

WOMEN COUNT: SECURITY COUNCIL RESOLUTION 1325 Civil Society Monitoring Report 2014

Executive Summary

I. Background

The Global Network of Women Peacebuilders (GNWP), an autonomous program of the International Civil Society Action Network (ICAN), is a coalition of women's groups and other civil society organizations from Africa, Asia and the Pacific, Latin America, Eastern and Western Europe and West Asia—mostly in conflict-affected countries—that are actively involved in advocacy and action for the full and effective implementation of the United Nations Security Council resolutions on women, and peace and security. Many of the members comprise further networks at the global, regional, national and local levels, which makes for a significantly broader outreach.

GNWP bridges the gap between policy discussions and implementation and action on the ground on women and peace and security issues. GNWP does this through its four programmatic areas: Capacity Building, Advocacy, Research, and Institutional Strengthening. This programmatic focus includes various initiatives such as: the Civil Society Monitoring of the implementation of United Nations Security Council Resolution (UNSCR) 1325; Localization of UNSCR 1325 and 1820; Education and Advocacy on the CEDAW General Recommendation 30 on Women in Conflict Prevention, Conflict and Post-conflict Situations; 1325 Media Outreach; Financing for the implementation of the Women and Peace and Security Resolutions; Support to national action planning processes; and engagement with the security sector. More recently, GNWP piloted the Girl Ambassadors for Peace Program and the Community Social Dialogues in the Democratic Republic of Congo.¹

GNWP's work focuses on the following objectives:

- Enhancing women's capacities to use legal mechanisms available at the international, regional and national levels in order to protect their rights and ensure their participation in decision-making, peacebuilding, conflict prevention and reconstruction;
- Enhancing capacity amongst civil society, especially women's civil society, to conduct effective monitoring, mobilize and advocate for effective policy implementation;
- Bringing visibility to women's issues and concerns on peace and security and amplifying their voices at the national, regional and global levels;
- Supporting effective implementation of UNSCR 1325, 1820 and the supporting Women, Peace and Security (WPS) resolutions, particularly at the national and local levels;
- Improving financing for the implementation of the WPS resolutions;
- Increasing literacy rates, leadership capacities of young women and girls and their participation in peacebuilding;
- Engaging with security institutions to integrate UNSCR 1325 and 1820 and the supporting WPS resolutions in their operations in order to broaden security framework; and
- Bolstering Member State (MS) accountability in a range of ways/fora, including through advocacy around the UNSCR 1325 anniversaries and Committee on the Status of Women (CSW) sessions.

The 10th anniversary of UNSCR 1325 created a momentum for civil society and other women and peace and security advocates to intensify their lobbying for greater accountability to the resolution.

¹ For further information please visit www.gnwp.org.

It also presented a great opportunity to review and reflect on what has been achieved so far; what has made those achievements possible; what are the gaps in implementation; and what causes these gaps to persist. In line with these objectives, GNWP launched its civil society monitoring project in 2010, when the first set of country reports and the annual report, “Women Count,” were released. In 2010, a decade after the adoption of UNSCR 1325, hopes were high that the 10th anniversary of UNSCR 1325 would mark real progress and a renewal of commitments to implement the resolution. Much needed to be done then — and still remains to be done now in 2014— to draw accountability to the women and peace and security resolutions and to undertake concrete action regarding the promotion, protection and fulfillment of women and girls’ rights, particularly at the local and national levels.

GNWP’s 1325 monitoring project is the first initiative by civil society organizations (CSOs) to monitor the implementation of the women and peace and security resolutions on a regular basis. The monitoring project provides civil society organizations and peace activists with an evidence-based instrument to hold governments accountable to fully and effectively implement UNSCR 1325, 1820 and the supporting resolutions. It makes a unique contribution to the women, peace and security field by documenting evidence and data from a range of countries, and also provides a platform for civil society voices on these issues. The monitoring reports are not only rich sources of information but are also valuable advocacy tools that are a critical part of ensuring accountability at the national level for the full implementation of the resolutions. This year’s global monitoring report covers 20 countries.² Azerbaijan, India, Iraq, Kenya and Libya are participating in the monitoring report for the very first time. Out of the 20, five countries have now been carrying out this exercise for five years (DRC, Nepal, the Netherlands, the Philippines and Uganda). In addition, this year we are for the first time including a territory, Nagorno-Karabakh.

Civil society groups participate in this monitoring exercise on a purely voluntary basis. Every year since 2010, GNWP issues an invitation to CSOs around the world that have a track record in research, advocacy and programming on UNSCR 1325 to take part by monitoring the implementation of UNSCR 1325 in their countries. The country reports that are featured in this publication are written by those who have responded to GNWP’s call and have met the research requirements of this monitoring project. For 2014, 20 countries were monitored, bringing the total number of countries monitored in the last five years to 24. Countries that take part in the monitoring report are countries with and without National Action Plans (NAPs), highlighting the fact that there are different ways to implement UNSCR 1325 apart from developing and adopting a NAP. Furthermore, this monitoring exercise includes countries directly affected by conflict as well as countries with no direct experience of conflict, thus demonstrating that UNSCR 1325 applies to all countries.

This year’s monitoring exercise is particularly significant as it marks the fifth year since this initiative started. The compilation of data and information, as well as the trends and analysis of that data, will form the basis of the “Global Civil Society Score Card on UNSCR 1325” that GNWP will present in 2015. Furthermore, the monitoring report, as well as the Score Card, will feed into the ongoing Global Study of UNSCR 1325 that is being coordinated by UN Women as part of the 2015 High-level Review process.³

² These are Afghanistan, Azerbaijan, Burundi, Canada, Colombia, the Democratic Republic of Congo (DRC), Fiji, India, Iraq, Kenya, Libya, Nepal, the Netherlands, the Philippines, Serbia, Sierra Leone, South Sudan, Sri Lanka, Sweden and Uganda.

³ UNSCR 2122 (2013) calls on the UN Secretary General to commission a Global Study on the implementation of UNSCR 1325, in preparation for a High-level Review in 2015.

Table 1: Countries included in GNWP global monitoring reports (2010-2014)

2010	2011	2012	2013	2014	Is there a NAP?
Afghanistan	Afghanistan	Afghanistan	-	Afghanistan	No
-	-	-	Armenia	-	No
-	-	-	-	Azerbaijan	No
Burundi	Burundi	Burundi	-	Burundi	Yes
Canada	Canada	-	Canada	Canada	Yes
-	Colombia	Colombia	Colombia	Colombia	No
DRC	DRC	DRC	DRC	DRC	Yes
Fiji	-	Fiji	Fiji	Fiji	No
-	-	-	-	India	No
Iraq	-	-	-	Iraq	Yes
-	-	-	-	Kenya	No
-	Liberia	Liberia	Liberia	-	Yes
-	-	-	-	Libya	No
Nepal	Nepal	Nepal	Nepal	Nepal	Yes
Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Yes
Philippines	Philippines	Philippines	Philippines	Philippines	Yes
Rwanda	-	Rwanda	-	-	Yes
-	-	-	Serbia	Serbia	Yes
Sierra Leone	-	Sierra Leone	Sierra Leone	Sierra Leone	Yes
-	-	South Sudan	South Sudan	South Sudan	No
-	Spain	Spain	-	-	Yes
-	-	Sri Lanka	Sri Lanka	Sri Lanka	No
-	Sweden	Sweden	Sweden	Sweden	Yes
Uganda	Uganda	Uganda	Uganda	Uganda	Yes
11 countries	12 countries	15 countries	15 countries	20 countries	14 out of 24 countries

II. Summary of key findings by indicator

In the 2014 civil society monitoring report, progress for each indicator was rated according to a Traffic Light system similar to the one used to assess progress of the Millennium Development Goals. The ratings and trends were based on the data and analysis provided in each country report.

With the 2012 and 2013 ratings as baselines, the 2014 country research teams rated progress over the past year for each indicator, as they compiled the 2014 country reports. The country research teams rated progress for each indicator using the following four categories: Deterioration (red); No change (orange); Slight/moderate progress (yellow); and Significant progress (green). Table 2 below provides a summary of the general trends for each indicator across the 20 countries covered by the monitoring project this year.

While extensive data and analysis has been collected throughout the monitoring process, it is important to recognize the challenges associated with obtaining information on women and peace and security issues. In most cases, up to date sex-disaggregated data or data disaggregated by age, economic status and other social factors is not available. National statistics offices, government ministries and agencies often do not see this as a priority. In some cases, government agencies

refuse to make data available as they consider it a breach of security, particularly data related to the police and military. As a result, not all indicators are populated for every country. Moreover, some of the more context-specific indicators are only relevant to certain countries. For example, in countries that have not directly experienced conflict since the second world war, such as Sweden and the Netherlands, the indicators on conflict-related sexual and gender-based violence and economic packages given to women and men during and after conflict are not applicable.

It is hoped that the data gaps in this monitoring report will draw attention to the need for greater political will, more resources and technical capacity in collecting information on women and peace and security issues at the local, national, regional and global levels.

Table 2: Global summary of trends by indicator⁴

Indicators	Deterioration	No Change	Slight/Moderate Progress	Significant Progress
Indicator 1: Index of women's participation in governance	Afghanistan	Canada, Libya, South Sudan, Sri Lanka, Sweden	Azerbaijan, Burundi, Colombia, DRC, India, Iraq, Kenya, Nepal, Netherlands, Philippines, Sierra Leone, Serbia, Uganda	Fiji
Indicator 2: Percentage of women in peace negotiating teams and detailed breakdown of gender issues addressed in peace agreements	Iraq, Kenya	Afghanistan, Libya, Serbia, South Sudan, Sweden, Uganda	Azerbaijan, Colombia, DRC, India, Nepal	Burundi, Philippines
Indicator 3: Index of women's participation in the justice, security sector, and peace keeping missions	Libya, Uganda	Canada, Colombia, Fiji, Netherlands, Serbia, South Sudan, Sweden	Afghanistan, Azerbaijan, Burundi, DRC, India, Iraq, Kenya, Nepal, Philippines, Sierra Leone, Sri Lanka	
Indicator 4: Number and percentage of women participating in each type of constitutional or legislative review commissions		Afghanistan, Burundi, Colombia, Kenya, Libya, Sierra Leone, South Sudan, Uganda	DRC, India, Iraq, Nepal, Philippines, Serbia	
Indicator 5: Number and percentage of civil society organizations in task forces/committees on UNSCR 1325 and 1820 (out of total task force members)	DRC, India	Afghanistan, Azerbaijan, Canada, Nepal, Netherlands, Sierra Leone, South Sudan	Iraq, Serbia, Sweden, Uganda	Burundi, Colombia, Kenya, Philippines

⁴ Countries are not listed for the indicators that were not applicable, not populated in the report and/or for the indicators where data was insufficient to establish a trend.

Indicator 6: Number and percentage of sexual and gender-based violence cases reported, investigated, prosecuted and penalized	Fiji, Iraq, South Sudan	Colombia, India, Libya, Nepal, Philippines, Serbia, Sri Lanka	Afghanistan, Azerbaijan, Burundi, DRC, Sierra Leone, Uganda	
Indicator 7: Number and quality of gender-responsive laws and policies	Libya	Afghanistan, Azerbaijan, Canada, Kenya, Netherlands, Sri Lanka	Burundi, Colombia, DRC, Fiji, India, Iraq, Serbia, Sierra Leone, South Sudan, Sweden, Uganda	Nepal, Philippines
Indicator 8: Number and nature of provisions/recommendations in the truth and reconciliation commission and other transitional justice reports on women's rights	DRC, India	Afghanistan, Libya, South Sudan	Burundi, Colombia, Iraq, Nepal, Serbia, Sierra Leone, Sri Lanka	Philippines
Indicator 9: Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes	Burundi	Azerbaijan, India, Libya, Serbia, Sierra Leone, Sri Lanka	Colombia, DRC, Nepal, Philippines, South Sudan	
Indicator 10: Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law		Canada, Colombia, India, Libya, Netherlands, Sri Lanka, Uganda	Azerbaijan, Burundi, DRC, Serbia, Sierra Leone, South Sudan, Sweden	Nepal, Philippines
Indicator 11: Allocated and disbursed funding marked for women, peace and security programs to CSOs and government	India	Burundi, Canada, Colombia, Serbia, Sri Lanka, Sweden, Uganda	DRC, Iraq, Netherlands, Philippines, Sierra Leone, South Sudan	Nepal
Optional Indicator A: Extent to which gender and peace education are integrated in the curriculum of formal and informal education		Canada, Sierra Leone	India, Sri Lanka	
Optional Indicator B: Percentage of women's representation as peacebuilders and decision-makers in media content		Sweden	India	

Indicator 1: Index of women's participation in governance

There has been very limited progress under this indicator, with very few countries experiencing an increase in women's representation at any level of governance. Among the conflict-affected countries monitored, only Burundi, Serbia and Uganda reported more than 30 percent women in parliament. In the Cabinet of the conflict-affected countries, it is only in Burundi, Colombia and

Uganda where women made up at least 30 percent of this highest national executive body. None of the other countries monitored reached 30 percent women's representation in top local government bodies. Elective positions in these bodies are often the hardest to secure for women, since traditional beliefs about political leadership as a primarily male domain are most dominant at the local level. The common barriers to women's political participation are: low literacy or low levels of education, poor preparatory training, high household work burden, high cost of running for elections, security threats, negative attitudes towards women in public office, and resistance of male leaders in political parties. On the positive side, quotas have in some cases helped increase women's political participation.

Indicator 2: Percentage of women in peace negotiating teams and breakdown of gender issues addressed in peace agreements

Women's participation in official peace negotiations remains low, despite evidence that they positively influence the negotiation and the ensuing agreements. Nonetheless, there have been several positive developments in terms of women's participation in peace talks and recognition of their concerns in peace agreements, for example in the Philippines and Colombia. South Sudanese women's groups are also participating in official peace negotiations for the first time. However, women continue to be sidelined from many peace processes even where they are involved. Their presence may be viewed as symbolic only, with their insights and needs not taken into consideration.

Indicator 3: Index of women's participation in the justice, security sector, and peacekeeping missions

Women are under-represented in the security sector across the board, although some countries have progressed by creating enabling conditions to increase women's representation and retention in the sector. The highest levels of women's representation were found in the judiciary, where socio-cultural barriers to women's entry are often less strong than in the police and military institutions, which tend to have stronger masculinist cultures and practices. The military remains the institution with the highest barriers to access for women. In foreign peacekeeping missions, the percentage of women's representation ranges widely, but overall the meager representation of women reflects the low representation of women in national police and military forces.

Indicator 4: Number and percentage of women participating in each type of constitutional or legislative review

The percentage of women's representation in constitutional and legislative review processes ranges very broadly across countries. Even as the data does not yet present a directly proportional relationship between countries with a high percentage of women's representation in constitutional and legislative review bodies and women's representation in governance, two countries that exhibited such correlation are Burundi and Uganda. Both countries consistently reported more than 30 percent women's representation in review bodies and in national governance structures. Thus, it is important to examine the factors that enable or hinder positive results. It is critical for women's organizations to actively engage with constitutional and legislative review bodies, as they play a critical role in integrating a gender perspective in the review and amendment of laws and public policies.

Indicator 5: Percentage of civil society organizations in task forces/committees on UNSCR 1325 and 1820 (out of total task force members)

Whether countries have a NAP or not, civil society plays a key role in UNSCR 1325 implementation at the national and local levels. In countries where a NAP on UNSCR 1325 is present, CSOs engage with the process in a range of positive ways: sometimes informally, as is the case in the Philippines; or as official members of the official steering committees or taskforces, as in the cases of Nepal, the Netherlands and Uganda. Outside of official channels, many CSOs opt to form their own UNSCR 1325 networks or working groups. CSOs find it important to have their own space to discuss their different agenda, build consensus and strategize in their engagement with governments, the UN and other regional and multilateral organizations.

Indicator 6: Number and percentage of sexual and gender-based violence cases reported, investigated, prosecuted and penalized

This continues to be one of the most challenging indicators in terms of data collection and availability. Underreporting of SGBV is pervasive, and is linked to the impunity for SGBV that continues to be a problem in most reporting countries. Nonetheless, the data demonstrates that SGBV remains widespread in all countries, with worrying increases in DRC, Fiji, India, Iraq and South Sudan. As with last year, researchers focused on SGBV related to violent conflict and found in almost half of the countries monitored that the deterioration of women's personal security and safety is linked to armed conflict and/or heavy militarization. On the positive side, there have been improvements in implementation of initiatives against SGBV, for example in Uganda, and in the political will to address SGBV in conflict in DRC.

Indicator 7: Number and quality of gender-responsive laws and policies

The number of gender-responsive laws and policies adopted in 2013 and 2014 has been significant, reflecting both increased political will for the advancement of gender equality and women's rights, as well as the persistence of gender inequalities and implementation gaps. The continued poor implementation of gender-responsive laws and policies can be attributed to weak capacities, lack of implementation mechanisms, inadequate funding, and the widespread predominance of customary practices over statutory law. Six countries adopted a NAP on UNSCR 1325 in 2013 and 2014, and several others are under development, although lack of implementation and of civil society participation remain challenges in some cases.

Indicator 8: Number and nature of provisions/recommendations in the truth and reconciliation commission and other transitional justice reports on women's rights

Of the countries monitored that have operational transitional justice mechanisms, the majority of ensuing recommendations and strategies include a gender dimension, recognizing the specific experiences of women in conflict and their needs in the aftermath. Nonetheless, the implementation of these recommendations remains a challenge in many cases, as reported in Iraq, Sierra Leone and Sri Lanka. Various factors hinder the establishment and/or implementation of transitional justice processes, including the presence of individuals in power who were themselves perpetrators of human rights violations in conflict. As in previous years, women's civil society groups play a key role in advocating for the establishment and implementation of a range of transitional justice mechanisms.

Indicator 9: Percentage of women (versus men) who receive economic packages in conflict resolution and reconstruction processes

Disarmament, demobilization and reintegration (DDR) programs still do not adequately take into account the fact that armed conflict affects women and men in different ways, as evidenced by the general lack of sex-disaggregated data on these programs. Where data is available, the proportion of women receiving economic packages is often low, meaning that women are not being adequately supported once conflict is over. Reparations and economic packages are an important source of support and skills development for women who have been victims or combatants in conflicts, as illustrated by positive reports in Colombia, Nepal, the Philippines, and South Sudan. An exception is India, where researchers found that economic compensation for victims of rape has contributed to the “normalisation” of rape.

Indicator 10: Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating UNSCR 1325, UNSCR 1820, international human rights instruments and international humanitarian law

The data for this indicator continues to be extremely varied and often incomplete. While many countries report trainings on gender perspectives and UNSCR 1325 and 1820 for the military and police, gathering detailed information has been particularly challenging this year, including in identifying whether trainings are pre- or post-deployment. There is again a clear recognition of the important role of civil society actors in promoting the protection of women’s rights and providing training, as was the case in Afghanistan, India and Serbia.

Indicator 11: Allocated and disbursed funding marked for women, peace and security programs to CSOs and government

Obtaining information on funding for CSO and government programming on WPS issues remains a challenge. Information may not be publically available, may not be easily aggregated, or may be kept confidential for reasons of competition over scarce funding resources. National budgets may include no WPS funding or funds allocated may not be disbursed. Research suggests that where funds do exist, they tend to be distributed according to the interests of the donor agency, often without paying attention to the needs of the community or to the strategies of local organizations. Despite the lack of overall data, it is clear that funding for WPS remains inadequate across the monitored countries.

III. Summary of recommendations

This Executive Summary highlights the following recommendations with regards to the implementation and monitoring of UNSCR 1325:

Participation

- National governments should prioritize disaggregation by sex, age and other socio-economic factors in data collection at national and sub-national levels, both in the case of surveys and administrative records. Agreement in methodology should be reached both nationally and internationally to the extent possible in order to ensure comparability. Timely public dissemination of such data should be also prioritized to guarantee full transparency and accountability.

- National governments should adopt quotas, affirmative action policies or other mechanisms and ensure that these are strictly enforced within political parties to create a more level playing field for women at all levels of decision-making.
- National governments should ensure protection of women who enter the electoral arena or take on decision-making positions as they are subject to threats from groups and individuals who believe women should stick to their traditional roles.
- National governments, the UN and donors should all contribute in enhancing the capacity of women civil society to fully and equally participate in peace negotiations and in the implementation of peace agreements.
- Mediators, facilitators and the negotiating parties should support the formation of Sub-Committee on Gender in all peace negotiations to ensure the integration of gender in such negotiations and in the resulting peace agreements.
- National governments should continue to increase the numbers of women within the security sector.

Prevention and Protection

- National governments should establish regular data collection mechanisms for cases of SGBV disaggregated by sex, age, conflict zone and other socio-economic factors at national and sub-national levels.
- National governments should systematize training on gender and SGBV for all security sector actors, so that they can adequately respond to cases of SGBV and medical emergencies such as the Ebola outbreak in West Africa.
- National governments should increase efforts to match legislative reform with implementation mechanisms, regular monitoring and evaluation and improved access to services, particularly in relation to SGBV.
- National governments, in collaboration with CSOs, should organize awareness-raising on gender equality and the prevention of SGBV including harmful customary laws and practices
- National governments should harmonize statutory laws and customary laws in order to promote women and girls' empowerment and protect their rights.
- National governments should ensure that transitional justice mechanisms and DDR programs take into account the differential impact of conflict on women and girls, and that women and girls are not left out of reintegration and skills building programs.

Promotion of a Gender Perspective

- National governments and UN agencies should provide regular training on UNSCR 1325 and the supporting resolutions for all security sector actors and UN peacekeeping personnel pre-deployment, to ensure respect for women's rights in all security and peacekeeping operations.
- Donors should improve tracking of funds allocated to women, peace and security issues; adequately resource NAPs; and develop new, longer-term and flexible funding mechanisms that are accessible to women's organizations.
- National governments, donors and the UN should support the establishment of the Global Acceleration Fund on Women, Peace and Security in 2015, including by making actual financial contribution to guarantee and fast track action on implementation.

General recommendations

- Donors should link UNSCR 1325 to other policy and development priorities to ensure broader buy-in across key ministries.

- National governments should develop NAPs on UNSCR 1325 through broad consultation with women's groups and CSOs and ensure that they are adequately resourced with robust monitoring mechanisms in place.
- Donors, the UN, regional and multilateral organizations should support and facilitate cross-sharing of evidence on impact, lessons learned and good practice in relation to the implementation of UNSCR 1325.
- Women's organizations and other CSOs should continue to play a watchdog role and further develop efforts to monitor the implementation of UNSCR 1325, 1820 and the supporting WPS resolutions, including through building links between countries and different regions to facilitate information-sharing and joint advocacy and media and awareness-raising campaigns.
- Women's organizations should develop and foster relationships across government institutions, particularly with the security sector, to enable more joined-up efforts to implement UNSCR 1325.
- Researchers should continue to build up the evidence base on WPS issues, and develop partnerships with CSOs to ensure policy uptake.