

**FOUR YEARS ON:
AN ALTERNATIVE REPORT AND
PROGRESS CHECK ON THE IMPLEMENTATION OF
SECURITY COUNCIL RESOLUTION 1325**

**FINDINGS AND RECOMMENDATIONS FOR UNITED NATIONS
MEMBER STATES AND UNITED NATIONS ENTITIES
FROM WOMEN’S CIVIL SOCIETY ORGANIZATIO
NGO WORKING GROUP ON WOMEN, PEACE AND SECURITY1
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I. EXECUTIVE SUMMARY

This report provides United Nations (UN) Member States, including UN Security Council (UNSC) members, insight into the ways in which women’s civil society organizations have been utilizing UN Security Council Resolution 1325 (SCR 1325) since its unanimous adoption four years ago. Based on qualitative information collected from civil society, governments and UN organizations and agencies, this report makes five central recommendations to

advance the systematic implementation of SCR 1325. Many of these recommendations support existing calls for action on SCR 1325.

First, this report finds that, over the past four years, civil society organizations and networks have developed innovative and varied approaches and tools for using SCR 1325 in their women, peace and security advocacy work. For example, women's groups have developed courses on SCR 1325 in academic institutions as well as community forums. In so doing, women civil society actors in, *inter alia*, Thailand, West Africa and Sweden, have established themselves as experts on SCR 1325. They have become experts relied upon by grassroots organizations, governments and UN agencies both in the field and at headquarters.

- **This report recommends that the international community should support civil society's many innovative approaches and best practices through increasing civil society targeted funding and technical assistance.**

Second, this report finds that while civil society organizations familiar with SCR 1325 use the Resolution to advance their work with women in conflict and post-conflict settings, too few civil society organizations whose work is directly related to SCR 1325 are aware of it. Even NGOs, governments and UN entities which have knowledge of 1325 are not maximizing its potential as a vehicle to promote women's participation, conflict prevention, and the protection of women, men, girls and boys.

- **This report recommends that the UN should raise awareness of SCR 1325 among those most affected through increased publicity, translation and workshops in the field and in peacekeeping missions.**

Third, this report demonstrates that to-date there have been very few national, regional or international mechanisms for the systematic implementation of SCR 1325.

- **This report recommends that the UNSC call on national governments to establish action plans for coordinated implementation of 1325 and that governments should institutionalize programmatic funding in national budgets on women, peace and security.**
- **Furthermore, this report recommends the establishment of a Security Council Working Group to ensure systematic integration of SCR 1325 into the work of the Security Council**

Fourth, this report finds that while local women's groups are working with government and UN agencies to advance SCR 1325, their participation is often *ad hoc* and insufficiently supported. It is well-documented that women are not only victims of human rights abuses but also activists who promote protection in their communities, provide essential services, and develop solutions to prevent violent conflict, maintain peace and rebuild war-torn societies. However, local groups are often treated as 'implementing agencies' to administer humanitarian assistance rather than as true partners in project design, implementation and evaluation.

- **This report recommends that approaches to partnership with the UN, regional bodies and governments must systematically include grassroots women's participation from the outset of a conflict, so that real change can be achieved and sustained by those most impacted by conflict, civil society.**

Fifth, this report finds that at the country level, the UN must demonstrate its commitment to gender equality and the implementation of SCR 1325 in armed conflict and postconflict situations in order to encourage the host government to do the same.

- **This report recommends that the UN can best advance gender equality and the implementation of SCR 1325 through its country representatives, including Resident Coordinators, Special Envoys and Special Representatives and their teams, who can set policy directions and agendas and must act as an example for the transitional or existing government.**

In conclusion, four years ago, the Security Council acted decisively in unanimously passing SCR 1325. Having undertaken to address the protection and participation of women in peacebuilding in conflict affected regions, Member States, the Security Council and civil society now share a responsibility to follow up and ensure full implementation of the Resolution.

II. INTRODUCTION

This report synthesizes 44 responses from civil society organizations to an open-ended questionnaire developed and distributed by the NGO Working Group on Women, Peace and Security² (NGOWG), in collaboration with civil society and UN partners. ³ This report builds on the principle of the inherent linkage between the ‘**three P’s**’ — the need for **Participation** of women in peace processes; the **Protection** of women, men, boys and girls; and the **Prevention** of violent conflict.⁴ The objectives of the report are to:

- Summarize responses from women’s civil society organizations on the implementation of SCR 1325 since its adoption in 2000;
- Share innovative approaches developed by civil society organizations that are using SCR 1325 to promote peace and security;
- Highlight gaps and challenges in the UN and governments’ implementation of SCR 1325; and
- Recommend concrete actions for the international community to advance SCR 1325 and women, peace and security issues.

The questionnaire was disseminated through the ‘PeaceWomen.org’ website, 1325 PeaceWomen E-News list, and NGOWG members’ partner organizations in different conflict-affected regions. The questionnaire was translated into Arabic, Burmese, French, German and Spanish and emailed to all nine Gender Advisers in UN peacekeeping missions as well as regional, national, international listserves and distributed further by those recipients. The responses are qualitative and in-depth and come from a cross-section of 44 civil society organizations and networks working for peace and security in different regions of the world.⁵ (See Appendix D for the full list of respondents.)

The NGOWG hopes that this report will be used to complement the Secretary-General’s report on implementation of 1325—which did not actively seek input from civil society—is based on 25 responses from Member States, and is scheduled for release in October 2004. This report is a resource to be used by UN Member States, UN Security Council members and the UN system for furthering implementation of SCR 1325 as a means of effectively preventing and addressing conflict situations.

III. HOW CIVIL SOCIETY ORGANIZATIONS AND NETWORKS ARE USING 1325

Civil society actors, in particular women’s organizations, have developed innovative approaches and tools for using SCR 1325 in their women, peace and security advocacy work. In its questionnaire, the NGOWG asked civil society actors to describe *how* they are using SCR 1325. Responses came from women and men working on 1325 in national, regional and international civil society organizations, in countries whose governments are involved in various ways in conflict situations; as parties to armed conflict, as actors in peace negotiations, or as donors in post-conflict reconstruction processes. (See Appendix D for Respondent Organizations List.)

Out of a total of 44 respondents, 38 indicated they use 1325 in their work on women, peace and security issues.⁶ While using 1325 as a tool for advocacy, education and mobilization, this report finds that civil society organizations generally direct their 1325 work to two audiences: 1) governmental and intergovernmental actors and 2) members of civil society. A number of civil society actors have also developed initiatives that address both of these audiences simultaneously: they have established networks and programs focused on implementation of 1325. The Women’s Security Council (Germany), Operation 1325 (Sweden), and Isha l’Isha’s Program for the Implementation of SCR 1325 (Israel), are just three examples. (See Appendix B for more information about these networks and programs.)

1325: A TOOL FOR ADVOCACY WITH GOVERNMENTAL AND INTERGOVERNMENTAL ACTORS

In their advocacy efforts directed towards governmental and intergovernmental bodies, respondents described using 1325 for:

- (1) advocating for national legislation on women, peace and security issues;
- (2) providing gender-sensitivity training to personnel for peacekeeping operations; and
- (3) advocating for women's participation in peace negotiations and decisionmaking bodies in post-conflict interim governments.

Using 1325 in Advocating for National Legislation:

Women Waging Peace (USA)

Women Waging Peace recently facilitated meetings between a delegation of Colombian women peace builders and congressional members and staffers from the US House of Representatives and the US Senate. Through these meetings, governmental actors made a commitment to introduce and support a congressional resolution supporting women's efforts in Colombia. This resolution, U.S. House Res. 465: *Commending the efforts of women in the Republic of Colombia to promote peace* (24 June 2004), in which 1325 is specifically referenced, has been referred to the House Committee on International Relations for further action.

Using 1325 to Conduct Gender-Sensitivity Training:

Kvinna till Kvinna Foundation (Sweden)

Kvinna till Kvinna Foundation regularly provides gender-sensitivity training for Swedish military personnel joining peacekeeping operations. This training integrates 1325 by addressing the following types of issues: how to support the women in the Swedish battalion when other countries' high ranked military personnel discredit them or choose not to address them; how to prevent a culture that allows sexual harassment; how to treat women in the local population; going to brothels, having girlfriends from the local civilian population; and how to treat female colleagues.

1325: A TOOL FOR EDUCATING AND MOBILIZING CIVIL SOCIETY

The questionnaire responses illustrate that civil society actors have developed a variety of approaches for using 1325 to educate and mobilize civil society, including: academic courses, trainings, community workshops, conferences, lectures, popular media, newspaper articles, radio programs, films, and magazines.

Women's Studies' Program Training on 1325:

Foundation for Women, Law, and Rural Development (FORWARD)/

Women's Studies Center, Faculty of Social Sciences, Chiang Mai University (Thailand)

The Women's Studies Program Training on 1325 consists of:

1. Regular special sessions: Students interact with women's NGOs working on issues of armed conflict and violence against women, and displaced women from the neighboring war-torn country (Burma). The students are required to submit reports and term papers on topics addressed by the women, analyzing, theorizing and recommending actions to be taken;
2. Field visits: Students are provided with grants to visit "refugee camps" where women from the troubled areas of Burma reside; and
3. Participation in public campaigns: Students are asked to write statements, join public rallies on violence against women in the situation of armed conflicts.

A Program on Implementation of 1325 in the Israel-Palestine Context:

Isha l'Isha (Israel)

This program is focused on implementation of 1325 in the Israel-Palestine context. Specifically, it (1) distributes the [Hebrew] translation of Resolution 1325; information on the resolution to national, regional and NGO bodies involved in decision making process; (2) campaigns to raise public awareness through public relations work,

networking and coalition work, advertisement, and media coverage; and (3) monitors and documents the way the conflict affects the lives of women and girls.

“We decided to use the Resolution and the concepts it introduces as a starting point, as a strategy and not as the goal itself. We decided to take the universal nature of the resolution in order to provide a comprehensive political framework within which women’s protection and their role in peace processes can be addressed. During the last year, Isha l’Isha has been working to create an agenda that will enable women to identify their problems and needs, and to demand recognition without feeling they are betraying the national collective. By introducing Resolution 1325, we can help them acknowledge that women, in conflict areas, have special needs and a special voice.”

Additional examples worth highlighting include “Taking 1325 to the Village,” an initiative of the Association of War Affected Women (Sri Lanka), and integration of 1325 into a “Community Women’s Peacebuilding Manual,” developed by the West Africa Network for Peacebuilding’s West Africa Peacebuilding Institute. These initiatives are further elaborated in Appendix B.

OTHER OUTREACH TOOLS

- **Radio:** The West Africa Network for Peacebuilding (WANEP) produces a “Voices of Women” Radio Program, with stations in Gambia, Guinea Bissau, Liberia and Senegal. The primary objective of the program is to increase women's awareness of, and promote their participation in, issues of peace and security. The radio program contextualizes the provisions of SCR 1325 to address the local realities of women in their different countries. Women listeners are encouraged to call in and ask questions or contribute to the discussions or debate.

- **Website:** The Women’s Security Council in Germany has created a website devoted to 1325. The website features the Women’s Security Council 1325 postcard campaign, their “Plan of Action for Accelerating Implementation of SCR 1325,” and provides an online discussion forum on 1325. <http://un1325.de/fsr.htm>

- **Magazine:** FemLINKpacific has produced “*fem’TALK 1325: a women and peace community magazine project*”, supported by UNIFEM Pacific. This magazine is intended to enhance the advocacy and action towards the full implementation of 1325 in the Pacific region. It also provides a regular and coordinated approach to the developments and stories surrounding UNIFEM Pacific’s Regional Women, Peace and Security project. While the primary audience is women and peace advocates, in order to support and encourage their work, it is also sent to the military’s media cell, the Ministry of Foreign Affairs, Ministry of Women, as well as mainstream media.

Through this combination of approaches and tools, many civil society organizations around the world are working to advance the implementation of SCR 1325.

LOOKING TOWARDS THE FUTURE

The Trial of 1325; Northern Ireland Women’s European Platform (Belfast), November 2004

The Northern Ireland Women’s European Platform is organizing a mock trial of SCR 1325 for representatives of women’s organizations, government departments, political parties, and peace negotiators, serving as the jury. Through statements delivered by mock barristers and witnesses, participants will hear arguments supporting implementation of 1325 and critiquing the lack of implementation of SCR 1325, with a particular focus on the situation of women in Northern Ireland.

A 1325 Study Day; Isha l’Isha, Israel, November 2004

Isha l’Isha is collaborating with the Israeli Defence Forces (IDF) to develop gender-sensitivity training for IDF military personnel. Isha l’Isha will hold a study day in November for IDF officers from the Gender Unit on SCR 1325 and the possibilities for mainstreaming a gender perspective in the army. The study day will include a lecture and a workshop, in which army personnel are invited to brainstorm how to introduce SCR 1325 into the army as a whole.

IV. AWARENESS RAISING

While the above initiatives to implement 1325 are encouraging, "...[w]e clearly have work to do before we can say that Security Council SCR 1325 has been fully implemented," as former-U.S. Ambassador to the UN John D. Negroponte stated in his address to the Security Council on October 30, 2003.

In this report, some civil society respondents, who work on women, peace and security issues said they were not aware of the existence of SCR 1325 or had only recently become aware of it. In addition, potential respondents' ignorance of SCR 1325's connection to the work they are doing in the field, may be one explanation for the low response rate to the questionnaire.⁷

"The term 'Resolution 1325' is not widely publicized in our program region; however, the issues addressed by the resolution are important."

Lutheran World Federation, Kosovo program

"The existence of a quota law, international covenants [and] 1325, are made invisible behind the maintenance of a patriarchal structure..."

WILPF Colombia National Section

It is fundamental that in order for civil society, UN agencies, and governments

to implement SCR 1325, they must first be aware of its existence. However, using questionnaire responses, this report finds evidence that many civil society actors have little and in some cases, no information relating to SCR 1325 and that many governments do not appear to be actively working to distribute, disseminate and implement it. For

example, the Secretary-General only received responses from 25 UN Member States in preparation for its report on 1325. Therefore, this report recommends that the first step for enhanced implementation of SCR 1325 must be increasing awareness. The NGOWG recommends that:

- Governments, civil society, and the UN conduct awareness campaigns and workshops in all field missions for civil society.
- UN agencies, international and national NGOs hold advocacy training workshops. The workshops should, for example, focus on the importance of displaced women's active and meaningful participation in decisionmaking.
- The UN General Assembly creates a budget line item for funding the monitoring of and communication related to SCR 1325.

It is equally fundamental that, as stated by many respondents, in order for globally affected populations to understand SCR 1325, it must be translated into all languages. Four years after its unanimous adoption, SCR 1325, is still not translated into all the necessary and relevant national languages. Doing so will make it accessible for use by as many actors in as many countries and regions as possible. A number of civil society actor-respondents have in fact translated SCR 1325 into their local language(s) as part of their effort to advocate for, and work toward, its implementation.⁸

Available translations of 1325:

Albanian, Arabic, Armenian, Azerbaijani, Bahasa Melayu/Bahasa Indonesia, Belarusian, Bosnian, Burmese, Catalan, Ciluba, Czech, Dutch, English, Finnish, French, Georgian, German, Greek, Haitian Creole, Hebrew, Hungarian, Icelandic, Italian, Japanese, Kachin, Karen, Karenni, Kikongo, Kiswahili, Korean, Lahu, Lingala, Mandarin, Ndebele, Norwegian, PaO, Persian/Farsi, Portuguese, Romanian, Russian, Serbian, Shan, Sinhala, Somali, Spanish, Swedish, Tamil, and Turkish. Translations available at:

<http://www.peacewomen.org/1325inTranslation/index.html>

Upcoming translations:

Amharic, Kirundi, Kurdish, Kinyarwanda, Shona, Punjabi, Swahili, Urdu, Vietnamese, Croatian Dari, Gujarati, Hindi, Marathi, Nepali, Sierra Leone Creole, Thai, Ukrainian and Wolof.

Since February 2003, the WILPF PeaceWomen Project has been compiling existing translations of 1325 online at www.PeaceWomen.org and calling for and seeking new translations. At the time of writing this report, www.PeaceWomen.org has 48 available translations of 1325.

The NGOWG recommends that:

- UN Member States prioritize funding for the translation of 1325 into their relevant national language(s).
- The UN Secretariat provides funds for the distribution of existing translations with user-friendly information and guides to implementation through their field offices and missions.

V. MONITORING AND REPORTING MECHANISMS

The majority of civil society respondents reported that their governments are not doing enough to implement SCR 1325. Respondents list a number of broad commitments and several *ad hoc* initiatives that their governments are conducting, but indicate two major failings hindering implementation. First, respondents suggested that many government programs on women, peace and security were funded in an *ad hoc* manner that did not fully leverage institutional capabilities. They recommended that such programs should be part of national budgets and action plans on the systematic integration of SCR 1325.

Second, respondents highlighted a lack of monitoring and reporting mechanisms to advance the implementation of SCR 1325. A large number of civil society respondents called for the establishment of national and international monitoring mechanisms as a matter of priority.

MONITORING AND REPORTING MECHANISMS AT THE NATIONAL LEVEL

“There has to be [a] mechanism for the follow up on the implementation of the resolution.”
Kvinna till Kvinna Foundation (Sweden)

“Our impression is that the government is in agreement with the goals of 1325, but there few documented evidences of concrete action so far.”
WILPF Norway National Section

Many civil society respondents identified the *ad hoc* funding of women, peace and security initiative to be a problem.⁹ Although some governments have initiated actions, to our knowledge, in no case has a government developed and implemented a transparent and holistic *action plan* for systematic implementation of SCR 1325.

Canada and Norway have taken the first steps to implement SCR 1325 in a systematic way. In their responses to the *note verbale* sent by Office of Special Adviser on Gender Issues and the Advancement of Women (OSAGI)¹⁰, the governments of Norway and Canada described national level initiatives to centralize and focus efforts to implement 1325, as well as their respective needs for improvement. For example, the Norwegian government reported that it

has established a forum on 1325. “[The forum] will meet on a regular basis, comprising of representatives from relevant ministries and members of civil society. Although this is an important step, it has become obvious that there is a large gap between the diplomatic conceptions of prioritized gender perspectives and what occurs on grass-root levels... Implementation continues to be the most challenging part of the work, as women rarely are included or allowed to be a part of decision-making processes in urgent situations.”

The Canadian government states, “A number of Canada’s federal government departments are involved in the implementation of SCR 1325, each with a specific area of responsibility...Key departments are members of the Interdepartmental Working Group on gender and peacebuilding, which is chaired by Foreign Affairs [Canada] and reviews Canadian initiatives currently underway on gender and peacebuilding and discusses possible and anticipated developments on the issue.”

However, despite Canada’s good practices, like most Member States, Canada would still benefit from an action plan for systematic integration of 1325 derived from a comprehensive review of national policy on women, peace and security.

The NGOWG recommends that:

- The UNSC call on governments and regional organizations to develop action plans for coordinated implementation of SCR 1325, together with other supporting instruments such as CEDAW and Beijing Platform for Action. Such action plans should:
 - o Be derived from a gender-informed review of domestic and foreign policy;
 - o Be public, drafted in consultation with civil society and contain specific and time-bound activities, targets and monitoring and reporting mechanisms; and
 - o Address fully the content of the Resolution itself and also the recommendations contained in the 2002 UN Secretary-General’s report *Women, Peace and Security* and the UNIFEM Independent Experts’ Assessment Report, *Women, War, Peace*.

MONITORING AND REPORTING MECHANISMS AT THE INTERNATIONAL LEVEL

*“[There is a n]eed to implement 1325 through more consistent follow up, also by the SC.”
Femmes Africa Solidarité (Geneva, Senegal)*

*“[The UN should e]stablish an oversight body which monitors implementation; link implementation of 1325 to donor money, naming and shaming of those failing to implement the resolution.”
Womankind (UK)*

*“[There is a need for b]etter accountability on the part of the UN. Somehow make reporting on 1325 mandatory so those trying to implement it have attention drawn to the resolution.”
Refugees International (USA)*

Respondents suggest two primary mechanisms for coordinated monitoring and implementation of 1325 at the international level:

1. Establish a Security Council working group on 1325 that is equipped to receive systematic contributions from civil society.
2. Negotiate a treaty on Women and Armed Conflict or a protocol to CEDAW on Women and Armed Conflict, in order to require systematic reporting by governments.¹¹

To date, several countries, both UNSC members and Member States, have highlighted the need for the UNSC to develop a mechanism to ensure the systematic integration and implementation of SCR 1325 in its own work. The UK, in particular, has suggested that a member of the UNSC take responsibility for supporting and tracking the implementation of SCR 1325 each year, effectively acting as a focal point on 1325.¹²

The NGOWG believes that appointing a UNSC member as a ‘focal point’ on 1325 could do much to increase integration of gender into the UNSC’s work. Additionally, the work of such a “focal point” would be enhanced by creating an expert level working group on women, peace and security consisting of representatives from all UNSC members. Such an expert level working group could include relevant outside experts, including civil society, as advisors. Such a UNSC working group could ensure full integration of SCR 1325 and its provisions in the future UNSC resolutions and reports. It is disappointing that four years after the adoption of SCR 1325 only 15% of SC resolutions have included a reference to 1325 and gender issues.

The NGOWG recommends that the UNSC should:

- Identify a UNSC Member State to act as a focal point on an annual basis for the full implementation of SCR 1325 throughout the UNSC’s work.
- Establish either an expert level working group of all UNSC members to integrate SCR 1325 into the work of the UNSC and to create supporting documentation. The working group or committee would be chaired by this focal point and would meet and report regularly. The results of the meetings should be made public.

1 NGO Working Group on Women, Peace and Security members who authored the report are: Femmes Africa Solidarité; Hague Appeal for Peace; International Alert; International Women’s Tribune Center; Women’s Action for New Directions; Women’s Commission for Refugee Women and Children; Women’s Division of the United Methodist Church; and Women’s International League for Peace and Freedom.

2 The NGOWG formed in 1999 to advocate for the passage of SCR 1325. NGOWG core members are: Femmes Africa Solidarité, Hague Appeal for Peace; International Alert; International Women’s Tribune Center; Women’s Action for New Directions; Women’s Commission for Refugee Women and Children; Women’s Division of the United Methodist Church; and Women’s International League for Peace and Freedom. Affiliate members are Amnesty International and Women’s Environment and Development

Organization, though Amnesty International did not join in this report.

3 Preceding this report, the NGOWG published two previous reports on 1325 in October 2001 “One Year On”, and in October 2002, “Two Years On”. These two reports provided anecdotal documentation of what was being done to implement 1325 from a civil society perspective as well as coverage of governmental, NGO, and UN initiatives. See <http://www.peacewomen.org/un/ngo/ngopub/NGOWGOneYearOn.pdf>; <http://www.peacewomen.org/un/ngo/ngopub/NGOWGTwoYearsOn.pdf>

4 The “three P’s” is a conceptual framework developed by the NGOWG in preparation for two Security Council Working Roundtable discussions in January and July 2004.

5 Additional responses were received from Women’s International League for Peace and Freedom (WILPF), United States Section; Mano River Women’s Peace Network (MARWOPNET); Swedish Ecumenical Women’s Council (SEWC) and the British Federation of Women Graduates (BFWG), but were not received in time to be included in this report

6 In addition to the respondents, all the members of the NGOWG use 1325 in our work.

7 Just 44 responses to the questionnaire were received in time to be incorporated into the report, though over a thousand questionnaires were distributed.

8 Member organizations of the Women’s League of Burma, an exiled umbrella women’s organization comprising eleven women’s organizations of different ethnic backgrounds from Burma, has translated 1325 into a number of the ethnic languages of Burma: Burmese, Kachin, Karen, Karenni, Lahu, PaO and Shan. They are planning on translating 1325 into additional ethnic languages of Burma, pending funding.

9 Additional respondents said the following. Northern Ireland Women’s European Platform in Northern Ireland stated, “At the peace negotiation women were present but as time has worn on and the political stability has weakened [and] there is no transparency or encouragement for women to be at the new negotiations ... held behind closed doors. Again parties have been left to send their representatives without gender proofing.”

Medica Mondiale from Germany reported, “The German Government with other INGOs and NGOs including women’s groups should develop a clear 1325 concept for implementation.”

10 In preparation for compiling the Secretary-General’s report on 1325, OSAGI sent a *note verbale* to all UN Member States on 6 April 2004.

11 Respondents requested that countries report in the same manner required under CEDAW or the Torture Convention. In order to require states to report, a binding treaty would have to be ratified. Discussion of such a wide-reaching reform is beyond the scope of this report.

12 Speech from H.E. Sir Emyr Jones Parry in Open Debate on Women, Peace and Security, in Security Council on October 29, 2003.

