PHOTO: UNIFEM/BASIR SEERAT

Overview

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

Inés Alberdi

Foreword

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

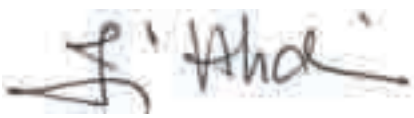
The United Nations Development Fund for Women (UNIFEM part of UN Women) has long been a partner to women in conflict-affected areas: bringing women together across geographic or political lines to agree on common positions in peace negotiations or post-conflict elections; supporting their engagement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

The collection includes papers on gender issues in early warning, peace processes, peacekeeping, post-conflict planning and financing, and transitional justice. Together, the papers in this collection describe a range of ongoing efforts to strengthen the UN's capacities to promote peace and prevent violence. UNIFEM's task has been to ensure that women's participation and responses to their needs are major elements of these processes. As such, UNIFEM has engaged with the Department of Political Affairs (DPA) in a joint strategy to ensure that gender issues are addressed in peace processes and to increase numbers of women in mediation. UNIFEM is also collaborating with the UN Department of Peacekeeping Operations (DPKO) to collect good practice examples of peacekeepers' innovative tactics to protect women and girls and convert these into pre-deployment training materials.

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

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

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



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

Introduction

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

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

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

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

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

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

This collection is produced at a critical transition moment for the women, peace and security agenda and indeed for UNIFEM. Resolution 1325 (2000) is ten years old and is facing its second decade with a more robust set of tools—in the shape of the three additional resolutions as well as the indicators on resolution 1325 (2000)—for improved implementation. The effort to advance implementation joins a series of other UN reforms and reviews, such as efforts to strengthen peacebuilding and the protection of civilians. One of these reforms is the creation by the General Assembly of the UN Entity for Gender Equality and the Empowerment of Women (UN Women), of which UNIFEM forms a part. The creation of UN Women shows that Member States and the UN system are committed to a considerable strengthening of gender mainstreaming, with UN Women assigned the lead in ensuring coherence and coordination, as well as supporting monitoring and accountability. This is perhaps nowhere more important than in the peace and security field. The creation of the comprehensive set of indicators on women, peace and security in a consultative process this year in which UNIFEM provided the technical lead has been itself an indicator of a breakthrough in attention to these issues. It provides a concrete pragmatic foundation for efforts to accelerate implementation of the women, peace and security agenda. This collection of UNIFEM publications will likewise provide resources for practitioners and advocates alike in accelerating implementation of the women, peace and security agenda. The work of UNIFEM's Governance, Peace and Security team would not have been possible without support from the following donors, to whom we take this opportunity to express thanks: Austria, Canada, France, Germany, Ireland, Liechtenstein, Norway, South Korea, Spain, Sweden, Switzerland, the United Kingdom, and the United States of America.

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

Overview of Contents

Women, peace and security

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

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

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

Of the implementation and accountability tools called for by resolution 1889 (2009) the most pragmatic is the comprehensive set of indicators on women, peace and security to track implementation at a results level. They are intended to enable security institutions—whether UN, regional institutions or relevant authorities within Member States—to determine whether efforts to engage women in peacebuilding and address their protection and recovery needs are producing desired results. The adoption of measurable indicators represents an important commitment by the UN and the international security system to evaluating implementation of resolution 1325 (2000) in quantitative, not just qualitative terms: they will provide the first comprehensive data set on the number of women taking part in peace talks, the gender content of peace agreements, and the extent to which post-conflict reparations, demobilization programmes and economic recovery efforts benefit women. The full list of indicators is provided in the annex to this overview document as a quick reference.

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

diation teams by providing a gender adviser. In all cases, UNIFEM supports women to formulate their goals clearly and in relation to ongoing peace and security processes. The briefing note 'Identifying women's peace and security priorities: Building voice and influence,' included in this collection, outlines a practical method for enabling women's peace groups to engage in situation analysis and formulate realistic goals no matter what the security context. The method described here was put to use as part of UNIFEM's approach to the tenth anniversary of resolution 1325 (2000) when, in June and July 2010, UNIFEM worked with the Department of Peace Keeping Operations (DPKO), the Department of Political Affairs (DPA) and the United Nations Development Programme (UNDP) to organize 25 'Open Days on Women and Peace' in conflict-affected countries around the world. These events, which brought together women peace activists and senior UN leaders, enabled women to bring their priorities and concerns directly to UN decision makers.

Conflict prevention

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

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

An essential component of the women, peace and security agenda is the prevention of conflict in the first place. Women's perspectives on tensions in social relations, their awareness of threats to personal, family and community security, their knowledge of the flow of small arms and light weapons through communities and their interpretation of extremism in local discourses all add up to a complex and important system of early warning and intelligence about impending conflict, yet are rarely understood or heeded by security advisors. The analysis offered in the 'UNIFEM Briefing Paper on Gender and Conflict Analysis' provides ideas for ways to bring gender issues into conflict early warning systems.

Women's approaches to defusing conflicts, mediating disputes and building trust—from the community to the national level—have likewise been neglected in approaches to building peace. A major concern for women around the world is to prevent violence against women, and many women-led community peacebuilding efforts focus on addressing this feature of conflict. Prevention of sexual and gender-based violence is of course also a precondition to women's effective engagement in conflict prevention and all aspects of peace processes and peacebuilding. The paper 'Women Building Peace and Preventing Sexual Violence in Conflict-Affected Contexts: A Review of Community-Based Approaches' considers examples from around the world of innovative approaches to peacebuilding that inspired UNIFEM programming on these issues in Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste and Uganda.

Peace processes

“Women’s rights should not be negotiable in the peace process.”

Women of Afghanistan at Open Day on Women, Peace and Security, 12 June 2010, Kabul, Afghanistan

Women’s striking absence has become a standard feature of peace talks. Since 1992, fewer than 10 per cent of peace negotiators have been women, and there has been little improvement in this figure since the passage of resolution 1325 (2000). This situation cries out for determined and concrete action to require mediators and members of negotiating teams to include women. If they will not, mechanisms are needed to ensure consultation between parties to peace talks and women’s peace groups and to grant observer status to representatives of women in civil society from the very start of peace processes and not, as often happens, only at the very end.

‘Women’s Participation in Peace Negotiations: Connections between Presence and Influence’ reviews the data on the number of women participating in peace talks. It provides a structured overview of the means by which women have been able to engage in these processes and the conditions under which they have been best positioned to influence the outcome. Awareness of these conditions will help inform interventions to build women’s access to and voice in UN-mediated peace processes. UNIFEM and DPA have committed to a joint gender and mediation strategy precisely in order to build on good practice examples identified here.

One consequence of women’s exclusion from peace talks is the silence of many peace deals on issues of enormous consequence to women. These issues include women’s determination to participate in politics, in the institutions implementing the peace agreement; women’s assertion of their rights to land, property and other sources of economic security; women’s interest in shaping decisions about natural resource sharing and environmental protection; and women’s concerns about equal citizenship rights, rights of return and rights to reclaim property. One issue of direct concern to women is conflict-related sexual violence. In a sample of 45 conflict situations since 1989 reviewed by UNIFEM, only 10 had peace agreements or ceasefires mentioning sexual or gender-based violence. Failure to address sexual violence, to make provisions for survivors and to ensure priority attention in judicial responses can result in a culture of impunity for abuses of women’s rights even after the conflict has ended. This can undermine the peacebuilding effort in general by making a mockery of the rule of law, while profoundly limiting women’s mobility, economic security and political participation. UNIFEM, with partners DPA, DPKO, UNDP, the Office for the Coordination of Humanitarian Affairs (OCHA) and the Centre for Humanitarian Dialogue, assembled high-level peace mediators in June 2009 to discuss this very issue. The result is the report ‘Conflict-related Sexual Violence and Peace Negotiations: Implementing Security Council resolution 1820,’ included here.

Peacebuilding

"Even if the benefits of engaging women in peacebuilding are known, in practice this lags behind all over the world."

Karen Landgren, Representative of the Secretary-General, United Nations Mission in Nepal
Open Day on Women, Peace and Security, Kabul, 12 June 2010

Security Council resolution 1889 (2009) called on the Secretary-General to produce a report on women's participation in peacebuilding, in recognition of the fact that neglect of women's concerns during peace processes can establish a pattern of marginalization that lasts into the post-conflict period. Peacebuilding has become a more structured practice in the UN, thanks to the work of the Peacebuilding Commission and its secretariat, the Peacebuilding Support Office (PBSO), which supports planning for national peacebuilding, and offers targeted support for catalytic peacebuilding investments through the UN's Peacebuilding Fund. In 2010 the PBSO produced the report on women and peacebuilding requested by Security Council resolution 1889 (2009). The report lays out a seven-point action plan with pragmatic and specific changes in approaches to mediation, post-conflict elections, post-conflict planning, financing for recovery, deployment of civilians providing technical support, justice and security sector reform, and economic recovery. These actions are expected to have a catalytic effect in loosening some of the obstacles to women's engagement in peacebuilding.

UNIFEM was one of many UN entities to partner with the PBSO in the production of the above report. In particular, UNIFEM contributed background material on post-conflict planning and financing frameworks, which constitute an essential element of peacebuilding.

UNIFEM's analysis of a range of planning frameworks and funding mechanisms—United Nations Development Assistance frameworks (UNDAFs), Post-Conflict Needs Assessments (PCNAs), Poverty Reduction Strategy Papers (PRSPs), and Multi-Donor Trust Funds (MDTFs) and Joint Programmes (JPs)in twelve countries—shows that there has been considerable unevenness in the analysis of and planning for women's needs in post-conflict situations. Certain thematic areas show a striking lack of gender analysis and budget provision for women's needs, notably in economic recovery and infrastructure, and security and rule of law.

This neglect potentially undermines the speed of recovery and the extent to which peace dividends are available to all. It has been argued that specific allocations for women and girls' needs or empowerment are not required in these sectors as it is assumed that all investment in economic recovery and infrastructure—as well as other thematic areas such as social services, governance and rule of law—will benefit women and men equally. In practice this is not the case. Schools built without facilities designed for girls' use (e.g., toilets, transportation arrangements) will not be attractive to girls' parents. Roads and ports are needed for commerce, but they may not help women increase their rate of post-conflict market

engagement if they do not connect the smaller rural markets that women frequent. Employment creation programmes tend to target young men to absorb them away from conflict-related activity, but women need these jobs too to address the urgent survival crises faced, in particular, by female-headed households, whose numbers usually swell after conflict. In public administration reform, one of the most powerful post-conflict capacity-building investments would be to prioritize recruitment of women for front-line essential service delivery. Women police officers, teachers, health workers and other service providers, if present in sufficient numbers (at least 30 per cent of the service) have been shown around the world to be more responsive than male counterparts to women and girls' needs. Reaching the MDGs requires improving delivery of services to women and girls; employing women service providers is one direct way to achieve this.

To address women and girls' needs, each post-conflict sectoral investment field requires specific analysis to identify the different recovery needs of women and men, girls and boys, with interventions specifically tailored and budgeted to ensure adequate response to those needs by all relevant actors. However, UNIFEM's analysis of the budget proposals in planning and financing frameworks found particularly low gender-specific allocations. Multi-Donor Trust Funds on average allocated 5.7 per cent of budgets to spending designed specifically to benefit women.[1] This feature of post-conflict budgets is presaged in planning instruments that make insufficient provision for women's needs, with under three per cent of PCNA or PRSP indicative budgets dedicated to women and girls' specific needs.These findings are detailed in the paper 'Planning and Financing for Gender-Responsive Peacebuilding' included here.

Peacekeeping

"We know from grim experience how sexual violence in conflict wreaks devastation on individuals, families, communities and entire societies . . . Widespread and systematic sexual violence further heightens insecurity. There are consequences for recovery and reconciliation. When alleged perpetrators are not prosecuted and brought to justice, the rule of law is undermined and impunity reigns."

Message from UN Secretary-General Ban Ki-Moon to the Wilton Park Conference, 27 May 2008.

In paragraphs 5 and 7 of resolution 1325 (2000), UNIFEM and other UN entities are charged with supporting gender-sensitive peacekeeping through training and other means. UNIFEM has partnered with DPKO to analyze efforts by UN peacekeepers to adapt tactical responses to the serious security threats faced by women, particularly in contexts in which sexual violence has been used on a widespread and systematic scale. In 2008 UNIFEM sponsored a desk review to identify good peacekeeping practice in the protection of women from sexual violence, covering a range of international and regional security institutions. The findings were appraised and verified by Force Commanders and Security Council Ambassadors at a conference in May 2008 at Wilton Park, Sussex, and the conference report is included in this collection. The best practices review itself has been developed into an inventory of protection and prevention mechanisms: 'Addressing Conflict-Related Sexual Violence—An Analytical Inventory of Peacekeeping Practice,' also included herein. UNIFEM and DPKO are now converting some of these cases into scenario-based pre-deployment training modules for peacekeeping troops.

This work forms part of a wider examination by the UN of the challenges to peacekeeping of broadening mandates—and expectations—on

the protection of civilians. It reveals that protection of women and girl civilians requires that conventional peacekeeping practice be modified. Patrols, for instance, need to take place in unconventional places and at unaccustomed times of day—between the village and water points, in pre-dawn hours—if they are to prevent sexual violence. Intelligence systems must likewise be modified to ensure that threats against women civilians are detected and predicted, which requires engaging women civilians more effectively in local information-generation systems for military intelligence. For such changes to be institutionalized, it will be necessary to revise concepts of operations, standard operating procedures and rules of engagement in order to build women's protection centrally into peacekeeping practice.

Disarmament, demobilization and reintegration, and security sector reform

"In order to be successful, DDR initiatives must be based on a concrete understanding of who combatants are—women, men, girls, boys. Recent analyses of DDR processes from a gender perspective have highlighted that women combatants are often invisible and their needs are overlooked."

United Nations, *Women, Peace and Security: Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000), 2002.*

Disarmament, demobilization and reintegration (DDR) programmes have tended to ignore the fact that there are women and girls associated with fighting forces—as combatants, as field operations supporters, or as sex slaves and forced 'bush wives.' These women and girls often face destitution and social stigma, and are denied the financial and training packages offered to demobilized soldiers. Failure to identify women ex-combatants who could be integrated to national armed forces also can mean a loss of a potentially powerful resource for implementing resolution 1325 (2000): women police officers and soldiers with the capacity to challenge dominant patriarchal approaches to maintaining national and community security.

UNIFEM has partnered with a number of agencies involved in inter-agency support to DDR systems to develop standard practice on engaging women and girls in DDR processes: UNIFEM's 2004 publication 'Getting it Right, Doing it Right' was one of the first UN publications on this issue. Since 2004, as a core member of the Inter-Agency Working Group (IAWG) and the sub-working group on DDR, gender and HIV, UNIFEM has also supported the development of the UN Integrated DDR Standards (IDDRS)[2] and spearheaded an IDDRS module on women and gender. Five years after the first edition of the IDDRS was launched, a documentary video on gender and DDR, included in this collection ('When peace arrives: a gender perspective on DDR and post-conflict recovery'), helps to illustrate what this work has meant on the ground.[3]

Post-conflict security sector reform (SSR) that addresses the security threats women face requires substantial investment to change administrative systems, personnel management, infrastructure development, training and community relations. The briefing paper UNIFEM co-produced with UNDP, 'Gender-Sensitive Police Reform in Post-Conflict Societies,' explains how to approach the

recruitment of women to the police and investment in retaining them; training police in protection of women; investment in facilities for women to report crimes and obtain medical examinations in confidence; and community outreach to build women's trust in the police and encourage higher levels of reporting gender-based crimes. Oversight systems also need to include women, from parliamentary defense committees to community audits of police practice. The analytical paper, 'Case Studies of Gender-Sensitive Police Reform in Rwanda and Timor-Leste,' explains how this theory of reform has been put into practice in UNIFEM's programming. "Positions of power: Women and Security in post-conflict Liberia", a video documentary of Liberia's approach to security sector reform shows how important the recruitment of women to the police has been to building the institution's gender-responsiveness in a context where sexual violence is the top-reported crime.[4]

Justice and human rights

"From DRC to Haiti, from Bosnia to Liberia, rape has been slowest to register on the security radar, and lowest on the hierarchy of war-time horrors. It has been called 'history's greatest silence' and the 'world's least condemned war crime.'"

Margot Wallström, Special Representative of the Secretary-General on Sexual Violence in Conflict
Commission on the Status of Women, March 2010

In times of war and societal breakdown, crimes against women reach new levels of brutality and frequency. Ensuring gender justice is an essential element of sustainable peacebuilding. Transitions to peace provide an opportunity to put in place a gender-responsive framework for a country's reconstruction. Non-judicial methods, such as truth and reconciliation commissions and traditional mechanisms, can play an important role in establishing the historical record and increasing accountability for crimes against women during war, without which it is extremely difficult to overcome the destabilizing cycles of violence and retribution.

The documents in this section of the collection focus on ways to bring gender-responsiveness into transitional justice mechanisms. The briefing paper, 'A Window of Opportunity? Making Transitional Justice Work for Women,' outlines general principles for ensuring that such mechanisms further the justice needs of women, including their rights to truth, prosecutorial justice and comprehensive reparations, while protecting their dignity and safety. The briefing paper is complemented by country case studies that analyze women's engagement with transitional justice mechanisms: 'Gender and Transitional Justice Programming: A Review of Experiences from Peru, Sierra Leone and Rwanda.'

Conclusion: Standard operating procedures and accountability for resolution 1325 (2000)

"It is time for us all to count the numbers of women at the peace table, the numbers of women raped in war, the numbers of internally displaced women who never recover their property, the numbers of women human rights defenders killed for speaking out. All of this counts, and we are counting."

Inés Alberdi, Executive Director UNIFEM, Statement to the Security Council, October 2009

UNIFEM hopes that the material in this collection will support efforts everywhere to advance all aspects of the women, peace and security agenda. Peacebuilding today should set in place institutions for inclusive public decision-making, human well-being, human security, justice and economic growth. The failure to engage women in these processes can undermine prospects of an enduring peace; it certainly undermines women's ability to recover from conflict and rebuild their communities. Over the last decade, women have insisted with growing conviction that they have much to offer, and much to gain, from engaging in conflict prevention and peacebuilding. But women's persistent marginalization from these processes shows that more is needed to implement the women, peace and security resolutions than expressions of intent.

What is needed is convinced leadership and, at the level of policy implementation, consistent application of non-negotiable principles and procedures on women's participation and on the prevention of violence against them. In other words, standard operating procedures are required to overcome the continued resistance of mediators and negotiators to include women in peace talks, the resistance of post-conflict planners to analyze women's needs and allocate sufficient resources to address them, the resistance of political parties to front women candidates, the resistance of security services to prevent violence against women, and the resistance of rule of law actors to apply agreed international law to the investigation and prosecution of crimes against women. Addressing women's needs and engaging women in decision-making has to be mandatory. The materials in this collection indicate some of the basic steps that could become standard practice across the fields of conflict prevention, peace negotiations, post-conflict needs assessments, elections, SSR and DDR, and justice.

No women, peace and security programme can work without a monitoring and accountability system. In this regard, the tenth anniversary of resolution 1325 (2000) is an opportunity for the international system to demonstrate commitment to changed practice. The Security Council requested, in resolution 1889 (2009), a review of how it monitors performance on women, peace and security and how it takes action when failings are reported, with a view to building its own accountability. The women of the world are counting on the Council and will continue, through their peace activism everywhere in the world, to demonstrate that women count for peace.

Comprehensive set of indicators to track implementation of Security Council resolution 1325 (2000) on women, peace and security

PILLAR 1. PREVENTION
Prevention of all forms of violence against women, particularly sexual and gender-based violence

Impact Indicators:

[1a] Prevalence of sexual violence [QN/s]

[1b] Patterns of sexual violence in conflict and post-conflict situations [QL/r]

Outcome 1.1.
Operational gender-responsive systems in place to monitor, report and respond on violations of women's and girls' rights during conflict, ceasefires, peace negotiations and after conflict

Outcome Indicators:

[2] Extent to which UN Peacekeeping and Special Political Missions include information on violations of women and girls' human rights in their periodic reporting to the Security Council [QL/c]

[3a] Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies [QL/r]

[3b] Number and percentage share of women in governance bodies of National Human Right Bodies (NHRB) [QN/r]

Outcome 1.2.
International, national and non-State security actors are responsive to and held to account for any violations of the rights of women and girls, in line with international standards

[4] Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases [QN/r]

[5a] Extent to which measures to protect women's and girls' human rights are included in Peacekeeper Heads of Military Components and Heads of Police Components Directives [QL/c]

[5b] Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks [QL/c]

Outcome 1.3.
Provisions addressing the specific needs and issues of women and girls are included in early warning systems and conflict prevention mechanisms and their implementation is monitored

Outcome Indicators:

[6] Number and type of actions taken by the Security Council related to Security Council resolution 1325(2000) [QL/c]

[7] Number and percentage share of women in Executive positions of relevant regional and sub-regional organizations involved in preventing conflict [QN/r]

Note:
The type of data collection method is identified by the letters following the "QN" (quantitative) or "QL" (qualitative) denotation:
- "/c" refers to content analysis methods that will require systematic analysis of extracted language,
- "/r" refers to reports to be assembled that will require a standard agreed format,
- "/i" refers to information systems that need to be in place for reporting (i.e., financial tracking, human resources, police information systems), and
- "/s" refers to surveys that will require methodological development and planning.

PILLAR 2. PARTICIPATION
Inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts

Impact Indicator:

[8] Percentage of peace agreements with specific provisions to improve the security and status of women and girls [QL/c]

Outcome 2.1.
Increased representation and meaningful participation of women in UN and other international missions related to peace and security

Outcome Indicators:

[9] Women's share of senior UN positions in field missions [QN/r]

[10] Percentage of field missions with senior gender experts [QN/r]

Outcome 2.2.
Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes

Outcome Indicators:

[11a] Representation of women among mediators, negotiators and technical experts in formal peace negotiations [QN/r]

[11b] Women's participation in official observer status, at the beginning and the end of formal peace negotiations [QL/r]

Outcome 2.3.
Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision makers

Outcome Indicators:

[12a] Women's political participation in parliaments and ministerial positions [QN/r]

[12b] Women's political participation as voters and candidates [QN/r]

Outcome 2.4.
Increased participation of women and women's organizations in activities to prevent, manage, resolve and respond to conflict and violations of women's and girls' human rights

Outcome Indicator:

[13] Extent to which Security Council missions address specific issues affecting women and girls in the Terms of Reference and Mission Reports [QL/c]

PILLAR 3. PROTECTION

Safety, physical and mental health of women and girls and their economic security are assured and their human rights respected

Impact Indicator:

[14] Index of women's and girls' physical security [QN/s]

Outcome 3.1.

Political, economic, social and cultural rights of women and girls are protected and enforced by national laws in line with international standards

Outcome Indicator:

[15] Extent to which national laws to protect women's and girls' human rights are in line with international standards [QL/c]

Outcome 3.2.

Operational mechanisms and structures in place for strengthening physical security and safety for women and girls

Outcome Indicators:

[16] Level of women's participation in the justice, security and foreign service sectors [QN/r]

[17] Existence of national mechanisms for control of illicit Small Arms and Light Weapons [QL/r]

Outcome 3.3.

Women and girls at risk have access to livelihood support services

Outcome Indicator:

[18] Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls [QN/r]

Outcome 3.4.

Increased access to justice for women whose rights are violated

Outcome Indicators:

[19] Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced [QN/r]

[20] Hours of training per capita of decision-making personnel in security and justice sector institutions to address SGBV cases [QN/r]

PILLAR 4. RELIEF AND RECOVERY
Women's and girls' specific needs are met in conflict and post-conflict situations

Impact Indicators:

[21a] Maternal mortality rate [QN/i]

[21b] Net Primary and secondary education enrolment rates, by sex [QN/i]

Outcome 4.1.
The needs of women and girls, especially vulnerable groups (internally displaced persons, victims of sexual and gender-based violence, ex-combatants, refugees, returnees) are addressed in relief, early recovery and economic recovery programmes

Outcome Indicators:

[22a] Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks [QN/c]

[22b] Proportion of budget related to targets that address gender equality issues in strategic planning framework [QN/c]

[23a] Proportion of total disbursed funding to Civil Society organizations that is allocated to address gender equality issues [QN/i]

[23b] Proportion of total disbursed funding to support gender equality issues that is allocated to Civil Society organizations [QN/i]

[24a] Proportion of disbursed Multi Donor Trust Funds (MDTFs) used to address gender equality issues [QN/i]

[24b] Proportion of total spending of UN system used to support gender equality issues [QN/i]

Outcome 4.2.
Post-conflict institutions and processes of transitional justice, reconciliation and reconstruction are gender-responsive

Outcome Indicator:

[25] Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls [QL/c]

Outcome 4.3.
Disarmament, demobilization and reintegration and security sector reform programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups

Outcome Indicators:

[26a] Percentage of benefits (monetary equivalent, estimate) from reparation programmes received by women and girls [QN/r]

[26b] Percentage of benefits (monetary equivalent, estimate) from DDR programmes received by women and girls [QN/r]

Endnotes:

1 Finnoff, Kade and Bhargavi Ramamurthy, "Financing for Gender Equality: Review of UN Modalities for Post Conflict Financing," Background paper commissioned by UNIFEM, 2010, mimeo.
2 The Integrated DDR Standards are available online: http://www.unddr.org/iddrs/
3 The video is available online at: http://www.unifem.org/campaigns/1325plus10/videos_photos/
4 see: http://www.unifem.org/campaigns/1325plus10/videos_photos/

RIGHT: Hawa Mamoh, a Sierra Leonean officer with the African Union-United Nations Hybrid Operation in Darfur (UNAMID), poses with a woman at Zam Zam Internally Displaced Persons (IDP) Camp near El Fasher, Sudan. 10 February 2010, Zam Zam, Sudan UN Photo/Albert Gonzalez Farran.