

This background paper has been produced for a workshop on “Translating the norms of Women, Peace and Security”, convened by Peacebuild in Ottawa on June 20, 2011 with the support of the Department of Foreign Affairs and International Trade.

The Peacebuilding and Conflict Prevention consultation series seeks to bring together expert civil society practitioners, academics and Government of Canada officials to generate up-to-date information and analysis, as well as policy and programming options to respond to developments and emerging trends in peacebuilding.

Other subjects in the series include:

Civil society views on next generation peacebuilding and conflict Prevention Women’s political participation in peace processes* Peacebuilding in Latin America* Natural resource conflicts and conflict transformation* The changing nature of non-governmental peacebuilding**

*Contact:
info@peacebuild.ca*



Background paper

From Global to Local: How UN Agencies Build Capacity to Implement the Women, peace and security Resolutions at the National Level

Nicola Popovic and Corey Barr

Table of contents

1. Introduction
2. Resolutions 1325, 1820, 1888, 1889, and 1960: Overview of implementation at the United Nations and national levels
 - a. Development and Content of the Resolutions
 - b. Coordination of the different UN Entities Working on Women, peace and security
 - c. Overview of implementation strategies at the national level for the Women, peace and security Resolutions
3. Linking the Global to the Local
 - a. Specific actions by different UN entities aimed at bolstering national implementation efforts
 - b. Learning lessons and building capacity - recommendations
4. Bibliography

Nicola Popovic

Nicola Popovic is an independent consultant who has been working for different civil society organizations, academia as well as the UN. She has conducted comprehensive research in the areas of the implementation of Resolution 1325 at the national level, gender and security reform and Gender training for peacekeeping personnel. Ms. Popovic holds a Master of Law (LLM) in International in International Peace Support Operations, a bachelor's degree in State Studies as well as a post graduate diploma in Human Development (UNDP).

Corey Barr

Corey Barr has a background in conflict and post-conflict studies, with a specific focus on gender and human rights. With Nicola Popovic, Ms. Barr co-authored the forthcoming study on good practices and lessons learned, "Planning for Action on Women, Peace and Security: National-level implementation of Resolution 1325."

List of Acronyms

CEDAW:	Convention on the Elimination of All Forms of Discrimination Against Women
CSO:	Civil Society Organization
DAW:	Division for the Advancement of Women
DPA:	Department of Political Affairs
DPKO:	Department of Peacekeeping Operations
EPLO:	European Peacebuilding Liaison Office
GAP:	Gender Action Plan
GenCap:	Gender Capacity Standby Project
IASC:	Inter-Agency Standing Committee
ICC:	International Criminal Court
ICTR:	International Criminal Tribunal for Rwanda
ICTY:	International Criminal Tribunal for the Former Yugoslavia
IDP:	Internally displaced person
GNWP:	Global Network of Women Peacebuilders
NAP:	National Action Plan
NGO:	Non-Governmental Organization
OCHA:	Office for the Coordination of Humanitarian Affairs
OHCHR:	Office of the High Commissioner for Human Rights
OSAGI:	Office of the Special Adviser on Gender Issues and Advancement of Women
PBSO:	Peacebuilding Support Office
SWAP:	System-wide Action Plan
UN:	United Nations
UNDP:	United Nations Development Program
UNFPA:	United Nations Population Fund
UNHCR:	United Nations High Commissioner for Refugees
UNICEF:	United Nations Children's Fund.
UNIFEM:	United Nations Development Fund for Women
UN-INSTRAW:	United Nations International Research and Training Institute for the Advancement of Women
UNODC:	UN Office on Drugs and Crime
UN Women:	United Nations Entity for Gender Equity and the Empowerment of Women
WHO:	World Health Organization
WPS:	Women, peace and security

1. Introduction

Policies are often developed and decided upon in a context of negotiations driven by different political, economic, military and even personal interests. Groups less privileged or even marginalized are often overlooked or excluded. For example, women have been largely absent during peace negotiations and policy-making initiatives concerning international peace and security and their interests and concerns have often been left out of such processes. UN Security Council Resolution 1325 passed in 2000 was an attempt to put women's concerns on the international security agenda, seeking to promote the participation of women in peace processes and the protection of their rights during and after armed conflict.

It has been over ten years since the approval of resolution 1325, the first of the women, peace and security (WPS) resolutions. Since then the Security Council has adopted four additional resolutions¹ on WPS issues and various actors have made significant efforts to implement the resolutions, including through the formation of National Action Plans. Additional efforts have focused on monitoring its implementation. For example, the tenth anniversary of resolution 1325 was marked by an intensive, inter-institutional debate around internationally comparable indicators that could feed into a review of the efforts made by international actors, such as the United Nations, in putting policy into practice as well as to measure national-level efforts.

The tenth anniversary of resolution 1325 has also provided space for a moment of reflection to look back on a decade of implementation efforts. Numerous reports and publications by civil society organizations pose questions such as “what have we learned?”, “what has changed?” and “how do we move forward?” Many actors have noted that while a great deal of action has been taken, much more still needs to be done to implement the resolutions, to improve implementation efforts, and to quantify the implementation measures taken.

Civil society organizations (CSOs) have been key actors in pushing the WPS agenda forward. Additionally, the resolutions identify a number of different roles and responsibilities for various actors including Member States, parties to armed conflict, and both the United Nations Secretary-General and other United Nations bodies. This paper specifically looks at how various United Nations entities have been involved in the support of national-level efforts to implement the WPS resolutions.

The paper begins with a brief overview of the content of the five women, peace and security resolutions passed to date, particularly noting what each says about the role of the United Nations in supporting the resolution's implementation. The following section provides background on the different UN entities involved in WPS work and how these different groups have worked to coordinate their activities. Section two ends with an overview of the ways the resolutions have been implemented at the national level, including through National Action Plans.

Drawing on the background discussed in section two, section three provides more specific information and analysis on activities and projects undertaken by UN entities at the national level. The analysis focuses particularly on UN-led initiatives and the related learning processes and capacity-building efforts which have also been undertaken at the national level.

¹ S/Res/1820 (2009), S/Res/1888 (2010), S/Res /1889 (2010), S/Res/1690 (2011).

The final part of this section provides a reflective analysis on capacity-building as it has been implemented by the UN and indicates the potential need for rethinking this type of support. Even though new learning strategies, such as twinning, have demonstrated that relations between donor and recipient countries can change towards a more equal and collaborative dynamic than then they have before,² a lot of UN-led initiatives seem to build on structures that do not allow a lot of space for mutual learning and the transformation of security patterns and gender roles. Finally, the paper ends with some conclusions and recommendations, looking for new ways of building capacity and promoting a reflective implementation of resolution 1325 and its sisters.

2. Resolutions 1325, 1820, 1888, 1889 and 1960: Overview of implementation at the UN and the national levels

a. Development and Content of the Resolutions

Beginning with resolution 1325 passed in 2000, the women, peace and security resolutions currently consist of five United Nations Security Council Resolutions. Resolution 1325 marked the first time that the Security Council recognized the variety of roles that men, women, boys and girls play in conflict as well as the differentiated experiences that individuals have during and after conflict. The resolution is organized around three dimensions, the so-called “three P’s”: the **p**articipation of women in peace and conflict processes; the **p**revention of conflict; and the **p**rotection of women and girls from sexual and gender-based violence (SGBV).

Resolution 1325 identifies roles for various actors involved in international peace and security, including the United Nations Secretary-General, Member States, UN entities and parties to armed conflict. The resolution also represents the first time the Security Council endorsed the participation of civil society, particularly women and women’s groups, in peace processes and operations. Despite the variety of actors that the resolution names, because of the nature of the resolution, the burden of implementation largely rests with Member States given that they are at the forefront of international peace and security matters. In order to support this national-level implementation, several of the resolution’s operative paragraphs call on the Secretary-General to provide tools and resources to Member States for implementing the resolution, for example, training guidelines and materials on women’s rights and protections that could be incorporated in national training programs is something worth advocating for.³ As such, much of the national-level implementation measures are left to Member States, but UN entities are expected to support such implementation.

Though resolution 1325 covers sexual and gender-based violence,⁴ the increasing attention paid to the perpetration of such crimes, particularly in Darfur and the Democratic Republic of the Congo, spurred international actors to pass a follow-up resolution. In 2008, the

² Department of Foreign Affairs of Ireland, *Cross Learning Process on UN Security Council Resolution 1325: Voices of Experience*, (Dublin: DFA, 2010).

³ S/RES/1325 (2000), para. 6

⁴ Resolution 1325, para. 10 “calls on all parties of 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.” Para. 11 of the resolution “emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions.”

Security Council unanimously passed resolution 1820 on sexual violence in armed conflict. The resolution acknowledges sexual violence as a tactic of war and an impediment to peace. In addition to the provisions the resolution contains regarding consideration of sexual violence in peacekeeping mission mandates and training, the resolution requests that UN entities take effective protection measures in refugee and internally displaced person (IDP) camps. Additionally, the resolution urges various actors “to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence...”⁵ In this way, the resolution calls on UN entities to support and bolster national efforts.

In 2009, the Security Council passed resolution 1888 which reinforced the provisions of both resolution 1325 and of resolution 1820. Focusing on the protection of women and children from sexual violence in armed conflict, the resolution mandates that the Secretary-General appoint a Special Representative to coordinate UN actions aimed to address sexual violence in armed conflict and to carry out advocacy at the national level with Member States. The resolution places a strong responsibility on peacekeepers for responding to sexual violence and requires that peacekeeping mandates include provisions regarding sexual violence. It additionally calls on Member States to strengthen their national legal and judicial systems in order to ensure accountability for crimes of sexual violence. Paragraph 8 of the resolution spells out a number of responsibilities for UN entities with regard to supporting national-level efforts, specifically mandating that the Secretary-General implement a team of experts to assist national authorities in strengthening the rule of law drawing on existing UN resources.⁶

Resolution 1889 was passed in 2009 during the 9th anniversary of resolution 1325 and seeks specifically to strengthen the implementation and monitoring of resolution 1325. It reemphasizes some of the provisions of resolution 1325, further urging that various actors take measures to improve women’s participation in peace and security processes. It specifically calls on the Secretary-General to develop a strategy to increase women’s appointment to good offices on his behalf. Resolution 1889 strongly stresses the need for better reporting and monitoring mechanisms. At the national level, the resolution calls on Member States to develop National Action Plans. In order to track these and other implementation efforts, the resolution requests that the Secretary-General ensures that UN entities, in conjunction with Member States and civil society, collect data to assess the needs of women and girls in post-conflict situations. Furthermore, the resolution requests that the Secretary-General develops a set of global indicators to track the implementation of the resolution, noting that these indicators “could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations and Member States”.⁷ It also requests that the Secretary-General submit a report to the Security Council on women’s participation and inclusion in peacebuilding and planning in the aftermath of conflict, which he subsequently submitted in September 2010.⁸

The most recent WPS resolution is resolution 1960 passed in December 2010 which also focuses on sexual violence in armed conflict. The resolution contains a kind of “naming and shaming” mechanism in its request that the Secretary-General submit information on parties to

⁵ S/RES/1820 (2008), para. 13.

⁶ S/RES/1888 (2009).

⁷ S/RES/1889 (2009), para. 17.

⁸ United Nations, *Women’s Participation in Peacebuilding; Report of the Secretary-General (A/65/354–S/2010/466)*, (New York: United Nations, 2010).

armed conflict that are suspected of or responsible for committing sexual violence. The resolution states that the Security Council will utilize this information as a basis for further UN action. It also calls on parties of armed conflict to take specific measures to combat sexual violence and for the Secretary-General to track such measures. The resolution calls on various UN actors to further coordinate their actions in the area of sexual violence in armed conflict.⁹

An interesting point about the evolution of the women, peace and security resolutions is how the language of the resolutions has changed over time. For instance, the text of resolution 1325 uses words such as “urges”, “encourages” and “calls upon”. In contrast, the most recent resolution (resolution 1960) makes specific requests of various international peace and security actors, including UN entities. Furthermore, in the second operative paragraph, the resolution demands “the complete cessation with immediate effect by all parties to armed conflict of all acts of sexual violence.”¹⁰

An important point about the implementation of the WPS resolutions, and indeed all Security Council resolutions, is their legal nature. Security Council resolutions are binding for UN Member States; however, there is no enforcement or accountability mechanism to ensure that Member States are implementing their commitments. Because of this, the power of these resolutions lies in the area of standard setting and norm creation. Implementation, therefore, is often dependent on political pressure and advocacy.¹¹ Through UN human rights treaties, such as the Convention on the Elimination of Discrimination against Women (CEDAW) and its treaty body, are also not legally enforceable, these treaties contain reporting mechanisms for Member States¹² which obligates them to submit reports on how the treaty is being implemented. This reporting procedure allows civil society to contribute through shadow reporting. The WPS resolutions do not have any similar reporting mechanisms. National Action Plans (NAPs) have been suggested as a mechanism to demonstrate the recognition and implementation of the resolutions at the national level, supported by United Nations offices. The changed language seems to indicate a strong commitment to ensuring that the provisions of the resolutions are implemented, including at the national level; however, it does not change the lack of enforceability that plagues all UN resolutions.

Over the last year during the tenth anniversary of resolution 1325, the number of activities and NAPs to implement the resolutions has significantly increased. These activities have been carried out at various levels, including internationally, nationally, regionally and locally. This increasing action demonstrates that there has been a need identified to develop such plans and projects; however, it is clear that coordination and collaboration between different actors remains a major challenge. The following sections provide an overview of actions taken at the UN and national levels, including several mechanisms that have been created to coordinate implementation efforts.

⁹ S/RES/1920 (2010).

¹⁰ S/RES/1960 (2010), para. 2.

¹¹ Rita Santos, Tatiana Moura, and Silvia Roque, “UNSCR 1325: Is it only about war? Armed Violence in Non-War Contexts,” (Coimbra: Oficina de Centro de Estudos Sociais, March 2010), 7.

¹² Please find CEDAW reports on the website of the UN Division for the Advancement of Women: <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

b. Mandates and coordination of the different UN Entities working on women, peace and security issues

Building on the promotion of international peace and security as well as on values such as (gender) equality, United Nations entities have made it their mandate to promote and work towards the implementation of the WPS resolutions. In order to carry this out, UN entities have provided technical and financial support to national level implementation efforts, CSO initiatives, as well as to regional and international programs and projects. This has included interventions on gender-based violence and political participation and awareness-raising on women rights, which can be considered within the scope of resolution 1325 and its sister resolutions.

The United Nations, through its multitude of entities, has made efforts to foster the implementation of the WPS resolutions on many different levels. The Security Council, the UN Secretariat, the General Assembly, the Economic and Social Council, the International Court of Justice, the international tribunals (such as the International Criminal Tribunal for the Former Yugoslavia and the International Criminal Tribunal for Rwanda), UN research institutions, special entities, peacekeeping missions, and numerous programs and funds are active in dealing with women, peace and security issues.¹³ While it is beyond the scope of this paper to thoroughly map the extensive activities undertaken by various UN entities, this section gives an overview of the main UN actors involved in supporting the implementation of the WPS resolutions. It then covers how the UN has worked to map out and coordinate these projects and activities.

Since the adoption of resolution 1325, the Security Council has continuously addressed WPS issues, increasingly including sexual violence committed against civilians during times of armed conflict. During its Open Debates, the Security Council has discussed the participation of women in peace processes, protection from sexual violence and the inclusion of a gender perspective into peacekeeping missions on several occasions.¹⁴ The Security Council has also made reference to resolution 1325 in other resolutions that do not focus on women, peace and security issues specifically. A review of the UN Security Council resolutions passed between 2000 and 2010 showed that “57% (or 94) of 174 resolutions with references to women and/or gender, contain direct reference to SCR 1325.”¹⁵ Resolutions that specify the mandates of peacekeeping missions have a direct impact on WPS issues. Because of this, a great deal of work has been done to incorporate gender-sensitive provisions into the mandates and working functions of peacekeeping missions. This has included the integration of female personnel into military and police units, the appointment of gender advisors and gender focal points and the inclusion of a gender perspective into the training of the blue helmets.¹⁶ Additionally, the Secretary General reported on the inclusion of women in peacebuilding in his report on the 7th of September 2010. His report contains a detailed action plan with seven commitments on how to promote the participation of women in the peacebuilding process. Within this action plan the Secretary General declares that “The relevant United Nations entities will assist in the

¹³ A general overview can be found on the Peacewomen website, which hosts an interactive map of the UN system implementing women, peace and security issues: http://www.peacewomen.org/peacewomen_and_the_un/un-implementation

¹⁴ United Nations, *Security Council Adopts Text Requesting Detailed Information on Suspected Perpetrators of Sexual Violence of Armed Conflict*, DPI on 6453rd Meeting (PM), (New York: United Nations, 2010). Available at: http://www.peacewomen.org/assets/file/SecurityCouncilMonitor/Debates/SexualViolence/un_summary_of_debate.pdf

¹⁵ Maria Butler, *Women, peace and security Handbook*, (New York: Peacewomen: 2010).

¹⁶ United Nations, *Windhoek Declaration, The Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations*, (Nairobi: United Nations, 31 May 2000).

establishment of women's civil society organization forums for this purpose, including through capacity-building."¹⁷

Within the General Assembly there are different working groups and committees that are relevant to WPS issues. The United Nations Committee on the Elimination of Discrimination against Women is particularly important since it is responsible for monitoring the reporting of Member States on their efforts to implement the Convention on the Elimination of Discrimination against Women (CEDAW). States parties to CEDAW that are in conflict, in negotiation or mediation, or in post-conflict reconstruction are required to include information on the situation of women as well as the measures taken to eliminate discrimination against women in peace and security matters.¹⁸ The Global Network of Women Peacebuilders (GNWP) has outlined how reporting mechanisms for CEDAW can be interlinked with the monitoring of activities related to the implementation of resolution 1325. The Network notes that during several international conferences, "the well-established mechanisms of CEDAW—the Member States compliance report and the civil society shadow reporting process were cited as powerful instruments to ensure accountability." Additionally, in July 2010, the CEDAW Committee will hold a general discussion on the protection of women in conflict and post-conflict situations.¹⁹

The UN and its Member States have also functioned as donors for issues related to the implementation of the WPS Security Council resolutions. For example, since its establishment in 2005, the Peacebuilding Commission, an advisory subsidiary body to the General Assembly has acted as an intergovernmental organ to support peacebuilding initiatives, to foster further collaboration between different actors and to marshal needed resources.²⁰ According to the founding resolution of the Commission, gender is supposed to be mainstreamed throughout its work. This provision is "based on the recognition that equal participation of women and men in peacebuilding processes can strengthen local ownership and can contribute to greater equality between women and men in post-conflict societies."²¹ The Peacebuilding Commission allocates funding to the countries on its agenda through the Peacebuilding Fund. The establishment of a gender marker and its application to the fund has shown that the Peacebuilding Fund has spent ten percent of its annual financial allocations to projects related to gender equality. For example, in 2010 the fund established a 21 million dollar project that aims to improve the access of survivors of SGBV in conflict-prone districts in Nepal to transitional justice and other peacebuilding processes.²²

The United Nations has also developed a strong jurisprudence on sexual violence through its international criminal tribunals. Through their case law, the International Criminal Tribunal of Former Yugoslavia (ICTY) and the International Criminal Tribunal of Rwanda (ICTR) have found that sexual violence constitutes a criminal act under international law, as a form of

¹⁷ United Nations, *Women's Participation in Peacebuilding: Report of the Secretary-General*, 2010.

¹⁸ UNIFEM, "Women, Peace & Security: CEDAW and Security Council Resolution 1325: A Quick Guide," (New York: UNIFEM, 2006), 33. Available from http://www.unifem.org/attachments/products/CEDAWandUNSCR1325_eng.pdf

¹⁹ "General Discussion on 'women in conflict and post-conflict situations': Press release," *OHCHR website*, (Geneva: Office for the High Commissioner for Human Rights, 2011). Available from: <http://www2.ohchr.org/english/bodies/cedaw/discussion2011.htm>

²⁰ United Nations Peacebuilding Commission, "Mandate of the Peacebuilding Commission," *United Nations Peacebuilding Commission*. Available from: <http://www.un.org/peace/peacebuilding/mandate.shtml>

²¹ Peacebuilding Commission, *Concept Note - Working Group on Lessons Learned Gender and Peacebuilding: Enhancing Women's Participation*, (New York: United Nations, 2008).

²² Nicola Popovic, "Costing and Financing Resolution 1325," (New York: GNWP, Cordaid, 2010), 35.

torture,²³ a war crime, as a crime against humanity²⁴ and as a constitutive act of genocide.²⁵ Though it is not formally a part of the UN system, the International Criminal Court (ICC) has built on these provisions and developed precise definitions of sexual violence which under the Rome Statute can constitute grave breaches of the Geneva Conventions, crimes against humanity and war crimes and therefore, can be prosecuted under international criminal law.²⁶

Building on the normative framework established through the WPS resolutions, many of the United Nations' programs, funds, and research and training institutes have been involved in supporting the implementation of the resolutions, including national initiatives. Each entity has a different approach to women, peace and security issues and a different way of operationalizing support of the implementation and promotion of the resolutions.

Previously, the UN's four gender entities were specifically mandated to work on the WPS resolutions. These entities were the Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI); the Division on the Advancement of Women (DAW); the United Nations Development Fund for Women (UNIFEM); and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW). Each of these entities had different mandates and despite efforts to coordinate projects and activities, there was still overlap and duplication of efforts between the groups. For example, a staff member in OSAGI noted the overlap of UN activities at the country level: "in Liberia, the influx of funding into the post conflict environment brought with it a plethora of initiatives for women. Lack of cooperation between the donors and implementing organisations led to duplication of activities, ad hoc activities and unhealthy competition."²⁷

For this reason, among others, in July 2010 the General Assembly established the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). All ongoing projects of the four former UN gender entities are now being carried out under UN Women. Projects related to the WPS resolutions are coordinated by the gender, peace and security cluster of UN Women based in New York. These include projects in different geographic regions, supporting national action planning processes and moving the debate around internationally measurable indicators forward. During the ongoing transition process, UN Women accepted responsibility for all activities that have been, and are being, undertaken by the four former gender entities and developed joint work plans. These work plans aim to ensure that the activities of the different projects supporting gender, peace and security issues are carried out in a more complementary, efficient and effective way. Specific thematic areas include sexual violence in armed conflicts, gender and security sector reform, the implementation of resolution 1325, and gender and transitional justice. Additionally, the regional and national offices of the former UN entities now working under UN Women will extend their projects and activities.

In addition to the gender-specific entities, other UN groups that work on security and development issues have supported the implementation of the WPS resolutions or have included a gender perspective in their activities. Other main actors include the Department of Political Affairs (DPA), the Department of Peacekeeping Operations (DPKO), the Office for the Coordination of Humanitarian Affairs (OCHA), the UN Children's Fund (UNICEF), the UN

²³ Prosecutor v. Furundzija, Judgment, Appeals Chamber Judgment, IT-95-17/1 –A, 21 July 2000.

²⁴ The Prosecutor v. Dragoljub Kunarac, Radomir Kovac and Zoran Vukovic - Case No. IT-96-23 & IT-96-23/1 – A, Judgment of Trial Chamber II, 12 June 2002

²⁵ AKAYESU, Case No. ICTR-96-4-T (2 September 1998) Judgment, at para. 416

²⁶ Arts. 7(1)(g)-1, 8(2)(b)(xxii)-1. Elements of Crimes of the Statute of the International Criminal Court, ICC-ASP /1/3

²⁷ OSAGI, *Independent Evaluation of the System-wide Action Plan for 2008-2009 for Security Council Resolution 1325 (2000)*, (New York: United Nations, 2010), 20.

Population Fund (UNFPA) and the UN Development Program (UNDP). Each of these entities has specific projects focusing on the promotion and implementation of the resolutions, both directly and indirectly, and have brought a different focus to their activities on the resolutions.

The Department of Political Affairs (DPA) supports the inclusion of women in high-level positions within the UN system and in high-level positions in other peace and security bodies, including in the governments of Member States. This has taken the form of advocacy through CEDAW as well as the WPS resolutions. Additionally, DPA has worked to build the capacity of women leaders to participate in various political processes around the world, for example in Guinea-Bissau.²⁸

The Department of Peacekeeping Operations has actively worked to mainstream a gender perspective into all functional areas of peacekeeping. This has included work towards increasing the number of women in peacekeeping missions, with a goal of having women make up 20 percent of police officers and 10 percent of the military in peacekeeping operations by 2014.²⁹ DPKO has also created policy documents and operational guidance for integrating gender, such as the 2010 *Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*.³⁰ Peacekeeping missions have worked to integrate gender in national peace and security processes, such as in disarmament, demobilization and reintegration and security sector reform, though progress in this area has been mixed.³¹

Like DPKO, the Office for the Coordination of Humanitarian Affairs works to mainstream gender throughout its work, recognizing that integrating gender is a shared responsibility of all staff. OCHA issued a policy on gender equality in 2005³² and now requires that all regional and country offices as well as headquarter branches to develop, implement and report on a Gender Action Plan (GAP). The Office has also worked to improve its reporting on sex- and age-disaggregated data to better understand the needs of women, men, boys and girls.³³ As a member of the Inter-Agency Standing Committee's Sub-working Group on Gender, OCHA has contributed to the creation of resources such as the *IASC Gender Handbook*³⁴ and to the

²⁸ United Nations Department of Political Affairs, *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*, (New York: UNDP, 2007). Available from: http://www.peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/DPA/dpa_1325actionplanpart1_2008-2009_.pdf

²⁹ United Nations Department of Peacekeeping Operations, "United Nations in global effort to increase number of female police in peacekeeping operations," (New York: UNDPKO, 7 August 2009). Available from <http://reliefweb.int/node/319752>

³⁰ United Nations Department of Peacekeeping Operations and Department of Field Support, "DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations," (New York: UNDPKO, UN DFS, March 2010). Available from: http://www.un.org/en/peacekeeping/documents/dpko_ dfs_ gender_ military_ perspective.pdf

³¹ United Nations Department of Peacekeeping Operations and Department of Field Support, "Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping," (New York: UNDPKO, UN DFS, 2010). Available from: http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/DPKO/dpko_10yearimpacts_tudy1325_.pdf

³² Office for the Coordination of Humanitarian Affairs, "2010 Gender Action Plan, including summary of GAP 2009," (New York: UNOCHA, 2010), 3. Available from http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/OCHA/ocha_genderactionplan_2010.pdf

³³ United Nations Office for the Coordination of Humanitarian Affairs, "Thematic Areas: Gender Equality," *United Nations Office for the Coordination of Humanitarian Affairs*, <http://www.unocha.org/what-we-do/policy/thematic-areas/gender-equality>

³⁴ Inter-Agency Standing Committee, *Women, Girls, Boys and Men: Different Needs – Equal Opportunities*, (New York: Inter-Agency Standing Committee, 2006).

Gender Standby Capacity Project (GenCap) which aims to provide technical support on gender equality programming to Humanitarian Coordinators and Cluster Leads.³⁵

Both DPKO and OCHA, as well as other UN entities, have been active in working to eliminate sexual exploitation and abuse by UN staff members. OCHA co-chairs, and DPKO is a member of, the Task Force on Protection from Sexual Exploitation and Abuse which aims to support “the establishing of UN and NGO policies and develops tools so as to assist in protecting from sexual exploitation and abuse.”³⁶ The Task Force organizes its work under four pillars: engagement with and support of local population; prevention; response; and management and coordination.³⁷ DPKO and its peacekeeping missions have adopted a zero tolerance policy aimed at completely eliminating sexual exploitation and abuse carried out by peacekeepers.³⁸

A wide range of UNICEF’s activities and projects are directly relevant to the implementation of the WPS resolutions even when they are not directly referenced. Many of these activities have focused on protection, including the direct provision of support services and protective measures. For example, the Secretary General’s 2009 report on WPS states that “UNICEF supports gender-based violence programming efforts in approximately 15 countries affected by conflict or civil unrest or natural disaster...In the first half of 2009, in the eastern Democratic Republic of the Congo, UNICEF partners enabled 9,347 survivors of sexual violence to receive psychosocial support and 7,153 survivors to receive medical care.”³⁹ UNICEF has also been active in promoting gender equality in emergency response and developing gender-sensitive early warning systems.⁴⁰

Similarly, UNFPA has worked to provide direct services as well as to undertake advocacy on the WPS resolutions. UNFPA’s focus is generally on reproductive health and rights, including protection from and response to SGBV. This has included supporting the capacity-building of security providers, including police, to address and respond to SGBV.⁴¹ In response to the Security Council’s call for the development of a System-wide Action Plan on Resolution 1325 (see below), UNFPA held a consultative meeting in Bucharest, Romania to define UNFPA’s role in implementing the resolution and particularly in addressing gender-based violence in conflict situations. The outcomes from the consultation were published in

³⁵ United Nations Office for the Coordination of Humanitarian Affairs, *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*, (New York: UNOCHA, 2007), 2. Available from:

http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/OCHA/ocha_1325actionplan_2008-2009.pdf

³⁶ United Nations Protection from Sexual Exploitation and Abuse by UN and Related Personnel, “Task Force on Protection from Sexual Exploitation and Abuse,” <http://www.un.org/en/psataskforce/taskforce.shtml>

³⁷ United Nations Protection from Sexual Exploitation and Abuse by UN and Related Personnel, “Addressing Sexual Exploitation and Abuse,” <http://www.un.org/en/psataskforce/addressing.shtml>

³⁸ United Nations, “UN will enforce ‘zero tolerance’ policy against sexual abuse, peacekeeping officials says,” (New York: United Nations News Centre, 5 January 2007. Available from:

<http://www.un.org/apps/news/story.asp?NewsID=21169&Cr=sex&Cr1=abuse>

³⁹ United Nations, *Women, peace and security: Report of the Secretary-General (S/2009/465)*. (New York: United Nations, 16 September 2009), para. 41.

⁴⁰ United Nations Children’s Fund, *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*, (New York: UNICEF, 2007). Available from http://www.peacewomen.org/assets/file/Resources/UNPolicyActionPlans/unicef_actionplan_2009.pdf

⁴¹ United Nations, *Women, peace and security: Report of the Secretary-General (S/2010/498)*. (New York: United Nations, 28 September 2010), para. 35.

“Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict.”⁴²

The United Nations Development Program, which is one of the largest UN entities, has also been working on different dimensions of women’s empowerment, such as democratic governance, poverty reduction, crisis prevention and recovery, environment and energy, and HIV/AIDS. UNDP’s Eight Point Agenda specifically mentions the requirement to support the implementation of resolution 1325.⁴³ UNDP supports access to justice and security for women and girls, particularly victims of sexual violence, through its Global Programme on Strengthening the Rule of Law in Conflict and Post-Conflict Situations which targets 20 conflict and post-conflict countries with support in developing comprehensive and integrated rule of law programs.⁴⁴ UNDP has also supported women’s leadership development among other activities.⁴⁵

As can be seen from the examples above, UN activities in support of the resolutions range from development interventions to humanitarian assistance all carried with different mandates and approaches. Because of the wide range of activities undertaken by these and other UN entities in the areas of WPS, in 2004 the UN Security Council called for the development of a UN System-wide Action Plan (SWAP). The SWAP was developed and subsequently coordinated by OSAGI and is undertaken on a bi-annual basis. Though it was created in order to help coordinate and plan activities strategically rather than acting as a plan of action, the SWAP can be viewed more as a mapping of the various initiatives undertaken by different UN entities. In order to complete the SWAP, UN entities are asked to fill out a form that details the entity’s initiatives on WPS, what thematic areas are covered by the initiative, results and indicators associated with the initiative, and details such as location, timeline and resources. For this and other reasons, and despite the high hopes for the SWAP, an evaluation of the SWAP undertaken by OSAGI in 2010 showed that it was largely ineffective as a results-based programming tool, as a monitoring tool, and as a reporting on results tool.⁴⁶ Additionally, while the evaluation found that the SWAP had improved UN coordination on WPS issues to some extent, “the evaluation concludes...that minimum standards in coordination...have not been met.”⁴⁷

Another way that the UN has tried to coordinate its activities was through the establishment in 2001 of the Women, Peace and Security Task Force.⁴⁸ The task force was previously headed by OSAGI and is now coordinated by UN Women. The task force’s overall goal is “to play a critical role in the advocacy for and coordination of the United Nations system’s joint response to women, peace and security, in partnership with Member States and non-governmental organizations, based on the Security Council resolution 1325 (2000) on women, peace and security and in line with the critical area of concern for the Beijing Platform for Action - women and armed conflict.”⁴⁹ Its over twenty members⁵⁰ include representatives

⁴² United Nations Population Fund, “Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict,” (New York: UNFPA, 2005). Available from http://www.unfpa.org/webdav/site/global/shared/documents/publications/2006/resolution_1325.pdf

⁴³ United Nations Development Programme, “Eight Point Agenda: Practical, positive outcomes for girls and women in crisis,” UNDP http://www.undp.org/cpr/we_do/8_pa.shtml

⁴⁴ United Nations, *Women, peace and security* (S/2009/465), para. 42.

⁴⁵ United Nations, *Women, peace and security* (S/2010/498). para. 57.

⁴⁶ OSAGI, *Independent Evaluation*, 2010, iv.

⁴⁷ *Ibid.*, 3

⁴⁸ See <http://www.un.org/womenwatch/ianwge/activities/tfwpssecurity.htm>

⁴⁹ Interagency Network on Gender Equality, “Taskforce on Women, Peace and Security,” *United Nations* <http://www.un.org/womenwatch/ianwge/activities/tfwpssecurity.htm>

from different UN entities and regional representations as well as civil society organizations. The task force holds monthly meetings in New York and with members who call in remotely. During these meetings, various issues are discussed such as joint reporting and coordinating input for the Secretary General's report. While the task force has been useful for exchanging information about ongoing WPS initiatives and activities, a majority of the respondents to the SWAP evaluation found that the task force meetings were usually attended by junior level staff, "which indicates a de-prioritisation of women, peace and security issues."⁵¹

While the task force aims to coordinate the overall activities, programs and implementation strategies at the institutional level, the Secretariat has strongly recommended further work on collaboration and coordination between UN entities at the country level.⁵² Indeed, despite many successful coordination efforts, the number of activities, projects and interventions undertaken by actors including the UN, civil society organizations, Member States, regional bodies, private investors, and military personnel can be burdensome and extremely difficult to coordinate particularly in post-conflict countries.

Another way that the UN has worked to coordinate its action on WPS issues is through UN Action Against Sexual Violence in Conflict (UN Action) which is made up of 13 UN entities working on these issues.⁵³ By bringing these groups together, UN Action aims to "amplify existing efforts across the UN system and its peacekeeping operations to address conflict-related sexual violence – reinforcing "good practice", strengthening coordination and avoiding duplication of effort."⁵⁴ UN Action carries out country level action working with UN Country Teams and Peacekeeping Operations, advocacy, and knowledge management around issues of sexual violence in armed conflict.⁵⁵ Additionally, in December 2010, the Secretary-General's Policy Committee tasked the network with developing, monitoring, analyzing and reporting arrangements, including the development of early-warning indicators on conflict-related sexual violence.⁵⁶ The Chair of UN Action is the Secretary-General appointed Special Representative on Sexual Violence in Conflict, Margot Wallström. In her first year, Ms. Wallström also created a five-point priority agenda: addressing impunity; empowering women to seek redress and claim

⁵⁰ Department of Economic and Social Affairs, Department of Field Support, Department of Peacekeeping Operations, Department of Public Information, Economic and Social Commission for Asia and the Pacific, Economic and Social Commission for Western Asia, International Labour Organization, International Organization for Migration, Office for the Coordination of Humanitarian Affairs, OHCHR, OSAGI, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, UNICEF, United Nations Democracy Fund, UNIFEM, UNDP, United Nations Forum on Forests, United Nations Fund for International Partnerships, UNHCR, UNIDO, UN-INSTRAW, United Nations Interregional Crime and Justice Research Institute, United Nations Mine Action Service, United Nations Office for Project Services, UNFPA, UNRWA, United Nations System Staff College, World Bank, WFP.

⁵¹ OSAGI, *Independent Evaluation*, 2010, 3.

⁵² United Nations, *Delivering as One -Report of the Secretary-General's High-Level Panel*, Secretary-General's High-level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance, and the Environment, (New York: United Nations, 2006).

⁵³ DPA, DPKO, the UN Office for the Coordination of Humanitarian Affairs (OCHA), the UN Office on Drugs and Crime (UNODC), the Joint UN Programme on HIV/AIDS (UNAIDS), UNDP, UNFPA, the Peacebuilding Support Office (PBSO), UNICEF, UN Women, the UN Office of the High Commissioner for Human Rights (OHCHR), the UN High Commissioner for Refugees (UNHCR), and the World Health Organization (WHO).

⁵⁴ United Nations Action Against Sexual Violence in Conflict, *Strategic Framework 2011-12* (New York: United Nations, January 2011), 4. Available from http://www.stoprapenow.org/uploads/images/features/pdf/UNASF_2011-12_final.pdf.

⁵⁵ United Nations Action Against Sexual Violence in Conflict, "About UN Action," *United Nations* <http://www.stoprapenow.org/about/>

⁵⁶ United Nations Action, *Strategic Framework 2011-12*, 3.

their rights; mobilizing political leadership; increasing recognition of rape as a tactic and consequence of conflict; and ensuring a more coherent UN response.⁵⁷

Despite some positive results that have come out of coordination efforts at both the institutional and country levels, there have been many instances of overlapping activities, which civil society actors see critically. CSOs, including women's organizations, have acted as watchdogs over UN activities as well as over national implementation efforts. NGOs have been critical about the results of the different projects and programs developed and carried out by the UN, especially about coordination between the different entities as well as the UN's inclusion of other organizations and local actors in its planning: "the UN has struggled to establish a unified or coherent means of supporting conflict prevention, peacemaking and peacebuilding in many countries, particularly those where UN peacekeeping missions are not present. One result is that agencies have created their own internal divisions for crisis prevention and recovery related work. Duplication of efforts on some issues notably SGBV awareness raising is common, while other issues important to the 1325 agenda earn even less attention."⁵⁸ This seems to demonstrate that the coordination measures that the UN has undertaken to date have not been adequate and need to be improved.

c. Overview of implementation strategies at the national level for the Women, peace and security Resolutions

As noted above and as emphasized in the resolutions themselves, Member States are expected to have the largest share of responsibility in implementing the WPS resolutions. States are the main actors in the realm of peace and security given their involvement in armed conflicts, as contributors to peacekeeping missions, and as Member States to the United Nations and other security bodies. Additionally states are foremost responsible for ensuring that the security needs of their citizens are met.

Because of the responsibility placed on them, Member States have developed a number of different methods for translating the mandates in the WPS resolutions into action at the national level. This section aims to give an overview of these methods in order to provide further background to feed into the discussion of UN support of national activities.

A number of countries have integrated resolution 1325 and/or gender into their peace and security policies or into their national legislation in general. One example of this is Argentina's integration of gender into its defense policies. Another method of implementation has been the inclusion of the resolutions' provisions into overall action plans on women, as seen in Fiji.⁵⁹

One of the main ways that Member States have implemented the WPS resolutions, particularly resolution 1325, is through National Action Plans. This type of policy document "details the actions that a government is currently taking, and those initiatives that it will undertake within a given time frame to meet the obligations contained in Resolution 1325."⁶⁰ The Security Council has welcomed the implementation of such plans and has specifically called on more states to create these plans.⁶¹ These statements have been reiterated by the Secretary-

⁵⁷ United Nations, *Women, peace and security* (S/2010/498). para. 23.

⁵⁸ Sanam Anderlini and John Tirman, *What the Women Say - Participation and UNSCR 1325- A case Study Assessment*, (New York: ICAN, MIT, 2010).

⁵⁹ Website of the government of Fiji: http://www.fiji.gov.fj/publish/page_11775.shtml

⁶⁰ Nicola Popovic, Minna Lyytikainen, and Corey Barr, *Planning for Action on Women, Peace and Security: National-level Implementation of Resolution 1325 (2000)*, (New York: OSAGI, UN-INSTRAW, International Alert, 2011), 27-28.

⁶¹ See Presidential Statements S/PRST/2004/40 and S/PRST/2005/52, as well as Resolution 1889 S/RES/1889, preamble.

General's annual reports. To date, 26 countries⁶² have created National Action Plans and many others are in the process of creating plans, such as in Australia and Serbia, as well as updating plans, such as in the United Kingdom, Switzerland and Sweden.

One of the main differences between the NAPs to date is the dichotomy between NAPs in developed countries and those promulgated in post-conflict countries. In developed countries, NAPs largely focus on security issues outside of the country, for instance, the implementation of resolution 1325 in development cooperation and in contributions to peacekeeping operations. In contrast, NAPs in post-conflict countries focus on the internal security needs and threats within the country, planning for action in post-conflict reform efforts. While the first NAPs were passed by developed countries, a greater number of post-conflict countries have been undertaking the formulation of these plans. This is due to a number of factors, including increasing political pressure to pass an NAP, but it could also be argued that it is due to the increase in funding of projects that have been provided to developing NAPs, including at the UN level, as well as through other multilateral and bilateral donors that have dedicated resources through their own NAPs.

In addition to the policy efforts of Member States, a number of other Member States have created working groups and task forces to promote the implementation of the resolutions. For example, the Ministry of Foreign Affairs of Colombia and the Presidential Advisory Office on Gender Equality created a working group on women, peace and security to support the participation of women in the country's ongoing struggle for peace. In Azerbaijan, a "Coalition 1325" was created that is made up of women parliamentarians, NGOs, and media representatives. The purpose of the coalition is to raise awareness of Resolution 1325 and women's roles in decision-making.⁶³

Another interesting initiative that Member States have undertaken to bolster national-level implementation of Resolution 1325 is the process of "twinning". This process has been undertaken by a number of different partner countries. It has generally consisted of one developed country and one post-conflict country pairing together as they form National Action Plans in a process of collaborative cross-learning. This can help developed countries to integrate perspectives from conflict-affected countries into their NAPs and can help to provide conflict-affected countries with resources to implement in the planning process.⁶⁴

Civil society organizations have also been active in the implementation of the WPS resolutions at the national level. In many cases, CSOs have used the resolutions as tools to advocate to their governments for women's involvement in and the inclusion of women's rights in peace and conflict processes. CSOs have also undertaken research activities and data collection to inform policy-making and advocacy efforts. CSOs have implemented trainings, such as leadership trainings for women. In many countries, CSOs have also participated substantially in the formation of NAPs, many times with the support of the UN. For instance, in the Netherlands, when it was discovered that the government was drafting an action plan, CSOs joined together to form a platform to give recommendations and feedback on the plan. Because of their efforts, CSOs became a regular part of the planning process and eventually became

⁶² The countries that have created National Action Plans to date are: Austria (2007), Belgium (2009), Canada (2010), Chile (2009), Cote D'Ivoire (2007), Denmark (2005 and 2008), the Democratic Republic of Congo (2010), Estonia (2010), Finland (2008), France (2010), Iceland (2008), Italy (2011), Liberia (2009), Nepal (2010), the Netherlands (2007), Norway (2006), the Philippines (2010), Portugal (2009), Rwanda (2010), Sierra Leone (2010), Spain (2007), Sweden (2006 and 2009), Switzerland (2007 and 2010), Uganda (2008), and the United Kingdom (2010).

⁶³ United Nations, *Women, peace and security* (S/2010/498). para. 10.

⁶⁴ Department of Foreign Affairs Ireland, *Cross Learning Process on UN Security Council Resolution 1325*, 2010.

signatories and official implementing partners of the plan.⁶⁵ Additionally, CSOs in the Philippines and in Sierra Leone were largely responsible for the formation of their countries' NAPs. The West Africa Network for Peacebuilding (WANEP), the Mano River Women's Peace Network and the Women in Peacebuilding and Security Network have had extensive input into the Sierra Leone National Action Plan.

As described above, national implementation strategies on women, peace and security issues have increased over the last decade and have involved different actors inside and outside responsible government agencies. The connection between the efforts made on the international level and the local impact must be made and connected as well as evaluated. The next section aims to outline how this has happened through the United Nations system.

3. Linking the Global to the Local

a. Specific actions by different UN entities aimed at bolstering national implementation efforts

The translation of international norms into action and concrete changes on the national and local levels not only depends on the local context and environment, but also on the interplay between the different actors working on WPS issues. This section aims to outline how international projects and initiatives have supported the implementation of the WPS resolutions on the national level. As the previous sections have highlighted, a variety of actors have responsibilities spelled out in the WPS resolutions. While Member States are the key actors responsible for implementing the resolutions, UN entities also have significant responsibilities defined in the resolutions and have been called upon by the UN Security Council to support implementation. While the section above aimed to give an overview of UN entities involved in, and the coordination of, WPS issues, this section looks at specific initiatives that UN entities have undertaken at the national level.

A number of UN entities have been involved in the advocacy for and subsequently the formulation of NAPs on resolution 1325 (and sometimes on resolution 1820). In this area, entities have undertaken a number of different activities, including facilitating dialogues and providing technical assistance, capacity-building, and the gathering and publication of research and data on WPS issues. UN entities, including peacekeeping missions, have been directly involved in the planning processes and creation of NAPs. For example, the Office of the Gender Advisor of the UN Mission in Liberia was directly involved in supporting the country's national action planning process. Similarly, in collaboration with UNDP, the Ministry of Gender, women's networks, and other branches of the missions, the Gender Office of the UN Mission in the Democratic Republic of Congo "organized workshops and sponsored research to inform development of a national action plan".⁶⁶ UNFPA has been active in the development of Nepal's NAP, including "sharing and improving local knowledge of the provisions of the resolution; promoting the inclusion of women in all steps and levels of the peace process; ensuring adequate protection for women and girls in the post-conflict situation; and facilitating the implementation of the recommendations of the resolution with wide participation of key Nepalese stakeholders."⁶⁷

⁶⁵ Popovic, Lyytikainen, and Barr, *Planning for Action on Women, Peace and Security*, 60. 63 – 64 in draft.

⁶⁶ United Nations. *Women, peace and security S/2009/465*, para 27.

⁶⁷ United Nations. *Women, peace and security S/2009/465*, para 49.

UN entities have held both in person and virtual dialogues. In 2007, OSAGI held two regional High-Level Policy Dialogues, one in Santiago, Chile and one in Addis Ababa, Ethiopia. These dialogues brought together representatives from different government ministries in order to raise awareness of the resolution, highlight key areas of concern, and build capacity for the development of NAPs or other strategies for national-level implementation.⁶⁸ During the Global Open Day for Women and Peace in 2010, DPA, the Department of Peacekeeping Operations (DPKO), UNDP and UNIFEM supported over 20 dialogues on gender issues in peace and security between women's groups and senior UN officials in a number of conflict-affected countries. These dialogues aimed to enable women "to share their priorities and concerns with the international community and provided a model for more regular dialogue between women of civil society and Special Representatives of the Secretary-General and Resident Coordinators."⁶⁹

UN entities have also developed a great deal of information, tools, guidelines, data, and analysis that can be used for advocacy, training, planning, and policy-making at the national level. For example, directly related to the creation of NAPs, in 2005 UN-INSTRAW published "Security Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security".⁷⁰ A major initiative in this area has been the work to form a set of indicators as called for in resolution 1889. These indicators are meant to "serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation."⁷¹ While the creation of the indicators did engage other actors, particularly NGOs, Member States and independent experts, the process was coordinated by the UN's Technical Working Group on Global Indicators (TWGGI) which was headed by OSAGI with technical support from UNIFEM. The resulting 26 indicators were published in the Secretary-General's 2010 report on WPS⁷² and supported by the Security Council.⁷³

Another way that UN entities have been involved in national level implementation efforts has been with the provision of training for national peace and security actors, or building the capacity of women to be involved in national peace and security processes. For example, in 2010, UNIFEM provided trainings, including in Rwanda, on gender-based violence, gender and human rights to national police forces in order to ensure gender-sensitive policing.⁷⁴ UNIFEM has also supported local women's groups in working with police, judiciary and traditional authorities to better respond to sexual violence.⁷⁵ In the area of participation, UNDP has trained women to serve as political leaders in order to increase the number of female candidates in national elections.⁷⁶

It is clear that UN entities have carried out numerous and varied activities aimed at implementing the WPS resolutions on different levels. Despite this wealth of activities, there

⁶⁸ OSAGI, Department of Economic and Social Affairs (DESA) and Economic Commission for Latin America and the Caribbean (ECLAC), *Report of the High-Level Dialogue, High-Level Policy Dialogue on National Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*, (New York: OSAGI, 2007), 3. Available from http://www.un.org/womenwatch/osagi/cdrom/documents/Report_HLPD_National_Impl_SCR1325_LAC.pdf, 3

⁶⁹ United Nations, *Women, peace and security* (S/2010/498). para. 62.

⁷⁰ Kristin Valasek, *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security* (Santo Domingo: UN-INSTRAW, 2006).

⁷¹ S/RES/1889, para. 26.

⁷² United Nations, *Women, peace and security* (S/2010/498).

⁷³ United Nations, *Security Council Presidential Statement S/PRST/2010/22*, (New York: United Nations, 2010).

⁷⁴ United Nations, *Women, peace and security* (S/2010/498). para. 35.

⁷⁵ *Ibid.*, para. 37.

⁷⁶ United Nations, *Women, peace and security* (S/2010/498). para. 41.

seems to have been little reflection on the actual impact of these efforts. For example, while the increasing number of NAPs is commendable, to date there is an informational gap in what the impact of these plans has been: “Indeed, the existence of the policies is partially counterproductive, as governments can claim credit for them but are rarely questioned or assessed on their implementation and impact.”⁷⁷ This is also crucial with regards to trainings of national actors. In their study on resolution 1325, Sanam Anderlini and John Tirman reference a UNDP evaluation of political participation trainings in Sri Lanka found that while a large number of women had received the training, there was little attention given to the impact of the trainings: “...there was no nexus between the numbers of women trained...and the numbers that get nominated or even elected...Political parties were not tapping into the pool of ‘trained’ women.”⁷⁸

In order to know if the involvement of women and consideration of gender issues in peace and security processes has had a positive impact on gender equality and sustainable peace, change within a society must be directly connected to an activity undertaken. Such activities and initiatives are ideally evaluated and critically reviewed in order to ensure a positive impact. The inclusion of the population affected by, and involved in, these activities in such reviews and evaluations is vital to being able to really understand if and how change is happening, and whether this change is positive or negative. In this context, it is not only important to measure change but also to learn from its effects: Has the change caused been the change that was intended? Are there “side effects” that can have a negative impact? Is this change sustainable? Addressing such questions can be a productive step in the creation of an inclusive and interactive circle of reciprocal learning that effectively builds capacity based on, and adapted to, the local needs and context.

b. Learning lessons and building capacity - recommendations

As noted above, some of the WPS implementation efforts undertaken by UN entities, as well as bilateral and multilateral donors have focused on building the capacity of local actors in a variety of areas. An overarching issue with capacity-building and other activities carried out by the UN is whether they respond to national and local priorities and needs. The success of the implementation of WPS initiatives highly depends on how objectives and activities are defined, and how they are implemented in relation to such priorities and needs. An assessment that allows actors and groups that could be affected by the future intervention to participate in the planning phase of the project, define priorities and share input, is one measure that could help to engage the affected population. Participatory and transparent processes which recognize all actors involved as equal participants in the planning and implementation of a project is essential for project design that addresses the needs of a given population and which can truly work to create security, equality and sustainable peaceful institutional structures. This is particularly important considering the highly variant cultural concepts of gender and security issues. It is therefore important to have a direct exchange between policy makers, the implementing agency and the population affected.

One of the main challenges in the current international donor system which applies at the UN level as well is how projects and priorities are identified. National action planning processes

⁷⁷ Anderlini and Tirman, *What the Women Say*, 34.

⁷⁸ *Ibid.*, 27.

in several European countries have shown the absence of the target audience of activities in the planning process. As noted above, these action plans largely identify interventions focused outside of the country, connected to a country's foreign and development policies. This directly affects countries in developing or (post) conflict contexts, yet often these objectives have been defined without the input of civil society organizations or the people subsequently affected by the respective interventions. This subsequently impacts funding provided to implementing organizations, such as UN entities which may receive funding for specific projects which have not been designed with such input.

When undertaking work to recognize women that have lived in conflict contexts as agents of peace, it is necessary to include the voices of these women directly in the planning of the interventions themselves. For this reason, the European Peacebuilding Liaison Office (EPLO) recommends: "Sharing information with and consulting CSOs, including women's organizations, in conflict-affected countries prioritized for action would ensure relevance of the action plan and support stronger monitoring processes. It is important to provide specific funds to support the participation of women from conflict affected countries in European NAP processes."⁷⁹ This can help to make the planning and implementation process more transparent and participatory. Additionally, the participation of local CSOs can enrich and inform the projects and activities planned with background information external actors might not otherwise obtain.

Such participatory processes should extend to project evaluation as well. Any effective evaluation of initiatives undertaken by UN entities needs to include the voices of the people affected by a given intervention in assessing the impact. Such evaluation would then ideally feed back into the project cycle, guiding further activities. Evaluating how a process has been and how "end recipients" feel about the success of an intervention can thereby be included in the next project and programming. Additionally, more needs to be done to assess the outcomes and impact of WPS projects undertaken by the UN. While there are difficulties in measuring changing gender dynamics and in making a direct connection between a given project and a given change, project evaluation should strive to measure this in some way. Evaluations should also be undertaken to measure short-term changes as well as long-term changes.

Another issue is how the UN builds its own capacity and learns from the activities and projects that it undertakes in WPS implementation efforts also based on internal evaluations with collaborating parties. While the capacity-building initiatives undertaken by the UN are focused on bolstering national capacity, such initiatives as well as advocacy and awareness-raising can be seen as learning processes for the UN as well. In this way, such nationally-focused initiatives can be seen as mutually beneficial, establishing circular learning processes between UN entities and national actors. Such circular learning is much like the aforementioned twinning processes that have been established at the bilateral level whereby a post-conflict country partners with a developed country to exchange information, priorities, and learn from one another. Unequal power relations govern the donor-recipient dynamic as well as the relationship between a United Nations entity and local civil society organization. UN entities implementing activities at the national and local levels should be aware of and reflective about this dynamic as they try to establish circular learning processes.

Resolution 1325 and the following resolutions on women peace and security have stipulated action planning processes and numerous activities that have gender equality and

⁷⁹ European Peacebuilding Liaison Office, *UNSCR 1325 In Europe, 21 case studies of implementation*, (Brussels: EPLO, 2010), 77. Available at: <http://www.proequality.cz/res/data/007/000870.pdf>.

sustainable peace as their objective. The continuous revision of these activities, the collaboration between different actors and mutual learning is needed to ensure the adaption of the activities to different country context and developments and changes over time. Reaching a change of attitudes and social dynamics that have grown over decades and centuries will take time and an ongoing evaluation of all actors. The United Nations play a key part in this area. Implementation at the national level is a mutual learning process that involves international, national and local actors. Only in collaboration and building each other's activities can a full implementation of the women, peace and security Security Council resolutions be achieved.

Recommendation 1: WPS project planning, implementation, monitoring and evaluation should be carried out in a participatory way, involving civil society actors from the target countries in an inclusive way.

Recommendation 2: WPS project monitoring and evaluation should be carried out continuously and should look at the short- and long-term impact of project activities.

Recommendation 3: Feedback from local actors on the success and progress of project activities should feed back into next phase of project planning and programming as well as into policies and action planning.

Recommendation 4: Capacity building activities shall be seen as a mutual learning process rather than a unilateral transfer of information.

Recommendation 5: The UN and other actors should reflectively engage in the design, implementation and evaluation of WPS projects, taking into account power dynamics that exist between UN entities and civil society actors.

4. Bibliography

Anderlini, Sanam and John Tirman. *What the Women Say- Participation and UNSCR 1325 - A case Study Assessment*. New York: ICAN, MIT, 2010.

Butler, Maria. *Women, peace and security Handbook*. New York: PeaceWomen, 2010.
Department of Foreign Affairs, Ireland. *Cross Learning Process on UN Security Council Resolution 1325. Voices of Experience*. Dublin: DFA Ireland, 2010.

European Peacebuilding Liaison Office. *UNSCR 1325 In Europe, 21 case studies of implementation*. Brussels: EPLO, 2010. Available from:

<http://www.proequality.cz/res/data/007/000870.pdf>

“General Discussion on ‘women in conflict and post-conflict situations’: Press release.” *OHCHR website*. Geneva: Office for the High Commissioner for Human Rights, 2011. Available from:

<http://www2.ohchr.org/english/bodies/cedaw/discussion2011.htm>

Global Network of Women Peacebuilders. *Ensuring Accountability to UNSCR 1325 and 1820 using CEDAW reporting mechanisms*. New York: GNWP, 2010. Available from:

<http://www.gnwp.org/wp-content/uploads/2010/11/Cedaw-1325-1820-synergy2.pdf>

Inter-Agency Standing Committee. *Women, Girls, Boys and Men: Different Needs – Equal Opportunities*. New York: Inter-Agency Standing Committee, 2006.

NGO Working Group on Women, Peace and Security. *SCR 1325 and the Peacebuilding Commission: Security Council Resolution 1325 on Women, Peace and Security-Six Years on Report*. New York: NGO Working Group on Women, Peace and Security, 2006.

Popovic, Nicola. *Costing and Financing Resolution 1325*. New York: GNWP, Cordaid, 2010

Popovic, Nicola, Minna Lyytikainen, and Corey Barr. *Planning for Action on Women, Peace and Security: National-level Implementation of Resolution 1325 (2000)*. New York: OSAGI, UN-INSTRAW, International Alert, 2011.

Santos, Rita, Tatiana Moura, and Silvia Roque. “UNSCR 1325: Is it only about war? Armed Violence in Non-War Contexts.” Coimbra: Oficina de Centro de Estudos Sociais, March 2010.

United Nations. *Security Council Presidential Statement (S/PRST/2010/22)*. New York: United Nations, 2010.

United Nations. *Women’s Participation in Peacebuilding; Report of the Secretary-General (A/65/354–S/2010/466)*. New York: United Nations, 2010.

United Nations. *Women, peace and security: Report of the Secretary-General (S/2010/498)*. New York: United Nations, 28 September 2010.

United Nations. *Women, peace and security: Report of the Secretary-General*. (S/2009/465). New York: United Nations, 16 September 2009.

United Nations. “UN will enforce ‘zero tolerance’ policy against sexual abuse, peacekeeping officials say.” New York: United Nations News Centre, 5 January 2007. Available from: <http://www.un.org/apps/news/story.asp?NewsID=21169&Cr=sex&Cr1=abuse>

United Nations. *Gender mainstreaming in the work of the United Nations on peace and security*. (E/2004/CRP.3) New York: United Nations, 2004.

United Nations. *Windhoek Declaration, The Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations*. Nairobi: United Nations, 31 May 2000.

United Nations Action Against Sexual Violence in Conflict. *Strategic Framework 2011-12*. New York: United Nations, January 2011. Available from http://www.stoprapenow.org/uploads/images/features/pdf/UNASF_2011-12_final.pdf.

United Nations Action Against Sexual Violence in Conflict. “About UN Action.” *United Nations*. <http://www.stoprapenow.org/about/>

United Nations Children’s Fund. *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*. New York: UNICEF, 2007. Available from http://www.peacewomen.org/assets/file/Resources/UNPolicyActionPlans/unicef_actionplan_2009.pdf

United Nations Department of Peacekeeping Operations and Department of Field Support. *Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping*. New York: UNDPKO, UN DFS, 2010. Available from: http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/DPKO/dpko_10yearimpactstudy1325_.pdf

United Nations Department of Peacekeeping Operations and Department of Field Support. *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*. New York: UNDPKO, UN DFS, March 2010. Available from: http://www.un.org/en/peacekeeping/documents/dpko_dfs_gender_military_perspective.pdf

United Nations Department of Peacekeeping Operations. “United Nations in global effort to increase number of female police in peacekeeping operations.” New York: UNDPKO, 7 August 2009. Available from <http://reliefweb.int/node/319752>

United Nations Department of Political Affairs. *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*. New York: UNDP, 2007.

United Nation Development Fund for Women. *Advancing Gender Equality- Using CEDAW and UN Security Council resolution 1325- Training Module for Gender Equality Advocates*. New York: UNIFEM, 2006. Available at:
http://www.unifem.org/attachments/products/AdvancingGenderEqualityManual_eng.pdf

United Nations Development Programme. “Eight Point Agenda: Practical, positive outcomes for girls and women in crisis.” *UNDP*. http://www.undp.org/cpr/we_do/8_pa.shtml

United Nations Interagency Network on Gender Equality. “Taskforce on Women, Peace and Security.” *United Nations*. <http://www.un.org/womenwatch/ianwge/activities/tfwpssecurity.htm>

United Nations Office for the Coordination of Humanitarian Affairs. “2010 Gender Action Plan, including summary of GAP 2009.” New York: UNOCHA, 2010. Available from
http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/OCHA/ocha_genderactionplan_2010.pdf

United Nations Office for the Coordination of Humanitarian Affairs. *Submission to the 2008-2009 UN System-Wide Action Plan on Security Council Resolution 1325 (2000) on Women, Peace and Security*. New York: UNOCHA, 2007. Available from:
http://peacewomen.org/assets/file/PWandUN/UNImplementation/Secretariat/DepartmentAndOffices/OCHA/ocha_1325actionplan_2008-2009.pdf

United Nations Office for the Coordination of Humanitarian Affairs. “Thematic Areas: Gender Equality.” *United Nations Office for the Coordination of Humanitarian Affairs*,
<http://www.unocha.org/what-we-do/policy/thematic-areas/gender-equality>

United Nations Office for the Special Advisor on Gender Issues and Advancement of Women. *Independent Evaluation of the System-wide Action Plan for 2008-2009 for Security Council Resolution 1325 (2000)*. New York: OSAGI, 2010.

United Nations Office for the Special Advisor on Gender Issues and Advancement of Women, Department of Economic and Social Affairs (DESA) and Economic Commission for Africa (ECA). *Report of the High-Level Dialogue. High-Level Policy Dialogue on National Implementation of Security Council Resolution 1325 (2000) in Africa*. New York: OSAGI, 2007. Available from: <http://www.un.org/womenwatch/osagi/cdrom/start.html>

United Nations Office for the Special Advisor on Gender Issues and Advancement of Women, Department of Economic and Social Affairs (DESA) and Economic Commission for Latin America and the Caribbean (ECLAC). *Report of the High-Level Dialogue. High-Level Policy Dialogue on National Implementation of Security Council Resolution 1325 (2000) in Latin America and the Caribbean*. New York: OSAGI, 2007. Available from:
<http://www.un.org/womenwatch/osagi/cdrom/start.html>

United Nations Peacebuilding Commission. *Concept Note - Working Group on Lessons Learned Gender and Peacebuilding: Enhancing Women's Participation*. New York: UN Peacebuilding Commission, 2008.

United Nations Peacebuilding Commission. "Mandate of the Peacebuilding Commission." *United Nations Peacebuilding Commission*. Available from:
<http://www.un.org/peace/peacebuilding/mandate.shtml>

United Nations Population Fund. "Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict." New York: UNFPA, 2005. Available from
http://www.unfpa.org/webdav/site/global/shared/documents/publications/2006/resolution_1325.pdf

United Nations Protection from Sexual Exploitation and Abuse by UN and Related Personnel. "Addressing Sexual Exploitation and Abuse."
<http://www.un.org/en/pseataaskforce/addressing.shtml>

United Nations Protection from Sexual Exploitation and Abuse by UN and Related Personnel. "Task Force on Protection from Sexual Exploitation and Abuse."
<http://www.un.org/en/pseataaskforce/taskforce.shtml>

United Nations Secretary General's High-Level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance, and the Environment. *Delivering as One - Report of the Secretary-General's High-Level Panel*. New York: United Nations, 2006.

Valasek, Kristin. *Securing Equality, Engendering Peace: A Guide to Policy and Planning on Women, Peace and Security*. Santo Domingo: UN-INSTRAW, 2006.