Symposium Report

Enhancing Women's Share in Peace and Security

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**Symposium Report
"Enhancing Women's Share in
Peace and Security"**

Content:

Preface

The symposium "Enhancing Women's Share in Peace and Security" in November 2014 was a contribution to the 15th anniversary of the United Nations Security Council Resolution (UNSCR) 1325 (2000) and the 20th anniversary of the Beijing Declaration and Platform for Action, carried out by Austrian state institutions and civil society organizations, namely the Austrian Parliament, the Austrian Federal Ministry of Defence and Sports, the Austrian Federal Ministry for Europe, Integration and Foreign Affairs, the Austrian Development Cooperation, the Bruno Kreisky Forum for International Dialogue, the Austrian Federal Chancellery, the Austrian Federal Ministry of Education and Women's Affairs, the International Peace Institute, the Diplomatic Academy of Vienna and the UN Women National Committee Austria. The late President of the Austrian National Council, Barbara Prammer, gave her support from the early stage of the project, but unfortunately left us in August 2014. We honour her memory.

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Opening Speech at the High-Level Panel by Defence Policy Director, Brigadier General Johann Frank

From left to right:

Ms Hanan Ashrawi (PLO, Executive Committee Member, PLC, Board of Directors, MIFTAH, The Palestinian Initiative for the Promotion of Global Dialogue and Democracy)

Ambassador Anwarul K. Chowdhury (Former United Nations Under-Secretary and High Representative, Initiator of UNSCR 1325)

Ms Alexandra Föderl-Schmid (Chief Editor DER STANDARD)

Ms Lakshmi Puri (United Nations Assistant Secretary General, Deputy Executive Director of UN Women)

Ms May Chidiac (President of May Chidiac Foundation and Media Institute)

Ambassador Ursula Plassnik (Former Minister of Foreign Affairs of the Republic of Austria)

Welcome Remarks at the Austrian National Council by Secretary General Harald Dossi

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Introduction

The year 2015 marks an important point in history for the women, peace and security agenda, as we celebrate the 15th anniversary of the UNSCR 1325 and the 20th anniversary of the Beijing Declaration and Platform for Action. In these documents the international community recognized for the first time the disproportionate impact of armed conflict on women, as well as women's critical role as active agents of change in promoting, building and maintaining peace.

Capitalizing on the momentum of these anniversaries, the United Nations Security Council decided in 2013 to convene a High-level Review on the Implementation of UNSCR 1325 in 2015 and requested the UN Secretary-General to conduct a global study on the resolution with the aim to assess the progress, achievements, gaps and remaining challenges in the implementation of the women, peace and security agenda.

Austria, as an early supporter of the objectives laid out in UNSCR 1325 and the Beijing Declaration and Platform for Action, is strongly convinced that sustainable peace can only be achieved if women's needs are accounted for and women are fully involved as active participants in all peace- and security-related efforts. Women have critical roles to play in maintaining peace and ending violent conflict, including as peacekeepers, peacebuilders, mediators, decision-makers and agents of change.

As a consequence, in 2007 Austria was among the first UN Member States to adopt a National Action Plan (NAP) on the implementation of UNSCR 1325, which was revised in 2012 in order to account for new developments and subsequent thematic resolutions. Following the objectives of the NAP, Austria has taken various measures to strengthen the participation of women in peace-promoting and conflict-resolving activities. Amon these measures are increasing the proportion of women in peace operations and decision-making positions in international and regional organizations, integrating the content of UNSCR 1325 in relevant training activities for peace

operations, as well as preventing gender-specific violence and protecting the needs of women and girls in conflict and post-conflict situations.

Continuing Austria's efforts to promote the implementation of UNSCR 1325, in preparation of the High-level Review on UNSCR 1325 and as a contribution to the global study on UNSCR 1325 and the Beijing +20 campaign of UN Women, the symposium "Enhancing Women's Share in Peace and Security" was organized. The two-day symposium, which took place in November 2014 in Vienna, brought together international experts from politics, governments, the military, academia, the media and civil society and set out to discuss major achievements, remaining challenges and emerging priorities in the implementation of UNSCR 1325 in the twenty-first century, as well as providing recommendations for the way ahead. The key findings of the symposium are reflected in a policy paper containing specific recommendations for national governments, international, regional and sub-regional organizations, civil society organizations and the media. This policy paper has also been circulated as a Security Council document on 27 February 2015 under the symbol S/2015/142.

In addition, this report provides a detailed and comprehensive reflection of the symposium's thematic discussions, findings and recommendations. We would like to express our gratitude to all who have contributed to the symposium, the development of the policy paper and this report. Our particular appreciation goes to the symposium's participants – their expertise and knowledge built the foundation of this report.

Austria believes that the insight and recommendations gained during the symposium will help significantly to improve our collective efforts in advancing the implementation of the women, peace and security agenda. To this end, Austria will continue to work with partners in taking forward the key recommendations identified, thereby promoting gender equality and women's empowerment.

Executive Summary

Session 1: Mainstreaming a Gender Perspective in Conflict Prevention and Crisis Management

The session assessed ways to ensure and improve the mainstreaming of a gender perspective into conflict prevention and crisis management and how women's involvement in early warning mechanisms can increase their effectiveness.

At the outset, panellists stressed that before intervening in a conflict situation, a thorough conflict analysis as well as an analysis of the potential effects of taking action is essential to achieve the intended positive results on the ground. While robust intervention may lead to quick results, the drivers of conflict as well as existing power imbalances between women and men need to be addressed simultaneously, thereby ensuring social justice for women as well as long-lasting solutions, peace and stability. Moreover, as each situation is different and demands a unique response, approaches to conflict prevention and crisis management need to be contextualized, also taking into consideration regional and local conditions.

Panellists stressed that if preventing and ending violent conflict is taken seriously, it is impossible to forego the input and experience of one half of the world population. As a consequence, gender equality and women's inclusion cannot be considered a thematic issue, but instead needs to be mentally and physically mainstreamed into all policies, programmes and actions aimed at ending the full cycle of conflict, from conflict prevention to conflict management and peacebuilding. Although panellists welcomed the deployment of gender advisers to the vast majority of peace operations today, they also stressed that in order to give weight to their voices, gender advisers need to be placed strategically high in the mission's hierarchy, close to mission management, thus close to information and decision-making.

Panellists further agreed that more attention needs to be given to early warning, both as a tool to predict and prevent violence before it has erupted,

and as a tool to contain the outbreak of violence and mitigate its effects in all phases of conflict, and called for women's increased involvement therein. For example, modern peace operations have to fulfil complex and multi-dimensional mandates, in particular the protection of civilians from physical violence, including conflict-related sexual violence. The best way to protect is to "predict and prevent", and women's ability to foresee and predict proves extremely valuable in this context. In order to underline this point, a European Union (EU) mission in Chad was named, where mission leadership acknowledged that only through the presence of female peacekeepers and their ability to establish and maintain contact with local women's groups was the mission able to pick up early warning signals, which ultimately led to early action. Consequently, panellists stressed that the involvement of women is a matter not only of equality, but also of efficiency, operational effectiveness and the ability to fulfil mission mandates.

Furthermore, the value of gender-responsive early warning was emphasized. For example, the invisibility of women and girls at markets, schools or other public places due to fear of sexual violence, abduction or other threats is a clear sign of a looming outbreak of conflict and violence. The combined use of gender-sensitive and other well-acknowledged early warning indicators, such as the proliferation, accumulation and misuse of weapons, high rates of male unemployment, and the increased appearance of youth gangs, leads to more comprehensive information gathering and thus better-informed responses.

In order to accelerate women's involvement in conflict prevention, crisis management and early warning, panellists stressed that more emphasis needs to be given to women's added value therein, moving from asking the question „Why is it necessary?" to a discussion on „How can it be achieved and what can be gained?". Moreover, men's contributions as advocates for gender equality and women's inclusion in conflict prevention, conflict management and early warning are critical and should be encouraged. In addition, panellists called for holding those in leading and decision-making positions accountable for their responsibility to implement UNSCR 1325 and encouraged national governments, international, regional and sub-regional organizations to work together with civil society in developing regional action plans on UNSCR 1325, in particular where it is necessary to address current conflict or post-conflict situations.

Session 2: Gender-Sensitive Conflict Assessment and Analysis

This session assessed ways to effectively integrate a gender perspective into conflict assessment and analysis, with a view to enhance international, regional, and national responses in the prevention and resolution of conflicts.

At the outset, panellists emphasized that while the promotion and realization of gender equality can be a driver of stability, change and peace, imbalanced gender relations and gender inequality can be common triggers of conflict. Panellists therefore stressed that any successful assessment and analysis of the causes, triggers, dynamics and patterns of conflict requires the application of a gender lens from the very beginning. This means that attention needs to be paid to gender in each and every element of conflict assessment and analysis – from the analysis of the context, causes, actors, power relations, conflict dynamics and opportunities for peace to the actual analysis and choice of appropriate remedies and response options – as opposed to the common practice in which gender is often added on at a later point in time. In relation to this, panellists also highlighted that the term "gender-sensitive" refers to the practice of taking the experiences, contributions and roles of both women and men into account, and added that not only the drivers of conflict need to be identified and included in conflict assessment and analysis, but even more importantly the drivers of peace and stability. Raising and answering gender-specific questions was named as a tool to integrate a gender perspective into conflict analysis, such as: Can the society be described as patriarchal? What roles do women and men typically play? How do both genders relate to each other? How is gender affecting access to resources or healthcare? What variations can be detected among groups of women and men?

Apart from the recognition that applying a gender lens is critical, panellists highlighted the need for conflict assessment and analysis frameworks that are context-specific as well as comprehensive, inclusive and participatory in their design. Firstly, panellists noted that at present, conflict analysis too often focuses solely on the official level, primarily considering institutionalized processes and high-level officials. At the same time, such analyses neglect or completely ignore experiences and contributions by grassroots initiatives, including women's organizations and individuals. Consequently,

panellists stressed that conflict assessment and analysis needs to include institutionalized as well as non-institutionalized processes, and activities and actors on all levels – global, regional and local. Moreover, panellists criticised that conflict analysis often does not reflect the perspectives and experiences of those directly affected by conflict, violence and instability, leaving international peace and security efforts poorly informed of the realities of the people on the ground. In order to address this shortcoming, panellists stressed that a greater emphasis needs to be placed on participatory approaches in conflict analysis aimed at including and reflecting voices from civil society actors and those directly affected by conflict. This in turn would lead to more comprehensive data and a greater understanding of the causes, dynamics and patterns of conflict as well as the needs of the affected communities, which also ensures better response options at the political level.

In conclusion, panellists agreed that context-specific, comprehensive and inclusive conflict assessment and analysis, which integrates a gender perspective from the very beginning, is crucial for the development of effective responses in conflict resolution and conflict prevention. As a consequence, panellists called on all actors to advocate for the integration of a gender perspective in conflict assessment and analysis, and further stressed the need to develop specific guidelines for effective implementation.

Session 3: Women Change Peace Talks

This session assessed ways of increasing women's participation in peace processes and raised the question how women's presence can positively influence the dynamics and outcomes of peace negotiations.

At the outset, panellists observed that international actors often struggle to establish sustainable peace processes and are constantly seeking new strategies and innovative approaches to mediate conflict, as more than 40 per cent of peace agreements in the last four decades failed within the first five years. Although peace processes differ and are embedded in unique contexts, it was stressed that they share one common factor: the underrepresentation of women. Despite political rhetoric and numerous international, regional and national commitments in support of UNSCR 1325, women

remain practically absent from formal peace negotiations, which is illustrated by the fact that only 9 per cent of the delegates of negotiating parties, 4 per cent of signatories and 2 per cent of chief mediators are women.

Addressing the consequences women's absence has on the dynamics and outcome of peace negotiations, as well as on the sustainability of the peace that follows, panellists stressed that without inclusive peace processes countries risk quickly relapsing into conflict and people lose their prospects of living in a stable and peaceful society. The decisions that are made at the negotiation table have a deep impact on society as a whole and provide key opportunities to transform institutions and set directions for post-conflict reconstruction. Panellists stressed that inclusive peace talks, involving both women and civil society, are critical for achieving sustainable peace, as women and civil society do have different perspectives to bring to the table, which should be capitalized on. To underline this point, panellists referred to statistical evidence that shows that chances are 65 per cent higher for a peace agreement to succeed when women and civil society haven been included in the negotiation phase.

Among some of the factors that explain the positive impact of women's and civil society's involvement in peace negotiations is that inclusive peace processes have greater legitimacy. Women and civil society leaders can appeal to their communities to support a negotiated peace agreement, and the risk of excluded parties to undermine the peace process is reduced. Moreover, peace talks that include only the warring groups tend to focus on power, territory and the state, while evidence shows that women who are present at peace tables often raise key economic and social issues, such as education, health and justice, and advocate for a more equitable peace that also addresses some common drivers of conflict.

Despite this growing evidence that women and civil society bring added value to peace negotiations, panellists noted with concern that existing power dynamics and the unwillingness of conflicting parties to dilute their power or accept third parties at the table continue to pose an obstacle to women's participation in formal peace talks. In addition, recurring arguments – such as the lack of time to bring women to the peace tables, or the fear of interfering with the immediate goal to bring an end to armed violence by pushing women's participation too early in the peace process –

are often used to justify women's exclusion. Furthermore, panellists noted that women's participation is repeatedly perceived as being related to "women's issues" only, often considered less important than hard security issues. This, panellists criticised, frequently leads to the result that final peace agreements fail to make specific reference to issues, such as conflict-related sexual violence, that in reality affect entire communities and play a key role in conflict dynamics.

In conclusion, panellists agreed that women's inclusion in peace processes goes well beyond international commitments, rights and norms; it is a matter of building long-lasting peace. As a consequence, panellists called on all actors to boost women's capacities to participate in formal and informal peace talks by investing in the development of their skills and providing access to flexible funding. Moreover, they called on national governments and international, regional and sub-regional organizations to provide tools and strategies to mediators and other actors to effectively implement UNSCR 1325 in peace processes, and on media and civil society to join forces in putting pressure on negotiating parties to ensure the inclusion of women and their perspectives in peace talks.

Session 4: The Role of the Media in Implementing UNSCR 1325

This session addressed the question how traditional and new media as well as journalistic practices can contribute to women's empowerment and awareness-raising of women's critical role in building, securing and maintaining peace.

At the outset, panellists acknowledged that media can be a positive force in transforming gender stereotypes, promoting female role models and raising awareness on the objectives of UNSCR 1325, but has largely failed to do so in the past. Traditional media channels continue to predominantly portray women in conflict or post conflict situations as helpless and passive victims of rape, sexual violence and displacement, while women's portrayal in social media platforms is also limited to the image of "the victim", the "nurturer" and more recently the "tough fighter". In comparison, stories on women's roles as mediators, peacekeepers, peacebuilders, decision-makers and active

agents of change are largely absent in media coverage of conflict.

Although panellists acknowledged that social media has been a positive instrument in conveying messages of peace and women's empowerment, democratizing discourses and providing voice to the voiceless, including women, its limitations were also highlighted. The general image reflected on social media is not one of society at large, but rather of those individuals with access to new information technologies – often the more educated and wealthy public.

Moreover, panellists raised concerns over the potential misuse of social and traditional media as a tool of aggression, oppression and propaganda. For example, there is a recent trend of verbal harassment with sexual connotation against female journalists on social media platforms, which takes place in addition to the ever-growing physical violence against journalists reporting from conflict and war zones all around the world. Regarding the misuse of media for propaganda purposes, fake videos and pictures of staged battles and violence as well as false information are distributed by conflicting parties in order to gain international attention and further political or military goals. Although propaganda has existed as long as conflicts themselves, it has now become global and universally accessible through new media and modern technologies. This has enabled every individual to become a director, producer and editor of information and news, making it increasingly difficult for journalists and audiences to assess the objectivity and credibility of news and information received.

Against this background panellists called on national governments and international, regional and sub-regional organizations to ensure the protection of journalists and to challenge journalists and media producers to engage in gender-sensitive and responsible journalism, including through their training on UNSCR 1325 and the inclusion of gender into media's code of conduct. In order to accelerate media coverage and improve public outreach in support of UNSCR 1325, panellists recommended specifically developing messages for media consumption that are adopted to the local, regional and international context, customized for different audiences and translated into local languages and simple wording that non-experts can understand. In addition, panellists highlighted the importance of a media strategy that focuses on a convergence of media channels targeted for the

respective audience, including radio, posters, comic books, social media and theatre production, with a view to achieve wider reach, including communities, in which access to information technology may be limited or literacy rates may be low.

In conclusion, panellists agreed that more attention needs to be given to media's role in the implementation of the women, peace and security agenda, calling for the integration of effective media and communication strategies in national and regional action plans, as well as all policies and programmes in support of the implementation of UNSCR 1325.

Members of the Philippine contingent of the United Nations Stabilization Mission in Haiti (MINUSTAH)

Thematic Overview

Women, Peace and Security Agenda

> " *Peace is inextricably linked with equality between women and men.*

This statement was made at the Fourth World Conference on Women held in 1995 in Beijing, where 189 Member States of the United Nations (UN) unanimously adopted the Beijing Declaration and Platform for Action, with a view to set an agenda for women's empowerment and gender equality in the years to come. The Beijing Declaration and Platform for Action can be seen as one of the core documents in the women, peace and security agenda. It identified 12 critical areas of concern, where urgent action was needed to ensure greater equality and opportunities for women and men. Moreover, a set of key strategic objectives and related priority actions were proposed for each of these areas, to be implemented through concerted actions by governments, the international community and civil society. The commitments made by UN Member States through the adoption of the Beijing Declaration and Platform for Action were unprecedented in scope

and have not lost any significance up to this day.

> *Women's involvement in all efforts for the prevention and resolution of conflict is a prerequisite for the maintenance and promotion of peace and security.*

Women and armed conflict was identified as one of the 12 critical areas of concern, based on the recognition of the changing nature of conflict, in which civilian populations, in particular women and children, are frequently the deliberate target of violence. Moreover, the Beijing Declaration and Platform for Action recognized that in a world of continuing instability and violence, equal access and full participation of women in power structures and their involvement in all efforts for the prevention and resolution of conflict is a prerequisite for the maintenance and promotion of peace and security. In order to reduce the serious impact of conflict on women and to promote women's roles as active stakeholders and agents of change, a set of strategic objectives was proposed. These included increasing women's participation in conflict resolution and integrating a gender perspective into related policies and programmes to better account for women's rights, needs and concerns. In addition, a call for wider structural changes was made, including the promotion of non-violent forms of conflict resolution, the protection of human rights, and the reduction of excessive military expenditures.

> *The adoption of UNSCR 1325 marked a milestone in the women, peace and security agenda, as for the first time a UN Security Council resolution linked women's experiences of conflict to the international peace and security agenda.*

In the year 2000, the adoption of UNSCR 1325 reaffirmed the disproportionate impact of conflict on women as well as women's critical roles in the maintenance and promotion of peace. This marked a milestone in the women, peace and security agenda. For the first time, a UN Security Council resolution linked women's experiences of conflict to the internati-

onal peace and security agenda. In addition, it established politically binding provisions for UN entities, Member States and parties to conflict that can be subsumed under four distinct pillars of implementation: (1) the full *participation* of women and inclusion of women's perspectives in the prevention, management and resolution of conflict; (2) the *protection* of women from all forms of violence, including through the protection and promotion of human rights; (3) the *prevention* of conflict and of all forms of violence and human rights abuses against women, including conflict-related sexual violence and (4) *relief and recovery*.

In the 15 years following the adoption of this landmark resolution, the Security Council adopted six subsequent resolutions on women, peace and security. These resolutions address in more detail several aspects laid out by UNSCR 1325. While resolutions 1820 (2008), 1888 (2009), 1960 (2010) and 2106 (2013) are focused on the prevention and response to conflict-related sexual violence, resolutions 1889 (2009) and 2122 (2013) are concerned with women's full and equal participation at all decision-making levels. Among some of the main achievements made through the adoption of these resolutions is the recognition that the systematic use of sexual violence as a tactic of war can pose a threat to international peace and security, resulting in possible action taken by the Security Council. Furthermore, they led to substantial structural developments within the UN system, in particular the establishment of a UN Special Representative on Sexual Violence in Conflict and the deployment of Women Protection Advisers to UN peacekeeping missions. Finally, measures aimed at ending impunity for perpetrators of conflict-related sexual violence were introduced, including the monitoring, analysis and reporting arrangements (MARA) on conflict-related sexual violence, and mechanisms for investigation and prosecution.

Taken together, these documents frame the women, peace and security agenda, providing guidance to actors in ensuring the inclusion of women and women's perspectives in all peace- and security-related matters, as well as protecting women's rights in conflict and post-conflict situations.

UN Security Council High-level Review on the Implementation of UNSCR 1325

> *Almost two decades after the adoption of the Beijing Declaration and Platform for Action and UNSCR 1325, the Security Council recognized with concern that without a significant shift in implementation, women and women's perspectives will continue to be underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future.*

The year 2015 marks the 15th anniversary of the adoption of UNSCR 1325 on women, peace and security, and the 20th anniversary of the Beijing Declaration and Platform for Action. Since the adoption of these important documents, the Security Council has recognized with concern that without a significant shift in implementation, women and women's perspectives will continue to be underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future. As a consequence, the Security Council decided in its resolution 2122 (2013) to convene a High-level Review in 2015, with the aim to assess progress at the global, regional and national level in implementing UNSCR 1325, to renew commitments and to address emerging obstacles and concerns.

In preparation of this High-level Review, the Security Council requested the UN Secretary-General to commission a global study on the implementation of UNSCR 1325 to highlight good practice, implementation gaps and challenges, as well as emerging trends and priorities for action. This global study, which is prepared in close consultation with Member States, UN entities, regional and sub-regional organizations and civil society, will also build synergies with the High-level Independent Panel on Peace Operations and the Review of the UN Peacebuilding Architecture. Moreover, the global study will include a set of key recommendations on the implementation of UNSCR 1325 to provide guidance on ways to advance the implementation of the women, peace and security agenda in the twenty-first century. The results of the study will be included in the 2015 Secretary-General's Report

to the Security Council on Women and Peace and Security and made available to all UN Member States.

Assessing the Progress of the Women, Peace and Security Agenda

Taking stock of the progress made in implementing the women, peace and security agenda over the past two decades, there is reason for both hope and concern. Essential progress has been made in implementing UNSCR 1325 and the Beijing Declaration and Platform for Action on the national, regional and global level. Member States, the UN, international, regional and sub-regional organizations as well as civil society groups have invested in the development of policies, guidelines, programmes, action plans and training. All these efforts have been made with a view to ensuring the integration of a gender perspective into the prevention, management and resolution of conflict and promoting women's active role in all activities towards the establishment and maintenance of peace.

These efforts and political commitments have translated into specific actions and visible impact on the ground. The number of women assuming political functions in parliaments and governments in conflict and post-conflict settings has increased, including through the introduction of quotas. Moreover, women's share at peace tables has increased and more women are being deployed as peacekeepers to international peace operations. Most significantly, in 2014, for the first time in history, a female force commander became the head of a UN peacekeeping mission, the UN Peacekeeping Force in Cyprus. In addition, the content and objectives of UNSCR 1325 are gradually being integrated into training activities for peace operations, including in pre-deployment and in-mission training, making peacekeepers better equipped to identify and respond to women's protection needs and concerns. Similarly, peacebuilding initiatives such as disarmament, demobilisation and reintegration (DDR) programmes or security and defence sector reforms are becoming more gender-sensitive. Once regarded as regular criminal offences, grave human rights violations against women, including conflict-related sexual violence, are now routinely investigated and convictions have been made against perpetrators, including high-level officials, sending a clear message against impunity. In addition, support to victims

of conflict-related sexual violence has also been improved, facilitating women's access to reparation programmes and leading to an increased number of beneficiaries.

In spite of these positive developments, numerous challenges remain, and in some areas progress is moving at an incredibly slow pace. Grave abuses and acts of violence against women, including sexual violence, continue to be a common occurrence in conflict and post-conflict settings. Furthermore, current cycles of violence in different parts of the world stand out for their disproportionate impact on women and girls. The inclusion of women's perspectives as well as their increased representation at all decision-making levels in the prevention, management and resolution of conflict has not yet become the norm, but remains marginal. Despite a slow increase in numbers, women continue to be underrepresented in peace negotiations, and the resulting peace agreements fail to make specific reference to women's rights and needs. Similarly, the number of women in international peace operations, in particular among uniformed personnel, remains at a significant low of 3 per cent for military and 10 per cent for police personnel. In sum, numbers are rising only slowly, and persistent social and cultural norms as well as structural barriers continue to pose obstacles to women's equal participation in peace and security-related efforts, in particular at the higher leadership and decision-making levels. Moreover, these social and cultural norms are often perpetuated by media coverage of conflicts, which is still dominated by a stereotypical portrayal of women and men. This portrayal often creates an overall image of women as helpless victims of rape, sexual violence and displacement, while neglecting to document and present the various roles that women take during times of conflict, including as combatants, supporters of conflict, peacebuilders, peacekeepers, mediators, decision-makers and positive agents of change.

Symposium: "Enhancing Women's Share in Peace and Security"

Against this background, and as a contribution to the campaign of UN Women to mark the 20th anniversary of the Beijing Declaration and Platform for Action and the global study on the implementation of UNSCR 1325, Austria hosted a symposium entitled "Enhancing Women's Share in Peace

and Security" in Vienna on 3-4 November 2014. The symposium brought together international experts from politics, government, the military, academia, the media and civil society to discuss major achievements, remaining challenges and emerging priorities in the implementation of the women, peace and security agenda in the twenty-first century and to provide recommendations for the way forward.

Following a public opening in the form of a high-level panel on the first day of the symposium, experts engaged in closed interactive discussions on progress, challenges and necessary future action with regard to the women, peace and security agenda. These discussions were held in the framework of four thematic sessions, focusing on the following areas: (a) mainstreaming a gender perspective in conflict prevention and crisis management; (b) gender-sensitive conflict assessment and analysis; (c) women change peace talks and (d) the role of the media in implementing UNSCR 1325.

After the session's discussions, the collective insights and key findings of the symposium were summarized and presented as thematic recommendations in a closing session, intended to provide guidance to national governments, international, regional and sub-regional organizations, civil society organizations and the media on ways to advance the implementation of the women, peace and security agenda in this century. These recommendations were later transformed into a policy paper, which was submitted to UN Women as part of Austria's contribution to the global study on the implementation UNSCR 1325. In addition, this policy paper was circulated as a Security Council document on 27 February 2015 under the symbol S/2015/142.

Female member of Tanzanian Military Police at a speed control checkpoint near United Nations Interim Force in Lebanon (UNIFIL) Headquarters in Naqoura, South Lebanon

Equality of Women's Participation - Essential for Sustainable Peace

In today's global scenario, women and girls have become increasingly insecure as more governments have become less accountable to the people abusing democratic values, human rights, universal norms and standards. At the same time, increasing militarism and militarization is seriously impacting on women and girls in the worst conceivable manner and impoverishing the humanity and our planet.

For a long time, the perception has been that women were helpless victims of wars and conflicts. My own experience during the course of my different responsibilities – more so during the past 25 years – has shown that women's equal participation in peace work – in particular peacebuilding – ensures that their experiences, priorities, and solutions contribute to overall stability and to sustainable peace. Our world is secure when we focus on ensuring human security and full and equal participation of women at all decision-making levels and in all spheres of human activity at all times.

My work took me to many parts of the world and I have seen time and time again how women have contributed to building the culture of peace in their personal lives, in their families, in their communities and in their nations. The contribution and involvement of women in the eternal quest for peace is an inherent reality.

I am often asked how the concept behind UNSCR 1325 came on to the Security Council agenda for the first time during Bangladesh's Presidency of the Council in March 2000. My conviction and determination to steer that initiative grew, if I may say, out of my close and long-standing engagement with the international women's agenda through my many years of regular interaction with civil society. The dynamics of global war and security strategy as it was evolving in a post-Cold War world situation and the UN General Assembly's action to adopt a Programme of Action on a Culture of Peace, which I also had the honour of steering, prepared the ground for me to raise the issue.

I will proudly reiterate that International Women's Day – the 8th of March

– in 2000 has been an extraordinary day for me and will be so for the rest of my life. On that day – after intense resistance from important powers, particularly the permanent Security Council members, it was possible for me to issue a statement on behalf of the Security Council as its President that formally brought to global attention the contributions women have been making to preventing war, to building peace and to engaging individuals and societies to live in harmony. A reality that unfortunately still remains unrecognized, underutilized and undervalued.

Through its action, the UN Security Council, which is entrusted in the Charter of the UN with the responsibility to maintain world peace and security, for the first time recognized that "peace is inextricably linked with equality between women and men" and affirmed the equal access and full participation of women in power structures and their full involvement in all efforts for peace and security.

Eight months of our intense negotiations after this conceptual and political breakthrough led to the formal adoption of UNSCR 1325 by the Security Council in October 2000.

The core focus of this resolution is women's equal participation at all levels of decision making, thereby structuring the peace in a way that there is no recurrence of war and conflict. This initiative is not to make war safe for women but to ensure that war is eliminated from our world as an option, as a choice. Recognition that women need to be at the peace tables to make a real difference in transitioning from the cult of war to the culture of peace, I believe, made the passage of UNSCR 1325 an impressive step forward for the women's equality agenda in contemporary security politics. It brings to fore the crucial importance of focusing on human security replacing the existing state security construct.

The citation of the 2011 Nobel Peace Prize awarded to three women laureates referred to UNSCR 1325 saying that: "It underlined the need for women to become participants on an equal footing with men in peace processes and in peace work in general." The Nobel Committee further asserted: "We cannot achieve democracy and lasting peace in the world unless women obtain the same opportunities as men to influence developments at all levels of society." That is the first time a UN resolution had been quoted by its number in a Nobel Peace Prize citation.

Here I would underscore that Article 25 of the UN Charter makes it obligatory for the UN Member-States to "accept and carry out" this and related decisions of the Security Council. As such, its implementation places a unique and all-embracing responsibility on the international community, particularly the United Nations.

However, the historic and operational value of the resolution as the first international policy mechanism that explicitly recognized the gendered nature of war and peace has been undercut by the not-so-encouraging record of its implementation. The slogan of the Global Campaign on women, peace and security, which we launched in London in June 2014, reiterates, "If we are serious about peace, we must take women seriously."

As we approach the 15th anniversary of the resolution's adoption in October 2015, it is truly disappointing that fewer than 50 countries out of 193 members of the UN have prepared their National Action Plans for UNSCR 1325 implementation. There is a clear need for the Secretary-General's genuinely active and dedicated engagement in using the moral authority of the United Nations and the high office that he – or she, as we lobby for the next Secretary-General to be a woman – occupies for the effective implementation of UNSCR 1325.

It goes without saying that UNSCR 1325 is a "common heritage of humanity" wherein the global objectives of peace, equality and development are reflected in a uniquely historic, universal document of the United Nations.

> *We should never forget that when women are marginalized, there is little chance for the world to get sustainable peace and development in the real sense.*

Ambassador Anwarul K. Chowdhury

Initiator of UNSCR 1325, President of the UN Security Council in March 2000, former Under-Secretary-General and High Representative of the United Nations, New York, former Permanent Representative and Ambassador of Bangladesh to the UN

The crowd cheers for their team as men from the Abu Shouk Internally Displaced Persons (IDP) Camp, North Darfur, play in a football match as part of the campaign ,We Can End Violence Against Women', organized by the Public Information Office of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the United Nations Population Fund (UNFPA).

Session 1

Mainstreaming a Gender Perspective in Conflict Prevention and Crisis Management

A female member of the Ethiopian battalion of the United Nations Mission in Liberia (UNMIL) joins the military observers in a parade after receiving medals in recognition of their contribution to the mission.

Background Paper

Introduction

The integration of a gender perspective in conflict prevention and crisis management can entail a wide variety of measures ranging from policies that accommodate female security and peacekeeping practitioners to the revision of the programming of national institutions and international organizations to take into account the specific concerns of women and men. Gender mainstreaming can represent a way to change both the operational culture of security institutions and the outreach to beneficiaries of these institutions. Increasing the participation of women in early warning initiatives is another important aspect of enhanced gender mainstreaming in this field. Integrating a gender perspective in conflict prevention and crisis management means more than figuring out what men want versus what women want. It should also entail an analysis of the extent to which gender inequality is a root cause or a catalyst of conflict in a given situation, followed by action to be taken to address these issues.

Conflict Prevention

The 2014 Report of the Secretary-General on Women and Peace and Security (S/2014/693) recalls the fact that the efforts of women peace activists and civil society organizations to end war and militarism gave the impetus for breakthrough UNSCR 1325. At the same time the report identifies the broader prevention aspects of UNSCR 1325 as the "least explored" and "seriously underfunded" aspects of the women, peace and security agenda. The report provides updated data on the indicators adopted by the Security Council in 2010 to measure the implementation of UNSCR 1325, including seven indicators related to conflict prevention. Some of these indicators refer to a way of working within the UN as an international organization, while others refer to the national level (e.g. composition of national human rights bodies)[1].

Gender mainstreaming in the field of conflict prevention can be applied at various levels – from the level of international organizations and their field missions, to the level of national institutions and civil society. Increasing the participation of women in early warning initiatives – at the regional, national or sub-national level – is another important aspect of enhanced gender mainstreaming in this field. In order for early warning systems not to dismiss women's potential contributions to gathering more comprehensive information, it is crucial to ensure that women are fully involved in data collection, data analysis and the formulation of appropriate responses.

The Beijing Declaration and Platform for Action adopted in 1995 takes a broad approach in addressing the issue of conflict prevention. It not only calls for gender parity and sensitivity in practitioners' own institutions, but also considers other goals that are not directly related to gender to be crucial to conflict prevention. These goals include the reduction of "excessive military expenditures"; the "conversion of military resources and related industries to development and peaceful purposes"; the re-allocating of funds towards "social and economic development, in particular for the advancement of women"; working towards complete nuclear disarmament; working towards the realization of the right of self-determination of all people including those under colonial rule, alien domination, or foreign occupation and conducting peace research and programming.

The Beijing Declaration and Platform for Action's call to deprioritize the role of the military in social and economic life is contiguous with more specific strategic objectives regarding women, and as such, it places militarization broadly conceived as a structural root of gender inequality. Civil society directly calls for examination into the relational and normative aspects of gender as part of an effort to dismantle structural inequalities[2].

Crisis Management

The most recent understanding of "crisis" in international affairs considers a crisis not just as a singular event but instead broadens the term to include possible resurgence of conflict and the strategies to mitigate it. Therefore, where gender mainstreaming of crisis management is concerned, practitioner literature calls for varied practices such as those typically associated with migration, economic development and human rights law. These practices include providing female victims of conflict the option to work with a female peacekeeper, deploying courts competent to try crimes of sexual and gender-based violence (including during times of electoral violence), providing vocational training for women to boost the economic recovery of the post-conflict society and strictly observing the principle of non-refoulement for female refugees (who represent a disproportionately large share of refugees). Non-refoulement involves bringing national immigration laws in conformity with relevant international law, combined with public awareness of the contribution of refugee women to their society of resettlement and with the right of female refugees to return voluntarily and safely to their countries of origin.

Also, as in the case for conflict prevention, the implementation of gender mainstreaming for crisis management involves the inclusion of gender aspects as well as the deployment of female personnel in certain roles. Some of the goals in the 2010 DPKO/DFS guidelines on gender mainstreaming can serve as examples. These goals include performing military liaison tasks in mixed-gender teams and reaching out to both women and men in the local population, including gender-specific procedures for checkpoint and roadblock duties, providing separate accommodation and bathroom facilities for male and female military personnel, including the local female population for military guidance, and defining gender-specific risks and

provisions in internal documentation.

Gender mainstreaming of crisis management at the level of implementation aims to transform the internal operations of the institution and, to an extent, the method of service delivery for its external beneficiaries. When disease and pandemic are considered crises, as in the Solemn Declaration on Gender Equality in Africa of the African Union (AU), responding to women's needs and also alleviating their burden of care are professed goals to change service delivery.

International Women's Day Observed in Liberia, participants at a peaceful sit-in protest against gender-based violence

Session Report

> *It's impossible to forego the input and experience of one half of the world population, if we want to efficiently address and end conflict.*

The first session of the symposium addressed effectiveness and efficiency related to the inclusion of women in conflict prevention and crisis management. The session started with the consideration that it is impossible to forego the input and experience of one half of the world population. In order to be efficient in dealing with natural catastrophes and conflicts, everyone must be included.

UNSCR 1325 has constituted a great step forward for the inclusion of women in conflict prevention and crisis management; however, full implementation of its provisions has not yet been achieved. As one panellist stressed at the outset of this session: "We have come a very long way. We have already achieved great results, but there is still much to be done."

During the session, several aspects of conflict prevention and crisis management were analysed, including the concepts of "gender perspective" and "conflict prevention and crisis management". Moreover, the panellists

focused on the role of women in conflict and crisis situations, as well as in peace negotiations.

A Gender Perspective

The call of UNSCR 1325 partly builds on the concept of "gender mainstreaming", meaning making the concerns and experiences of women and men an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men can benefit equally and inequality is not perpetuated (as defined in the Economic and Social Council agreed conclusions 1997/2). In a fruitful exchange of experiences, the panellists recounted their own understanding of a gender perspective and analysed the effects and results of the application of a gender perspective in conflict prevention and crisis management.

In this context, one panellist affirmed that gender equality and security is not a thematic issue and should not be considered as such, but needs to be mainstreamed mentally and physically into all policies and programmes. The panellist highlighted that there are three things that cannot be treated as thematic issues: integration, human rights, and gender and security. This means that in all our actions, gender equality and security needs to be considered. UNSCR 1325 has an overarching philosophy of gender inclusion and equality, which needs to be extended to all efforts towards ending the complete cycle of conflict, from conflict prevention to conflict management and peace management.

Moreover, one panellist referred to the concept of "gender symbolism" and criticised that its application has often led to believing in the "fairy tale of a gender dichotomy", according to which women always want peace and men always want to pursue war. These stereotypical perceptions of gender identities disregard entire groups of people, such as militant women or men who refuse to fight and who contribute to peace processes. Women and men also have other social identities in addition to gender, such as age, marital status, social status, ethnicity, religion and nationality. Diversity and variety can create solidarity networks, while gender divisions do not always fully represent the reality. Gender often has less importance in determining

the identity of a person compared to national, ethnic or religious affiliations. In particular for conflict prevention and early warning mechanisms, factors other than gender might become dominant and need to be taken into account.

Conflict Prevention and Crisis Management

> *Conflicts can also work for the better; they are the single best driver for change. It's not the conflict per se that we want to prevent: what we want to prevent is the violence.*

In order to best prevent conflicts and manage crises, one panellist pointed out that particular attention needs to be given to the causes and possible effects of conflicts before intervening. While robust military interventions can lead to quick results, root causes of conflict need to be addressed simultaneously. In this respect, the international community has a key role to play in conflict prevention and crisis management. In order to avoid duplication and instead of fostering competition through parallel efforts, the panellist stressed the need to create stronger links of collaboration on the ground. Taking into account the role of the UN as the sole legitimate organization with world-wide recognition, the panellist suggested that the UN would take the lead in coordinating such collaboration efforts, dividing labour and responsibilities while respecting existing core competencies. This would also lead to the better use of available limited resources, including through prioritizing actions.

> *We need to localize and contextualize our approaches in conflict prevention and crisis management for each conflict or crisis.*

The panellists agreed that a careful analysis of the situation should always be carried out before proposing solutions in situations of crisis and conflicts. One panellist pointed out that it is necessary to keep in mind that: "Every time we try to intervene in a conflict situation we have as many chances of doing harm as we have of doing good." Therefore a proper and

thorough analysis of the context is needed before pushing solutions that are not apt for the problems at stake. Too often the actors involved in the crisis management do not sit at the same table to make this joint analysis; however, this very process of conflict analysis is necessary in order to find workable solutions.

One panellist also pointed out that repetitive action based on fixed doctrines, often used to prevent conflicts and manage on-going crises, has proven to be a rather inefficient response, as each situation is different. In this respect, the panellist criticized the application of generalized doctrines and instead suggested to take action focused on the national context, with a regional overview. While the overall philosophy is the same, the approach has to be localized and contextualized for each conflict or crisis. For this reason, it is useful to come up with guidelines or other ideas that bind action, rather than doctrines.

The Role of Women in Ending the Cycle of Conflict

Several panellists highlighted the key role that women can and should have in all steps towards ending the cycle of violent conflict.

All panellists agreed that including women is not only a matter of equality, but also of efficiency and operational effectiveness. In this respect, it was highlighted that the involvement of women in conflict prevention, crisis management and early warning has been observed to be directly related to operational effectiveness and the ability to fulfil a mission's mandate. One panellist highlighted that for these reasons, the UN is constantly working on the increased involvement of women in peace operations. Having a historical high, five out of 27 UN field missions in 2014 were headed by women, notably the missions in Cyprus, Cote d'Ivoir, Haiti, Liberia and in South Sudan.

One of the panellists observed that women are often extraordinarily capable of identifying and analysing long-term risks and triggers of violence. Therefore, it was suggested that women be given a greater role in early warning mechanisms, allowing them to provide both the human and the technical support they are capable of. On the human side, women could act as advisers, monitors, or in community policing. On the technical side,

advantage could be taken of women's specific competencies and abilities to conduct technical data analysis and intelligence reviews, as well as to use public information tools. In all these areas women should be involved to a greater extent.

The panellist stressed that women should be made an integral part of the complete human resource philosophy of peace operations, where quality of personnel is given priority over quantity. Women's skills to foresee and act before things happen are extremely valuable and should be fully utilized in peace operations, in particular in relation to the protection of civilians from violence, where the mantra is to "predict and prevent" such violence. To underline this observation, another panellist recounted the successful example of an EU mission in Chad, in which the constant contact of the mission's female personnel with local women's groups allowed them to pick up on early warning signals on the ground, which eventually led to early action, allowing for the successful implementation of the mission's mandate.

Several panellists underlined the importance of using gender-sensitive early warning indicators in conflict prevention and crisis management, which include high rates of male unemployment and appearance of pre-dominantly male youth gangs. These have been observed to be rather accurate indicators of violence to come. In addition, one panellist stressed that the international community has to be distinctively more sensitive when it comes to significant changes in the position of women in any given society. In this respect, attention has to be paid to situations in which women become more and more invisible, girls do not go to school and women do not go to the market or to water sources, because those places are dangerous sites of rape, murder and abduction. In such circumstances, all the indications that armed conflict might be on the horizon are present. It was also highlighted that, on the contrary, the increased visibility of women in public space during conflict or in post-conflict situations is a positive indicator of a new social structure based on the values of equality.

The Role of Women in Peace Negotiations

One panellist presented a set of recommendations for women's full and effective participation in peace negotiations (recorded during the Internati-

onal Peace Making Symposium, an event that took place in the United States in June 2014, organized by the International Civil Society Network with UN Women and other partners). This set of recommendations is targeted to national governments, international organizations, and other entities involved in mediation and facilitation of peace processes, with the intention of guiding the inclusion of a gender perspective and women's civil society groups in peace processes, in accordance with UNSCR 1325. This instrument looks at different aspects of the peace processes, from situations before, during and after conflict.

The panellist noted that one specific recommendation concerns the selection of a peace envoy, stressing that it is crucial to guarantee the consideration of equal numbers of female and male candidates for this position. Regarding the mandate for that envoy, it is recommended that it should include outreach and active engagement with women's organizations not just in the capital, but also in local areas directly affected by conflict. In this respect, it is recommended to include women's groups from civil society to play an active role in both official and informal peace negotiations.

Other aspects dealt with in the recommendations are the role and composition of mediation teams and the positions filled by female representatives, the effective integration of the results of informal consultations into official peace negotiation processes, the role of third-party actors in peace negotiations, the practical and logistical aspects of women's participation in peace negotiations (such as flexible and quickly accessible funding, obtaining of necessary visas, and arrangements for travel and accommodation) and the issue of protection for women participating in peace negotiations.

Additionally, the panellist stressed that peace instruments should be implemented quickly in order to keep conflicting parties from violating peace agreements before the ink of their signatures has dried. In conclusion, the panellist affirmed: "We need to make a case for women's participation." Their message is clear: women should participate fully and effectively in peace processes. It is necessary to emphasize this in terms of the gains that can be achieved through women's participation and the losses faced when women are not present.

Practical Examples

The European Union

> *The European Union has set very high aspirations and we should expect a lot from it.*

Regarding the implementation of UNSCR 1325 within the EU's approach to conflict prevention and crisis management, panellists stressed that it is necessary to become much better at understanding and acknowledging the failures made in the past. Thanks to UNSCR 1325, women, peace and security are now on the agenda; however, it is necessary to leave behind the discussion about why it should be implemented and move on to discuss how it can be implemented. It was stressed that such topics should not be on the agenda as a mere "mechanical, polite reflex", but rather addressed more specifically. Lamenting existing problems, such as the low percentage – only 2 per cent – of women at the negotiation tables, will not yield change. Referring to new and creative solutions, the panellist recounted the policy of Emma Bonino, former Italian Minister of Foreign Affairs, who told her staff not to accept invitations to negotiations in which the other side of the table did not include at least one woman. These types of policies can underscore the message that inclusivity of women is not a luxury – it is essential.

Secondly, it was pointed out that the EU should focus less on political dialogue about actions and more on the effects and results they want to achieve through them. The content, aims and results should be the driving force in all actions related to the implementation of UNSCR 1325 and the promotion of women's participation all peace- and security-related efforts. One panellist suggested that the EU should lead by example in order to achieve this shift in mentality, meaning that more women are needed to fill positions of leadership within the EU and to serve in the field. It was also emphasized that leaders should be held accountable for how they carry out their responsibility to implement UNSCR 1325.

Colombia

An interesting example discussed during the session was the case of Colombia, where the government responded positively to a joint demand for women's participation in the country's peace process from civil society, the UN and governments. It was recounted how the presence of two women among the principal negotiators of the government panel made a difference in the peace negotiations. There are five components to the Colombian peace process: political participation, agrarian reform, victim rights, drug trafficking and completion of the peace process. Before having women in key positions of the government's negotiation panel, the country went through many peace processes without reaching an agreement among the parties. One of the positive effects of the participation of women in the current round of peace negotiations was the completion of the element of political participation, emphasizing women's full involvement in political processes. Moreover, the aspect on agrarian reform has also been completed, although it became the object of criticism. While rural women's needs in reforming the agrarian structures and institutions have been recognized, Colombian women's organizations also criticised that these reforms considered rural women only as victims needing support, disregarding their role as landowners.

The Philippines

Another panellist pointed out the case of the Philippines, which is commonly cited as a shining example in terms of women's participation in formal peace negotiations. The 2011 negotiations regarding the Philippines, which took place in Oslo, represent a stand-out high point of female representation, with 33% of female signatories and 35% of female delegates. Moreover, during the peace negotiations, an agreement could be reached that at least five per cent of the official development plans and respective revenues would be allocated to support programs on gender and development.

Recommendations Addressed to National Governments and International, Regional and Sub-regional Organizations

- For national Governments and international, regional and sub-regional organizations to work together with civil society to develop regional action plans on UNSCR 1325, in particular where it is necessary to address current conflict or post-conflict situations.

- For national Governments and international, regional and sub-regional organizations, to use and report on gender-sensitive early warning indicators for conflict prevention developed by the United Nations, the Organization for Security and Cooperation in Europe and civil society organizations, and to increasingly incorporate women in early warning and crisis management mechanisms supported by the latest information and communications technologies.

- For national Governments and international, regional and sub-regional organizations to localize and contextualize approaches in conflict prevention and crisis management for each conflict or crisis.

- For national Governments and international, regional and sub-regional organizations to place gender advisers strategically high in an organization's or mission's hierarchy, closer to mission management, thus closer to information and decision-making.

- For national Governments to introduce and implement quotas for women's participation in relevant positions in foreign and security policy.

- For the United Nations, international, regional and sub-regional organizations, including the European Union, to appoint more women as special representatives and envoys for conflict-affected countries.

Recommendations Addressed to all Actors

- To identify and support resilience actors and peace activists in all stages of the conflict cycle and develop alternatives for non-violent conflict resolution.

- To emphasize the added value of women's involvement in conflict prevention and crisis management in terms of efficiency, operational effectiveness and the ability to achieve mission mandates.

- To ensure that decision-makers and people in leadership positions, including special representatives, are being held accountable for their responsibility to implement UNSCR 1325 in conflict prevention and crisis management.

- To engage more men as advocates for gender equality, women's empowerment and women's full involvement in conflict prevention, crisis management and early warning.

- To implement the principle of "leading by example", encouraging the appointment and participation of more women in leading positions in the field of conflict prevention and crisis management.

UNSCR 1325:
Some Examples from Kosovo

The Austrian Ministry of International and European Affairs seconded me as Gender Adviser to the EU Rule of Law Mission in Kosovo (EULEX), the biggest mission of the European Security and Defence Policy (ESDP). In close cooperation with the mission management we organized several events in support of women's rights, including among others for International Women's Day and for the International Day against Human Trafficking.

Especially for the commemoration of the 10th anniversary of UNSCR 1325 in 2010, all offices of the European Union – EULEX, the then-EU Special Representative (EUSR), and the European Commission Liaison Office (ECLO) – invited representatives of the Kosovo government, of embassies, of the NATO-led peace-keeping Kosovo force (KFOR), of NGOs and of the United Nations for a joint event to emphasize the EU's commitment to UNSCR 1325. In his speech, the Head of EULEX strongly supported and highlighted the importance of the participation of women in peacebuilding as advocated in UNSCR 1325, and added that EULEX seriously tackles violations of women's rights in all aspects of society. This commitment expressed the utmost principle of gender mainstreaming, which is leadership support!

Other gender mainstreaming activities were related to training: the spirit of UNSCR 1325 and its obligation was addressed in the induction training for all new mission staff, in Police and Justice In-Service Trainings, and in special trainings on human trafficking, domestic violence, prosecution of war rapes, and denial of inheritance rights to women.

With these examples of commitment expressed at public events and awareness-raising by trainings, the UNSCR 1325 on women, peace and security becomes a practical tool in crisis management

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Eu High Representative for Foreign Affairs and Security Policy Federica Mogherini and Head of EU Mission in Kosovo Gabriele Meucci visits EULEX headquarters in Pristina on March 25, 2015.

Session 2

Gender-Sensitive Conflict Assessment and Analysis

South African Peacekeeper of the United Nations
Organization Mission in the Democratic Republic
of the Congo (MONUC) working on geographical
surveillance and verification at Camp Ndromo,
Democratic Republic of the Congo

Increased invisibility of women
and girls in public is a clear sign
of a looming outbreak of conflict
and violence.

Background Paper

Introduction

The changes in the structure of warfare mark a shift from inter-state towards intra-state and inter-ethnic conflict, causing an increase in the number of civilian deaths, particularly of women and children, since the 1990s. Increased attention to the involvement of women in all efforts for preventing, managing and resolving conflict, in particular conflict assessment and analysis, would contribute both to better understanding the causes and dynamics of conflict as well as to building peace while addressing the various needs of civilian populations. For this reason, introducing a gender perspective to conflict assessment and analysis is indispensible.

A Gender Perspective in Conflict Assessment and Analysis

Gender analysis is an integral part of gender mainstreaming; in relation to armed conflict, aimed at incorporating a gender perspective into conflict analysis.[3] Given the differences in the way conflict affects women, children and men, gender-sensitive conflict analysis helps develop new strategies for conflict prevention, conflict management and peacebuilding and thus makes significant contributions to such efforts. Gender-sensitive conflict analysis helps to understand: a) The different experiences of women and men, girls and boys before, during and after war and armed conflict; b) The different impact of violence and armed conflict on women

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and men, girls and boys; c) The way gender roles change during and after armed conflict; d) The way gender-based inequalities both shape and are shaped by armed conflict, war and violence.[4] Furthermore, gender-sensitive conflict analysis enhances the attention to women's involvement in all stages of conflict and acknowledges women's interests – from pre-conflict situations (before armed violence) and open conflict (times of war and repression) to the process of peacebuilding and post-conflict situations.[5]

Research has shown that if the differences in circumstances, roles and vulnerabilities of women and men are not taken into account, analysts tend to establish homogenous strategies of response that traditionally disadvantage women.[6] In contrast, adding a gender lens to conflict analysis offers a human-centred perspective by focusing on societal elements resisting and/or withstanding conflict, as opposed to the traditional macro-level analysis of drivers of conflict.[7] Many gender-sensitive conflict analysis models share the conflict development framework of the United Nations Development Programme (UNDP) as a basis, while incorporating a context-specific analysis of gender relations. As such, three major elements are used: analysing context (actors, causes and capabilities), understanding the dynamics of conflicts as they unfold (scenario-building to assess trends) and making strategic choices about remedies and responses (with a stress on institutionalizing non-violent means of resolving future conflicts).[8]

It is worth mentioning that in conflict assessment and analysis, gender-based violence has proven to be a key indicator of conflict. Experience from the Solomon Islands, where a pilot project used three different surveys to generate data on 46 indicators as part of a conflict assessment project, proves that gender- and context-specific indicators are especially valuable as a sensitive conflict-monitoring tool. Moreover, in 2004-2005, the same indicators were utilized in Colombia focusing on two categories: domestic violence and internally displaced persons. The success of these programs was later used to support efforts for promoting gender-sensitive conflict analysis.[9]

Implementation within the United Nations Framework

Reports containing information about country-specific situations and thematic issues remain a key source of information for the UN Security Council. While gender-specific conflict analysis can be cost-intensive, the information gathered proves indispensible as UN peacekeeping mandates become increasingly complex.

The multi-dimensional approach of the UN Department of Peacekeeping Operations (DPKO) for peacekeeping missions promotes the implementation of new

policies that respond to different needs and issues on the ground.[10] According to the 2014 Report of the Secretary-General on Women and Peace and Security (S/2014/693), as a response to the commitments established in UNSCR 2122 (2013), the DPKO/Department of Field Support (DFS) has created a five-year strategy and a one-year plan called Gender Forward Looking Strategy in Peace-keeping, while UN Women as well as the UN Special Representative on Sexual Violence in Conflict are increasingly using gender-sensitive conflict analysis when briefing the Security Council.[11] Moreover, the experiences from the Central African Republic, Syria and South Sudan prove the usefulness of gender-specific conflict assessment and analysis aiming to provide comprehensive information about conflict and post-conflict situations.

MINUSMA Police
Unit on Patrol in
Gao, Mali

Session Report

The second session highlighted a gender-sensitive perspective in conflict assessment and analysis. At the outset, panellists from around the world shared their personal experiences and discussed the complexities of applying a gender-sensitive approach in conflict assessment and analysis. The panellists agreed that it requires further development and resources to effectively integrate a gender perspective in conflict assessment and analysis on an international level

During the session, the panellists raised a series of questions, including: How are women experiencing conflict? What are women doing to contribute to conflict? How can the international community best support women and men interested in promoting gender equality? Is it the role of the international community to be defending the women who are not able to speak up?

Gender Dynamics as Driving Factors for Stability, Change and Peace

Gender is often added on after we do the analysis, and if we're lucky there are one or two questions about women. However, conflict analysis, by definition, is gender-sensitive.

The session opened with a discussion about gender dynamics as driving factors for stability, change and peace. Several panellists stressed that successful conflict assessment and analysis requires a gender lens from the very beginning.

Underscoring this statement, one panellist emphasized that conflict analysis is not about finishing the assessment and then adding a gender perspective, asking one or two questions about women. Instead, the relations at the heart of societies need to be understood. Therefore, every element of conflict analysis – from analysis of the broader context, to the analysis of the actors, issues, conflict dynamics and opportunities for peace – needs to be assessed from a gender perspective. While looking at gender relations, one should be asking questions such as: Can the society be described as patriarchal? What roles do women and men typically play? How do both genders relate to each other? How does gender affect access to resources, access to healthcare, etc.? What variations can be detected among groups of women and men? These questions were mentioned by the panellist as an example of tools to integrate a gender perspective into different elements of conflict analysis.

Another panellist highlighted that applying a gender lens in conflict assessment and analysis actually brings more appropriate response options at the political level, because information received from a mission on the ground can be segregated and better analysed. The panellist therefore stressed that it is vital to integrate a gender perspective into all phases of planning and mission implementation. Giving an example, the panellist explained how the European Union (EU) updated its crisis management procedures to include a gender perspective and also developed practical guidelines for field personnel. In addition, the EU focused on conducting gender pre deploy-

ment training, not only for the gender advisers but for everyone deploying to mission, aimed at increasing the level of knowledge of the leadership and overall personnel of the mission and increasing attention to measuring the impact of gender-sensitive approaches, in particular by using benchmarks.

All panellists stressed the necessity of understanding local contexts, bearing in mind that each country has a different setting, culture and history. In this respect, one panellist stated that the international community must carefully decide what role it will play in conflicts, in particular on the ground. The panellist recounted the example of Libya, an essentially rather traditional, conservative society. While there are many women and men interested in advancing and promoting gender equality, the UN mission found it difficult to find female candidates for political offices. Women feared being harassed and victimized and ultimately decided not to run for office. While it can be said that the UN is the custodian of the international human rights standards, it is important to ask what the organization's role is in bringing about a process of social transformation, and what the role of the international community is in this respect. International organizations must carefully consider both their role in defending the women who are unable or unwilling to speak up and how to support local communities and individuals who want to advance gender equality in their own countries.

One panellist also emphasized that work still needs to be done for people to understand why integrating a gender perspective into conflict assessment and analysis is important. Colleagues sometimes do not take up the issue of gender as part of their work because nobody has explained to them why it actually makes a difference; therefore they are not fully aware of its significance. The panellist underlined that it is crucial to continue to educate people about how implementing a gender perspective can enhance operational effectiveness and contribute to long-lasting peace and security. It was recommended that each person consider how she or he can improve her or his own approach to seeing things from a gender perspective and working with women.

Finally, the panellists agreed that it is challenging to effectively introduce a gender-sensitive approach in the work of any organization, because there is not one specific template or approach one can follow. To underline this, one panellist mentioned the importance of thinking outside the box when

integrating gender-sensitive approaches into the structures of international organizations. The implementation of the position of a women's empowerment adviser at the director level in the UN mission in Libya was mentioned as an example. Instead of including a gender adviser, this position was deliberately created as part of the political affairs team to prioritize the political involvement of women, and also to focus on key mandate areas, namely human rights, rule of law and the security sector. The implementation of this new function helped to push the issue of greater women's inclusion at the political level in Libya.

It was recommended that in order to continuously work on the integration of gender issues, the women, peace and security agenda should be addressed by asking gender-related questions at every meeting, for every project and every process. Such initiative could then lead to the development of a sense of accountability across the spectrum of each organization. In this respect, practical guides and questions to be addressed can be useful tools in implementing a gender perspective into conflict analysis and assessment.

Peace and Understanding through Inclusive Processes

Several panellists observed that using gender-sensitive approaches is a key component to creating inclusive processes and dialogue. In this respect, one panellist stressed how, in turn, supporting inclusive dialogue is essential to achieving sustainable peace and understanding in societies. Most importantly, an organization must take the integration of gender aspects into conflict assessment and analysis seriously in order to build a more inclusive space for dialogue and growth.

When considering participatory approaches to conflict analysis, one panellist highlighted the significance of process design. It is important to reflect on how to make your selection process gender-balanced and representative. Another aspect to consider is how inclusive an environment is for women and men to feel equally comfortable speaking out.

Another panellist confirmed this assessment by emphasizing that organizations should be very careful deciding whom to work with, in particular during conflict assessment and analysis, when experience and knowledge are limited and it is difficult to assess how information gathered should

be weighed. In this respect, organizations often struggle identifying whom local women or women's empowerment groups are representing and what objectives they pursue. It is crucial to ask the question of how representative the people or organizations are with which one works, and which interests and needs they have.

For comprehensive conflict assessment and analysis, one panellist also underlined the importance of having a variety of reliable sources of information. Peace and security efforts are often poorly informed when it comes to the situation of people on the ground, those directly affected by violence and instability. An EU-funded project on participatory matters of conflict analysis emphasized the value of bringing in different voices from all sectors of civil society. By conducting such an inclusive process during conflict assessment and analysis, a better and more detailed understanding of the community's specific needs can be gained.

Another panellist stressed that one could observe an absence of women leaders in key roles in the international system, despite efforts to increase their numbers. From experience, recruitment criteria sometimes prevent the selection of a female candidate, especially in international organizations, in which field experience is usually required for leading positions. In this respect, the panellist pointed out the practical reality that many people desire to have a family life, bringing in particular the career of women to a pause during their thirties and forties. In practice, this yields an absence of women of that age in conflict areas, which in turn leads to a lack of field experience for these women. Therefore, organizations should consider how to value and weigh existing experiences differently and to reconsider the necessity of traditional field experience. Moreover, the panellist stressed that organizations should consider that no single person has everything. What is needed at the senior level – instead of expecting all qualification criteria from one person – is the ability to lead teams that jointly cover the necessary skills.

On top of restrictive selection criteria, the panellist continued to analyse existing recruitment processes. Based upon experience and logic, there are only two possible conclusions to be drawn from the absence of women leaders: either qualified women do not exist in the world, or organizations lack the ability to access them. Assuming that the latter is true, the pa-

nellist observed that because of the official processes in place, in which governments put forward applications, highly qualified female candidates from civil society are often not recommended for leading positions. To this end, the panellist challenged civil society to hold their governments and the international organizations accountable for actively seeking qualified women leaders. Against this background, the panellist especially called for an increasing number of women leading peace operations and a transparent process, based on objective qualification criteria, for the upcoming selection of the UN Secretary-General.

Grassroots Initiatives as a Tool for Change

> *Sometimes people need leadership that they can identify with, a role model and person they can look up to. Therefore it is worthwhile that institutions support individuals and grassroots organizations.*

Sometimes people need leadership that they can identify with, a role model and person they can look up to. Therefore it is worthwhile that institutions support individuals and grassroots organizations.

The level of focus of conflict assessment and analysis is essential to its comprehensiveness. One panellist pointed out that conflict analysis too often focuses on high-level officials and processes. This leaves little room for other experiences, including for existing efforts toward peace by local organizations and individuals. To add, the panellist inverted a traditional saying – you can't see the trees for the forest – referring to the individual in conflict situations as the tree. The panellist stressed that the possibilities for change and power from individuals need to be taken into consideration and that it is worthwhile to support such individuals and grassroots organizations.

The panellist further emphasized that it is essential to establish a connection between the bottom and the top when assessing conflicts and looking for solutions. Initiatives proposed by international or regional organizations can only work if both the local population and the organization are effec-

tively able to adapt to each other's needs. In order for these solutions to work, both the bottom and the top need to be in constant communication with each other and adapt to make implementation more effective.

Another panellist also highlighted that grassroots initiatives can be used as a tool for change. Their actions and the efforts of individuals can educate, inform and inspire people to implement a gender-sensitive approach in conflict and post-conflict situations. One panellist mentioned the example of the former Yugoslavia, where many grassroots initiatives began to change the perception of female victims and women's roles in society.

Panellists agreed that a successful gender-sensitive conflict assessment and analysis takes into account all levels of activities – from global to regional, and all the way to the grassroots level.

Understanding the Local Context: Lessons Learned

Throughout the discussion, panellists referenced their experiences of implementing a gender perspective into conflict situations, in particular lessons learned from Libya, the situation in the Ukraine and the war in Bosnia.

One panellist recounted that in preparation of the deployment of a UN mission to Libya, a pre assessment process was used to analyse a number of thematic issues, such as politics, security, rule of law, and socio-economic recovery. These issues were then examined by different working groups while applying a gender-sensitive approach in an integrated assessment method. This meant that all UN bodies worked closely together, but also relied on external sources, namely the Libyan people and international experts. This process enabled a more open and broader point of view and also helped set the organization's priorities for a future mission.

The panellist continued to highlight the achievements of the mission with regard to women's greater inclusion at the political level: providing technical assistance to the electoral process in July 2012. This included the provision of specific expertise, guidance and comparative experience on how to be political party candidates, how to deal with the media, how to come up with campaign messaging and how to formulate positions. However, the panellist recalled that despite strong advocacy for the adoption of a gender

quota, including by the UN Secretary-General, such a quota was not implemented for the party lists.

However, the panellist emphasized that in hindsight, one of the key obstacles for the mission was that a gender-sensitive conflict analysis had not been conducted, therefore falling short in gaining in-depth understanding of the local actors. On the ground, it is important to understand how security relates to culture, how culture relates to history and how history relates to identity. It is also necessary to identify the drivers of peace and the drivers of stability in the country in order to operate effectively. The panellist therefore stressed that in preparation for implementing a gender perspective, each institution should think about, reflect on and discover lessons learned from previous experiences.

Some of the experiences gained from the mission in Libya have been observed to be equally valid for the situation in the Ukraine. One panellist mentioned how, instead of simply conducting a gender analysis, a conflict analysis with a gender lens was applied. This analysis took into consideration the situation and roles of both women and men, asking how women and men were experiencing the conflict and how they were contributing to it. In order to achieve a comprehensive picture, information was gathered from local women at the grassroots level and then cross-checked with international experts.

By drawing from such a variety of sources of information, it could be observed that men in Ukraine, due to the expectations of society, do not have the option to take up a non violent position or opposition to conflict. In addition, women also played a role in fuelling the conflict, encouraging their husbands to engage in the fighting or buying AK-47 ammunition. According to the panellist, the situation in Ukraine has also led to a reduction of women's public space and their possible roles in society, being side-lined by the government with a role to provide humanitarian assistance. The panellist concluded that in order for an outsider to understand where women sit, one really needs to understand also where men are sitting and how both these roles are affecting the political and operational space of women.

Another panellist shared experiences from working with the local population during the war in Bosnia. It was emphasized that this conflict demons-

trates the post-war neglect of women as victims of rape and of war in general. Women who had been subjected to violence during the conflict, in particular rape and ethnic cleansing, were initially not recognized as civilian victims of the war. This lack of a legal status meant that for a long time, women were not beneficiaries of victim assistance programs and could not apply for support. However, in 2006, developments were triggered by the publication of one young director's film, *Grbavica* (English title *Esma's Secret*) by Jasmila Žbanić. At every opening of this film, a small group of people organized the signing of petitions to change the Bosnian law and to give these women recognition as civil victims of war. Within two years, tens of thousands of signatures were collected, creating such strong pressure upon the national Parliament that the law had to be changed. In the majority of the country, this law was implemented and women gained the status they required to access victim-assistance programs.

UN organizations have estimated that between 30,000 and 60,000 women were raped during the Bosnian war. In the case of Bosnia, these mass occurrences of rape were recognized as weapons of war and of ethnic cleansing, and were subsequently prosecuted by the International Criminal Tribunal for the Former Yugoslavia (ICTY). This development was only possible because of victims speaking out and being willing to testify. In part due to the number of witness accounts, the mass rapes became recognized by international law as a crime against humanity.

Successful Gender-Sensitive Approaches

Recalling successful examples of integrating a gender perspective into processes of conflict assessment and analysis, one panellist referred to the adoption of the gender and humanitarian action policy by the EU in 2014. Among other things, this policy introduced a "gender-age marker" for humanitarian action. The aim of this marker is to assess to what extent each humanitarian action integrates gender and age considerations, in particular in conflict situations, and by adopting it, to improve the effectiveness of humanitarian projects. Based upon its implementation, the European Union humanitarian system for displaced women and girls now analyses people's needs beyond basic life-saving aid, including specific actions to provide livelihood and support for resilience. In order to better assess the gender

impact of development projects, the EU also introduced this "gender-age marker" for the area of development assistance. In the initial phase of implementation, the EU educated people on the ground about the change and conducted training on how to apply the "gender-age marker" correctly.

Another panellist emphasized that a thorough gender-sensitive conflict analysis is built around the assessment of gender in a power system. In order to support practitioners in this regard, the development of a practical research pack for gender-sensitive conflict analysis is under development. The panellist added that, based upon experience, conflict analysis is by definition gender-sensitive, because when done comprehensively, it is about looking at existing power relations between actors. In order to steer the process of conflict analysis, the research pack will build around a list of questions intended to guide the design and implementation of the process. The panellist concluded that the development of this tool is aimed at preventing people from doing a kind of "tick the box exercise" for gender and instead really start engaging and conducting a gender-sensitive analysis.

The panellist concluded that from experience, it is extremely difficult to integrate a gender perspective properly into the assessment and analysis of conflicts. Gender is present in every part of society and there are no template solutions to follow.

Recommendations Addressed to National Governments and International, Regional and Sub-regional Organizations

- For national Governments and international, regional and sub-regional organizations to develop a comprehensive understanding of the gender dimensions of armed conflicts and peace processes through context-specific gender and power analyses (social mapping) to be integrated into all conflict management, peace-building and programming efforts from the start-up phase.

- for national Governments and international, regional and sub-regional organizations to consider and actively engage actors on all levels in conflict assessment and analysis, including the grass-roots level and those directly affected by conflict.

- For national Governments and international, regional and sub-regional organizations to support grassroots-level initiatives on the implementation of UNSCR 1325 and to recognize their potential to become a driving factor of change.

- For national Governments and international, regional and sub-regional organizations to actively identify and support qualified young women to become the next generation of leadership.

- For international, regional and sub-regional organizations to hold individuals in leadership positions accountable for implementing gender-sensitive approaches in conflict assessment and analysis.

- For international, regional and sub-regional organizations to change existing recruiting processes to draw from a wider pool of candidates, including civil society.

Recommendations Addressed to Civil Society

- For civil society to bring forth and lobby for qualified female candidates for positions of leadership in international organizations and to hold governments and international organizations accountable for applying gender-sensitive selection criteria.

- For civil society to hold national governments and international organizations accountable for implementing gender-sensitive approaches in their organizations, in particular for conflict assessment and analysis

Recommendations Addressed to all Actors

- To integrate from the very beginning a gender perspective into each and every element of conflict assessment and analysis – from the analysis of the context to existing conflict dynamics as well as opportunities and drivers for peace and stability – taking into consideration the roles, experiences and contributions of both women and men.

- To develop guidelines on how to integrate a gender perspective into conflict assessment and analysis and to continue to raise awareness of how this can enhance operational effectiveness and therefore contribute to long-lasting peace and security.

- To put a greater emphasis on participatory approaches in conflict assessment and analysis, in order also to reflect voices and experiences from those directly affected by conflict – with a view to better inform international response options in conflict prevention, management and resolution.

- To take into account input and information for conflict assessment and analysis from all levels – global, regional and grassroots, as well as individual.

- To draw from the lessons learned from previous experiences in situations of conflict for future improvement of integrating a gender perspective into conflict assessment and analysis.

UNSCR 1325: Integrating a Gender Perspective into Military Operations

The Role of a Gender Adviser

Today, most mandates for peace operations include a mandate to protect civilians or contribute to a "safe and secure environment" for all people in theatre. In order to achieve these mandates the Mission Commander will need to take into account the different threats and security needs of both men and women and therefore must apply a gender perspective.

Based on the mission's mandate, the Gender Adviser is tasked to support the Mission Commander in the planning, conduct and evaluation of the operation by integrating a gender perspective into all planning and decision-making processes. A gender perspective is recognizing if and when operations will affect women and men, girls and boys differently due to the different roles women and men have in society. Therefore, the Gender Adviser works in close cooperation with other relevant elements and branches and helps to ensure that the military operation engages with 100 per cent of society and takes the different security needs of the whole population into account. Moreover, applying a gender perspective can also be seen as a non-kinetic tool and a force multiplier. This means that a Gender Adviser supports the operations by maximizing information gathering and dissemination. Most importantly, using a gender perspective helps to get closer to the centre of gravity for most operations, which is the local population.

Examples from Kosovo Force

During my career I served twice in Kosovo. During my second deployment I was the Gender Adviser to the Kosovo Force (KFOR) Commander. My task was to ensure the implementation of UNSCR 1325 and the integration of a gender perspective in KFOR's operations. In summer 2011, the frustrations of the Kosovo Serbian population resulted in civil unrest. The people began to set up roadblocks to deny certain parties the freedom of

movement. Applying a gender perspective in this situation allowed us to see how the roadblocks affected women and children in the communities by limiting their ability to obtain food and go about their daily lives. Understanding the impact of roadblocks on the whole society subsequently helped us to shape our plan and take into account the effects of the roadblocks and our actions on women and children as well as men. Using a gender perspective in this situation helped us to understand the women at the roadblocks and how we could proceed with minimal use of kinetic force.

Another operation that had a clear gender perspective was the unfixing of a women's monastery headed by a very cautious Mother Superior. The unfixing process (replacing the KFOR troops guarding the monastery with local police) at this particular monastery had three gender dimensions: first, the security needs of the nuns and their relationship with the community; second, the identification of a female liaison between the Mother Superior and the Kosovo Police; and third, having a female Kosovo Serb police officer assigned as part of the force responsible for guarding the monastery. The challenge we faced in this situation was to find a way to bridge the divide between the Serbian Orthodox monastery and the local community. One of the key elements in addressing this challenge was to identify a female Kosovo Serb in the community who could work with the Mother Superior. Apart from that, we sought out people who had personal relationships with the Mother Superior and used these contacts to improve the rapport with the Mother Superior. By working with these individuals of the community as well as other interested parties, a plan was developed that would best address the Mother Superior's concerns.

Operational Impact of a Gender Perspective

Critics often argue that, in the end, a gender perspective only focuses on the female part of the population. While it is true that a lot of gender initiatives are aimed at women, we must not forget that traditional methods of information gathering obtain almost all of their information from men. If we want to take a holistic approach and provide the Mission Commander with a more complete picture of the security situation on the ground, we need to focus on the one half of society that we tend to overlook.

Implementing UNSCR 1325 and integrating a gender perspective into peace operations provides a greater understanding of the different effects of an operation on women and men and how operations can be designed in a way that they have a positive effect on the whole society. By addressing the female part of the population, additional information and improved situational awareness is gained. Moreover, this offers the possibility of communicating with all groups and representatives of the local population. In doing so, knowledge of how resources can be concentrated and used most efficiently is gained. To reach its full potential a gender perspective must be integrated and operationalized during all stages of planning and operations. A gender perspective in military operations is therefore a tool and new capability for the military to use when assessing the situation, which increases situational awareness and operational effectiveness of a peace operation.

1LT (Reserve) Dr. Elisabeth Schleicher

Former Gender Adviser at KFOR; PhD in Political Science; MA from the Theresan Military Academy; research focus: the peace consolidation process in Kosovo. Currently works at Ominto, a global eCommerce company, introducing new online revenue streams to organizations.

Sadias Adam Imam collects millet in a land rented by a community leader in Saluma Area, near the Zam Zam Internally Displaced Persons Camp in El Fasher, North Darfur. Today, she is escorted by Jordanian peacekeepers. Twice a week, the African Union-United Nations Hybrid Operation in Darfur (UNAMID), organizes patrols to escort women who are farming and collecting firewood in rural areas surrounding the camp.

Session 3

Women Change Peace Talks

Sudanese take part in "Citizen Hearings" in Musfa, Blue Nile State, on the border between northern and southern Sudan. The hearings are part of a 21-day process of popular consultations where residents can express whether the 2005 Comprehensive Peace Agreement (CPA) has met their expectations.

Ellen Johnson-Sirleaf,
President of the Republic
of Liberia and Nobel Peace
Prize Laureate

Background Paper

Introduction

The participation of women in peace talks is extremely important; nevertheless, women are only seldom present at the negotiation table. What should be the rule is rather the exception. Over thirty-five years have passed since the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was adopted in 1979, over 30 years since the UN General Assembly's Declaration on the Participation of Women in Promoting International Peace and Cooperation, 20 years since the Fourth World Conference on Women that led to the issuing of the Beijing Declaration and Platform for Action and 15 years since UNSCR 1325. Despite the fact that the importance of women's contributions has been largely recognized at the international level through these instruments, the reality of peace processes today is very different.

Background

UN Women published a review showing that despite the coherent and comprehensive approaches and strategies for implementing the provisions

of UNSCR 1325, so far only marginal progress has been made regarding the role of women in formal peace processes and peace talks.[12] The review made of a sample of 31 major peace processes since 1992 showed that women represent a strikingly low number of negotiators. Even in UN-led or co-led peace negotiation processes the number of female negotiators has traditionally been dismal. In 2011, for example, only four out of 14 UN mediation support teams included women.[13] In 2012, however, this number had already significantly improved: all of the 12 formal UN peace negotiation processes included women.[14]

Exact data on participation of women in peace negotiations has not been tracked by any authority; therefore it is very difficult to gather. Despite the scarcity of information, a study conducted by the director of the *Escola de Cultura de Pau*[15] in 2008 analysed 33 peace negotiations and found that only 4 per cent of participants were women, namely 11 out of 280. The review published by UN Women in 2012 showed that in the 31 major peace processes analysed, only 4 per cent of signatories, 2.4 per cent of chief mediators, 3.7 per cent of witnesses and 9 per cent of negotiators were women.[16]

Why Women Should Sit at the Negotiation Table

The violence of contemporary conflicts increasingly reaches civilians in their villages and homes. Civil wars and internal conflicts often pit neighbours against each other. Following conflicts, there is a need to rebuild trust between the state and society, as well as among social groups. For this reason, peace cannot be imposed from above; all members of society need to participate in the peacemaking process. Including civil society in general, and women in particular, gives legitimacy to the decision-making process and ultimately creates the necessary conditions for a sustainable peace.

Women are major stakeholders in the resolutions of conflicts and in the establishment of peace. During conflict, they can be both combatants fighting alongside men, as well as victims of specific attacks or sexual violence. In general, they are also the ones who maintain their families and communities during and after wars. In order to achieve and stabilize peace, women need to be involved in the negotiations of peace agreements. The presence of women at the negotiation table often influences the language of peace agreements and should ensure the inclusion of provisions specific to

women. The agreements resulting from an inclusive peace process would lower the risk of the outbreak of further conflicts and ensure better implementation.

Achievements

The few positive examples of women's involvement in peace talks around the world have proven to have catalysing effects: they build ties among opposing factions and increase the inclusiveness, transparency and sustainability of the peace process. They can bring different perspectives from that of men to negotiations and raise issues that would otherwise be disregarded. Women's contributions to peace negotiations also have lasting effects as they lead to long-term advances in women's equality. Women can foster reconciliation and provide an example for moving society forward as they sustain the peace agreements at all levels.[17]

A distinction has to be made between women's participation in official positions during formal negotiations and their intervention within mediation teams in informal negotiations. The integration of women in peace negotiations has been successful so far mostly at the informal level. Women are highly represented in civil society groups that foster peace and mobilize communities and societies to demand that conflicts come to an end. This informal role is pivotal and needs to be supported; however, due to the complexity of peace negotiations, the role of women cannot be limited to the phase of informal mediation. They should be involved in the negotiations by the early phases, even before peace processes officially begin. Acting in formal and informal capacities through all the phases of peace negotiations, women will not only influence the agreements but also continue participating in their implementation and monitoring during the post-conflict phase.[18]

The modest progress achieved to this date is a good basis on which women's participation in peace talks should be expanded in the future.[19]

United Nations Mission in South Sudan (UN-MISS) outreach event, discussing the Jonglei peace agreement and the role of youth, traditional chiefs, women representatives and local officials in promoting peace and stability in Jonglei

Session Report

The third session of the symposium focused on tackling various aspects of women's participation in the peace negotiation and peacebuilding processes. The session started with a general overview of women's roles and representation in peace talks, and then focused on a number of regional examples. After highlighting the need for inclusive peace processes and the increased role of women in peace mediation, the discussion focused on women active in peace talks in Africa, the Western Balkans, and Israel and Palestine.

The panellists accentuated the underrepresentation of women in official peace talks, stressing that the decisions made at the negotiation table have a deep impact on all demographic groups, including women and children. There was a broad understanding in the room that women have a different perspective to bring to the table, which should be capitalized on. The panellists also raised a series of questions, including: What effect does women's absence have on the peace process itself and on the sustainability of the peace that follows? How are peace talks designed and what are the criteria for getting a seat? Why is it so difficult to make the participation of women and civil society a reality despite all of the positive rhetoric and all of the work on the policy level?

Effectivity of Mediation and Peace Processes

At the outset, it was highlighted that many but not all high-level mediators embraced the women, peace and security agenda. One panellist stated that some of the mediator's concerns include the argument that there is no sufficient evidence confirming women's positive role in peace talks, while some others are unsure about how to include women, or haven't really bought into the inclusion of women due to some deeper resistance on the emotional level.

Panellists observed that international actors are constantly seeking new strategies to mediate conflict and are often struggling to run effective peace processes. Thus far, in the period between 1975 and 2011, 42 per cent of peace agreements had failed within five years, one panellist said, adding that this evidence calls for innovative approaches to conflict resolution. Moreover, panellists pointed out that in today's peace negotiations, half the population is almost entirely unrepresented. Despite the existing Security Council resolutions on women, peace and security, on average women account for only 9 per cent of the delegates of peace talks and 2 per cent of chief mediators sitting at the head of the table in peace processes.

In assessing the effects of women's absence on peace processes and on the sustainability of the peace that follows, one panellist pointed out that countries affected by conflict risk falling into a cycle of violence. Another negative effect is that international actors risk supporting processes that will quickly collapse, therefore losing their investment of resources and of personnel. This ultimately leads to the people losing the prospect of a stable and peaceful society. However, the panellist pointed out that quantitative research reveals that there is a different story to be told, because observations show that chances are 65 per cent higher for a peace agreement to succeed when it includes civil society. Consequently, the inclusion of women and civil society goes beyond resolutions, rights and norms – it also directly impacts operational effectiveness.

One of the panellists ascertained that operational effectiveness relates to improving security and building lasting and quality peace. In this respect, it was stated that peace processes and the agreements they produce provide key opportunities to transform institutions, set the direction for post-con-

flict reconstruction and affect the future of the society. Nowadays, peace talks that include only the warring groups tend to focus on power, territory and the state, while evidence shows that the presence of women has an invaluable effect on achieving a more equitable peace. All panellists agreed that women often raise key economic and social issues, which helps to identify and to address common drivers of conflict. Moreover, inclusive peace processes reduce the likelihood that excluded parties would later undermine the process and generate a greater buy in, as women and civil society leaders can appeal to their communities for support.

Obstacles to Women's Participation

Panellists noted that one constant variable across peace processes seems to be the underrepresentation of women. A number of panellists highlighted that in most peace talks today, those who are granted a seat are the ones who carried weapons, as the former or ongoing conflict parties become the negotiating groups. Before the 1990s, it was the non-state armed actors who were largely excluded from peace talks, but a rise in intra-state conflicts has led to the gradual acceptance of rebel groups as legitimate parties at the negotiating table. Today the non-state, un-armed actors – women and civil society – represent the excluded groups.

One panellist mentioned that the obstacles to women's participation include barriers to the change of power dynamics, as the conflict parties who come to the table do not want to dilute their own power. Moreover, mediators often fear that they will be wasting valuable political capital if they insist on a more inclusive process. The panellist pointed out that this is ultimately short-sighted, as inclusion brings greater legitimacy and therefore a more robust peace.

The second obstacle observed was time and the urgency of ending violence. In this respect, one panellist stressed that the arguments against the inclusion of women in peace processes, namely that peace needs to be reached fast and there is not enough time to bring women to the table, are abundant – since many high-level mediators stress that peacemaking requires strategic patience. In this respect, the positive example of the UN Special Adviser on Yemen (Jamal Benomar) was mentioned, which has shown how inclusiveness brings more lasting solutions. Benomar purposefully slowed

down the negotiations in Yemen to ensure a more detailed outcome document with a long-term road map for a transition. During deliberations, he repeatedly raised the idea of a 30 per cent quota for women in the national dialogue conference. He stressed that the process could only be successful with women represented, adding that the quota was not being imposed by his team, nor by the UN, but that it was being requested by the women and civil society groups.

A third barrier identified by the panellists' experiences is that women's participation is often perceived as being related to "women's issues" only, often considered less important than hard security issues at the negotiating table. In reality, issues that are often dismissed as "women's issues", such as sexual violence in conflict, affect entire communities and play a key role in conflict dynamics and conflict resolution (illustrated by the example of the conflict in Bosnia). The panellist had positively observed that women in peace processes constantly raise a variety of short-term and long term security issues for consideration in negotiations, such as developing specific creative suggestions for implementing a ceasefire, as was the case with Syrian women in Geneva in early 2014. An argument against women's inclusion in peace talks often faced was recounted, namely that it is not necessary to include women in the negotiation stage, because their inclusion can take place at a later point in time (e.g. the implementation stage of negotiated peace agreements). However, the panellist pointed out that the insights of women may be most crucial when the agenda itself is being set, an important point to be considered for the sequencing and design of peace processes.

Getting Women to the Table

From the dinner table to the boardroom table, women's participation in decision-making is increasing in societies around the world, and there is now growing evidence that the benefits of women's representation at the peace table outweigh the risks, and that a more inclusive process can help to maximize the chances for sustainable peace.

Panellists observed that there is a clear expectation that international mediators, in particular those representing the UN, will uphold the international standards prescribed by UNSCR 1325 in their work and will do so in a way that engages positively with local norms and cultures. One panellist highlighted that the chief mediator's position, being responsible for the design and oversight of a peace process, provides the unique opportunity to implement the standards of UNSCR 1325 at every stage of the process. It was noted that there are several emerging models for direct representation that can be used and contextualized for local situations and that by using them, mediators can ensure equal representation of women and men during peace processes and therefore increase the chances of sustaining long-term peace.

The rising demands across countries for accountability and increased participation of women in leadership positions, together with pro-peace actors advocating for women's representation in peace processes, provide us with the valuable opportunity to re-think peace processes, one panellist concluded.

Women "Bring Light" to the Negotiations in Africa

In reviewing examples of the positive impact of women's presence at the negotiating table, one panellist referred to peace processes in Africa, stressing that women were the dynamic force of change in the Sun City, Democratic Republic of Congo (DRC), during peace talks in 2002. One of the ways in which women positively impacted the processes in DRC was that they sped up developments by putting pressure on those who were negotiating. The perspective that women brought to the table was that instead of spending time and resources on negotiations, these resources were better spent reconstructing society.

The panellist continued to recount that during the peace negotiations in Burundi, which were started by Julius Nyerere and continued by Nelson Mandela, women came in at a very late stage. At the outset, their presence was questioned, as they "didn't hold guns". However, mediator Nyerere claimed that women were "bringing light to negotiations" because he sensed that the women freshly entering the process could breach existing gaps.

After lengthy consultations without results, it was the women that finally made possible agreement on individual points of negotiation.

Additionally, one panellist also highlighted the work of the AU and its orientation towards gender. The AU is embracing the acceleration of the implementation of the women, peace and security agenda on the continent. In this context, the panellist highlighted that extensive efforts are undertaken by the AU in trying to bridge the gap between policy and implementation. To this end, regular visits are being conducted to mission areas or regions affected by conflict, such as the Central African Republic, Somalia and South Sudan. The aim of such visits is to gain better insight into how women are affected by conflict and to bring up these issues to the policy level, including the AU Security Council, by regular reporting.

Referring to the African experience, one panellist also spoke about the relationship between international organizations, international law and the obstacles for the implementation of legal texts. It was reiterated that in the context of UNSCR 1325, there is a need for "putting it into the local language". It is vital that women understand the legal texts that concern them, because they are not only the beneficiaries, but also key actors on the ground. Improving the implementation of UNSCR 1325, all panellists agreed that it is important to look at the context and be able to use traditional mechanisms to achieve influence.

Women Change Peace Talks in Kosovo

Another example addressed by the session was women's experiences in Kosovo since 2000. At the outset, one panellist spoke about the initial difficulties women's peace activists encountered because of their exclusion from the peace negotiation processes, including the negotiation of the Ahtisaari Plan. However, the solidarity of women's organizations across the region brought change to Kosovo, when the Serbian organization *Women in Black* and the *Kosova Women's Network* joined efforts to create the *Women's Peace Coalition* in 2013. Despite women being excluded at the initial stage, the panellist highlighted that the participation of women in Kosovo had dramatically improved, today including a woman leading the Kosovo delegation in the negotiations with Serbia. This was credited to the solidarity

among women and persistence of women's peace activists.

In further discussion, all panellists agreed that in post-conflict situations it has proven to be crucial that women support each other regionally and internationally through networks. Moreover, panellists concluded that women from different regions around the globe can learn from each other through dialogue.

Conflict in Israel and Palestine and UNSCR 1325

One panellist offered detailed insight into the implementation of UNSCR 1325 in the peace negotiations between Israel and Palestine. First, it was stressed that despite of two years of work towards building a campaign that would push the government towards introducing a Israeli National Action Plan on UNSCR 1325, a new outbreak of military operations had stalled the process. The panellist recounted: "Every aspect of this war was playing firstly against UNSCR 1325, against women's participation, against granting protection to women, and of course, it had nothing to do with prevention." The women were excluded from the decision-making processes and fora on military perspective and were severely underrepresented in the national government and the military. In this respect, the panellist stressed the importance of having a proportion of at least 33 per cent of women to effectively integrate a female perspective in any process or organization.

Another aspect addressed was the role of the public arena and the media in particular, which was considered central in shaping views and perceptions. The panellist stated: "Studios were filled with an endless march of ex-army generals, all male of course, invited to explain the reality to us, the people." The needs and fears of civilians were hardly addressed. The panellist highlighted that when national security is at stake, it has been observed that a majority of women tend to adopt the same military, patriotic, binary, one-sided perspective.

On the other hand, the panellist also gave insight into how the established women's network did make a difference in Israel. The mere fact that a group of dedicated, well educated, well-connected women, who understood the situation and who were willing to fight for their rights and their presence, had already formed a network made proactive action possible in Israel. The

strategy they used to make their voices heard started with a social media campaign. The women's network listed and shamed TV shows that did not include women; they called producers and editors and presented their views online. Furthermore, they positively promoted and recommended one another. They introduced a database of women experts, in which one can easily find the segmented pool of women who are experts, who can provide analysis, and who can participate in the decision-making processes. Having such a list at hand was extremely effective when the media was seeking certain experts to participate in the public discourse.

The panellist highlighted another development: the creation of a new movement. As a direct outcome of the last military offensive, a movement led by women, called Women Wage Peace, was created. The movement calls for negotiations as opposed to the use of war as a means to solve a conflict situation. In a public opinion poll conducted in Israel in October 2014, the findings revealed that 66 per cent of the population supports the integration of women in the negotiations between Israelis and Palestinians. In addition, a solid 75 per cent of women and 60 per cent of men believe that the inclusion of women will contribute to effective peace talks.

Finally, panellists also discussed the second generation as a force of change in conflict, agreeing that the second generation might often strongly impact the enhancement of women's rights in conflict resolution, and bring in a lot of power. In the context of Israel, one of the panellists expressed that the second generation wants and needs normalcy in their lives and to pursue their future and happiness. Many are leaving countries infected by conflict for these exact reasons, one panellist concluded.

Recommendations Addressed to National Governments and International, Regional and Sub-regional Organizations

- For national Governments and international, regional and sub-regional organizations to facilitate women's participation in peace talks, including by providing access to flexible funding mechanisms, in particular concerning logistical aspects such as access to visas and travel funds and by providing follow-up support to safeguard women's security.

- For national Governments and international, regional and sub-regional organizations to boost women's capacities to participate in and contribute to formal and informal peace talks and dialogue processes by investing in developing the skills of women leaders, including women from marginalized populations, for example through the establishment of rapid, intensive training units.

- For national Governments and international, regional and sub-regional organizations to provide mediators and other actors involved in peace processes with tools and strategies to ensure the inclusion of women and women's perspectives in peace talks and the implementation of peace agreements.

- For the United Nations, international, regional and sub-regional organizations to ensure that the terms of reference and mandates of all mediators and peacebuilding actors are gender-sensitive and incorporate a gender perspective, thus ensuring that there is, from their part, accountability for the implementation of the women, peace and security agenda.

- For the European Union and other regional and sub-regional organizations that have not yet done so to appoint a special envoy on women, peace and security, following the good practice of the African Union.

Recommendations Addressed to Civil Society and the Media

- For civil society and the media to jointly advocate for the inclusion of women in peace negotiations, to communicate the evidence of the added value of women's inclusion in peace processes and to put pressure on negotiating parties to include women and women's perspectives in peace talks.

- For civil society and women's groups to build solidarity networks on the

national, regional and global level in order to develop a shared agenda and message in support of women's inclusion in peace processes.

- For civil society to undertake a global review on the implementation of UNSCR 1325, complementing the global study on the implementation of that resolution requested by the Secretary-General.

- For the media to avoid stereotyping the roles of women and men, and instead to provide coverage of the diverse roles played by women in conflict and in building, securing and maintaining peace, as well as to report in depth on the impact of gender issues, including the positive effect of women's and men's equal representation on the success of conflict resolution and peace talks.

Recommendations Addressed to all Actors

- To identify and support resilience actors and peace activists in all stages of the conflict cycle and develop alternatives for non-violent conflict resolution.

- To make the content of UNSCR 1325 available in local languages, so that women, as both beneficiaries and actors, can embrace the provisions and objectives of the women, peace and security agenda, and actively demand their inclusion in peace talks.

UNSCR 1325: Learned Lessons from a Conflict Zone

Israel was the first country in the world that turned UNSCR 1325 into a state law. That was back in 2005. This was not an easy step for a country that has been involved in an armed conflict with its neighbours since its creation in 1948. The feminist movement in Israel used this precedent as an opportunity to shift the public opinion to be more supportive towards women's participation and representation, to educate the public on the needs of women in violent conflict zone areas, to address those needs and to be more inclusive in decision-making processes.

Here are some of the learned lessons from the Israeli scene:

Solidarity: Inclusion of women is not based on a certain opinion. We have to understand that only when we work together across political divides can we succeed. We managed to lead a two-year-long inclusive process, with participation of major women's organizations and leading activists, to draft together the Israeli National Action Plan based on 1325. At the end of the process we presented the agreed-upon plan to the government.

Raising awareness: It is crucial to include a public campaign to raise awareness for the need to include women and their perspectives in policy-making processes, especially when making decisions on war and peace negotiations. In places that are deeply involved in armed and violent conflict it often looks "natural" that only alpha males understand the conflict, and that they are the only ones that have the "right" means to address the conflict and also the only ones that can explain the conflict to the public. That is why it is essential to educate the public and the decision-makers on that subject.

Baseline: One very important tool to raise awareness and to help advocate a change is to create a valid and credible baseline on the status of women in decision-making processes and in the public debate on war and peace talks. The best way to do that is monitoring as many forums as possible and making the findings public.

Database: It is important to create a database of women experts who can represent the female perspective, who can introduce an alternative position to the common state-security-male perspective. It is important to introduce an agreement-based opinion and to present a peaceful message of hope to the public and to decision-makers. It is important to create such a database for the media and conference organizers to use. This database has to be an online, user-friendly and accessible one.

Training: It is not enough to create the database; it is equally important to strengthen the women in the database to have the confidence to present their alternative views in public, via media or at relevant conferences.

Pro-active approach: All those actions need to have a pro-active approach. The Israeli National Action Plan has to be promoted so the government will adopt and budget for it. The inclusion of women in the public debate has to be promoted, so there is a great need to push the database and the women experts.

Grassroots movement: All those steps can be empowered by a vibrant energetic movement that is feminist oriented, educates people all over the country and pushes the government and the leaders to do all they can to prevent the next war and to strive for a peace agreement, or any agreement that will help prevent a war.

Unfortunately, we in Israel are still struggling with an endless armed conflict, but I see hope in all those steps that we took, and I wish this will bring the desired change.

Anat Saragusti

An independent journalist, book editor, film maker, peace activist. One of the leaders of UNSCR 1325 in Israel. Senior commentator and writer on issues of women and security, specialist on gender participation and representation, and media analysis

Session 4

The Role of the Media in Implementing UNSCR 1325

With a population that is still one of the world's poorest, radio continues to be one of the primary sources of information for many in Somalia. However, while peace has largely returned to Somalia's capital of Mogadishu, journalists working in the city continue to face huge risks in their effort to report the news. The photo shows a presenter reading the news at Radio Shabelle, one of Mogadishu's most popular radio stations.

Sudan Elections Committee Holds
Workshop for Local Journalists

Background Paper

Introduction

The media industry has been slow to acknowledge and promote women as politically active citizens that are equally engaged in, and concerned about, the prevention, management and resolution of conflict at all levels of society. To successfully implement UNSCR 1325 and the follow-up resolutions on women, peace and security, women need to be recognized and portrayed as peacebuilders, peacekeepers, mediators and decision-makers in the media. Through imagery, media can be a powerful tool to stop the reinforcement of stereotypes of women and men. Sharing images of female actors in the prevention and resolution of conflict as well as peace processes will inform society about women's roles as game-changers.

Role of Women in the Media

At the Fourth World Conference on Women, the Beijing Declaration and Platform for Action was adopted. In section J of part 4 of the platform entitled "Women in the Media", women and media were identified as areas of

critical concern for action. This section set out objectives to "increase the participation and access of women to expression and decision-making in, and through, the media and new technologies of communication". It also sought to "promote a balanced and non-stereotyped portrayal of women in the media". The actions to be taken set goals to create a better portrayal of women in the media that includes all types of women and the roles that they perform, to increase the number of women's seats at the tables of decision-making boards and media companies as well as to empower women "to enhance their skills, knowledge and access to information technology".[20]

Since the year 2000, the UN has taken an active approach incorporating a gender perspective into UN peace and security efforts. Nevertheless, although the UN has passed resolutions underlining women's important roles in decision-making, conflict prevention and peace processes, these resolutions and their aims are either not well known, not acknowledged or not effectively implemented in societies.[21] Instead, women continue to be depicted as passive actors in situations of conflict, as well as victims of rape and other forms of violence. UNSCR 1325 was instrumental for the women's movement; however, it left out an essential tool for women's full participation in an important sector of society – the news media. The media can be important in building bridges of understanding between different countries, regions, religions and societies. Journalists in their reporting can apply a gender perspective that incorporates marginalized voices in a fair and balanced manner. By expanding the role of women in the media to include women as agents of change in peace processes and the prevention, management and resolution of conflict, journalists can begin to unravel the complex trajectories of women's daily realities in situations of both peace and war worldwide. Journalists must strive to be truthful and responsible in their reporting. Twenty-first-century journalism calls for both conflict sensitive journalism (also known as conflict de-escalating reporting or peace journalism) and gender-sensitive journalism to create the sharpest and most accurate news account possible.[22] Furthermore, by moving away from a gender-blind approach to domestic violence and violence against women, journalists can develop a more gender-aware approach that avoids re-victimizing the victim.

The media can also play a significant role in monitoring the implementation process of UNSCR 1325 and subsequent resolutions by UN Member

States, as well as broaden awareness and understanding of the importance of the women, peace and security agenda. Freedom of the press and media is a vital aspect of an open society. The role of media in fragile states is of particular interest today. In the last ten years, citizens in these countries have increased their usage of broadcast news media and print media, cell phones and social media. The role of new media can have a positive effect on fragile states as it increases freedom of expression. Social media gives a voice to the voiceless and provides women with an empowering tool to express their own opinions and share their experiences. In societies in which traditional channels do not allow women to speak out, social media offers an opportunity for women to be politically active and outspoken about issues affecting their lives.

Traditional and New Forms of Media Advocacy

Here are selected examples of cases that use both new media (e.g. social media such as *Facebook* and *Twitter*) and traditional forms of media (e.g. newspapers, radio and television) to transform the depiction of women in conflict settings from victims to peacekeepers, peacebuilders, mediators and decision-makers; to raise public awareness of UNSCR 1325 and subsequent resolutions at the local, national, regional and international level; and to demand greater responsibility from governments, the UN and civil society actors towards their obligations in implementing these resolutions. Above all, these campaigns serve to hold UN Member States accountable for the implementation of the women, peace and security agenda.[23]

The *Global Network of Women Peacebuilders* (GNWP) runs a diverse media platform which encourages its members to facilitate public dialogue and outreach at all levels of society on women's issues. Currently, GNWP produces radio and TV spots in national and local languages in Liberia, South Sudan, Nepal and Colombia. In 2014 the GNWP launched *Women Speak Out for Peace,* a week-long global media campaign that mobilized its members, as well as private stakeholders and non-member organizations, to demand greater accountability from their respective governments.

An example of media advocacy at the regional level is the Fiji- and Pacific Islands-based Non-Governmental Organization (NGO) *FemLINKpacific.*

Through a bottom-up approach, this organization incorporates the voices of local women and community groups across the Pacific. It also assists in the production and distribution of media content concerning women's issues. This is achieved through a monthly e-news bulletin, a quarterly magazine, informational videos, and a radio station focused on women's issues.[24]

Media Today

To run an effective advocacy campaign online, there also needs to be an evaluation of the media statistics prior to the campaign. For example, as of January 2014, 74 per cent of adult Internet users were active on social media. When broken down by gender, women are more active on social media compared to men (74 per cent of women and 62 per cent of men). *Facebook* is the most dominant platform, with 1.3, billion active users worldwide.[25] Despite these numbers, not all popular social media sites used in the Western world are used or even accessible in other parts of the world. As a case in point, *Facebook* and *Twitter* are banned in North Korea, Iran and China, and have been temporarily censored in other countries around the world such as Egypt, Syria, Mauritius and Vietnam.[26] Instead, these countries use alternative social media, such as *Facenama* in Iran, *Qzone* in China, or *V Kontakte* in Russia, where local networks are preferred over *Facebook* or *Twitter*. Thus media campaigns must be aware of the use of different media platforms in their target countries. Finally, special attention should also be given to language diversity. Campaigns should be written in the language of each target country to be most effective.

International Women's Day March for Gender Equality and Women's Rights

Session Report

The fourth session, comprised of women from different countries with vast international experience in journalism, traditional and new media, focused on how media can enhance and raise awareness of women's roles in the prevention, management and resolution of conflict. This included the exchange of ideas and experiences on ways to combine and utilize effective community outreach, mobilization and mass media to promote the empowerment of women, and to strengthen their active participation in conflict prevention, resolution, peacekeeping and peacebuilding.

In this respect, the session assessed ways to combine traditional information channels and reporting mechanisms with new media in order to raise awareness for women's roles in conflict prevention, resolution, peacekeeping and peacebuilding and to illustrate priorities for action. It further elaborated on best practice by journalists and war reporters to support women play an equal part in building, securing and maintaining peace.

The session found that media has been slow to acknowledge and promote women as politically active citizens in the prevention, management and resolution of conflict. Moreover, one would expect media to be used to defy negative stereotypes. However, these still exist, and as one panellist pointed

out, the media is sometimes even used in propaganda against women. The panellists agreed that traditional media had failed in promoting women's roles in ending violent conflict and in peace processes and it was time to examine the role of new media in this regard.

Media as a Tool for Creating, Enhancing or Breaking with Stereotypes

Several panellists observed that women in conflict or post conflict situations are predominantly portrayed by all different types of media (e.g. mainstream, corporate and government-owned) as passive victims, including as victims of sexual violence or as helpless refugees. One panellist pointed out that women in narratives of conflicts and conflict resolution can mainly be seen in three distinct roles: as "the victim", as "the nurturer" and more recently also as "the tough fighter".

In this respect, one panellist referred to the situation in Gaza, where although women are amongst the most affected by the conflict, their voices and opinions are largely absent in media coverage. Instead, the media images of women in Gaza generally portray women as victims of war, crying over lost loved ones or blaming others for the violence. Another panellist described the ambivalent image of women presented in Arab media, which often depicts women in conflict with one another. Such portrayal of conflict and the role of women therein can enhance the division amongst women and negatively affect peace processes.

It was therefore recommended that civil society work closely together to actively create a unified strategy on how to speak with one voice and represent a strong front on women's issues. Regular media coverage with such positive and unified images can provide and strengthen the basis for later peace processes.

Panellists further observed that women are often represented in media coverage of conflicts as one single group instead of as individuals with diverging needs, interests and opinions. One panellist stressed in this respect that it is important to consider that "Women are not a homogeneous group. We are very different – we are individuals."

The panellists went on to discuss the absence of women in media coverage of conflict resolution and peace processes. There is hardly any portrayal of women as active participants in the peace process, although in many instances they have played instrumental roles in such processes. One panellist suggested that the reason for this could be based upon the fact that media traditionally only cover the end of a peace process – the final negotiation or signing of a peace agreement – in which the top leaders meet and from which women are largely absent.

Finally, panellists emphasized the importance of including the role of media and an active media strategy into NAPs on the implementation of UNSCR 1325. One panellist pointed out that it was crucial to provide content for the media to report on and to make available background information for accurate reporting on topics related to UNSCR 1325.

Objectivity and the Consequences of Limited Funding on

" *The first victim of a conflict is often the truth.*

Qualitative Journalism

The session discussed the role of the media during conflicts as well as the issue of media objectivity and quality of reporting for conflict situations on several occasions. Some panellists highlighted the difficulty of finding objective journalists in conflict situations, when many individuals with in-depth knowledge of the situation are either too close to the conflict or actually a part of it.

One panellist drew attention to the negative role of media during conflict situations, referring in particular to the role of *Radio Télévision Libre des Mille Collines* before and during the genocide in Rwanda and the case of the former Yugoslavia, where media was considered and acknowledged by many as the vanguard of the war.

The panellist further referred to the different levels of conflict coverage – local, regional and international – emphasizing that according to personal

experiences in covering various local conflicts, local media is often used by decision-makers to determine the opinions of the constituencies. The panellist pointed out that news coverage not just on local, but also on the regional and international level, often includes elements of propaganda, since coverage of those being interviewed portrays only one side of the story and is highly influenced by the anger each conflicting party has towards the other.

In relation to this, one panellist also stressed the fact that media is used by every side to communicate specific content with a certain aim, including by actors who understand the real value of media in their military and political campaigns. Being aware of the fact that international decision-makers are watching, such actors will stage fighting and draw the media's attention to specific areas, hoping that increased media coverage of their concerns will help them gain attention on the local, regional and international level. In order to truly understand the situation and assess the validity of the information received, it is therefore crucial for journalists to know the context of a conflict, the language used to communicate and to gain the people's trust.

All panellists agreed that responsible and high-quality journalism requires high-level expertise, which in turn requires adequate funding. Lack or limitation of funding has had detrimental effects on the quality of journalism in the past decade. One panellist pointed out that being in a region for longer periods of time is crucial for a journalist to acquire necessary expertise in that region and to gain in-depth understanding of it. However, since traditional media is losing funding due to a decrease in revenue, media outlets are constantly cutting back on their foreign correspondents.

Another factor negatively influencing the quality of reporting was brought up by one panellist, noting that social media has led to a new form of reporting, often referred to as citizen journalism, in which many users blog and report live from conflict areas by uploading events as they unfold. This has further contributed to the reduction of foreign correspondents, who normally would be the experts in the field providing more in-depth analysis of events.

Emphasizing this issue, another panellist highlighted the negative effects of poorly paid commissions to freelance journalists who are often required

to write several articles simultaneously in order to cover their expenses. As a result, freelancers are often prevented from producing in-depth coverage from the very beginning. This is further exacerbated by the lack of protection afforded to freelance journalists.

Finally, one panellist drew attention to the fact that reporters employed on short term assignments usually require a local translator – risking that the translator may purposefully or accidentally alter parts of an interview or statement, negatively affecting the truthfulness of reporting.

Referring to the specific situation individual journalists find themselves in when reporting from conflict areas, one panellist emphasized that it can be very difficult for journalists not to become emotionally affected by the images to which they are continuously exposed. However, all panellists agreed that journalists should continue to remain objective, since the benefits of fair reporting include the acquisition of trust, respect and credibility from, as well as increased access to, all parties involved in a conflict. It was also suggested that media should report with more responsibility and avoid generalizations and perpetuation of stereotypes in order to allow objective reporting.

Protection of Journalists

Another aspect covered by the session was the protection of journalists and the negative consequences of an increasing number of both limitations on the freedom of media and freedom of speech and of acts of violence purposely directed against journalists.

One panellist stressed that reliable fact-finding, publishing and distribution is only possible when the safety of journalists is ensured. This is the responsibility of governments, but also of the international community and society as a whole. Research conducted by the Office of the Organization for Security and Co-operation in Europe (OSCE) Representative on Freedom of the Media, which has assessed the situation of journalists worldwide, has shown that journalists are consistently and increasingly exposed to violence. This includes not only conflict zones, but also states with long-established democracies, post-conflict societies and societies in transition towards democracy. It was also highlighted that while there are various attributions for

such violence, the most prominent and common attribution of violence is criticism of journalists against governments.

The panellist also pointed out that violence against female journalists has an even broader dimension – with women often being victims of verbal harassment and sometimes physical or sexual assault. In particular, it can be observed that verbal harassment is emerging as a new trend and is just as concerning, since it occurs rather frequently. This type of harassment is heavily misogynist and appears particularly on social media and new media. It has been noticed that it is often directed towards female journalists who write critical pieces on government's human rights records, sometimes being attacked simply for being female and being degraded based upon that fact alone. The panellist recounted the case of a female journalist in Azerbaijan, who was well-known for writing reports critical of the human rights situation and the role of the government there. The journalist was discredited in public through the distribution of a private video containing compromising intimate material, destroying not only her professional reputation as a journalist, but also her reputation as a female member of society. Throughout the period of harassment and during subsequent public discussion, not a single reference was made to her articles or her excellent work as a journalist.

New Media and Social Media

New media can be a tool of empowerment, creating a generation of role models and giving a voice to the voiceless.

The panellists continued analysing the role and opportunities of and the change triggered by new media.

One panellist observed that new media is an open environment for all that involves fast-paced reporting. However, the speed of such reporting and the lack of verification also yield a problem of credibility. It has been noticed in the past that some stories are simply invented and many people, including journalists, (re-)post such stories without first verifying the facts. This is particularly true for information posted in social media, which by

many is perceived as a source of reliable information. However, due to the nature of this media, there is no fact-checking. The panellist therefore pointed out that in journalism "speed and quality do not always go hand in hand".

This was reaffirmed by another panellist, who stressed that social media entails a challenge of verification. It is especially difficult to verify pictures, videos and messages on social media. People tend to accept them as accurate and true, because they usually match their stereotype and meet their expectation. It was noted that while it is possible to verify even social media sources, it is an extremely difficult and time-consuming process. Consequently, false information gets circulated, leading to a distortion of facts and truth.

Another panellist stressed that, on the other hand, we cannot generalize that we should not trust social media. Social media, if used responsibly, can be a great tool of women's advancement and news reporting. There are many factors one has to take into consideration when discussing the credibility of social media. It is possible for journalists to build credible stories upon information obtained through social media when cross checking facts with other resources on the ground and building a trustworthy relationship with the people.

Panellists went on to examine possible dangers of media, in particular for propaganda purposes during conflict. In this respect, the opinion was expressed that new media can easily be misused as a tool of oppression, to recruit individuals or to circulate false information as part of a propaganda campaign. One panellist referred to practices that were observed during the Ukrainian crisis, in which false information was circulated by both sides in order to support military and political aims. Another example mentioned was the Islamic state of Iraq and Levant (ISIL), which uses videos and photos to present the illusion of strength and power in order to recruit new members and gain public support. The content produced for propaganda purposes is then distributed through social media, where users share and spread the material for the producers to reach audiences worldwide. Finally, one panellist also cautioned that "social media does not actually lend itself to long term strategic planning" and recommended that we be aware of its limitations.

Another panellist stressed that not everyone has continuous access to technologies necessary for social media use, in particular access to the Internet. What we see on social media is the voice of those who have the privilege of access to it, in particular people in urban environments who are usually educated, young and fairly well situated; social media therefore does not represent society at large.

In summary, the panellists agreed that new media can be a tool of empowerment, creating a generation of role models and giving a voice to the voiceless, democratizing the discourse. New media and modern technologies have enabled every individual to become a director, producer and editor – in turn providing opportunities to transform media into platforms used to convey messages of peace and women's empowerment.

Media's Role in Promoting UNSCR 1325

Several panellists emphasized the crucial role of media in promoting the most important aspects of UNSCR 1325. Embedded within the well-known four pillars (protection, prevention, participation, and relief and recovery), the resolution has several facets, one being the promotion of a transformative process. It was noted that UNSCR 1325 has been instrumental in transforming the stereotypical picture of women as passive victims into that of pro-active actors in conflict resolution and that it has further altered women's participatory role from agents of peace to agents of change.

In this respect, one panellist stressed the importance of governments and international organizations to challenge and capacitate journalists to exercise more professionalism and engage in developmental journalism instead of "envelope-mental" journalism. Envelope-mental journalism was used to describe practices of actors "handing over money in envelopes" to journalists to cover their issues. One method of how to actively challenge the media and engage them in developmental journalism is campaigning.

A positive example for such practice was the global media campaign of the GNWP titled *Women Speak Out for Peace.* The campaign was aimed at changing the dominant image of women in media's coverage of war and conflict from that of victims into that of agents of change, peacebuilders and decision-makers. Members of the GNWP and social media users alike were en-

couraged to provide both traditional and new media with ready-to-publish information about UNSCR 1325 within a pre-set time frame. During the campaign period, letters were sent to editors, members of GNWP spoke on radio and television, and the statuses and tweets of social media users were regularly updated. Initiatives like this provide the opportunity for women to reclaim their space in the media as peace activists.

Another aspect raised by several panellists was that many organizations and governments working on UNSCR 1325 issues often use technocratic language that is difficult for journalists to translate into news suitable for publication. Due to tight deadlines, many journalists lack time to translate press releases into reader-friendly language and therefore often refrain from publishing them altogether. It is therefore critical to target the media by developing documents for media consumption specifically, as well as to customize information about UNSCR 1325 for the target audience and to adapt it depending on local and regional contexts. This also includes the aspect of translating content into local languages and using wording that non experts can understand and relate to. Local and regional expertise was emphasized as a precondition of successful content customization and for broader audience appeal.

Finally, one panellist stressed the necessity of convergence of different types of media. In many of the communities that are being targeted for UNSCR 1325 contents, the literacy rate is very low and access to the Internet and other information technology is limited. Thus, print publications, new media and television can be ineffective in these areas. Experience has proven that in such environments radio programmes in local languages are the most effective means of communication. An analysis of media in South Sudan has even shown that UN Radio, an extensive radio system, was much more popular than local radio stations. As such, UN Radio was used for community outreach and healing. The panellist therefore concluded that in conflict and post-conflict regions, a media strategy is needed that focuses on a convergence of media streams: radio, posters, comic books, social media, theatre productions and other types of media suitable to reach the target audience.

de la mujer

nal **men's** year tribune

The World Conference of the International Women's Year in Mexico City in June 1975

Recommendations Addressed to National Governments and International, Regional and Sub-regional Organizations

- For national Governments and international, regional and sub-regional organizations to contribute to raising the awareness of journalists and editors so as to improve reporting on UNSCR 1325 and its core topics of prevention, protection, participation and relief and recovery as well as the women, peace and security agenda overall, including through the provision of training.

- For national Governments and international, regional and sub-regional organizations to address growing trends of verbal attacks on female journalists and to implement measures to ensure the protection of journalists from physical violence.

- For national Governments to include strategies for working with and reaching out to the media in National Action Plans on UNSCR 1325.

Recommendations Addressed to Civil Society and to the Media

- For media and civil society to increase efforts to monitor the media in order to ensure that women, as well as gender-related issues, including sexual atrocities against women and men, girls and boys, are adequately represented and addressed in the media.

- For the media to avoid stereotyping the roles of women and men, provide coverage of the diverse roles played by women in conflict and in building, securing and maintaining peace and to report in depth on the impact of gender issues, including the positive effect of women's and men's equal representation on the success of conflict-resolution and peace talks.

- For the media to raise the awareness of and alert journalists and media workers to gender issues in order to further gender-sensitive reporting.

- For the media to reach out to female experts to include the views of women in their reporting.

- For the media to integrate gender aspects into codes of conduct.

Recommendations Addressed to all Actors

- To integrate the media in policies, programmes, campaigns and communication strategies on UNSCR 1325.

- To customize information on UNSCR 1325 to local and regional contexts so that women and men can engage locally around successes and gaps in the implementation of the women, peace and security agenda.

- To make the content of UNSCR 1325 available in local languages and use wording that non experts can understand and to conduct public outreach and educational activities, in particular through interactive programmes and by using modern communication technologies and forms of media, including film and social media, as well as by engaging the young generation.

- To combine traditional and new media channels in outreach efforts related to UNSCR 1325, considering the variety of target audiences as well as the limited access to new technologies such as Internet and low literacy rates in parts of the world, where the use of radio have proven to be efficient in reaching communities.

- To develop specific messages for media consumption on UNSCR 1325 and the women, peace and security agenda.

- To identify and promote female role models to be included in media coverage on conflict prevention, management and resolution.

- To extend efforts in support of the implementation of UNSCR 1325 to academic institutions and to encourage the inclusion of the resolution's content and objectives into curricula of journalism and communication studies, political and security studies and programmes related to conflict prevention, management and resolution, with a view to reach out to the next generation of journalists, editors and producers.

- To be an active audience and to support reporting related to UNSCR 1325 by interacting on social media platforms, displaying support for such reporting and showing that there is an interested audience for UNSCR 1325.

UNSCR 1325: Why we Need to Rigorously Address Online Threats Towards Female Journalists

The safety of journalists has been a major focus of the OSCE Representative on Freedom of the Media (RFOM) since the founding of the Office in 1997. Ever since, the RFOM has called attention to the alarming number of violent attacks against journalists and the problem of impunity. With the widespread usage of the Internet and emergence of new media, journalists now face threats to their safety in the digital realm. Effectively addressing these threats requires, to begin with, acknowledgement of the wide-reaching roles of journalists and non-traditional members of the media, including bloggers and others who contribute to the online community.

Female journalists and bloggers are disproportionately, both in terms of number and intensity of language, subjected to online attacks. Recent studies on the issue and various accounts from those journalists who have been personally targeted expose the gender-specific and hyper-sexual nature of these online attacks, which often take the shape of comments, usually posted anonymously, following news articles or articles on social media. In addition, these attacks rarely address the content of the article, but rather focus on degrading the author's person, namely physical appearance, background or intellect, using traditionally misogynist language and often threatening sexual violence. Although this type of vitriol is unfortunately used towards women reporting in all sectors, women who report on or work in areas traditionally dominated by men are especially at risk and are often confronted with abusive sexism online. Simply put, for many female journalists, online threats of rape and sexual violence have become part of their everyday life.

These gender-specific attacks have had serious implications for women's ability to carry out their work online and are, rightly, attracting increased attention at the international level. In recent policy documents, international organizations have highlighted states' obligations to address the specific dangers faced by female media actors as well as the importance of using

a gender-sensitive approach when developing legislation and solutions to tackle them.

This issue has been featured prominently on the agenda of a number of high-level meetings dealing with the safety of journalists online. In a 2012 landmark resolution, namely the UN Human Rights Council resolution on the promotion, protection and enjoyment of human rights on the Internet, it was pointed out that "the same rights that people have offline also must be protected online, in particular freedom of expression". It is crucial that women journalists be able to safely and effectively report on all issues of interest to society. Abusive comments and harassment of female media workers endanger free media and democracy as a whole. Used as silencing techniques, they have a direct effect on media pluralism, namely which topics are reported on, by whom, and how. Left unchecked, these attacks will result, and in many cases already have resulted, in self-censorship by female journalists and bloggers and an overall lack of a female perspectives and contributions online.

The OSCE media-freedom commitments oblige all participating states to ensure journalists' safety for the sake of democracy. The European Court of Human Rights also requires that states create a favourable environment for participation in public debate by all persons, enabling them to express their opinions and ideas without fear. States, therefore, have an obligation to protect the right to freedom of expression against the threat of attack, by putting in place an effective system of protection. A crucial first step governments must take to guarantee that female journalists be allowed to practice their profession freely and without fear is to recognize the real threat that these online threats pose to a free society. As with any case of intimidation and violence against journalists, impunity for perpetrators who harass and threaten female members of the media on the Internet must be regarded as a direct attack on freedom of the media. In order for states to safeguard freedom of expression in the digital realm, online threats should be quickly and thoroughly investigated and the perpetrators prosecuted. It has become increasingly apparent that police need better training, tools and other resources to better understand and investigate threats and harassment taking place online.

While highlighting the importance of prosecution, the OSCE RFOM has

repeatedly warned against adopting new laws that restrict speech or that require public identification of online commentators. The right to anonymous speech must remain protected. An open and free Internet is desirable for promoting public debate with a broad participation from society, including the women that these attacks are attempting to silence. The OSCE Office of the RFOM is in the early stages of collecting information on the dimensions, gravity and impact of online threats against female journalists and will carry out a number of events in the coming months that focus on this important topic. The international community, with international organizations leading the way, has a responsibility to protect free speech for everyone and cannot allow digital abuse and threats to succeed in minimizing women's presence online. The cost to free speech and freedom of expression is simply too great.

Ulrike Schmidt

Media Freedom Project Officer of the Office of the OSCE Representative on Freedom of the Media, former Senior Monitoring Officer at the OSCE Mission to Skopje, former research and project associate for the European Centre for Minority Issues, M.A. in Conflict Resolution, M.A. in Languages and Literature, Diploma as Communications Manager.

British Actor and UN Women Goodwill Ambassador Emma Watson co-hosts a special event organized by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in support of their HeForShe campaign. The campaign intends to mobilize one billion men and boys as advocates of change in ending the persisting inequalities faced by women and girls globally.

Session 5

Closing Session

Helen Clark (left), Administrator of the UN Development Programme (UNDP), and Mbaranga Gasarabwe (right), UNDP Resident Coordinator for Mali, visit a small-scale mango farm in Mali run and owned by women. The UNDP head is on a tour of four African countries - Mali, Burkina Faso, Tanzania and South Africa - aimed at highlighting progress to date towards achieving the Millennium Development Goals.

Session Report

The fifth and last session was convened by the chairs of the four preceding sessions and was aimed at identifying and summarizing the key recommendations made during the symposium. In particular, the session took stock of what obstacles towards enhancing women's share in peace and security remain, and what concrete and strategic recommendation can be made to address them. Moreover, the session also provided room for additional comments by panellists and participants of the symposium and recommendations that were not directly linked to any of the sessions.

Session 1: Mainstreaming a Gender Perspective in Conflict Prevention and Crisis Management

Session 1 assessed ways to ensure and improve the mainstreaming of a gender perspective into conflict prevention and crisis management and how women's involvement in early warning mechanisms can increase their effectiveness. The importance of contextualized approaches to conflict prevention and crisis management was stressed, as was the inclusion of women and women's perspectives into all efforts towards ending the cycle of violent conflict, for example by using their potential to predict and prevent conflict in gender-sensitive early warning mechanisms.

With a view to enhance effective conflict prevention and crisis management, the

chair of the first session stressed that gender needs to be mainstreamed into all policies, programmes and actions related to international peace and security, and thus become central to every peace operation. Moreover, it was underscored that since every peace operation is unique, each requires contextualization, specific training of personnel and specific expertise, which sometimes only women can bring. In relation to this, the chair also commented on the need to create better structures to make women's whistleblowing more effective, and recommended to give special attention to logistical arrangements, such as facilitating women's access to travel funds and travel documents, with a view to increase their participation in activities related to conflict prevention and crisis management. As a final contribution, it was recommended that the women, peace and security agenda should be put in the context of human security, while placing an emphasis on the negative impact of today's over-militarization on women and girls. It was further noted that the involvement of women before the outbreak of a conflict could potentially lead to preventing more conflicts.

Session 2: Gender-Sensitive Conflict Assessment and Analysis

Session 2 stressed the importance of integrating a gender perspective into the assessment and analysis of conflict, highlighting the need for contextualized approaches rather than implementing general doctrines and templates. The importance of inclusive dialogue was stressed as a key factor for success for implementing a gender perspective in conflict assessment and analysis. Criticising that processes often focus solely on the official level, primarily considering institutionalized processes and high-level officials, panellists stressed that conflict assessment and analysis needs to include activities and actors on all levels – global, regional, local and most importantly grassroots.

For conflict analysis, the chair recommended to integrate a gender perspective across all elements of the analysis to ensure taking into account the views and experiences of different actors in order to gain a comprehensive picture. In this respect, gender-segregated data is crucial for applying a gender lens in conflict assessment and analysis. In terms of human resources, it was further recommended to support young women in taking up careers in international peace and security and to review and broaden the skill set required for employment with the United Nations, so as to value different kinds of experiences.

Session 3: Women Change Peace Talks

Session 3 discussed the experiences and the inherent challenges of the roles women do and do not play in peace talks. It was stressed that women have a unique contribution to make to peace talks, evidenced by a number of positive examples on the African continent, the Balkan region, and the Israel and Palestine context. Moreover, the session considered the problems that arise when women are not being represented at the negotiating table during and after a conflict, highlighting in particular that peace agreements are much more likely to fail when women and civil society are excluded. Consequently, it was stressed that any successful and sustainable peace process needs to be inclusive of women's views and concerns.

By summarizing the findings of the session, the chair stressed the need to rethink the international community's approach to peace processes, in particular by acknowledging women's insights as crucial in setting the agenda of peace processes, and by actively sharing and communicating narratives of women as peacemakers. Moreover, it was stressed that civil society's view needs to be included in peace processes. In addition, the development of a database of female experts qualified for participating in peace processes was recommended, as was the need to include women as recipients of funding in respective policies of national governments, the international community and donor agencies. Last but not least, the chair called for the EU to appoint more women as special representatives and envoys for conflict-affected countries, and on the Secretary-General to appoint a woman as the co-chair of the High-level Independent Panel on Peace Operations.

In addition, it was recommended to advocate for linking UNSCR 1325 to the post-2015 development agenda, as there is a clear need for stand-alone goals on the promotion of gender equality and empowerment of women and girls, as well as the promotion of peaceful and inclusive societies. In relation to this, it was stressed that a holistic peace and security approach that combines peacebuilding and development is required. As gender is closely linked to human security, freedom from fear and promotion of human dignity, the implementation of UNSCR 1325 is not just about women, it is about the common future of human beings.

Session 4: The Role of the Media in Implementing UNSCR 1325

Session 4 considered the role of traditional and new media in promoting women's participation prevention and resolution of conflict and in peace processes and, more broadly, their representation in media and its implications for security issues. The session discussed the diverse and often contradictory stereotypes of women

and men in the media that perpetuate certain gender dichotomies, which are at the root of many crises and conflicts. Moreover, it focused on best practices pursued by journalists, bloggers and reporters that contribute to promoting women's roles in conflict prevention, management and resolution, and ensuring sustainable peace.

With a view to enhancing media's role in promoting women's empowerment and gender equality, the chair recommended raising awareness in the media to avoid gender stereotypes that victimize women and neglect their positive and diverse roles in peace and security. In addition, it was recommended to provide training for journalists on UNSCR 1325 and to call on the media to integrate gender into their codes of conduct. Moreover, panellists stressed the importance of increased media monitoring to ensure that women are represented and gender-related issues are adequately covered. To this end, it was also recommended that female journalists should pro-actively reach out to female experts for interviews. Furthermore, media strategies should be included in national and regional action plans on the implementation of UNSCR 1325.

In addition to these recommendations, the positive role social media can play was emphasized as a tool to increase women's involvement in peace processes and to convey their messages. Without it, women may have difficulty in accessing dialogues historically composed of mostly men.

Furthermore, it was recommended that the UN form a pool of experts, which can provide assistance and expertise in developing NAPs on the implementation of UNSCR 1325, in developing indicators for the monitoring, reporting and evaluation of the implementation of NAPs, in planning gender-responsive budgeting, and in working with the media. This pool of experts should comprise members of civil society, governments and UN personnel and should easily be dispatched to countries requesting its assistance.

Recommendations Addressed to National Governments and International, Regional and Sub-regional Organizations

- For national Governments and international, regional and sub-regional organizations to prioritize the development of localization strategies for UNSCR 1325, to ensure that high-level political commitment is translated into meaningful implementation at the very local level.

- For national Governments and international, regional and sub-regional organizations to promote gender-responsive budgeting frameworks and policies in the broader peace, security, governance and development strategies they support, to define priorities for maximizing the utility of existing resources and to ensure the integration of UNSCR 1325 into national and local planning processes.

- For national Governments and international, regional and sub-regional organizations to promote participatory approaches to identify women, peace and security priorities, fund and implement those priorities and monitor progress at the local and national levels. Best practices in multi-stakeholder and partnership-based approaches to implementation, monitoring and accountability activities related to UNSCR 1325 should be documented and scaling-up options outlined.

- For national Governments and international, regional and sub-regional organizations to generate and to earmark funding for activities aimed at improving the security situation of women in conflict zones.

- For national Governments to support the proposals of the Open Working Group of the General Assembly on Sustainable Development Goals, in particular the proposed goals on gender equality and the empowerment of women and girls and on peaceful and inclusive societies, access to justice for all and effective and capable institutions, and to ensure coherence between the women, peace and security agenda and the post-2015 development framework.

- For the United Nations to form a pool of experts composed of experts from civil society, Governments and the United Nations to offer assistance to States in the development of national action plans and to ensure that United Nations resident coordinators will provide the poorest countries with the support needed for their preparation, including technical assistance

Recommendations Addressed to all Actors

- To identify, nominate and lobby for more female candidates to be appointed and selected for senior positions in the United Nations, in particular in the election of the next Secretary-General in 2016.

- To actively engage men and boys to support the women, peace and security agenda, including in the context of women, peace and security projects and programmes, and embrace the *"He for She"* campaign of UN Women.

- To establish a dedicated multi-stakeholder financing mechanism to support the women, peace and security agenda and accelerate the implementation of UNSCR 1325.

Annexes

List of Acronyms

AU	African Union
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DFS	Department of Field Support
DDR	Disarmament, Demobilisation and Reintegration
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
ECLO	European Commission Liaison Office
ESDP	European Security and Defence Policy
EU	European Union
EULEX	European Union Rule of Law Mission in Kosovo
EUSR	European Union Special Representative
GNWP	Global Network of Women Peacebuilders
ICTY	International Criminal Tribunal for the Former Yugoslavia
ISIL	Islamic state of Iraq and Levant
KFOR	Kosovo Force
KRG	Kurdistan Regional Government-Iraq
NAP	National Action Plan
NATO	North-Atlantic Treaty Organization
NGO	Non-governmental Organization
OSCE	Organization for Security and Co-operation in Europe
RFOM	Representative on Freedom of the Media
UN	United Nations
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council Resolution
MARA	Monitoring, Analysis and Reporting Arrangements
WPS	Women, Peace and Security

Security Council

Letter dated 24 February 2015 from the Permanent Representative of Austria to the United Nations addressed to the President of the Security Council

I have the honour to transmit herewith the policy paper prepared for the symposium entitled "Enhancing women's share in peace and security", held in Vienna on 3 and 4 November 2014 (see annex).

I would be grateful if you could have the present letter and its annex circulated as a document of the Security Council.

(Signed) Martin **Sajdik**
Permanent Representative

Please recycle ♻

Annex to the letter dated 24 February 2015 from the Permanent Representative of Austria to the United Nations addressed to the President of the Security Council

Enhancing women's share in peace and security: good practices, gaps and challenges in the implementation of the women and peace and security agenda — emerging trends and priorities in twenty first-century security (3-4 November 2014, Vienna)

Policy paper: women and peace and security agenda — progress and remaining challenges after 20 years of implementation

The year 2015 is important for the women and peace and security agenda. It also marks the twentieth anniversary of the Beijing Declaration and Platform for Action and the fifteenth anniversary of the adoption of Security Council resolution 1325 (2000), on women and peace and security. These documents recognized for the first time the disproportionate and unique impact of armed conflict on women and, in particular, the important role of women as active agents of change in the promotion and maintenance of peace and security.

Over the past two decades, essential progress has been made in implementing the Beijing Declaration and Platform for Action and resolution 1325 (2000) on various levels. Member States, the United Nations system, international, regional and subregional organizations and civil society groups have invested in the development of policies, action plans, guidelines, programmes and training with a view to ensuring women's active participation, the mainstreaming of a gender perspective in peacekeeping and the prevention and resolution of conflict.

In spite of these efforts, however, numerous challenges remain. Grave abuses and acts of violence against women, including sexual violence and rape, continue to be a common occur-

rence in conflict and post-conflict settings all around the world, and current cycles of violence in different parts of the world stand out for their disproportionate impact on women and girls. The call made in resolution 1325 (2000) for increased representation of women at all decision-making levels and the inclusion of women in the prevention, management and resolution of conflict has not become the norm, but remains marginal. In addition, media coverage of conflicts is still dominated by a stereotypical portrayal of women and men that creates an overall image of women as helpless victims of rape, sexual violence and displacement while neglecting to document and present the various ways that women act as combatants, supporters of conflict, mediators, peacebuilders, decision makers and agents of change.

Symposium entitled "Enhancing women's share in peace and security"

Against this background, and as a contribution to the campaign of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to mark the twentieth anniversary of the Beijing Declaration and Platform for Action and the global study on the implementation of resolution 1325 (2000), Austria hosted a symposium entitled "Enhancing women's share in peace and security" in Vienna on 3 and 4 November 2014. The symposium brought together international experts from politics, government, military, academia, the media and civil society to discuss major achievements, remaining challenges and emerging priorities in the implementation of the women and peace and security agenda in the twenty-first century and provide recommendations for the way forward.

Following a high-level public opening, experts engaged in closed interactive discussions on progress, challenges and necessary future action focusing on the following four areas: (a) mainstreaming a gender perspective into conflict prevention and crisis management; (b) gender-sensitive conflict assessment and analysis;

(c) women as active agents of change in peace talks; and (d) the role of the media in implementing resolution 1325 (2000). During the closing session, key findings and recommendations on how to achieve better results in the above-mentioned areas were presented. The recommendations aimed to ensure that women's potential to make crucial contributions to the resolution, management and prevention of conflict would become more visible, recognized and effectively used.

Recommendations for the way forward

Participants in the symposium stressed that the women and peace and security agenda represented a strategic and holistic approach to foreign and security policy that recognized that it was indispensable to involve both men and women, on an equal footing, in matters of peace and security in order to make conflict-resolution efforts more effective and increase the chances for achieving sustainable peace. Humanity as a whole, not only women, would benefit from women's increased involvement and participation.

Participants also called for a comprehensive understanding of the gender dimensions of armed conflict, as well as of peace processes, and for the integration of gender issues into all aspects of foreign and security policy. They stressed that gender inclusivity was fundamental to deconfliction and post-conflict State-building. They also highlighted the importance of differentiating between "gender" and "women" and of engaging more men and boys as champions of gender equality.

Participants acknowledged the lead that Africa had taken in the implementation of resolution 1325 (2000) and welcomed the appointment by the Chairperson of the African Union Commission of a Special Envoy for Women, Peace and Security.

With a view to ensuring that women's needs and rights are recognized, their voices heard and their contributions to the estab-

lishment of long-lasting peace and security more effective, participants in the conference made the following recommendations:

Recommendations addressed to national Governments and international, regional and subregional organizations

- National Governments that have not yet done so should develop national action plans on the implementation of resolution 1325 (2000) by 2017 as a collaborative effort with civil society, including women's rights movements and organizations.

- National Governments should introduce and implement quotas for women's participation in relevant positions in foreign and security policy.

- National Governments should include, in national action plans on resolution 1325 (2000), strategies for working with and reaching out to the media and contribute to raising the awareness of journalists so as to improve reporting on the resolution and its core topics of prevention, protection and participation, as well as on the overall women and peace and security agenda.

- National Governments should incorporate women and peace and security issues in their periodic reports to relevant human rights treaty bodies, in particular to the Committee on the Elimination of Discrimination against Women, in view of the Committee's general recommendation No. 30, and should implement the Committee's recommendations in this regard.

- National Governments should support the proposals of the Open Working Group of the General Assembly on Sustainable Development Goals, in particular the proposed goals on gender equality and the empowerment of women and girls and on peaceful and inclusive societies, access to justice for all and effective and capable institutions, and should ensure coherence between the women and peace and security agenda and the post-2015 development framework.

- National Governments and international, regional and sub-regional organizations should prioritize the development of localization strategies for resolution 1325 (2000), to ensure that high-level political commitment is translated into meaningful implementation at the very local level.

- National Governments and international, regional and subregional organizations should work together with civil society to develop regional action plans on resolution 1325 (2000), in particular where it is necessary to address current conflict or post-conflict situations.

- National Governments and international, regional and subregional organizations should facilitate women's participation in peace talks, including by providing access to flexible funding mechanisms, in particular concerning logistical aspects such as access to visas and travel funds and by providing follow-up support to safeguard women's security.

- National Governments and international, regional and sub-regional organizations should boost women's capacities to participate in and contribute to formal and informal peace talks and dialogue processes by investing in developing the skills of women leaders, including women from marginalized populations, for example through the establishment of rapid, intensive training units.

- National Governments and international, regional and sub-regional organizations should promote gender-responsive budgeting frameworks and policies in the broader peace, security, governance and development strategies they support, to define priorities for maximizing the utility of existing resources and to ensure the integration of resolution 1325 (2000) into national and local planning processes.

- National Governments and international, regional and subregional organizations should promote participatory approaches

to identify women and peace and security priorities, fund and implement those priorities and monitor progress at the local and national levels. Best practices in multi-stakeholder and partnership-based approaches to implementation, monitoring and accountability activities related to resolution 1325 (2000) should be documented and scaling-up options outlined.

- National Governments and international, regional and sub-regional organizations should hold perpetrators of grave violations against women accountable, with no impunity whatsoever, and make clear that under no circumstances are the human rights of women negotiable.

- National Governments and international, regional and subre-gional organizations should develop a comprehensive under-standing of the gender dimensions of armed conflicts and peace processes through context-specific gender and power analyses (social mapping) to be integrated into all conflict management, peacebuilding and programming efforts from the start-up phase.

- National Governments and international, regional and subre-gional organizations should use and report on gender-sensitive early warning indicators for conflict prevention developed by the United Nations, the Organization for Security and Coope-ration in Europe and civil society organizations, and should increasingly incorporate women in early warning and crisis management mechanisms supported by the latest information and communications technologies.

- National Governments and international, regional and subre-gional organizations should generate and earmark funding for activities aimed at improving the security situation of women in conflict zones.

- The United Nations should appoint a high-level personality as goodwill ambassador for women and peace and security issues.

- The United Nations should ensure that senior management throughout the United Nations system has been alerted to, is knowledgeable about and is aware of the importance of the effective implementation of resolution 1325 (2000).

- The United Nations should form a pool of experts composed of experts from civil society, Governments and the United Nations to offer assistance to States in the development of national action plans and should ensure that United Nations resident coordinators will provide the poorest countries with the support needed for their preparation, including technical assistance.

- The United Nations Development Programme should publish, in 2015, an update to the Arab Human Development Report 2005 that focuses on women.

- The United Nations, international, regional and subregional organizations, including the European Union, should appoint more women as special representatives and envoys for conflict-affected countries.

- The United Nations, international, regional and subregional organizations should ensure that the terms of reference and mandates of all mediators and peacebuilding actors are gender sensitive and incorporate a gender perspective, thus ensuring that there is, from their part, accountability for the implementation of the women and peace and security agenda.

- The European Union and other regional and subregional organizations that have not yet done so should appoint a special envoy on women and peace and security, following the good practice of the African Union.

- International, regional and subregional organizations should coordinate and national Governments should participate in periodic formal peer reviews at the regional level to monitor Member States' progress and performance in the implementa-

tion of resolution 1325 (2000). This could be modelled on the peer review mechanism on development cooperation of the Development Assistance Committee of the Organization for Economic Cooperation and Development.

Recommendations addressed to civil society and the media

- Civil society should undertake a global review on the implementation of resolution 1325 (2000) complementing the global study on the implementation of that resolution requested by the Secretary-General.

- The media should raise the awareness of and alert journalists and media workers to gender issues in order to further gender-sensitive reporting.

- The media should avoid stereotyping the roles of women and men, provide coverage of the diverse roles played by women in conflict and in building, securing and maintaining peace and report in depth on the impact of gender issues, including women's and men's representation, on the success of conflict-resolution and peace talks.

- The media and civil society should increase efforts to monitor the media in order to ensure that women, as well as gender-related issues, including sexual atrocities against women and men, girls and boys, are adequately represented and addressed in the media.

- Civil society should intensify its advocacy at the national, regional and international levels for accountability and the effective implementation of resolution 1325 (2000).

Recommendations addressed to all actors

- All actors should identify, nominate and lobby for more female candidates to be appointed and selected for senior positions in the United Nations, in particular in the election of the next Secretary-General, in 2016.

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- All actors should actively engage men and boys to support the women and peace and security agenda, including in the context of women and peace and security projects and programmes, and embrace the "He for she" campaign of UN-Women.

- All actors should engage religious leaders on the issue of the human rights of women and the women and peace and security agenda.

- All actors should identify resilience actors and peace activists in all stages of the conflict cycle and develop alternatives for non-violent conflict resolution.

- All actors should integrate the media in policies, campaigns and communications strategies on resolution 1325 (2000).

- All actors should customize information on resolution 1325 (2000) to local and regional contexts so that men and women can engage locally in successes and gaps in implementation.

- All actors should make the content of resolution 1325 (2000) available in local languages and use wording that non-experts can understand, and should conduct public outreach and educational activities, in particular through interactive programmes, by using modern communications technologies and forms of media, including film and social media, as well as by engaging the young.

- All actors should establish a dedicated multi-stakeholder financing mechanism to support the women and peace and security agenda and accelerate the implementation of resolution 1325 (2000).

About the Authors

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Ursula Hann is the Head of the Section UN & International Cooperation of the Federal Ministry of Defence and Sports of the Republic of Austria (MoD). Her expertise covers the spectrum of UN peace and security activities, with a focus on the protection of civilians in armed conflict (UN certified trainer) and UNSCR 1325. Based upon her previous experience as a legal consultant for the MoD in the Sub-Division of International Law, she is also an expert for public international law, in particular international humanitarian law, international operational law and human rights law. Ursula Hann graduated from the Faculty of Law of the University of Vienna in 2005 and holds a Master's Degree in Law with a specialization in Public International Law.

Astrid Holzinger – editor and project coordinator, author of the introduction, the thematic overview and the executive summary, as well as the session recommendations.

Astrid Holzinger works as a project officer in the Section UN & International Cooperation of the Federal Ministry of Defence and Sports of the Republic of Austria (MoD) and has previously gained professional experience with UN entities in the United States and Africa, including the UN Office for Disarmament Affairs (UNODA) in NY and the UN Regional Centre for Peace and Disarmament in Africa (UNREC), in Lomé. Her areas of expertise include UNSCR 1325 and the women, peace and security agenda, the protection of civilians in armed conflict (UN certified trainer), as well as disarmament, non-proliferation and arms control. Astrid Holzinger graduated with distinction from the University of Bristol in the UK, where she obtained a Master's degree in International Relations and completed her Bachelor's degree in Media and Communications studies at the University of Vienna.

Nergiz Janan Abi – co-author of the background paper for session 4 and co-author of the report for session 4.

Nergiz Janan Abi is Kurdish Canadian. She graduated from Simon Fraser University in Burnaby, British Columbia, where she obtained a bachelor's degree in Criminology and a bachelor's degree in Psychology. Upon completing her studies, Ms. Abi moved to the Kurdistan Region of Iraq to learn more about Kurdistan and to contribute to the development process. While there, she worked with the Kurdistan Regional Government-Iraq (KRG) Department of Foreign Relations for six months before transferring to its KRG Representation in Austria. She is currently assigned as a public relations officer. In 2015, Ms. Abi obtained a master's degree in Advanced International Studies at the Diplomatic Academy of Vienna in Austria. In addition to her work at the KRG Representation, Ms. Abi is an advocate of refugee rights working to highlight the plight of the refugee crisis in the Kurdistan Region and Iraq. Her academic interests include Kurdish studies, human rights, history, criminal justice, law, and developmental psychology.

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Jenae Armstrong holds a Master's Degree in advanced international studies from the Vienna School of International Studies-Diplomatic Academy of Vienna. Jenae graduated cum laude from Mount Holyoke College, having double-majored in international relations and Spanish. During her undergraduate studies, she spent a year abroad in Santiago, Chile, where she studied literature and political science at the University of Chile and worked at Amnesty International-Chile. At the Diplomatic Academy, Ms. Armstrong was the co-founder of the Students Advocating Gender Equality (SAGE) society, and the founder of the Diplomatic Academy Band. Jenae speaks English, German, and Spanish. In her free time she enjoys hiking and playing jazz saxophone. Currently residing in Vienna.

Tanmay Misra – author of the background paper for session 1 and author of the report for session 5.

Tanmay Misra works at the United Nations Industrial Development Organization in Vienna. He completed his graduate studies at The Fletcher

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Virginia Ottolina – author of the background paper for session 3 and author of the report for session 1.

Virginia Ottolina graduated from the Diplomatic Academy of Vienna, where she obtained a Master's Degree in Advanced International Studies. She received her Bachelor's degree in law at the Università degli Studi di Milano. During her undergraduate studies, she worked as an intern for the law firm Clifford Chance LLP and for the Italian Ministry of Interior's Territorial Commission for the Recognition of international protection. Additionally, she participated in the Willem C. Vis Moot competition as a team member, coach and arbitrator. At the Diplomatic Academy, Ms. Ottolina was the first female President of the Diplomatic Academy Student Initiative. Following her passion for human rights, she will intern at the Fundamental Rights Agency in Vienna.

Jelena Vićić – author of the background paper for session 2 and author of the report for session 3.

Jelena Vićić is a graduate of the Diplomatic Academy of Vienna, completing the Master of Advanced International Studies program in June this year. She received her BA from the American University in Bulgaria, double-majoring in international relations and journalism. During her undergraduate studies, she also participated in international student exchange program at the New Mexico State University in Las Cruces, NM. At the Diplomatic Academy, Ms. Vićić was the co-founder of the Students Advocating Gender Equality (SAGE) society, and is former Editor-in-Chief of Polemics – The Magazine of the Diplomatic Academy.

Endnotes:

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