Issue Brief on
Prevention of Conflict

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Introduction

Security Council Resolution 1325 reaffirms the "important role of women in the prevention and resolution of conflicts and in peace-building, and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution."

Preventive measures have the potential to avert disputes before they erupt into violent confrontations. The Security Council has called on UN organs and agencies to develop and implement appropriate preventive strategies, by enhancing early warning capacity and drawing information from a variety of sources given the multiple factors that contribute to conflict in a Presidential Statement, (Statement by the President of the Security Council, 20 July 2000). To develop this strategic approach, the Brahimi Report went further in calling for the UN to develop sharper tools to gather and analyse relevant information, (Report of the Panel on United Nations Peace Operations, http://www.un.org/peace/reports/peace_ operations/). The Security Council's resolution on women and peace and security underscored the need for such measures to support local women's peace initiatives for conflict resolution, and to increase women's participation, full involvement and decision-making roles in all preventive measures.

Effective preventive strategies must consider the primary targets of war. The threats to civilians, and especially women in conflict situations, have underscored the need to incorporate gender analysis into early warning activities and the opportunity for preventive measures to strengthen women's protection. Such steps must be based upon timely and accurate knowledge of facts, an understanding of developments and global trends, and the economic, social and political causes of the conflicts. (*continued on next page*)

Introduction continued:

When documenting root or systemic causes of war, focusing on gender analyses of power and structures will provide insights into violent societies. For instance, countries with very low percentages of women in parliament and the formal labour sector, or cultures that restrict women, condone violence against them or treat women as property, are more likely to resort to armed conflict to settle disputes. Other data that may be relevant include female literacy rate, average level of female education, number of children per household, which influence women's ability to participate in structures that may prevent war by engaging in other forms of conflict resolution.

The prevalence of the following occurrences, which may only be evident to those on the ground, indicate social discord that may result in armed conflict: gender-specific human rights violations such as rape, abductions, trafficking, domestic violence, sexual harassment, abuse by security forces, killings and disappearances of women, elections-related violence, lack of institutional prosecution of perpetrators, increased rates of prostitution and commercial sex work due to military presence, abrupt changes in gender roles, such as the imposition of restrictive laws, rewards for aggressive behavior and propaganda emphasizing hyper-masculinity, number of single female-headed households, sex-specific refugee migrations, sex-specific unemployment, sale of jewelry or other precious materials, hoarding of goods.

Intervening factors that appear to increase the likelihood of conflict include: scapegoating of women through the media by accusing them of political or cultural betrayal, engagement of women in a shadow war economy, resistance to women's participation in peace processes and negotiations, lack of presence of women in civil society organizations and lack of women's organizations, growth of discriminatory movements such as fundamentalism, and insensitive response by international actors.

Frameworks and Definitions

Gender and Conflict Early Warning: A Framework for Action, International Alert and Swiss Peace Foundation, June 2002.[1]

10 Principles on Conflict Prevention, from Report of the Secretary-General to the Security Council on Conflict Prevention, 7 June 2001.[2]

1. Conflict prevention is one of the primary obligations of Member States set forth in the Charter of the United Nations, and the United Nations efforts in conflict prevention must be in conformity with the purposes and principles of the Charter

2. Conflict prevention must have national ownership. The primary responsibility for conflict prevention rests with national Governments, with civil society playing an important role. The United Nations and the international community should support national efforts for conflict prevention and should assist in building national capacity in this field. Conflict prevention activities of the United Nations can therefore help to support the sovereignty of Member States.

3. Conflict prevention is an activity best undertaken under Chapter VI of the Charter. In this regard, the means described in the Charter for the peaceful settlement of disputes are an important instrument for conflict prevention, including such means as negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement or other peaceful means, as set forth in Article 33 of the Charter. It must also be recognised that certain measures under Chapter VII of the Charter such as sanctions, can have an important deterrent effect.

4. Preventive action should be initiated at the earliest possible stage of a conflict cycle in order to be most effective.

5. The primary focus of preventive action should be in addressing the deep-rooted socio-economic cultural, environmental, institutional, political and other structural causes that often underlie the immediate symptoms of conflicts.

6. An effective preventive strategy requires a comprehensive approach that encompasses both short-term and long-term political, diplomatic, humanitarian, human rights, developmental, institutional and other measures taken by the international community, in cooperation with national and regional actors. It also requires a strong focus on gender equality and the situation of children.

7. Conflict prevention and sustainable and equitable development are mutually reinforcing activities. An investment in national and international efforts for conflict prevention must be seen as a simultaneous investment in sustainable development since the latter can best take place in an environmental of sustainable peace.

8. The preceding suggests that there is a clear need for introducing a conflict prevention element into the United Nations system's multifaceted development programmes and activities so that they contribute to the prevention of conflict by design and not by default. This, in turn, requires greater coherence and coordination in the United Nations system, with a specific focus on conflict prevention.

9. A successful preventive strategy depends upon the cooperation of many United Nations actors, including the Secretary General, the Security Council, the General Assembly, the Economic and Social Council, the International Court of Justice and United Nations agencies, offices, funds and programmes, as well as the Bretton Woods institutions. However, the United Nations is not the only actor best suited to take the lead. Therefore, Member States, international, regional and sub-regional organizations, the private sector, non-governmental organizations, and other civil society actors also have very important roles to play in this field.

10. Effective preventive action by the United Nations requires sustained political will on the part of Member States. First and foremost, this includes a readiness by the membership as a whole to provide the United Nations with the necessary political support and resources for undertaking effective preventive action in specific situations.

Definitions:

- **The UN Early Warning and Preventive Measures Workshop Definition of Early Warning:**
  The process of collecting and analysing information for the purpose of identifying and recommending strategic options for preventive measures

- **The OSCE High Commissioner for National Minorities Definition of Early Warning:**
  Any information from any source about escalatory developments, be they slow and gradual or quick and sudden, far enough in advance in order for a national government, or an international or regional organisation to react timely and effectively, if possible still leaving them time to employ preventive diplomacy and other non-coercive and non-military preventive measures."

- **UNIFEM's Independent Experts on Women, War and Peace:**
  Formal early warning systems monitor potential crisis situations, collect information and generate analyses that will give decision makers a way to assess risk and find openings for preventive action. Preventing an incipient armed conflict requires time – time to gather and analyse information, time to build political support for action and time to design and implement preventive strategies. The signs of potential conflict or resurgence are as many as the methods for collecting them. Some organizations collect and report data on human rights violations; others carry out case studies on specific conflicts or broadcast information about drought, diseases, famine, and other potential causes of conflict.

  According to Alex Schmid's Thesaurus and Glossary of Early Warning and Conflict Prevention Terms, Early Warning is "the systematic collection and analysis of information coming from areas of crisis for the purpose of:

  1. Anticipating the escalation of violent conflict;
  2. Collecting information using specific indicators;
  3. Analyzing information - attaching meaning to indicators, setting it into context, recognizing crisis development;
  4. Formulating best and worst-case scenarios and response options;
  5. Communicating to policy-makers for the purposes of decision-making and action."[3]

Frameworks:

- Security Council resolution 1325 encourages "all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependents."

- The Namibia Platform for Action to Mainstream Gender in Multidimensional Peace Operations: "United Nations peace operations have evolved from peacekeeping, in its traditional sense, towards multidimensional peace support operations. So far, women have been denied their full role in these efforts, both nationally and internationally, and the gender dimension in peace processes has not been adequately addressed. In order to ensure the effectiveness of peace support operations, the principles of gender equality must permeate the entire mission, at all levels, thus ensuring the participation of women and men as equal partners and beneficiaries in all aspects of the peace process -- from peacekeeping, reconciliation and peace-building, towards a situation of political stability in which women and men play an equal part in the political, economic and social development of their country."[4]

Tools and Checklists

- Implementing the United Nations Security Council Resolution on Women, Peace and Security: Integrating Gender into Early warning Systems (May 2001) International Alert and Swiss Peace Foundation[5]

- Department of Political Affairs Preventative Diplomacy Introduction[6]

- Preliminary Framework on Gender and Conflict Early Warning, Eugenia Piza-Lopes and Susanne Schmeidl[7]

- Thesaurus and Glossary of Early Warning and Conflict Prevention Terms, Alex Schmidt[8]

- Helping Prevent Violent Conflict: The DAC Guidelines, Organisation for Economic Co-operation and Development (OECD), Development Assistance Committee (DAC)[9]

- Risk Assessment Indicator Definitions, NPSIA/CIFP, November 2001[10]

- Risk Assessment Template, Country Indicators for Foreign Policy, Susan Ampleford, David Carmet, George Conway, Angelia Ospina, Forum on Early Warning and Early Response[11]

- Conflict Analysis and Response Definition, Abridged Methodology, Forum on Early Warning and Early Response (FEWER), 2001[12]

- Conflict Impact Assessment of EU Development Cooperation with APC Countries: A Review of Literature and Practice, Manuela Leonhardt, International Alert and Safer World.[13]

- The European Commission has developed a Check List for the Root Causes of Conflict[14]

- International Peace Academy conducted a series of seminars on Conflict Prevention over 1999-2000, generating a very useful set of research and discussion papers. The purpose of the series was to determine the degree of consensus and discord in recent research on conflict trends and the causes of conflict and peace, and use this to help shape policy and action on conflict prevention initiatives within the UN system.[15]

- World Bank: "Mainstreaming Gender in Conflict Analysis: Issues and Recommendations" (2006)

  This paper was commissioned by the Crisis Prevention and Recovery unit of the World Bank to "improve the gender sensitivity of the Bank's Conflict Analysis Framework (CAF)." The report points to several areas which have been problematic in the past with regard to gender and the CAF, offers a number of specific recommendations for adjusting the CAF, and notes resources which should be used in consultation for a gender-sensitive conflict analysis approach.

  The author states, "While conflict analysis frameworks tend to provide a macro-level strategic assessment of the drivers of conflict, the inclusion of gendered perspectives provides a more 'peoplecentered' approach, and stands a better chance of allowing analysts to explore the drivers of peace. Without a gender lens, the analysis can lead to a skewed understanding of the situation under study, and lead to overlooking critical elements in society that are withstanding or resisting conflict."

- **Powerpoint presentations**

- What is Conflict Prevention?
  Felicity Hill, UNIFEM

- Phases of Conflict
  Excerpts from UN Staff College Manual

- What is Conflict Early Warning?
  Sanam Naraghi Anderlini, Women Waging Peace, September 2003

- Causes of Conflict, A Brief Overview:A Presentation for UNIFEM
  Sanam Naraghi Anderlini, Women Waging Peace, September 2003

UNIFEM Action

To strengthen conflict prevention mechanisms with gender perspectives, UNIFEM has identified the following key strategies:

> (a) Develop common indicators for early warning taking into account women and gender issues, in partnership with the UN system, and especially UN Funds and Programs, as well as with NGOs, regional and sub-regional organizations.

> (b) Adopt measures to improve the flow of information from a variety of sources about women's role in peace efforts and about gender-based violations, and especially among the funds, program, regional and sub-regional organizations, and non-governmental organizations.

> (c) Support fact-finding missions that take into account women and gender issues and encourage the participation therein of local and international women's groups and advocates.

As a component of the overall Peace and Security Programme, UNIFEM will conduct a two-year programme "Strengthening Information Collection and Analysis on the Situation of Women in Conflict Situations" with the goal of strengthening early warning and preventive actions in relation to peace processes. Under this programme, UNIFEM is field-testing gender based early warning indicators in four regions and has established a web portal on women, peace and security. The Fund has responded to requests for information from the UN system, governments and NGOs with information and analysis resulting from field activities and experience in peace and post-conflict reconstruction processes. UNIFEM has joined the UN's Framework Team, which fosters multi-dimensional Headquarters-field cooperation on conflict prevention.

The Elusive Role of Women in Conflict Prevention, Felicity Hill, UNIFEM

Women's Contribution to Conflict Prevention, Early Warning and Disarmament, Felicity Hill, UNIFEM.[16]

UNIFEM has set up a project office in the Solomon Islands in order to implement one of a series of pilot projects on gender and conflict early warning systems, under UNIFEM's global Women, Peace and Security Programme. The project, entitled 'Monitoring Peace and Conflict using Gendered Early Warning Indicators', was launched in January 2005. It has developed a set of gender-sensitive conflict early warning indicators, and piloted a system for the collection, analysis and dissemination of early warning data, with the aim of creating a more responsive policy and

programming environment for gender-sensitive conflict prevention, and for supporting the role of women and men in peace building. A similar project launched in Colombia has had impressive results. A summary of the programme was produced at the end of 2005.

The early warning project is implemented by UNIFEM in partnership with the National Peace Council, the Solomon Islands Christian Association, Vois Blong Mere Solomon, the Department of Home Affairs, and the Department of National Unity, Reconciliation and Peace. UNIFEM also works with 20 trained project participants in five communities around the Solomon Islands to collect micro- as well as macro-level data. Gender-sensitive indicator data is collected using three types of survey, as well as structural data, a media scan and community focus groups. Male and female responses are disaggregated to highlight any differences between women's and men's perspectives of conflict and peace issues. The first gendered early warning report was released in August 2005, and the second report was released in December 2005; both have been strongly supported by government, NGOs and other donors as a diagnostic and strategizing tool to prevent further conflict. An overview of the methodology and lessons from the project was made available in early 2006.

UN Resources

The Report of the Secretary-General to the Security Council on Conflict Prevention, 7 June 2001 provides detailed information of what the Departments, Specialized Agencies and Funds of the UN System are doing towards conflict prevention.[17]

Security Council

- The Security Council first debated its role in the prevention of armed conflict in an open session on 29 November 1999, and issued at Presidential Statement on the subject. Secretary General Kofi Annan urged the international community to move "from a culture of reaction to a culture of prevention," and emphasized that prevention was one of the main tasks of the United Nations.

- The second open session on conflict prevention was held all day on 20 June 2000, hearing statements from 30 governments. The Secretary-General said, "I intend to continue to strengthen the information gathering and analysis capacity of the Secretariat, and I look forward to a systematic exchange with members of this Council on ways to do this." Another Presidential Statement was issued on 20 July, 2000 Among other things, the Council recognized the important role of women in the prevention and resolution of conflicts and in peace-building, and stressed the importance of their increased participation in all aspects of the conflict prevention and resolution process.

- In June 2001 the Secretary General issued a report on conflict prevention (A/55/985-S/2001/574) http://ods-dds-ny.un.org/doc/UNDOC/GEN/N01/404/64/PDF/N0140464.pdf?OpenElement that underscored the importance of gender equality, the costs of failing to prevent war and the need for non-governmental organizations to clarify their role in conflict prevention and their relationship to the United Nations. He stressed the need to protect women's human rights and encouraged the Security Council to give greater attention to gender perspectives in its conflict prevention and peace-building efforts.

- The Security Council responded with resolution 1366 PDF which reiterated its recognition of the role of women in conflict prevention and its request to the Secretary-General "to give

greater attention to gender perspectives in the implementation of peacekeeping and peace-building mandates as well as in conflict prevention efforts."

- The Security Council has passed two resolutions on the Protection of Civilians and Armed Conflict 17 September 1999 and 19 April 2000 which mention conflict prevention, as do the three resolutions on children of August 2000, November 2001 [1379children.pdf] and January 2003[18]

- **1674** (28 April 2006): Included in this resolution is the reaffirmation by the Security Council of its prior resolutions 1265 (1999) and 1296 (2000), on the protection of civilians in armed conflict, as well as its various resolutions on children and armed conflict and on women, peace and security. Also within this resolution, the Security Council takes note of the particular impact which armed conflict has on women and children, including refugees and internally displaced persons, as well as on other civilians who may have specific vulnerabilities.

  The Council condemns in the strongest terms all acts of violence or abuses committed against civilians in situations of armed conflict in violation, with respect in particular to gender-based and sexual violence, trafficking in humans, and forced displacement. Moreover and in equally strong terms, the Council condemns all acts of sexual exploitation, abuse and trafficking of women and children particularly by military, police, and civilian personnel involved in United Nations operations. In reference to this problem, the Council welcomes the efforts undertaken by United Nations agencies and peacekeeping operations to implement a zero-tolerance policy for all such acts.

  Finally, this resolution calls upon all parties concerned to ensure that peace support operations employ all feasible measures to prevent such violence and to address its impact where it takes place. Connected with this is the mandate that all peace processes, peace agreements, and post-conflict recovery and reconstruction planning have regard for the special needs of women and children and include specific measures for the protection of civilians including the cessation of attacks on civilians, the facilitation of the provision of humanitarian assistance, the creation of conditions conducive to the voluntary, safe, dignified and sustainable return of refugees and internally displace persons, the facilitation of early access to education and training, the re-establishment of the rule of law, and the ending of impunity.

General Assembly
18 July 2003, General Assembly Resolution 57/337 on Conflict Prevention took over three years to negotiate.
The International Commission on Intervention and State Sovereignty was an independent panel of experts brought together by the Canadian government to respond to Secretary-General Kofi Annan's plea to the General Assembly that the international community decide how to protect the sensitivities of sovereign states while also preventing genocides and massacres. Affirming the primary responsibility of sovereign states to prevent conflict and protect their citizens, the panel proposed that the responsibility shift to the shoulders of the international community if a state cannot or will not protect its citizen, or if it is the perpetrator of "conscience shocking events crying out for action" such as "large scale loss of life or large scale ethnic cleansing, whether carried out by forced expulsion, acts of terror or rape." The report also emphasizes that crimes against women constituted "conscience shocking events" and the need for a renewed commitment to prevention, early warning and analysis as well as effective DD&R and Security Sector Reform in post-conflict countries to prevent the resurgence of violence.[19]

Intergovernmental Bodies

- The G-8 Rome meeting of 2001 issued a statement of Foreign Ministers on strengthening the role of women in conflict prevention.

- The 1993 Declaration of the Assembly of African Heads of State established the Mechanism for Conflict Prevention, Management and Resolution. The objective of the Mechanism, overseen by a 16 member Central Organ, is the anticipation and prevention of situations of potential conflict from developing into full-blown conflicts. The AU has begun to take practical steps to include African women and utilize their skills in resolving conflicts in Africa. For example, in 1997 the AU dispatched an African Women's Solidarity Mission to Burundi with the goal of encouraging the participation of women in the peace-building process. In 1998, in collaboration with the Economic Commission for Africa (ECA), the AU created an advisory body called the African Women's Committee on Peace and Development to foster the full participation of women in continental efforts to manage conflicts, although the Committee is criticized for being weak and not integrated into the Mechanism. Overall, the AU could do considerably more to involve civil society groups in the work of its Mechanism.

- In March 2000 the NGO Forum on Early Warning and Early Response (FEWER) was commissioned to undertake a feasibility study on the design of a conflict early warning and response mechanism (CEWARN) for the Inter-Governmental Authority on Development (IGAD) region (IGAD is made up of Djibouti, Kenya, Eritrea, Ethiopia, Somalia, Sudan and Uganda). This culminated in the signing of a protocol to establish the Conflict Early Warning Mechanism. During the Ministerial Level Seminar in Khartoum in October 2001, the programme was reviewed in recommendations were made to include the gender dimension, which were endorsed by the IGAD Council of Ministers.[20] In November 2002, UNIFEM supported a workshop on Engendering CEWARN.

- In October 2000 the European Parliament received a report on Women's Participation in the peaceful resolution of conflicts submitted by the Committee on Women's Rights and Equal Opportunities, led by Maj Britt Theorin. This report urges EP Member States to systematically encourage the participation of women in official conflict resolution processes, and conflict prevention in particular.[21] Following on from the report, the Parliament passed a resolution on 30 November 2000 on Gender-related aspects of prevention of armed conflicts and the participation of women in peaceful conflict resolution (2000/2025(INI)), which emphasized women's participation in decision-making as crucial for conflict prevention to work.[22]

- The European Commission adopted in April 2001 a Communication on Conflict Prevention reviewing the main instruments in this field and putting forward recommendations for specific actions. The Communication stated, "As part of its support to civil society, the Commission has also provided extensive support to initiatives by and/or for women within the framework of the Beijing process, following on from the 1995 World Conference on Women. Examples include promotion of the Euro-Arab dialogue between women, establishment of a Women's Center in Gaza and inter-community initiatives in Cyprus launched by women. A European Council Resolution on Integrating Gender in Development (20 December 1995) stresses that a gender perspective must be paramount in emergency operations and crisis prevention. …For countries showing conflict potential, more targeted actions will be implemented, where appropriate, to open the way to a more favourable democratic environment. IN particular increased emphasis will be placed on support to electoral processes, parliamentary activities and the administration of justice. In so doing the Commission will in particular promote the equal participation of men and women in social, economic and political life.

Women, Conflict Prevention and Early Warning content in the Independent Experts'
Assessment of the Impact of Armed Conflict on Women and Women's Role in Peace-building[23]

Recommendations

**Recommendations on Women, Conflict Prevention and Early Warning by the
Independent Experts and other Actors, Institutions and Organizations**

On the Prevention of Conflict, the Independent Experts called for:

- The Secretary-General to systematically include information on the impact of armed
  conflict on women, and women's role in prevention and peace-building in all of his country
  and thematic reports to the Security Council. Towards that end, the Secretary-General
  should request relevant information from UN operations and all relevant bodies.

  Explanation of the Recommendation: Decision makers on the Security Council obtain
  analysis and recommendations for action from a variety of sources including their national
  intelligence mechanisms and through the thematic and country-focused reports of the
  Secretary-General. Security Council Resolution 1325 acknowledges the lack of data about
  the impact of armed conflict on women and women's role in peace-building informing their
  deliberations. A more complete picture of the situation on the ground in war torn societies
  would include information about what women are enduring and doing. In order for reports
  of the Secretary-General to include information about what women are doing and what
  women are enduring in conflict zones, UN field based staff should routinely submit
  information, analysis and raw data.

  Entities Responsible:The Secretary-General, Personnel sent on assessment missions,
  SRSGs, Political Affairs officers mandated to generate inputs to the reports of the
  Secretary-General, UN Funds and Agencies with field presence

  Ideas for Implementation: The SG should issue a request to all those sent on
  assessment and fact-finding missions, SRSGs and all political affairs officers to include
  information about the impact of armed conflict on women and women's role in peace-
  building in their submissions and reports.The SG should request OSAGI, DAW, UNIFEM and
  INSTRAW to collaborate and generate checklists, background information and a training
  module for the abovementioned personnel if required. The UN Funds and Programmes
  should examine their reporting mechanisms with a view to improving information flow and
  knowledge sharing on the impact of armed conflict on women and women's role in peace-
  building, through the desegregation and analysis of data.

- The systematic collection and analysis of information and data by all actors, using gender
  specific indicators to guide policy, programmes and service delivery for women in armed
  conflict. This information should be provided on a regular basis to the secretariat, member
  states, inter-governmental bodies, regional organizations, NGOs and other relevant bodies.
  A central knowledge base should be established and maintained by UNIFEM together with a
  network of all relevant bodies, in particular the Department of Political Affairs (DPA).

  Explanation of the Recommendation: Because UNIFEM's mandate is to generate and
  support innovative and catalytic strategies towards gender equality, and because it has
  long-standing relationships with women's organizing efforts in every region of the world,
  including conflict areas, it is well placed to test information collection models and provide
  support to other entities collecting and analyzing information on the impact of armed
  conflict on women and women's role in peace-building. However, the emphasis on being

catalytic and innovative in UNIFEM's mandate has meant that it is not operational in many countries on a continuous or long-term basis. The Independent Experts emphasize the need for UNIFEM to work with other agencies in order to ensure that UNIFEM's expertise in gender specific indicators can inform the information and analysis of decision makers and practitioners.

Entities Responsible: DPA country and regional desk officers, DPKO country and regional desk officers, UNIFEM, UN Framework Team, UN Funds and Agencies with field presence, NGOs

Ideas for Implementation:UNIFEM to generate gender profiles of countries in conflict.UNIFEM together with regional organizations will convene an Expert Group Meeting to improve collaboration, share information and develop expertise in February 2003. UNIFEM to work within existing inter-agency networks, and where necessary, convene inter-agency efforts to enhance information sharing and analysis pertaining to the impact of armed conflict on women and women's role in peace-building.UNIFEM to test new collection methodologies and sources of information, generating occasional and regular information bulletins about the impact of armed conflict on women and women's role in peace-building to UN secretariat, member states, inter-governmental bodies, regional organizations, NGOs and other relevant bodies.

- The Security Council to formulate a plan for the least diversion for armaments of the world's human and economic resources. Sixty years after being assigned the task, the Security Council should implement Article 26 of the United Nations Charter, taking into account the Women's Peace Petition which calls for the world's nations to redirect at least 5 per cent of national military expenditures to health, education and employment programmes each year over the next five years.

  Explanation of the Recommendation: The founders of the United Nations understood that the prevention of war was inextricably tied with the reduction and control of armaments. In Article 26 of the Charter, the Security Council together with the Military Staff Committee is asked to generate a plan to divert as little of the worlds human and economic resources to armaments as possible. The Military Staff Committee effectively ceased to function 29 months after the founding of the UN, perhaps the reason why this plan has never eventuated. The Independent Experts feel that the plan called for by Article 26 is needed more than ever as military spending surpasses what was considered absurd Cold War levels of investment in military solutions to security, many of which are demonstrably not working.

  Entities Responsible: Security Council member states, Military Staff Committee, UN Agencies working in the field of disarmament, arms control and demilitarization, NGO and academic disarmament, arms control and verification experts could provide technical support

  Ideas for Implementation: Security Council to convene expert level internal working group to make recommendations on compliance with the UN Charters' 26th Article. Military Staff Committee members to provide advice and technical support to the Security Council Working Group.Various UN agencies working in the field of disarmament and arms control could also provide advice, technical support and background documents.Academic and NGOs could contribute expertise and broad civil society input to the Security Council.

- The UN Development Programme (UNDP), as the leading agency in the field of security sector reform, to ensure that women's protection and participation be central to the design

and reform of security sector institutions and policies, especially in police, military and rule of law components. UNDP should integrate a gender perspective into its country programmes.

Explanation of the Recommendation: Security sector reform is a term used to describe an ordinarily gender-blind process that seeks to establish legitimate security structures, often after a conflict, but also as part of democratic reform. Every step in the process of security sector reform – retraining personnel, establishing new institutions and leadership, and providing protection and law enforcement, has a gender component. Securing the faith of civil society in the security apparatus and those wearing its uniform is essential if the reform process is to succeed in stopping armed elements of the society seeking self-help solutions to insecurity. Women often have very particular reasons for losing that faith, because the majority of the violence they experience during war is by soldiers. Regaining or establishing civilian legislative oversight of the military's functions is another important element in the post-conflict context when establishing the rule of law is so crucial to maintaining the peace.

Entities Responsible: Donor governments, UNDP and other security focused UN Agencies and Departments, including DDA, DPA, UNMAS and UNIDIR, UNDP and UN agencies with gender expertise including OSAGI, UNIFEM, DAW, INSTRAW and UNFPA, NGOs supporting DDR and development in post-conflict countries.

Ideas for Implementation: Generally a security sector reform programme will involve the police, military and other actors in the security sector being recruited as part of new or reformed formal institutions. Often, personnel are re-trained to recognize international standards and laws. All training packages offered to police, border guards, military, and rule of law personnel must include material on the laws and standards pertaining to the protection of women's human rights. UN country programmes and country teams engaged with supporting reform of the security sector should be provided with technical assistance on gender and the rule of law, gender and security concepts, and should engage with women's organizations and advocates when formulating country responses and plans.

- Operational humanitarian, human rights and development bodies to develop indicators to determine the extent to which gender is mainstreamed throughout their operations in conflict and post-conflict situations and ensure that 'gender mainstreaming' produces measurable results and is not lost in generalities and vague references to gender. Measures should be put in place to address the gaps and obstacles encountered in implementation.

Explanation of the Recommendation: This recommendation suggests that all organizations undertaking activities in conflict and post-conflict situations should take gender content in their programmes seriously enough to produce measurable results rather than disingenuous references and gestures towards the worthy but ambitious goal of gender mainstreaming. Gender mainstreaming is much more than a buzzword, but to many that is all it is. The enthusiasm for mainstreaming gender throughout the work of institutions is partly due to a strong aversion to the idea of isolating women's concerns to a marginalized ghetto. However not enough resources have been invested into gender mainstreaming by the governments and UN agencies for gender mainstreaming to actually work in preparing agencies to deliver, especially for women in crisis.

Entities Responsible: Humanitarian, human rights and development focused UN agencies operational in conflict zones, Humanitarian, human rights and development focused NGOs operational in conflict zones.

Ideas for Implementation: Operational agencies need technical support in reconfiguring or developing information and data collection systems to disaggregate data by sex. UNIFEM may ask IASC gender task force to develop a model set of indicators and best practices to measure (1) methodology, (2) funding and (3) reporting procedures for gender mainstreaming at HQ and field levels. The survey should also include how gender is taken into account in the design and delivery of humanitarian and development assistance to women. UNIFEM may want to call on bilateral donors to undertake a similar exercise.

- Inter-governmental and regional organizations to strengthen and expand women's role in conflict prevention and peace-building. To this end, the UN together with regional organizations should convene an Expert Group Meeting to improve collaboration, share information and develop expertise.

Explanation of the Recommendation: The UN Secretary-General's July 2001 report on conflict prevention calls on the Security Council to include a gender perspective in its work and to make protecting women's human rights part of conflict prevention and peace-building. In response, the Security Council passed Resolution 1366 on conflict prevention calling for greater attention to gender perspectives in the implementation of peacekeeping and peace-building mandates as well as in conflict prevention. Many other regional security organizations have made similar commitments to incorporating gender issues, especially after the passage of Security Council resolution 1325. An Expert Group Meeting between these organizations to share strategies and best practices in strengthening the role of women in prevention would inform and possibly harmonize these efforts.

Entities Responsible: SRSGs and UN agencies operational in conflict zones, UN agencies that collect and analyse information for reporting to the Security Council of the Secretary General, The UN Framework Team, African Union, European Union, NATO and all other regional organizations focused on conflict prevention.

Ideas for Implementation: A lead agency, or the IASC, should convene the Expert Group Meeting, inviting those staffing conflict prevention focused efforts. Distribution of findings and recommendations of the meeting. A segment of the next meeting between the United Nations and regional organizations could take up the women, peace and security agenda. NGOs meeting in regional preparatory meetings towards a 2004 international conference on the role of NGOs in conflict prevention should generate insights and recommendations to regional organizations and the United Nations on strengthening and expanding the role of women in conflict prevention.

- In cooperation with relevant UN bodies, UNIFEM to develop and test a set of gender-based early warning indicators for mainstreaming into the UN Early Warning Framework and explore use of such indicators with regional organizations.

Explanation of the Recommendation: While the importance of gender is recognized, concrete measures to improve the flow of early warning information from and about women have not been put in place. If preventive visits and fact-finding missions to areas of potential conflict were to routinely include gender expertise and consultations with women's organizations, systematic and useable information about women could be collected and analysed. Only then could "gender perspectives" be turned into concrete early warning indicators.

Entities Responsible: UNIFEM working with all relevant UN departments, agencies and funds, especially DPA, DPKO and UN country teams, OCHA's IRIN Network, Framework

Team

    Ideas for Implementation: UNIFEM should generate a draft early warning indicator list for testing in field-based pilots. The draft indicators should be examined by a group of qualified experts who can attest to the viability of each indicator, and the kinds of analysis that would be necessary to integrate it into the broader early warning response trigger system in place in country situations. UNIFEM, in cooperation with other agencies and NGOs should then test the indicators and widely share the findings of staff in the field based pilots working with the gender based early warning framework.

- Disarmament, Demobilization and Reintegration (DDR) initiatives to equitably benefit women ex-combatants and those forced into service by armed groups. Resettlement allowances and other forms of support should be provided on a long-term basis.

    Explanation of the Recommendation: Each of the DDR processes involves and has implications for women, whether they participated in combat, have family members who did, or are members of a community trying to integrate former combatants. While some women joined armed groups of their own free will, large numbers were abducted into combat and/or forced to become sexual and domestic slaves. But no matter how they came to military groups, almost all of them are neglected during the DDR process.

    Entities Responsible: UN peacekeeping operations working with host governments, UNDP Regional organizations working in weapons collection and destruction, demobilization and reintegration, NGOs working in DDR

    Ideas for Implementation: All organizations working in the area of DDR should integrate gender perspectives into the process, providing separate camp facilities for women and the wide range of health and psychosocial support needed by women former combatants and sexual and domestic slaves. Education and training packages, as well as other financial and concrete support in getting work and a home, should be part of the DDR work. Those agencies responsible for DDR should request support from relevant UN agencies to support this work, for example UNFPA could provide invaluable support in demobilization camps. HIV AIDS issues are increasingly important to address in the demobilization phase of wars. Testing and support services for those with HIV/AIDS should be considered a routine part of the process.

- The UN to conduct a 'lessons learned' study on the gender aspects of DDR processes in which it has been involved.

    Explanation of the Recommendation: In order to improve this essential component of any peace process, the UN should share the lessons it has learned with other organizations responsible for DDR.

    Entities Responsible: UNIFEM, DDA, UNIDIR, UNFPA

    Ideas for Implementation: Working collaboratively with all relevant UN agencies, an independent consultant should be engaged to study and evaluate the UN's work in this field, making recommendations for improvement.

Recommendations from Women, Peace and Security,
The Study of the Secretary-General, October 2002

1. Recognize the extent of violations of the human rights of women and girls during armed conflict; take measures to prevent such violations; provide appropriate redress and

prosecute perpetrators; provide support to victims; and ensure that awareness of these violations informs planning and implementation in all peace support operations, humanitarian activities and reconstruction efforts.

2. Identify and utilize local sources of information on the impact of armed conflict, and the impact of interventions – peacekeeping, peace-building, humanitarian operations, disarmament, demobilization and reintegration programmes, and reconstruction – on women and girls, and on the roles and contributions of women and girls in conflict situations, including through the establishment of regular contacts with women's groups and networks.

3. Incorporate information on the impact of armed conflict, and the impact of interventions – peacekeeping, peace-building, humanitarian, DDR, and reconstruction – on women and girls, and on the roles and contributions of women and girls in conflict situations, into all training provided to staff.

4. Promote, through existing executive bodies and inter-agency coordination mechanisms, such as the Executive Committee on Peace and Security, the Executive Committee on Humanitarian Affairs, the Executive Committee on Economic and Social Affairs, the United Nations Development Group, the Inter-Agency Standing Committee and the Inter-Agency Network on Women and Gender Equality, the strengthening of collaboration and coordination on addressing the impact of armed conflict on women and girls, including through the exchange of information and good practice examples – for example on policies, strategies, guidelines and codes of conduct, and through increased monitoring and reporting on the implementation of gender mainstreaming in all peace support activities.

5. Increase access to information from women's groups and networks on indicators of impending conflict as a means to ensure effective gender-sensitive early warning mechanisms.

6. Integrate prevention activities into all areas of emergency response, including in design of camps, provision of shelter, sanitation facilities and health-care facilities, distribution of food supplies and other benefits, access to water supplies, as well as specific protection programmes, working together with health service providers, NGOs and community groups, including women's groups and networks, to address both discrimination against women and girls and the effects of gender-based and sexual violence.

7. Undertake analysis of the gender perspectives in conflict prevention and peace-building activities and ensure that all analyses of conflict prevention and peace-building, including negotiations, preventative diplomacy and sanctions, adequately reflect a gender perspectives.

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