



gender action for peace and security

Report on Involving Men in the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security

This report is based on a GAPS event hosted by
Canadian High Commission on

Tuesday, March 13th 2007 at Canada House

GAPS (previously know as the UK Working Group on Women Peace and Security) was established in June 2004 to promote, support and monitor the inclusion of a gender perspective in security and peacebuilding policies and the fulfilment of commitments made in UN Security Council resolution 1325, European Parliament resolution 2000/2025 and related instruments on women, peace and security.

GAPS is an expert group of peace and development NGOs, academics and grassroots peacebuilders. The aim of the network is to act as a resource and provide support to United Kingdom policymakers engaged in promoting peace and security. It has extensive international contacts in conflict-affected regions and at different national and international policy levels, including the United Nations. The pooled learning and practical experience of the group enables it to act as a valuable resource for the UK government in ensuring implementation of its commitments, as well as raising awareness of issues related to women, peace and security.

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information

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EXECUTIVE SUMMARY

This report is based on a discussion held in conjunction with GAPS and the High Commission for Canada on involving men in the implementation of Security Council Resolution 1325. It focuses on how and why SCR 1325 is relevant to men, as well as broader efforts to build sustainable peace. It explores strategies to increase their engagement with work around SCR 1325 at the UK and international levels.

Margaret Owen, founder member of GAPS and Director of Widows for Peace through Democracy chaired the panel, which featured three speakers: Matthew Neuhaus, Senior Political Advisor at the Commonwealth Secretariat; Dan Smith, Secretary General of International Alert; and Jeremy Stickings, Senior Social Advisor at UK Department for International Development. Lily Thapa, Director of Women for Human Rights (WHR), Nepal, was screened in a pre-recorded presentation.

Recommendations

Men in National Action Plans: In collaboration with civil societies, governments should consider incorporating proactive roles for men in the implementation and development of their national action plans, as mandated by the Security Council. This will raise awareness and promote essential partnerships to fully and effectively implement resolution 1325.

Monitoring SCR 1325 Implementation: An exhaustive and comprehensive list of indicators must be prepared in order to monitor and measure the progress of SCR 1325 implementation. The extent of the involvement of men should be one such indicator.

Masculinities: The image of men as peace makers, caring fathers, and supportive spouses and community members must be supported. The promotion of less aggressive, alternative models to the prevalent forms of militarised masculinity would contribute to increased social welfare, more economic prosperity, and less violence. A shift in focus is needed away from masculinities that produce gender based violence (GBV) towards understanding alternative masculinities.

Accountability: There must be more accountability with regards to policies and strategies for SCR 1325. More organisations should create 'Gender Champions', ideally men in leadership positions. Gender mainstreaming should rest with the head of the organisation, who is supported by a Gender Equality Champion in each organisational division, who is in turn supported by a Gender Task Force. Ultimately, senior management needs to be held responsible, and staff must be sensitised, with the help of Gender Task Forces.

Learning from experience: Successful programmes piloted in other countries that look to involving men in gender equality must be rolled out and developed for other conflict contexts. Brazil's Programme H is an excellent example that provides valuable lessons.

Increase Awareness Raising/Advocacy: Given the slow progress on the implementation of resolution 1325, civil society organisations in partnership with other stakeholders need to intensify advocacy efforts and consider creative ways of raising awareness to convert the "unconverted". For instance, organise events to inform the public on SCR 1325 and its provisions, and the roles that different actors have to contribute to its implementation. A practical example is the "ID card" holder produced by the NGO Working Group on Women, Peace and Security in New York.

Increase Resources: Closely linked to awareness-raising is the issue of resources, both financial and human, which are essential for effective implementation of SCR 1325. Many CSOs experience financial difficulties, and gender departments within governments and international organisations are under-funded and lacking in authority. Creativity and proactivity remain essential to continued financing.

INTRODUCTION

Gender Action for Peace and Security (GAPS) together with the High Commission of Canada hosted a panel discussion on involving men in the implementation of UN Security Council Resolution 1325 on March 13th, 2007. The event was timed to follow up on International Women's Day events that focused more generally on SCR 1325. Margaret Owen, founder member of GAPS and Director of Widows for Peace through Democracy (WPD) chaired the panel, which featured three speakers: Matthew Neuhaus, Senior Political Advisor at the Commonwealth Secretariat; Dan Smith, Secretary General of International Alert, London; and Jeremy Stickings, Senior Social Advisor at UK Department for International Development (DFID). A presentation by Lily Thapa, Director of Women for Human Rights (WHR), Nepal, was also screened during the panel discussion.

SCR 1325 must reach its potential

UN Resolution on Women, Peace and Security was unanimously adopted by the Security Council in October 2000. The resolution calls for women's equal participation in all efforts for the maintenance and promotion of peace and security, recognises the disproportionate effect of conflict on women, and underlines the essential role of women in the prevention of conflict and in post-conflict. Although the resolution is focused on women, it also refers to the need for gender mainstreaming throughout peace and security processes. Challenging the assumption that gender means women and securing the participation of men in efforts to realise gender equality remain two key priorities for the successful implementation of SCR 1325.

SCR 1325 must realise its potential as a tool for gender-sensitising peacebuilding processes and to achieve this, the support of a wider audience must be engaged. There are men in national governments, NGOs and international institutions who are highly supportive of this resolution and act as SCR 1325 champions within their organisations, but they are a minority. Furthermore, although several western and donor governments have developed their own National Action Plans (e.g. the UK, Canada and Norway) not one conflict-afflicted country has produced one or begun to consult with domestic civil society organisations and women's NGOs to this end. SCR 1325 is not just important

for women, but is important for all aspects of conflict prevention, peacebuilding and post-conflict reconstruction. This discussion was designed to reach out to key decision-makers and others who have yet to fully engage with the resolution or to be convinced of its relevance to highlight the ways in which they could support and contribute to the implementation of SCR 1325 and to broaden the discussions around SCR 1325 so to examine the roles and relationships between men and women and the impact of masculinity on peacebuilding.

Proceedings and Outcomes

The event was organised with the idea of producing a series of ideas and suggestions for ways to move forward and more effectively involve men at every level of SCR 1325 implementation. The report covers the proceedings of the panel discussion and highlights action points and future steps to be taken.

PROCEEDINGS

A. Margaret Owen: Chair's Introduction

In the UK, one of only five countries to draw up a National Action Plan, most of the advocacy and expertise around the resolution and gender and peacebuilding issues comes from women. GAPS' has only female members and the majority of members of the Associate Parliamentary Group on SCR 1325 are women. Globally, involving men in the implementation of SCR 1325 remains a major obstacle, and is one that has yet to receive adequate attention from policymakers and practitioners. SCR 1325 is important for all aspects of conflict prevention, peacebuilding and post-conflict reconstruction and men in the judiciary, policy making and the armed forces must be convinced of its relevance to their work. This discussion aims to focus attention on how and why SCR 1325 is relevant to men and broader efforts to build sustainable peace, and to explore strategies to increase their engagement in work around SCR 1325 at the UK and international levels

B. DAN SMITH: Why SCR 1325 and gender matter

Dan Smith noted that UN SCR 1325 has not moved forward or been implemented in the way it should have been in the seven years since it was passed. To most people working on conflict and peacebuilding issues gender still equals women, but it is essential that we move out of this "comfort zone" towards understanding that gender raises the question of the relationship and roles of *both men and women*. He highlighted that remaining in the "comfort zone" makes it permanently difficult to engage men on these issues. To highlight why gender matters for peacebuilding, he gave three examples.

1. Disarmament, Demobilisation and Reintegration (DDR)

DDR is seen as a key part of peace processes. The disarmament component is generally treated as a weapons buy-back; former combatants might receive \$250 compensation in return for surrendering one weapon. This compensation is usually received by men as women often do not possess weapons or ammunition and, therefore cannot receive financial compensation through disarmament programmes. A

cash influx for men and lack of cash for women in a post conflict environment can have many consequences, one being prostitution for women with an increasingly cash rich clientele. Often, ex-combatants will not return to their village for a variety of reasons and, therefore migrate to or remain in urban areas, fuelling prostitution and other forms of vulnerability of women. This resultant flourishing underworld and high level of criminality is partly a consequence of gender blind DDR policies, where women rarely receive adequate support in comparison to men. We must continue to look at relations between men and women in transitional societies and how they impact on peacebuilding efforts.

2. Security Sector Reform (SSR)

Reforming the security sector is crucial after armed conflict. One particular target is to ensure the creation of a non-brutal police force, one that is not just an arbitrary arm of power, but that protects society. Post conflict SSR *must* lead towards non-violent solutions and as such issues of gender based violence (GBV) should be planned for. There is significant evidence that GBV actually increases in the period after armed conflict. There is also evidence that widespread GBV is among the possible pre-conditions of other kinds of violence – boys raised around GBV learn that violence is part of being male, and may therefore be more susceptible to being recruited by militias etc. It is therefore essential not only for the protection of women but also for long term peace that the police are trained to address problems of GBV properly, efficiently and sensitively.

3. Peacekeeping Operations

In many peacekeeping operations the issue of organized prostitution is huge; it is part of the social impact of a major military presence. Peacekeeping forces' personnel have been seen to abuse their power through involvement in human trafficking, as well as GBV and sexual violence. UN SCR 1325 is ensuring that the UN takes these issues more seriously, looks at the bigger picture and includes these issues in agencies' action plans and peacekeeping programmes. But we need to go beyond that and use SCR 1325 to look more closely at how gender relations are part of what shapes the environment for peacekeeping, determining some of the security challenges that UN forces will face, and likewise determining whether ordinary people can mobilised as part of the broader peace process.

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C. LILY THAPA: The importance of SCR 1325 in Nepal

1. Background

The ten year Nepalese civil conflict has seen the loss of 13,000 lives and huge internal displacement. With regards to women the conflict has led to increased GBV, harassment, and trafficking of girls and women. Nepal is a patriarchal society and there are no special measures for female combatants or widows and sexual abuse of women in Maoist Camps and in police custody is commonplace. Unfortunately, there is a lack of data on GBV and women's human rights abuses and as such mapping and profiling is required.

During the Nepalese peace negotiations, women were excluded from all committees. Furthermore, there is only one woman in the cabinet and she has limited powers. Women's formal political participation is negligible and women, especially those who experience human rights abuses, remain silenced due to their lack of voice. In Nepal there continues to be a lack of a gender perspective with regards to peacebuilding and conflict resolution and most women are unaware of SCR 1325.

2. Past and future actions

In Nepal, WHR has been active in raising awareness of SCR 1325, and wrote an open letter to the UN Secretary General, reiterating his obligation his obligation to ensure women's participation. In addition, WHR lead twelve NGOs on capacity building and raising awareness of SCR 1325, developed a training manual for use at grassroots level, and translated SCR 1325 into vernacular and Nepali.

However, there needs to be much more support from the international community. Nepal must be persuaded to develop a National Action Plan, local women's NGOs (especially war victims) must be supported financially and through capacity building; and the Government and civil society must be helped to implement and monitor these plans and programmes through diplomacy and funding.

Lily thanked GAPS and Margaret Owen (WPD) for nominating her as a speaker at the Wilton Park Conference in June, 2006, where she met with influential individuals from UN agencies, donor governments, UK civil servants and with Ambassador Anurwal Chowdhury "the father of 1325". The letter participants signed on WHR's behalf and been enormously encouraging to all the members of her organisation and other women's NGOs working with them to gain women a voice in the Nepali peace process.

D. MATTHEW NEUHAUS: The role of men in SCR 1325

Matthew Neuhaus began by noting two important issues: firstly, that women and men have dual responsibility for peace but women's voices remain unheard, and secondly, that peace and equality are inextricably linked. He also pointed out that men's active role in the implementation of SCR 1325 should not stem from altruism but rather it is in their own self-interest, as it will lead to improved social, political, and economic relations for all. He went on to highlight three ways in which the Commonwealth works to ensure men and women should be involved in the attainment of equality in peacebuilding.

1. Gender Mainstreaming

Gender mainstreaming, as a strategy, involves a review of the differential impact of policies, programmes and activities on women, men, boys and girls. Logically, it follows that everyone should be involved in these activities to ensure positive results. In this regard, Member States and CSOs should strive to encourage more men to be involved in mainstreaming at all levels and in all sectors. Member States could ensure balanced intervention through mechanisms such as 'Gender Responsive Budgeting', which ensures that the intended beneficiaries of a planned project do, in fact, benefit. Women must be brought into peacemaking and preventive diplomacy activities, and the Commonwealth makes a point of doing this.

2. Integrated approaches

There has been an urgent call for agencies and actors to adopt integrated approaches in their interventions. Such approaches are inclusive and do not exclude either of the sexes. Where such an approach is effectively implemented, men should be part of mainstreaming as well as post-conflict interventions in all sectors and at all levels.

3. Role Models

Given the patriarchal nature of most societies, men can actively become more positive role models to younger boys who are part of the future. Efforts should be intensified to ensure such men are encouraged to become 'male champions' for promoting UNSCR 1325.

E. JEREMY STICKINGS: Accountability and Masculinity

At the 2004 session of the UN Commission on the Status of Women, participating governments agreed a set of conclusions on the role of men and boys in achieving gender equality at all levels. However, these good intentions have not been translated into much in terms of practical programme work, and SCR 1325 remains sidelined as a women's issue. Men's involvement in SCR 1325 has not received enough attention, either in terms of men as bureaucrats, office-holders and functionaries, or as perpetrators of inequality and GBV. Many men still view women's empowerment as a zero-sum game, and are unsure how equal rights will benefit them. However, it is of benefit to all of us to pursue the equality agenda, particularly with regard to conflict resolution and peacebuilding.

1. Accountability

There must be more accountability with regard to policies and strategies for implementing SCR 1325. For example, recent work with the UN DPKO showed the need for management accountability to start at the very top and for a systematisation of structures for implementation. Similarly, work with the UN High Commission for Refugees showed a need for supporting accountability structures. DFID has adopted a Gender Equality Action Plan after completing a major evaluation of gender issues, and in response to the 2006 Equality Act. The evaluation showed strong commitment in policy and strategy; but that this has not been implemented consistently on the ground.

To address this, DFID's Action Plan attaches considerable significance to the role of "Gender Champions". Overall responsibility rests with a Director General, who is supported by a Gender Equality Champion in each DFID division and by the Equity and Rights Team. Ultimately, senior individuals are held responsible. It is important that many of those held responsible are men, so that the gender agenda reaches beyond the "usual suspects". Addressing gender inequalities will require a widespread change in attitudes and perceptions. As DFID's Action Plan states, it is critical that *men and boys* are involved in this process of change, particularly in situations of violence, unrest and conflict.

2. Masculinity

Despite the growing body of work on masculinities, the process of redefinition of male and female identities has been asymmetric, and is only just beginning for men. Alternative models of masculinity need to be offered. Prevention of VAW is the great challenge, and a large part of it concerns changing men's attitudes. We know that in societies which have been through violent conflict, violence continues long after the formal cessation of hostilities. For instance, violence against women often increases after disarmament and demobilisation: although the weapons may have been removed, the models of masculinity and the ways of showing manhood persist.

But boys and men do suffer as a result of dominant and aggressive male gender roles and gender inequality, which make it difficult to be different. In many countries, large numbers of young men are now growing up without any expectation of stable employment or achieving the breadwinner status around which familiar models of masculinity are defined. The Centre for Humanitarian Dialogue has pointed out how in Rwanda, Nigeria and Sierra Leone, local leaders coerced and manipulated young men and boys to take up arms based on distorted ideals of 'what a man should be'. Thus it is important to identify and promote the many positive values and norms that are also a part of masculinities around the world: men as peacemakers, as caring fathers, as non-violent negotiators, as supportive spouses.

QUESTION AND ANSWER SESSION

1. With reference to the South Eastern region of Turkey, where honour killings are increasing, could we learn from initiatives in other countries such as a group called the Honour Heroes Group in Sweden? (Leylâ Pervizat, WILPF)

2. Programmes such as "Programme H" in Brazil lead by Instituto Promundo should be rolled out to other countries, particularly where levels of violence are high. (Lisa Howse, PhD candidate)

JS¹ noted that DFID is aware of ProMundo's innovative work and is looking to learn lessons from it to inform programming elsewhere.

3. (i) There is a strong emphasis to train women in Track 1 negotiation is it not a priority to also train men better in negotiation?

(ii) Mediation countries should set an example. For example, in Sri Lanka, the Royal Norwegian Government had no women negotiators in their team. (Amy Barrow, University of Manchester)

MN noted that it is difficult to have women at the peace negotiation table if they are not the true power brokers, but we must continue to engage with women's groups and give men increased training on these issues.

DS agreed that increased and better training for men is essential. He also noted that Norway did include women in their peace negotiations in Sri Lanka though the Etam was led by a man. He pointed out that in Sudan the Norwegian team was led by a woman. He noted that is vital to deal with the political and social reality of each conflict country. Norway is a highly egalitarian country but it is impossible to arbitrarily force these ideas on peace negotiations, as they would fail.

4. What diplomatic measures and tools can be employed to get men involved in SCR 1325 in countries such as Colombia, where there is little or no interest? (Katherine Ronderos, UNA-UK)

MN Country-level funding should be set aside to get men and women involved in implementation of SCR 1325. Financial resources would have an impact, even on the most militarised of societies.

DS In the period from 1990 to 1996, Guatemalan military went to Norway to learn and exchange ideas about the role and nature of modern armed forces, with a focus on human rights and the importance of civilian government authority over the professional military. Later a Colombian military team also visited Norway with the support of Guatemalans from the previous effort. DS suggested that this kind of diplomatic exchange could offer a model for learning about SCR 1325 and peace operations.

JS DFID supports grassroots activities (including women's organisations) focused on these objectives. DFID has recently begun funding a new UNIFEM programme working with local partners in six countries.

5. With a view to getting more women into peace processes, is there some thing specific that we can do to shift the goal posts for qualifications so that females can enter political scene, in peace negotiations etc.? (Eleanor Nwadinobi, Nigeria Widow's Federation)

All panellists agreed that this was a very important step that must be made. The net must be thrown wider to include more women with different qualifications.

6. What do we mean by implementation? We must ask how we move from policy to practice, especially in conflict countries, where society is highly unjust for most people. (Nick Killick, International Alert)

MN We must move towards having women in positions of power and promoting men as peacebuilders.

DS pointed out that having women in positions of power does not necessarily mean that gender equality falls into place. We must look at the power relations between men and women and their roles at all stages of progress.

JS noted that implementation is less a technical issue than a political one. The provisions of SCR 1325 mean that more direct action is needed to promote women's rights and freedoms as ends in themselves, alongside improving women's access to services and economic and political opportunities, and reducing GBV.

¹ JS – Jeremy Stickings; DS – Dan Smith; MN – Matthew Neuhaus

APPENDIX 1

Message from Ambassador Anwarul K. Chowdhury, UN Under-Secretary-General and High Representative for the GAPS UK event on SCR 1325 implementation

"Almost seven years have gone by since silence was finally broken at the United Nations Security Council, in 2000 on the International Women's Day, on the crucial but till then unrecognized, under-utilized and under-valued contribution that women do make and can make in the area peace and security. The adoption of Security Council resolution 1325 that followed later that year was truly a milestone event.

I am delighted that the Gender Action for Peace and Security (GAPS UK) is organizing an event on "Involving men in the implementation of UN SCR 1325 on Women, Peace and Security" on 13 March 2007 in London hosted by the Canadian High Commission. It is also special that Margaret Owen, a leader in her own right, is chairing it.

It has been encouraging to see governments, international organizations and civil society increasingly recognize the importance of gender equality and the empowerment of women in the continuing struggle for equality, peace, security, democracy, human rights and development. Progress, however, has remained uneven and the gains fragile. In this context, let me say that I fully agree with your contention that globally, involving men in the implementation of SCR 1325 remains a major obstacle, and is one that has yet to receive adequate attention from policymakers and practitioners. Despite increased awareness, in many countries the rights of women are still under threat; violence against women and girls is still tolerated under the cover of cultural practices and norms and used as hideous weapon in armed conflict. Impunity for such violence is still unacceptably widespread. On the occasion of the International Women's Day this year, the UN Secretary-General has proposed that the General assembly devote an agenda item every year to consider the question of violence against women. He also urged the Security Council to establish a mechanism dedicated to monitoring violence against women and girls within the framework of 1325.

Intensified efforts from all of us are indeed needed to promote women's rights at the country level and recognize their role in preventing war, building the culture of peace and working toward social justice. Effective mechanisms – both national and global -- to fully implement and monitor women's rights and participation in peace processes need to be developed. Creation of one dynamic UN gender entity replacing its several current structures is worthwhile step forward.

In this context, the potential of Resolution 1325, its implications and its impact in real terms are enormous. What can be done to ensure its effective implementation? The question is to structure the peace in a sustainable way. That is why women need to be at the peace tables, to be involved in the decision-making and in the peace-keeping teams, particularly as civilians to ensure faithful implementation of 1325. Gender perspectives must be fully integrated into the terms of reference of peacekeeping-related Security Council resolutions, reports and missions. Peace support operations should include gender specialists as well as consultations with women's groups and networks must be ensured. UN Resident Coordinators at the country level must be fully briefed on 1325 implementation. Non-UN peacekeeping forces, such NATO and AU, must be appropriately trained in their responsibilities as envisaged in 1325. The newly established Peace Building Commission needs to make 1325 integral to its intergovernmental deliberations and secretariat functions.

I believe it is time to prepare an exhaustive and comprehensive list of indicators to monitor and measure progress in 1325 implementation in its letter and spirit. Extent of involvement of men should be one such indicator. I highly commend the remarkable work done by the New York-based NGO Working Group on 1325 and encourage them to continue their follow up work on their excellent five-year review report.

Within the UN, while a number of offices are involved in the implementation process, I believe a practical way should be found to pull all efforts and actions together to make them more effective. It would be purposeful for the UN to appoint a full time advocate and monitor for 1325 - a sort of Special Representative of the Secretary-General for 1325 who would ensure constant and focused system-wide attention on this.

I would like to conclude by stressing that sustainable peace is inseparable from gender equality – as long as women are marginalized, there is little chance for an open, participatory and peaceful society. I wish your deliberations a very productive and purposeful outcome and I am looking forward to that.

New York, 8 March 2007

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APPENDIX 2

Relevant Documents

Barker, Gary (2005) *Dying to be Men: Youth, Masculinity and Social Exclusion*, Routledge, London

Barker, Gary and Ricardo, Christine (2005) *Young Men and the Construction of Implications for HIV/AIDS, Conflict, and Violence*, World Bank (Washington)
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Ruxton, Sandy (ed) (2004) *Gender Equality and Men: Learning from Practice*, Oxfam (Oxford)
http://www.oxfam.org.uk/what_we_do/resources/downloads/geneqmen/gem_complete.pdf

SIDA (2204) *Ending Gender Based Violence: A Call for Global Action to Involve Men*, SIDA (Stockholm) <http://www.sida.se/shared/jsp/download.jsp?f=SV134602.pdf&a=3108>

Women for Women International (2007) *Reducing Violence against Women in the Eastern Congo: Preparing Men to Advocate for Women's Rights*, WWI (Washington/ London)
http://www.womenforwomen.org/documents/MensLeadershipFullReport_002.pdf

For more UN working papers and articles on Men, Masculinities and Gender equality see:
<http://www.un.org/womenwatch/daw/egm/men-boys2003/documents.html>

Overview of Programme H, Brazil
http://www.unicef.org/sowc07/docs/sowc07_panel_5_6.pdf
http://www.siyanda.org/docs/nascimento_youngmen.doc

Gender Action for Peace and Security would like to thank the High Commission of Canada who kindly hosted the event, the panellists who took part, and those who attended.

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