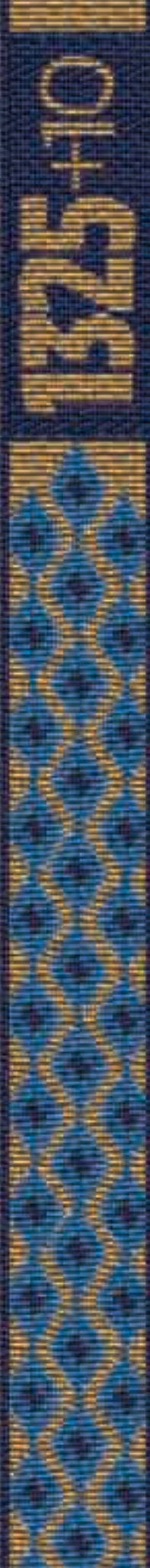


Overview

1325
WOMEN
COUNT
+10 FOR
PEACE



United Nations
Development Fund for Women
UNIFEM
part of UN Women



Overview

On the cover: A group of women gather to listen to a Provincial Council woman candidate in Afghanistan, August 2009.

Inés Alberdi

Foreword



On this tenth anniversary of the unanimous passage of United Nations Security Council resolution 1325 (2000), women rightly expect that the UN will live up to its commitments to engage women in mediation and peace negotiations, prevent violence against women, and ensure women's needs are addressed in peacebuilding.

The United Nations Development Fund for Women (UNIFEM part of UN Women) has long been a partner to women in conflict-affected areas: bringing women together across geographic or political lines to agree on common positions in peace negotiations or post-conflict elections; supporting their engagement with security and justice institutions to stop impunity for violence against women; facilitating their inclusion in post-conflict planning processes to ensure their needs are addressed; and strengthening their engagement with peacekeeping forces to encourage creative responses to the considerable security threats women face. This collection of UNIFEM papers brings together a considerable body of analytical and advocacy work undertaken over the last five years, grounded in programming that has helped advance the women, peace and security agenda in policy and practice.

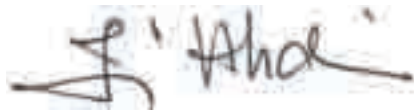
The collection includes papers on gender issues in early warning, peace processes, peacekeeping, post-conflict planning and financing, and transitional justice. Together, the papers in this collection describe a range of ongoing efforts to strengthen the UN's capacities to promote peace and prevent violence. UNIFEM's task has been to ensure that women's participation and responses to their needs are major elements of these processes. As such, UNIFEM has engaged with the Department of Political Affairs (DPA) in a joint strategy to ensure that gender issues are addressed

in peace processes and to increase numbers of women in mediation. UNIFEM is also collaborating with the UN Department of Peacekeeping Operations (DPKO) to collect good practice examples of peacekeepers' innovative tactics to protect women and girls and convert these into pre-deployment training materials.

In the midst of these efforts, UNIFEM itself has become a part of an important UN reform process: the creation by the General Assembly, on 2 July 2010, of the UN Entity for Gender Equality

and the Empowerment of Women (UN Women). UN Women will streamline UN efforts to advance gender equality by bringing together the four UN entities that have up to now been charged with that mandate: UNIFEM, the Division for the Advancement of Women, the International Research and Training Institute for the Advancement of Women, and the Office of the Special Adviser on Gender Issues and Advancement of Women. This will strengthen the capacity of the UN system to match commitments to gender equality with the leadership, resources and expertise needed to deliver changes on the ground.

Women around the world have long advocated for the creation of UN Women. It is our hope that this new body can quickly meet the high expectations of its advocates and lead the international community in a more coordinated and effective push for gender equality and women's rights. Women have demonstrated that they count for peace. It is our hope that they will be able to count on UN Women to be their firm partner in all their peace-building work.

A handwritten signature in black ink, appearing to read 'Inés Alberdi', with a stylized flourish at the end.

Inés Alberdi
Executive Director, UNIFEM (part of UN Women)

Introduction

The unanimous adoption of Security Council resolution 1325 (2000) a decade ago sent a message from the international security community to conflict-affected women around the world—a message recognizing that conflict affects them differently from men and that women must be part of conflict resolution and long-term peacebuilding.

Ten years on, some things have changed in the ways that peacemaking, peacekeeping and peacebuilding are approached: The protection of women and girls from sexual and gender-based violence is recognized to be a priority challenge for humanitarian and peacekeeping practice. Women's peace coalitions have grown in strength and are increasingly able to put women's concerns on the agenda of peace talks. Transitional justice mechanisms are increasingly responding to war crimes against women with specific arrangements to protect women witnesses. Post-conflict needs assessments, post-conflict planning processes and financing frameworks have in some cases acknowledged the need to put women's participation and concerns at the center of recovery.

Positive examples, however, do not yet add up to system change. There is still a long way to go in meeting the expectations raised by resolution 1325 (2000). Indeed, the persistence and in some cases exacerbation of phenomena that prompted the passage of the resolution in the first place—women's exclusion from peace processes and post-conflict institutions for implementing peace, organized mass sexual violence in conflict, the weakness of arrangements for women's security and survival needs in camps for refugees and internally displaced persons, the low level of domestic or international prosecution of war crimes against women, the rarity of reparations programmes responding to women's experiences of conflict and their needs, the high level of gender-based violence even after a conflict is over, the lack of provision for women's livelihood recovery needs—are reasons for alarm about the commitment to, and quality of, implementation of resolution 1325 (2000).

In recent years the Security Council has recognized the implementation deficits in several areas and has passed supportive resolutions to address them. Resolutions 1820 (2008) and 1888 (2009) acknowledge for the first time that sexual violence in conflict has become in some contexts a tactic of war designed to achieve military and political objectives. As such, sexual violence requires a tactical security response, coupled with a strategic political response. This means that the security mechanisms of the UN, including peacekeeping missions, must address sexual violence through training and operational responses by armed personnel, as well as through provision of a rapid response task team of judicial experts to support domestic transitional justice processes and to prevent impunity for these crimes. A security and political response also means that peace negotiators and mediators include sexual violence in peace talk agendas.

Resolution 1889 (2009) addresses concerns about the Council's implementation mechanisms for resolution 1325 (2000) and calls for the development of indicators to monitor implementation of the measures called for in the resolution. It requests suggestions for a Council monitoring mechanism and production of a report by the Secretary-General on women's participation in peacebuilding. All three follow-up resolutions call on the Peacebuilding Commission, a new inter-governmental institution not yet created at the time resolution 1325 (2000) was passed, to advance the women, peace and security agenda.

This collection of UNIFEM publications provides a range of material to support improved implementation of resolution 1325 (2000). The briefing notes, analytical reviews, conference reports and advocacy products included herein are topic-specific expert contributions intended for use by both newcomers to the subject and specialists and practitioners seeking briefing and training material.

This collection is produced at a critical transition moment for the women, peace and security agenda and indeed for UNIFEM. Resolution 1325 (2000) is ten years old and is facing its second decade with a more robust set of tools—in the shape of the three additional resolutions as well as the indicators on resolution 1325 (2000)—for improved implementation. The effort to advance implementation joins a series of other UN reforms and reviews, such as efforts to strengthen peacebuilding and the protection of civilians. One of these reforms is the creation by the General Assembly

of the UN Entity for Gender Equality and the Empowerment of Women (UN Women), of which UNIFEM forms a part. The creation of UN Women shows that Member States and the UN system are committed to a considerable strengthening of gender mainstreaming, with UN Women assigned the lead in ensuring coherence and coordination, as well as supporting monitoring and accountability. This is perhaps nowhere more important than in the peace and security field. The creation of the comprehensive set of indicators on women, peace and security in a consultative process this year in which UNIFEM provided the technical lead has been itself an indicator of a breakthrough in attention to these issues. It provides a concrete pragmatic foundation for efforts to accelerate implementation of the women, peace and security agenda. This collection of UNIFEM publications will likewise provide resources for practitioners and advocates alike in accelerating implementation of the women, peace and security agenda. The work of UNIFEM's Governance, Peace and Security team would not have been possible without support from the following donors, to whom we take this opportunity to express thanks: Austria, Canada, France, Germany, Ireland, Liechtenstein, Norway, South Korea, Spain, Sweden, Switzerland, the United Kingdom, and the United States of America.

Anne Marie Goetz
Chief Advisor
Governance Peace and Security
UNIFEM (part of UN Women)

Overview of Contents

Women, peace and security

“In addition to being useful for regions affected by armed conflict, indicators [on implementation of resolution 1325 (2000)] could also be used as a guide for all States acting together from the perspective of shared responsibility. They could also prove useful in efforts to empower women and promote gender equality, and boost the capacity of the United Nations to attain those goals.”

Statement by the Government of Mexico to the Security Council, 27 April 2010

The collection begins with a simple poster that compares the main elements of each resolution, setting them side-by-side to show how resolutions 1820 (2000) and 1888 (2009) strengthen the protection elements of resolution 1325 (2000), and how resolution 1889 (2009) builds a powerful agenda for addressing the planning and financing of women’s needs in the post-conflict period, as well as putting women’s issues squarely in the arena of peacebuilding.

Of the implementation and accountability tools called for by resolution 1889 (2009) the most pragmatic is the comprehensive set of indicators on women, peace and security to track implementation at a results level. They are intended to enable security institutions—whether UN, regional institutions or relevant authorities within Member States—to determine whether efforts to engage women in peacebuilding and address their protection and recovery needs are producing desired results. The adoption of measurable indicators represents an important commitment by the UN and the international security system to evaluating implementation of resolution 1325

(2000) in quantitative, not just qualitative terms: they will provide the first comprehensive data set on the number of women taking part in peace talks, the gender content of peace agreements, and the extent to which post-conflict reparations, demobilization programmes and economic recovery efforts benefit women. The full list of indicators is provided in the annex to this overview document as a quick reference.

The chances that women’s needs will be assessed and provided for, whether in peace negotiations or in post-conflict planning, depend upon the strength and conviction of the domestic women’s movement. UNIFEM’s core contribution to the women, peace and security agenda around the world has been its support to national and regional women’s peace organizations and coalitions. Since the mid-1990s UNIFEM has supported women’s movements to engage in peacebuilding in Afghanistan, the Balkans, Burundi, the Southern Caucasus, Nepal, Pakistan, Somalia, Sudan, Timor-Leste and elsewhere. In Uganda, Kenya and Darfur, UNIFEM has supported me-

diation teams by providing a gender adviser. In all cases, UNIFEM supports women to formulate their goals clearly and in relation to ongoing peace and security processes. The briefing note 'Identifying women's peace and security priorities: Building voice and influence,' included in this collection, outlines a practical method for enabling women's peace groups to engage in situation analysis and formulate realistic goals no matter what the security context. The method described here was put to use as part of UNIFEM's approach to the

tenth anniversary of resolution 1325 (2000) when, in June and July 2010, UNIFEM worked with the Department of Peace Keeping Operations (DPKO), the Department of Political Affairs (DPA) and the United Nations Development Programme (UNDP) to organize 25 'Open Days on Women and Peace' in conflict-affected countries around the world. These events, which brought together women peace activists and senior UN leaders, enabled women to bring their priorities and concerns directly to UN decision makers.

Conflict prevention

“In a world of continuing instability and violence, the implementation of cooperative approaches to peace and security is urgently needed. The equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security.”

Beijing Declaration and Platform for Action, Fourth World Conference on Women
15 September 1995, A/CONF.177/20 (1995)

An essential component of the women, peace and security agenda is the prevention of conflict in the first place. Women's perspectives on tensions in social relations, their awareness of threats to personal, family and community security, their knowledge of the flow of small arms and light weapons through communities and their in-

community to the national level—have likewise been neglected in approaches to building peace. A major concern for women around the world is to prevent violence against women, and many women-led community peacebuilding efforts focus on addressing this feature of conflict. Prevention of sexual and gender-based violence is of

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