

# SCR 1325 AND THE PEACEBUILDING COMMISSION



## SECURITY COUNCIL RESOLUTION 1325 on Women, Peace and Security—*Six Years On Report*

The recently established United Nations Peacebuilding Commission (PBC) is a body intended to advise and propose integrated peacebuilding, development and reconstruction strategies for countries emerging from violent conflict. This SCR 1325 6 Years On Report examines the recent establishment of the Peacebuilding Commission, its structure, mandate and obligation to implement SCR 1325 in the achievement of durable peace and development.

# SCR 1325 AND THE PEACEBUILDING COMMISSION

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*Edited by:* Gina Torry

*Authors:* Karen Barnes, Rebecca Chiarelli, Carol Cohn, Ramina Johal, Milkah Kihunah and Maria Olson.

*Contributors:* Mahima Achuthan, Bineta Diop, Mavic Cabrera-Balleza, Sam Cook, Helena Gronberg, Pamela Inaterama, and Sayre Sheldon.

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NGO Working Group on Women Peace and Security

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## List of Abbreviations

AFRC.....	Armed Forces Revolutionary Council	SALW .....	Small Arms and Light Weapons
AU .....	African Union	SC .....	Security Council
CEDAW.....	Convention on the Elimination of All Forms of Discrimination against Women	SCR .....	Security Council Resolution
DDR .....	Disarmament, Demobilization and Reintegration	SCR 1325 .....	Security Council Resolution 1325 on Women, Peace and Security
DPKO .....	Department of Peacekeeping Operations	SGBV.....	Sexual and Gender-Based Violence
DRC.....	Democratic Republic of the Congo	SLWF.....	Sierra Leone Women’s Forum
ECOSOC.....	United Nations Economic and Social Council	SOFEP.....	Solidarité des Femmes Parlamentaires Burundaises
EU .....	European Union	SRSR.....	Special Representative of the Secretary-General
GA .....	General Assembly	TRC.....	Truth and Reconciliation Commission
GBV.....	Gender-Based Violence	UN.....	United Nations
FAWE .....	Federation of African Women Educationalists	UNAMSIL.....	United Nations Mission in Sierra Leone
IDP .....	Internally Displaced Person	UNDP.....	United Nations Development Program
IMF .....	International Monetary Fund	UNFPA .....	United Nations Population Fund
IRC .....	International Rescue Committee	UNHCR .....	The Office of the United Nations High Commissioner for Refugees
MARWOPNET..	Mano River Women’s Peace Network	UNIFEM.....	United Nations Development Fund for Women
MDGs .....	Millennium Development Goals	UNIOSIL .....	United Nations Integrated Office in Sierra Leone
MSWGCA .....	Ministry of Social Welfare, Gender and Children’s Affairs	UNOCHA.....	United Nations Office for the Coordination of ..... Humanitarian Affairs
NEPAD .....	New Partnership for Africa’s Development	UNTAET.....	United Nations Transitional Administration in East Timor
NGO .....	Non-governmental organization	WB .....	World Bank
NGOWG .....	NGO Working Group on Women, Peace and Security	WC .....	Women’s Commission for Refugee Women and Children
ONUB .....	United Nations Operations in Burundi	WFP .....	World Food Program
PBC .....	Peacebuilding Commission		
PBF .....	Peacebuilding Fund		
PBSO.....	Peacebuilding Support Office		
PCS .....	Peace Consolidation Strategy		
PRSP .....	Poverty Reduction Strategy Paper		
RUF .....	Revolutionary United Front		

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# Foreword

## Carolyn McAskie

Assistant Secretary-General, Peacebuilding Support



I am delighted to contribute this foreword to the Report of the NGO Working Group on Women, Peace and Security at the time of the sixth anniversary of the landmark Security Council resolution 1325. The Peacebuilding Commission, which is the focus of your report this year, is a new creation of Member States, drawing legitimacy from the General Assembly, ECOSOC and the Security Council, as well as from major troop and financial contributors. It has begun work on two countries,

Sierra Leone and Burundi, both at the requests of the countries themselves and on referral from the Security Council, and it is on these two countries that this report is focused.

The timing of the Working Group report is extremely useful for the work of the Peacebuilding Commission and the UN Secretariat Peacebuilding Support Office as well as the newly launched Peacebuilding Fund. These three elements, which make up what is being called the Peacebuilding architecture, have all been enjoined by Member States to pay particular attention to gender aspects, to equality and to empowering women to play an essential role in peacebuilding. At the same time, there is a tremendous flowering of entities engaged in peacebuilding activities, whether in civil society, academia or government.

The PBC has just completed a series of important consultations. Its Organizational Committee is dealing with some critical procedural issues which will guide its work, such as how it will deal with institutional donors and how it can work with civil society. This latter discussion will be particularly important for the work of women's civil society groups, as this will give the PBC a direct exposure to their work and their advice. The country specific committees for Sierra Leone and Burundi have completed their first round of consultations, during which the PBC was reminded by many delegations of the importance of factoring in the issues related to women's participation. This report can be an important addition to members' understanding of this important issue. The launch of the PBF can signal a new mechanism to support women's programs.

The PBC must develop into an organ that can meet the challenge both of understanding the root causes of conflict and of developing new tools and knowledge to help each country to identify its own path to peace, and how to stay the course. For this challenge to be met, all possible resources must be brought to bear. It would be unthinkable to head down this path without an understanding of how women have been affected by conflict and the roles they can and must play in a sustainable approach to peace. Too often peace processes, which must of necessity

involve the warring parties in negotiating cease-fire agreements, do not go far enough in involving communities affected by the war who will be instrumental in building the peace. The PBC must avoid this pitfall.

The publication of this report will be an essential tool to guide the PBC in its support to Burundi and Sierra Leone in factoring in the elements of women, peace and security. The PBC is taking an extremely practical approach to its work. It is determined to make a difference in real terms, by working with its focus countries to ensure that the international community, on the basis of national commitments, can provide effective advice and financial and technical inputs that will support countries in this fragile period of post conflict. The gender aspect of this work is high on its priorities, as expressed in GA Resolution 60/180 creating the PBC.

For my office, the PBSO, this means that we must ensure we have available the appropriate gender expertise to support the work of the commission. There will be at least one full time staff member devoted to integrating gender equality and women's empowerment into our work. In addition, the senior policy people will be chosen on the basis of their knowledge of gender issues, and their sensitivity to its importance. For my part, as head of the PBSO, I will be vigilant at all times to the need to view our work through the gender lens.

Both Burundi and Sierra Leone have lived through horrific periods where all forms of violence were acceptable, and are now trying to put all that behind them, while dealing with the difficult question of impunity. Gender violence has humiliated and harmed women and attacked the very fabric of families and communities. In too many cases women suffered double discrimination as communities rejected girls who had been victims of sexual crimes.

The battle for women's equality must be fought on many levels, including the need to address violence against women through the justice system. First and foremost, however, getting help for women's trauma at the personal level balanced with getting women into leadership positions, from where they can re-write societies' rules will be an essential combination, if women are to feel truly supported and empowered. In the words of Nafis Sadiq, when she was Executive Director of the UN Population Fund, "tradition must not be used to oppress, but to empower". The international community must be as outspoken on gender oppression as it is on racial and ethnic oppression. This report advances this cause.

In all of this, we must pay tribute to the drafters of SCR 1325, and to all those who have come after, in making it a living document. In my own experience in Burundi, as SRSG, I was impressed with the UN's determination to make use of SCR 1325 in all its peacekeeping activities. The presence of an active gender person, coupled with a strong message from mission management, as well as headquarter's determination to report consistently on SCR 1325 implementation, meant that we were able to address many aspects of the mission's work, from preparing women for elections, to dealing appropriately with women associated with armed conflict. Much remains to be done, but in looking back over six years, we can show real progress in how we understand the need for gender equality and how we have advanced in achieving women's empowerment.

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## Introduction

It has been six years since the unanimous adoption of Security Council resolution 1325 (SCR 1325) and, within the last year, the United Nations has established the Peacebuilding Commission (PBC)—a body intended to advise and propose integrated peacebuilding, development and reconstruction strategies for countries emerging from violent conflict.

Considering many of the existing strategies, mechanisms and bodies that already exist within the United Nations (UN), two questions immediately arise. First, why create a Peacebuilding Commission? The UN has long been engaged in working to build peace in war-torn regions, so why is there the need for a new body? More specifically, what was happening in the UN and globally that made it necessary? Second, given that SCR 1325 commits the UN to making women's participation in peacemaking and peacebuilding central to its activities, how did the commitments embodied in the resolution shape the development of the PBC?

*Why create a Peacebuilding Commission?* In the years since the end of the Cold War, the United Nations' "peace support" work has undergone dramatic transformation: it has moved from an emphasis on peacekeeping—monitoring ceasefires to allow space for peace processes—to far more active engagement in reconstructing societies in the arenas of civilian administration, political affairs, humanitarian relief, human rights, and legal and judicial affairs. Put another way, the United Nations' focus has expanded from keeping warring parties from shooting at each other, to the wider issue of developing the means to build sustainable peace in a society.

The United Nations' commitment to this "multidimensional peacekeeping" has not only meant a transition from heavily military peacekeeping operations to ones involving greater civilian participation (e.g., as police and as experts in human rights, civil affairs, child protection, and gender)—it has also brought and reflected an increasing understanding that *peace building* is not the same as *peacekeeping*. Building peace has many complex components, including: ensuring the daily security of citizens; the establishment of effective reconciliation and justice processes; the reintegration of fighters back into society; the return and resettlement of displaced persons; economic reconstruction and development; the creation of an effectively functioning political system; the creation of police, military and judicial systems that support the rule of law; support for the reinvigoration of civil society; reform of land and property ownership laws; and the transformation of cultures themselves, including the norms and beliefs about roles of men and women in society.

Despite this increased understanding of what it takes to build peace in a post-conflict nation, the United Nations, along with the rest of the international community, has not been very successful.<sup>1</sup> This is perhaps most starkly evident in the fact that roughly half of all countries that emerge from conflict lapse back into vio-

lence within five years.<sup>2</sup> While the reasons that a peace fails to be sustained are always complex, weaknesses in international responses are clearly a contributing problem. Peacekeeping operations are typically too small, inadequately resourced and withdrawn too soon. Following conflict, the international community historically gives too little attention and commits too few resources to the work of post-conflict peacebuilding and does not efficiently coordinate the efforts of those international and national actors who remain. Furthermore, there are too few mechanisms in place to ensure the effective transmission of knowledge and experience regarding "what works" in peacebuilding. There has also been too little emphasis on involving and strengthening local civil society groups already long engaged in the hard, daily work of local peacebuilding—groups that are often predominantly female.

The creation of the PBC is an attempt to address some of these shortcomings. Not only is it a recognition of the many different kinds of knowledge and activities required for building peace, it is also a recognition of the fact that, in any post-conflict situation, there are a tremendous number of different actors involved in the peacebuilding process—not just the warring parties, but the rest of the society; not just the warring country or countries, but also others in the region, and those that act as donors in the peacebuilding process; not just the UN, but organizations, financial institutions, development agencies, and non-governmental organizations (NGOs).

The creation of the PBC is not only an outgrowth of the complex task the UN faces when it tries to help a country transition from armed conflict to lasting peace—it is also indicative of the need to coordinate, involve and ensure communication between all of the actors and elements of societal reconstruction throughout the process. Finally, the establishment of the PBC can be seen as recognition of the need to learn from the experiences of peacebuilding and to retain, add to, and disseminate that knowledge for future efforts.

*How did the commitments embodied in SCR 1325 shape the development of the PBC?* Given the potential importance of the PBC to peacebuilding processes around the world, the commitments of the UN and Member States to women's human rights and to gender equality as expressed in the UN Charter, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and, inter alia, the Beijing Platform for Action *and*, given the acknowledgement in SCR 1325 of the necessity of women's full participation in peace processes and post-conflict reconstruction, it would seem obvious that the commitments embodied in SCR 1325 should have been incorporated in the establishment of the PBC.

Despite a few rhetorical flourishes, to which women's rights advocates might refer in an effort to hold the United Nations accountable to its commitments, the short, sad fact is that, to date, there are no structural or institutionalized mechanisms to ensure women's participation or representation in the PBC or to ensure that women's needs, capacities, interests and rights are addressed in the PBC's work. Six years after SCR 1325's adoption, the international community must recognize this grave and dangerous omission, and take swift action to redress it.

## Six Years On Report

This report examines the process leading up to and the establishment of the PBC, along with a critical analysis of what this newly formed Commission means, not only for women and the implementation of SCR 1325, but for the coordination of policy and frameworks that will achieve durable peace and development in the countries where the Commission operates. It also considers key issues at stake in the implementation of SCR 1325 by the PBC such as gender-mainstreaming, disarmament, demobilization and reintegration, displacement, women's active participation in formal processes and the consequences of sexual and gender-based violence. Finally, the report makes recommendations to be urgently taken up by both the Peacebuilding Commission and advocates for gender justice and peace.

ESTABLISHMENT  
OF THE PEACEBUILDING  
COMMISSION

1

# Establishment of the Peacebuilding Commission

## What is the Peacebuilding Commission?

On 20 December 2005, the General Assembly (GA) and the Security Council (SC) of the United Nations (UN) adopted concurrent resolutions 60/180 and 1645/2005, establishing the Peacebuilding Commission (PBC) as an inter-governmental advisory body. The resolutions mandate the body to provide advice on peacebuilding strategies and to serve as a forum for coordination and exchange of views among major stakeholders, donors and countries with experience in peacebuilding.

The establishment of the Commission was the culmination of a process that began with a proposal, in the 2004 report of the Secretary-General's High-Level Panel on Threats, Challenges and Change<sup>3</sup>, for the establishment of an institutional mechanism to effectively address the challenge of helping countries with the transition from war to lasting peace. The report, entitled, *A More Secure World: Our Shared Responsibility*,<sup>4</sup> recognized an institutional gap in the UN's peacebuilding capacity, noting that "the United Nations needs to be able to act in a coherent and effective way throughout a whole continuum that runs from early warning through preventive action to post-conflict peacebuilding."<sup>5</sup>

Acting on the High-Level Panel's recommendation, UN Secretary-General Kofi Annan proposed the establishment of a Peacebuilding Commission in his March 2005 report, *In Larger Freedom: Towards Security, Development and Human Rights for All*.<sup>6</sup> The creation of the Commission was part of a package of proposals for reforming the UN in order to improve its effectiveness and relevance in an era of growing security and development challenges. The proposals were presented for negotiation and approval by Member States at the September 2005 General Assembly's High-Level Plenary Meeting (also referred to as the 2005 World Summit), and the PBC was one of few proposals that received almost unanimous support at the meeting.<sup>7</sup>

The September 2005 World Summit was followed by a period of negotiations within the context of the General Assembly's sixtieth session, as Member States worked to develop a resolution that would formally establish the Commission and determine its structure, composition and operation. This process led to the joint General Assembly and Security Council resolutions that established the PBC in December 2005.

## Functions of the Peacebuilding Commission

The main purposes of the Commission are to:<sup>8</sup>

- propose integrated strategies for post-conflict peacebuilding and recovery;
- help to ensure predictable financing for early recovery activities and sustained financial investment over the medium to longer-term;
- extend the period of attention by the international community to post-conflict recovery; and
- develop best practices on issues that require extensive collaboration among political, military, humanitarian and development actors.

To ensure the PBC's capacity to carry out its mandate, a Peacebuilding Support Office (PBSO) and a Peacebuilding Fund (PBF) have been established as components of the Commission's institutional infrastructure.

**The Peacebuilding Support Office (PBSO)** is expected to be the focal point for the Commission's analysis and planning. It will be located within the UN Secretariat and staffed by experts in various aspects of peacebuilding and post-conflict reconstruction. Its functions will be to:

- advise the Commission, through the Secretary-General, on options for comprehensive peacebuilding strategies;
- provide a comprehensive overview of all assessed, voluntary, grant-based and other financing for all peacebuilding and recovery activities in a particular country;
- systematically collect information on lessons learned in UN peacebuilding missions and provide advice as requested on best practices relevant to peacebuilding;
- prepare any other substantive inputs requested by the Commission;
- advise, through the Secretary-General, on appropriate UN Secretariat, Agency, Fund and Programme representation in its country-specific meetings and on other invitations as appropriate;
- assist the Secretary-General in identifying appropriate situations on which he may require the advice of the Commission; and
- act as a hinge between the UN system and the PBC, working to ensure maximum coordination between UN Departments, Agencies, Funds and Programmes, and identifying ways in which the UN system can best assist national authorities and the PBC in formulating and implementing an integrated peacebuilding strategy.

In May 2006, the Secretary-General named Carolyn McAskie, former Special Representative of the Secretary-General in Burundi, to head the PBSO as Assistant Secretary-General for Peacebuilding Support.

The **Peacebuilding Fund**, the other component of the Commission, has been established as a standing multi-year fund aimed at supporting post-conflict stabilization and capacity building initiatives.<sup>9</sup> This will be funded by voluntary contributions, with the objective of ensuring the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery for countries emerging from conflict.

## Structure of the Peacebuilding Commission

Following the establishment of the Commission, negotiations have continued at the UN to determine, among other things, its membership, structure, and working modalities. As of this writing,<sup>10</sup> some aspects of the Commission's functioning are yet to be settled, but as conceptualized, the body will operate in two configurations:

- An Organizational Committee, made up of 31 Member States, selected from the major UN bodies (the Security Council, Economic and Social Council and the General Assembly) and from the largest contributors to peacekeeping based on financial and troop commitments around the world. The Organizational Committee will be concerned primarily with the procedural and organizational aspects of the Commission's work, including considering the selection of countries for advice. The committee is expected to meet fairly infrequently.
- Country-specific Committees will address the situation in particular countries placed on the PBC's agenda. These will be the committees in which the substantive part of the PBC's work will be conducted, and it is expected that they will meet on an on-going basis in accordance with the needs of the country in question. Participants in the country-specific committees will include members of the Organizational Committee, as well as relevant stakeholders in the country under consideration, including regional and international financial institutions, regional organizations, neighboring countries, UN country representatives and others.

The Commission will establish its agenda based on:<sup>11</sup>

- requests for advice from the Security Council;
- requests for advice from ECOSOC or the GA with the consent of a concerned Member State in exceptional circumstances on the verge of lapsing or relapsing into conflict and with which the Security Council is not seized in accordance with article 12 of the Charter;

- requests for advice from Member States in exceptional circumstances on the verge of lapsing or relapsing into conflict and which are not on the agenda of the Security Council;
- requests for advice from the Secretary-General.

In terms of reporting, the PBC will be obliged to submit an annual report to the GA, which will review the report by way of a General Debate. The Commission's operational and structural arrangements are expected to be evaluated five years after the body's establishment with the aim of ensuring that they enable the Commission to fulfill its functions.

The first meeting of the Organizational Committee was held on 23 June 2006. At the meeting, the Committee decided on the situations in Burundi and Sierra Leone as the first two cases on its agenda. This was in response to a request from the SC for advice on those two situations, and the expressed desire of both countries to be considered by the PBC.<sup>12</sup>

During the opening session, the Commission also elected as its Chairman Ambassador Ishmael Gaspar Martins, Permanent Representative of Angola to the UN. The Permanent Representatives of El Salvador and Norway were elected as the Vice-Chairs of the Commission.

The first country-specific committee meetings on Burundi and Sierra Leone took place on 12-13 October 2006.

## Operational Principles

There are certain principles emphasized in the Commission's mandate that are expected to frame the body's operations.

The concept of *national ownership of peacebuilding processes* is recognized as central to the work of the Commission. It is acknowledged that while the international community has a vital role to play in helping countries in their transition to sustainable peace and development, the attainment of these goals depends heavily on the investments, priorities and decisions made by national authorities and local stakeholders. The Commission's goals, therefore, include supporting the peacebuilding strategies and priorities of the governments that have asked for its assistance, acting in partnership with these authorities and local stakeholders, while mobilizing international resources and interests to aid their transition from conflict. The importance of the participation of local and regional actors is reflected in the Commission's recognition of:

*the importance of adopting flexible working methods, including use of video-conferencing, meetings outside of New York and other modalities, in order to provide for the active participation of those most relevant to the deliberations of the Commission.*<sup>13</sup>

The PBC's role is seen primarily as one of mobilizing various actors at national, regional and international levels involved in various aspects of reconstruction and peacebuilding around a coherent peacebuilding framework. It has long been noted that the UN's work in countries emerging from conflict is hampered by a lack of coordination between actors working in different aspects of peacebuilding. As such, the PBC aims to be an interactive forum where security, political, development and other goals that are often disparate and isolated will be able to inform each other. This hope is reflected in the composition of the Commission which, in addition to Member States and national authorities of the countries under consideration, will also involve the participation of regional and sub-regional organizations, regional and international financial institutions, countries in the region, and UN representatives.

In particular, the activities of the UN country teams in the countries receiving assistance are likely to be fundamental to the Commission's work, as the focus of the PBC's substantive work will be on ensuring the success of peacebuilding activities and strategies at the country level.

With regard to the timing of its intervention, the institution will focus only on post-conflict situations, a reflection perhaps of Member States' discomfort with the idea of vesting the body with a conflict prevention mandate, as well as the Secretary-General's view that there are other parts of the UN already equipped and mandated to work on early-warning and conflict-prevention measures.<sup>14</sup> However, it is also the case that many post-conflict situations are also on the agenda of the Security Council. To avoid overlapping mandates, it is emphasized that the Commission's main purpose in such instances will be to provide advice to the SC at its request.<sup>15</sup>

The level of involvement of civil society and the private sector in the PBC remains unclear. The provisional rules of procedure, promulgated prior to the inaugural meeting of the Commission in June 2006, place responsibility on the Chair of the Commission, in consultation with members, to provide for regular consultation with civil society and women's groups and other private actors. The provisional rules commit the Peacebuilding Commission to develop further details and modalities for such consultation. As of this writing, however, any participation by civil society representatives in the PBC meetings is governed by ad-hoc arrangements agreed among PBC members and the national authorities of the country receiving assistance. There appears to be some hesitancy to institutionalize any concrete mechanisms until the Commission is up and running and there is more clarity on its actual functioning.

## How Do Women Fit Into This Framework?

Does the framework developed for the operation of the PBC require the UN and its members to respond to the needs and interests of women in countries affected by conflict as is required by SCR 1325?

The process leading to the formal establishment of the PBC by Member States gave little attention to gender and women's participation. The 2004 report of the Secretary-General's High-Level Panel on Threats, Challenges and Change noted that the need for such a commission was rooted in "a lack of serious attention to the multiple dimensions of building peace." One of the important missing dimensions recognized in the Panel's report was the need for "greater consultation with and involvement in peace processes of important voices from civil society, especially those of women, who are often neglected during [peace] negotiations."<sup>16</sup>

In spite of this acknowledgement, neither the 2004 High-Level Panel's report nor the Secretary-General's proposal for a peacebuilding commission in the March 2005 report, *In Larger Freedom*, highlighted the need for women's participation in the work of the Commission. Additionally, early proposals on Commission membership did not include any references to civil society or women, despite the acknowledgement of the importance of local ownership of peacebuilding processes.

The idea of a peacebuilding commission was welcomed by many civil society actors working on issues of conflict management, development and security—although there has been a diversity of opinion with regard to the most appropriate and effective mandate, power, membership and reporting lines for the body. In particular, many in civil society have argued from the beginning that the Commission would be more effective if it also had a focus on prevention of conflict and could serve as an early warning for emerging conflicts.<sup>17</sup> Civil society organizations also took early steps to highlight the importance of gender and the participation of women in the Commission.

In the lead up to the 2005 World Summit meeting, two-day informal interactive hearings of the GA with civil society and the private sector were held. These hearings provided a limited opportunity for civil society organizations to respond formally to the proposals put before Member States by the Secretary-General in his report, *In Larger Freedom*. In their responses to the proposal of a peacebuilding commission, civil society organizations highlighted the critical role that civil society and NGOs play in the reconstruction and reconciliation of communities affected by conflict and stressed the importance of their participation in the future work of the Commission. Women's networks, such as the NGO Working Group on Women, Peace and Security, further argued that civil society organizations and, in particular, women's organizations should be consulted in the development of modalities and procedures for the effective operation of the Commission.

A peacebuilding commission, it was observed, could provide the UN system with much needed policy coherence and coordination for peace building but, in order to be successful and effective, the Commission would need to:

- draw on the knowledge, networks, and commitment of civil society to peace building and conflict prevention;
- explicitly commit to partnering with civil society in its mandate, through formal mechanisms at headquarters and at the country level; and
- ensure that the details for the Commission's mandate, composition and reporting lines are developed in consultation with Member States and civil society, particularly national and grass-roots women's groups.<sup>18</sup>

During the 2005 World Summit, women's rights organizations worked to ensure the inclusion of gender-sensitive language in the drafts of the Summit Outcome Document, including advocating for the participation of civil society and women's organizations in the Commission.<sup>19</sup> In the end, while early drafts of the Summit Outcome Document included some reference to the participation of non-Member State actors in PBC country-specific discussions, specifically "*other parties directly relevant for the country under consideration*,"<sup>20</sup> this category of participants was omitted from the final document adopted by Member States.

The Summit Outcome Document, in addition to endorsing the establishment of the PBC, did reaffirm the crucial role of women in conflict prevention, peace making and peace building. It reiterated Member States' commitment:

*to the full and effective implementation of Security Council resolution 1325 calling for decisive action to increase women's participation in peace and security decision-making and to protect women's human rights in situations of armed conflict.*

There was, however, no attempt in the 2005 Summit Outcome Document to connect the implementation of SCR 1325 to a commitment to ensure women's participation in the Peacebuilding Commission.

Women, peace and security advocates have, however, continued to press for adherence to principles of gender mainstreaming and women's participation in the establishment and operationalization of the PBC.

In a letter to the Secretary-General and General Assembly after the Summit a group of women ministers of foreign affairs representing fourteen countries<sup>21</sup> and the EU Commissioner for External Relations highlighted the importance of women's participation in the PBC's Organizational Committee and country-specific meetings and the need to incorporate a gender perspective in the Commission's work. The foreign ministers urged UN Member States to nominate women as representatives to the Commission; to ensure women and women's representatives are heard; and to take into consideration the needs, roles and experiences of women and

girls in decision-making, activities, reports, strategies, and analyses associated with the PBC and its various components.

Highlighting women's critical role in peacebuilding, UNIFEM, the NGOWG and the United Methodist Office for the United Nations put forward recommendations on women's participation in the PBC, calling on the Commission to:<sup>22</sup>

- engage women's organizations at the country level through formal country-level mechanisms, such as civic forums;
- ensure staff positions are created in the PBSO that are specifically dedicated to liaising with civil society, particularly women's organizations; and
- ensure that gender expertise is included among PBSO personnel by employing dedicated staff members at the appropriate levels for these issues and providing training for the entire unit as well as ensuring gender balance among staff.

Various civil society organizations have also called on the PBC to ensure that clear procedures for consultation with civil society and women's groups are incorporated into the working methods of the Commission.<sup>23</sup> Proposals include granting NGOs observer and consultative status based on the arrangements in ECOSOC resolution 1996/31, including access to the provisional agenda of meetings of the PBC, and the right to attend public meetings and to submit written statements relevant to the work of the Commission. It has also been proposed that the PBC organizational committee host an annual dialogue with NGOs that would address progress in each of the countries concerned and thematic issues related to peacebuilding relevant to the PBC.<sup>24</sup>

Despite these efforts, the concurrent GA and SC resolutions that established the Commission made no specific reference to SCR 1325—although their preambular paragraphs recognize:

*the important contribution of civil society and non-governmental organizations, including women's organizations, to peacebuilding efforts;*

*and*

*the important role of women in the prevention and resolution of conflicts and in peacebuilding, and [stress] the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security and the need to increase their role in decision-making with regard to conflict prevention and resolution and peacebuilding.*

Specifically the resolutions call on the PBC in its operation to:

*integrate a gender perspective in its work;*

*and*

*encourage the Commission to consult with civil society, nongovernmental organizations, including women's organizations, "as appropriate."*

The challenge in the Commission's formative phase has been to translate the general language in its founding documents into specific objectives, structures, and working modalities that would ensure the fulfillment of its mandate. So, while the resolutions make reference to gender perspectives and consultation with women's organizations, questions linger as to the mechanisms through which these issues will be actualized in the day-to-day work of the Commission.

Because the PBC has yet to become fully operational, it is currently unclear what form civil society participation will eventually take and what opportunities and mechanisms will be created for enhancing women's participation and incorporating gender into the Commission's work as is required by its mandate. Even at these early stages, however, it is apparent that the foundation for the implementation of the commitments of SCR 1325 within the PBC is not well laid.

## **Integrating Gender in the Peacebuilding Support Office and the Peacebuilding Fund**

In addition to the absence of concrete mechanisms to effectively implement SCR 1325 in the Summit Outcome Document and subsequent resolutions establishing the PBC, the two major operational components of the PBC - the Peacebuilding Support Office and the Peacebuilding Fund—have also not been adequately set up to address or institutionalize gender in their work.

### **1. The Peacebuilding Support Office**

*The Fifth Committee*<sup>25</sup>

*Requests the Secretary-General to ensure that the Peacebuilding Support Office has the necessary gender competence to support the Peacebuilding Commission in implementing its mandate to integrate a gender perspective into all of its work, taking into account, inter alia, Security Council resolution 1325 (2000) and drawing on the appropriate expertise in the United Nations system.*<sup>26</sup>

The PBSO was established as the focal point for the Commission's analysis and planning. As conceptualized, it will be a small office of highly qualified and experienced staff members with the large task of providing the Commission with all the analytical and technical support needed to undertake its work. Its functions include providing strategic-level analysis to inform and guide operational planning processes for peacebuilding activities and collecting information and providing advice on best practices and cross-cutting peacebuilding issues. The office will have a total of 15 staff with expertise in a variety of substantive peacebuilding issues and processes including rule of law, economic governance, gender and human rights issues.

The PBSO's advisory, analytical and planning functions in relation to the PBC mean that it has a strategic role in ensuring that gender considerations inform the work of the Commission. In this regard, the GA has mandated the Secretary-General to ensure that the PBSO has the necessary gender competence to support the integration of gender in the Commission's work.<sup>27</sup>

To date, it is unclear what such "gender competence" will mean. This question is directly linked to adequate funds and resources for the PBSO. There are already challenges in this regard. The resolution establishing the PBC required that the Support Office be set-up using existing resources. This has meant a reduction in the Secretary-General's proposal for the creation of 21 staff positions and has meant that the Secretary-General must identify personnel and resources in other parts of the UN that could be redeployed or seconded to the use of the office. It is expected that UNIFEM will second a gender and peacebuilding expert to the office.

Echoing concerns regarding the institutionalization of gender expertise within the PBSO, there have been calls for the establishment of a gender adviser post along the same lines as the gender adviser at the Department of Peacekeeping Operations.<sup>28</sup>

Ultimately, it is necessary that the personnel providing gender expertise also have sufficient seniority to influence the decision-making process of the PBSO. It is also crucial that the multi-disciplinary expertise expected in the staff recruited include a comprehensive understanding of issues of women, peace and security. Gender should be viewed as a cross-cutting issue in the work of the office, not merely as one isolated component of it. For this to happen, steps should be taken to recruit staff to the Peacebuilding Support Office with gender expertise as part of their core competencies. The ability to undertake gender analyses should be part of staff terms of reference and performance evaluations.

In addition, the PBSO must actively seek to draw on the widest pool of expertise and knowledge of best practices in peacebuilding. This requires the body to create formal mechanisms for communicating with civil society groups and women's networks from the society to which peace-building support is offered, as well as from international NGOs that have accumulated experience in diverse contexts. As noted above, UN country representatives could also play an important role in engaging with local women's groups and ensuring their views are included in the work of the PBSO and in the meetings of the PBC.

## 2. The Peacebuilding Fund

*The General Assembly/Security Council*

*[also] reaffirms its request to the Secretary-General to establish a multi-year standing peacebuilding fund for post-conflict peacebuilding, funded by voluntary contributions and taking due account of existing instruments, with the objective of ensuring the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery.<sup>29</sup>*

The Peacebuilding Fund (PBF) is envisioned as a facility that will be used to support critical peacebuilding initiatives which directly contribute toward post conflict stabilization and will strengthen the capacity of governments or transitional authorities to assume early ownership of the recovery process.<sup>30</sup>

The Secretary-General's report on the use and management of the PBF notes that the fund:

*is designed to support several country situations simultaneously and therefore combines the scope of a global fund with the country-specific focus of a multi donor trust fund.<sup>31</sup>*

It has been emphasized that the PBF will occupy a specific niche so that it does not duplicate other multi-lateral funding mechanisms that support post-conflict recovery, such as those of the World Bank.<sup>32</sup>

The specific scope of the activities to be funded by the Peacebuilding Fund has been described as including:

- a) Activities in support of the implementation of peace agreements, in particular in relation to national institutions and processes set up under those agreements;
- b) Activities in support of efforts by the country to build and strengthen capacities which promote coexistence and the peaceful resolution of conflict, thereby reducing the likelihood of recurrent conflict;
- c) Establishment or re-establishment of essential administrative services and related human and technical capacities which may include, in exceptional circumstances and over a limited period of time, the payment of civil service salaries and other recurrent costs; and
- d) Critical interventions designed to respond to imminent threats to the peacebuilding process (e.g., reintegration of ex-combatants disarmed under a disarmament, demobilization and reintegration programme).

Use of Fund resources is meant to have a catalytic effect in helping to bring about other, more sustained support mechanisms by development agencies and bilateral donors.

The PBF is, therefore, expected to address critical funding gaps during the early stages of the recovery process-particularly in areas for which no funding mechanism is available or before normal funding mechanisms, such as donor conferences, have come into play. The funds in the PBF are then likely to be non-earmarked in order to be rapidly available for urgent reconstruction needs.

The process of managing and disbursing these funds must, however, incorporate an awareness of the gender impacts of resource allocation. Most post-conflict countries face severe resource scarcities that require choices when setting reconstruction priorities. Gender discrimination and other barriers to women's participation in political and economic matters inevitably mean the exclusion of women's voices in the setting of post-conflict priorities and programs. This, in turn, negatively affects the responses to issues of particular concern to women including investment in basic services and social programs. This lack of sensitivity to the importance of gender and the participation of women in various facets of reconstruction significantly impacts the achievement of sustainable development.<sup>33</sup>

To avoid such pitfalls, the use and management of the PBF must integrate a gender budgetary analysis to ensure that resources are allocated in a manner that is responsive to the needs and priorities of women. The coordinating role in the allocation and disbursement process falls to the head of the PBSO, further emphasizing the importance of gender expertise within the Support Office to be able to inform this process. Particular attention must also be paid to ensuring that the fund supports the capacity of women in civil society to carry out peacebuilding activities.

Women are over half the citizenry in many societies, but it takes deliberate planning to ensure that they benefit equally from reconstruction plans and resources.<sup>34</sup> Strategic consideration of gender in the PBF's mandate, goals and operations would be a step in the direction of supporting women's advancement, achieving successful reconstruction, and maintaining peace.

# Endnotes

- <sup>1</sup> The 2004 Report of the Secretary-General's High-level Panel on Threats, Challenges and Change observes that "both in the period before the outbreak of civil war and in the transition out of war, neither the United Nations nor the broader international community, including the international financial institutions, are well organized to assist countries attempting to build peace." *"A More Secure World: Our Shared Responsibility"* Report of the High-level Panel on Threats, Challenges and Change. A/59/565. New York: United Nations, 2004. p.71. Available at: [www.un.org/secureworld/report.pdf](http://www.un.org/secureworld/report.pdf)
- <sup>2</sup> *"In Larger Freedom: Towards Development, Security and Human Rights for All."* Report of the Secretary-General. A/59/2005. New York: United Nations, 2005. p.31. Available at: [www.un.org/larger-freedom/contents.htm](http://www.un.org/larger-freedom/contents.htm)
- <sup>3</sup> Op. cit. n.1
- <sup>4</sup> Ibid.
- <sup>5</sup> Ibid.
- <sup>6</sup> Ibid.
- <sup>7</sup> The 2005 World Summit was held at UN Headquarters in New York from 14 to 16 September 2005. More than 170 heads of state and government arrived to reach decisions on ending poverty, promoting human rights, fighting terrorism, helping countries recover from deadly conflict and overhauling the UN itself to make it more effective and efficient in its work throughout the world.
- <sup>8</sup> See General Assembly resolution 60/180. The Peacebuilding Commission. A/RES/60/180. New York: United Nations, 2005. See also Security Council resolution 1645. New York: United Nations Security Council, 2005. Available at: [www.un.org](http://www.un.org)
- <sup>9</sup> Op. cit. n.8
- <sup>10</sup> NGO Working Group on Women, Peace and Security *6 Years On Report* was finalized in September 2006.
- <sup>11</sup> Op. cit. n.8
- <sup>12</sup> Peacebuilding Commission Organizational Committee First Session. PBC/OC/1/2. New York: United Nations, 2006. Available at: [www.un.org/peace/peacebuilding/docs.htm](http://www.un.org/peace/peacebuilding/docs.htm)
- <sup>13</sup> Op. cit. n.8
- <sup>14</sup> Op. cit. n.2
- <sup>15</sup> Op. cit. n.8
- <sup>16</sup> Op. cit. n.1
- <sup>17</sup> *"NGO Responses to, In Larger Freedom: Towards Development, Security and Human Rights for all."* Report of the Secretary General of the United Nations. New York: United Nations, 2005. Available at: [www.un-ngls.org](http://www.un-ngls.org)
- <sup>18</sup> Center for Women's Global Leadership (CWGL), Development Alternatives with Women for a New Era (DAWN), United Methodist Office for the United Nations and Women's Environment and Development Organization (WEDO), *"What's at Stake for Women in the 2005 World Summit."* New York, 2005. Available at: [www.peacewomen.org/un/September\\_Summit/atstake.html](http://www.peacewomen.org/un/September_Summit/atstake.html)
- <sup>19</sup> The Gender Monitoring Group consisted of the Center for Women's Global Leadership (CWGL), Development Alternatives with Women for a New Era (DAWN), United Methodist United Nations Office and Women's Environment and Development Organization (WEDO). The group reviewed drafts of the outcome document and proposed strong gender language.
- <sup>20</sup> See *"High-level Plenary Meeting of the General Assembly 14-16 September 2005 Draft Outcome Document."* New York: United Nations Security Council, 2005. Available at: [www.un.org/ga/president/59/draft\\_outcome.htm](http://www.un.org/ga/president/59/draft_outcome.htm)
- <sup>21</sup> Signatories are Ministers from the following Countries: Austria, Barbados, Burundi, Colombia, Croatia, Georgia, Guinea, Liechtenstein, Macedonia, Mozambique, Paraguay, Switzerland, South Africa, Sweden, and the European Commission.
- <sup>22</sup> UNIFEM, NGO Working Group on Women, Peace and Security and UN Methodist Women's Division, *"The UN Peacebuilding Commission: A Blueprint for Amplifying Women's Voices and Participation."* New York, 2005. Available at: [www.womenpeacesecurity.org](http://www.womenpeacesecurity.org)
- <sup>23</sup> See Women's International League for Peace and Freedom, *"Recommendations to Ensure Women's Participation in the Peacebuilding Commission."* New York, 2006. Available at: [www.peacewomen.org/un/women\\_reform/PBC/Recommendations.pdf](http://www.peacewomen.org/un/women_reform/PBC/Recommendations.pdf)
- <sup>24</sup> World Federalist Movement, Institute for Global Policy *Welcome Statement to the Members of the Peacebuilding Commission*, 23<sup>rd</sup> June 2006 <http://www.reformtheun.org/index.php/issues/1735?theme=alt4>
- <sup>25</sup> The General Assembly (GA) carries out its work through six main committees – the fifth committee is charged with reviewing budgetary and administrative matters. For more information on the structure of the GA. See [www.peacewomen.org/un/genass/gaindex.html](http://www.peacewomen.org/un/genass/gaindex.html)
- <sup>26</sup> 2005 World Summit. Outcome: Peacebuilding Support Office, Thirty-seventh report of the Advisory Committee on Administrative and Budgetary Questions. A/60/7/Add.36. New York: United Nations, 2006. Available at: [www.un.org](http://www.un.org)
- <sup>27</sup> Op. cit. n.8
- <sup>28</sup> Ekiyor, Thelma, *"Engendering Peace: How the Peacebuilding Commission Can Live up to UN Security Council Resolution 1325."* New York: Friedrich Ebert Stiftung, 2006. p.4. Available at: [www.fes-globalization.org](http://www.fes-globalization.org)
- <sup>29</sup> Op. cit. n.8
- <sup>30</sup> See Evans, Gareth, *"What Difference Would the Peacebuilding Commission Make: The Case of Burundi."* Presentation to EPC/IRRI Workshop on Peacebuilding Commission and Human Rights Council. Brussels, 20 January 2006. Available at: [www.crisisgroup.org](http://www.crisisgroup.org)
- <sup>31</sup> Arrangements for establishing the Peacebuilding Fund: Report of the Secretary-General. A/60/984. New York: United Nations, 2006. p.4. para 1.2. Available at: [www.un.org/peace/peacebuilding/docs](http://www.un.org/peace/peacebuilding/docs)
- <sup>32</sup> Ibid.  
Note: The World Bank has increasingly provided aid to support reconstruction in countries emerging from conflict, particularly through its Post-Conflict Fund. Funding mechanisms for reconstruction are also provided through region-specific Multi-lateral Development Banks such as the African Development Bank, as well as by UN entities such as the UN Development Program (UNDP). For more information on these different mechanisms see International Alert and Women Waging Peace, *"Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action."* London, 2004. p.52. Available at: [www.international-alert.org](http://www.international-alert.org)
- <sup>33</sup> Greenberg Marcia E., and Zuckerman, Elaine, *"The Gender Dimensions of Post-Conflict Reconstruction: The Challenges in Development Aid."* Helsinki: United Nations University World Institute for Development Economics Research, 2006. Available at: [www.wider.unu.edu/publications/htm](http://www.wider.unu.edu/publications/htm)
- <sup>34</sup> Rehn, Elisabeth and Sirleaf, Ellen Johnson, *"Women, War, Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-Building."* New York: United Nations, 2002. p.129-130. Available at: [www.womenwarpeace.org](http://www.womenwarpeace.org)

\*\* All weblinks last accessed on 1 October 2006.

I325: INFORMING  
THE WORK OF THE  
PEACEBUILDING  
COMMISSION

2

# How Can SCR 1325 Inform The Work Of The Peacebuilding Commission?

*By deciding to establish a Peacebuilding Commission, we have shown our determination to prevent old conflicts from relapsing, and to promote reconstruction, institution-building and sustainable development. The challenge ahead is to make sure that these efforts embrace, and improve, the daily life of both women and men.*

—Letter by women foreign ministers to the General Assembly, September 19, 2005<sup>1</sup>

## How is Gender Relevant to the Work of the Peacebuilding Commission?

As countries emerge from periods of conflict, they must grapple with a host of challenges, including fragile political structures, devastated physical and human infrastructure and non-existent social services. In the midst of pressing reconstruction needs, the imperative to address the political, economic and social status of women is often treated as a separate and lesser priority — one that can be addressed further down the road when a country has recovered.<sup>2</sup>

Such thinking is plainly misguided. Gendered relations *are a part of every single aspect of society*, rather than a separate category that one can keep in a box and add on at the end. In every aspect of reconstruction — from rebuilding roads to rebuilding political structures — every decision taken, every project funded, and every policy implemented will have a gendered impact. The impact may be to reinforce the status quo, or to change it, but no matter whether peacebuilders *consciously* analyze the gendered effects of their programs or not, they are *de facto* making decisions about gender. When preparing to hold elections, for example, planners *de facto* reinforce men’s political dominance if they do not consciously ask questions such as: do men and women in the society get their information in different locations, or from different media?; do men and women require different kinds of voter education or respond to different “get out the vote” messages?; will women be willing to stand on line and vote next to men?; what provisions will be made for the care of young children while women stand on line for hours in the hot sun?; do women have different physical security needs when they vote than men do? Whether or not one thinks it desirable to wait and deal with gender “further down the road,” it simply is not possible, as gender is a part of every action in the present. The question, then, is not *when* to turn to thinking about gender; it is *whether or not* an individual is thinking in an informed manner about the gendered impact of *every* aspect of his or her work.

Beyond the fact that all peacebuilding activities have gendered impacts, there is a second, critical reason to pay attention to gender from the start. The experience in a number of post-conflict countries suggests that the achievement of sustainable peace is far more likely when gender equality and women’s rights issues are made a central aspect of reconstruction. The adoption of SCR 1325 in 2000 and its affirmation in subsequent Security Council resolutions and other national and international policy documents are an indication that the international community increasingly recognizes the importance of women’s participation in all peacebuilding efforts. In SCR 1325 the SC has provided a framework indicating the relevance of gender concerns and women’s participation at all stages and levels of making and building peace — from peace agreements through peace support operations and planning for refugees, returnees and internally displaced persons (IDPs), to post-conflict reconstruction processes, and the restoration of the social fabric of broken societies.

Peace negotiations and agreements are often the bedrock of a post-conflict political and economic order. They provide one of the first opportunities to transform institutions, structures and relationships within societies emerging from conflict because they determine power-sharing arrangements, economic reconstruction, demobilization and reintegration, access to land and resources and other key priorities. However, because women representatives and attention to the gender dimensions of these issues are so often lacking at negotiations of these agreements, the resulting framework and transitional structures are not likely to be reflective of the needs and interests of women.

SCR 1325 recognizes that women can make peace agreements and post-conflict efforts more viable, effective and practical. SCR 1325 calls on all actors to adopt a gender perspective in negotiating and implementing peace agreements including:<sup>3</sup>

- (a) *the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;*
- (b) *measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; and*
- (c) *measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.*

Women comprise half the population or more in many post-conflict countries and have the right to equally engage in and benefit from all processes and decisions aimed at post-conflict reconstruction. Among other things, this equality requires the participation of women in shaping the post-conflict justice framework to address violations of their human rights, to punish gender-based crimes and to reform discriminatory laws that impede women's equal participation in political, social and economic matters. It also requires assessing the budget priorities of transitional assistance funds and plans to ensure women actually benefit from available resources.

In addition, it requires a recognition that women's activities around peace-building in multiple areas (such as community reconciliation, provision of psycho-social care and services, rehabilitation and reintegration of ex-combatants, displaced persons and others affected by conflict) offer important sources of knowledge and experience that can be tapped by all who seek to build sustainable peace.

The imperative for national ownership of peacebuilding processes requires the PBC to build on the priorities and goals of national authorities. But the PBC must seek to infuse these goals and strategies with internationally accepted commitments to human rights, including women's rights and gender equality. Plainly, the Commission must encourage the development and implementation of policies and strategies that are responsive to the needs of all, including marginalized segments of the population, such as women. By encouraging gender equality and women's participation, the PBC can help to advocate and entrench principles that would lead to a sustainable, democratic and just peace.

Rwanda is often cited as an example of the importance of realizing women's potential to contribute to the rebuilding of a society devastated by war. War and genocide in Rwanda had a strong impact on women in various ways, including as rape and genocide survivors, widows, heads of households and as caretakers of orphans. The post-conflict period provided Rwandan women an opportunity to take on new roles and responsibilities and to expand the public space. With the support of the UN, NGOs and other actors, Rwandan women have pushed for legal and political reforms that have, among other things, increased their rights in access to land and inheritance issues, increased their participation in the legislature and judiciary and brought attention to women's needs in mechanisms for justice and reconciliation.<sup>4</sup>

In the case of Angola, the former U.S. ambassador to that country, Donald Steinberg, has recounted the lack of support among donors for empowering Angolan women during and after the re-emergence of civil war in the country in the 1990s. This gap ultimately proved to be a missed opportunity to lay the groundwork for post-conflict equality and reconstruction by, for instance, bringing women to the table to plan for emergency assistance; using women's NGOs to distribute relief; assigning gender advisors to prevent domestic violence as ex-combatants returned to their homes; and ensuring women a seat at the table in the peace talks themselves.<sup>5</sup>

SCR 1325 also recognizes that the mandates, strategies and activities of the UN's peace support operations have critical implications for women's security needs and their ability to participate fully in political and economic activities in conflict-affected societies. While the Commission's work in post-conflict countries is intended to extend beyond the life of UN peacekeeping operations, such operations are often the first and only form of UN engagement in conflict areas and, more and more, they are called on to carry out roles intended to lay the foundation for a stable government and sustainable peace.

In SCR 1325 the Security Council:

*expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component.*

The resolution also urges Member States to nominate, and the Secretary-General to appoint, more women as special representatives and envoys, and to seek to expand the role and contribution of women in UN field-based operations. It also calls on these actors to provide training to military and civilian personnel on the protection, rights and particular needs of women.

It is important to ensure attention to gender perspectives from the very outset of peacebuilding and peacekeeping missions, including their incorporation in initial mandates. All aspects of peace-support operations require attention to gender perspectives, including political analysis, strategy development and planning, as well as training programs and instruments developed to support effective implementation of those operations, such as guidelines, handbooks and codes of conduct. In this regard, it is absolutely critical for troops, civilian police and other personnel to receive training on gender issues, by both the UN *and* Member States deploying their military and police contingents to UN missions.

## Translating Rhetoric Into Reality: What Does 1325 Require the PBC to do?

The mandate of the PBC echoes SCR 1325 in that it does recognize, to some extent, the importance of gender and women's participation in its work. The challenge is ensuring that the Commission goes beyond rhetorical endorsement and develops mechanisms to apply the principles and provisions of SCR 1325 in its design and activities.

This applies in two main areas. That is, consultation with women's groups and integrating a gender perspective into the work of the PBC.

### 1. Consultation with Women's Groups

Despite a growing body of evidence indicating the key role that women play in addressing peacebuilding, reconciliation and development needs, women remain largely absent from peace and security decision-making and policy implementation be it at the UN, in regional organizations or at a national level.<sup>6</sup> Women's creative, active initiatives in peacebuilding, which take place largely in civil society and often without formal support, are typically marginalized from formal peace processes.<sup>7</sup>

To counter such marginalization, the PBC should develop mechanisms to ensure women's full and systematic participation in the body at headquarters and at the local and national levels, which will contribute to the success of the Commission's work.

Sustainable peacebuilding relies heavily on local ownership of peace processes and on broad engagement of citizens, both men and women, in the development and implementation of strategies for rebuilding. For women, however, the post-conflict phase is often characterized by the further narrowing of the public space available to them and the pressure to resume traditional gender roles that may have been abandoned during conflict.

In such environments, women's groups, NGOs, cooperatives and other social networks are often key to mobilizing and engaging women in activities aimed at rebuilding after conflict.<sup>8</sup> Ensuring that the work of the Commission builds on and enhances women's existing efforts requires adequate and systematic consultation with such groups. The PBC should establish mechanisms to facilitate such consultation and encourage national governments and international actors in the field to adopt broader consultation strategies with women's groups and civil society. This would give the forum itself, as well as the resulting outcomes and strategies, greater legitimacy and support with the citizens of the countries receiving assistance.

Women's groups and other civil-society organizations may also be able to provide a valuable link between the PBC and local populations, both in identifying local priorities in peacebuilding, and in transmitting information about the coordinated peacebuilding strategy. NGOs bring a perspective that is usually grassroots, inclusive and multi-voiced. In particular, women's groups and networks are an important resource for local knowledge and expertise in a number of sectors related to rebuilding societies after conflict, including the implementation of DDR strategies, encouraging reconciliation, accountability for war crimes, and provision of social services.

Further, NGOs, women's groups and other civil society actors often engage in carrying out a variety of humanitarian functions aimed at protecting the most vulnerable groups in post-conflict societies and can be a crucial force in sustaining and unifying such societies. With the appropriate engagement, these groups are also well-placed to evaluate the impact of national, regional and international-level interventions. Whilst states have the primary responsibility to protect the most vulnerable groups, they are not the only actors who actually do so. Women's organizations and other groups are often engaged in providing goods and services and carrying out a variety of humanitarian functions particularly at a local level. Civil society provides strong unifying structures in broken post-conflict societies.

Currently women's groups, like other civil society organizations, are in a particularly ambiguous position in regard to the PBC. They are not included as members of the commission and mechanisms have yet to be developed to ensure that they are properly consulted and involved in the Commission's country-specific meetings. Developing such mechanisms is a fundamental step in the Commission's efforts to fulfill its mandate and to live up to the principles of SCR 1325.

### 2. Incorporating Gender Perspectives into the Work of the PBC

*The General Assembly and the Security Council...*

*Call[s] upon the Commission to integrate a gender perspective into all of its work.<sup>9</sup>*

The Commission's work is a broad and daunting program that will encompass a cross-section of pressing issues facing the countries it undertakes to assist. Under its mandate, the PBC is required to integrate a gender perspective as an integral part of its programming. This obligation requires the PBC to systematically assess and highlight the different needs and experiences of men and women in conflict and its aftermath in order to ensure the development and implementation of effective strategies for peacebuilding and reconstruction. It requires the PBC to systematically analyze this impact on women and men in each of its activities and recommendations. SCR 1325, as well as other international instruments and commitments to

women's rights, can provide guidance to the Commission on ensuring that women's interests, priorities and concerns are attended to in the development and implementation of peacebuilding and reconstruction strategies.

In each of the many facets of the Peacebuilding Commission's work, mainstreaming gender will enable the Commission to be more effective. Some of the areas in which this is most salient include:

- the disarmament, demobilization, and reintegration (DDR) needs of female ex-combatants and women and children associated with fighting forces who often face social exclusion after conflict;
- the incorporation of gender concerns and women's participation in peace agreements and other transitional arrangements;
- post-conflict justice and accountability mechanisms for acts of violence against women and girls during conflict;
- the resettlement of displaced persons;
- ensuring the participation of women in elections and other institution building measures; and
- advocating for budget priorities that emphasize social services rather than military expenditures.

It is beyond the scope of this report to explore each of these in depth, but it will briefly touch on two in this Chapter: disarmament, demobilization, and reintegration and the resettlement of displaced persons. Chapter 3 considers women's participation in the peace processes and institution building in Burundi and the consequences of sexual and gender-based violence in Sierra Leone in relation to the implementation of SCR 1325 and the work of the PBC.

## Disarmament, Demobilization, and Reintegration

The policies and strategies put in place with regard to disarmament, demobilization and reintegration (DDR) often determine the ability of a nation to recover from conflict or to plunge back into violence. Ensuring effective and successful DDR strategies as well as dealing with the aftermath of programs that have not been very effective is likely to be one of the key priorities of the PBC. In learning from DDR processes in Sierra Leone and Burundi and addressing issues of insecurity such as the proliferation of small arms and light weapons (SALW) and former combatants, the PBC should ensure that a gender perspective is integrated throughout. DDR processes involve and have implications for women, whether they are ex-combatants, dependent on members of fighting forces or involved in reintegrating former combatants into communities.<sup>10</sup>

Female combatants and combatant associates are usually neglected in DDR programmes in post-conflict situations because they are not regarded as significant actors in ceasefire agreements, or are not involved in formal peace processes. Women rarely benefit from training and reintegration initiatives and, when they are included, provisions can be inadequate due to gendered assumptions by intervening agencies. The impact of returning male fighters on women as well as the specific needs of female fighters and combatant associates have been overlooked in planning for and implementing DDR programmes. This, in turn, has led to DDR processes that do not adequately address the needs of all at the community level and are less likely to be effective and sustainable. It is crucial that, in addressing DDR issues, the PBC integrate a gender perspective and implement paragraph 13 of SCR 1325, which specifically calls attention to DDR and:

*encourages those planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependents.*<sup>11</sup>

Women and girls are increasingly involved, in various conflicts around the world, as combatants as well as combatant associates, providing a critical labor pool that sustains armies and conflicts. Though the majority of women and girls involved in fighting groups serve as combatant associates—cooks, carriers, spies or 'combatant wives'—a large number are active in combat roles. In Nepal, it is estimated that one third of the Maoist fighters are women and in some districts the figure may be as high as 50 per cent. Women have recently played an important role as combatants in Sri Lanka, El Salvador and, previously, in Sierra Leone, Guatemala, Mozambique and Namibia. The rationale for women's involvement as combatants vary. In Colombia, one woman cited her main reasons for taking up arms were the lack of protection offered by the state and the sense of being a vulnerable target for abuse. In Nepal, women combatants often cite economic survival as a reason for joining the Maoists who offered them a small

basic salary. Personal security is also cited, since the majority of men from some rural communities in Nepal have either been abducted, killed or joined the conflict. Female fighters are also said to be attracted to the Maoist cause because of its egalitarian attitude to gender relations and their hope that it will 'liberate Nepali women.'<sup>12</sup>

In the Sierra Leonean conflict, it is estimated that women represented up to 30 percent of the fighting forces; an estimated 12,000 girls, many of whom were abducted by rebel or pro-government troops, were actively involved. They were not just sex slaves, but frontline fighters, spies and even commanders who managed camps and planned raids, as well as cooks, medics and diamond looters.<sup>13</sup> Post conflict, such involvements place women in a double jeopardy, whereby return to their communities becomes difficult as they are stigmatized either for having fought or for having been sexually abused during the conflict.

A gender perspective is particularly important in DDR processes because of women's specific security needs in the post-conflict period. Women continue to be threatened by returning combatants and SALW proliferation in their communities and homes after the fighting ends. This has negative impacts upon their ability to participate fully in the political, economic and social processes of reconstruction. It also has differential impacts upon women who flee as refugees and those who were, or remain, internally displaced.

The PBC should ensure that the needs of women are considered in the various components of DDR programmes—including in disbursements of financial payments, in skills training and other educational and rehabilitation programs for ex-combatants and their dependents. Women also have a great deal to offer to the planning and execution of weapons collection, demobilization and reintegration programs.<sup>14</sup> Women's organizations are very active at the community level in both disarmament and reintegration initiatives. Whether persuading fighters to disarm, collecting weapons or providing psycho-social assistance to former combatants, women's civil society groups such as ProPaz in Mozambique or Dushirehamwe in Burundi are attempting to address the proliferation of small arms as well as the impact and needs of former combatants. Being aware of the needs of their communities, they often develop innovative programs and projects to address the gaps of often inadequate and ineffective formal DDR processes, and their efforts should be supported and addressed in learning for future DDR programs.<sup>15</sup>

As the PBC focuses its attention on supporting DDR and post-conflict justice and reconciliation in the countries on its agenda, there must be a specific effort to involve women's civil society groups, address the gaps of gender-insensitive DDR processes and encourage the development of systematic strategies to end impunity for gender-based violence—all issues in which SCR 1325 calls for a gender perspective.

The following section focuses on the issue of displacement and offers a look at the importance and processes of mainstreaming gender perspectives in the PBC's work.

## Displacement, SCR 1325 and the Peacebuilding Commission

Ensuring the well-being of refugees, returnees and the internally displaced is a central component to advancing peace. It is important that factors stemming and resulting from displacement—such as the separation of combatants from civilians in refugee camps, voluntary and sustained return, and attention to refugee self-reliance and participation—are better understood, coordinated and addressed. As described below, the extent to which the rights, contributions and vulnerabilities of the displaced<sup>16</sup> are identified and addressed by the PBC will have a critical impact on its success.

### Why focus on displacement? Conceptual Framework

#### 1. Armed Violence

SCR 1325 recognizes the toll that weapons take on the security of women and girls, and paragraph 12 calls on all parties to “*respect the civilian and humanitarian character of refugee camps and settlements.*” The presence of weapons in refugee camps is directly linked to continued armed conflict. Respecting the civilian nature of camps, including separation of combatants from civilians, is well recognized as having a direct bearing on preventing the resurgence and spread of conflict. However, separation of combatants programs are very difficult and dangerous to implement. Much more needs to be done to engage and train refugee-hosting states and those with IDP camps to comply with their responsibility to separate combatants from civilians, as advocated for by the United Nations High Commissioner for Refugees (UNHCR).

Better strategies to ensure the protection of women, men, girls and boys in programs directed at separating combatants and refugee civilians are also needed. Whether or not to keep the families of separated combatants together is a highly contentious issue, but once the decision is made it is vital that the best interests of all family members are given equal weight and planned for appropriately. The Women's Commission on Refugee Women and Children (WC) reported, for example, on the Zambian government's rigorous efforts to separate former combatants from others seeking refuge, by placing them in a housing area in Lusaka. However, the WC team also heard that tensions arose for the combatants' wives and children; they were sent to refugee camps in remote border areas, where they endured greater insecurity and protection problems as a result of the separation. A second problem arose from the plan to consider eventual reunification between successfully demobilized combatants and their dependents; some women came forward, stating that their marriages were forced and they did not want to be reunified with their husbands. The women urged that alternatives for them to leave their marriage safely be provided instead. Such concerns were not prioritized by national authorities, nor was there clarity among these authorities or other assistance and protection agencies on how to address them.

Conflict is also likely to break out when host-refugee relations are not given attention. Tensions may arise, for example, over the use of water or fuel sources, and refugees can be blamed (appropriately or not) and targeted for retaliation by the host community. The armed violence that erupts from these tensions between refugees and their hosts can, in turn, further fuel conflict across borders and within communities. In such scenarios, other forms of violence — such as the abuse or exploitation of refugees, particularly women and children — are more aggressive and pronounced. Agencies such as UNHCR are working to provide services to both host and refugee communities to reduce such tensions. But across the board, not enough is known about managing host-refugee relationships, and about the steps necessary to ensure the provision of services and resources to the displaced (whether refugees or IDPs) while, at the same time, ensuring that resource sharing with the host community is appropriately planned, undertaken and monitored.

In addition to the lack of knowledge about appropriate strategies, part of the problem is that issues around host-refugee relationships are not sufficiently on the radar screens of the international community at the decision-making level. Attention to these relations should be part of the dialogue among states, and between governments and implementing agencies in regard to ways to bridge the relief-development-reconstruction gap.

## 2. Voluntary Return and Safe Asylum

When assistance and services are cut, persons with no means to survive on return, or who fear renewed abuse by violators from whom they have fled, are required to make a very difficult choice: return home to insecurity and poverty, or remain displaced, possibly subject to heightened threats or impoverishment. Too often, refugees and IDPs are pressured to return, as food supplies and other services are cut prematurely. For example, the WC was part of a mission to Sierra Leone that met with Liberian refugee girls in December 2005. The girls described their concerns about returning to Lofa County, given the rumored presence of ex-combatants there and because of threats some girls had received in the camps, warning them that, should they return, they would be likely to see their persecutors and suffer consequences if they identified them. In this, and many similar situations, international agencies must give greater priority to meeting the obligation to ensure that refugee return is voluntary.

In some instances, agencies — the UN and international NGOs alike — significantly shift their operations from the refugee-hosting country to the post-conflict country, often with devastating consequences for those who remain behind. In one scenario, shifting the focus of UN operations and services from Pakistan to Afghanistan in late 2003 was vital to Afghanistan

reconstruction and peace-building efforts, aiding in laying the foundation for refugee return through rebuilding infrastructure and addressing rule of law issues. However, the concomitant rapid downsizing of operations in Pakistan directly impacted the international community's capacity to ensure that returns were voluntary and that refugees who opted not to return continued to live in dignity. Particularly in the case of the elderly and households headed by women and adolescents, the push to return can place them in a worse situation than when in exile.<sup>17</sup> For those who have already experienced trauma during flight or displacement, the consequences are even more devastating.<sup>18</sup> As the most disenfranchised move from a bad situation to worse, they may be more likely to engage in or fall victim to illegal or violent activity, such as gangs, prostitution, and drug-smuggling.

Funding priorities for both donors and UN agencies must also be factored into the framework for assistance and services as a means to uphold the voluntary nature of return and safety in asylum. In 2003-2005 local Afghan women's groups struggled to continue providing services to refugee women and children in Peshawar. Requests for funding were, however, denied as donors no longer considered Pakistan, or outreach to refugees there, worth funding.

## 3. Sustained Return and Reintegration

Paragraph 8 of SCR 1325 calls for adopting a gender perspective when implementing and negotiating peace agreements, including taking into account the special needs of women and girls during repatriation, resettlement, reintegration and post-conflict reconstruction. Ensuring the safe return of refugees and IDPs, and their successful reintegration is a vital element in preventing the resurgence of conflict. Returning populations have particular needs and skills. If return programs are managed appropriately they can reduce tensions among communities and help to support peacebuilding efforts that are underway. When mismanaged, such movements can exacerbate tensions or heighten abuses against segments of the population—which refuels conflict.

On paper, UN efforts to integrate missions and deploy multi-dimensional peacekeeping operations are increasingly spelling out obligations to coordinate refugee return, ensure monitoring of the human rights of returning refugees and other issues related to displaced populations. In addition, more consistent reference is being made to gender mainstreaming, addressing gender-based violence and engaging the participation of women and local organizations. Such efforts are important in setting out the policy framework for UN operations; now the challenge is to give attention to their application, including through analysis of their impact in terms of gender and displacement.

Using the example of refugee reintegration, UNHCR's High Commissioner has emphasized that "the importance of the reintegration phase — a community's chance to renew with peace and prosperity, and end the cycle of displacement — has become a key part of UNHCR's operating principles,"<sup>19</sup> which has led to fundamental changes in the way the agency approaches refugee return. The UN mission in Timor-Leste (UNTAET) was comprised of three pillars, including one to address "humanitarian assistance and rehabilitation to ensure emergency services...oversee the return of refugees, and community rehabilitation."<sup>20</sup> A recent DPKO evaluation on gender-related activities in Timor Leste/UNTAET brings forward important lessons on the impact of mainstreaming strategies. Yet, while the study identifies the three pillars, it gives barely any mention to the situation of returnees. Perhaps the findings are related to the fact that UNHCR was not identified as an agency to be interviewed for the evaluation (the report mentions interviews were restricted to those with field presence, October to November 2005, and undertaken in New York, as well as desk reviews) or, refugees were not considered a primary element of DPKO's mandate. In any case, it will be important for the PBC to further clarify the role and responsibility of DPKO, the High Commission on Human Rights, UNHCR and others in promoting such efforts at the national level. Ideally, the supportive role of the PBC to coordinate national strategies will include a focus on where accountability for gender mainstreaming for all war-affected people will be placed, and support and lessons will build on individual agencies' strengths and capacities.

Similar challenges in applying policy arise regarding efforts to bolster regional and cross-border obligations. SCR 1545, which established the peacekeeping mission in Burundi, calls for special attention to issues related to gender equality, as well as collaboration with the government of the Democratic Republic of Congo and the peacekeeping mission based there regarding the DDR of Congolese, including the particular needs of women and girls. The move toward cross-border and regional focus is an important step in addressing population displacement holistically. This should be accompanied by improved internal communication within the UN agencies and their work on gender mainstreaming — in terms of achieving their mandates and in relation to refugees, IDPs and returnees.

#### 4. Genuine alternatives to the gun: livelihoods, education and self-reliance

Women and youth are often caught up in conflict — as voluntary and involuntary combatants, and as victims of abuse and marginalization. While the outbreak or resurgence of armed conflict does not rest solely on the shoulders of disillusioned youth, it is clear that the international community must do more to provide them with genuine alternatives for peace, in tandem with rule of law and other aspects of nation-building. Especially for women and girls, opportunities that promote empowerment can also greatly advance their security and well-being. While not a panacea, appropriate education and livelihood strategies can give women, men, boys and girls the tools to prevent vulnerability to gender-based violence, to participate in decision-making fora, and to rebuild or enhance their own self-reliance. All of these are objectives of SCR 1325 and, if placed more squarely as a priority for the PBC, would help to reach the goals of the resolution. Initiatives that build self-reliance, including through livelihoods and education programs should be undertaken from the initial phases of refugee flight and extend to the displaced in urban as well as rural settings.

Long-term refugee settings may also have relevance for the Commission's work to extend attention to the post-conflict period of recovery. The length of displacement is 17 years for refugees in protracted situations, representing 68% of all refugees. As generations of refugees languish in camps, opportunities are lost to invest in their abilities as a strategy to prepare them for return, or lead full lives while in asylum. However, positive changes are taking place. For example, in part based on successful advocacy by refugee rights and humanitarian agencies, the Royal Thai Government has recently expressed a new openness to training and educational programs for camp-based Burmese refugees who have been living in Thailand for 15 years; 70 per-cent of the humanitarian assistance provided to the camp residents is allocated for food and non-food items. Such opportunities should be seized as a means to advance refugee self-reliance, which will ultimately assist them should they return, as well as allow them to live with hope and dignity as refugees. Harnessing appropriate livelihoods and education strategies for women, men, girls and boys in relation to DDR, refugee contexts and returnee programs is vital in encouraging self-reliance and alternatives to conflict. The Commission should explore the relevance of long-term displacement as a lesson learned, and as an opportunity to ensure human security.

## Endnotes

- <sup>1</sup> Letter by the Women Ministers for Foreign Affairs. New York: United Nations, 2005. Available at: [www.un.org/womenwatch/osagi/pdf/letter.pdf](http://www.un.org/womenwatch/osagi/pdf/letter.pdf)
- <sup>2</sup> See International Crisis Group, "Beyond Victimhood: Women's Peacebuilding in Sudan, Congo and Uganda." New York, 2006. Available at: [www.crisisgroup.org](http://www.crisisgroup.org)
- <sup>3</sup> See Security Council resolution 1325. New York: United Nations Security Council, 2000. §8. Available at: [www.un.org/events/res\\_1325e.pdf](http://www.un.org/events/res_1325e.pdf)
- <sup>4</sup> See Women's Commission for Refugee Women and Children, "Rwanda's Women and Children: The Long Road to Reconciliation." New York, 1997. Available at: [www.womenscommission.org](http://www.womenscommission.org)
- <sup>5</sup> Remarks by Donald K. Steinberg to the Council on Foreign Relations on "The Role of Women in Peace Building and Reconstruction: More Than Victims." New York, 6 March 2003. Available at: [www.state.gov/s/p/rem/2003/18759.htm](http://www.state.gov/s/p/rem/2003/18759.htm)
- <sup>6</sup> Up until the year 2000, only 4 women have ever served as Special Representatives of the Secretary-General (SRSG). Out of 27 peace support operations (peacekeeping and political and peacebuilding missions), there are currently no women serving as SRSGs and 2 women serving as Deputy Special Representatives of the Secretary-General.
- <sup>7</sup> See Rehn, Elisabeth and Sirleaf, Ellen Johnson, "Women, War, Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-Building." New York: United Nations, 2002. p.86. Available at: [www.womenwarpeace.org](http://www.womenwarpeace.org)  
See also International Crisis Group, "Beyond Victimhood: Women's Peacebuilding in Sudan, Congo and Uganda" New York, 2006. Available at: [www.crisisgroup.org](http://www.crisisgroup.org)
- <sup>8</sup> For example, during the January 2006 constitutional referendum in the DRC, women's groups with support from electoral officials, MONUC and UN Agencies were heavily involved in mobilizing a heavy turn-out of women to vote. See UNIFEM article: "Women's Vote Tilts Balance in DRC's Constitutional Referendum." New York: United Nations, 2006. Available at: [www.womenwarpeace.org](http://www.womenwarpeace.org)
- <sup>9</sup> See General Assembly resolution 60/180. The Peacebuilding Commission. A/RES/60/180. New York: United Nations, 2005. See also Security Council resolution 1645. New York: United Nations Security Council, 2005. Available at: [www.un.org](http://www.un.org)
- <sup>10</sup> For a discussion on the gendered impacts of SALW in particular, See: International Alert, *Putting a Human Face to the Problem of Small Arms Proliferation: Gender Implications for the Effective Implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*. London, 2001. Available at: [www.international-alert.org](http://www.international-alert.org)
- <sup>11</sup> Op. cit. n.3
- <sup>12</sup> International Alert, "The Role of Women Entrepreneurs in Peacebuilding in Local Business, Local Peace: the Peacebuilding Potential of the Domestic Private Sector." London, 2006. Available at: [www.international-alert.org](http://www.international-alert.org)
- <sup>13</sup> International Alert and Women Waging Peace, "Inclusive Security, Sustainable Peace: A Toolkit for Advocacy and Action." Chapter on DDR. London, 2004. Available at: [www.international-alert.org](http://www.international-alert.org)
- <sup>14</sup> UNIFEM Annotated Version of SCR 1325, §13. [www.womenwarpeace.org](http://www.womenwarpeace.org)
- <sup>15</sup> Op. cit. n.13
- <sup>16</sup> For purposes of this report, "displaced" refers to refugees, returnees and internally displaced persons.
- <sup>17</sup> For examples drawn from Afghanistan/Pakistan See: Women's Commission for Refugee Women and Children, "Statement & Questions for the UN Security Council Mission to Afghanistan." Kabul, 2003. See also "Summary of Workshop on Advancing UNHCR's Five Commitments to Refugee Women and the Millennium Development Goals." Peshawar, 2004. Available at: [www.womenscommission.org](http://www.womenscommission.org)
- <sup>18</sup> For more on the risks and solutions for women during phases of displacement and return, See: Women's Commission for Refugee Women and Children, "Displaced Women and Girls At Risk: Risk Factors, Protection Solutions and Resource Tools." New York, 2006. Available at: [www.womenscommission.org](http://www.womenscommission.org)
- <sup>19</sup> Statement by Mr. Antonio Guterres, UN High Commissioner for Refugees at the United Nations University, Tokyo. Tokyo, 2005.
- <sup>20</sup> Ospina, Sofi, "A Review and Evaluation of Gender-Related Activities of Peacekeeping Operations and their Impact on Gender Relations in Timor Leste" New York: United Nations Department of Peacekeeping Operations, 2006. p.15-16. Available at: <http://pbpu.unlb.org>

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## THE PEACEBUILDING COMMISSION IN BURUNDI AND SIERRA LEONE: KEY ISSUES

# 3

# Burundi and the Peacebuilding Commission:

## Women's participation in the maintenance and promotion of peace and security

In considering the implications of SCR 1325 and the Peacebuilding Commission, the previous chapter identified the importance of mainstreaming gender in the work of the PBC, particularly in regard to the incorporation of gender concerns and women's participation in peace agreements and other transitional arrangements, and in ensuring the participation of women in elections and other institution building. As previously noted, women's groups and networks are an important resource and can provide a valuable link between the PBC and local populations, in both identifying local priorities in peacebuilding and in transmitting information about a coordinated peacebuilding strategy—including the implementation of DDR strategies, encouraging reconciliation and accountability for war crimes, and through the provision of social services.

Burundi is slowly emerging from a cycle of violence that has plagued the country since independence. Progress has been made on several fronts, most notably the formation of a democratically elected government. Women's organizations, in particular, have played a vital part in advocating for women's political participation and reform of discriminatory laws, and have promoted reconciliation and reintegration within their communities.

Some of the strategies that women's organizations in Burundi have used to build peace include: providing survival and basic needs for conflict-affected populations; building trust and supporting cross-community dialogue; building capacity and knowledge; building legitimacy through networking and advocacy; challenging the status quo and advocating for peaceful alternatives; standing against impunity and supporting human rights; promoting women in decision-making and leadership; and mobilizing resources to support peace work.<sup>1</sup> It is also important to note that women's groups, in Burundi and elsewhere, are diverse and can range from those who have assembled to form a women's cooperative in their local community to state registered NGOs.

SCR 1325 recognizes the crucial role of women in the prevention and resolution of conflict and peacebuilding, and calls for their equal participation and full involvement in all efforts in the maintenance and promotion of peace and security, including in all levels of decision making.

The work of women's organizations and networks tends to be grounded in the daily experiences of conflict-affected communities. These initiatives, however, though working toward many of the same goals as national and international stakeholders,

often occur outside of formal peacebuilding and reconstruction processes. The implications of this are two-fold. First, that work occurring outside of formal processes is often passed over by donors. This in turn affects the potential of local women's organizations and networks to build capacity and strengthen their work at the local level. Strengthening the work of local actors, particularly local women's organizations and networks, helps to both create and inform sustainable peace processes. Secondly, the absence of local women's organizations and networks from formal processes is more than a missed opportunity—it is a major gap in the creation of successful policies and peacebuilding strategies.

In order to coordinate and strengthen integrated strategies for post-conflict peacebuilding and recovery, it is imperative for the PBC to consider local and national women's organizations as key development and humanitarian actors and to actively bring them into the work of the Commission, strengthen their capacity, and build on their local expertise and experience in Burundi.

### Peacebuilding, Security and Women's Organizations: Critical Links

The connections between peacebuilding, security and the involvement of local women's organizations seems a rather direct and self-evident link. However, despite the rhetoric and calls by governments, international agencies and international NGOs, women's organizations and their networks at the local level are still systematically left out of peacebuilding negotiations, processes and reconstruction efforts. For instance, regardless of the fact that many women's groups work daily on the front-lines of violent conflict, keeping families and communities together and organizing strategies for basic needs—they are still not included alongside leaders of armed factions at the peace negotiation table.

Given the widely known fact that a large number of countries slip back into violent conflict after five years, a critical question that should be considered together with this statistic is whether there was effective empowerment, inclusion and participation of local women's groups—and implementation of their recommendations and strategies—in both formal and informal peacebuilding processes.

Women's groups in Burundi have worked tirelessly at the local and national levels—from peace negotiations to political participation and reconciliation. Indeed, Burundi is often held up as a positive example of women's active and successful contributions to post-conflict reconstruction efforts. This section highlights some of these successes and makes recommendations for collaboration with women's groups and networks to advance progress made and address issues remaining.

## Peace Negotiations

During the Arusha peace process,<sup>2</sup> women and women's organizations came together and advocated for the inclusion of women's needs and interests, despite not having been included as active participants at the peace table. An example of this advocacy was the All Party Burundi Women's Peace Conference organized in July 2000 in Arusha, held in parallel with the formal negotiations in order to provide women with an opportunity to discuss their peacebuilding priorities. With the support of UNIFEM and others, women in Burundi subsequently presented their demands to Nelson Mandela, the chief negotiator, and succeeded in having some, although not all, of their requests incorporated into the final document.<sup>3</sup> As acknowledged by United Nations Secretary-General Kofi Annan:

*the leadership of parties to conflict is male-dominated and men are chosen to participate at the peace table. The desire to bring peace at any cost may result in a failure to involve women and consider their needs and concerns. In addition, women's organizations often do not have the resources needed to effectively influence lengthy peace negotiation processes.<sup>4</sup>*

Despite exclusion from formal decision-making processes, it is clear that the sustained pressure and advocacy from Burundian women had an impact on the peace process and resulted in some integration of gender issues. The successful peacebuilding strategies of women in Burundi are often cited as a best practice that influenced the adoption of SCR 1325 in October 2000.<sup>5</sup>

## Political Participation

Burundian women's organizations have been particularly active in advocating for women's inclusion and participation in elections. They have been successful in encouraging women to come forward as candidates for election to district councils, the parliament, senate and government, as well as carrying out mass awareness raising campaigns to encourage women to vote.

The new constitution, passed in 2005, requires that 30 percent of all decision-making posts within the government, parliament and the senate go to women. As a result, women have made important gains in participation at the highest levels of decision-making—35% of the seats (17 of the 49) in the Senate are occupied by women, as are 31% of the seats (37 of the 118) in the National Assembly. Representation of women in these institutions presents a crucial opportunity for women parliamentarians to advance women's rights by reforming discriminatory legislation, especially access to land, equal rights of inheritance, and increased protection against rape and other forms of sexual violence. During the 2005 elections, many women voted and stood as candidates. Seven out of 20 ministerial posts in the new government are held by women, including the influential posts of Ministers of Foreign Affairs and Justice.<sup>6</sup>

While the increasing role of women in public life is an important development, much work remains to be done to ensure that these recent gains lead to increasing recognition for women's rights in general and to women's full participation in all levels of decision-making. Although there is a high representation of women in national-level structures, there remains a low representation of women in local administration. Women's political awareness needs to be strengthened at the community level in order to increase participation of women in the next local administration elections. Support is also needed for women who have achieved governance positions, ensuring that their election to government is translated into real change in the lives of ordinary citizens, especially women and girls. Leadership by and support for women who champion women's rights, peace and democracy increases the likelihood that gender concerns will be instituted in legislation, national policies and peacebuilding programs.

*"The constitution of Burundi grants 30% of seats to women in parliament and government and this has been respected. We the women of Burundi wish that this percentage could be achieved at all levels – from higher to lower."*

Concilie Gahungere, Coordinator of Collectif des Associations Feminines et ONGs, Burundi  
~ Response to IWTC E-mail Forum on the Peacebuilding Commission

## Reconciliation

In addition to their important contribution in increasing women's political participation, women's organizations have also actively sought to promote reconciliation within their communities. Ethnicity is a highly divisive issue in Burundi, and dealing with the resulting tensions between the Hutu and Tutsi communities has been a major emphasis of many women's organizations. In addition, the return and reintegration of refugee and displaced populations, as well as ex-combatants, adds a further challenge to post-conflict reconciliation in Burundi.

Women's organizations such as Dushirehamwe aim to rebuild trust among communities and to foster more sustainable social reintegration of the victims of conflict. They organize meetings where women can come together to exchange views, and where women leaders are trained to act as mediators between representatives of different communities. When populations return home after conflict they often have different understandings of the root causes of the conflict as well as different priorities. Women's organizations have identified that dialogue can help to break down the barriers that divide them, thereby promoting reconciliation. Often, the biggest obstacles to reintegration both for the displaced and for ex-combatants are fear of reprisal in the community, trauma from past experiences, including sexual violence experienced during the war, and lack of trust.

By acting as a bridge between communities, women's organizations are able to undertake initiatives at the community-level that seek to restore trust, enhance reintegration, and promote social cohesion, which contributes to the establishment of sustainable peace.

## WOMEN NETWORKING FOR PEACE: DUSHIREHAMWE

Dushirehamwe, which means *Let's Reconcile*, began as a training of trainer's project in gender and conflict transformation in 1996, in partnership with International Alert. In 2002, Dushirehamwe decided to strengthen the strategic value of their work by establishing themselves as an independent local women's peacebuilding association. Dushirehamwe now works with 238 affiliated women's groups at the community level, with 5,022 members based in 80 of the 129 districts throughout 13 of the 17 provinces in Burundi. The organization has an office with nine permanent staff in Bujumbura, together with an executive elected by the members. Women in the network come from a variety of backgrounds, including social and community workers, nurses, teachers, and church members, and all maintain strong linkages with local structures and communities. The overall mission of the association is to support local communities, particularly women, to contribute to the maintenance of peace, social transformation, and the promotion of human rights.

It is estimated that the network reaches out to over 10,000 women at the community level and, in addition to gaining increasing national recognition, the network is often called upon to defuse tensions in communities. The network's members work in many different ways, including assisting in the repatriation and reintegration of refugees and displaced people; encouraging solidarity in the community during preparations for the elections; mobilizing women to participate in elections as both voters and candidates; and carrying out assessments of women's political participation in the elections nation-wide.

Networks like Dushirehamwe enable local women to meet face-to-face with those making decisions on their behalf at the policy-making level and to express their views on issues affecting women's lives. In this way, Dushirehamwe has become a link between women at the community level and the national political level. Members of Dushirehamwe have also represented the interests of their members at various regional and international forums such as the United Nations/African Union Conference on the Great Lakes Region.

As part of the women peacebuilders program of the NGO Working Group on Women, Peace and Security, Goretti Ndacayisaba, representative from Dushirehamwe, addressed the UN Security Council at an Arria Meeting on the occasion of the 5th Anniversary of SCR 1325 in October 2005. Ms. Ndacayisaba specifically requested that United Nations agencies “systematically include women's organizations like [Dushirehamwe] in the conception, planning, evaluation and [monitoring of peacebuilding programs] so that all their interventions will be geared towards women's priorities.”<sup>7</sup>



### Press Conference on Women, Peace and Security

Goretti Ndacayisaba of Dushirehamwe speaking to journalists at a press conference on the implementation of Security Council resolution 1325 “Women Transforming Words into Action” at UN Headquarters.

26 October 2005. –UN Photo/Mark Garten

## The United Nations & The Peacebuilding Commission in Burundi: Implementing 1325, Supporting Local Peacebuilding Initiatives and Engaging with Women's Organizations

The post-conflict period poses a variety of challenges that urgently need to be addressed. Burundi will need long-term sustained support to help tackle the roots of conflict if a relapse into violence is to be avoided. It is important that the gains made by women during the transition period are not lost in the post-conflict period.

In a speech on 20 September 2006, Burundi President Pierre Nkurunziza called on the PBC and the UN system to make gender equality a priority, emphasizing that his government regarded this as crucial to alleviating poverty. It is important that these words are translated into concrete action and commitment on the part of the government of Burundi, the PBC and the international community in order for changes to take shape at the local and national levels.

SCR 1545, which established the UN operation in Burundi (ONUB) in May 2004, makes specific mention of SCR 1325 and requests that attention be given to the special needs of women and children in relation to disarmament, demobilization and reintegration and the protection of human rights. Furthermore, it requests that the Secretary-General ensure that “ONUB's personnel give special attention to issues related to gender equality.”<sup>8</sup>

ONUB is one of the ten current peacekeeping missions (out of a total of eighteen) to have a dedicated gender advisory capacity.<sup>9</sup> The Gender Unit within ONUB has been actively working with women's organizations in Burundi. ONUB has supported training and capacity-building workshops with women's organizations such as SOFEPA (Solidarité des Femmes Parlamentaires Burundaises) to enhance women's political participation; has established an ONUB Gender Task Force; and has cooperated with a variety of stakeholders, including women's organizations, to address violence against women.<sup>10</sup> As ONUB winds down, however, an integrated mission with a dedicated gender focal point should be established to partner with the PBC to ensure that gains that have been made are not lost.

The cooperation between the UN and Burundian civil society has set a positive precedent and a good practice for the continued international engagement of women's organizations. According to Carolyn McAskie, former Special Representative of the Secretary-General in Burundi, “Burundi is an excellent example of how a few committed groups of women, with the right kind of international support can turn things around 180 degrees.”<sup>11</sup>

## Key Entry Points for PBC Engagement With Women's Organizations in Burundi:

At this critical juncture in Burundi, the international community—particularly the PBC—must utilize and strengthen these able networks of women and women's organizations, and consider them as partners in the Commission's work.

Although women in Burundi have made significant gains, they still continue to face a number of challenges to their security and their social, political and economic participation. Some of the challenges identified by women include: ongoing physical insecurity, the impact of small arms and light weapons and impunity for crimes of sexual and gender-based violence within the context of a weak judiciary.

In order to address some of these challenges, the Peacebuilding Commission should, at the outset, include a civil society representative from a women's network as a participant in its Burundi country-specific committee meetings. Local women's organizations should be invited to give recommendations at the meetings alongside other international actors and stakeholders. The PBC should conduct consultations with local and international women's organizations and gender experts at the country level to assess the needs and priorities of women and girls in post-conflict reconstruction. The Commission should also coordinate financial support for activities aimed at strengthening the development and humanitarian work being done by women's organizations and networks, and should ensure the participation of gender advisers or focal points in the UN peacekeeping or integrated mission.

## Endnotes

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# Sierra Leone and the Peacebuilding Commission:

## Addressing Sexual and Gender-based Violence through the Implementation of SCR 1325

A crucial issue not often effectively addressed in relation to SCR 1325 is sexual and gender-based violence (SGBV). While the provisions of the resolution do, to a certain extent, address this violence, the fulfillment of SCR 1325 is impossible if the health, well-being and physical security of women and girls are in jeopardy. Any plans for post-conflict reconstruction and durable peace by the PBC must not only factor the consequences of sexual and gender-based violence as a priority issue, but must also include a strategy for ensuring the coordination and development of post-conflict justice, accountability and prevention mechanisms for acts of violence against women and girls both during and after conflict.

Sierra Leone suffered a decade-long civil conflict in the 1990s, notorious for its brutality, that caused the country drop to the bottom of the UN's Human Development Index for several years running. The war officially ended in January 2002 and, following extensive donor engagement, the country is largely considered to be making the transition from post-conflict recovery toward longer-term development. However, Sierra Leone still faces a number of challenges on the road to peace, not least of which is the fact that more than 70% of the population continues to live on less than \$2 per day in an environment with few educational or employment opportunities.<sup>1</sup> According to the United Nations Department of Public Information:

*Sierra Leone has come a long way since the arrival of the United Nations peacekeepers. A sustained peace, however, has yet to produce tangible economic and social benefits for the majority of the population of Sierra Leone. Despite its rich natural resources and creative people, Sierra Leone has ranked for the past several years at the very bottom of the world's development statistics. Health factors, in particular, impose a heavy burden on the population.*<sup>2</sup>

One of the most detrimental impacts of the armed conflict on women and girls in Sierra Leone is the sexual and gender-based violence many experienced and survived, both during and after the conflict. The consequences of gender-based violence pose serious obstacles to the empowerment of women and girls, and their effective participation in peace processes and reconstruction effects.

This section considers the consequences of sexual and gender-based violence and the achievement of broader peace, security and development goals in Sierra Leone, particularly in relation to the implementation of SCR 1325 by the PBC. The

Commission should consider this violence and its consequences a significant destabilizing factor to national security and post-conflict reconstruction, and one which requires the coordination of political, military, humanitarian and development actors—a direct mandate of the Commission itself.

## Peacebuilding, Security and Sexual and Gender-Based Violence: Critical Links

Regrettably, sexual and gender-based violence is rarely considered a security threat or a priority issue. Yet, failing to engage with the causes and consequences of sexual and gender-based violence has long-term implications for sustainable peacebuilding and development—and needs to be systematically addressed in the work of the PBC. Gender-based violence, especially sexual violence committed during armed conflict, not only affects women's health and well-being, but also impacts their economic status and ability to claim or defend their rights. When these vital components are missing, the full and effective participation of women in political, economic and social processes is compromised, thereby also compromising national security, peace and development.

SCR 1325 recognizes that civilians, particularly women and children, are increasingly targeted by combatants and armed elements, and acknowledges the consequent impact this has on durable peace and reconciliation.<sup>3</sup> It calls on “*all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict.*”

The social, economic and health consequences of sexual and gender-based violence have a direct, negative impact on women's full and effective representation and participation, as called for by SCR 1325.

The Declaration on the Elimination of Violence against Women defines gender-based violence as “any act...that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.”<sup>4</sup> It is important to note that, while women and girls make up the majority of those affected by SGBV, it can also affect men and boys.

Although sexual violence is the most blatant form of gender-based violence, it also includes domestic violence, sex trafficking, harmful practices such as female genital mutilation, forced or early marriage, forced prostitution, sexual harassment, wife inheritance, forced pregnancy, and sexual exploitation. Gendered practices, laws and traditions also contribute to gender-based violence, and can be particularly difficult to address because they are less visible and more embedded in the social fabric. Examples include laws preventing women from owning or inheriting property, keeping girls out of school to assist with domestic chores, and endemic poverty and insecurity that leads women and girls to exchange sex for basic goods or protection.

## DEFINITION OF SEXUAL AND GENDER-BASED VIOLENCE USED BY UNHCR AND IMPLEMENTING PARTNERS<sup>5</sup>

*(Based on Articles 1 and 2 of the UN General Assembly Declaration on the Elimination of Violence against Women (1993) and Recommendation 19, paragraph 6 of the 11th Session of the CEDAW Committee)*

Gender-based violence is violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty...While women, men, boys and girls can be victims of gender-based violence, women and girls are the main victims.

### SEXUAL AND GENDER-BASED VIOLENCE SHALL BE UNDERSTOOD TO ENCOMPASS, BUT NOT BE LIMITED TO THE FOLLOWING:

- 1) Physical, sexual and psychological violence occurring in the family, including battering, sexual exploitation, sexual abuse of children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation.
- 2) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution.
- 3) Physical, sexual and psychological violence perpetrated or condoned by the State and institutions, wherever it occurs.

Serious physical and psychological health consequences, stigma, shame and rejection that women and girls experience as a result of sexual and gender-based violence, especially during armed conflict, affects their ability to contribute to their communities, participate in political processes, and earn a living.

Impunity surrounding sexual and gender-based violence leads many women and girls to continue to live in an environment of protracted insecurity.

SCR 1325 specifically calls on *“all States to put an end to impunity and to prosecute those responsible for...crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls.”* The resolution also stresses the need to exclude these crimes from amnesty provisions.

Sexual and gender-based violence, in all its forms and consequences—and impunity for such crimes—must be perceived as a concrete threat to overall security, especially in post-conflict contexts. SCR 1645 establishing the Peacebuilding Commission *“reaffirm[s] the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of*

*peace and security and the need to increase their role in decision-making with regard to conflict prevention and resolution and peacebuilding.”*<sup>6</sup> However, if the PBC does not develop a coordinated approach for effectively addressing issues of sexual and gender-based violence, including impunity, this will be difficult to achieve.

## Sexual and Gender-Based Violence During the Conflict

Sexual violence was widespread during the war in Sierra Leone.<sup>7</sup> It has been estimated that, during the ten-year war, up to 250,000 women and girls in Sierra Leone were subjected to sexual and gender-based violence, including rape, forced pregnancy, trafficking, sexual slavery and a range of other offenses. According to the report of the Truth and Reconciliation Commission<sup>8</sup> (TRC) in Sierra Leone, *“all armed factions, in particular the Revolutionary United Front (RUF) and the Armed Forces Revolutionary Council (AFRC), embarked on a systematic and deliberate strategy to rape women and girls, especially those between the ages of ten and eighteen years of age, with the intention of sowing terror amongst the population, violating women and girls and breaking down every norm and custom of traditional society.”*<sup>9</sup>

Physical trauma associated with sexual violence during the war caused serious reproductive health problems as well as psychosocial and mental health problems that have long-term consequences on the ability of women and girls to function in society.<sup>10</sup> Women who experienced sexual and gender-based violence during the war were often shunned or ostracized from their communities, rejected by their partners, leading many to suffer alone in silence.

The lack of accountability around wartime sexual violence impacts attitudes toward and incidents of sexual and gender-based violence in the post-conflict phase, as impunity exacerbates the perception that such acts do not constitute a serious violation. Indeed, as the former Special Rapporteur on Violence against Women notes, *“The failure to investigate, prosecute and punish those responsible for rape and other forms of gender-based violence has contributed to an environment of impunity that perpetuates violence against women in Sierra Leone, including rape and domestic violence.”*<sup>11</sup>

The consequences of sexual and gender-based violence carry through into the ability of women and girls to access education and economic opportunities, care for themselves and their dependents, and to protect themselves from further abuse post-conflict.

## Economic Insecurity & Sexual and Gender-Based Violence Post Conflict

Women face arduous, intersecting challenges in post-conflict environments such as the destruction of social networks and coping mechanisms, limited options for employment and livelihood-generation, and exclusion from political and decision-making structures. Prior to the conflict, rates of education and literacy in Sierra Leone were very low amongst women, and were particularly low for women living in rural areas. Although 60-80% of the agricultural workload is undertaken by women, they still have little control over economic resources within their households and communities.<sup>12</sup> 74% of women in Sierra Leone live on less than \$0.50 per day, compared to only 54% of men. It is estimated that women only earn 42% of male-earned income.<sup>13</sup> The implications of this are that poverty and low economic status within the household and the community often limits women's ability to take action to prevent, report or escape situations where they are experiencing sexual and gender-based violence.<sup>14</sup>

The loss of productivity and participation resulting from sexual and gender-based violence severely compromises efforts to reduce poverty and to sustain security and development—including the achievement of the United Nations Millennium Development Goals. Although economic insecurity is not specifically mentioned in SCR 1325, it is an important contributing factor to sexual and gender-based violence which ultimately hinders women's ability to effectively participate in peacebuilding and reconstruction efforts.

## Legal Rights of Women in Sierra Leone

Women and girls in Sierra Leone still experience structural discrimination by practice, custom and law.<sup>15</sup> The legal structure in Sierra Leone is made particularly complex by the co-existence of three different legal systems: General Law, made up of statutory and Codified Law inherited from the United Kingdom; Customary Law, made up of unwritten and unwritten traditional codes and practices; and Islamic Law, where the statutes related to marriage, divorce and inheritance law are differentiated from Customary Law.

The Constitution of Sierra Leone, adopted in 1991, should protect the fundamental rights and freedoms of every individual. While Section 27 (1) of the Constitution states that no law shall contain discriminatory provisions, this is directly contradicted in Section 27 (4) d which permits discrimination on the basis of sex in regard to laws concerning “adoption, marriage, divorce, and burial, devolution of property on death or other interests of personal law.”<sup>16</sup> The ambiguity regarding gender equality before the law is further complicated by the prevalence of both General and Customary laws, the latter of which is the main source of legal recourse for approximately 85% of the population.

As a result, although women do have certain rights in Sierra Leone under General Law, the majority of the population follows the practices of the customary system which often reinforces discriminatory attitudes and behavior toward women and girls. Each system has specific implications for sexual and gender-based violence, and the differing practices adopted by each can further complicate efforts to address the problem.

Some communities also resort to informal law, where decisions are made by the Chiefs or other traditional leaders rather than going through Local Court authorities mandated to adjudicate on matters of Customary Law throughout Sierra Leone.<sup>17</sup> The informal legal system is often resorted to due to ease of access, lower costs, and the traditional view that sexual and gender-based violence is something that occurs within the private sphere and should therefore be resolved informally.<sup>18</sup>

Women's legal rights are subject to discrimination in a number of areas which can enable and contribute to SGBV in Sierra Leone. For instance:

**Marriage:** A low minimum marriage age under General Law and no minimum under Customary Law result in early forced marriages being common. This impacts on girls' sexual and reproductive health and rights, limiting educational opportunities.

**Sexual violence:** Formal legal protection afforded to women from physical or sexual violence stems from outdated legislation which is difficult to enforce. There are significant obstacles to prosecution including secondary victimization within the justice system. What support there is for victims tends to come from NGOs.<sup>19</sup>

It is far more common for disputes over sexual violence, including rape, to be resolved within the community and outside of the formal justice sector. In line with customary traditions, settlements are also often made within the community between the perpetrator and the victim's family. It is also important to note that, under Customary Law, the practice of husbands 'chastising' their wives is condoned. Given that there is no clear definition of what constitutes 'chastisement' under Customary Law, it often involves physical assault which can effectively lead to the sanctioning of domestic violence.<sup>20</sup>

**Property:** While General Law grants women the same property rights as men, prevailing discriminatory attitudes often make it difficult or, in some cases, can prevent women from owning dwellings, land or any other kind of property. Inheritance laws favors the male family members, and widows are often either cast out of their home or absorbed or 'inherited' into the husband's family without property rights. Discriminatory property and inheritance laws contribute to economic and physical insecurity which, in turn, can make women more vulnerable to sexual and gender-based violence.

Following the end of the war, the government set up a Law Reform Commission that was designed to evaluate the laws of Sierra Leone to bring them up to date and to reflect the current situation.<sup>21</sup> Several women's organizations in Sierra Leone have

petitioned for reform of discriminatory legislation and, as a result, five new bills have been drafted on the following issues: Domestic Violence; Inheritance; Sexual Offenses; Registration of Customary Marriages; Divorce; and the Devolution of Estates. Reforming the legislative structures in Sierra Leone is absolutely critical to preventing and prosecuting sexual and gender-based violence. Legal reform in Sierra Leone must also be accompanied, however, by an end to impunity and by the systematic prosecution of SGBV. Despite the fact that many women's organizations have been advocating for reform of discriminatory laws, it appears that there may not be sufficient commitment or political will at the higher decision-making levels to push the reform agenda forward.

SCR 1325 makes specific reference to the legal rights of women and calls "*upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular...the Convention on the Elimination of All Forms of Discrimination against Women.*" Addressing reform of discriminatory laws and practices, including the failure to prosecute SGBV crimes and the pervasive legal discrimination women often experience under the law in Sierra Leone, must be addressed as part of a systematic, coordinated approach by the Peacebuilding Commission to achieve sustainable peace and development.

*"I do not think that most women in Sierra Leone know about the Peace Building Commission and what it is responsible for doing. People in Sierra Leone, especially women, have limited access to information because of the low level of literacy in the country. The PBC has also not received much media coverage, so awareness is rather limited to human rights based NGOs and institutions within Government and the UN that are involved in the activities around the PBC.*

*Women's organizations especially those working on transitional justice, and national and regional women's organisations should be capacitated to hold consultations with their membership to inform them about these initiatives and to get their input to the processes. The PBC should also be informed by other processes such as the recommendations of the Truth and Reconciliation Commission, the PRSP etc. in which women actively participated. The issues related to women in these processes should be incorporated into the agenda of the PBC."*

Jebbeh Forster, UNIFEM Gender and AIDS Advisor in Sierra Leone  
~ Response to IWTC E-mail Forum on the Peacebuilding Commission

## The United Nations & The Peacebuilding Commission in Sierra Leone: Implementing SCR 1325, addressing sexual and gender-based violence and engaging with women's organizations

Addressing sexual and gender-based violence, its consequences and mechanisms for accountability and prevention must be made a priority for the PBC, in any earnest effort "*to integrate a gender perspective into all of its work.*"<sup>22</sup> Without such efforts, physical and economic security, participation, and political empowerment will remain unattainable for many women and girls.

So, the question that follows is: *how?*

The best way to begin to address sexual and gender-based violence is to consult with women in Sierra Leone, especially local women's organizations which have been working steadily, often outside of formal structures and without the resources and political will necessary to support their work.

Despite extreme difficulties both during and after conflict, women in Sierra Leone cooperated and formed networks to deal with basic needs such as health and income-generation and were responsible for the welfare of their families and extended families, even during displacement. Women's organizations have responded to the disruption of social services and community-based structures by developing networks and alternative coping strategies to deal with problems such as food scarcity, sexual violence, and shortfalls in health and education provisions. Much of women's activism has been focused on minimizing sexual and gender-based violence, either through addressing its root causes or providing ways to cope with its consequences. These initiatives are part of the innovative responses that women develop at the community-level.

These peacebuilding efforts have continued to date and have contributed to the overall awareness of women's rights, particularly the right to be involved in politics and decision-making. In addition to coping with conflict's adverse effects, many women in Sierra Leone were also active in organizing and participating in civil society peacebuilding efforts and have continued to play an important role in advocating for peace at the community, national and regional levels.<sup>23</sup>

The PBC, in coordination with stakeholders and women's organizations, can utilize existing mechanisms and frameworks for addressing sexual and gender-based violence. The suggestions to follow identify a few entry points within existing peacebuilding and development strategies in Sierra Leone.

## Key Entry Points for Addressing Sexual and Gender-Based Violence Within Existing Peacebuilding and Development Strategies in Sierra Leone:

*The United Nations Mission in Sierra Leone (UNAMSIL)* completed its mandate in December 2005. The Mission aided in disarming more than 75,000 ex-fighters, assisted in holding national and local elections, and contributed to rebuilding infrastructure and the delivery of government services to local communities.<sup>24</sup> In order to support efforts to meet remaining post-conflict challenges in Sierra Leone, the Security Council established the United Nations Integrated Office for Sierra Leone (UNIOSIL) which took over from UNAMSIL in January 2006. UNIOSIL will “assist the Government of Sierra Leone to strengthen capacity of State institutions, rule of law, human rights, and the security sector, accelerate the Millennium Development Goals, improve transparency, and build capacity to hold free and fair elections in 2007.”<sup>25</sup>

UNIOSIL’s mandate supports the consolidation of peace in Sierra Leone, and it is designed to improve coordination between the different UN agencies operating in-country. UNIOSIL is headed by an Executive Representative of the Secretary-General, and has five sections: Good Governance and Peace Consolidation, Human Rights and Rule of Law, Civilian Police and Military Assistance, Development, and Public Information. The gender advisor position within UNAMSIL was terminated with the end of the peacekeeping mission, and UNIOSIL currently does not have the capacity to fully mainstream gender within its activities. While this has clear consequences for the work of the UN, it is also problematic for women’s organizations which relied on the gender advisor of UNAMSIL as their key point of contact within the UN mission. Without a clear line of responsibility for gender issues within UNIOSIL, it will be difficult for women’s organizations to access decision-makers within the UN and the PBC.

1. The United Nations, with additional support from national stakeholders, should establish a gender focal point within UNIOSIL to liaise between women’s organizations and the PBC ensuring that there is effective dialogue and exchange of information between the two.

*The Truth and Reconciliation Commission (TRC)* was established by the Truth and Reconciliation Act of 2000 and stipulated that special attention should be given to the issue of sexual violence and the participation of women. In addition, the TRC included the active involvement of women organizations. The TRC Report, published in 2004, includes an extensive background on the status of women and girls in all aspects of social, economic and political life. It also contains a number of specific recommendations pertaining to women and women’s rights. Several of these address the discriminatory structures that continue to exist in Sierra Leone, as well as the issue of reparations for the abuses suffered. However, the government of Sierra Leone has not yet succeeded in developing a comprehensive strategy for

implementing the TRC recommendations. Given the focus on gender-based violence within the TRC process and the government’s commitment to implement the recommendations, the findings of the TRC report could be used to encourage the government to address SGBV within Sierra Leone.

2. The TRC recommendations should be disseminated widely amongst stakeholders and women’s organizations throughout Sierra Leone and adapted for use as an advocacy tool for legal reform.

*The Ministry of Social Welfare, Gender and Children’s Affairs (MSWGCA)* was established in 1998, and the Gender Division within MSWGCA is responsible for gender-related issues. It is primarily intended to act as a monitoring and coordinating body, although it remains one of the weakest and least-funded ministries within the government and has faced ongoing problems with recruiting and retaining qualified staff.<sup>26</sup> The MSWGCA has plans to deploy gender advisors to each of the four regions of Sierra Leone but, to date, this has not happened, largely due to funding and organizational constraints. Officially, most of the ministries also have gender focal points, but have only received limited gender training.<sup>27</sup> As a result, it does not appear that there are any effective institutionalized mechanisms to ensure a coherent approach for mainstreaming gender within the government’s various ministries, departments and agencies.

Establishing a Register: The TRC report suggests that “it would be useful to establish a register listing local and international NGOs, local and international agencies, as well as government agencies working on programmes dealing with gender-based violence.”<sup>28</sup> This is a concrete activity that the MSWGCA is well-placed to undertake, given its representation throughout the country, and the links that it already has with many of the different actors working on these issues.

3. A register of NGOs and, agencies working on SGBV should be developed and used actively as a networking tool for various actors, as well as a way to identify best practices and initiatives that could be further supported.

*Poverty Reduction Strategy Paper (PRSP)*<sup>29</sup> sets out the government of Sierra Leone’s vision for economic recovery in the country over the next three years, focusing on food security, job creation and good governance.<sup>30</sup> Gender is supposed to be mainstreamed throughout the PRSP. The Paper states that “strategies will focus on establishing a legal framework to address gender-based violence, increasing women’s participation in decision-making and reducing the exposure of women and the girl-child in particular to sexual exploitation and abuse.”<sup>31</sup> Although some sex-disaggregated data is included and the particular ways in which women are disproportionately affected by poverty are highlighted, the government does not appear to have developed a concrete strategy for achieving these goals within the context of the PRSP.

The government undertook a civil engagement process that was designed to sensitize the population about the PRSP as well as to solicit their views for inclusion. A review of this process indicates, however, that women were not able to participate fully and that significant obstacles remain in terms of male attitudes about their role in society and economic issues.<sup>32</sup> In addition, the limited funds available for PRSP implementation will make continued advocacy from national constituents as well as international stakeholders necessary to ensure that the specific issue of women's economic insecurity is more comprehensively addressed. Given that women's vulnerability to SGBV increases with their economic vulnerability, there are clear benefits to ensuring that poverty reduction efforts are gender-sensitive and inclusive.

4. Structures responsible for PRSP implementation (i.e. pillar monitoring groups and the Development Partnership Committee) should develop gender-sensitive indicators and ensure that gender is mainstreamed throughout the different pillars of the PRSP, as well as ensure that women's organizations are involved in monitoring and evaluation processes.

*Peace and Consolidation Strategy (PCS):* The PCS is the joint strategy of the international community and the government of Sierra Leone, and is intended to guide the transition to long-term development in Sierra Leone, building on the Millennium Development Goals and the PRSP. Although the PCS makes reference to the exclusion of women from decision-making and the discriminatory justice sector, it does not make any direct reference to gender inequalities or the important role that women can play in the consolidation of peace. The PCS is mainly focused on the ongoing security problems in the country such as youth unemployment and the high rates of poverty, yet SGBV is not mentioned as an issue linked to these concerns—despite the fact that SGBV is the primary security concern of many women and girls in Sierra Leone.

5. Without addressing the physical, economic, and socio-political insecurity caused by SGBV, the attainment of other peacebuilding and development goals will be compromised. It is essential that SGBV be mainstreamed into the broader peacebuilding strategies of key stakeholders.

However, above all, in order to create and coordinate policy which 1) addresses sexual and gender-based violence, its consequences and mechanisms for accountability and prevention; 2) effectively implements SCR 1325; and 3) leads to durable peace and development, local women's organizations must be brought into the process by the PBC as partners and assured a place at the table for their input and experience.

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- <sup>6</sup> See General Assembly resolution 60/180. The Peacebuilding Commission. A/RES/60/180. New York: United Nations, 2005. See also Security Council resolution 1645. New York: United Nations Security Council, 2005. Available at: [www.un.org](http://www.un.org)
- <sup>7</sup> For an overview of GBV during the conflict see "We'll Kill You if You Cry' Sexual Violence in the Sierra Leone Conflict." New York: Human Rights Watch, 2003. Available at: [www.hrw.org](http://www.hrw.org)
- <sup>8</sup> The Truth and Reconciliation Commission was a product of the Lomé Peace Agreement, signed in 1999, and is one of the structures designed to promote reconciliation and the consolidation of peace following the ending of the war in Sierra Leone. The Truth and Reconciliation Act was signed into law on 22nd November 2000, and has a mandate to "address impunity, break the cycle of violence, provide a forum for both the victims and perpetrators of human rights violations to tell their story, get a clear picture of the past in order to facilitate genuine healing and reconciliation." For more information see <http://trcsierraleone.org>
- <sup>9</sup> Truth and Reconciliation Report. Sierra Leone: Truth and Reconciliation Commission, 2000. Vol. 3b. p.162. Available at: <http://trcsierraleone.org>
- <sup>10</sup> For an overview of SGBV during the conflict, see Op.cit.5. p.50-51
- <sup>11</sup> "Integration of the Rights of Women and the Gender Perspective: Report of the Special Rapporteur on Violence against Women, its Causes and Consequences, Ms. Radhika Coomaraswamy, Submitted in Accordance with Commission on Human Rights resolution 2001/49, Addendum Mission to Sierra Leone." E/CN.4/2002/83/Add.2. Geneva: United Nations Economic and Social Council, 2002. para. 60-64. Available at: [www.unhcr.org](http://www.unhcr.org)
- <sup>12</sup> A report by Physicians for Human Rights conducted amongst 991 Internally Displaced Persons (IDP) households in 2000-2001 indicates that the biggest concern of most women interviewed was the financial and personal insecurity that they would face in the future as a result of having been raped during the war. See "War-Related Sexual Violence in Sierra Leone: A Population-Based Assessment." Boston: Physicians for Human Rights, 2002. p.8. Available at: [www.phrusa.org/publications/sierra.html](http://www.phrusa.org/publications/sierra.html)
- <sup>13</sup> "United Nations Human Development Report." New York: United Nations, 2003. Available at: [http://hdr.undp.org/statistics/data/country\\_fact\\_sheets/cty\\_fs\\_SLE.html](http://hdr.undp.org/statistics/data/country_fact_sheets/cty_fs_SLE.html)
- <sup>14</sup> "Witness to Truth: Report of the Sierra Leone Truth and Reconciliation Commission." Freetown: Truth and Reconciliation Commission, 2005. 108 Vol. 3b. Available at: <http://trcsierraleone.org>
- <sup>15</sup> The World Bank recognizes that "Gender inequality, which remains pervasive worldwide, tends to lower the productivity of labor and the efficiency of labor allocation in households and the economy, intensifying the unequal distribution of resources. It also contributes to the non-monetary aspects of poverty – lack of security, opportunity and empowerment – that lower the quality of life for both men and women. While women and girls bear the largest and most direct costs of these inequalities, the costs cut broadly across society, ultimately hindering development and poverty reduction." See "Gender Equality and the Millennium Development Goals." Washington, DC: World Bank, 2003. p.1. Available at: [www.mdgender.net/upload/monographs/WB\\_Gender\\_Equality\\_MDGs.pdf](http://www.mdgender.net/upload/monographs/WB_Gender_Equality_MDGs.pdf)
- <sup>16</sup> The Chairman of the Law Reform Commission (LRC), Dr. Peter Tucker, recently announced that the 1991 Constitution would be reviewed, with particular attention given to several sections including the discriminatory Section 27, and that a Technical Committee would begin its work immediately. See "Sierra Leone: 1991 Constitution to be Reviewed." Freetown: Concord Times, 28 July 2006. Available at: <http://allafrica.com/stories/200607280902.html>
- <sup>17</sup> "Women Face Human Rights Abuses in the Informal Legal Sector." London: Amnesty International, 2006. Available at: [www.amnesty.org](http://www.amnesty.org)
- <sup>18</sup> For an extensive analysis of the parallel systems of formal and customary law as well as the co-existing formal and informal structures see "No one to turn to: Women's lack of access to justice in Sierra Leone." London: Amnesty International, 2005. [www.amnesty.org](http://www.amnesty.org)
- <sup>19</sup> The sentence for rape is also dependent on the age of the victim and the classification of the crime which leaves the law open to misinterpretation. According to the final report of the TRC, "The Justice system itself militates against victims of sexual violence taking their matters further. GBV cases are heard in open courts, with perpetrators being allowed to cross-examine victims. Justice officials have little or no understanding of the trauma associated with cases of sexual violence. The courts have too few officials who are trained to deal with these cases. Victims have no access to legal aid." See Op. Cit. 7. Vol. 3b.
- <sup>20</sup> Op. cit. 16. p.9
- <sup>21</sup> For more information on the Law Reform Commission, see <http://www.statehouse-sl.org/law-ref-sept6.html>.
- <sup>22</sup> Op. cit. 6
- <sup>23</sup> While the vast majority of women in Sierra Leone had no involvement in the conflict, it is important to note that there were those that perpetrated and collaborated in the violence, oftentimes in order to secure their own survival, and played a role in influencing the conflict dynamics within their homes and communities.
- <sup>24</sup> Op. cit. 2
- <sup>25</sup> See United Nations Integrated Office in Sierra Leone website: [www.un.org/depts/dpko/missions/uniosil](http://www.un.org/depts/dpko/missions/uniosil)
- <sup>26</sup> Op. cit. 9. Appendix 2, 352.
- <sup>27</sup> "Implementation of CEDAW: Report of a Training Workshop, 4-8 April 2005." Freetown, Sierra Leone: United Nations Division for the Advancement of Women, 2005.
- <sup>28</sup> Op. cit. 9. Vol. 3b.
- <sup>29</sup> For more information on Poverty Reduction Strategy Papers see [www.worldbank.org/prsp](http://www.worldbank.org/prsp). For a copy of Sierra Leone's PRSP see [http://www.daco-sl.org/encyclopedia/2\\_coord/2\\_6/PRSP\\_Final\\_Draft.pdf](http://www.daco-sl.org/encyclopedia/2_coord/2_6/PRSP_Final_Draft.pdf)
- <sup>30</sup> "Poverty Reduction Strategy Paper: A National Programme for Food Security, Job Creation and Good Governance, 2005-2007." Freetown: Government of Sierra Leone, 2005. Available at: [www.worldbank.org](http://www.worldbank.org)
- <sup>31</sup> Ibid.
- <sup>32</sup> Mary McKeown, "Review of Civic Engagement in the Sierra Leone PRSP Process." p.20. Sierra Leone, 2005.

\*\* All weblinks last accessed on 1 October 2006.

# Recommendations for the Implementation of SCR 1325 in the Work of the Peacebuilding Commission

The structures and working methods of the Peacebuilding Commission must be brought into conformity with the United Nations' core commitments to gender equality and gender mainstreaming, and the full and effective implementation of SCR 1325. Institutional mechanisms must be created to ensure that a gender analysis is applied to every area of the PBC's work, and that women fully and equally participate in the commission, particularly its country specific committees.

## *Commitment to integrate a gender perspective in the work of PBC*

Gender equality perspectives and lessons learned in gender mainstreaming must be integrated into all aspects of the PBC's work, including its institutional arrangements. In doing so, the Commission must:

1. Adopt an internal policy on gender mainstreaming in the PBC, addressing strategic planning and partnerships, work planning, staff training, reporting processes and accountability mechanisms, finance and operations;
2. Create a permanent Gender Advisor position in the Peacebuilding Support Office, staffed by an individual with extensive experience and expertise in gender and peacebuilding, brought in at senior management level. Additionally, Member States should guarantee adequate funds to enable the Gender Advisor to fulfill his or her mandate and for the development of methodologies and tools for training, monitoring and reporting on gender.
3. Ensure that staff recruited to the Peacebuilding Support Office have a comprehensive understanding of gender issues as part of their core competencies. The ability to undertake gender analyses should be part of staff terms of reference and performance evaluations;
4. Achieve gender balance in the staffing of the Peacebuilding Support Office, reflecting SCR 1325's emphasis on women's "equal participation and full involvement in all efforts for the maintenance and promotion of peace and security." Additionally, Member States should be responsive to the need for gender balance when appointing their representatives to the PBC;
5. Invite UN agencies and offices with mandates and expertise in gender issues, such as the UN Fund for Women (UNIFEM), the UN Population Fund (UNFPA), the

Secretary-General's Special Adviser on Gender Issues (OSAGI) and others, to regularly participate in meetings and consultations of the PBC in order to improve coordination of the UN's work in gender and peacebuilding;

6. Build upon and strengthen existing gendered frameworks in reconstruction strategies, including Poverty Reduction Strategies, of the countries receiving assistance, in order to support national ownership of peacebuilding processes. This should include coordination of financial support and resources for gender mainstreaming and gender-specific activities, in order to strengthen the peacebuilding work being done by local women's organizations and networks; and
7. Integrate a gender analysis into all arrangements for the management, disbursement and use of funds from the Peacebuilding Fund, in order to ensure that these resources are allocated in a manner that is responsive to the needs and priorities of women. Working methods should be established to a) require a gender-impact analysis as part of all funding proposals; b) track the gender sensitivity of proposals funded; and c) create allocation mechanisms that ensure an adequate proportion of funding is reserved for gender sensitive programs.

## *Partnerships with women's groups and networks*

To ensure that the work of the PBC optimizes the efficacy of its peacebuilding efforts and equitably responds to the needs of all members of post-conflict societies, the PBC must create mechanisms to facilitate the participation of women's civil society groups and networks as partners in its work. In doing so, the Commission must:

8. Ensure the early creation of mechanisms to facilitate the participation of representatives of women's civil society groups and networks in its country specific configurations. The PBC should invite local women's groups to discuss issues of concern and offer recommendations alongside other international actors and stakeholders;
9. Draw on the widest pool of expertise and knowledge of good practices in peacebuilding in civil society, including perspectives of refugees, returnees and internally displaced. The PBSO, as the focal point for the Commission's analytical and planning functions, should establish formal procedures for systematic consultation with women's groups and other civil society groups and networks at the country-level, within the context of PBC meetings, as well as on an ongoing basis;
10. Ensure transparency by widely sharing, in a timely manner, information about the issues on its agenda; the composition, working methods and working plans of the country-specific committees; and the outcome of its meetings and deliberations.

## Editors and Contributors

### Editor

*Gina Torry* is the Coordinator of the NGO Working Group on Women, Peace and Security. She holds a Masters of Science in Gender Studies from the London School of Economics & Political Science, with a concentration on international human rights law and the sociology of development, and a BA in Comparative Literature from the American University of Paris (France). Prior to joining the NGO Working Group on Women, Peace and Security, she worked on gender equality issues relating to social and economic policy in the Gender Unit in the Global Policy Section of the Division of Policy and Planning at UNICEF Headquarters. She supported the Gender Unit's coordination of UNICEF's participation at Beijing +10/ the 49<sup>th</sup> Session of the Commission on the Status of Women. As a member of the Africa Program at the Center for Reproductive Rights, Ms. Torry coordinated communication with African partner organizations and conducted research for a project that used the human rights framework to address HIV/AIDS and PMTCT in Botswana.

### Authors

*Karen Barnes* is a Research Associate working on gender issues in the Peacebuilding Issues Program at International Alert. She is currently completing her PhD in International Relations at the London School of Economics. Her research focuses on gender issues and UN peacebuilding in Sierra Leone, particularly the shortfalls in implementing SCR 1325. Prior to joining International Alert, Karen was Coordinator for GAPS (Gender Action for Peace and Security), a UK-based network of NGOs and consultants working on women, peace and security issues. She has worked for UNHCR's Gender Unit in Geneva, for UNICEF in Sierra Leone, and has interned with Human Rights Watch and the International Institute for Strategic Studies. She has also taught international relations at LSE and has held a number of academic research jobs related to conflict and peacebuilding issues.

*Rebecca Chiarelli* is a Program Assistant for the NGO Working Group on Women, Peace and Security. Prior to joining the NGOWG, she interned at the PeaceWomen Project of the Women's International League for Peace and Freedom, United Nations Office. Ms. Chiarelli researched women, peace and security issues in the African region, along with monitoring and reporting on the 33<sup>rd</sup> Session of the Committee on the Elimination of Discrimination Against Women at United Nations Headquarters. Since earning her Bachelors of Arts Degree, she has earned her Certification in Labor Studies from the Joseph S. Murphy Institute, City University of New York and has devoted much of her time to working with and advocating for women with disabilities. She is currently pursuing her Global Affairs Certification at New York University.

*Carol Cohn* is the Director of the Boston Consortium on Gender, Security and Human Rights, and a Senior Research Scholar at the Fletcher School of Law and Diplomacy, Tufts University. Her research and writing has focused on gender and international security, ranging from work on discourse of civilian defense intellectuals, gender integration issues in the US military and, most extensively, weapons of mass destruction, including: "Sex and Death in the Rational World of Defense Intellectuals," *Signs: Journal of Women in Culture and Society*, vol. 12, no. 4 (Summer 1987), and most recently, with Sara Ruddick, "A Feminist Ethical Perspective on Weapons of Mass Destruction," (in *Ethics and Weapons of Mass Destruction: Religious and Secular Perspectives*, eds. Sohail H. Hashmi and Steven P. Lee, Cambridge University Press, 2004). Her most recent research, supported by the Ford Foundation, examines gender mainstreaming in international peace and security institutions; a central focus is the passage of UN Security Council Resolution 1325 on women, peace and security, and the on-going efforts to ensure its implementation. She also does consulting on gender and organizational change.

*Ramina Johal* is Senior Coordinator of the Participation Program at the Women's Commission for Refugee Women and Children, a nonprofit research, advocacy and public education organization devoted to improving the lives of women, adolescents and children uprooted by war and persecution around the world. Ms. Johal has worked for over seven years with the Women's Commission where she promotes the protection of displaced women by undertaking field visits; providing technical support to local women's groups; assessing international humanitarian assistance and post-conflict development programs and policies including those of United Nations agencies; and designing advocacy strategies to bring about changes in local and national government policies. Her work currently centers on advancing UNHCR's age, gender and diversity mainstreaming program and enhancing attention by UN agencies, states and other actors to livelihoods initiatives that promote the well-being of internally displaced, refugee and returnee women and adolescents. She has also worked for the World Bank, the Australian Embassy and the Canadian Department of Citizenship and Immigration. Ms. Johal, a Canadian citizen, holds a Masters Degree from The American University (Washington, D.C.) and Bachelor of Arts Degree from McGill University (Montreal, Canada).

*Milkah Kihunah* is a Project Associate with the PeaceWomen Project of the Women's International League for Peace and Freedom. Her work with PeaceWomen focuses on gender and peacekeeping issues as well as on capacity building and monitoring with regard to CEDAW mechanisms. In addition, she leads the Project's initiative to coordinate the translation of UNSCR 1325 into as many local, national and regional languages as possible, with a particular emphasis on languages used by societies experiencing or emerging from armed conflict. Ms. Kihunah holds a Master's degree

in international relations from Yale University and has a particular interest in regional and sub-regional mechanisms for conflict management and peace-building. She trained as a lawyer in her native Kenya, and has worked in human rights research and advocacy with organizations such as the Kenya Human Rights Commission and the Africa Office of Equality Now.

*Maria Olson* is a Programme Officer on Gender in the Peacebuilding Issues Programme of International Alert. Currently, she is working with Alert's regional programmes on implementing 1325 in the South Caucasus and West Africa. Ms. Olson is active in three networks working to implement UN SCR 1325: the NGO Working Group on Women, Peace and Security at UNHQ; GAPS: Gender Action for Peace and Security UK; and the EPLO Gender Peace and Security Working Group. She is also a peacebuilding researcher and practitioner and co-author of *Women Building Peace: Sharing Know-How; Assessing Impact: Planning for Miracles and The Role of Women Entrepreneurs in Peacebuilding in Local Business, Local Peace: the Peacebuilding Potential of the Domestic Private Sector*. Before joining Alert, Ms. Olson worked on Foreign Policy in regard to CIS countries with the German Council on Foreign Relations and the German Bundestag. Ms. Olson is Russian-American and has lived in Japan, Germany, Russia, the US and the UK. She holds a BA in Modern Languages from the University of Oxford, an MSc in International Relations from the London School of Economics and speaks English, Russian and German.

## Contributors

*Carolyn McAskie*, author of the foreword, was appointed Assistant Secretary General for Peacebuilding in May 2006, to head up the office created to support the newly formed Peacebuilding Commission of the United Nations. Prior to that, from June 2004 to April 2006, she served as Special Representative of the Secretary General and Head of the UN Peacekeeping Operation in Burundi. Her previous appointment (1999-2004) was Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator at the UN Secretariat in New York, serving as Emergency Relief Coordinator for the period October 1999 to January 2001.

Prior to her appointment with the United Nations, Carolyn McAskie had a thirty year career with the Federal Government of Canada, in the Canadian International Development Agency (CIDA). Her last positions were Vice-President for Africa and the Middle East Programmes and Vice-President of CIDA's Multilateral Programmes Branch, where she held the rank of Assistant Deputy Minister (equivalent to Deputy Permanent Secretary) from 1993 until 1999.

Throughout her career, Carolyn McAskie has played a prominent role in multi-lateral negotiations as a Canadian delegate to the UN Funds and Programmes and in the Governing Bodies of the International Financial Institutions, including the African Development Bank, the Asian Development Bank, the Inter-American Development Bank, and the Global Environmental Facility. She served as a member of the Facilitation Team of the Burundi Peace Process in Arusha (1999) under the late Julius Nyerere, the former President of Tanzania and as Humanitarian Envoy of the UN Secretary-General for the humanitarian crisis in Cote d'Ivoire (2003).

*Mavic Cabrera-Balleza* is a feminist activist from the Philippines who works on media, information and communication issues and how they impact women. She has been active in lobbying and advocacy work at the national, regional and international levels to effect change on policies that concern women, media and new information and communication technologies. She has produced radio programs and other broadcast materials for community radios, as well as government and private commercial radios. She also edits and writes for a number of international publications. Ms. Cabrera-Balleza is a Senior Programme Associate of the International Women's Tribune Centre where she is in charge of producing radio programs, print and online publications and other media materials to highlight women and peace building issues. She is also the Vice President of AMARC (World Association of Community Radio Broadcasters) representing the Women's International Network. Concurrently, she is a member of the Steering Committee of the Working Group on Gender Issues of the International Telecommunication Union.

*Sam Cook* is a Project Associate at the PeaceWomen Project at the WILPF UN Office. Her work there includes overseeing the maintenance of the [peacewomen.org](http://peacewomen.org) website and editing the 1325 PeaceWomen E-Newsletter. She serves as a focal point for the group's work in relation to CSW and is currently working on increasing the Project's efforts in relation to sexual and gender-based violence. A lawyer from Cape Town, South Africa, she holds a LLB from the University of Cape Town and an LLM degree from Columbia University School of Law in New York. Sam has a longheld interest in transitional justice and gender—in particular how truth and reconciliation commissions deal with sexual and gender-based violence. During her training as a lawyer and in her subsequent research and work, Ms. Cook has been involved in a number of women's rights issues, particularly violence against women. Other than her work as an attorney, she has worked with a number of women's NGOs in South Africa and at the law faculty of the University of Cape Town.

*Bineta Diop* of Senegal is the Executive Director and founder of Femmes Africa Solidarité (FAS). Ms. Diop has led Femmes Africa Solidarité in numerous peace missions and peace-building programmes, including the creation of a strong West African women's movement, the Mano River Women's Peace Network (MAR-WOPNET). In December 2003, the United Nations General Assembly awarded this group the UN Prize in the field of Human Rights. Ms. Diop is mobilizing all her efforts in building a Pan African Centre for Gender, Peace and Development in Dakar, Senegal. The Centre's first program was launched in May 2005 with an African Gender Forum and Award followed by a course on Gender and Peace Building, held in Senegal in July 2006, and attended by 30 participants from all over Africa. Ms. Diop has been elected as Vice-President of the African Union Women's Committee, and she also chairs the United Nations Working Group on Peace in Geneva, which is part of the NGO Committee on the Status of Women.

*Helena Gronberg* is an intern with the International Women's Tribune Center and has contributed to the publication *UN Reform: What's in it for Women*, released by the IWTC in August 2006. Ms. Gronberg has assisted in gathering material for the Women Ink. catalogue to be released in September 2006. Helena is currently finishing her BA at Columbia University majoring in American Studies with a concentration in Human Rights.

*Pamela Inaterama* graduated with an MA in Sociology from Ohio University. She holds a Bachelor's degree in Psychology from La Roche College, Pennsylvania. She is a Ugandan Citizen, speaks both French and English and, as an intern at the International Women's Tribune Centre, has helped to organize a workshop in Kenya, and contributed to the publication *UN Reform: What's In it for Women*, released by the IWTC in August 2006.

*Sayre Sheldon* is on the national board of WAND (Women's Action for New Directions) which she was the first president of from 1981 to 1987. As president of WAND she attended conferences on women and peace throughout the world and also traveled around the United States speaking to WAND chapters. Since 1998 she has been WAND's representative as an NGO at the UN. As a professor of literature at Boston University she has taught for many years and at present still teaches in their degree-giving prison program. She edited the anthology *Her War Story: Twentieth Century Women Write About War* in 1999. In 2003, she presented a paper updating the changes for women in war since the beginning of the war on terrorism at a conference on Women, War and Peace at the University of Southern Connecticut. In 2005, she spoke on Women and War in the 21st Century at the Women's Democratic Club in Washington, D.C.

## Contributing Member Organizations of the NGO Working Group on Women, Peace and Security to the Six Years On Report:

### COORDINATOR

Gina Torry  
777 United Nations Plaza  
New York, NY 10017  
Email: [info@womenpeacesecurity.org](mailto:info@womenpeacesecurity.org)  
[www.womenpeacesecurity.org](http://www.womenpeacesecurity.org)

### BOSTON CONSORTIUM ON GENDER, SECURITY AND HUMAN RIGHTS



Boston Consortium  
on Gender, Security  
and Human Rights

The Boston Consortium is an organization devoted to bringing knowledge about gender and security to bear on the quest to end armed conflicts and build sustainable peace. Made up of scholars and researchers from academic institutions in the Boston area, the Boston Consortium works to build knowledge about gender, armed conflict and security, and to develop creative, effective collaborations across some of the stubborn divides between scholars on the one hand, and policy-makers, policy-shapers, and practitioners on the other.

Boston Consortium on Gender, Security and Human Rights  
Gottard 405  
Fletcher School of Law and Diplomacy, Tufts University  
160 Packard Avenue, Medford, MA 02155  
[carol.cohn@tufts.edu](mailto:carol.cohn@tufts.edu)  
[www.genderandsecurity.org](http://www.genderandsecurity.org)

### INTERNATIONAL ALERT (IA)

#### International Alert.

International Alert, established in 1985, is an independent peacebuilding organisation working in over twenty countries and territories around the world. We work with people affected by violent conflict as well as at government, EU and UN levels to shape both policy and practice in building sustainable peace. Our regional work is based in the African Great Lakes, West Africa, the Caucasus, Colombia, Sri Lanka, Nepal and the Philippines. Our advocacy work is focused on business, humanitarian aid and development, gender, security and post-conflict reconstruction.

Alert's gender and peacebuilding work has evolved from our 1999 global campaign, Women Building Peace: From the Village Council to The Negotiating Table, that, together with over 200 NGOs successfully advocated for the adoption of UN Security Council resolution 1325 on Women, Peace and Security, unanimously adopted in October 2000. While we continue to monitor and advocate for the implementation of this groundbreaking resolution, our gender work has shifted its focus from women to a more inclusive approach addressing both women, peace and security issues and the impact of conflict dynamics on men, women, boys and girls.

In 2004, we collated the results of our Gender Peace Audit and Global Policy Advocacy projects into a resource entitled Inclusive Security: Sustainable Peace - A Toolkit for Advocacy and Action, that was jointly produced with Women Waging Peace. The Toolkit is a resource for peacebuilders and practitioners—particularly women—to engage in peace and security issues. Unpacking SCR 1325 from conflict prevention to security sector reform, it provides critical information, strategies and approaches and aims to bridge the divide between the realities of peace activists in conflict, post-conflict or transition areas, and international practitioners and policy-makers. [www.international-alert.org](http://www.international-alert.org)

#### International Alert (IA)

346 Clapham Road, London, SW9 9AP  
United Kingdom  
Tel: (+44) 20 7627 6800  
Fax: (+44) 20 7627 6900  
[communications@international-alert.org](mailto:communications@international-alert.org)  
[www.international-alert.org](http://www.international-alert.org)

## INTERNATIONAL WOMEN'S TRIBUNE CENTER (IWTC)



The International Women's Tribune Centre (IWTC) is dedicated to achieving women's full participation in shaping a development process that is just, peaceful and sustainable. IWTC was established in 1976 following the UN International Women's Year World Conference in Mexico City. With a philosophical commitment to empowering people and building communities, IWTC provides communication, information, education, and organizing support services to women's organizations and community groups working to improve the lives of women, particularly low-income women in Africa, Asia and the Pacific, Latin America and the Caribbean, Eastern Europe, and Western Asia. IWTC's work is grounded on the premise that access to information and the ability to communicate are basic to the process of women's empowerment, to women's ability to re-define development paradigms, to women's participation in the public policy arena and to the building of democratic societies. IWTC's four major programme areas cover: Women Using Information Communication Technologies for Basic Needs; Using Global Policy for Transformative Action; Human Rights, Human Security, Women in the Peace-building Process; and Using Information and Knowledge-Sharing for Empowerment—Access and Management.

International Women's Tribune Center (IWTC)

777 United Nations Plaza, Third Floor, New York, NY 10017

Tel: (+1) 212-687-8633

Fax: (+1) 212-661-2704

[iwtc@iwtc.org](mailto:iwtc@iwtc.org)

[www.iwtc.org](http://www.iwtc.org)

## FEMMES AFRICA SOLIDARITE (FAS)



Femmes Africa Solidarité (FAS), created in 1996, seeks to foster, strengthen and promote the leadership role of women in conflict prevention, management and resolution on the African continent. FAS's work in this regard is set in the context of a wider campaign to protect and promote women's human rights in Africa. For FAS, engendering the peace process is vital to achieving the lasting absence of conflict on the African continent. Efforts to resolve conflict and address its root causes will not succeed unless we empower all those who have suffered from it—including and especially women who suffer its impact disproportionately. Only if women play a full and equal part can we build the foundations for enduring peace: development, good governance, human rights and justice. Its International Secretariat, based in Geneva, Switzerland, coordinates programmes in Africa and serves as a contact point for international organizations, NGOs and donor agencies. FAS established its International Secretariat in Geneva in order to facilitate its resource mobilisation efforts and to maximise the visibility of African women's initiatives at the international level. To consolidate its presence at the international level, FAS has a permanent representative stationed in New York.

Femmes Africa Solidarité (FAS)

United Nations Liaison Office

777 United Nations Plaza, Fifth Floor, New York, NY 10017-3521

Tel: (+1) 212-687-1369 Ext 232

Fax: (+1) 212-661-4188

[info@fasngo.org](mailto:info@fasngo.org)

[www.fasngo.org](http://www.fasngo.org)

## WOMEN'S ACTION FOR NEW DIRECTIONS (WAND)



The mission of Women's Action for New Directions (WAND) is to empower women to act politically to reduce violence and militarism, and redirect excessive military resources toward unmet human and environmental needs. Since 1982, WAND has worked to: rewrite national budget priorities from the perspective of women; end the culture of violence in our society and prevent violence against women; empower women to act politically, encourage women's leadership and bring more women into the public policy arena to further WAND's goals; eliminate the testing, production, sale and use of weapons of mass destruction; clean up the environmental effects of nuclear weapons production. WAND is a membership organization with offices in Arlington, MA, Washington, DC, and Atlanta, GA, a national network of women state legislators known as The Women Legislators' Lobby (WiLL), and a Political Action Committee (PAC) which helps elect women to Congress that will work for WAND's goals. WAND encourages its members and partners to support U.S. participation in international treaties and institutions that work for peace globally.

Women's Action for New Directions (WAND)  
WAND National Office  
691 Massachusetts Avenue, Arlington, MA 02476  
Tel: (+1) 781-643-6740  
Fax: (+1) 781-643-6744  
[info@wand.org](mailto:info@wand.org)  
[www.wand.org](http://www.wand.org)

## WOMEN'S COMMISSION FOR REFUGEE WOMEN AND CHILDREN



For fifteen years, the Women's Commission has been working to improve the lives and defend the rights of refugee and internally displaced women, children and adolescents around the world through fact-finding missions and advocacy. Advancing sustainable peace through drawing the attention of policy-makers, donors and the international community to the needs and contributions of displaced women, children and adolescents has been a cornerstone of the Commission's work. This includes highlighting the need for gender balance in all areas of peace-building and reconstruction through field-based reports, supporting local advocacy partners in Sierra Leone, Colombia, Afghanistan and Pakistan and hosting panels on the contributions of refugee and displaced women, children and adolescents at international events, including UN Beijing Plus Five (2000) and UN Commission on the Status of Women. The Women's Commission for Refugee Women and Children is an independent affiliate of the International Rescue Committee.

Women's Commission for Refugee Women and Children (WCRWC)  
122 East 42<sup>nd</sup> Street, New York, NY 10168  
Tel: (+1) 212-551-3000  
Fax: (+1) 212-551-3180  
[info@womenscommission.org](mailto:info@womenscommission.org)  
[www.womenscommission.org](http://www.womenscommission.org)

## WOMEN'S DIVISION, GENERAL BOARD OF GLOBAL MINISTRIES OF THE UNITED METHODIST CHURCH



The Women's Division represents United Methodist Women, a one-million member organization whose purpose is to develop women leaders and advocate for peace and justice. United Methodist Women (UMW) raise around \$20 million a year for programmes and projects related to women, children and youth in the United States and in more than 100 countries around the world. For the past 135 years, guided by the principles of human rights for all persons, UMW have been working to better the lives of women, children and youth through advocacy, education, development and humanitarian relief work. In 1960, the Woman's Division established the United Methodist Office for the United Nations and built the Church Center for the United Nations. During the 2001-2004, UMW priorities have been: advocacy for debt relief for the poorest countries, public education reform, monitoring hate crimes and violence in society; and actions to ban the recruitment and training of children as soldiers and the targeting of children, especially girls, for sexual abuse and gender-based violence.

Women's Division, General Board of Global Ministries of the United Methodist Church

777 United Nations Plaza, Eleventh Floor, New York, NY 10027

Tel: (+1) 212-682-3633 x 3104

Fax: (+1) 212-682-5354

[umw@gbgm-umc.org](mailto:umw@gbgm-umc.org)

[www.gbgm-umc.org](http://www.gbgm-umc.org)

## WOMEN'S INTERNATIONAL LEAGUE FOR PEACE AND FREEDOM (WILPF)



The Women's International League for Peace and Freedom (WILPF) established in 1915, is the oldest women's international peace organization. WILPF brings together women from all over the world who oppose war, violence, exploitation and all forms of discrimination and oppression, and who wish to unite in establishing peace by non-violent means based on political, economic and social justice for all. The WILPF-UN Office in New York hosts two projects, PeaceWomen and Reaching Critical Will.

The PeaceWomen Project monitors and works toward rapid and full implementation of United Nations Security Council resolution 1325 on women, peace and security. To these ends: PeaceWomen hosts [Peacewomen.org](http://Peacewomen.org), a website that provides accurate and timely information on women, peace and security issues and women's peace-building initiatives in areas of armed conflict; PeaceWomen works to facilitate communication among and mobilization of advocates and supporters in civil society, the UN system and governments working on women, peace and security issues; and PeaceWomen advocates for the integration of gender analysis in the governance, peace and security work of civil society actors, the UN system, and governmental bodies.

Reaching Critical Will (RCW) is a disarmament initiative of WILPF that seeks to increase the quality and quantity of non-governmental organization preparation for and participation in various international disarmament fora.

Women's International League for Peace and Freedom (WILPF)

PeaceWomen Project

WILPF, UN Office

777 United Nations Plaza, Sixth Floor, New York, NY 10017

Tel: (+1) 212-682-1265

Fax: (+1) 212-286-8211

[info@peacewomen.org](mailto:info@peacewomen.org)

[www.peacewomen.org](http://www.peacewomen.org)

# Resource Directory of Organizations Working on Women, Peace and Security in Sierra Leone and Burundi— Partial Listing

## Burundi

*Association Burundaise d'Action pour la Promotion de la Femme (ABAPF)*

Rohero II, Avenue Bututsi, No. 36  
P.O. Box 2840  
Bujumbura, Burundi  
Tel.: (+257) 219.780/ (+257) 218.127  
Fax: (+257) 219.741  
E-mail: prosper5@caramail.com

*Association des Femmes Burundaises pour la Paix*

Deputé à l'Assemblée Nationale  
P.O. Box 5721  
Bujumbura, Burundi  
Tel.: (+257) 223.619  
Fax: (+257) 223.775

*Dushirehamwe Association*

DUSHIREHAMWE is a non-governmental organization dedicated to empowering the capacity-building of women and their associations in order to contribute effectively and efficiently in conflict prevention, conflict resolution and management. The organization works as a network established in thirteen provinces in Burundi and has developed partnerships with diverse international and local organizations such as International Alert, UNIFEM, UNESCO, TROCAIRE and ICCO.

Contact: Goretti Ndacayisaba  
BP 561  
Bujumbura, Burundi  
Tel.: (+257) 219.310  
E-mail: dushirehamwe@cbinf.com

*Le Collectif des Associations et ONGs Féminines du Burundi (CAFOB)*

CAFOB is a non-profit, non-governmental organization created in 1994 under the initiative of 7 women's organizations and with the support of the Canadian Centre for International Studies and Cooperation (CECI). It was registered with the Ministry of the Interior January 20, 1997. It is composed of 63 associations acting in different sectors of development.

Contact: Ancilla Ndahigeze, Coordinator of CAFOB.  
Avenue de la Mission No. 26  
P.O. Box 561  
Bujumbura, Burundi  
Tel.: (+257) 217.758  
Mobile: (+257) 831.526  
Fax: (+257) 218.409  
E-mail: cafob@cbinf.com

*Projet de Formation des Formatrices en Genre et Resolution Pacifique des Conflits*  
B.P.561  
Bujumbura, Burundi  
Tel.: (+257) 219.310  
Fax: (+257) 218.409  
E-mail: frc@cbinf.com

*Women for Peace Association*

P.O. Box 2800  
Bujumbura, Burundi  
Tel.: (+257) 221.835 /212.721 /221.853 /226.424  
Email: Tharcie@cbinf.com

*Women's International League for Peace and Freedom (WILPF), Burundi*

The organization aims to bring together women of different political beliefs and philosophies who are united in their determination to study, make known and help abolish the causes and the legitimization of war; to work toward world peace; total and universal disarmament; the abolition of violence and coercion in the settlement of conflict and its replacement in every case by negotiation and conciliation.

Centre pour Femmes  
Old East Building, 1st Floor  
B.P. 6180  
Bujumbura, Burundi  
Email: prdmr@cbinf.com  
[www.wilpf.int.ch](http://www.wilpf.int.ch)

## Sierra Leone

*Campaign for Good Governance*

Its aims are to facilitate and encourage the full and genuine participation of all Sierra Leoneans in the political, social, and economics processes of development in Sierra Leone. (Motto: Freedom, Democracy and Gender equality)

29 Liverpool Street  
P.O. Box 1437  
Freetown, Sierra Leone  
Email: cgg@sierratel.sl  
[www.slugg.org/home.htm](http://www.slugg.org/home.htm)

*Federation of Muslim Women's Association (FOMWASL)*

17 Regent Road  
Private Mailbag 671  
Freetown, Sierra Leone

*Fifty-Fifty Group*

The goal of the Fifty-fifty Group is to increase the level of female participation in representative government and to ensure parity. It aims to help women become productive leaders and examples at local and national levels of society.

17 Kingharman Road, Brookfields  
Freetown, Sierra Leone  
Email: Fifty\_fiftygrp@yahoo.com  
[www.fiftyfifty-sl.org](http://www.fiftyfifty-sl.org)

**Forum for African Women Educationalists (FAWE)**

FAWE's goal is to close the gender gap in education at all levels.

Sierra Leone Chapter

4 Hill Street

Freetown, Sierra Leone

Tel.: (+232) 22.22.70.76/22.58.44

Fax: (+232) 22.22.77.63

E-mail: fawe-sl@sierratel.sl

**FORUT Sierra Leone**

P.M.B. 17

Freetown, Sierra Leone

Tel.: (+232) 22.24.15.12

**Grassroots Empowerment for Self Reliance**

Grassroots Empowerment for Self Reliance is a human rights organization founded on the basis that basic social rights are basic human rights. GEMS has concerned itself with undertaking projects that benefit women, children and youths in underprivileged communities. Examples of the projects include human rights workshops, sensitisation workshops, and peacebuilding workshops and training.

7 Percival Street

Freetown, Sierra Leone

Tel.: (+232) 22.22.62.24

Fax: (+232) 22.22.62.24

Email: gems\_gems2002@yahoo.co.uk

**Grassroots Gender Empowerment Movement Ltd (GGEM)**

GGEM Services is a non-governmental organisation that aims to contribute to the empowerment of women for improving gender balances in selected communities.

GGEM believes that respect for women and increased self-confidence and independence of women starts with the possibility of earning her own income. GGEM supports the economic empowerment of women entrepreneurs through improved access to services, both financial and non-financial.

57 John Street P.M. Bag 659

Freetown, Sierra Leone

Tel.: (+232) 22.24.02.15

Fax: (+232) 22.24.08.09

**Lawyers Centre for Legal Assistance (LAWCLA)**

15D Old Railway line

Brookfields

Freetown, Sierra Leone

Tel.: (+232) 22.24.04.40

Fax: (+232) 22.23.60.19

Email: lawcla@justice.org

**Mano River Women's Peace Network (MARWOPNET)**

Mano River Union Secretariat, Floor 4

Delco House, Lightfoot Boston Street

Freetown, Sierra Leone

Tel.: (+232) 22.22.83.26/22.22.83

Fax: (+232) 22.22.81.70

E-mail: marwopnetsl@yahoo.com

**National Forum for Peace and Reconciliation**

PMB 705

Freetown, Sierra Leone

Tel.: (+232) 22.23.22.64

Fax: (+232) 22.24.16.20

[www.worldpeace.org](http://www.worldpeace.org)

**Network Movement for Justice and Democracy (NMJD)**

NMJD engages in advocacy and strengthens/enhances the capacity of civil society organizations to effectively engage women, men, children, communities, government and other actors for the transformation of society.

29 Main Motor Road, Brookfields

Freetown, Sierra Leone

Tel.: (+232) 22.22.99.37/22.33.78

Fax: (+232) 22.22.54.86

Email: nmjd@nmjd.org

[www.nmjd.org](http://www.nmjd.org)

**Sierra Leone Association of University Women**

P.O. Box 1001

Freetown, Sierra Leone

**Sierra Leone Association on Women's Welfare (SLAWWW)**

P. O. Box 1069

Freetown, Sierra Leone

**Women's International League for Peace and Freedom (WILPF), Sierra Leone**

Forut-SL P.M. Bag 17

Freetown, Sierra Leone

Tel.: (+232) 22.23.34.15

Fax: (+232) 22.22.44.39

Email: louloua@hotmail.com

[www.wilpf.int.ch](http://www.wilpf.int.ch)

## Resource Directory of Organizations Working on Women, Peace and Security— Partial Listing

### Burma

#### *Women's League of Burma (WLB)*

The Women's League of Burma (WLB) is an umbrella organization comprising 11 women's organizations of different ethnic backgrounds of Burma. WLB's mission is to work for the women of Burma in striving for solidarity, empowerment and national reconciliation.

Tel.: (+66) 1 884.4963

E-mail: [wlb@womenofburma.org](mailto:wlb@womenofburma.org)

[www.womenofburma.org](http://www.womenofburma.org)

### Canada

#### *Canadian Peacebuilding Coordinating Committee (CPCC)*

Gender and Peacebuilding Working Group

C/O Canadian Peacebuilding Coordinating Committee

1 Nicholas Street, #1216

Ottawa, Ontario

K1N 7B7, Canada

Tel.: (+1) 613.241.3446

Fax: (+1) 613.241.4846

E-mail: [gender@peacebuild.ca](mailto:gender@peacebuild.ca)

[www.peacebuild.ca](http://www.peacebuild.ca)

### Colombia

#### *Liga de Mujeres Desplazadas*

Calle del Espiritu Santo No.29-158

Barrio de Getsemani

Cartagena, Colombia

Fax: (+57) 56.60.01.25

E-mail: [ligademujeres@enred.com](mailto:ligademujeres@enred.com)

[www.ligademujeres.org](http://www.ligademujeres.org)

#### *Ruta Pacífica de las Mujeres*

Coordinacion Ejecutiva Naccional

Email: [casmujerrutapacifica@colnodo.apc.org](mailto:casmujerrutapacifica@colnodo.apc.org)

[www.rutapacifica.org.co](http://www.rutapacifica.org.co)

### Democratic Republic of Congo

#### *Réseau des Femmes pour un Développement Associatif (RFDA)*

B.P. 6768, Bujumbura 1

Uvira, Sud-Kivu

Democratic Republic of Congo

Tel.: (+243) 81.32.00.506

Email: [rfda\\_uvira2@yahoo.fr](mailto:rfda_uvira2@yahoo.fr)

#### *Réseau des Femmes pour la Défense des Droits et la Paix (RFDP)*

B.P. 925 Bukavu, RD Congo

Bukavu, Sud-Kivu

Democratic Republic of Congo

E-mail: [rfdp1999@yahoo.fr](mailto:rfdp1999@yahoo.fr)

### Denmark

#### *Women's International League for Peace and Freedom (WILPF)*

(Danish name: Kvinderness Internationale Liga for Fred og Frihed)

WILPF works for disarmament, for equality between women and men and among nations, for a world institution that would provide continuous machinery to mediate arising conflicts to prevent them from growing into war.

Tel.: (+45) 31.231.097

Tel/Fax: (+45) 33.231.097

E-mail: [wilpf-dk@internet.dk](mailto:wilpf-dk@internet.dk)

[www.kvindefredsliga.dk](http://www.kvindefredsliga.dk)

### Fiji

#### *femLINKpacific*

femLINKpacific in Fiji produce a quarterly regional women and peace magazine, supported by UNIFEM Pacific, intended to enhance the advocacy and action towards the full implementation of 1325, and to provide a regular and coordinated approach to the developments and stories surrounding UNIFEM Pacific's regional Women, Peace and Security project. The primary audience is women and peace advocates, in order to support and encourage their work.

P.O. Box 2439

Government Buildings

Suva, Fiji Islands

[femlinkpac@connect.com.fj](mailto:femlinkpac@connect.com.fj)

### Germany

#### *Women's Security Council Network*

The Women's Security Council is a network of approximately 50 women peace activists, peace researchers, and representatives of political institutions and NGOs, founded after Germany began its two-year term on the UN Security Council. Organizations represented in the Women's Security Council include the Bonn International Center for Conversion, the WILPF German National Section, Women's Network for Peace, and the German Committee of UNIFEM. The network advocates for national implementation of 1325, and incorporation of a gender perspective in the national foreign policy and security agenda, and it works to monitor the activities of the German government, as a member of the UN Security Council (Jan. 2003-Dec. 2004).

Elke Groß Seekatzstraße 10 64285 Darmstadt

Tel.: Feminist Institut Heinrich-Böll-foundation

Email: [info\\_frauensicherheitsratssubscribe@yahoogroups.de](mailto:info_frauensicherheitsratssubscribe@yahoogroups.de)

[www.un1325.de](http://www.un1325.de)

## Georgia

*Cultural Humanitarian Fund 'Sukhumi'*

#1 Gugunava Street  
Kutaisi 4600  
Georgia  
Tel/Fax: (+995) 331.7.19.33

## Ghana

*West Africa Network for Peacebuilding*

West Africa Network for Peacebuilding was created to enable and facilitate the development of mechanisms for cooperation among civil society-based peacebuilding practitioners and organizations in West Africa by promoting cooperative responses to violent conflicts. Its mission is to provide the structure through which these practitioners and institutions will regularly exchange experience and information on issues of peacebuilding, conflict transformation, social, religious and political reconciliation. Finally, it was created to promote West Africa's social cultural values as resources for peacebuilding.

P.O. Box CT 4434 Cantonment-Accra Ghana  
Tel: (+233) (0) 21.22.13.18/ 22.13.88/ 25.64.39/ 25.82.99  
Fax: (233) (0) 21.22.17.35  
Email: wanep@wanep.org  
[www.wanep.org](http://www.wanep.org)

## Israel

*Isha L'Isha (Woman to Woman) Feminist Center*

Isha L'Isha is a joint Israeli/Palestinian women's center. The center houses an extensive library and resource room; hosts numerous meetings, conferences, dialogue groups and lectures on topics such as: the role of women in the peace movement, domestic violence in Israeli/Palestinian societies, and women's changing roles in politics and the workforce.  
118 Arlozorov St.  
Haifa, Israel 33277  
Tel.: (+972) 4.86.50.977/ 4.86.60.951  
Fax: (+972) 4.86.41.072  
Email: ishahfc@netvision.net.il

## Liberia

*Association of Female Lawyers of Liberia (AFELL)*

PO Box 6727  
Monrovia, Liberia  
Tel/Fax: (+233) 231.227.330  
E-mail: c/o The Carter Centre: tccliberia@aol.com

*Liberian Women's Initiative*

11 Broad Street  
PO Box 1063, Monrovia  
Tel.: (+231) 227.095

## Mali

*Association des Femmes pour les Initiatives de Paix (AFIP)*

Contact: Fatoumata Maïga, Présidente  
BP 2281  
Bamako, Mali  
Email: fatimafip@hotmail.com

## The Netherlands

*Tiye International*

Boven Vredenburg 65 3511 CW Utrecht  
E-mail: tiye.int@worldonline.nl  
[www.tiye-international.org](http://www.tiye-international.org)

## Norway

*Forum Norway 1325*

Forum Norway 1325 was established in 2005 in order to secure the implementation of Security Council Resolution 1325. Several organizations and institutions in Norway participate in the forum, which was initiated by the Norway National Section of the Women's International League for Peace and Freedom (WILPF). The forum is open to organizations, institutions and individuals who are interested in working for the implementation of the resolution. Forum Norway 1325 seeks active dialogue with the Department of Foreign Affairs and advocates for strong and accountable implementation of the resolution and its objectives by the Norwegian Government. The forum consists of: The Norwegian Section of WILPF; The Centre for Gender Equality in Norway; Care, Norway; Norwegian People's Aid; Amnesty International, Norway; and FOKUS (Forum for Women and Development).

*Likestillingssenteret (Centre for Gender Equality)*

Postboks 8049 Dep, 0031 Oslo  
Tel: (+47) 24.05.59.50  
[www.likestilling.no](http://www.likestilling.no)

## Rwanda

*Pro-Femmes / Twese Hamwe*

Collectif des organisations rwandaises de promotion de la femme, de la paix et du développement  
Avenue de la Justice, Bâtiment SEFA  
Kigali, Rwanda, B.P. 2758  
Tel.: (+250) 511.180  
Fax: (+250) 578.432  
E-mail: profemme@rwanda1.com  
[www.profemme.org.rw](http://www.profemme.org.rw)

## **Sri Lanka**

### *Association of War Affected Women*

The Association of War Affected Women works to achieve peace through socio-economic development, enlisting the active participation of war-affected women.

No 09 Riverdale Rd, Aniwatthe,  
Kandy, Sri Lanka 20000.  
Tel/Fax: (+94) 81.222.4098  
E-mail: [venuwan@sltnet.lk](mailto:venuwan@sltnet.lk)  
[www.awawsl.org](http://www.awawsl.org)

### *International Centre for Ethnic Studies*

The International Centre for Ethnic Studies (ICES) is one of the leading think tanks in the world, researching and publishing on violent group conflict and related issues of governance and development. Established in 1982, the Centre is probably the first of its kind to focus attention on violent group conflict and has done pioneering work on the subject related to South Asia and many other parts of the world.

554/6A Peradeniya Road  
Kandy, Sri Lanka  
Tel.: (+94) 81.223.4892/ 812.232.381  
Fax: (+94) 81.223.4892  
Email: [info@ices.lk](mailto:info@ices.lk)  
[www.ices.lk](http://www.ices.lk)

## **Sweden**

### *Kvinna till Kvinna Foundation (KTK)*

KTK trainings for Swedish military personnel integrate 1325 by addressing the following types of issues: how to support the women in the Swedish battalion when other countries' high ranked military personnel discredit them or choose not to address them; how to prevent a culture that allows sexual harassment; how to treat women in the local population; and how to treat female colleagues.

Slakthusplan 3, S-121 62  
Johanneshov, Sweden  
Tel.: (+46) 8.588.891.00  
Fax: (+46) 8.588.891.01  
E-mail: [info@iktk.se](mailto:info@iktk.se)  
[www.iktk.se](http://www.iktk.se)

### *IKFF Internationella Kvinnoförbundet för Fred och Frihet (WILPF Swedish Section)*

Internationella Kvinnoförbundet för Fred och Frihet is the Swedish section of the international peace organization Women's International League for Peace and Freedom. They work with WILPF International's programme, but focus on European Security Policy, Disarmament and Nuclear Proliferation and Security Council Resolution 1325 on women peace and security.

IKFF Narrtullgatan 45; 11346 Stockholm  
Email: [wilpfsweden.ikff@telia.com](mailto:wilpfsweden.ikff@telia.com)  
[www.ikff.se](http://www.ikff.se)

## **Operation 1325**

Operation 1325 is a network of six women's organizations based in Sweden: the Women's International League for Peace and Freedom (WILPF) Swedish nation section, Women for Peace, the Swedish UNIFEM Committee, the National Organization for the Organizations for Immigrant Women, the Swedish Ecumenical Women's Council and the Swedish Women's Lobby. The principal aim of Operation 1325 is to assist in the implementation of 1325. The principal focus is on education and capacity-building.

c/o IKFF Narrtullgatan 45  
11346 Stockholm, Sweden  
Tel.: (+46) 8.702.98.10  
Fax: (+46) 8.33.52.47  
E-mail: [info@operation1325.se](mailto:info@operation1325.se)  
[www.ikff.se](http://www.ikff.se)

## **Uganda**

### *Isis-Women's International Cross Cultural Exchange (Isis-WICCE)*

Isis-WICCE relocated to Kampala, Uganda at the end of 1993 with an objective of tapping into African women's ideas, views and problems and sharing the information with women at the international level. Since the move to Kampala, Isis-WICCE started national-and regional level programmes to facilitate the flow of information from Uganda to other parts of Africa and the rest of the world, and to contribute towards the strengthening of the Uganda and African women's movement.

Plot 23 Bukoto Street—Kamwokya  
P.O. Box 4934  
Kampala, Uganda  
Tel.: (+256) 41.543.953  
Fax: (+256) 41.543.954  
[www.isis.or.ug](http://www.isis.or.ug)

## **United Kingdom**

### *Gender Action for Peace and Security UK (GAPS)*

GAPS is a UK-based network of specialist organizations and individual experts working in peace and development, providing support to policymakers and civil society groups engaged in promoting peace and security within the United Kingdom. Members include: International Alert, Commonwealth Secretariat, Women's International League for Peace and Freedom (WILPF-UK), Northern Ireland Women's European Platform (NIWEP), UNIFEM-UK, Soroptimist International, Womankind Worldwide, Mothers' Union, United Nations Association in the UK (UNA-UK), Shevolution, Serene Communications Ltd, Widows for Peace and Democracy, and IBR Consulting.

E-mail: [gaps.uk@googlemail.com](mailto:gaps.uk@googlemail.com)

### *WOMANKIND Worldwide*

Development House  
2nd Floor  
56-64 Leonard Street  
London, EC2A 4JX  
Tel.: (+44) 207.549.0360  
Fax: (+44) 207.549.0361  
Email: [info@womankind.org.uk](mailto:info@womankind.org.uk)  
[www.womankind.org.uk](http://www.womankind.org.uk)

### *WILPF UK National Section*

13 Vincent Close, Bromley, Kent, BR2 9ED.  
E-mail: [ukwilpf@hotmail.com](mailto:ukwilpf@hotmail.com)  
[www.ukwilpf.gn.apc.org](http://www.ukwilpf.gn.apc.org)

### **United States**

#### *The Initiative for Inclusive Security*

The Initiative for Inclusive Security, including The Women Waging Peace Network, advocates for the full participation of all stakeholders, especially women, in peace processes. Creating sustainable peace is achieved best by a diverse, citizen-driven approach. Of the many sectors of society currently excluded from peace processes, none is larger—or more critical to success—than women.

2040 “S” Street, NW  
Washington, DC 20009  
Tel.: (+1) 202.403.2000  
Fax: (+1) 202.299.9520  
E-mail: [information@huntalternatives.org](mailto:information@huntalternatives.org)  
[www.huntalternatives.org](http://www.huntalternatives.org)

#### *Center for Peace and Security Studies*

Georgetown University’s Center for Peace and Security Studies (CPASS) is committed to examining the full range of military and non-military factors - political, economic, historical, cultural, environmental, demographic, and technological - that influence peace and security issues around the world.

3600 N Street, NW  
Washington, DC 20007  
Tel.: (+1) 202.687.7981  
Fax: (+1) 202.687.4303  
Email: [cpass@georgetown.edu](mailto:cpass@georgetown.edu)  
[www.cpass.georgetown.edu/](http://www.cpass.georgetown.edu/)

### *Women In International Security (WIIS)*

WIIS is a non-profit, non-partisan membership organization dedicated to increasing the influence of women in foreign and defense affairs by raising their numbers and visibility, while enhancing dialogue on international security issues. WIIS offers a comprehensive set of programs designed to foster and promote women in all fields related to international security, and in a variety of sectors.

Center for Peace and Security Studies  
Edmund A. Walsh School of Foreign Service  
Georgetown University  
3600 N Street, NW  
Lower Level  
Washington, DC 20007  
Tel.: (+1) 202.687.3366  
Fax: (+1) 202.687.3233  
E-mail: [wiisinfo@georgetown.edu](mailto:wiisinfo@georgetown.edu)  
[www.wiis.georgetown.edu/](http://www.wiis.georgetown.edu/)

## Security Council resolution 1325 (2000)

### On Women, Peace and Security

Adopted by the Security Council at its 4213<sup>th</sup> meeting, on 31 October 2000 United States

*The Security Council*, Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and *recalling also* the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

*Recalling* also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

*Bearing in mind* the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

*Expressing* concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and *recognizing* the consequent impact this has on durable peace and reconciliation,

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peace-building, and *stressing* the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

*Reaffirming also* the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, *Recognizing* the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard *noting* the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

*Recognizing also* the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peace-keeping personnel on the protection, special needs and human rights of women and children in conflict situations,

*Recognizing* that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security, *Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard *calls on* Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *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;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and *urges* the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, *invites* Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and *further requests* the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard *stresses* the need to exclude these crimes, where feasible from amnesty provisions;
12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;
13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependents;
14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further* invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peace-keeping missions and all other aspects relating to women and girls;
18. *Decides* to remain actively seized of the matter.

## Notes: