

Background Paper

Building Peace and Ending Impunity: A Consultation on the Report of the Secretary-General on Women's Participation in Peacebuilding

Consultation on *The Report of the Secretary-General on Women's Participation in Peacebuilding* (UNSCR 1889, OP19)

Convened by the International Peace Institute
22 July 2010

BACKGROUND

In October 2009, the Security Council passed Resolution 1889. Paragraph 19 requested the Secretary-General to submit to the Council (by October 2010) a report on "women's participation and inclusion in peacebuilding and planning in the aftermath of conflict, taking into consideration the views of the Peacebuilding Commission." The report will be considered by the Council in the tenth anniversary of the passage of Resolution 1325 in 2000. This provides a valuable opportunity to outline an action-oriented agenda for fully implementing the provisions of that landmark Resolution, which called on all actors to ensure women's meaningful participation in all aspects of preventing, resolving and recovering from conflict.

As per the mandate provided by Resolution 1889, *The Report of the Secretary-General on Women's Participation in Peacebuilding* will include, *inter alia*:

1. An analysis on the particular needs of women and girls in post-conflict situations;
2. An assessment of the challenges to women's participation in conflict-resolution, planning and priority-setting, and all dimensions of post-conflict peacebuilding;
3. Recommendations for improved response, including measures to both enhance national capacity and to ensure more robust and coherent action by the UN system and the wider international community.

The Peacebuilding Support Office (PBSO) has been tasked by the Secretary-General with overseeing the Report's preparation. Two expert consultants have been provided by UNIFEM to provide intellectual guidance, coordinate research inputs, and lead the drafting process. Since late February 2010, the Report team has been conducting e-discussions with UN practitioners, desk studies, data analysis, field missions, and interviews with UN staff, member states, independent experts, and civil society actors. Two additional consultant reports – on the gender dimensions of international civilian deployment, and on post-conflict planning and financing for gender equality – have been commissioned. A UN Reference Group has been constituted, with representation from 18 UN entities.

In addition, several consultations have been held, including:

- Briefing for member-states (Group of Friends of Women Peace and Security) at the Permanent Mission of Canada (12 May)
- Meeting of the Organizational Committee of the Peacebuilding Commission (17 May)
- Workshop for (primarily UN) field practitioners and humanitarian agencies, Geneva (20-21 May)

- National consultation workshops, held in conjunction with field missions, in Burundi, Nepal and Sierra Leone (June 2010)
- Briefing for New York-based civil-society organizations (10 June)
- Briefing for expert-level mission staff of Security Council members, hosted by the Permanent Mission of the United Kingdom (22 June)
- Member-state informal consultation, co-convened by the Permanent Mission of Denmark to the UN and the Peacebuilding Support Office (July 22)

Action Plan for Gender-Responsive Peacebuilding

The Report will contain a comprehensive analysis of the impact of armed conflict on women, their priorities for post-conflict action, and constraints on their ability to contribute to all dimensions of conflict-resolution and peacebuilding. Currently being drafted, this analytical section of the Report is based on a range of sources, including research briefs prepared by the report-drafting team.

The Report's primary objective, however, is to translate this analysis into an agreed agenda for action. The report-drafting team has worked to build agreement within the UN system for an 'Action Plan for Gender-Responsive Peacebuilding.' This is represented, in draft form, in the matrix found below.

The Action Plan is organized around seven main objectives:

1. Enhancing women's participation in (and gender analysis to) UN-managed **peace processes**.
2. Enhancing women's participation in (and gender analysis to) post-conflict **planning and priority-setting** exercises (e.g., PCNAs, UNDAFs, PRSPs, donor conferences, etc.).
3. Ensuring that an **increased level of dedicated resources** is made available for the advancement of gender equality and women's empowerment.
4. Ensuring that deployed **civilian capacity** includes sufficient expertise to address women's post-conflict needs and to provide a gender-sensitive approach to rebuilding state institutions and reforming the legislative and regulatory environment.
5. Ensuring consistent international support for targeted measures – including 'women's quotas' – to **increase women's representation in post-conflict governance** institutions, elected and appointed.
6. Ensuring that international **Rule of Law assistance prioritizes women's security**, including through programs to facilitate their access to police services and justice institutions.
7. Enhancing **women's ability to contribute to economic recovery** through gender-sensitive approaches to employment-creation, community-based development, and the provision of front-line services.

As indicated in the Action Plan matrix, below, each recommendation is translated into a discrete set of reform measures and indicative actions to be undertaken by an array of stakeholders, including UN entities, regional organizations, member-states, and CSOs. The reform measures and associated activities can be depicted here only in schematic form; the full text of the Report will spell out the justification for each.

Input from civil society, the UN and member-states is vital to the process of refining the shape of this Action Plan and the approach to ensuring its implementation.

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**Report of the Secretary-General on Women's Participation in Peacebuilding
(UNSCR 1889, OP 19)**

Action Plan

Draft: 15 July 2010

Recommendation	Reform Measures	Implementation Activities
1. Conflict-Resolution The UN system will and regional institutions should introduce standard procedures to guarantee women's participation in (and the availability of gender expertise to) peace processes.	a) Appointment of women as chief mediator/special envoy to UN-led peace processes.	<ul style="list-style-type: none"> ▪ Development of rosters of qualified women candidates. ▪ Half of shortlist for envoy/mediator position to be women, who should be actively promoted to parties seeking mediation.
	b) Provision of systematic gender expertise at senior levels to mediation teams, negotiating parties, civil society and (sub) regional organizations in thematic areas relevant to the negotiation of peace agreements and implementation mechanisms, including humanitarian access, ceasefires, justice, security (including DDR & SSR), constitutional/legislative design, wealth-sharing, power-sharing, and socioeconomic development.	<ul style="list-style-type: none"> ▪ ToR of special envoys to include mandate to address gender issues in peace processes. ▪ Mediation Standby Team and rosters of deployable mediation support personnel to include sufficient issue/agreement-specific gender expertise. ▪ ToR/performance assessment of Mediation Standby Team and deployed mediation support personnel to include elements related to achievement of gender-equality objectives.
	c) Mediators/mediation teams mandated to establish, with assistance from relevant UN entities and regional organizations, a structured process for consultation with women's CSOs . Structures to be: <ul style="list-style-type: none"> ▪ Inclusive & legitimate (a representative cross-section of national life, including displaced women, to deliberate on substance of peace agreements and process for implementing them); ▪ Activated early (where possible before substantive negotiations have begun); ▪ Linked to formal negotiations (regular opportunities for mediators/parties to share developments with, and receive inputs from, women's CSOs); ▪ Adequately funded (through donor contributions, a specialized global fund, and/or country-level programming). 	<ul style="list-style-type: none"> ▪ Implementation of standard procedures for establishment and operation of consultative structures, covering, <i>inter alia</i>: selection of representatives, format and frequency of meetings, structure of briefing papers, frequency of exchanges, etc. ▪ Identification (and provision) of dedicated resources, globally and at country level, to allow consultations to operate over an extended period of time. ▪ Build capacity of women's groups to participate in peace processes, and capacity of mediators and mediation teams to mainstream gender throughout peace processes. ▪ MSU to develop guidance on women's participation in mediation (based on analysis of best practice) for use by UN & other stakeholders. ▪ ToR/performance assessment of mediation teams to include elements relating to the establishment and operation of consultative forums.

	d) Incentivize parties to armed conflict to include more women in their negotiating teams (e.g., provision of women legal experts and additional seats at negotiating table).	<ul style="list-style-type: none"> ▪ Working group to develop incentive schemes to increase women's presence within negotiating delegations where women are insufficiently represented.
2. Post-conflict planning The UN will (and member states should) further efforts to institutionalize women's participation (and gender analysis) in all post-conflict planning processes to ensure that gender discrimination is addressed at every stage of the process, where applicable building on and implementing existing gender guidance.	a) Relevant UN entities will ensure that procedures used to conduct all post-conflict planning exercises incorporate , wherever possible, the following six requirements : <ul style="list-style-type: none"> ▪ that women's representatives (from CSOs – including displaced women, elected bodies, relevant government entities, etc) be systematically consulted, and their views reflected in all reports; ▪ that the gender-disaggregated effects of conflict inform the analysis of post-conflict needs and priorities; ▪ that the potential for prevailing gender roles/relations to affect the delivery of post-conflict assistance and efforts to rebuild effective and equitable state institutions inform the analysis of planning frameworks; ▪ that resource projections include an assessment of the gender implications of various funding scenarios; ▪ that sufficient and adequate expertise in social and gender analysis be provided to allow the above-referenced steps to be carried out effectively and within the stipulated timeframes. ▪ that, building on indicators and established monitoring and evaluation tools, the UN will collect sex-disaggregated data and articulate gender-related outcomes and outcome indicators. <p>These requirements will apply to all strategy and planning processes, including, <i>inter alia</i>, Strategic Assessments, PCNAs, IMPP/Integrated Strategic Frameworks, UN Mission RBBs, CHAP/CAP assessments, UNDAFs (as well as the foundational 'conflict analysis' in which these and other processes are rooted), in addition to planning instruments used for country-level engagement with the Peacebuilding Commission (e.g., conflict-sensitive PRSPs, Peacebuilding Strategic/Cooperation Frameworks, etc).</p>	<ul style="list-style-type: none"> ▪ An interagency working group will conduct a comprehensive six-month review of all relevant planning processes. <ol style="list-style-type: none"> i. The review will include a mapping of formal processes, and consideration of how the stages in each process have worked in practice, based on an assessment of a sample of existing PCNAs, ISFs, etc, as well as consultations with a selection of actors involved in formulating them; ii. The objective will be to identify means for integrating a gendered framework into elements of each process (including procedural sequencing, ToR, staffing norms, reporting formats, etc) to ensure fulfillment of the five requirements outlined in 2(a); iii. The results of the review will be communicated in the form of a detailed action plan to the SG's Policy Committee, with a timeline for incorporating these into relevant guidelines and procedures.
	b) Donor conferences , in which many of the planning processes outlined in 2(a) culminate, will be designed to ensure that	<ul style="list-style-type: none"> ▪ All UN entities, affiliated institutions, regional organizations, and member-states involved in organizing donor conferences – as host, convenor,

	<p>women's representatives (from political and civil society) are permitted to attend and participate in the formal proceedings, including through opportunities to convey (orally and in writing) the priorities of women, as determined through stakeholder consultations convened prior to each such donor conference.</p>	<p>facilitator, or provider of technical assistance – will ensure that women's representatives are provided an opportunity to participate, along the lines indicated in 2(b).</p> <ul style="list-style-type: none"> ▪ Guidelines for organizing donor conferences, based on analysis of existing practice, to be developed, reflecting requirements for women's participation. ▪ Funding sources identified for institutionalizing women's participation in donor conferences (including convening of preparatory workshops).
<p>3. Post-conflict financing The UN will and member states should establish processes and targets to ensure that an adequate share of resources are directed to women's empowerment & gender equality</p>	<p>a) A minimum allocation of 15 percent of resources programmed by the UN through <i>non-assessed</i> contributions – expenditure by funds, agencies and programmes, and UN-managed Multi-Donor Trust Funds (MDTFs) -- including the Peacebuilding Fund, and humanitarian funds – will go to projects for which the <i>principal</i> objective is the advancement of gender equality (as reflected in activities, outcomes, & indicators).</p>	<ul style="list-style-type: none"> ▪ Relevant entities to revise funding frameworks and programming guidelines to reflect commitment to 'minimum allocation' standard. ▪ HQ monitoring group to be established to ensure consistent application of 'gender-marker' system (based on existing pilots), and to review reporting on agreed targets.
	<p>b) Country-level Government/Donor/UN/CSO consortia of '1325 assessors' to be established to analyze project funding proposals under country-specific MDTFs, along the lines of the process used by Nepal's '1325 Peace Support Working Group,' but including autonomous women's organizations within civil society.</p>	
<p>4. Gender-responsive civilian capacity Civilian capacity will include specialized skills to meet women's urgent needs and expertise in rebuilding state institutions to make them more accessible to women and less prone to gender-based discrimination.</p>	<p>a) The international community to ensure availability of immediate-response personnel – including more women – to address women and girls's urgent needs, particularly with respect to health (e.g., reproductive health specialists) and security (e.g., gender/DDR specialists, protection/violence-against-women specialists), and justice (e.g., legal and paralegal professionals).</p>	<ul style="list-style-type: none"> ▪ Mission and humanitarian planners to develop forecasting models to identify skill-sets needed to address women's immediate post-conflict needs – with model ToRs, personnel profiles and organizational structures. ▪ Multilateral and bilateral rosters of civilian experts to ensure sufficient inclusion and availability of required expertise. ▪ International review of civilian capacity to recommend measures to ensure greater availability of relevant gender expertise.
	<p>b) Public administration reform specialists to include expertise on gender-sensitive approaches to, <i>inter alia</i>: civil service recruitment/evaluation/promotion, finance & expenditure management systems, service-delivery models, SSR, and reform of gender-discriminatory elements of the legislative framework.</p>	
<p>5. Women's representation in post-conflict governance</p>	<p>a) To build structures of inclusive governance, UN assistance to political and electoral processes in post conflict states will ensure that gender discrimination is addressed at</p>	<ul style="list-style-type: none"> ▪ The UN will include gender/election experts in the early stages of peace negotiations (particularly with respect to constitutional/legislative design and

institutions UN actors will ensure that technical assistance promotes women's participation in electoral processes and promotes their participation in decision-making bodies	every stage in the provision of technical assistance. Technical assistance will include: <ul style="list-style-type: none"> ▪ systematic consideration of the potential contribution of various electoral quota systems to increase the proportion of women in representative bodies; ▪ the convening of a broad national consultation, including political parties, CSOs (including women's organizations), and women parliamentarians from the region/subregion who have benefited from electoral quotas, to assess the viability and desirability of alternative quota systems; ▪ analysis of experience in the use of legislated electoral quotas among a range of countries; ▪ outlining options for the adoption of a quota-based systems within existing electoral law or as part of a larger program of legislative reform. 	power-sharing issues). <ul style="list-style-type: none"> ▪ EAD-led Needs Assessment Missions (NAM) to include in its ToR a gender analysis of electoral process and ensure that gender discrimination is addressed at every stage. ▪ ToR of UNDP/EAD assessment mission and resulting project documents to ensure that associated package of technical assistance addresses the empowerment of women and includes assessment of various options for legislated quotas, and options to ensure the adoption of other supportive measures. ▪ Relevant senior UN leaders in-country to convene, in collaboration with UN entities, political parties and national authorities, consultations with women's CSOs on electoral system options. ▪ Funding to be made available for consultation process ▪ HQ: Working group established to revise UN guidelines in line with report recommendations.
	b) As part of its electoral support, the UN will also indicate the potential value of other measures for promoting women's ability to participate in political life , including: <ul style="list-style-type: none"> ▪ Support to reform of the legislative framework relating to political parties, citizenship, personal status, and identity documents for returnees & IDPs; ▪ Steps to ensure that not more than 60% of either sex is represented in electoral administration (and dispute-settlement) bodies; and that all election processes (including voter registration, civic education, polling, security, and access to media) are free from gender discrimination; ▪ Vulnerability mapping to assess potential violence/insecurity facing women (as voters, party workers, candidates, etc), and appropriate actions to prevent and respond to such threats. 	
	c) UN technical assistance to rebuilding post-conflict governance institutions to include support for design and implementation of temporary special measures, including quota-based systems, for the recruitment, retention, and promotion of women to all levels of public administration .	<ul style="list-style-type: none"> ▪ HQ: Relevant UN entities, in collaboration with national authorities, to support action plan for increasing numbers of women in the public administration at all levels including capacity building to ensure effectiveness of women civil servants especially at higher levels.
6. Rule of Law The UN's	a) 'Legal Support Services' (LSSs) for women – implemented early and on a scale	<ul style="list-style-type: none"> ▪ OCHA, UNHCR and other relevant entities to provide assessment of the

<p>immediate post-conflict justice and security activities will systematically address women's urgent needs.</p>	<p>sufficient to demonstrate a commitment to providing women access to justice and ending impunity – will become a standard component of the UN's Rule of Law response in the immediate post-conflict period – to include provision of:</p> <ul style="list-style-type: none"> ▪ Technical expertise to support national efforts in the development of a legislative framework that ensures the recognition and punishment of SGBV; ▪ Paralegals and police liaison assistants with gender expertise to provide legal advice and logistical support to women – on reporting & prosecuting, SGBV, registering land & inheritance claims, pursuing child custody, and securing citizenship/nationality; ▪ Rights-based trainings to communities, in particular for conflict-affected women, including those in IDP/refugee camps, to become paralegals and managers of legal aid programmes/centres; ▪ Designated units within police stations to register, respond to, and monitor cases brought by women. 	<p>best means of providing LSSs in humanitarian settings.</p> <ul style="list-style-type: none"> ▪ Dedicated funding, and rapid disbursement modality, to support LSS capacity in the immediate post-conflict period.
	<p>b) Minimum standards of gender-responsiveness to be established (and options for ensuring their implementation incorporated into the technical advice activities of relevant UN actors) for TRCs (and similar transitional-justice institutions) and Reparations programmes. Minimum standards to cover:</p> <ul style="list-style-type: none"> ▪ Composition of governance bodies: stipulated proportion of women, representatives of autonomous women's CSOs); ▪ Terms of reference: to include all crimes and abuses against women, by state & non-state actors); ▪ Procedures employed to ensure security/dignity for testifying victims, suitable evidentiary standards, & relaxed eligibility criteria. 	<ul style="list-style-type: none"> ▪ HQ: Guidance note to be developed on minimum standards for TRCs and reparation programs from a gender perspective. ▪ Country-Level: OHCHR and other UNCT entities to monitor TRC operation and reparations programming from a gender-equality perspective.
	<p>c) Peace operations to initiate immediate and longer-term efforts to prevent and respond to SGBV, including:</p> <ul style="list-style-type: none"> ▪ QIPs (based on models derived from existing best practice) to ensure a protective environment for women facing acute insecurity; ▪ SSR that includes, as a standard 	<ul style="list-style-type: none"> ▪ HQ: Ensure that Interim Technical Guidance Note on Gender Responsive SSR (currently being developed by SSR Task Force) is, once finalized, applied to IMPP as well as to UN support to SSR in post conflict countries. ▪ SRSGs to monitor and report on the proportion of QIP funds/projects

	programme component, training and capacity-building on SGBV.	dedicated to women's security.
7. Economic Recovery: Women are targeted as participants & beneficiaries in development, employment, and front-line service delivery programs.	a) Where local development and infrastructure programs use a participatory/community-development approach , they should be designed to <i>require direct involvement of women</i> , including displaced women and women's CSOs, in priority-setting, identification of beneficiaries, and monitoring of outputs/outcomes.	<ul style="list-style-type: none"> ▪ UN (in particular UNOPS and UNDP) to create structures to include women in the planning of infrastructure and local development programmes. ▪ Gender-sensitive provisions in existing operational guidance note on employment programs to be monitored in-country by RC's office. ▪ Guidance notes developed on all areas of economic recovery and development mentioned in report.
	b) Post-conflict employment programs to target women. Neither gender should receive more than 60 percent of aggregate person-days of employment created . Special measures to be used to remove obstacles to women's participation (e.g., security concerns, suitable working conditions), and to ensure that women receive payments directly.	
	c) Women should be promoted as 'frontline' service-delivery agents – e.g., in health, agricultural extension, education, and the management of natural resources, including forests. This will enhance outreach to women clients; increase women's autonomous income; and lead to demonstration/role-modelling effects (normalizing women's presence in the public sphere and encouraging others women to pursue careers in public life).	<ul style="list-style-type: none"> ▪ Technical assistance to government departments to include guidance/best practice on women frontline service delivery agents. ▪ Application of IDDRS gender components, accompanied, where necessary, by additional psycho-social services.
	d) DDR programmes to ensure provision of employment or livelihood packages to women combatants or women associated with fighting forces	