate stories cleverly planted as part of psychological operations (PSYOPS) or war strategy either by state intelligence agencies or rebel groups. These aim to

delegitimize certain voices, arouse hatred against certain public figures—often strong and independent women—and develop a climate of fear, that in the end also suppresses press freedom.<sup>13</sup>

In this era of sophisticated media campaigns, it is impossible to maintain that the press is neutral, objective or heroic. While their freedom should necessarily be guaranteed, there must be a recognition of the potential for malevolence and the need to guard against its consequences for women and society at large. A code of ethics drafted by the media could go some way towards providing guidance on sensitive issues and on the proper treatment of such issues by media actors.

The Association of Progressive Communications' "Take Back the Tech" campaign has launched an online platform which crowd-sources reports of online threats, harassment and hate speech against women in Bosnia and Herzegovina, Colombia, DRC, Kenya, Macedonia, Mexico, Pakistan and the Philippines, in order to show that these incidents are neither isolated nor anomalous, and to advocate for recognition and redress for technology use spurring gender-based violence at the local, national and international levels.<sup>14</sup>

Another deep concern is the growing risk to journalistic independence and the physical security of media professionals, especially in crises and conflict-affected settings. Journalists, photojournalists and human rights observers who seek to report on conflict put themselves in great danger and often find their movements tracked as they try to report the truth about war to the greater public. Data published by the Committee to Protect Journalists in 2015 reveals that since 2000, 446 journalists have been killed as a result of journalistic activities in conflict and post-conflict countries.<sup>15</sup> Although men dominate the journalistic profession in conflict settings, the risks for women are higher: 64 per cent of women journalists killed worldwide died in conflict countries, compared

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 *Another deep concern is the growing risk to journalistic independence and the physical security of media professionals, especially in crises and conflict-affected settings.*

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to 54 per cent in the case of men. The largest number of female journalists killed has taken place in Iraq (13), while the largest number of male journalists killed has taken place in Israel and the Occupied Palestinian Territories (153), followed by Syria (79). A shocking 70 per cent of the total women journalists and 62 per cent of men journalists killed worldwide were murdered, while others were killed in crossfire or as a result of dangerous assignments. Even worse, 53 per cent of the perpetrators of murders of women journalists in conflict settings are enjoying impunity or partial impunity.

## RECOMMENDATIONS

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### Moving progress beyond 2015: Proposals for action

#### Media outlets should:

- ✓ Commit to accurately portray women and men in all their diverse roles in conflict and post-conflict settings, including as agents of conflict prevention, peacemaking and peacebuilding.
- ✓ Increase women's representation and voice in newsrooms, in decision-making and leadership roles.
- ✓ Monitor media content, including information which may harm or stigmatize victims of sexual violence in conflict, and take into account special protection measures when covering stories on women and children.
- ✓ Create a code of ethics drafted by media personnel for media personnel as guidance with regard to sensitive issues.

#### Member States should:

- ✓ Protect, when threatened, the reputations and lives of women and men human rights defenders

and journalists by strengthening legal frameworks, providing security and addressing impunity of perpetrators.

- ✓ Develop and enforce laws and mechanisms to prevent, investigate and punish harassment, threats and hate speech published on internet and mobile platforms.
- ✓ Appoint more women in state-owned media structures, and allocate funding to increase women's participation and leadership of media initiatives, including community radio, in fragile, conflict and post-conflict contexts.

#### All actors should:

- ✓ Support initiatives to increase training on gender-sensitive reporting and how to use, produce and disseminate media materials, taking into consideration that some women have limited access to assets and ICT, and restrictions on mobility.

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# HIGHLIGHTS FROM THE RESOLUTIONS

## + Resolution 1888

*Expresses its intention to make better usage of periodical field visits to conflict areas, through the organization of interactive meetings with the local women and women's organizations in the field*

2009

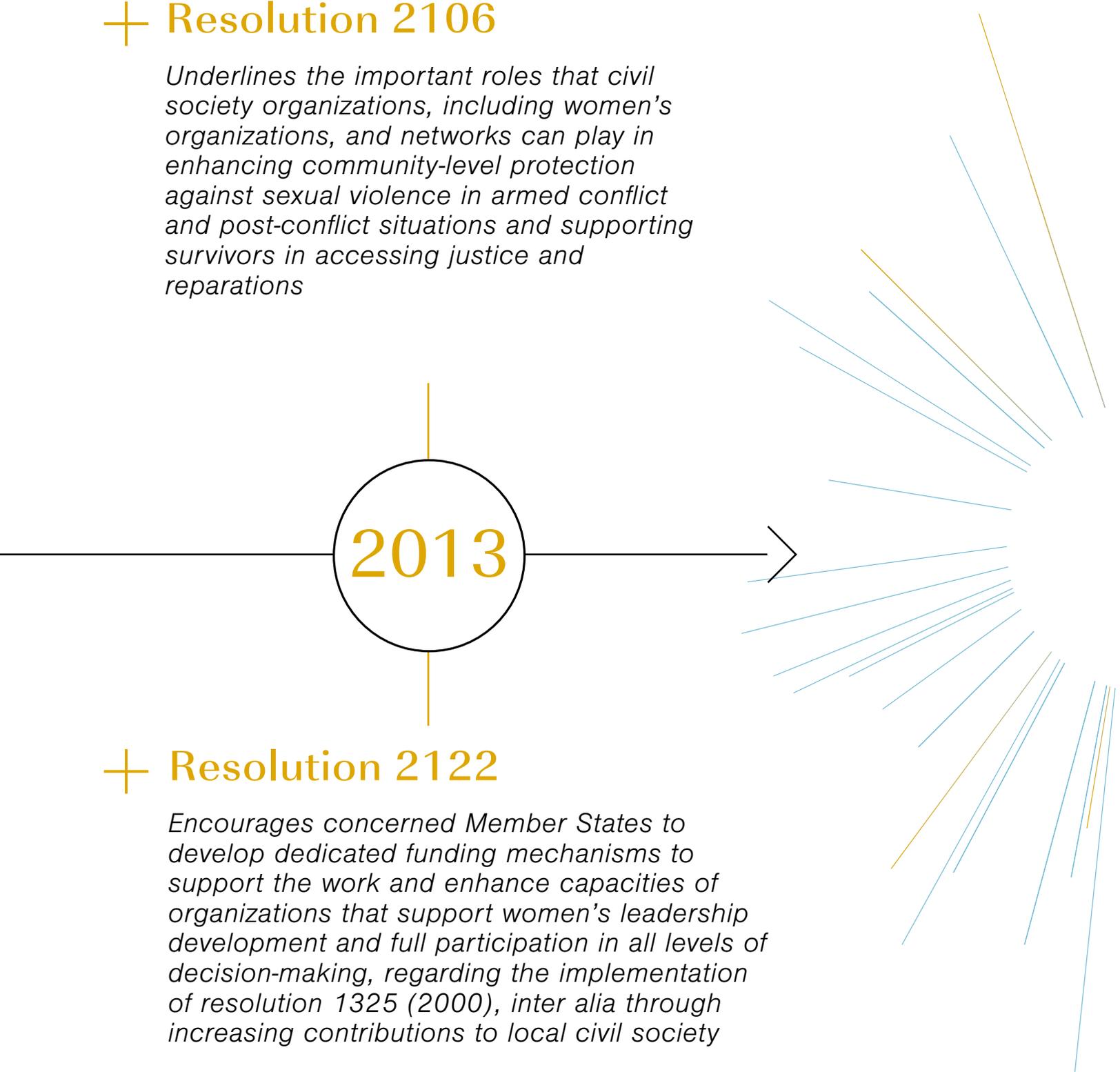
2010

## + Resolution 1960

*Underlines that, in order to carry out their mandate, missions must communicate effectively with local communities; and encourages the Secretary General to improve their capacity to do so*

## + Resolution 2106

*Underlines the important roles that civil society organizations, including women's organizations, and networks can play in enhancing community-level protection against sexual violence in armed conflict and post-conflict situations and supporting survivors in accessing justice and reparations*



2013

## + Resolution 2122

*Encourages concerned Member States to develop dedicated funding mechanisms to support the work and enhance capacities of organizations that support women's leadership development and full participation in all levels of decision-making, regarding the implementation of resolution 1325 (2000), inter alia through increasing contributions to local civil society*

In 1915, amid the devastation of World War I, over 1,000 women from 12 different countries gathered in The Hague, Netherlands to protest the atrocities of the war, debate how to put an end to it and prevent future violence and conflict.<sup>1</sup> The gathering sowed the seed for a new organization: the Women’s International League for Peace and Freedom (WILPF). It also provided one of the origins of a social movement that, with a growing chorus of voices, would eventually push for recognition of the role of women in peace and security that culminated in Security Council resolution 1325 some 85 years later.

Civil society played a powerful role in lobbying for the adoption of resolution 1325 and contributing to its drafting—and there is perhaps no other international agenda which has placed civil society so firmly at its center. This is in no small part due to the central contributions of women’s organizations to conflict prevention, peacemaking, and on the front lines of post-conflict recovery, when the State and donor community have yet to assume their roles.

Indeed, it is for this reason that preparations for this Study were centered on consultations with women’s civil society, including dedicated meetings in all regions globally. A High-Level Advisory Group, comprised in the majority of civil society voices, supported the work of the Global Study. The secretariat also worked with partner NGOs to administer a worldwide survey of civil society

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+ “We have the power to stop war and turn our upside down world right.”

**Leymah Gbowee,**  
Nobel Laureate

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organizations, and to host a website platform to invite civil society submissions on recommendations. The support of civil society, and their feedback, inputs, experience and expertise has been critical to the findings and recommendations of this Study—and it is important that every opportunity be leveraged to continue to advocate for these voices to be heard in policy making circles—whether it be in New York, Addis Ababa, London or Moscow.

The centenary commemoration of WILPF was recently convened in The Hague, bringing together men and women peacemakers from over 80 countries in support of a common goal: sustainable peace.<sup>2</sup> Many of the discussions in The Hague focused on the effective implementation of resolution 1325. In particular: the need for States to place human rights and equality, disarmament and peace at the center of foreign policy; the need for the UN to democratize and fulfill obligations under the Charter, including an end to the secretive and exclusive selection of the Secretary-General; the importance of recognizing human security as key to global security; and the need to end the reliance on a project-based approach to the implementation of resolution 1325, which places the priorities of donors before those working to ensure real and sustainable implementation in the field.

## THE POWER OF SOCIAL MOVEMENTS FROM THE GROUND UP

All over the world, from Guatemala City, to Kathmandu, to Kampala, civil society organizations have demonstrated the power of social movements to effect real change from the ground up. From pushing for the highest body on peace and security to heed women’s voices, to mobilizing globally for an arms trade treaty, or locally to end violence against women, progressive social movements can do more to effect real progress in the lives of men, women, boys and girls than States and multilateral institutions can alone.

In part, this unique impact derives from the fact that many civil society organizations are close to the grassroots. One must also recognize the ability of

these organizations to shape public and government agendas and create the political will for action. Research carried out by Womankind Worldwide and Action Aid in five fragile and conflict-affected countries showed the vital role played by women's rights organizations at the grassroots level in mitigating conflict and building peace, from setting up underground schools and health clinics in Afghanistan, to contributing to the reintegration of ex-combatants in Sierra Leone.<sup>3</sup> As one report highlights, "women activists and grassroots organizers of Afghanistan, Nepal, Liberia, or Somalia are the best navigators of their own cultural and political terrain. They know which issues are most important."<sup>4</sup>

Yet, 15 years after the adoption of resolution 1325, we still lack effective systems for regular engagement and consultation with such women's groups to ensure that their knowledge, experience and capacities are supported and are informing national, regional and global level policy-making.

Where progress and broader transformation had taken place, the main factor of success was often credited to collaboration and joint action with other civil society organizations, using civil society's role as a watchdog and independent monitor.<sup>5</sup> Greater collaboration and support is essential therefore for grassroots organizations, especially those targeting women who experience intersectional discrimination, including on the basis of age, sexual orientation, indigeneity and disability.

Also key is the ability of civil society organizations to shape public and government agendas and create the political will for action.<sup>6</sup> Women's organizations and movements play a crucial accountability role, monitoring government action and holding them to account on their commitments to women, including on peace and security.<sup>7</sup> Examples of this role include the 1325 Monitoring Project carried out by the Global Network of Women Peacebuilders;<sup>8</sup> the Mapping of Women, Peace and Security in the UN Security Council undertaken by the NGO Working Group on Women, Peace and Security;<sup>9</sup> and Cordaid's Barometer of Local Women's Security.<sup>10</sup>

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**+ Civil society, including women's organizations, should play a prominent role in the development of all programmes carried out by the UN, and should be taken seriously as partners by the different entities.**

Respondent to the civil society survey for the Global Study, based in the Netherlands, working in Asia and the MENA region

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Notable results have been achieved by coalitions of organizations stretching across social movements, such as the International Campaign to Ban Landmines. Similarly, regional coalitions have played a central role in mobilizing for peace. For example, in the Balkans, organizations including the Regional Women's Lobby and the Regional Women's Lobby for Peace, Security and Justice in South East Europe have successfully used the language of resolution 1325 to link human with regional security, on issues ranging from development to constitutional reform.<sup>11</sup> Another is the work being done to tackle violence against women. In their landmark study published in 2012, Mala Htun and S. Laurel Weldon looked at 70 countries over four decades to examine the most effective way to reduce women's experiences of violence.<sup>12</sup> Analyzing the effect of different variables on the scores of an Index of Government Response to

Violence against Women, they found that the mobilization of strong, independent feminist movements was the variable that had the most consistently significant effect.

### **The civil society global survey**

In preparation for this Study, a global survey was shared with civil society organizations working to implement the WPS agenda. Its findings—based on 317 responses collected from organizations active in 71 different countries; 17 focus group discussions (FGDs) held in 16 countries including over 200 participants; and one international 1325 expert conference<sup>13</sup>—provide a wealth of quantitative and qualitative data illustrating both positive impacts, as well as gaps and challenges.<sup>14</sup>

When reflecting upon how their work has changed since 2000, many civil society respondents indicated that resolution 1325 had been instrumental in galvanizing women’s efforts on a broad range of peace and security issues. It has also served as a framing tool and a source of legitimacy to demand action from their governments and the international community, leading to the development of international standards including in areas such as sexual violence in conflict.

Still, a majority of respondents rated resolution 1325 as only ‘moderately effective’ because its transformative potential had not been fulfilled.<sup>15</sup> In field visits and consultations, numerous organizations expressed concern that gains made at normative levels had not translated into desired impact on

## **FOCUS ON**

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### **Building coalitions – learning from the International Campaign to Ban Landmines**

The influence of strong coalitions and the importance of working together have been demonstrated through the work and results of the International Campaign to Ban Landmines (ICBL). Since its launch in 1992, the ICBL has been the voice of civil society in the diplomatic arena, pushing for changes in government policies and practices on addressing the suffering caused by landmines. The campaign includes national and international NGOs, as well as dedicated individuals across many disciplines including human rights, development, refugee issues, and medical and humanitarian relief. Since its launch, the campaign has grown to become a network with active members in some 100 countries all working to rid the world of antipersonnel landmines, and support landmine survivors to lead fulfilling lives.<sup>16</sup>

The ICBL and its founding coordinator, Jody Williams, jointly received the 1997 Nobel Peace Prize for their efforts to bring about the Mine Ban Treaty (Ottawa Treaty). The signature of this treaty (which bans the use, production, stockpiling and transfer of anti-personnel mines) is seen as the campaign’s greatest success. Together with five women Nobel Peace Laureates, Williams established the Nobel Women’s Initiative in 2006 and is also active today in the Campaign to Stop Killer Robots, an international coalition that is working to preemptively ban fully autonomous weapons.

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+ “We want the opportunity to make decisions about the services we receive.”

Woman ex-combatant,  
Global Study visit to Nepal

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the ground. Change was not being felt in local communities, including those most affected by conflict. In some settings, key needs and priorities put forward by women, such as income-generation and livelihood opportunities, continued to be overlooked in projects and programming even when strongly articulated by the women themselves.

In terms of constraints more generally, the top three obstacles limiting the effectiveness of civil society’s work identified by respondents to the global survey were:

- Lack of resources (explained in more detail in Chapter 13: *Financing WPS*);
- Gaps between international policies and local realities; and
- Lack of trust between governments and civil society.

## CHALLENGES FACED BY CIVIL SOCIETY IN CRISES AND CONFLICT-AFFECTED SETTINGS

Civil society organizations are playing an ever-growing

role, including in direct service provision, at the frontlines of conflict and disaster—often at great risk and sacrifice. Women’s human rights defenders for example have increasingly become targets of violence, facing particular risks that must be urgently addressed by the global community. Such risks have expanded dramatically across the world in 2015, yet security measures to keep women’s human rights defenders safe are lagging far behind.<sup>17</sup> Organizations working in the context of ongoing conflict, including from the Middle East and North Africa, pointed to insecurity and militarism as some of the main challenges they faced.

While security conditions may be worsened by conflict, these conditions are overlaid onto an already existing global shift towards shrinking civic space. A recent report showed that in 2014 democracy was on the retreat and free assembly violations were on the rise

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+ We must acknowledge the value of civic contribution, build the capacity of marginalized voices, ensure a place at the table for civil society actors, and safeguard their activities.”

**Zeid Ra’ad Al-Hussein**, United Nations High Commissioner for Human Rights<sup>18</sup>

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in more than 96 of the UN's 193 member states.<sup>19</sup> Tactics deployed to close civic space include passing restrictive laws and targeting individual civil society organizations by raiding their offices, freezing their bank accounts or deregistering them. Strategic use of mechanisms such as the Universal Periodic Review and submissions to the treaty bodies, particularly CEDAW, can be used to highlight repressive actions by governments to silence civil society, providing for greater scrutiny and policy response (the role of such human rights mechanisms is described in detail in Chapter 12).

Lack of trust between governments and civil society is another challenge that has impacted negatively on analysis of needs and priorities; formulation of policies and strategies; and support for their implementation. Despite recognition that more inclusive peace processes lead to stronger support

for and sustainability of peacebuilding outcomes, civil society activists have often found themselves kept outside key negotiations, and their analysis and data not considered with the same seriousness as inputs from 'official' sources.

Linked to this, at the WILPF 'Women's Power to Stop War' conference, participants also expressed frustration at the nature of their engagement with the multi-lateral system, where they often felt patronized or treated in a token way.<sup>20</sup> Despite their mistrust however, these groups consistently continued to express their desire to collaborate with governments and the international community—69 per cent of those who participated in the CSO survey responded that they had worked with their national government and ministries in some way<sup>21</sup>—although affirming that they also needed to maintain an independent voice when doing so.

## FOCUS ON

### Civil society is not one voice

*"Within civil society organizations, we have to be careful about lumping all women into one category. Many women are divided across political ideologies. However, in women being divided, the greater struggle for rights can sometimes be lost."*

Participant at the Nepal civil society consultation for the Global Study

While coalitions or social movements may speak with one voice on specific issues, civil society, in

and of itself, is almost never a singular voice. The diversity of views is crucial in representing different people, interests and experiences, but it can also be a challenge. In conflict and post-conflict settings, in particular, civil society may be divided, fragile and at times controlled by elites or diaspora.<sup>22</sup> In fact, in recent years, groups holding views in opposition to rights already granted in international legal frameworks have demonstrated their effectiveness in mobilization as well, raising the threat of a rollback of these established rights.

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+ “The CSOs play the role of the watchdogs and [remain] the voice of the voiceless. By these efforts, the problems of the marginalized can easily be addressed by the responsible service, the UN and other related services.”

Respondent to the civil society survey for the Global Study, working in Cameroon

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### Need for more inclusive spaces

Given that civil society is often in the best position to connect and share local issues with national leaders, bringing the perspectives of women and girls at the grassroots to the national, regional and global levels,<sup>23</sup> much more should be done to create more inclusive spaces for decision-making, consultation, interaction and debate between civil society, national governments and the international community.

Annually since 2010, United Nations peace operations have held ‘Open Days on Women, Peace and Security,’<sup>24</sup> which provide an opportunity for women in the countries where these operations take place to speak directly with high-level UN officials, to voice their concerns and identify needs and priorities to

decision-makers. However, while useful, this once-a-year interaction is far from adequate. Instead, regular forums should be instituted for better interaction, feedback and consultation between senior leadership in peace operations missions, women leaders and civil society groups.

### EMERGING AND SYSTEMIC ISSUES

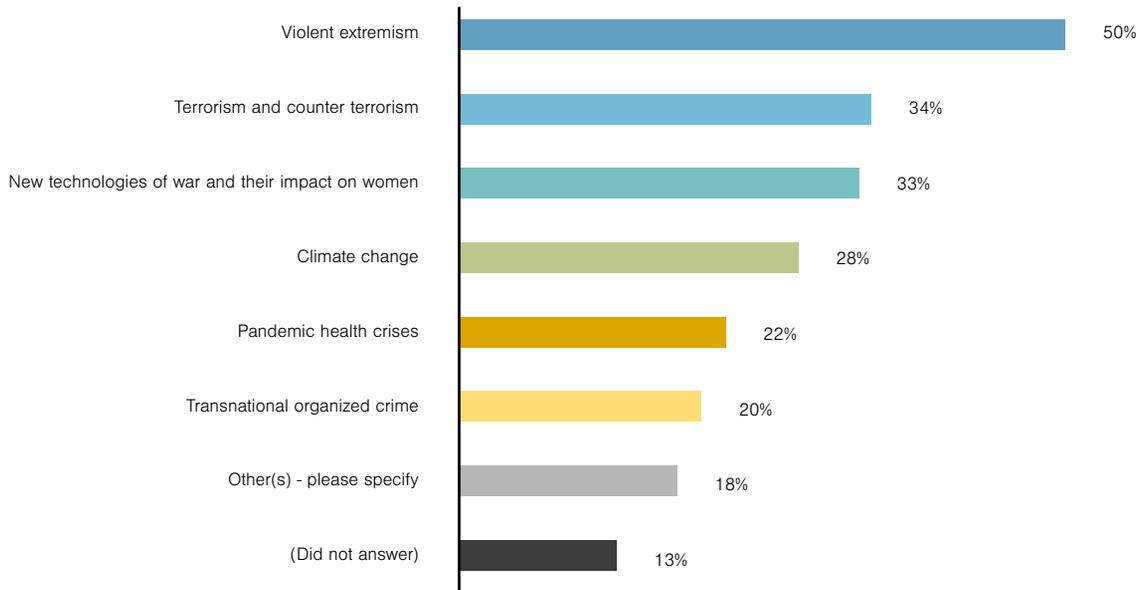
The civil society survey and focus group discussions shed light on both emerging and systemic issues affecting the work of women’s organizations and activists worldwide, including militarization, gender inequality and violence against women. A majority of respondents recognized the threats and challenges to their work posed by the rise of violent extremism, often described in tandem with issues of terrorism and counter-terrorism.<sup>25</sup> New technologies of war and their impact on women also ranked highly as an emerging issue.

The two graphs below illustrate the range of responses to the survey question: ‘What emerging global issues have affected your work on women, peace and security?’<sup>26</sup>

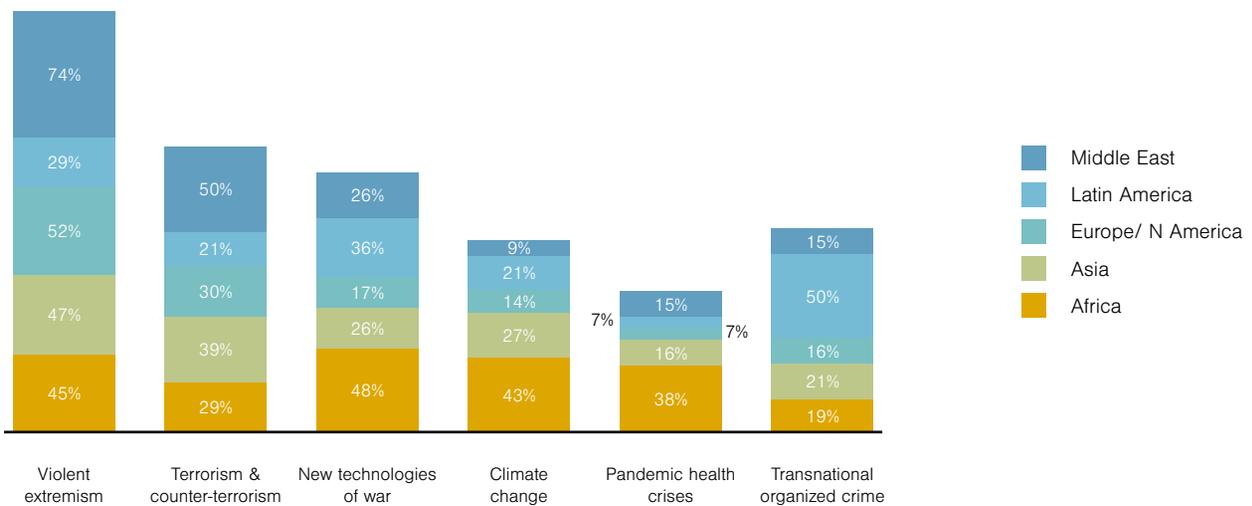
It is noteworthy that many of the same needs around women’s organizing for peace identified in the *Independent Experts Assessment* led by Elisabeth Rehn and Ellen Johnson Sirleaf in 2002 still ring true today, namely safety, resources, political space and access to decision-makers.<sup>27</sup> This points to obstacles and gaps that are systemic in nature—such as entrenched and pervasive social exclusion, gender inequalities, violence against women—as well as incongruity between the rhetoric of political commitment, necessary resource allocations and actual impact on the ground.

In order to achieve the transformative potential of resolution 1325, a majority of civil society groups emphasized the urgency of reprioritizing the conflict prevention elements of the WPS agenda. They repeatedly called for long-term integrated strategies

**Proportion of respondents who selected each of the following categories in response to the survey question: What emerging global issues have affected your work on women and peace and security the most (multiple responses possible)?<sup>28</sup>**



**Proportion of respondents by region who selected each of the following categories in response to the survey question: What emerging global issues have affected your work on women and peace and security the most, (multiple responses possible)?<sup>29</sup>**



that address the root causes of armed conflict rather than just the symptoms.

The top priority beyond 2015 identified across regions is women's full and equal participation in all conflict prevention, peacebuilding and post-conflict

reconstruction processes. Importantly, this must go beyond numbers, and instead measure participation by impact and the existence of spaces for women to organize themselves. This lies at the core of resolution 1325, and yet has remained one of the areas with least traction.

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+ “As we learn from the past 15 years and prepare for the post-2015 agenda, CSOs stand ready to work with all actors to achieve the transformative potential of this landmark resolution.”

Report on outcomes of the civil society survey for the Global Study<sup>30</sup>

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## RECOMMENDATIONS

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### Moving progress beyond 2015: Proposals for action

#### The UN, regional organizations and their Member States should:

- ✓ Institutionalize the participation and consultation of civil society and conflict-affected women, including from the grassroots, in local, national and global decision-making processes, including the development, implementation and monitoring of national action plans.
- ✓ Ensure meaningful consultation and direct participation of women in peace processes, and ensure funding and security for their attendance at negotiations.
- ✓ Establish, finance and support knowledge-sharing mechanisms to ensure timely and transparent sharing of information between civil society and government, with special efforts made to reach and engage local communities.
- ✓ Create and maintain, in law and in practice, a safe and enabling environment ensuring access to justice, accountability, and end of impunity

for human rights violations against civil society advocates and women human rights defenders, so they are able to operate free from hindrance and insecurity, and exercise fully their rights to freedom of opinion and expression, association and peaceful assembly.

#### Women's civil society organizations and movements should:

- ✓ Build strategic alliances across civil society networks to strengthen constituencies and impact on emerging global, regional and national issues regarding human rights, sustainable development, and peace and security.
- ✓ Develop joint advocacy strategies.
- ✓ Broaden engagement with the multi-lateral system, in particular the Universal Periodic Review and treaty body mechanisms, to draw attention to implementation of the WPS agenda and the human rights elements that underpin it.

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# HIGHLIGHTS FROM THE RESOLUTIONS

## + Resolution 1325

*Noting the need to consolidate data on the impact of armed conflict on women and girls*

2000

## + Resolution 1889

*Requests the Secretary-General to ensure that relevant UN bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations*

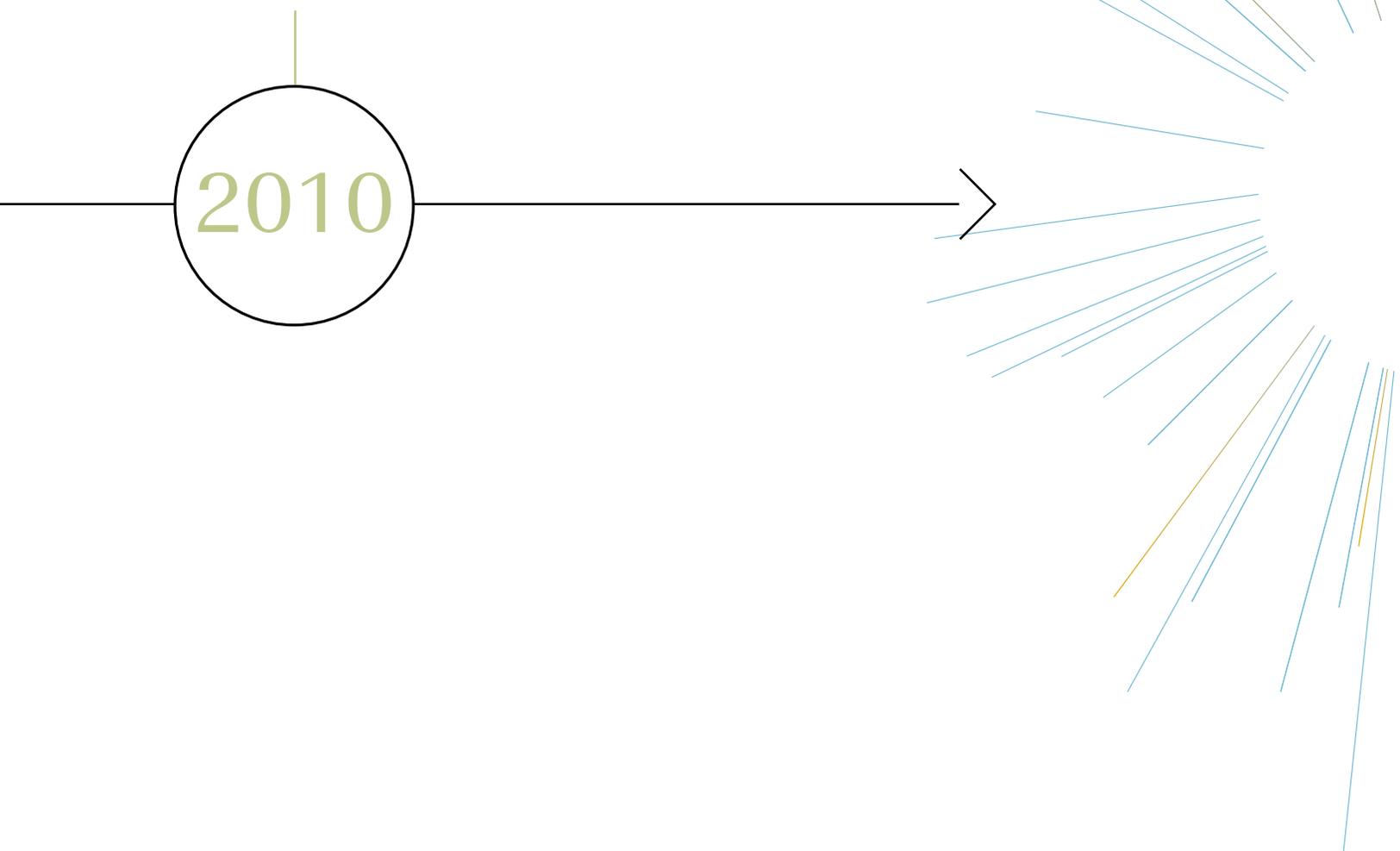
2009

## + Resolution 1888

*Requests that the Secretary-General ensure more systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators of the use of sexual violence in armed conflict in all relevant reports to the Council*

## + Resolution 1960

*Requests the Secretary General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence, including rape in situations of armed conflict and post-conflict and other situations [and] to engage with United Nations actors, international institutions, civil society organizations, health-care service providers, and women's groups to enhance data collection and analysis of incidents, trends, and patterns of rape and other forms of sexual violence*



A horizontal timeline line with a circle containing the year '2010'. A vertical line connects the top of the circle to the text above. An arrow points to the right from the end of the horizontal line. To the right of the arrow is a fan-shaped graphic composed of numerous thin lines radiating from a central point, with colors ranging from light blue to yellow.

2010

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+ “...[W]e must be careful of how we measure our progress. If we use the wrong metrics, we will strive for the wrong things.”

**Joseph E. Stiglitz**, Nobel laureate<sup>1</sup>

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Data are among the most valuable commodities for social change. When available, accessible and reliable they can enhance accountability, trigger public action, inform evidence-based decision-making and enable public policies that truly tackle the needs of the population. If adequately disaggregated, they are an essential tool for targeting interventions that address inequalities and promote progress among those who are lagging behind.

The contribution of effective data analysis to political, economic and social progress has been exemplified in many areas. For instance, as a result of monitoring efforts for Millennium Development Goal (MDG) 7, the increased availability of geographically disaggregated data on access to improved water sources helped identify which urban and rural areas were in most need of adequate infrastructures. As a result, the United Nations Children’s Fund (UNICEF) and the World Health Organization (WHO), in coordination with national governments, were able to better target the building of water facilities and rehabilitation of community wells. These and similar efforts contributed to an increase in the proportion of the population in developing regions with access to improved water sources from 76 per cent in 1990 to 89 per cent in 2010, when the MDG target was declared achieved.<sup>2</sup> In turn, this contributed to a dramatic decrease in global child mortality rates (from 99 per 1,000 live births in developing regions in 1990 to 53 in 2012),<sup>3</sup> as it is

estimated that every day more than 3,000 children die from diarrhoeal diseases.<sup>4</sup>

Illustrative examples also exist in peace and security-related fields. For example, in the early 2000s, few attempts had been made at the global level to measure women’s participation in peace processes. Research studies after the ten-year anniversary of resolution 1325 drew attention to both the strikingly low levels of participation of women at peace tables and the weak inclusion of gender-responsive language in peace agreements.<sup>5</sup> Efforts to track women’s contributions to peace processes exposed the paucity of women’s voices and paved the way for more regular monitoring, which has contributed to a rise in initiatives aimed at increasing women’s participation. The evidence also sparked a range of qualitative studies on women’s contributions to peace processes, shedding light on structural and other obstacles preventing participation and strengthening evidence for women’s inclusion (see Chapter 3: *Women’s Participation*).

The need for more relevant and reliable statistics on women, peace and security-related issues is widely understood and was raised by participants in consultations for this Study. For instance, participants called for further research into the correlation between militarized societies and sexual and gender-based violence, highlighted data gaps in this field, and emphasized the need to strengthen data collection and analysis to monitor the effects of climate change on women and communities in conflict-affected and fragile settings.<sup>6</sup> They also demanded that sex-disaggregated data be integrated into all national planning, including disaster risk reduction programmes and emergency response.

Since the passage of Security Council 1325, there have been notable advances in the availability of gender statistics and the capacity to monitor women, peace and security data. Yet statistics that measure needs, gaps and progress on the ground in conflict and post-conflict settings remain scarce. This limits the ability to accurately capture the needs and challenges faced by women and girls in conflict situations and, as a result, the ability of actors to target programming, understand needs and monitor the impact of interventions.

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*Efforts to track women's contributions to peace processes exposed the paucity of women's voices and paved the way for more regular monitoring, contributing to a rise in initiatives aimed at increasing women's participation.*

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Numerous measures exist to assess progress related to women, peace and security. Among them are the indicators related to resolution 1325, for which data compilation is annually coordinated through the UN Standing Committee on Women, Peace and Security. This information is presented to the Security Council in the Secretary-General's annual report on women, peace and security. Here, as with so many monitoring efforts, the paucity of data available impacts on outcomes.<sup>7</sup> To date, most of the indicators with available data concern efforts carried out by international entities for the implementation of resolution 1325, while data for numerous indicators meant to measure actual outcomes at the country level remain largely unavailable.

### **FILLING DATA GAPS TO GET THE FULL PICTURE ON THE GROUND**

One of the key reasons why few countries produce and report quality women, peace and security data annually is inadequate coordination between peace and security institutions and statistical systems due to either a lack of political will or understanding of the critical role that quality statistics can play in promoting peace through targeted interventions. Additional challenges include that statistical capacity in conflict-affected contexts is often limited, resources tend to be diverted away from statistics into emergency needs,

the feasibility of conducting household surveys is affected by safety concerns and even administrative record-keeping might be interrupted. In some settings, even when statistics are calculated, confidentiality concerns and statistical laws prevent security-related data from being disseminated. Yet, efforts are in place to overcome some of these challenges and demonstrate that compiling and disseminating statistics in fragile settings is not only necessary but possible.

Numerous international and regional initiatives are driving coordinated methodology and data production in conflict settings. For instance, the United Nations Statistical Commission has recently endorsed the use of an international standard for data collection and analysis on crime drivers and factors.<sup>8</sup> Extremely relevant for fragile settings—where, as noted in other chapters, women continue to experience high levels of violence and insecurity post-conflict—crime statistics are increasingly available in a sex-disaggregated manner. However, police-recorded offences and other administrative records do not yet specify sexes of victims and perpetrators consistently. Strengthening national registries and other administrative data sources to ensure consistent recording of sex-disaggregated data in the long-term could play a truly transformative role in the lives of women in conflict and post-conflict settings, where survey data collection is not always feasible.

The incidence of sexual and gender-based violence, heavily underreported in registries, is often better captured through surveys. However, conducting specialized surveys can be expensive. Due to financial constraints, special violence modules are often attached to wider household surveys instead, which in some cases may be inadequate to capture actual incidence due to sampling issues or to skill limitations among the enumerators. In conflict countries, where rape may be used as a weapon of war and sexual violence frequently goes far beyond intimate partners, capturing this phenomenon is even more difficult and registry data is less reliable.

In the absence of reliable figures for the incidence

of violence, perception surveys are useful tools to assess feelings of safety among different population groups. They can also provide valuable insights on governance, leadership and inclusiveness issues, which might be difficult to capture using other statistical tools.<sup>9</sup> Perception and observation surveys conducted within the framework of the Strategy for the Harmonization of Statistics in Africa (SHaSA) are a prime example of a bottom-up initiative that is making a difference in the official measurement of governance, peace and security issues across the continent.

National statistics are expected to be an important input to monitor the implementation of the 17 Sustainable Development Goals (SDGs) adopted by the UN General Assembly in September 2015 and should guide interventions to promote sustainable development in the years to come. Sex-disaggregated governance, peace and security statistics will be necessary to monitor progress towards the achievement of a number of SDG targets, and national statistics offices must therefore be guaranteed adequate financial and technical support for the production of these figures.<sup>10</sup>

## FOCUS ON

### Statistics for decision-making: The Strategy for the Harmonization of Statistics in Africa

The Strategy for the Harmonization of Statistics in Africa (SHaSA)<sup>11</sup> is a continent-wide effort put in place to generate comparable statistics for decision-making. SHaSA entails the adoption of international standards and methods adjusted to African realities, as well as efforts to enhance coordination and sustained production of harmonized statistics. In this context, a specialized technical group on governance, peace and security statistics was created in 2012 and developed a harmonized set of data collection instruments for periodic monitoring, including two add-on survey modules, one on governance and one on peace and security.<sup>12</sup> Implementation of data collection exercises utilizing these modules has either already taken place or is currently ongoing in at least 13 African national statistics offices.<sup>13</sup>

Analysis of microdata compiled through this initiative in Uganda in 2014 provides relevant insights into people's perceptions and experiences of gender-related issues pertaining to governance, peace and security. For instance, when asked about their main concerns, 51 per cent of the population, men and women alike, were

very or fairly worried about threats of physical violence against women by third parties. Similarly, 69 per cent of people were worried about being victims of human trafficking. Physical risks associated with armed conflict worried 40 per cent of women and 38 per cent of men. Yet, the most cited reasons of concern among both sexes were hunger and eviction, which worried almost 80 per cent of women and 70 per cent of men. Women and men perceived the existence of tension, conflict or violence among groups in their areas differently. While more men identified tensions regarding natural resources<sup>14</sup> and ethnic differences,<sup>15</sup> women were a lot more likely to mention tensions between groups regarding economic competition.<sup>16</sup>

Gender analysis of national and sub-national governance, peace and security statistics, including microdata of this kind, is essential for a comprehensive understanding of the needs and priorities of communities in fragile settings. International financial and technical support to national data collection efforts is therefore critical to further the women, peace and security agenda.

The Minimum Set of Gender Indicators, adopted by the UN Statistical Commission in 2013, can play a key role in improving the availability of gender statistics to assess women, peace and security progress on the ground. The Minimum Set represents a major normative advance in the area of gender statistics, and Member States have agreed to use these indicators to guide the national production of gender statistics.<sup>17</sup> Though not necessarily focused on capturing gender issues in conflict and post-conflict settings, the Minimum Set comprises indicators on issues such as sexual and gender-based violence, women's human rights, women's employment, political representation, access to resources and public services, which can be of crucial relevance in fragile settings. Regional organizations are setting up tailored initiatives to support the national production of gender statistics utilizing the Minimum Set.<sup>18</sup>

## **WORKING TOGETHER TO MEASURE WHAT WE TREASURE: AN AGENDA FOR ACTION**

Despite promising initiatives underway to develop indicators and track progress at global, regional and national levels, it is clear that a significant challenge for effectively monitoring progress towards commitments on women, peace and security is the lack of comparable, timely and reliable data. Statistics for many relevant indicators are still not produced regularly in conflict and post-conflict settings. Even where 'snapshot' data exist, there are often no trend data to enable monitoring of changes over time. In the coming years, data requirements to monitor the achievement of the SDGs will be substantial, particularly for tracking gender equality, women's empowerment and the human rights of women and girls as well as measuring peaceful and inclusive societies. To target interventions and ensure women and girls in conflict and post-conflict settings achieve sustainable development, specific women, peace and security statistics will be needed as well.

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+ “Statistics are a critical tool when it comes to building policy, as well as bringing about effective action.”

**Marcela Eternod Arámburu,**  
Executive Secretary, National Institute  
for Women of Mexico

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National governments must prioritize the production of gender statistics that are relevant in fragile settings, as well as of specific women, peace and security statistics. Involving women in data production processes and developing clear strategies for dissemination and use of these statistics in policy-making is key as well. In many conflict and post-conflict countries, only with additional financial and technical support from bilateral and multilateral actors can the production of quality outcome-level data become a reality. A partnership of national governments beyond fragile states, with the support of international entities, needs to address women, peace and security-related data production in a holistic manner: from assessing the relevance of indicators, establishing internationally agreed definitions and aligning efforts with existing international statistical mechanisms to reviewing and reinforcing data production, coordination and reporting mechanisms.

At the international level, peace and security actors must shift their monitoring focus towards more outcome-oriented measures, assess the impact of interventions and pay increased attention to quality. Managerial support, statistical expertise and resources allocated to statistics are needed in international entities.

## RECOMMENDATIONS

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### Measuring progress beyond 2015: Proposals for action

#### International entities working on women, peace and security should:

- ✓ Review and revise existing women, peace and security monitoring frameworks to eliminate overlap and enhance the measurability and relevance of indicators.
- ✓ Establish, under the auspices of the UN Standing Committee on Women, Peace and Security, a partnership comprising international, regional and national data producers for the creation of an on-line gender, conflict and crisis database to bring together and disseminate available data.
- ✓ Utilize the gender, conflict and crisis database to inform programming and to facilitate sharing of knowledge and good practice.
- ✓ Further disseminate data through the use of an on-line repository.
- ✓ Focus women, peace and security monitoring efforts towards measuring outcomes and impact on the ground by:
  - Providing technical and financial support to national statistical systems and civil society organizations working in coordination with

these systems for the production of women, peace and security statistics;

- Enhancing collaboration with existing statistical coordination mechanisms at the international level, including those within the auspices of the UN Statistical Commission and in preparation for SDG monitoring; and
- Engaging statistical experts within relevant organizations.

#### National governments should:

- ✓ Prioritize the production of national women, peace and security statistics, including by allocating sufficient financial, technical and human resources, integrating them into existing statistical efforts and ensuring their use for policy formulation.
- ✓ Ensure relevant national statistics are systematically disaggregated by sex and other key variables and timely reported to the international statistical system.
- ✓ Include gender statistics in work programmes of existing statistical coordination mechanisms working on issues related to governance, peace and security.

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6. "Consultation on the Women, Peace and Security 2015 High-Level Review" (The Hague, Netherlands: PeaceWomen, April 28, 2015), 6, 9.
7. For a full list of indicators, see "Report of the Secretary-General: Women and Peace and Security," UN Doc. S/2010/498 (United Nations Security Council, September 28, 2010). There are 26 indicators (and 36 data series).
8. "International Classification of Crime for Statistical Purposes (ICCS)" (United Nations Office on Drugs and Crime, 2015).
9. World Value Surveys and Gallup World Polls are examples of perception surveys that provide these kinds of inputs periodically and are increasingly conducted in fragile countries. However, run by third party entities, these often remain outside the realm of official statistics and are rarely used for the formulation of public policies in countries.
10. Numerous initiatives are currently in place to enhance the production of these statistics, including the Praia Group on Governance Statistics and the Inter-Agency and Expert Group on Gender Statistics. The Praia group on governance statistics was formally established in the 46th Session of the United Nations Statistical Commission, and is expected to play a key role in jumpstarting the production of national governance, peace and security statistics and to integrate gender and human rights statistics as one of its key thematic areas.
11. "Strategy for the Harmonization of Statistics in Africa" (African Union Commission, African Development Bank, United Nations Economic Commission for Africa, 2013).
12. With an action plan and budget for a progressive continental roll-out of the instruments, two 'add-on' household survey modules and two schedules of administrative items were developed, one on Governance and one on Peace & Security statistics.
13. Benin, Cameroon, Cape-Verde, Congo-Brazzaville, Gabon, Ghana, Côte d'Ivoire, Kenya, Madagascar, Mali, Senegal, Seychelles and Uganda.
14. 53 per cent of men vs. 36 per cent of women
15. 16 per cent of men vs. 8 per cent of women
16. 56 per cent of women vs. 31 per cent of men
17. "Statistical Commission: Report on the Forty-Fourth Session (26 February-1 March 2013)," UN Doc. E/2013/24-E/CN.3/2013/33 (United Nations Economic and Social Council, March 1, 2013). Other efforts, such as different sector specific initiatives launched by UN entities, such as OCHA's indicators on world humanitarian data, UNHCR's statistics on refugees, asylum seekers, internally displaced people and other populations of concern, FAO's Gender and Land Rights Database and OHCHR's Human Rights' indicators, will also be relevant in producing women, peace and security related statistics to inform related SDG monitoring and improving the overall analysis of gender dimensions in conflict, crisis and post-conflict settings. Civil society is also recently emerging as an important data production actor in the context of SDG monitoring.
18. For instance, in Asia and the Pacific, ESCAP supports national capacity building to respond to data needs utilizing the Set in order to promote gender equality and women's empowerment. "Regional Consultative Workshop to Develop a Framework and Core Set of Gender Statistics and Indicators in Asia and the Pacific, United Nations Conference Centre, Bangkok, 46 November 2013" (UNESCAP, 2013), <http://www.unescap.org/sites/default/files/Report-workshop-on-gender-statistics.pdf>.