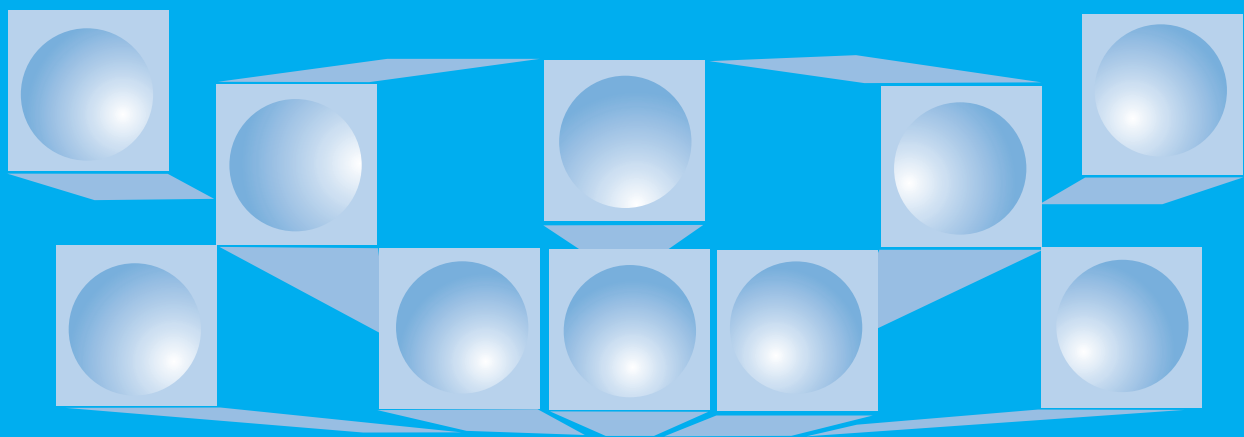


# Reassessing Institutional Support For Security Council Resolution **1325**

Defining the UNFPA Role and Strengthening  
Support for Women Affected by Conflict



Consultative Meeting: Bucharest, Romania, 17-20 October 2005





**REASSESSING INSTITUTIONAL SUPPORT  
FOR  
SECURITY COUNCIL RESOLUTION 1325**

**DEFINING THE UNFPA ROLE AND  
STRENGTHENING SUPPORT FOR WOMEN AFFECTED BY  
CONFLICT**

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**United Nations Population Fund (UNFPA)**



## FOREWORD

The impact of war on communities -- the extreme human suffering and the economic, social and political damage wrought -- has been well documented. Over the past 30 years, the nature of conflict has changed. War no longer takes place between armies on remote battlefields. It has entered our communities, our schools and our homes; civilians have increasingly become targets of warfare. In settings where civil strife and lawlessness are rife, women are at greater vulnerability for gender-based violence. In post-conflict and reconstruction efforts, women are often excluded from peace processes. The grass-roots activism of women's civil society groups and international women's organizations and networks has brought more attention to the multidimensional nature of women's roles in armed conflict, including their victimization as well as their efforts in conflict prevention, peace-building and peace processes.

In October 2000, acknowledging the disparate impact of armed conflict on women as well as the ways in which women contribute to peace and security, the United Nations Security Council passed resolution 1325 on Women, Peace and Security. This landmark resolution calls for action related to women's experiences in conflict settings, during times of transition to peace and in post-conflict settings, during reconstruction. It calls upon all parties to document the impact of war on women's lives, including gender-based violence, and calls for increased protection of women in conflict settings. The resolution also calls for increased representation of women in peace-building and peace processes, including peacekeeping missions. The resolution advocates that all parties facilitate women's involvement in post-conflict reconstruction efforts to ensure that their societies are founded on justice and inclusion.

Through its mission, the United Nations Population Fund (UNFPA) has traditionally recognized the distinct experiences of women in conflict settings. In collaboration with international partners and donors, and local women's organizations, UNFPA has responded to women's reproductive health needs and to gender-based violence. Furthermore, UNFPA has been a forerunner in implementing resolution 1325 and advocating that other parties act swiftly to move the resolution from rhetoric to reality. In 2000, UNFPA participated in the United Nations study on the impact of conflict on women and girls, the role of women in peace-building and the dimensions of gender in conflict-resolution and peace processes. In 2001, UNFPA organized a consultative meeting in Bratislava, Slovakia, to examine the impact of conflict on women and girls and to formulate strategies and tools to ensure that reproductive health programmes and women's empowerment interventions accurately respond to the needs of women. Since the passage of resolution 1325, UNFPA has organized several training sessions for women's civil society groups on leadership and negotiation.

This report of the UNFPA consultative meeting, *Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict*, sets out UNFPA strategies for implementing resolution 1325, particularly with regard to preventing and responding to gender-based violence. The

meeting, held in Bucharest, Romania, 17-20 October 2005, was a forum for UNFPA staff, international experts and women from the front lines to share experiences and develop networks.

The Women, Peace and Security Initiative of the Technical Support Division of UNFPA organized the meeting, with overall coordination by Ms. Sahir Abdul-Hadi. The UNFPA country office in Romania hosted the meeting and was integral to its coordination. The UNFPA Division for Arab States, Europe and Central Asia (DASECA) provided administrative and financial support.

The momentum with which women have mobilized to formulate and implement Security Council resolution 1325 illustrates that change for women is possible. Yet much remains to be done to ensure that the resolution is implemented and materializes change for women worldwide. In moving forward, the international community must focus on fulfilling the unmet promises of resolution 1325, as identified by women on the ground. UNFPA is well positioned to lead this effort. Critical to its leadership in this arena, UNFPA is renewing and strengthening support for the international and civil society groups -- the architects of resolution 1325 -- that continue to press for its fulfilment as part of the international agenda.

Kunio Waki  
Deputy Executive Director (Programme)  
United Nations Population Fund

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## LIST OF ACRONYMS AND ABBREVIATIONS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CST	Country Technical Services Team
DDR	Disarmament, Demobilization and Reintegration
GBV	Gender-based violence
HIV/AIDS	Human immunodeficiency virus/Acquired immunodeficiency syndrome
IASC	Inter-agency Standing Committee
ICPD	International Conference on Population and Development
IDP	Internally displaced person
IEC	Information, education and communication
INGO	International non-governmental organization
INSTRAW	International Research and Training Institute for the Advancement of Women (United Nations)
IOM	International Organization for Migration
IRC	International Rescue Committee
LAC	Latin America and the Caribbean
MISP	Minimum Initial Service Package
NGO	Non-governmental organization
OCHA	Office of the Coordinator of Humanitarian Affairs
RTI	Respiratory tract infection
SGBV	Sexual and gender-based violence
SRSG	Special Representative of the Secretary-General
STI	Sexually transmitted infection
TNI	Indonesian National Military
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
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
UNMIK	United Nations Interim Administration Mission in Kosovo
VCT	Voluntary counselling and testing
WHO	World Health Organization



Meeting Participants



Ms. Maria Muga, Secretary of State in the Ministry of Labour,  
Social Solidarity and Family





Her Excellency, Ms. Elizabeth Rehn, former United Nations Under-Secretary-General and Special Representative of the Secretary-General for Bosnia and Herzegovina



Ms. Pamela Delargy, Chief of Humanitarian Response Unit, UNFPA

## EXECUTIVE SUMMARY

In recognition of the urgent need to protect women during times of conflict and to engage them fully in post-conflict peace-building efforts, the United Nations Security Council, in October 2000, passed resolution 1325 on Women, Peace and Security. This landmark resolution calls upon the United Nations, Member States and actors in conflict settings to increase the protection of women in armed conflict, mainstream gender into peace and security policies and practices, and include women in peace-building, conflict prevention and peace negotiations.

The United Nations Population Fund (UNFPA) has a critical role to play in the prevention of and response to gender-based violence in conflict-affected settings. In recent years, the organization has made significant progress in addressing gender-based violence. However, gaps remain that leave women and girls vulnerable to multiple forms of abuse in settings all across the world.

In October 2004, the Security Council called upon all United Nations agencies to present, by the end of 2005, a plan of action for implementing resolution 1325. To inform its implementation plan, UNFPA held the meeting on women and armed conflict described in this report, entitled “Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict.” The meeting, held in Bucharest, Romania, 17-20 October 2005, examined how UNFPA can practically advance the resolution to address gender-based violence in conflict settings. Participants included UNFPA headquarters and field personnel from conflict and post-conflict settings and representatives from key United Nations partner agencies, international non-governmental organizations (INGOs) and civil society. In addition, independent experts working on gender-based violence and efforts to promote the implementation of resolution 1325 at policy and ground levels participated.

Before the meeting, UNFPA offices in Indonesia, Kosovo, Occupied Palestinian Territory, Sierra Leone and Timor-Leste, in collaboration with local partners, conducted case studies on gender-based violence. A member from each country’s assessment team presented the case study at the conference. As the case studies and other presentations made at this conference illustrate, programming to address gender-based violence remains insufficient in virtually all areas of prevention and response. Key limitations that have been consistently identified include the failure to prioritize gender-based violence from the outset of a humanitarian intervention; lack of technical and financial resources necessary to introduce and/or sustain comprehensive programming; insufficient monitoring and evaluation of incidents of gender-based violence, as well as of gender-based violence projects; limited coordination among United Nations and other agencies and organizations in the development and implementation of strategic plans and programmes; failure to engage women fully in the design of gender-based violence initiatives; and inadequate attention to the larger gender issues that perpetuate women’s and girls’ unequal status in virtually every society in the world and that are the foundation of gender-based violence.

The challenge now is for UNFPA to guarantee that both the principles of 1325 and the related mandate for action are implemented in every conflict-affected setting where UNFPA has a presence. To move from rhetoric to reality, UNFPA must continue to raise awareness of its responsibilities for implementing resolution 1325 and for addressing gender-based violence through conferences such as the one described in this report. It must also prioritize gender-based violence as a funding issue so that the organization can provide broad-based institutional support for gender-based violence programming in all areas of operation, including:

- Establishing, at headquarters and regional levels, a focal person on gender-based violence;
- Providing technical assistance to field offices in the design and implementation of gender-based violence programming;
- Supporting interregional and intraregional collaboration through conferences and meetings;
- Assessing best practices and gaps in gender-based violence prevention and response;
- Conducting rapid analyses of gender-based violence in the earliest stages of emergencies;
- Ensuring that minimum standards of response are implemented at the earliest stages of and emergency, according to the Inter-agency Standing Committee (IASC) *Guidelines for GBV Prevention and Response: Focusing on Prevention and Response to Sexual Violence* (produced by more than 30 United Nations agencies and NGOs that provide humanitarian assistance), and ensuring that programmes are continually scaled-up as security and infrastructure improve;
- Instituting standard surveillance systems across sites; and
- Establishing standards for service-delivery data collection across sites.

To abide by the spirit and directives of resolution 1325, UNFPA must continue to strengthen and expand its efforts to prioritize gender-based violence as the major health and human rights concern that it is.

# I. INTRODUCTION TO THE CONSULTATIVE MEETING

## A. THE IMPACT OF ARMED CONFLICT ON WOMEN

Throughout history, violence against women has been an inherent part of war and armed conflict. Women have been raped in battle, and female prisoners have been sexually enslaved. Over the centuries, whether employed as a strategy of war or committed as discrete acts, war-related violence against women has evolved into an expected, inevitable by-product of war.

In the past 50 years, civilians have increasingly become the victims, and often the targets, of war. Consequently, women and girls have increasingly become the victims of war-related gender-based violence. Gender-based violence has been defined by the Inter-agency Standing Committee (IASC) as:

“...any harm that is perpetrated against a person’s will; that has a negative impact on the physical or psychological health, development and identity of the person; and that is the result of gendered power inequities that exploit distinctions between males and females . . . .”<sup>1</sup>

Gender-based violence builds on pre-existing gender and power inequities and socio-cultural dynamics. Acts of violence perpetrated during war are only an intensification of the violence against women that exists during peacetime. The prevalence of gender-based violence in militarized settings is often greater, given that violence is legitimized as a way of solving conflict, and militarization reinforces existing gender and power inequities. Furthermore, the lawlessness characteristic of conflict settings contributes to greater impunity with regard to human rights abuses. Thus, in conflict settings, women are often systematically raped as a strategy of war. They are sometimes abducted into armed groups to act as combatants, porters or sexual slaves for male combatants. Other women and girls may choose to join fighting forces in order to ensure their physical and economic security, and within such military groups are often exposed to physical abuse, sexual exploitation and sexual violence. Within refugee and internally displaced settings, women and girls have been exploited by security and peacekeeping forces. They have been forced to trade sex for safe passage across borders, for food and for protection. Women and girls have also been subjected to violence perpetrated by members of their own communities.

Not only are acts of gender-based violence human rights abuses, but they can result in severe physical health complications for women and girls. Gender-based violence places women at greater risk for contracting sexually transmitted diseases, unwanted pregnancies and subsequent forced and unsafe abortions.

Other critical, but often overlooked, dimensions of women’s experiences in conflict are their roles in conflict prevention and peace-building. Women are often marginalized and

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<sup>1</sup> Jeanne Ward, *If Not Now, When?* (New York, Reproductive Health for Refugees Consortium, 2002), pp. 8-9.

excluded from political peace processes and reconstruction efforts, even if they have brokered negotiations and fostered reconciliation at the community level. If women are fully engaged in political peace processes, they can prevent the reconstruction of post-conflict societies that perpetuate violations of women's rights and continue to marginalize women.

## B. UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325

In recognition of the urgent need to protect women during times of conflict and to engage them fully in post-conflict peace-building efforts, the United Nations Security Council passed the landmark resolution 1325 on Women, Peace and Security in October 2000. The resolution calls upon the United Nations, Member States and actors in conflict settings to:

- Increase the protection of women in armed conflict, particularly in the prevention of and response to gender-based violence;
- Mainstream gender into peace and security policies and practices; and
- Include women in peace-building, conflict prevention and peace negotiations.

Resolution 1325 promotes the idea that societies pay a price for ignoring or marginalizing the experiences of women and girls: women are unable to play the critical role of preserving social order and fostering a culture of peace. The resolution is a seminal international tool, a framework for policy and action. (For the content of resolution 1325 and its call to action, see annex 4.)

## C. PURPOSE OF THE CONSULTATIVE MEETING

Historically, in underserved settings around the world, UNFPA has addressed reproductive health and one of its components, gender-based violence. Resolution 1325 provides UNFPA with a vehicle to protect women from gender-based violence, which includes both prevention and response to the needs of survivors. The resolution also serves to facilitate women's participation in efforts to protect themselves.

In 2001, UNFPA held a consultative meeting in Bratislava, Slovakia, entitled "The Impact of Conflict on Women and Girls: A UNFPA Strategy for Gender Mainstreaming in Areas of Conflict and Reconstruction." The meeting resulted in a strategy that underlines, among other components, the responsibilities of UNFPA and its partners to address gender-based violence and further develop expertise in data collection and research, advocacy, training, education and direct services related to such violence.

In October 2004, the Security Council called upon all United Nations agencies to present a plan of action by the end of 2005 for implementing resolution 1325. To inform its implementation plan, UNFPA held a second meeting on women and armed conflict

described in this report. Entitled “Reassessing Institutional Support for Security Council Resolution 1325: Defining the UNFPA Role and Strengthening Support for Women Affected by Conflict”, the meeting was held in Bucharest, Romania, 17-20 October 2005. It served to examine how UNFPA can practically advance the resolution to address gender-based violence in conflict settings. By initiating this meeting, UNFPA acknowledged that much would be required to realize the aims of resolution 1325. Sustained protection for women, including the prevention of and response to gender-based violence -- and women’s participation in these efforts -- will require field-level implementation buttressed by commitment from civil society, humanitarian organizations and actors, donors and policy makers.

The meeting, which consisted of presentations from the field, thematic working groups and plenary discussions, had the following objectives:

- Raise awareness of resolution 1325 and identify the provisions most relevant to UNFPA;
- Highlight existing areas of effective practice, as well as gaps, with regard to gender-based violence and women’s empowerment programming;
- Identify opportunities and unique entry points for UNFPA to lead intervention efforts and support existing efforts of other agencies, so as to avoid duplication;
- Build awareness among the UNFPA field and headquarters staffs of the dimensions of gender-based violence in conflict and post-conflict settings, through the presentation of five case studies on gender-based violence issues and initiatives undertaken by UNFPA country programmes;
- Take stock of lessons learned with regard to gender-based violence programming and women’s empowerment programming;
- Facilitate networking and the sharing of existing resources on addressing gender-based violence in conflict and post-conflict settings, and on women’s empowerment programming;
- Identify gaps and needs, including the development of tools, with regard to the implementation of resolution 1325 and its mandate to address gender-based violence; and
- Inform the development of a set of recommendations for actions to be integrated into the UNFPA “Implementation Plan for Resolution 1325”, with special emphasis on the design and implementation of gender-based violence programming, to be presented to senior staff at a later date.

#### D. PARTICIPANTS

Participants in the meeting included UNFPA headquarters and field personnel from conflict and post-conflict settings, representatives from key United Nations partner agencies, INGOs and civil society. In addition, independent experts working on gender-based violence and efforts to promote the implementation of resolution 1325 at policy and ground levels participated in the meeting.

Before the meeting, UNFPA offices in Indonesia, Kosovo, Occupied Palestinian Territory, Sierra Leone and Timor-Leste, in collaboration with local partners, conducted case studies on gender-based violence. A member from each country's assessment team presented the case study at the conference.

The Women, Peace and Security Initiative, part of the Technical Support Division of UNFPA, organized the meeting, with Ms. Sahir Abdul-Hadi, the head of the Women, Peace and Security Office, as the meeting's coordinator. The UNFPA country office in Romania hosted the meeting and was integral to its coordination. The UNFPA Division for Arab States, Europe and Central Asia (DASECA) provided financial and technical support for the meeting.

#### E. AGENDA

The agenda was organized to focus the meeting on using resolution 1325 as a vehicle for addressing gender-based violence. The topics for each day focused on practically linking gender-based violence programming to the mandate of the resolution. The agenda topics for each day were as follows:

- The global context of gender-based violence in conflict and post-conflict situations, including such questions as: What are the direct experiences of women survivors? How are UNFPA and other partners responding to gender-based violence? What tools are available for interventions? What more must be done?
- Protection of women in armed conflict;
- Emergency care and services; and
- Promotion of sustainability.

## II. REPORT ON THE MEETING'S SESSIONS

### A. OPENING SESSION

The consultative meeting began with remarks from key United Nations representatives and policy makers. They emphasized the prevalence of gender-based violence around the world and the importance of the meeting in directing attention to implementing Security Council resolution 1325, addressing the particularities of gender-based violence in conflict and post-conflict situations, and finding solutions to this serious human rights and public health issue.

**Dr. Peer Sieben**, UNFPA Representative in Romania, welcomed participants to the meeting. His remarks were followed by the statement of Ms. Maria Muga, Secretary of State, Ministry of Labour, Social Solidarity and Family, Romania, who spoke about the social, economic and health challenges women face around the world. Mr. Anton Niculescu, Secretary of State, Ministry of Foreign Affairs, Romania, spoke about the gender and power inequities inherent in war, noting that it is men who push war agendas forward, but women who disproportionately suffer the consequences.

The keynote speaker was **Her Excellency, Ms. Elizabeth Rehn**, former United Nations Under-Secretary-General and Special Representative of the Secretary-General for Bosnia and Herzegovina. Ms. Rehn spoke about her experiences as a United Nations Independent Expert and author of the study *Progress of the World's Women: Women, War and Peace: The Independent Experts' Assessment of the Impact of Armed Conflict on Women and Women's Role in Peace-building*. The United Nations Development Fund for Women (UNIFEM) commissioned the study in 2002. Conducted by Ms. Rehn and co-author Elizabeth Johnson-Sirleaf in 14 conflict-affected areas, the study documents women's experiences as survivors of gender-based violence; highlights women's role in peace-building; identifies gaps in the implementation of international covenants to protect women, including resolution 1325; and makes recommendations to the Security Council for strengthening and implementing the resolution. In speaking about her encounters with women while conducting the study, Ms. Rehn related what women had said to her about their wartime experiences as victims and survivors. Her stories underscored the multidimensional nature of the impact of conflict on women. Ms. Rehn focused on what must be done to prevent and respond to gender-based violence, arguing against the myth that women's issues should be tackled after the "real" problems are solved and in favour of addressing issues of gender and equality at the onset, not after other problems are addressed. A critical way to facilitate these prevention efforts is to ensure that women hold key government positions, "where they will be taken seriously, where they can control budgets, defense and foreign affairs. In today's world, power equals credibility."

**Mr. Kunio Waki**, Deputy Executive Director (Programme), UNFPA, made a statement on videotape. Mr. Waki discussed the importance of strengthening gender-based violence programming to change policies. Mr. Waki stressed the need for continuing efforts to protect women in conflict settings and to end impunity for gender-based violence. He



spoke about the progress with regard to women's reproductive health and women's rights in conflict settings, noting that significant gaps remain, particularly with regard to gender-based violence. The international community has an obligation to address these gaps. Resolution 1325 offers a framework for holding parties to the resolution accountable for addressing gender-based violence and increasing women's participation in peace-building efforts. Mr. Waki remarked that UNFPA is well positioned to push the resolution from rhetoric to reality and that the organization should scale up its response to gender-based violence. Mr. Waki emphasized that it is critical that UNFPA, as a lead United Nations agency on gender-based violence, renew and strengthen partnerships with international and national non-governmental organizations (NGOs) as well as civil society groups. Mr. Waki called upon the meeting participants to formulate a strategy for UNFPA to apply resolution 1325 to gender-based violence programming.

**Ms. Sahir Abdul-Hadi**, Head of the UNFPA Women, Peace and Security Office and coordinator of the meeting, welcomed participants and reviewed the purpose of the gathering: to work together to institutionalize resolution 1325 as a tool to protect women in situations of conflict and engage them as partners in protection, conflict resolution and peace-building. Ms. Hadi acknowledged that, even with the adoption of the resolution in 2000, protecting women in conflict and post-conflict settings has remained a challenge. Yet, it was women on the ground who mobilized to formulate and implement the resolution, which illustrates that change for women in conflict settings is possible. The adoption of the resolution prompted attention from the international community to women's experiences in conflict. Ms. Hadi emphasized that this attention must be sustained and much more needs to be done on a practical level to promote change in the priority areas identified by women. UNFPA, other United Nations agencies and organizations and national and international partners have learned a great deal from their efforts to mobilize protection as well as humanitarian, social and economic support for women. The lessons learned must be translated into standard practice. To protect women and, by so doing, prevent and respond to gender-based violence, it is necessary to obtain more funding, more expertise, better monitoring and reporting and mechanisms for accountability.

## B. GENDER-BASED VIOLENCE IN CONFLICT SETTINGS AND THE MANDATE OF RESOLUTION 1325 TO ADDRESS GENDER-BASED VIOLENCE

### 1. Experiences from the Field in Addressing the Issue of Gender-based Violence

Among the participants were several professionals with extensive experience in addressing gender-based violence at the field level. These speakers presented aspects of their work in gender-based violence programming.

**Ms. Heidi Lehmann**, the International Rescue Committee's (IRC) Global Gender-based Violence Technical Adviser, worked on gender-based violence programmes for five years throughout Africa and Asia. She noted that she had been struck by the commonalities of

women's needs as survivors of gender-based violence. Most salient are the need for security and protection and the need for women to voice their experiences and be heard.

Ms. Lehmann had a critical role in developing the IRC strategy for gender-based violence programming in conflict and post-conflict zones. This strategy involves changing structures and systems that perpetuate and condone gender-based violence as well as ensuring that services are available for survivors of gender-based violence. The strategy posits that tackling gender-based violence in conflict settings requires the following:

- Measures to protect women's rights;
- Actions for intervention when those rights are breached; and
- Services and programmes to meet the needs of women and girls who have suffered violence.

These three components of the strategy reflect three levels of protection for women from gender-based violence: the structural level (e.g., legislation and policies), the systemic level (e.g., capacity-building and training for justice systems, health-care systems, social welfare systems and community mechanisms) and the individual/community level (e.g., delivering services to survivors of gender-based violence). Specific activities in each of these levels depend upon the phase of the conflict. For the purposes of defining its interventions, IRC has identified four phases of conflict in which it operates:

- The acute emergency, when the State and others responsible for protecting its citizens are unable to do so and require international bodies to intervene;
- The protracted emergency, when an emergency situation has stabilized, but the nature of life in camps for refugees and internally displaced persons (IDPs) and in communities affected by conflict continues to present risks to protection, health and livelihood, and systems need to be established;
- Reintegration, when refugees or IDPs face specific vulnerability during their return to their home communities; and
- Reconstruction, when the conflict is over and the Government and civil society are being rebuilt.

Again, the phase of the conflict often dictates what activities can and should be undertaken.

As a coordinator of gender-based violence programmes in all phases of conflict, but with special experience working in acute and protracted emergencies, Ms. Lehmann highlighted some tenets of good programming. With regard to service delivery in emergency settings, Ms. Lehmann underscored that coordination is critical. Agencies and service providers must know who is responsible for undertaking what activities and hold one another accountable. Ms. Lehmann reminded participants that when the international community is disorganized, it is the women and girls who suffer. An integral part of any programme is behaviour-change strategies. Preventing gender-based violence requires changing attitudes with regard to gender and power in a way that translates into behaviour change.

**Ms. Sevdije Ahmeti**, Founder and Executive Director, Centre for Protection of Women and Children in Kosovo, spoke about her experience working with survivors of gender-based violence during the conflict in Kosovo. Ms. Ahmeti highlighted that, in the midst of conflict, those who have undergone gender-based violence must have their basic survival needs met as well as medical and psychosocial care related to their victimization. Ms. Ahmeti criticized the international community's erratic and inadequate support for victims of gender-based violence in Kosovo. At first, international funds and expertise flowed into Kosovo and new programmes were available. International financial and human resources were imported to create programmes, instead of being used to support and build the capacity of local organizations already working with survivors of gender-based violence. These international resources have since dwindled and the programmes no longer exist. Ms. Ahmeti emphasized that, when developing response efforts, international organizations must look to civil society groups for response systems that are already in place. Building the capacity of these organizations promotes sustainable gender-based violence interventions. Resolution 1325 underlines the role of the international community and organizations like UNFPA in supporting local women's organizations. Ms. Ahmeti stressed that, to date, the resolution has been inadequately implemented; not enough has been translated into action and programming.

**Dr. Mamadou Diallo**, UNFPA Representative, Mali, spoke about a UNFPA-funded project in Sierra Leone, the "Women in Crisis Movement" project, which exemplifies a programme that successfully implemented resolution 1325 with regard to gender-based violence.

Sierra Leone experienced more than a decade of predatory warfare that killed tens of thousands, maimed thousands, displaced half the country's population and led to the departure of skilled professionals. Some of the long-term effects of the war were as follows:

- Destruction of the health infrastructure which, coupled with the mass exodus of health workers, led to a complete lack of basic health-care services, resulting in high morbidity and mortality among the most vulnerable groups -- women and children. The country has the highest maternal mortality ratio in the world, estimated at 1,800 deaths per 100,000 live births;
- The health and social consequences of the widespread abduction and rape of young girls and women, used as a weapon of war by all warring factions;
- A looming HIV/AIDS crisis fuelled by the negative effects of the war, including widespread poverty and deprivation; the large number of refugees, returnees and IDPs; the presence of a large peacekeeping force; the increase in promiscuous sexual behaviour and commercial sex work; and the poor knowledge about HIV/AIDS risks;
- A large group of uprooted youth, made up of demobilized ex-combatants, newly released abducted children, adolescent IDPs and commercial sex workers; and
- The lingering crisis and instability in the sub-region (Liberia, Cote d'Ivoire).

The “Women in Crisis Movement” project engaged government institutions, including the Ministries of Health and Social Welfare; United Nations organizations, including the World Health Organization (WHO), UNIFEM and the Joint United Nations Programme on HIV/AIDS (UNAIDS); and several NGOs. The programme served more than 2,000 vulnerable women and girls, including abductees, commercial sex workers, homeless adolescents and adolescent single mothers, most of whom were victims of abuse, abduction and rape. The project’s objectives were to:

- Improve access to reproductive health information and services with a focus on family planning, prevention and management of sexually transmitted infections (STIs) and respiratory tract infections (RTIs) and the prevention of HIV/AIDS;
- Strengthen commercial sex workers’ skills for promoting condom use and safe sex practices with clients;
- Provide adult literacy and skills training to improve livelihood opportunities;
- Develop counselling and psychological support to improve survivors’ self-esteem;
- Provide counselling and support for voluntary counselling and testing (VCT) for HIV as well as skills to cope with living with HIV/AIDS; and
- Empower commercial sex workers to engage in alternative occupations through skills training and facilitating microcredit and entrepreneurship opportunities.

The project’s outputs included the establishment of two drop-in centres set up with adequate registration, education and orientation facilities; the operation of six referral clinics set up for diagnosis and management of STIs/RTIs and other reproductive health conditions; the development of information, education and communication (IEC) and other educational materials for community sensitization and counselling activities; and the establishment of a vocational training facility to provide adult literacy and skills training in local trades (sewing, soap-making, hair-dressing, tie-dying and catering). As a result of the project, among the target population more than 2,000 vulnerable women and girls were provided with services in family planning and the diagnosis and management of STIs/RTIs and other reproductive health conditions; more than 500 commercial sex workers were trained in safe sex practices, condom use and protection against violence and abuse; more than 300 project participants were trained in vocational skills and received support, such as the provision of tool kits and microcredit, to engage in gainful alternative employment; radio/TV programmes on the prevention of STIs/RTIs and HIV/AIDS, condom usage, safe sex practices and sexual violence aired regularly in local media; and counselling and support services for VCT were provided to commercial sex workers wanting to check their HIV status. In addition, community education programmes, with commercial sex workers acting as peer counsellors and positive role models, were conducted in destitute neighborhoods.

Dr. Diallo remarked on the project's constraints. The funding for and scope of the project were limited. In addition, survivors of abduction and rape and commercial sex workers were stigmatized. The project had an inadequate follow-up system to track and improve clinic attendance. Last, referral and community outreach activities were limited. Nevertheless, the pilot project elicited strong interest and support from the Government of Sierra Leone, NGOs and commercial sex worker networks around the country.

The project also generated the following lessons:

- Most if not all of the commercial sex workers had suffered from abduction, rape, sexual violence or other forms of abuse;
- Counselling services uncovered a strong desire among commercial sex workers to learn coping skills with regard to stigma and the difficulties of re-insertion into their families and communities. Many project beneficiaries wanted to disengage from commercial sex work and find alternative gainful employment;
- Commercial sex work, also known as “survival sex”, was just one manifestation of the extreme poverty and destitution affecting women and girls in post-conflict Sierra Leone; and
- Commercial sex work was being practised on a larger scale than originally thought and was attracting growing numbers of adolescents, young girls and destitute women.

## 2. Rhetoric and Reality: The Mandate of Resolution 1325 to Address Gender-based Violence

Architects and advocates of resolution 1325 characterize the resolution as ground-breaking. It represents the culmination of many years of local grass-roots activism of women in conflict settings and international women's rights activism. Over the past few decades, four United Nations World Conferences on Women (Mexico, 1975; Copenhagen, 1980; Nairobi, 1985; and Beijing, 1995) included discussions specifically about women, peace and security. Within these discussions, the focus increasingly turned from politics to the impact of war on women and girls, and their role in peace-building. The document that grew out of the Fourth World Conference on Women, the Beijing Declaration and Platform for Action, provided recommendations for action to ensure the protection of women in conflict settings and their participation in decision-making processes. This content, along with the Programme of Action of the 1994 International Conference on Population and Development (ICPD), largely informed the content of resolution 1325.

The ICPD Programme of Action underscores that reproductive health is a universal human right and that information and services regarding reproductive health should be available to all men and women, including those in difficult or emergency situations (paragraphs 7.2, 7.11). According to the ICPD mandate, empowering women is essential for ensuring the

protection of their human rights, particularly those related to reproductive health. Similarly, the Beijing Platform for Action states:

“An environment that maintains world peace and promotes and protects human rights . . . is an important factor for the advancement of women. Peace is inextricably linked with equality between women and men and development. . . . Violations of the human rights of women in situations of armed conflict are violations of the fundamental principles of international human rights and humanitarian law” (paragraph 131).

At the 1998 meeting of the United Nations Commission on the Status of Women, an informal NGO network emerged -- the NGO Working Group on Women, Peace and Security.<sup>2</sup> Its aim was to examine the implementation of the section “Women and Armed Conflict” in the Platform for Action. At this meeting, with the presence of women from conflict zones around the world, the idea for a Security Council resolution on women, peace and security was first raised. In 2000, working closely with women’s organizations on the ground, the NGO Working Group on Women, Peace and Security drafted a version of resolution 1325. The draft was given to UNIFEM and the Office of the Special Adviser on Gender Issues (OSAGI) for review. The resolution was unanimously adopted on 31 October 2000.

To develop participants’ understanding of the provisions of resolution 1325 and its relevance to issues of gender-based violence, several international experts made presentations on the content and implications of the resolution.

**Ms. Sarah Maguire**, International Consultant on Human Rights, London, provided an overview of the nature of gender-based violence, emphasizing that it is rooted in gender and power inequities and the exploitation of power. Gender-based violence can take many forms, including rape, sexual assault, female genital mutilation/cutting, forced prostitution, trafficking for sexual exploitation and sexual-based torture. Ms. Maguire said the prevalence of gender-based violence in conflict settings reflects an intensification of violence perpetrated against women in times of peace.

Ms. Maguire emphasized that gender-based violence is a fundamental human rights abuse. International jurisprudence regarding gender-based violence violations includes: international humanitarian law, international human rights law, international refugee law, the Rome Statute of the International Criminal Court, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and resolution 1325. Responsibility for ending impunity lies with Governments, perpetrators, the United Nations, international agencies and civil society. Resolution 1325 is yet another tool for enforcing accountability and ending impunity, one that uniquely emphasizes the role that women must play in these efforts. Ms. Maguire noted that, to end impunity for gender-

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<sup>2</sup> The original members were Amnesty International, the Hague Appeal for Peace, International Alert, the International Peace and Research Association, the Women’s Commission for Refugee Women and Children and the Women’s International League for Peace and Freedom.

based violence and protect women from violations, men must also talk about these issues and hold one another accountable for violence against women.

**Ms. Sanam Naraghi Anderlini**, Consultant on Women, Peace and Security and one of the architects of resolution 1325, outlined the content of the resolution. She reviewed the obligations of the Security Council, United Nations agencies, United Nations Member States and non-State actors.

The resolution calls upon the Security Council, the United Nations Secretary-General, United Nations Member States and all other parties (e.g., non-State actors, militias, humanitarian agencies and civil society) to take action as follows: facilitate the participation of women in decision-making and peace processes, integrate gender perspectives and training into peacekeeping operations, increase the protection of women and mainstream gender into United Nations reporting systems and programmes. The parties' obligations to implementing each of these components are summarized below:

- *Facilitate women's participation in decision-making and peace processes.* This component is twofold: increasing the number of women represented in institutions, field operations and programmes and involving women's groups in peace processes. According to the resolution, Member States are obligated to increase the number of women in all decision-making related to the prevention, management and resolution of conflicts and provide suitable candidates to the United Nations Secretary-General for the position of SRSG and similar high-level positions. Similarly, the United Nations Secretary-General is obligated to increase the number of women in decision-making in conflict-resolution and peace processes and appoint more women to high United Nations positions such as Special Envoys and Representatives. The Security Council is obligated to consider gender issues and women's rights on missions and consult with local and international women's groups on missions. During peace processes, all actors referred to in the resolution (State, non-State and international) are obligated to support local women's peace initiatives, involve women in the implementation of peace agreements, and adopt gender perspectives during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction;
- *Integrate gender perspectives and training into peacekeeping.* Under this component, the Secretary-General is obligated to provide members of peacekeeping operations with training on the protection, rights and needs of women, as well as increase women's participation in peace missions, and ensure that civilian staff of the United Nations receive similar training. Member States are obligated to include gender and HIV/AIDS awareness in training for military and civilian personnel and to increase funding for gender training; and
- *Increase the protection of women.* Under this provision, all actors in conflict settings are obligated to adopt gender perspectives in post-conflict efforts; ensure the protection of and respect for the human rights of women and girls, especially relating to a new constitution, electoral system, police and judiciary; address differing needs of women and male ex-combatants in Disarmament,

Demobilization, and Reintegration (DDR) programmes; consider the potential gender implications of sanctions; and protect women and girls from sexual and gender-based violence in conflict settings.

In addition, all parties to the resolution (Member States, non-State militias and United Nations and humanitarian agencies) are obligated to respect the civilian nature of refugee camps and take into account the particular needs of women in the design of refugee camps and, in so doing, include women in the design and management of refugee camps. Member States are obligated to end impunity for, and to prosecute, perpetrators of war crimes and exclude sexual and gender-based crimes from amnesty provisions. The resolution emphasizes the need for all parties to adhere to international human rights laws.

- *Mainstream gender into United Nations reporting systems and programmes.* As part of this component, the United Nations Secretary-General is obligated to report on the impact of conflict on women; the role of women in peace-building; the gender dimensions of peace processes and conflict resolution; and progress on gender mainstreaming in peace missions and related areas.

Ms. Anderlini described the development of resolution 1325, which evolved from a groundswell of women's rights activism within civil society groups around the world. As mentioned above, women from the front lines informed the goals set out in the draft resolution. Ms. Anderlini noted that these same civil society actors who were instrumental in the passage of the resolution are not being sufficiently supported in the implementation of what they developed. Ms. Anderlini urged the international community and international organizations to equip women with the skills and tools they need to press for the implementation of the resolution at local and policy levels.

, Chief, Humanitarian Response Unit, UNFPA, brought the first session to a close, speaking of resolution 1325 as a mandate for action, a foundation for programming and a powerful tool for advocacy and fund-raising with regard to gender-based violence. She identified the need for better mechanisms to show the true costs of not taking action to address gender-based violence. According to Ms. DeLargy, donors often think gender-based violence programming is expensive. Actually, prevention and care are extremely cost-effective. Ms. DeLargy drew upon Dr. Diallo's presentation on the "Women in Crisis Movement" in Sierra Leone, which illustrated that, for \$25,000, UNFPA was able to transform the lives of more than 2,000 girls whereas the peacekeeping operation cost \$2 million a day. Ms. DeLargy urged international organizations to educate donors and policy makers about the content of resolution 1325, emphasizing its mandate to address gender-based violence.



## C. GENDER-BASED VIOLENCE: CASE STUDIES

### 1. Plenary Case Studies: Emergency Care and Services for Survivors of Gender-based Violence

From complex emergencies to protracted refugee settings, rendering immediate care and services to survivors of gender-based violence is the first priority of gender-based violence responses. Speakers presented successes, challenges and lessons learned from developing programmes that respond to the immediate needs of survivors.

**Ms. Heidi Lehmann**, Gender-based Violence Technical Adviser, IRC, Sudan, discussed responding to survivors' needs in complex emergencies. Noting that the goal of emergency care should be to minimize short-term negative consequences, Ms. Lehmann said service providers must do the following:

- *Ensure that survivors can access care.* Service providers must think about not only access in terms of mobility and location of health-care facilities but also the legal dimensions of receiving care. In many conflict and post-conflict settings, for survivors to receive care, they must report incidents of rape and domestic violence to government institutions and the police. For example, in the Sudan, Form 8 requires that women seeking medical care for sexual violence must first report the incident to the police. Under Sudanese law, a woman who is raped can be charged with adultery and be subject to prosecution. Recognizing that these legal implications of reporting rape to the police meant that survivors in need of medical care would not report and thus would not receive care, international organizations spent several months advocating with the Government of Sudan to end the use of Form 8. Eventually, the Government agreed to lift the Form 8 requirement within IDP camp settings in Darfur, but not elsewhere. This example illustrates that service providers must understand the context, both socio-cultural and legal, in which they are providing services to survivors;
- *Train staff.* When an agency becomes operational in a conflict setting, it must immediately identify members of the community who can be trained to work on gender-based violence. Direct service staff must know how to respond to survivors appropriately and sensitively. Agencies must equip direct service staff with clinical medical skills and psychosocial support skills. United Nations and partner agency staff must know what supplies and tools exist for responding to survivors and how to use them; and
- *Ensure access to supplies.* Service providers need appropriate supplies, such as those provided in the Minimum Initial Service Package (MISP), to respond to the medical needs of survivors. These supplies include surgical tools, tools for collecting forensic evidence, and emergency contraception. Access to these supplies must be regularly and readily available.

UNFPA, a main provider of the MISP, must ensure that service providers have these supplies within the first few days of an emergency response.

Ms. Lehmann spoke about the coordination role of UNFPA. UNFPA should coordinate with other organizations to ensure that the above-mentioned elements take place in a timely manner. As a lead agency in addressing gender-based violence, UNFPA must actively monitor the services that exist for survivors, identify service gaps and set up mechanisms for service providers to be held accountable for providing the services they agreed to provide.

**Ms. Sevdije Ahmeti** spoke about the lessons she learned providing services to gender-based violence survivors at the Centre for Protection of Women and Children in Pristina, Kosovo. In addition to providing medical and psychosocial support, the centre conducted advocacy with regard to laws on sexual violence and worked to protect the rights of victims and witnesses whose identities were inadequately protected during the investigation of cases. Ms. Ahmeti recounted the lessons she learned about survivors' recovery from trauma. She stressed that establishing a safe environment is critical. It was difficult to provide services until the centre gained the trust of women in the community and was recognized as a safe environment. In addition, interactions with survivors must be appropriate to the culture, educational level and urban or rural background of the survivor.

**Ms. Sana Asi**, Advocacy for Reproductive Health Coordinator, The Palestinian Initiative for Promotion of Global Dialogue and Democracy (MIFTAH), spoke about the importance of training service providers on reproductive health in conflict and post-conflict areas to support survivors of gender-based violence in an appropriate and sensitive way. In the Occupied Palestinian Territory, with the support of UNFPA, MIFTAH conducted a training programme, "Communication Skills for Working with Survivors of Gender-based Violence", for representatives from the Ministry of Health, the Ministry of Social Affairs, the Ministry of Education and the police. The training, conducted by an independent consultant, Jeanne Ward, covered the following topics: an introduction to gender-based violence concepts, the development of a framework to understand and respond to gender-based violence, an introduction to trauma and symptom management, engagement strategies in working with survivors, self-care of service providers and supervision and record-keeping.

The Communication Skills Training session was the first of its kind to engage persons from the various sectors involved in preventing and responding to gender-based violence. The attendance of representatives across sectors underscored the importance of multisectoral coordination and built a foundation for cross-sectoral communication and collaboration.

**Ms. Melissa Alvarado**, Programme Manager of the American Refugee Committee's gender-based violence programmes in three refugee camps on the Thailand-Myanmar border, presented the components of the programme and its challenges. Gender-based violence was a pervasive problem in the refugee camps. Research conducted in the camps in 2002 by the American Refugee Committee and the Centers for Disease Control revealed

that 56 per cent of the women reported experiencing domestic violence, and one in every four reported experiencing at least one violent incident by perpetrators other than spouses. Women who reported violence did not have access to safe and confidential services, and the camps lacked a coordinated system of response and referral for survivors. Women's lack of knowledge about their rights and the entrenched nature of gender and power imbalances contributed to a culture of silence and impunity.

The gender-based violence programme provided medical, psychosocial and legal services. Activities in the health/medical sector included: training health workers: medics, midwives and traditional birth attendants; developing a joint response protocol with a medical services NGO; HIV/VCT in camps; and emergency contraception for rape. Activities in the psychosocial sector included: in-depth training of full-time refugee gender-based violence staff; the provision of information, support services, referrals and advocacy; the training of women's organizations, other NGOs and community groups on helping skills; and community services mapping. Within the safety/security sector, the programme undertook safety planning with survivors and explored options for immediate safety needs, such as relocation and residence in a safe house. The programme conducted gender-based violence awareness-raising for camp security, Thai authorities and the military and the United Nations High Commissioner for Refugees (UNHCR).

Ms. Alvarado highlighted the major challenges in implementing the programme. They include a lack of confidentiality; women's lack of real decision-making power; the entrenched victim-blaming by the community and the service provider; unequal access to justice; bribery and corruption linked with crime; and the overall culture of impunity. Within the legal/justice sector, most cases were settled through the traditional justice mechanism. Camp leaders actively discouraged the reporting of incidents to NGOs or UNHCR. To tackle these challenges, the programme intends to undertake the following initiatives: empower and inform women's organizations, develop safe and confidential services for survivors, conduct ongoing and continual training workshops for refugee staff and community members and invest in work with men to end violence and change attitudes towards women.

## 2. Field-based Case Study Presentations: Implementation of Resolution 1325 to Address Gender-based Violence

Case studies conducted by UNFPA and UNFPA-supported projects in 2005 in five war-torn countries were presented during the meeting. The case studies were undertaken in Indonesia, Kosovo, Occupied Palestine Territory, Sierra Leone and Timor-Leste. In addition to providing an overview of the nature and scope of gender-based violence in each setting, the case studies highlight what protection and services were available to women and identify the gaps. While the sociocultural, political and economic situations in each country vary, all the case studies identify common forms of gender-based violence as well as common failures to protect women and girls from incidents of gender-based violence and to mitigate the effects of their victimization.

The findings from the case studies illustrate that women and girls are at great risk of multiple forms of violence during conflict -- a risk that continues after the fighting stops. As Ms. Mariama Diarra, the UNFPA Assistant Representative in Sierra Leone, stated: "There was rape before the war, during the war and, now, there is still rape." In addition, each case study found that domestic violence was pervasive and widely accepted. The large international presence common to these conflict and post-conflict settings increased the demand for commercial sex in many places. In each of the post-war situations considered, trafficking increased dramatically.

Furthermore, in each case study, it was evident that impunity for perpetrators of sexual and gender-based violence was the norm. Survivors' feelings of blame, shame and dishonour complicated prosecutions, and the reporting of gender-based violence incidents often led to a revictimization of those who had been violated.

In terms of existing response mechanisms and services for survivors, the case studies highlighted the efforts of community-based women's groups and NGOs in calling attention to women's issues and filling gaps in support and services for women.

The following are summaries of the case studies and highlights presented by the speaker, a representative of the case-study assessment team. (The full case study reports can be found at [www.unfpa.org/woman](http://www.unfpa.org/woman))

## **Timor-Leste**

**Presented by: Karen O’Sullivan, Project Manager, UNFPA Timor-Leste**

Timor-Leste (East Timor) is a country in transition. After a referendum on independence from Indonesia in 1999, militia groups destroyed much of the country’s infrastructure, with the displacement of large proportions of the population. A United Nations peacekeeping mission followed, and full independence was achieved in 2002.

By 2005, Timor-Leste, the poorest country in Asia, was still struggling to recover from the destruction of 75 per cent of its physical infrastructure and institutions. With the highest fertility in the world (7.6 births per woman), the population could double in 15 years. Rates of illiteracy and maternal mortality were high. Most communities were organized in a patriarchal way and followed traditional beliefs and customs, many of which compromised women’s full enjoyment of their rights. The violence that had been a part of Timorese society since colonization has had a long-term social and economic impact on communities and families.

During the war for independence, Timorese women were subjected to systematic rape, torture and forced sterilization. Both pre- and post-conflict, there were high levels of domestic violence. Trafficking into Timor-Leste for sexual exploitation emerged as a problem in 1999, largely due to the internal conflict and the presence of international actors.

Services for survivors of gender-based violence included counselling (both crisis and long-term), a safe house, specialized medical treatment and forensic examination, legal assistance and support groups. These services were provided primarily by NGOs. In terms of facilitating justice for survivors of gender-based violence, there were many gaps. Institutional and legal structures imposed during the period when the United Nations administration was in effect were often at odds with local attitudes and customs. The formal justice system was barely operating, while the traditional justice system provided unsatisfactory outcomes for women. Yet, traditional mechanisms were most widely used to respond to gender-based violence.

Under the United Nations administration, government institutions were reformed to respond more effectively to gender-based violence. For example, the police force was completely re-established after 1999. The United Nations administration instituted Vulnerable Persons’ Units across the country to handle cases of sexual assault, domestic violence, child abuse and missing persons. The United Nations also set up a Special Panel for Serious Crimes. A major accomplishment within Timor-Leste was the establishment of a functional referral network for victims of gender-based violence.

UNFPA is conducting a project to address gender-based violence in Timor-Leste, “Strengthening National Capacity to Address GBV.” The project includes working on legislative change, providing support to NGOs to offer services to victims; conducting training for police, the judiciary and offenders concerning gender-based violence; and conducting information and education campaigns for communities.

UNFPA has faced major challenges in implementing the project, among them the strong resistance to attitudinal change among communities and policy makers and the deeply entrenched nature of gender inequality. The police still perceive of domestic violence as an internal family matter. Thus, developing responses to domestic violence within the security sector has been challenging. There has been a backlash against women's organizations trying to end it. Police and members of the church have expressed the view that women's NGOs that provide support to victims of domestic violence are destroying families and fostering divorce. Extending services to rural women has also been a challenge.

In terms of the future direction of the project, UNFPA must support the efforts of women's NGOs to confront gender-based violence, continue strengthening government capacity and focus on men's involvement and creative strategies for effecting behavioural change.

## **Kosovo**

**Presented by: Ms. Sevdije Ahmeti, Founder and Executive Director, Centre for Protection of Women and Children, Kosovo**

The case study analyzed the existence of gender-based violence in Kosovo before the war (prior to 1998), during the war and in the post-conflict environment after 1999. The assessment team conducted interviews to ascertain women's experiences with gender-based violence, identify ways to provide more effective services for survivors, and develop prevention strategies. Respondents included human rights activists, leaders of women's NGOs and members of international organizations and government offices.

In 1996, the Centre for Protection of Women and Children conducted research on the prevalence of domestic violence from 1990 to 1995. It found that 69 per cent of 1,000 respondents reported that they had been victims of physical violence perpetrated by either family relatives or Serb police forces. However, few services existed to address directly the psychological and material needs of survivors. Long-term funding was needed for local women's groups to address these issues sustainably and effectively and to develop standard operating procedures.

During the war, (1998-1999), Kosovar Albanian women and girls were systematically raped by Yugoslav military, police and paramilitary forces. It is estimated that at least 20,000 women and girls were victims of war-related rape. Thus far, none of the perpetrators has been prosecuted nationally.

In Kosovo, the war and peacekeeping operation are over, but violence against women continues. Commercial sexual activity is run by organized crime. In 2001, 80 per cent of clients of sexual services were foreigners. This number has decreased, but is still high compared with the number of foreigners living there. International organizations and institutions, including the United Nations and the military, need to institute and enforce codes of conduct among their staffs to prevent potentially exploitative relationships which breach the standards and ethical guidelines of their organizations.

As of 2005, violence against women and girls was either underreported or unreported. There was a distinct impression that the criminal justice system was not treating gender-based violence -- including sexual violence, war rape, trafficking and forced prostitution -- as serious matters. In addition, services for survivors remained inadequate, particularly in the health and legal/justice sectors. Health facilities were generally poorly prepared for treating victims of sexual violence, as they were constrained by the lack of capacity, a lack of training on psychosocial approaches, and an entrenched stigma regarding mental health issues shared by health personnel. Patients were often discouraged from discussing psychosocial issues.

Women's NGOs have been focused on activities with women and have advocated in favour of equality and human rights, providing victims with shelter as well as protection. They have been the main providers of health and psychosocial services to survivors of gender-based violence. Since the acute emergency period, the number of international and national NGOs decreased tenfold. When international NGOs and donors left Kosovo, local women's groups continued to provide support and care, but with inadequate resources.

The assessment generated many lessons, among them the following:

- Support and long-term funding is needed for local women's groups to address gender-based violence effectively;
- Standard operating procedures must be introduced and set up to coordinate responses to sexually abused and exploited women and girls, and victims of trafficking and forced prostitution;
- Women's vulnerability to violence is increased if they are uneducated or poor. Solutions to all types of gender-based violence, therefore, need to address access to education and employment;
- Kosovar state institutions, particularly the Ministries of Education and Labour and Welfare, are crucial to preventing violence and/or protecting survivors. Nevertheless, the consolidated budget of Kosovo is insufficient to meet the needs; and
- The United Nations Interim Administration Mission in Kosovo (UNMIK) and the transitional Government are key actors in preventing and responding to gender-based violence. They must support civil society and look to integrate the work of civil society groups as complementary responses that can help fill gaps in service delivery.

## **Occupied Palestinian Territory**

**Presented by: Amelia Peltz, Gender Consultant, and Sana Asi, Advocacy for Reproductive Health Coordinator, The Palestinian Initiative for the Promotion of Global Dialogue and Democracy (MIFTAH)**

The purpose of the case study was to provide information and analysis about the extent of gender-based violence in Palestinian society, the types of services available to victims of gender-based violence, the state of networking and coordination among service providers and recommendations to policy makers and advocates at national, regional and international levels. The study was conducted through desk research and interviews with governmental and non-governmental stakeholders. Limitations of the study included: a short time frame, limited information from the governmental health and judiciary sectors and few current statistics on the incidence of violence.

With the outbreak of the second intifada in September 2000, Israel imposed a series of harsh movement restrictions, economic closures and military responses that have had a drastic effect on the overall quality of life of the Palestinian population. Humanitarian indicators have dropped significantly; about two thirds of Palestinians were living in poverty; almost one third of the labour force was unemployed; and 40 per cent of Palestinians were food insecure. From 2000 to 2004, 42 per cent of students and 47 per cent of teachers had reported absences due to checkpoints or closures that prevented them from reaching their schools.

Many Palestinian women's rights activists have asserted that Palestinian women live under a double occupation: the Israeli occupation and the occupation of a conservative and patriarchal society. Women's political, social, legal and economic rights are significantly influenced by the Israeli occupation and the patriarchal culture of Palestinians. Palestinian women are politically active but rarely represented at senior political levels. Women face extensive discrimination under the laws governing marriage, divorce, the custody of children, inheritance and domestic violence. Early marriage has continued to be a problem in many regions.

The existence of gender-based violence reflects the militarization of Palestinian society due to the protracted Israeli occupation as well as the socio-cultural norms and attitudes towards gender that are part of Palestinian society. Although reliable data on the extent of present-day gender-based violence are lacking, the statistics from several studies conducted before 2000 by NGOs show that physical abuse, sexual violence and psychological abuse were prevalent. There were also many incidents of "honour killings."

Both government institutions and NGOs have played an important role in responding to and preventing gender-based violence. Activities include raising awareness; promoting and protecting women's rights, including direct interventions to protect women; setting up hotlines for advice and counselling; providing legal advice and representation; conducting mediation with families; conducting studies and research; and conducting training. Lobbying and advocacy efforts have included promoting reforms to empower women and increase their participation in political and economic issues. As of 2005, the laws in Occupied Palestinian Territory did not give women sufficient protection from gender-



based violence. They were broad and subject to interpretation by legal institutions and law enforcement officials. Furthermore, the laws were not being enforced. Thus, lobbying for changes to these laws has been critical.

One of the major successes in the work of NGOs is the extent of coordination among them. The UNFPA office in Occupied Palestinian Territory played a major role in facilitating coordination among women's NGOs. UNFPA has worked to link global initiatives, such as resolution 1325, to the local level through awareness-raising. It has also supported local organizations in securing financial resources and providing technical assistance.

Based on the findings of the case study, the assessment team recommends that, at the national level, there must be a focus on long-term policy, advocacy and community-mobilization strategies with key messages related to gender equality and women's rights. A system of referrals and operational protocols for providing services to survivors of gender-based violence must be implemented. Efforts must be aimed at strengthening the rule of law and ending impunity for acts of gender-based violence.

At regional and international levels, efforts for a comprehensive, just and lasting solution to the conflict remain a priority. Furthermore, full implementation of action plans from global gender and security initiatives, such as the ICPD Programme of Action and the Beijing Platform for Action as well as resolution 1325, will ensure that Palestinian women have a much stronger influence over political, social and economic developments in their country.

## **Sierra Leone**

**Presented by: Ms. Mariama Aminatta Diarra, Assistant Representative, UNFPA Sierra Leone**

In Sierra Leone, gender-based violence is an accepted practice fuelled by sociocultural norms and legitimized by customary law. Under national and customary law, women are marginalized. This legacy of violence is a contributing factor to the brutality of Sierra Leone's civil war, which was marked by widespread amputation, rape and torture. Much of the violence during the war was perpetrated by child soldiers, and children continue to be at risk of violence. Reintegrating young girls affected by the conflict is a continuing issue. During the conflict in Sierra Leone, from 1991 to 2001, violence against women escalated. There were high levels of human rights abuses, summary killings, sexual violence, gang rape against women and girls and abductions perpetrated by all factions.

A study undertaken by Physicians for Human Rights analysed sexual violence among IDPs in three camps (near Freetown, Port Loko and Kenema) and Mile 91 township, which had a large population of IDPs. Survey respondents included 991 female heads of household, representing 9,166 household members. The study estimated that 8-9 per cent of displaced women in camps had suffered sexual abuse between 1997 and 1999 (33 per cent of whom had been gang raped). If these figures are extrapolated to the total displaced population, it

is estimated that between 50,000 to 64,000 women were victims of sexual violence during the war.

In the post-conflict environment, data from NGOs providing services for gender-based violence show that domestic and sexual violence continued. Domestic violence was not a crime, although a law against it was being drafted. A medical examination report was required to process allegations of rape, but the associated fees were equal to a month's salary. "Why should I go to the police, if the judicial system doesn't do anything?" women ask. Legislation to address gender-based violence has been inadequate, and survivors are offered little protection under the law.

The challenges to preventing and responding to gender-based violence include the destruction of Sierra Leone's health infrastructure and the mass exodus of health workers, resulting in a lack of basic health care; maternal mortality ratios that are the highest in the world; and a looming HIV crisis, driven by poverty, social dislocation and an increase in commercial sexual activity. Legal and protection systems are inadequate. There is a lack of data on incidents of gender-based violence and low capacity of government institutions to respond to the problem.

Based on its findings, the assessment team recommended that UNFPA and its partners prioritize scaling up support to survivors of gender-based violence; incorporating gender-based violence awareness into police training; building the capacity of the police stations' Family Support Units, which specifically deal with domestic violence cases; increasing advocacy on gender-based violence at the policy level, including the passing of legislation to improve the protection of women; conducting community awareness campaigns on gender-based violence; strengthening civil society to respond to and prevent gender-based violence; and strengthening national institutions to respond to and prevent gender-based violence.

## **Aceh Province, Indonesia**

**Presented by: Ms. Adriana Venny Ariany, Executive Director, Women's Journal Foundation (Yayasan Jurnal Perempuan)**

Due to the 30-year civil conflict in Aceh Province, Indonesia, women experienced loss, displacement, violence and marginalization. Most lived in fear and silence under the constant threat of government military and rebel paramilitary forces. Some lost family members in combat. Many were subjected to gender-based violence. A patriarchal legal and security system condoned and, in some cases, actively promoted acts of gender-based violence. Moreover, the tsunami of December 2004 reduced the already stretched economic and social resources of women's households and communities, putting women at even great vulnerability for gender-based violence.

In an effort to bring attention to the existence of gender-based violence in Aceh, the Women's Journal Foundation analyzed women's exposure to gender-based violence during the conflict in Aceh from 1989 to 2004 and assessed existing gender-based violence

prevention and response measures. The assessment team conducted a review of documents published by human rights organizations and local women's organizations. The team aimed at gathering information about acts of gender-based violence as well as informing the content of field-based interviews. In Aceh, the team interviewed survivors of gender-based violence along with representatives of women's NGOs, community-based organizations, international organizations, government bodies, law enforcement institutions and the media.

From the literature review and field interviews, the foundation found that, during the conflict, women were victims of rape, torture and sexual harassment perpetrated by the Indonesian National Military (TNI) and the rebel Free Aceh Movement. They were also subjected to TNI acts of extra-judicial killing as well as unlawful arrest and detention. Collecting quantitative data on incidents of gender-based violence and services provided to survivors was difficult. The team found that incidents of gender-based violence were seldom reported, and services provided to survivors were poorly documented.

The case study discusses socio-cultural factors that contribute to the prevalence of gender-based violence in Aceh, because understanding this context is critical to understanding the nature and scope of gender-based violence. For example, the strict interpretation and application of Shari'a (Islamic law) has placed restrictions on women's dress and behaviour. Women who break Shari'a codes are not only stigmatized but also subject to harassment and physical violence.

Because the effects of the tsunami placed women at greater vulnerability for gender-based violence, the assessment team investigated women's situation in IDP camps. The team found that these women faced increased physical and economic security risks, such as inadequate reproductive health care; an increased burden of domestic work; and an increased threat of gender-based violence, including trafficking and sexual violence.

The Government of Indonesia has taken steps towards addressing gender inequality. In 1984, it ratified CEDAW. In 2002, government ministries for Women's Affairs, Health, and Social Affairs, as well as the national police force, signed a joint agreement to establish the provision of multisectoral and integrated services to victims of gender-based violence. In addition, in October 2004, the Indonesian parliament passed Law no. 23, Elimination of Domestic Violence, which delineates ways in which the Government will protect victims of domestic violence and punish perpetrators.

These policies provide a framework through which the Government can prevent and respond to acts of gender-based violence. However, the implementation of these policies has been slow. The team found that within the legal and security systems, personnel were poorly informed of these policies and the services mandated by them. Moreover, there was a lack of accountability on the part of each government ministry to carry out its responsibilities for providing integrated services to survivors of gender-based violence.

Given these gaps in implementation, advocacy with the Government and legal and security systems is necessary to hold these institutions accountable for protecting women and

providing the services mandated by the new policies. In Jakarta, the Government set up special units within police stations for responding to sexual and domestic violence. In large municipalities, the Government established comprehensive services for survivors in police hospitals, including medical and psychological support as well as legal referrals. However, these institutions have yet to reach Aceh, where NGOs have been the primary service providers for victims of gender-based violence. They have initiated legal support, operated women's crisis centres, conducted advocacy through the media, collaborated with parliamentarians on changes in legislation and initiated peace education in communities throughout Aceh.

#### D. INSTITUTIONALIZING RESOLUTION 1325 AS A TOOL FOR WOMEN'S PROTECTION AND PARTICIPATION

How can UNFPA and its partners institutionalize resolution 1325 as a tool to protect women and promote their participation in peace and security efforts? Several initiatives are applying the principles of resolution 1325 at international, regional and national levels. UNFPA and its partners must draw upon these tools, experiences and programming efforts.

##### 1. Inter-Agency Tools: Guidelines for Action Plans and Guidelines for Prevention and Response

The Security Council requested that relevant United Nations agencies and organizations submit action plans with timelines on how each would implement resolution 1325 from 2005 to 2007. Agency plans will be fed into a system-wide action plan for the United Nations strategy for implementing the resolution. The system-wide action plan will also identify areas for collaboration among United Nations organizations. To help UNFPA country programmes develop their action plans, Ms. Kristin Valasek, Gender, Peace and Security Consultant for the International Research and Training Institute for the Advancement of Women (INSTRAW), presented the guidelines for action plan development prepared by that agency. Ms. Valasek reminded participants of the importance of action plans. They help raise awareness of issues, contribute to an increased sense of ownership and result in strategically prioritized and planned initiatives. Action plans also help planners set realistic objectives that can be monitored and evaluated and help them identify specific responsibilities, resources needed and timelines.

In October 2005, the IASC of the United Nations introduced international guidelines for responding to gender-based violence in humanitarian settings: *Guidelines for GBV Prevention and Response: Focusing on Prevention and Response to Sexual Violence*. Dr. Wilma Doedens, Technical Specialist, Humanitarian Response Unit, noted that *Guidelines*, produced by more than 30 United Nations agencies and NGOs that provide humanitarian assistance, constitutes a tool to help field personnel establish a multisectoral, coordinated approach to gender-based violence programming in complex emergencies. *Guidelines* contains practical advice on how to ensure that humanitarian protection and assistance programmes are safe and do not inadvertently increase women's and girls' risk of sexual violence; delineates the response services that should be in place to meet the needs of

survivors of sexual violence; and addresses emergency preparedness as well as minimal and more comprehensive responses to integrating prevention of and responses to gender-based violence into all humanitarian work.

## 2. UNFPA Regional Programming Efforts

In the Latin America and Caribbean (LAC) region, UNFPA has helped institutionalize elements of resolution 1325 in 14 countries. Mr. Luis Mora, UNFPA Regional Adviser in Gender and Masculinity, addressed participants concerning UNFPA model efforts. UNFPA has implemented the following aspects of resolution 1325 in the LAC region through the following:

- Increased the representation of women at decision-making levels and in national mechanisms for the prevention, management and resolution of conflicts;
- Incorporated training guidelines and materials on the protection and rights of women, as well as HIV/AIDS awareness, into national training programmes for military and civilian personnel in preparation for deployment;
- Increased financial, technical and logistical support for gender-sensitive training efforts; and
- Taken special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse.

In terms of programming, this has entailed integrating human rights, including reproductive and women's rights, sexual and reproductive health, maternal mortality and HIV/AIDS components, into the policies, procedures, protocols, training curricula and health services of national military and police forces.

In the conflict settings of Colombia and Haiti, UNFPA implemented projects to address gender-based violence and reproductive health. In Colombia, UNFPA reached large numbers of people with expanded health services through the “Project on the Promotion of Sexual and Reproductive Health Services for IDPs in the Magdalena Medio.” In addition, the “Project on Prevention and Care of Sexual and Gender-based Violence” engaged the Ministry of Family Well-being, the police, the legal sector and human rights NGOs on gender-based violence prevention and response for IDP populations. In Haiti, UNFPA implemented the “Project on Prevention and Care of Sexual Violence Against Women”, which involved partners such as UNIFEM, the United Nations Gender Group, Ministry of Women’s Affairs, Ministry of Health and local women’s groups. Also in Haiti, UNFPA implemented the “Project on Gender and HIV/AIDS Prevention in Haitian National Police.”

UNFPA has successfully formulated, at regional and national levels, security policies that promote the protection of women and their participation. Several regional workshops and

meetings have been held on gender and security. Modules on Gender Equality, Women's Rights and Sexual and Gender-based Violence have also been developed for training throughout the region.

The UNFPA Honduras project "Mainstreaming Gender Equality and GBV Prevention into the Ministry of Security" was selected as regional best practice at the LAC Conference on Democratic Governance. The project involved mainstreaming gender into police reform; adopting and implementing institutional gender policies; and implementing protocols, standards and norms for the prevention and care of victims of sexual and gender-based violence.

The UNFPA project in Guatemala, "National Pact for Women's Security", offers another model for the implementation of resolution 1325. UNFPA provided technical and financial assistance to Guatemala's National Ministry for Women's Affairs in order to develop and implement a National Pact for Women's Security. The National Pact includes a comprehensive approach to women's security based on women's rights and human security issues: legal, economic and domestic security; safe towns and communities for women; security in health (safe motherhood and HIV/AIDS prevention); and security against trafficking.

The LAC region has also mobilized resources for resolution 1325. Funds for a UNAIDS project have been linked to UNFPA projects with armed forces and ministries of security in the LAC region. In addition, in coordination with United Nations agencies and national partners, UNFPA has mobilized resources from the Human Security Fund for national projects against sexual and gender-based violence.

These many programming initiatives also present challenges, which the LAC region has identified as next steps:

- Strengthening regional mechanisms to support resolution 1325. These efforts must include assessing best practices and lessons learned in terms of developing appropriate security policies in the LAC region, with the representation of women at all decision-making levels;
- Addressing the main contributors to United Nations Peacekeeping Operations in LAC in order to reinforce commitment to resolution 1325, expand women's role in and contribution to United Nations field-based operations and incorporate a gender perspective into peacekeeping operations;
- Updating education and training national programmes on gender equality and sexual and gender-based violence in UNFPA projects with ministries of defense and public security in the LAC region;
- Creating mechanisms to monitor and evaluate progress in implementing resolution 1325;

- Supporting national efforts to reporting on resolution 1325 through both official and shadow reports to international bodies and treaties (CEDAW, United Nations Security Council, etc.);
- Strengthening strategic alliances with United Nations agencies and United Nations Gender Thematic Groups, the UNFPA regional project on gender and reproductive rights mainstreaming into the judicial system in the LAC region, and women's organizations.

### 3. National Policy Efforts

**Ms. Maddalena Pezzotti**, Chief, Office of Gender Affairs, UNMIK, discussed the challenges and successes her team faced in undertaking this project. In mid-2003, the UNMIK Office of Gender Affairs began work to bring resolution 1325 to life. From the start, the team decided that it would not lead a separate, parallel effort. It set the goal of gender equality as a vital, non-negotiable element of democracy and helped the provisional government draft a new law to protect women's rights, after which the team struggled to bring the law to the political level. Ms. Pezzotti noted that her team was never invited to participate in political affairs, so they invited themselves to the political table. The team was able to integrate gender goals into the implementation plan for Kosovo's future. These include women's representation in elected bodies; the inclusion of a gender-equality approach in policies, programmes and services; and the eradication of gender-based violence, including domestic violence and trafficking. Indicators to track and measure progress were also devised. Another achievement of Ms. Pezzotti's team was the creation and funding of the position of municipal gender affairs officers, appointed in Kosovo's 30 municipalities. Since 2004, the head of UNMIK meets Kosovo women leaders from all communities, giving them an opportunity to express their concerns and make proposals directly to the highest United Nations authority in Kosovo.

**Ms. Shafa Gardashova**, Attache and Gender Focal Point in the Department of Human Rights and Democratization, Ministry of Foreign Affairs, Azerbaijan, addressed the meeting, reflecting on her experience as a government representative of Azerbaijan with regard to implementing resolution 1325 at the policy level. She highlighted the achievements of women's organizations in her country in convincing the Government to incorporate resolution 1325 into its policies. In collaboration with women's groups, the Government developed a National Plan of Action for the participation of women in peace-building and post-conflict democratic processes. Coalition 1325, a group of women's rights activists, has been formed to promote women's active participation in peace-building through the principles of resolution 1325. In 2003, the Azerbaijan delegation, headed by the chairwoman of the State Committee on Women's Issues, participated in the Fifth Ministerial Conference on Equality between Women and Men of the Council of Europe. Despite achievements within Azerbaijan, challenges and problems have slowed the implementation of resolution 1325. Women continue to be stereotyped as the victims of conflict and not seen as persons who can contribute to the peace-building process. They are also economically marginalized, which impedes their participation in decision-making. In addition, limited government resources, both human and financial, hamper efforts to involve women fully in peace-building efforts.

## E. CLOSING SESSION

In the closing session, several speakers reminded participants of the potential of resolution 1325 and the role of the international community in harnessing that potential.

**Ms. Jebbeh Forster**, of UNIFEM, Sierra Leone, spoke about the application of resolution 1325 beyond gender-based violence. The resolution recognizes that women are not just victims in conflict but that they have a role to play in peace-building. Ms. Forster emphasized the need to build the capacity of women's organizations so they can be more effective partners. Training is critical. Partnerships are also key, particularly commitment from Governments to carry on initiatives. There has to be local ownership of these issues.

**Ms. Ancil Adrian-Paul**, Programme Manager, Women's Rights and Political Lobby, Medica Mondiale, Afghanistan, highlighted that resolution 1325 is the only Security Council resolution with a global constituency recognizing women's positive role in peace and security. The fact that the Security Council adopted it so soon after its introduction is due to the persistence, passion and endurance of women on the ground. It is not only a piece of paper but, if correctly used, can contribute to the protection of human rights on the ground.

**Mr. Alain Mouchiroud**, Director of UNFPA/CST, Bratislava, Slovakia, commented on the need to refocus attention to conflict prevention. He emphasized that development is the way to prevent conflict. Excessive population growth leads to poverty, which leads to discrimination against women and children and instability. The international community must be serious about these issues in times of peace and do a better job before a crisis.

**Ms. Jessica Zoë Wilson**, a post-doctoral fellow at the Centre for Civil Society, University of KwaZulu, Natal, South Africa, called upon participants to reflect on the effectiveness of global tools like resolution 1325. Local results are often uneven. Implementation tends to become entangled with bureaucratic politics, and too much power gets invested in the wrong hands. Ms. Wilson asked participants to think strategically about how the international community can prevent resolution 1325 from falling into a bureaucratic trap.

**Ms. Sahir Abdul-Hadi**, the organizer of the conference, followed with closing remarks. She acknowledged that resolution 1325 does need "stronger teeth" but reminded participants that the existence of the resolution reflects progress. Ms. Abdul-Hadi emphasized that taking resolution 1325 forward requires steadfast commitment from UNFPA and strong collaboration with partners. Throughout the meeting, participants said that the conference, by fostering collaboration and information-sharing among UNFPA staff and international and local partners, marks a significant step forward.



### **III. MEETING OUTCOMES: RECOMMENDATIONS FROM WORKING GROUPS**

Over the course of the conference, participants were divided into working groups to discuss several aspects of resolution 1325, its relevance to gender-based violence prevention and response, and the UNFPA role in strengthening the link between the policies of 1325 and gender-based violence programming. Working groups were held on each day and followed the agenda topic for that day. After the working group sessions, each group reported its discussion back to the plenary. The recommendations included in the report represent a collective summary of all working groups' discussions and recommendations. Working groups were organized according to the following topics:

- Resolution 1325 and its relevance to the UNFPA mission and ways that UNFPA can strengthen implementation of the resolution;
- How UNFPA and its partners can use 1325 to protect women in armed conflict and prevent gender-based violence;
- How UNFPA and its partners can provide emergency care and services; and
- How UNFPA can promote sustainable gender-based violence programming.

#### **A. WORKING GROUP, DAY 1: RELEVANCE OF RESOLUTION 1325 TO THE UNFPA MISSION AND WAYS IN WHICH UNFPA CAN STRENGTHEN ITS IMPLEMENTATION**

The resolution calls for increased participation and representation of women in decision-making levels in national, regional and international institutions. UNFPA must undertake the following:

- Ensure that women are represented at headquarters levels and assess what the current representation is of women in management and decision-making positions;
- Ensure, at regional and field levels, that there is increased gender balance and that women are adequately represented in projects that they support;
- Further publicize the resolution and ensure its distribution to all field offices;
- Ensure the availability of funds for field offices to disseminate the resolution to women's organizations on the ground;

- Promote and strengthen linkages between international and national groups to enhance co-responsibility, promote ownership and lessen dependency; and
- Support community structures to achieve goals.

Partnership, principal allies and strategic alliances of various types are important for implementation. UNFPA must foster relationships with other United Nations organizations and agencies and strategic alliances with NGOs, INGOs, community-based organizations, and key national institutions such as ministries, permanent justice institutions, religious-based organizations, educational institutions, youth-based organizations and key individuals. It must also strengthen the links with Friends of 1325, the nations that originally supported the implementation of the resolution.

The resolution calls for increased voluntary financial, technical and logistical support for gender-sensitive training efforts. UNFPA must ensure that it has a rapid response mechanism that allows groups and organizations, especially the most vulnerable, to access such funds with the minimum of delay in emergency situations.

#### B. WORKING GROUP, DAY 2: PROTECTION AND PREVENTION: DEFINING THE ROLES AND RESPONSIBILITIES OF UNFPA AND ITS PARTNERS

To strengthen the implementation of resolution 1325 with regard to the protection of women from gender-based violence and the prevention of gender-based violence, UNFPA should:

- Clarify whether it has the capacity or distinct competence to respond to the responsibility to protect. The discussion demonstrated that there is a lack of understanding of the definition of protection;
- Structure and coordinate strategies for preventing and responding to gender-based violence within the United Nations system. Rather than working as “firefighters” in conflict settings and working on an ad hoc basis, United Nations agencies must take stock of lessons learned;
- Work on the ground with other international and national partners, prioritizing the Government;
- Increase coordination between agencies and partners, and within agencies;
- Mainstream gender-based violence prevention and response into all programming;
- Create a gender-based violence focal point position in all UNFPA field offices for the purposes of monitoring and facilitating the mainstreaming of gender-based violence;

- Advocate with government representatives to support and implement resolution 1325; and
- Support the efforts of women’s civil society groups in conflict prevention, conflict resolution and peace-building.

C. WORKING GROUP, DAY 3: EMERGENCY CARE AND SERVICES TO VICTIMS OF GENDER-BASED VIOLENCE

To better address the emergency needs of survivors of gender-based violence, UNFPA should undertake to:

- Ensure on-time and effective delivery and distribution of the reproductive health kits that are part of the MISP. Investigate the possibility of storing supplies at the regional level and the possibility of procuring supplies locally. All staff should be trained on the content and appropriate distribution and use of kits;
- Reach out to local NGOs already providing services and partner with them;
- Engage the local media in emergency service campaigns and local policy decisions and educate them about the importance of survivor anonymity;
- Coordinate and monitor the implementation of the IASC *Guidelines for GBV Prevention and Response*;
- Train providers on the clinical management of rape; and
- Train other service providers on communication skills for working with survivors.

D. WORKING GROUP DAY 4: PROMOTING SUSTAINABILITY

To sustain gender-based violence prevention and response efforts beyond emergency care, UNFPA should lead efforts to:

- Encourage data collection/analysis and the use of data in advocacy campaigns;
- Conduct mappings of all service providers in settings to avoid duplication of services, and coordinate and monitor service provision among agencies;
- Train health and social professionals, local government officials, and armed and security forces on gender-based violence protection and response;

- Train UNFPA staff on issues related to gender-based violence prevention and response; and
- Ensure substantial funding for gender-based violence programmes; focus funding appeals through the Consolidated Appeals Process on Gender-based Violence programming, which has historically been under-funded; and explain to donors the cost burden of not funding programming on gender-based violence.

## IV. CONCLUSIONS AND RECOMMENDATIONS

Shortly after the October 2005 Bucharest meeting described herein, the United Nations Secretary-General released a report to the Security Council detailing, by United Nations agency, how the United Nations will enhance gender equity in conflict and post-conflict situations, as called for by resolution 1325. UNFPA has been charged with responsibilities relating to preventing conflict, building peace, preventing gender-based violence and providing humanitarian responses and post-conflict reconstruction and rehabilitation. Key actions include systematically consulting with NGOs, building the capacity of women's groups, documenting best practices and methodologies, and developing training programmes that empower women to participate in political processes. The report also tasks UNFPA with ensuring that women's rights are integrated into law reform, providing psychosocial support and medical services for survivors of gender-based violence and conducting training on gender and on HIV prevention.

The challenge now is for UNFPA to guarantee that both the principles of 1325 and the related mandate for action are implemented in every conflict-affected setting where UNFPA has a presence. As the presentations and case studies generated for this conference illustrate, programming to address gender-based violence remains insufficient in virtually all areas of prevention and response. Key limitations that have been consistently identified include the failure to prioritize gender-based violence from the outset of a humanitarian intervention; lack of technical and financial resources necessary to introduce and/or sustain comprehensive programming; insufficient monitoring and evaluation of incidents of gender-based violence, as well as of gender-based violence projects; limited coordination among United Nations and other agencies and organizations in the development and implementation of strategic plans and programmes; failure to engage women fully in the design of gender-based violence initiatives; and inadequate attention to the larger gender issues that perpetuate women's and girls' unequal status in virtually every society in the world and that are the foundation of gender-based violence.

To move from rhetoric to reality, UNFPA must continue to raise awareness of its responsibilities for implementing resolution 1325 and for addressing gender-based violence through conferences such as the one described in this report. It must also prioritize gender-based violence as a funding issue so that the organization can provide broad-based institutional support for gender-based violence programming in all areas of operation, including:

- Establishing a gender-based violence focal person at headquarters and regional levels;
- Providing ongoing technical assistance to field offices in the design and implementation of gender-based violence programming;
- Supporting interregional and intraregional collaboration through conferences and meetings assessing best practices and gaps in gender-based violence prevention and response;

- Conducting rapid analyses of gender-based violence in the earliest stages of emergencies;
- Ensuring that minimum standards of response are implemented at the earliest stages of an emergency, according to the IASC *Guidelines*, and that programmes are continually scaled-up as security and infrastructure improve;
- Instituting standard surveillance systems across sites; and
- Establishing standards for service-delivery data collection across sites.

UNFPA has a critical role to play in the prevention of and response to gender-based violence in conflict-affected settings. In recent years, the organization has made significant progress in its efforts to address gender-based violence. However, gaps remain that leave women and girls vulnerable to multiple forms of abuse in settings all across the world. To abide by the spirit and directives of resolution 1325, UNFPA must continue to expand its efforts to prioritize gender-based violence as the major health and human rights concern that it is.

## ANNEX 1: WORKSHOP AGENDA

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

*17–20 October 2005  
Bucharest, Romania*

#### **Day 1: Conflict and Gender Based-Violence; Global Context**

Monday, 17 October

9:30 – 10:45

##### **Opening Plenary:**

- Dr. Peer Sieben, UNFPA Representative - Welcome
- Ms. Maria Muga, Secretary of State, Ministry of Labour, Social Solidarity and Family, Romania
- Mr. Anton Niculescu, Secretary of State, Ministry of Foreign Affairs, Romania
- Ms. Sahir Abdul-Hadi, Women, Peace and Security, UNFPA New York
- Welcome Address by Mr. Kunio Waki, Deputy Executive Director, UNFPA New York
- Keynote Speaker: Ms. Elisabeth Rehn, former UN USG, SRSG Bosnia & Herzegovina, UN Independent Expert, Finland

10:45 – 11:00

Explanation of agenda

11:00 – 11:15

*Break*

11:15 – 12:30

##### **Session 1: Experience from the Field**

*Objective of Session: To provide participants with a snapshot of women’s direct experience in conflict-affected areas*

Speakers:

- Ms. Heidi Lehmann: From the front lines: Victims’ Experiences
- Ms. Sevdije Ahmeti: Regional Experience
- Mr. Mamadou Diallo (UNFPA): Women in crisis experience

Moderator: Ms. Maha Muna

Rapporteur: Ms. Stela Serghiuta

12:30 – 12:35

*Stretch break*

12:35 – 13:45	<p><b>Session 2: Rhetoric and Reality – Policy</b>  <b><i>Objective of Session: To develop participants’ understanding of the provisions of UNSC res. 1325 and its relevance to issues of gender-based violence against women</i></b></p> <p>Speakers:</p> <ul style="list-style-type: none"> <li>• Ms. Sarah Maguire: Sexual and gender-based violence in armed conflict – achieving clarity about sexual and gender-based violence and its implications for the work of international agencies</li> <li>• Ms. Sanam Anderlini: Security Council resolution – implications and ongoing work</li> <li>• Ms. Pamela DeLargy: UNFPA’s initiatives - technical support, and examples/guidelines</li> </ul> <p>Moderator: Ms. Maha Muna  Rapporteur: Ms. Ann Erb-Leoncavallo</p> <p>Plenary: Presentations and Q &amp; A</p>
13:45 – 14:45	<i>Lunch</i>
14:45 – 15:00	<b>Plenary – review of goals of upcoming working groups and explanation of sessions</b>
15:00 – 16:15	<p><b>Working groups: on resolution 1325 and GBV</b>  All working groups will be given a set of questions to address:</p> <ol style="list-style-type: none"> <li>1. Resolution 1325 and its relevance to population and development, including GBV in conflict and post-conflict situations;</li> <li>2. Ways to strengthen the implementation of resolution 1325.</li> </ol>
16:15 – 16:30	<i>Break</i>
16:30 – 17:20	<p><b>Plenary report and discussions:</b>  Facilitators: Ms. Sarah Maguire, Ms. Sanam Anderlini  (The facilitator will ask rapporteurs from each group to provide the summary of their responses, but to keep the momentum going, groups will be asked to answer each question at a time (all answers to question 1, then all to question 2 etc.)</p>
17:20 – 17:30	Close of day – brief round up
19:00 – 21:00	Welcome Reception at the “Casa Capsa Restaurant”



## **Day 2: Prevention and Protection**

Tuesday, 18 October

9:30 – 9:45 Overview of Day 1, Objectives for Day 2:  
Facilitator – Ms. Sarah Maguire

9:45 – 11:00 **Session 3: Plenary: Policies and practices, available tools and Mechanisms**  
*Objective of Session: To familiarize participants with examples, methods and tools for working on implementing resolution 1325 at the national level*

Speakers:

- Mr. Luis Mora, UNFPA experience in Latin America and the Caribbean
- Dr. Wilma Doedens, IASC Guidelines
- Ms. Kristin Valasek, Guidelines for National Plans for the implementation of 1325

Moderator: Mr. Nesim Tumkaya

Rapporteurs: Ms. Amelia Telford Peltz and Ms. Jebbeh Forster

11:00 – 11:15 *Break*

11:15 – 13:15 **Session 4: UNFPA Case Studies from the Field – Prevention & Protection**  
*Objective of the Session: To familiarize participants with the case studies conducted for UNFPA with a focus on prevention and protection*

Facilitator: Ms. Sarah Maguire

- East Timor
- Kosovo
- Occupied Palestinian Territory
- Sierra Leone
- Indonesia

(15-minute presentations per case, with focus on context, forms of SGBV and attempts/experiences in prevention/escalation followed by plenary discussion, Q&A)

Rapporteurs: Mr. Ziad Yaish and Ms. Rachel Hand

13:15 – 14:15 *Lunch*

14:15 – 14:30	<b>Plenary explanations of thematic working groups and break out</b> Facilitator: Ms. Sarah Maguire
14:30 – 15:45	Protection and Prevention working group (Part I): Roles and responsibilities of UNFPA and its partners.
15:45 – 16:00	<i>Break</i>
16:00 – 17:15	Protection and Prevention working group (Part II) Roles and responsibilities of UNFPA and its partners
17:15 – 17:30	Close of day

### **Day 3: Emergency Care and Services**

Wednesday, 19 October

9:00 – 10:30	<b>Feedback, Review of the previous day and discussions</b> Chair: Ms. Jebbeh Forster Rapporteur: Mr. Paul Greening
10:30 – 11:00	<b>Plenary Case studies:</b> Experiences in provision of care and services to sexual and gender-based violence victims (same cases as above but focusing on the <i>emergency care/service provision</i> ) Presentations and plenary Q and A, discussion. Chair: Dr. Wilma Doedens Discussants: <ul style="list-style-type: none"> <li>• Ms. Sevdije Ahmeti</li> <li>• Ms. Sana Asi</li> <li>• Ms. Melissa Alvarado</li> </ul> Rapporteur: Ms. Amelia Telford Peltz
11:00 – 11:15	<i>Break</i>
11:15 – 12:00	Care and Services cont'd. <ul style="list-style-type: none"> <li>• Ms. Heidi Lehmann</li> </ul> Questions and discussion on all presentations on care and services
12:00 – 13:00	<b>Working Groups:</b> Theme: Emergency Care and Services to Victims (Part I – understanding what is being done and what can be done. Taking into account previous input on IASC guidelines and UNFPA, UNICEF and UNIFEM and other initiatives)
13:00 – 14:00	<i>Lunch</i>

- 14:00 – 15:15      **Working Groups:** Theme: Emergency Care and Services to Victims (Part II – defining the roles and responsibilities of UNFPA and its partners)
- 15:15 – 16:15      **Plenary:** Report back and discussions  
Chair: Ms. Lumnije Decai

11:45 –13:00

**Plenary: Report back and discussion**

Chair: Ms. Adriana Venny Ariany

Rapporteurs: (from each group)

13:00 – 14:00

*Lunch*

14:00 – 16:00

**Plenary: Summary of discussions**

- review of 1325 and relevance to UNFPA
- key issues to emerge
- outstanding challenges

Speakers:

- Ms. Ancil Adrian-Paul
- Ms. Jebbeh Forster
- Mr. Alain Mouchiroud

Discussant: Ms. Jessica Zoë Wilson

Facilitator: Ms. Jeanne Ward

Rapporteurs: Dr. Doina Bologa and Ms. Mariama Diarra

General Rapporteur: Ms. Meghan O'Connor

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### **ANNEX 3. REGIONAL ACTION PLANS FOR STRENGTHENING UNFPA GENDER-BASED VIOLENCE PREVENTION AND RESPONSE EFFORTS**

#### **A. Action Plan for Asia, including Western Asia**

##### **1. Prevention**

- a. Implement training for all country offices on: flash appeals, rapid needs assessments for emergency situations (preparedness);
- b. Conduct sensitization training for all UNFPA staff (mandatory) on GBV and 1325 (need a module to be adapted);
- c. Take the lead on sensitization training for other United Nations agencies (coordination);
- d. Develop innovative, culturally sensitive communication strategies/tools for country offices and implementing partners. The CST should take this role; and
- e. Develop way to monitor and evaluate these strategies

##### **2. Response**

- a. GBV focal point in each office
  - Mainstream GBV concern into other programmes;
  - Use IASC guidelines;
  - Data collection: monitoring and evaluation: inform planning; and
  - Perhaps can go to higher level GBV person at HQ level so can be used for advocacy and funding requests.
- b. Prioritize strengthening national capacity: police, hospitals, psychosocial (referral systems); emphasize that you can start with one or a couple, build a good model that can be implemented by other agencies;
- c. Build strategic alliances with national Governments (political level)/judiciary to end impunity: -lobbying;
- d. Prioritize working with men (also part of prevention) sex workers (should also include civil society organizations that are often run by men, but which perpetuate gender inequalities); and
- e. Consider income generation



## **B. Action Plan for Africa**

Look at pre-conflict situation and avoid conflicts that escalate GBV

**Issue:** Empower women and civil society to participate in early warning/peace-building and mobilize action. Often women are not at the table for peace negotiations. We have to give them the skills to be able to do this.

### **Actions:**

- Mapping women's groups; find them;
- Awareness-raising among groups;
- Skills training: negotiation/peace-building; and
- Networking and coalition building at the regional and international level.

### **Partners:**

- United Nations country teams;
- Local NGOs;
- INGOs;
- Bilateral organizations;
- Parliamentarians (New map) ministers – women parliamentarian networks;
- International Crisis Group;
- Regional peace networks; and
- Media.

### **Funding:**

- European Union/European Commission Humanitarian Office (ECHO);
- Human Security Fund (Japanese);
- International Foundations; and
- Bilateral organizations.

## **C. Action Plan for Southeast Europe and Central Asia**

1. Emergency plans at the regional level should focus on GBV
2. Legal/policy level actions focusing on GBV:
  - Regulations on GBV. At the regional level pressure is needed in order to step in when rule of law is broken. We must have regional mechanisms;
  - Regulations on trafficking; and
  - Penalty code and procedures.
3. Awareness-raising
  - Nation-wide campaigns for all strategic partners;
  - Campaigns for vulnerable groups (IDPS, refugees, victims' rights);
  - Need to protect victims; and
  - Communication: create effective channels for women's NGOs to pass on information to regional levels so that it can inform early warning mechanisms
4. Prevention/Response
  - Integrating services for GBV into reproductive health, including sexual and gender-based violence;
  - Vocational training; and
  - Support NGOs and Government.
5. Training
  - For all strategic partners; and
  - On regulations of GBV, penalty codes, trafficking and forced prostitution.
6. Capacity-building
7. Sustainability: These efforts must be embedded or framed within national efforts
8. Partnerships: UNFPA should strengthen partnerships with local ministries and social agencies.
  - Parliamentarians and ministers: there are forums that are dealing with population and development – get them to put GBV on their agenda;
  - Media;
  - Tap into the private sector. Women involved in business can support these initiatives;
  - Community: Community must condemn the act; and
  - Religious leaders: important, critical. We must be careful when working with them.

## **D. Action Plan for Latin America and the Caribbean**

**Objective: Mobilize support and operationalize Security Council resolution 1325**

### **Action 1: Build internal capacities and support**

- Disseminate results of this conference and 1325 and additional material through gender network of UNFPA focal points (ex. GBV guidelines);
- UNFPA mapping of existing resolution 1325-related activities;
- Based on mapping and dissemination – analysis and recommendations: gaps; opportunities; lessons learned; and strength, weakness, opportunity and threats (SWOT) analysis; and
- Working group: UNFPA, UNIFEM, INSTRAW, Department of Peacekeeping Operations (DPKO)

### **Action 2: Mobilize high-level political support for the implementation of 1325**

Regional level needs commitment from:

- Economic Commission for Latin America and the Caribbean (ECLAC); and
- Regional Conference Defense and Public Security.



#### **ANNEX 4. SECURITY COUNCIL RESOLUTION 1325 ANNOTATED AND EXPLAINED**

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

**What it means:** Security Council Resolutions 1261 and 1314 are focused on the theme of Children and Armed Conflict. Resolutions 1265 and 1296 are focused on the theme of the Protection of Civilians in Armed Conflict. Each month the Presidency of the Security Council rotates alphabetically, giving each of the fifteen members an opportunity to facilitate discussions and guide the deliberations of the Council. The country holding the Presidency has the prerogative to propose thematic debates and open sessions of the Council that invite other UN Member States to contribute to the Security Council's deliberations on a particular topic, with the concurrence of other members. During its term on the Council, Namibia initiated the Open Debate of the Security Council on Women, Peace and Security, Canada initiated the debate on the Protection of Civilians in Armed Conflict, the Netherlands initiated the debate on Children and Armed Conflict, and Bangladesh held the Presidency when the Council issued a statement to the press marking International Women's Day in 2000.

Presidential Statement to Press, 8 March 2000:  
<http://www.un.org/News/Press/docs/2000/20000308.sc6816.doc.html>

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

**What it means:** The Beijing Declaration and Platform for Action were the consensus documents that governments negotiated and agreed to at the Fourth UN World Conference on Women in 1995 in Beijing, China. The Beijing Platform for Action has an entire section on Women and Armed Conflict. The twenty-third Special Session of the General Assembly is also known as "Beijing Plus Five" and brought governments together in 2000, five years after the Beijing conference to examine "further actions and initiatives to implement the Beijing Declaration and Platform for Action." After particularly lengthy and arduous negotiations, the General Assembly adopted a Political Declaration and outcome document, which included sections on Women and Armed Conflict.

Beijing Platform for Action – Women and Armed Conflict Diagnosis:  
<http://www.un.org/womenwatch/daw/beijing/platform/armed.htm> Report of the Ad Hoc Committee of the Whole of the twenty-third special session of the General Assembly:  
<http://www.un.org/womenwatch/daw/followup/as2310rev1.pdf>

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

**What it means:** The United Nations Charter was negotiated in 1945 with the overarching goal of "saving succeeding generations from the scourge of war." The Charter assigned particular tasks to the 6 major organs of the institution - with the Security Council's roles and responsibilities to maintain international peace and security, "In order to ensure prompt and effective action by the United Nations, its Members confer on the Security Council primary responsibility for the maintenance of international peace and security, and agree that in carrying out its duties under this responsibility the Security Council acts on their behalf." The Security Council's roles and responsibilities are detailed in Chapters V, VI, VII, VIII and XII.

Charter of the United Nations: <http://www.un.org/aboutun/charter/>

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

**What it means:** In this paragraph the Security Council is acknowledging the disproportionate impact of armed conflict on non-combatants, including women and children civilians, and the fact that they constitute the vast majority of displaced persons. The Council is also acknowledging that civilians, rather than accidentally being caught in the crossfire, are increasingly being specifically targeted by armed groups that are thereby escalating the cycles of violence, with a long-term impact on the prospects and conditions necessary for peace and reconciliation

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

**What it means:** This paragraph of the resolution repeats what the Council affirmed in its statement to the press in March of 2000, the need to increase the number of women in decision-making positions relating to peace and security issues. The Security Council first discussed its role in the prevention of armed conflict in an open session on 29 November 1999, and issued a Presidential Statement on the subject . . . . The second open session on Conflict Prevention was held all day on 20 June 2000, hearing statements from 30 governments. Another Presidential Statement was issued on 20 June 2000. more... Among other things, the Statement recognized the important role of women in the prevention and resolution of conflicts and in peace-building, and stressed the importance of their increased participation in all aspects of the conflict prevention and resolution process. Since the adoption of resolution 1325, numerous publications and resolutions on women's contribution to early warning information collection and response mechanisms have been passed, including one by the G8 Foreign Ministers at their 2001 Rome meeting strengthening the role of women in conflict prevention .... The June 2001 report of the Secretary-General on conflict prevention (S/2001/574) devotes a section to gender equality.

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

**What it means:** According to the International Committee of the Red Cross, international humanitarian law (IHL) is the body of rules that, in wartime, protects people who are not or are no longer participating in the hostilities. IHL's central purpose is to limit and prevent human suffering in times of armed conflict.

The rules are to be observed not only by governments and their armed forces, but also by armed opposition groups and any other parties to a conflict. The four Geneva Conventions of 1949 and their two Additional Protocols of 1977 are the principal instruments of humanitarian law. International humanitarian law has always accorded women general protection equal to that of men. At the same time the humanitarian law treaties recognize the need to give women additional special protection according to their specific needs. The four Geneva Conventions of 1949 and their two Additional Protocols of 1977 protect women (and men) as members of the civilian population not taking part in an armed conflict. Women (and men) as members of the armed forces are also protected when captured by the enemy

Fact Sheet on International Humanitarian Law: <http://www.peacewomen.org/un/icj/warlaw.html>

The UN Charter was the first international instrument to acknowledge "human rights." Unlike many constitutional rights, the Charter does not invoke natural law as a basis for the existence of human rights. Rather, human rights are inherent in human dignity. The Universal Declaration of Human Rights (1948) along with the International Covenant on Civil and Political Rights and the International Covenant on Economic and Social and Cultural Rights (1966) are often referred to by some western scholars as the "International Bill of Rights." Beginning with the Vienna Conference on Human Rights in 1993, women activists joined together to call for the recognition of women's rights as human rights. Women activists and women's organizations throughout the world have criticized the traditional human rights frameworks for tending to exclude the experiences of women. The traditional human rights framework, and the way the international community had been operating within it, was horribly deficient in its capacity to address women's lived realities.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the "women's bill of rights," has been ratified by 174 countries. In its General Recommendation on violence against women, the CEDAW Committee recognizes that armed conflict situations lead to increased prostitution, trafficking in women and sexual assault of women. As well, in the General Recommendation on women and health, the Committee recommends that States parties ensure adequate protection and health services, including trauma treatment and counselling for women trapped in situations of armed conflict and women refugees. CEDAW's Optional Protocol contains two procedures: a communications procedure allowing individual women, or groups of women, to submit claims of violations of rights to the Committee on the Elimination of Discrimination against Women and an inquiry procedure enabling the Committee to initiate inquiries into situations of grave or systematic violations of women's rights. In either case, States must be party to the Protocol.

**The text:** [Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,](#)

**What it means:** Women in some 80 countries live daily with the threat of uncleared landmines and unexploded ordnance. In this paragraph the Security Council emphasizes the need for mine clearance, awareness and rehabilitation initiatives to pay attention to the fact that women and girls have particular needs and insights regarding landmine action - including victim assistance. Women and girls who have lost limbs from mine injuries have faced social isolation and economic loss. In addition, women often shoulder the unpaid burden of caring for those injured by landmines. Although the numbers are not documented, indications are that women are much less likely than children and men to have access both to treatment and to rehabilitation and prostheses. More routine consultation with women on landmine clearance may reveal different areas for priority around water points, schools, farms and transportation routes used by civilians.

**The text:** [Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations \(S/2000/693\),](#)

**What it means:** In this paragraph, the Security Council elevates the need to include a gender perspective in peacekeeping operations to "urgent" and takes note of the analysis and recommendations contained in the Windhoek Declaration and Namibia Plan of Action. In May 2000, in Windhoek, Namibia, participants in a review panel on "Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations", organized by the Lessons Learned Unit of the UN Department of Peacekeeping Operations and hosted by the Government of Namibia, completed a comprehensive review of gender issues in peacekeeping, and made useful, concrete recommendations.

Windhoek Declaration: <http://www.peacewomen.org/un/pkwatch/WindhoekDeclaration.html>

**The text:**

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

**What it means:**

The Security Council statement to the press on 8 March 2000 was a broad statement that recognized that "peace is inextricably linked with equality between women and men." According to the statement, "if women are to play an equal part in security and maintaining peace, they must be empowered politically and economically, and represented adequately at all levels of decision-making, both at the pre-conflict stage and during hostilities, as well as at the point of peacekeeping, peace-building, reconciliation and reconstruction." In this paragraph of the resolution, the Council draws on elements of that statement specifically focused on its own mandate with regards to authorizing peacekeeping operations, underscoring the importance of providing training for personnel sent into the field so that women and children are protected and their special needs identified and addressed.

Security Council statement to the press, 8 March 2000:

<http://www.un.org/News/Press/docs/2000/20000308.sc6816.doc.html>

**The text:**

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

**What it means:**

In this paragraph, the Security Council recognizes the need for institutions and actors to have the right information and understanding in order to protect and involve women in peace processes. Understanding the impact of armed conflict on women and their role in peace-building is crucial for effective response and action to protect and involve women in peace processes.

**The text:**

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

**What it means:**

In this short lead-in sentence the Security Council is drawing attention to the paucity of data available to inform their deliberations and action. No systematic approach is in place to analyse and collect sex-disaggregated data on the impact of conflict on women. Such data are frequently lacking in assessments, monitoring, reporting, evaluation and research on the political, humanitarian and human rights aspects of conflicts. In addition, women's potential and actual role in relation to peace-building is often insufficiently understood or overlooked. Although there is a plethora of activity by women (autonomously and in mixed fora) that contributes to peace, there remains a dearth of reliable, systematic and usable information on the range of activities that women undertake at local, national and regional levels towards building peace within their communities

The text: **1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;**

What it means: In this paragraph, the Security Council places much needed pressure on Governments to increase the number of women involved in decision-making at all levels on conflict prevention, management and resolution. In the 1995 Beijing Platform for Action, the world's governments agreed to a minimum quota of 30 per cent women in positions at decision-making levels, a target that is far from being realized in peace and security decision-making bodies. On the international level alone, only two women have served as Ambassadors on the Security Council since 1992. Between 1992 and 2002, 5.4 per cent of the Ambassadors sent to represent countries at UN Headquarters were women. At the General Assembly First Committee on Security and Disarmament between 1992 and 2002, women headed 7 per cent of country delegations. Women are consistently and significantly underrepresented in peace negotiations and are often entirely absent.

The text: **2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;**

What it means: The main goal of the 1999 Secretary General's strategic plan of action (A/49/587) is to achieve gender equality within the United Nations by the beginning of the twenty-first century, through a gradual, phased and focused strategy based on attrition and on targeting vacancies for the promotion and recruitment of women. An important feature of the strategic plan of action is its integrated approach. The plan sets out strategies as well as specific objectives and targets, and identifies simultaneous and interrelated actions required to achieve them. Corrective or new measures envisaged in the plan relate to career development, management training and management culture change, including implementation of a new performance appraisal system; review and improvement of recruitment processes, including the application of technological innovation to increase the access of qualified women worldwide; support for women's training; the introduction of more effective systems to deal with mobility and spousal employment; and measures and procedures to prevent sexual harassment. The strategy includes planning and database development, development of a specific roster of external candidates, a Secretariat-wide network of departmental focal points, broad advertising and communication, targeted recruitment missions, and review of the processes of recruitment and promotion and involvement of the departmental focal points in those processes.

The text: **3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;**

What it means: Since 1325 was adopted, the Secretary-General has appointed 31 additional Special Representatives of the Secretary-Generals (SRSGs) and Deputy SRSGs. Of these, five have been women: Lena Sundh - DSRSG DRC (appointed 19 April 2002), Angela Kane - DSRSG Ethiopia/Eritrea (appointed 15 January 2003), Laura Canuto - Deputy Chief of Mission, Guatemala (appointed 1 October 2001), Heidi Tagliavini - SRSG Georgia (appointed 1 July 2002), Roza Otunbayeva - DSRSG Georgia (appointed 2 May 2002). In this paragraph, the Security Council is acknowledging that it is the responsibility of Member States to put forward women as candidates as appointments arise and to continue to suggest names for the centralized roster for senior UN appointments



The text: **4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;**

What it means: In addition to high-level posts such as SRSGs, DSRSGs and Special Envoys, which are very much dependent on the candidates put forward by UN Member States, this paragraph urges the Secretary-General to use his discretion to place more women staff in UN field missions in those areas where they are traditionally under-represented. While there are requirements within the United Nations for equitable geographic balance, the Security Council urges the Secretary-General to ensure more gender balance, particularly in the field where the United Nations has an opportunity to provide a positive example of women's leadership potential to governments and communities rebuilding their war-torn societies

The text: **5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;**

What it means: The Secretary-General provided a comprehensive elaboration of the various elements necessary to incorporate gender perspectives into peacekeeping operations in 2000. The Secretary-General said that "attention needs to be given to gender perspectives in all phases of the peace support operations, beginning with needs assessment missions through post-conflict peace-building. Gender perspectives should be considered in analyses, policy and strategy development and planning of peace support operations, as well as training programmes and instruments developed to support effective implementation of those operations, such as guidelines, handbooks and codes of conduct. All aspects and all levels of peace support operations require attention to gender perspectives, including political analysis, military operations, civilian police activities, electoral assistance, human rights support, humanitarian assistance, including for refugees and displaced persons, development and reconstruction activities and public information. Training of troops and civilian police on gender issues is critical. In the context of complex missions where interim governments will be established, gender balance in interim bodies and development of capacity within those important bodies to work with gender perspectives need to be considered. Experience has shown that it is important to ensure attention to gender perspectives from the very outset of peace-building and peacekeeping missions, including through incorporation in the initial mandates. All reports of the individual mission to the Security Council should include explicit routine reporting on progress in integrating gender perspectives as well as information on the number and levels of women involved in all aspects of the mission." (from the Secretary-General's report on resource requirements for implementation of the report of the Panel on United Nations Peace Operations, 27 October 2000 A/55/507/Add.1).

The text: **6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;**

What it means: Training of peacekeeping troops and personnel is the primary responsibility of individual governments. However, the United Nations and regional organizations often provide supplementary training to ensure consistent approaches and encourage collaboration. In this paragraph, the Security Council indicates the need for the United Nations to share technical expertise with Member States so they can better prepare troops and personnel being sent to conflict zones. All staff working in conflict situations need training, including gender training, so they can carry out the wide range of tasks required of them. Training also helps staff adjust and be responsive to the cultural milieu in which they will function. Training peacekeeping personnel on gender issues can promote gender mainstreaming within an operation, irrespective of the number and level of women an operation may employ. Ideally, training takes place prior to deployment, but once a mission is assembled, in-service

training initiatives can be extremely useful. The UN has included gender training in the induction courses for peacekeeping personnel in UNAMSIL, MONUC, UNTAET and UNMEE, involving UN agencies, humanitarian organizations, and local women's groups in the host country

The text: **7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Development Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;**

What it means: This paragraph urges governments to increase the resources devoted to training efforts (the utility of which is elaborated above) on the national level and also requests that they support the efforts of UNIFEM, UNICEF and UNHCR with financial, technical and logistical resources.

The text: **8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;**

What it means: Having previously noted the need for greater involvement of women (i.e., gender balance) in peace and security decision-making, the Security Council emphasizes the need to involve local women and value indigenous processes. Importantly, this paragraph suggests that the content of agreements needs to reflect gender issues, regardless of who is doing the negotiating or implementing. Peace processes and negotiations are not isolated events. The negotiations begin during war and persist throughout the various stages of changeover to peace. Peace agreements can include the following: power-sharing arrangements, economic reconstruction, demobilization and reintegration of soldiers, legislation on human rights, access to land, education and health, the status of displaced people and the empowerment of civil society. Therefore, they provide a unique opportunity to transform institutions, structures and relationships within society, and can affirm gender equality through constitutional, judicial, legislative and electoral reform. By addressing reintegration, the Security Council is recognizing that refugee and IDP returns as well as return of demobilized soldiers to their homes require particular care and attention. Refugee women and demobilized female soldiers as well as women and girls who are abducted by armed forces have specific protection needs. Refugee return must be voluntary and facilitated return must consider issues of security.

The text: **9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;**

What it means: This paragraph lists some international laws that refer to the rights and protection of women and girls and emphasizes that parties to armed conflict must respect international law as it relates to the protection of women and girls as civilians in armed conflict. The Four Geneva Conventions adopted in 1949 and their additional protocols adopted in 1977 form the main core of international humanitarian law. Each of the four Conventions is concerned with a different aspect of armed conflict: the first relates to the treatment of the sick and wounded on land; the second relates to the sick, wounded and shipwrecked at sea; the third relates to prisoners of war; the fourth relates

specifically to civilian non-combatants. Two Additional Protocols were adopted in 1977. Protocol I expands protection to victims of international armed conflict (i.e., the civilian population, military and civilian medical workers) and includes provisions for granting combatant and POW status to members of dissident forces, while Protocol II relates to the protection of victims of internal conflicts. The majority of the language in the Geneva Conventions and protocols consists of guidelines and rules for militaries or armed forces to follow during armed conflict. Some of these guidelines pertain specifically to the protection and treatment of women and children. Violations of these mandates do not entail the same obligations to prevent or punish as do grave breaches. For example, article 27 of the Fourth Geneva Convention provides that: "women shall be especially protected against any attack on their honour, in particular against rape, enforced prostitution, or any form of indecent assault." The Convention contains no corresponding obligation to investigate or punish individuals in the event women are not protected (or that "groups fail to protect women").

The 1951 Refugee Convention, which was drafted as a result of a recommendation by the newly established United Nations Commission on Human Rights, was a landmark in setting standards for the treatment of refugees. The Convention in article 1, provides a general definition of the term "refugee". The term applies to any person who

"as a result of events occurring before 1 January 1951 and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable, or owing to such fear, is unwilling, to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it."

The Convention sets the minimum standards of treatment of refugees, including the basic rights to which they are entitled. It also establishes the juridical status of refugees and contains provisions on their rights to gainful employment and welfare, on the issue of identity papers and travel documents, on the applicability of fiscal charges, and on their right to transfer their assets to another country where they have been admitted for the purposes of resettlement. The Convention prohibits the expulsion or forcible return of persons having refugee status. Article 33 stipulates that

"no Contracting State shall expel or return (refouler) a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion."

Article 34 concerns the naturalization and assimilation of refugees. Other provisions deal with such rights as access to courts, education, social security, housing and freedom of movement. The 1951 Convention could benefit only persons who had become refugees as a result of events occurring prior to 1 January 1951. However, the years following 1951 showed that refugee movements were not merely the temporary results of the Second World War and its aftermath. Throughout the late 1950s and 1960s new refugee groups emerged, in particular in Africa. These refugees were in need of protection, which could not be granted to them under the limited time frame of the 1951 Convention. The 1967 Protocol extended the application of the Convention to the situation of "new refugees", i.e., persons who, while meeting the Convention definition, had become refugees as a result of events that took place after 1 January 1951.

OHCHR – Fact Sheet on Human Rights and Refugees:  
<http://www.unhchr.ch/html/menu6/2/fs20.htm>

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the "women's bill of rights," has been ratified by 174 countries. In its General Recommendation on violence against women, the CEDAW Committee recognizes that armed conflict situations lead to increased prostitution, trafficking in women and sexual assault of women. As well, in the General Recommendation on women and health, the Committee recommends that States parties ensure adequate protection and health services, including trauma treatment and counselling for women trapped in situations of armed conflict and women refugees. CEDAW's Optional Protocol contains two procedures: a communications procedure allowing individual women, or groups of women, to submit claims of violations of rights to the Committee on the Elimination of Discrimination against Women and an inquiry procedure enabling the Committee to initiate inquiries into situations of grave or systematic violations of women's rights. In either case, States must be party to the Protocol.

CEDAW: <http://www.un.org/womenwatch/daw/cedaw/>

The Rome Statute of the International Criminal Court is historic with respect to violence against women in armed conflict as well as during peacetime in that it includes a series of core crimes of sexual and gender violence, some of which are codified in an international treaty for the first time ever. The core crimes include: rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, and other forms of sexual violence. These crimes are listed as crimes against humanity (Article 7) and war crimes in international armed conflict (Article 8(2)(b)) as well as internal armed conflict (Article 8(2)(e)). Rape and enforced prostitution had been listed in the Geneva Conventions as acts that women must be protected against but there was no specific recognition of these acts as grave breaches or a recognition in any other sense of their gravity. The Rome Statute qualifies these crimes as among the most serious through its codification of them as a general matter and through language linking them to other grave breaches and other serious violations of Common Article 3. In addition to the core crimes of sexual and gender violence, gender-based persecution is included as a crime against humanity, which is another first. (Article 7(1)(h) Trafficking is included as a crime,

under the general definition of enslavement, with an emphasis on trafficking of women and children. (Article 7(2)(c)). The Elements Annex, a document intended to define the crimes within the Court's jurisdiction in more detail, provides definitions for the crimes, i.e., the acts and mental elements that constitute the criminal activity. (See charts of definitions). In many respects, these definitions are

progressive conceptualizations of crimes, which traditionally have had discriminatory and harmful elements in many jurisdictions.

Rome Statute of the International Criminal Court: <http://www.un.org/law/icc/>

The text:

**10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;**

What it means:

Gender-specific threats to women and girls compound the challenges of ensuring their protection. During armed conflict, women and girls are continually threatened by rape, domestic violence, sexual exploitation, trafficking, sexual humiliation and mutilation. Adolescent girls are specifically targeted for abduction and forced recruitment into armed forces and armed groups and they are targets for sexual exploitation and abuse. These practices put them at great risk of sexually transmitted diseases including HIV/AIDS. Women and girls are at heightened risk in all settings, whether at home, in flight or in camps for displaced people. More needs to be done to address the protection of women's human rights. All humanitarian responses in conflict situations must include systematic reporting on sexual violence, emphasize the special reproductive health needs of women and girls, and reflect strengthened policy guidance on responses to gender-based violence and sexual exploitation. Approximately 80 per cent of people displaced by conflict or human rights violations are women and children. Displacement, internally or across borders, is disruptive and dangerous. It deprives women of the security of their community and exposes them to hunger, disease, violence and sexual assault. Protection and assistance for refugee and internally displaced women should include measures to prevent sexual exploitation, physical abuse and other violations of their human rights. Humanitarian assistance should support women to protect themselves and their children. Bordering States may be directly or indirectly parties to a conflict. They may also be hosting refugees. They have a responsibility to ensure the humanitarian character of refugee camps, with protection and security provided by national police or military.

The text: **11. 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;**

What it means: Amnesty clauses in peace agreements allow some parties to go unpunished for atrocities committed during the conflict and are usually inserted into agreements as an incentive for parties to come to the negotiating table and cease hostilities. In this paragraph, the Security Council alludes to one of the difficulties of transitional justice, which seeks national/regional/international reconciliation processes on one hand, but has a duty to prosecute perpetrators of gross human rights violations on the other hand. This paragraph of the resolution affirms the responsibility of all governments to put an end to impunity and to uphold the rule of law, specifying that crimes against women should not be included in amnesty provisions of peace treaties, where feasible. Peace agreements that include amnesty provisions are difficult to reconcile with the goal of ending the culture of impunity, which inspired the creation of the United Nations Tribunals for Rwanda and the Former Yugoslavia and the International Criminal Court. In the context of the 1999 Lome peace agreement that brought an end to the war in Sierra Leone, the United Nations did not recognize the blanket amnesty negotiated because it contradicted the internationally recognized imperative to prosecute crimes of genocide, crimes against humanity, war crimes and other serious violations of international humanitarian law.

The text: **12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;**

What it means: Camps for displaced people offer refuge in desperate situations. But camps can become extremely dangerous places for women, especially when armed groups store and move arms through the camp, continue making or planning war within that setting. Refugee camps should be placed at an appropriate distance from the border (note: While there are no international standards on the exact distance away from a border that a camp should be located, UNHCR's Handbook for Emergencies notes that "to ensure the security and protection of refugees, it is recommended that they be settled at a reasonable distance from international borders as well as other potentially sensitive areas such as military installations" (Chapter 12, Para. 31). The OAU Convention also states: "For reasons of security, countries of asylum shall, as far as possible, settle refugees at a reasonable distance from the frontier of their country of origin" (Article II, Para. 6). Refugee camps and settlements should be designed to address the protection needs of refugee women, adolescents, and children. This includes ensuring the physical security of women and children, through sufficient lighting, appropriate placement of latrines, and convenient location of basic services and facilities (including food, water, and fuel) so that women and children are not at risk of attack when they utilize these services. In this paragraph, the Security Council agrees that women should actively participate in the design of camps and settlements. Resolution 1208 is focused on the situation of refugee camps in Africa.... and stresses "the particular security needs of women, children and the elderly who are the most vulnerable groups in refugee camps and settlements." National police and military personnel must ensure due security for camp residents.

The text: **13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependents;**

What it means: During the post-conflict period, prevention of new violence depends on the willingness of armed groups to lay down their arms (disarmament), disband military structures (demobilization) and return to civilian life (reintegration). If armed groups or warlords do not put down their weapons, peace will never be possible. Each of the DDR processes involves and has implications for women, whether they participated in combat, have family members who did, or are members of a community trying to integrate former combatants. While some women join armed groups of their own free will, large numbers are abducted into combat and/or forced to become sexual and domestic slaves. It is increasingly understood that women need and deserve inclusion in what DDR programmes have to

offer - such as vocational alternatives and/or financial payments. In addition, planners are increasingly recognizing that women have a great deal to offer to the planning and execution of weapons collection, demobilization and reintegration programmes, and that such initiatives work better when women are involved. However, reports and analysis about DDR efforts recently completed and currently under way suggest that a large gap exists between broad policy commitment to the inclusion of gender perspectives and specific actions on the ground. Agencies and practitioners need more guidance and tools to assist them in appreciating what "gender perspectives" are in a given situation, and in designing and delivering programmes to equitably benefit women and men in the DDR phase of post-conflict peace-building.

The text: **14. Reaffirms its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;**

What it means: Article 41 of the UN Charter refers to a range of measures that can be taken that do not involve the use of armed force, including sanctions. The Article dictates that "the Security Council may decide what measures not involving the use of armed force are to be employed to give effect to its decisions, and it may call upon the Members of the United Nations to apply such measures. These may include complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the severance of diplomatic relations." This paragraph references the ongoing debate about the humanitarian impact of sanctions and the need to ensure minimal impact on the civilian population, also known as "smart sanctions." For more information on Security Council sanctions, see the documents and initiatives of the Security Council Working Group on General Issues on Sanctions: <http://www.un.org/sc/committees/sanctions/>

The text: **15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;**

What it means: Since 1999, the UN Security Council has resumed and increased the number of missions by its members to conflict areas, undertaking seven such missions during 2000-2001. Council members, and other observers, agree that these missions are useful in obtaining a ground's-eye view of the situation and enabling the Council to better assess required action and to see the work of the UN and NGOs in the field. Since the passage of resolution 1325, Council missions have been under increased pressure to include consultations with women's organizations on their agenda. To read about the efforts of the NGO Working Group on Women, Peace and Security to secure such meetings and engagement, see <http://www.Peacewomen.org>.

Security Council members met with civil society organizations during the May 2001 visit to the Great Lakes Region, including women's organizations. The June 2001 Mission to Kosovo highlighted that a key factor in reconciliation efforts could be the role played by civil society, NGOs and women's groups that could prove helpful in reaching across the ethnic divide

Report of the Security Council Mission to the Great Lakes Region, 15-26 May 2001 (S/2001/521): <http://www.un.org/Docs/sc/missionreports/521e.pdf> Report of the Security Council Mission on the implementation of Security Council resolution 1244 (1999) (S/2001/600): <http://www.un.org/Docs/sc/missionreports/600e.pdf> For a complete list of Security Council field missions undertaken since 1946, see <http://www.Globalpolicy.org>

The text: **16. Invites the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;**

What it means: The Secretary-General submitted the requested study and report to the Security Council in October 2002. The UN Inter-Agency Network on Women and Gender Equality Task Force on Women, Peace and Security, chaired by the Special Adviser on Gender Issues and Advancement of Women, coordinated the system-wide inputs to the Secretary-General's study and report, and also consulted members of civil society, women's organizations and academics.

Secretary-General's study on Women, Peace and Security (2002):  
<http://www.un.org/womenwatch/daw/public/eWPS.pdf> Report of the Secretary-General on Women, Peace and Security (S/2002/1154):  
<http://www.peacewomen.org/un/UN1325/sgreport.pdf>

The text: **17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;**

What it means: The Security Council's actions and deliberations are informed by regular country specific and thematic reporting from the Secretary-General. In this paragraph, the Security Council makes a specific request to the Secretary-General to include information about gender mainstreaming efforts and "all other aspects relating to women and girls." (For detailed description of the relevance of gender mainstreaming in the context of peacekeeping missions, please see annotation under operational paragraph 5 of this resolution.) A recent analysis of 264 reports of the Secretary-General to the Security Council, dating from January 2000 to the present, was conducted by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) to ascertain to what degree the reports address gender perspectives as required in Security Council resolution 1325 (2000). The analysis reveals that only 17.8 per cent of the reports make multiple references to gender concerns, 15.2 per cent make minimal reference and 67 per cent of the reports make no or only one mention of women or gender issues. In addition, the vast majority of reports citing gender concerns mention the impact of the conflict on women and girls primarily as victims of conflict - not as potential dynamic actors in reconciliation, peace-building or post-conflict reconstruction.

While the mandates of the various missions mandated by the Security Council may differ, each operation should conduct a gender analysis, have a plan for mainstreaming gender and an approach to incorporating information on women and men into the reports to the Security Council. "How does the impact of the conflict differ for men and women" and "do women and men have an equal share in the benefits and opportunities supported by the mission" are just a few questions that should be addressed in all reports. Throughout all aspects of programme planning, implementation, monitoring and evaluation the mission should ensure gender equality.

Given the diversity of mission mandates, there is no blueprint or formula for reporting on gender perspectives in these reports. The aim would be to integrate information on men and women throughout the various sections of the report and, as appropriate, have a specific section on gender or women's issues.

The text: 18. Decides to remain actively seized of the matter

What it means: This is a standard ending of many Security Council resolutions that is particularly significant when used with regard to country situations. According to Article 12 of the UN Charter, "While the Security Council is exercising in respect of any dispute or situation the functions assigned to it in the present Charter, the General Assembly shall not make any recommendation with regard to that dispute or situation unless the Security Council so requests." By remaining "seized of the matter," the 15-member Security Council is officially telling the 191-member General Assembly that it is engaged with the issue. When used in a thematic resolution, such as those on HIV/AIDS, children, the protection of civilians, and women, peace and security, the use of this phrase does not preclude other parts of the UN system addressing the issue, but indicates that the Security Council has recognized or elaborated the relevance of the issue to its particular mandate and responsibilities, and it remains on the agenda of the Security Council.



