



15 Years of UNSC Resolution 1325

PRIO Gender, Peace
and Security Update

Issue 4

The PRIO Gender Peace and Security Update is an electronic newsletter published by the PRIO Centre on Gender, Peace and Security to share with the public information about gender, peace and security issues. The newsletter will also keep readers informed of the latest developments both internationally and in Norway in relation to UN Security Council Resolution 1325 (2000) on Women, Peace and Security and subsequent resolutions.



Members of the UN Security Council adopt a new resolution on Women, Peace and Security, 13 October 2015. Photo: UN Photo

In the context of the UN and global governance, 2015 has truly been 'a year of reviews'. The Global Study on the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security is one of three major peace and security reviews completed this year, the others being the reviews on UN peace operations and UN peace-building architecture reviews.

On 13 October, the UN Security Council convened at UN headquarters in New York for the annual Open Debate on Women, Peace and Security. The topic of this year's debate was the High-level Review on Women, Peace and Security: 15 years of Security Council resolution 1325. Prime Minister Mariano Rajoy of Spain presided over the debate, and this was the first time a head of state has taken on this role at the annual Women, Peace and Security open debates. A record number of member states had signed up to give statements, which meant the debate continued long into the evening and had to be resumed the following day. The UN Security Council open debate is available to watch in four parts on the [UN's Web TV channel](#). Transcripts are also available for [13 October 2015](#) and [14 October 2015](#).

In addition to the Security Council Open Debate, a number of regional and non-governmental organisations held side-events on their own specific theme related to 15 years of UNSCR 1325. For example, the Office of the Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission, the Office of the Special Adviser on Africa and UN women co-organised the event '15 Years of Women, Peace and Security Agenda in Africa: Stock-taking and Perspectives', adding perspectives on UNSCR 1325 from the African continent as part of Africa Week at the UN. Statements from speakers and other materials from the event are available [online](#).

Africa was in focus again at the panel discussion 'Holding ourselves to account: African experiences of monitoring UNSCR 1325 implementation', organised by the Crisis Management Initiative (CMI) and Finnish Mission to the UN on 15 October. Another theme included gender and inclusive peace mediation, discussed at a panel event co-organised by PRIO, CMI, UNDP and the Governments of Finland and Norway (see separate story below). Several other events were also held the following week in October.

Torunn L. Tryggestad, senior researcher and Director of the PRIO Centre on Gender, Peace and Security, together with PRIO doctoral researcher Jenny K. Lorentzen and research assistant Julie Marie Hansen, travelled to New York to be part of these important events. Below, Tryggestad gives an analysis of the Global Study on the implementation of UNSCR 1325 in relation to other events in New York that week.

The Global Study

The Global Study forms part of the larger review of the Women, Peace and Security agenda that has been conducted over the past year. It was requested by the UN Security Council in Resolution 2122, adopted in October 2013. In this resolution, the Security Council invites the UN Secretary-General to conduct a review of the implementation of UNSCR 1325.

Radhika Coomaraswamy, former Special Representative for Children and Armed Conflict, was appointed lead author of the study, supported by a High-Level Advisory Group comprised of 17 individuals representing all regions of the world. The mandate of the Global Study was to identify gaps and challenges in the implementation of UNSCR 1325, as well as emerging trends. And, most importantly, to identify priorities for action.

At 417 pages the Global Study is comprehensive and ambitious. Entitled *‘Preventing Conflict, Transforming Justice, Securing the Peace’*, the study provides analysis and findings backed up by thorough references to the most recent research and updated data. Some of the research was also commissioned by the study secretariat, UN Women.

Early on it was announced that the study team would go about their work applying an inclusive work method. Extensive consultations were held with various UN entities, member states, regional organizations and civil society organisations. Member states and various international and regional organizations sent in over 60 submissions with their input to the study. Many civil society organisations mobilized: the study secretariat received input from 47 organizations, academics and research institutions. A survey of civil society organisations was also conducted, generating responses from 317 organizations in 71 countries. This inclusive method may explain the comprehensive end result. Still, criticism has been raised, amongst others from women’s organisations in Latin America, that the study



Julienne Lusenge speaks at the UN Security Council Open Debate on Women, Peace and Security, 13 October 2015. Photo: UN Photo

was not inclusive enough. Little information was made available about the Latin American consultations, and very few civil society organizations were represented. The inputs from civil society groups were dominated by organizations from the Global North, it has been claimed.

Findings and recommendations

The key findings from the Global Study include:

- A comprehensive normative framework has been developed, especially on sexual violence in conflict
- Less has been achieved on women’s participation
- Progress continues to be measured in ‘firsts’ rather than in standard practices
- Worrying lack of funding
- 15 years on, only 54 member states have national action plans for the implementation of UNSCR 1325
- The rise of violent extremism has led to increased threats to women, requiring more resources to be spent on counter-terrorism measures.

The findings present a generally negative view of insufficient implementation of UNSCR 1325. Julienne Lusenge, President of Female Solidarity for Integrated Peace and Development in Eastern DRC, echoed the general feeling of disappointment among civil society actors at the insufficient implementation of the resolution, in

particular in taking concrete action to address sexual violence in conflict despite a comprehensive normative framework. Speaking during the opening of Security Council debate, Lusenge said: “I thought long and hard before deciding to come back here, and wondered whether or not it was worth the effort.”

Based on the Global Study review and its findings, the UN Secretary-General submitted a report to the UN Security Council ahead of the Security Council Open Debate on Women, Peace and Security held on 13 October 2015. At the open debate, a new resolution – **UNSCR 2242 (2015)** – was unanimously adopted. UNSCR 2242 (2015) is based on the UN Secretary-General’s report and the Global Study’s findings and recommendations.

Some of the most important recommendations from the Global Study include:

- A minimum of 15% of all peace and security programming should be earmarked for women and gender equality projects.
- A funding mechanism that can rapidly disburse financial support to local women peacebuilders should be established. This recommendation has formed the basis for the specialized funding instrument ‘Global Acceleration Instrument’ included in UNSC 2242 (2015).
- A Security Council Working Group should be established to ensure that information is available on country-specific gender issues

when the Security Council, for example, discusses and adopts mandates for new peace operations. Critics have argued that it will be challenging to have such a group work effectively as long as there is weak or absent analytical capacity in, for example, UN Women field offices. And the prospects of securing funding to establish such capacities are not promising.

- An Assistant Secretary-General (ASG) for Women, Peace and Security within UN Women should be appointed. This recommendation does not seem to gain support.
- A senior gender advisor should be appointed in the office of every Special Representative.
- The gender divisions within the Department of Political Affairs and the Department of Peacekeeping Operations should be strengthened.

(All 200 recommendations can be found in [Annex I of the study](#).)

What's next for UNSCR 1325?

The world has changed a lot since 2000 when UNSCR 1325 was adopted. This means that new issues and dilemmas must also be addressed in relation to the Women, Peace and Security agenda. Echoing the statement made by the UN Secretary-General at the Security Council Open Debate in October, the Global Study forms part of an important agenda for change – an agenda for change that the UN is grappling with as we speak. In the years to come, the Global Study will be the reference document for WPS advocates, among them UN staff, member states, civil society organizations and researchers. However, in terms of what the next 15+ years of UNSCR 1325 will look like, some major issues of concern remain.

Two concerns in particular were repeatedly raised at the various side-events in New York organized around the 15th anniversary and review. The first, as it was argued, is the growing tendency to closely link the WPS agenda with efforts to fight violent extremism. The fear is that arguments for protecting women will be used as an excuse for military operations without properly exploring other options first. Some also fear that women will be increasingly identified as key partners on the ground in fighting violent extremists, and thereby be made even more vulnerable to counter-attacks by extremists.

The second, and perhaps more pressing, concern

is the continued lack of funding of the WPS agenda. This is a genuine concern that had already been felt when the financial crisis hit many UN member states around 2008. Recent developments in Europe, which have led to more and more key donor countries spending larger chunks of their funds for development cooperation on addressing the migration crisis in their own countries, adds to the funding concerns felt by both the UN system and the many civil society organisations doing WPS-related work in conflict-affected countries and regions. Among donors restructuring their policies for development cooperation we also find the Nordic countries, known to be the most trusted friends of the WPS agenda both politically and financially. The direct implications for the WPS agenda of their revised strategies, priorities and budget allocations are yet to be seen. ■

Torunn L. Tryggestad, Director of the PRIO Centre of Gender, Peace and Security

1325 at 15 Side-Event: Gender and Inclusive Mediation

On 14 October 2015, PRIO, in co-operation with the Crisis Management Initiative (CMI), the UN Department for Political Affairs (UNDPA) and the Governments of Norway and Finland, hosted a panel discussion on 'Gender and Inclusive Mediation'. The side-event, which was held at the UN Secretariat in New York, was one of many other events marking the 15th anniversary and review of UN Security Council Resolution 1325 on Women, Peace and Security.

The panel discussion was organized to present key messages from the High-Level Seminars on Gender and Inclusive Mediation Processes, following the successful completion of the first seminar series in June 2015. It was also a chance for former seminar participants to share lessons learned which can inform renewed efforts to implement the Women, Peace and Security agenda.

The High-Level Seminar series is a training initiative launched in 2013 by PRIO, CMI and UNDPA. Six seminars have been organized in Oslo and Helsinki for envoys, senior mediators and their teams. Training high-level participants aims to generate more consultative processes by promoting women's effective participation and

building inclusive, gender-sensitive mediation capacity at international, regional and national levels. It is designed to provide participants with practical 'how-to' strategies and tools for designing more inclusive peace processes and gender-relevant provisions in peace agreements. (Read more about the High-Level Seminar [here](#).)



Tone Skogen, Norwegian State Secretary, at the 'Gender and Inclusive Mediation' event, New York, 14 October 2015. Photo: NorwayUN

At the side-event, opening remarks were given by the Assistant Secretary-General of UNDPA Tayé-Brook Zerihoun, the Permanent Representative of Finland to the UN Kai Sauer, Norwegian Secretary of State Tone Skogen and Finnish Minister of State Elisabeth Rehn. Seminar alumni Monica McWilliams and Lisa Buttenheim followed with a discussion about their own experiences from peace processes and what they learned from the High-Level Seminar.

Monica McWilliams, who is Professor of women's studies and social policy at Ulster University and founding member of the Northern Ireland Women's Coalition party, credited the High-Level Seminar for "putting the homework for mediators and negotiators out there". Lisa Buttenheim drew on her experience as Special Representative of the Secretary-General and head of the UN Peacekeeping Force in Cyprus, pointing out that peace agreements require a process, substance and implementation – and gender should have a presence throughout.

The panel discussion is available to watch online [here](#). ■

Launch of the Nordic Women Mediators' Network

In a joint initiative, the Governments of Denmark, Finland, Iceland, Norway and Sweden have established a new Nordic Women Mediators' Network (NWMN). The aim of the NWMN is to redress the situation of women's underrepresentation in formal peace processes by increasing the number of Nordic women in peace mediation. The NWMN is inspired by a South African women mediators' network and will connect to and promote networks of women mediators in the Global South and other regions. The NWMN is an example of the Nordic countries' implementation of UN Security Council Resolution 1325 on Women, Peace and Security, where member states are called on to promote and support women's participation in peace processes.

On 27 November, the NWMN was officially launched with an event at the Nobel Peace Centre in Oslo, co-organized by the Norwegian Ministry of Foreign Affairs, PRIO and the Norwegian Peacebuilding Resource Centre (NOREF). The public launch included speeches and discussion from representatives of the Nordic ministries of foreign affairs: Tore Hattrem, State Secretary of Norway; Ann Bernes, Ambassador for Gender Equality and Coordinator of Sweden's Feminist Foreign Policy at the Swedish MFA; Peter Stenlund, Secretary of State of Finland; and

Stefán Haukur Jóhannesson, Permanent Secretary of State of Iceland. Hattrem emphasized the rationale behind the network that the Nordic countries should lead by example by ensuring gender balance in Nordic mediation teams as well as including a gender perspective in their mediation efforts.

A high-level panel discussion followed, focusing on whether women mediators can make today's peace mediation more fit for purpose. Panellists included members of the NWMN's Advisory Group which comprises of senior women mediators and negotiators: Hilde Frafjord Johnson, former Special Representative of the Secretary-General for South Sudan and Visiting Fellow at the Norwegian Institute for Foreign Affairs; Karin Landgren, former UN Undersecretary-General; Elisabeth Rehn, Finnish Minister of State; and Gréta Gunnarsdóttir, Human Rights Director at the Ministry of Foreign Affairs of Iceland and former Permanent Representative of Iceland to the UN. PRIO Director Kristian Berg Harpviken, who chaired the panel, commented that the Advisory Group had brought new insights into the general debate on peace mediation.

In the afternoon, NWMN members convened for their inaugural meeting, chaired by Torunn L. Tryggstad (PRIO) and Laura Mitchell (NOREF). The meeting was a chance for members to discuss with the Nordic foreign ministries and operational partners what they envision the role, activities and future of the NWMN to be. Operational partners include PRIO and NOREF

(Norway), Crisis Management Initiative (Finland), Folke Bernadotte Academy (Sweden) and UNU-GEST (Iceland).

Also at the inaugural meeting were Andre Groenewald, Director of the Mediation Support Unit at the Ministry of Foreign Affairs of South Africa, and Queen Anne Zondo, Ambassador of South Africa to Norway, who shared experiences from the Getrude Shope Annual Dialogue Forum on Conflict Resolution and Peacemaking, the South African women mediators' network that inspired the NWMN. The South African initiative aims to “[train and mentor South African women in conflict resolution to grow a new pool of mediators.](#)”

Tuija Talvitie, Executive Director of the Crisis Management Initiative, pointed to a similar aim in the Nordic region – that the NWMN presents a good opportunity to change the situation whereby women are underrepresented in mediation (for example, the UN has yet to appoint a female chief mediator) by supporting a Nordic group of women mediators. ■

Norway marks 15 years of UNSC Resolution 1325

On 19 November 2015, the Norwegian ministries of Foreign Affairs and Defence hosted the event ‘15 Years of Women, Peace and Security. What now?’ in Oslo. The event, which was chaired by Inger Skjelsbæk, Research Professor at PRIO and Associate Professor of Psychology at the University of Oslo, was Norway's celebration of the 15th anniversary of UNSCR 1325. Torunn L. Tryggstad, senior researcher and Director of the PRIO Centre on Gender, Peace and Security, held a presentation of the [global study](#) on the implementation of UNSCR 1325. (See the top story for more on Tryggstad's analysis of the global study.)

Norwegian Foreign Minister Børge Brende and Norwegian Defence Minister Ine Eriksen Søreide spoke about the next steps for the Women, Peace and Security agenda in Norway. Søreide stressed that the Women, Peace and Security agenda should not be a ‘side event’ but rather fully integrated into policy frameworks. She cited NATO as an example of where UNSCR 1325 has become “the DNA” of the organisation.



Inaugural meeting of the Nordic Women Mediators' Network in Oslo, 27 November 2015. Photo: Julie Lunde Lillesæter

Two panel discussions were organised. The first panel included director of the International Civil Society Action Network (ICAN) Sanam Anderlini, Norwegian Special Representative for South Sudan/Sudan Jens-Petter Kjemprud, Elisabeth Kristiansen from WILPF Norway and Gry Larsen from Care Norway. Panellists discussed how to ensure women's political participation in transitions from war to peace. Larsen suggested linking the context of Women, Peace and Security to the overall gender equality agenda.

The second panel included Wenche Fone from the Norwegian Refugee Council, Shyamala Gomez from FOKUS, Mads Harlem from the Norwegian Red Cross and Major Tormod Overland from the Norwegian Armed Forces and former gender advisor for NATO in Afghanistan. This panel discussed how to meet the protection needs of women in conflict situations. ■

International News

The UN Security Council (UNSC) held an open debate on Women, Peace and Security on 13 October 2015, during which the implementation of UNSC Resolution 1325 was reviewed and a new Resolution 2242 (2015) adopted.

The Global Study reviewing the implementation of UNSC Resolution 1325 on Women, Peace and Security was launched at UN headquarters in New York on 14 October. The study is available to [read online](#) and the launch event can be watched [here](#).

The Women's International League for Peace and Freedom (WILPF) held a [Peace Forum](#) from 28-30 October to mark 15 years of UNSC Resolution 1325 where participants looked for strategies to strengthen implementation of the Women, Peace and Security agenda.

The Swedish Ministry of Foreign Affairs has published an action plan on feminist foreign policy for 2015-2018. It includes six focus areas for 2016 relating to human rights; physical, psychological and sexual violence; participation in conflict prevention, resolution and peacebuilding; political participation and influence in society; economic rights and empowerment; and sexual and reproductive health and rights. It is available [online](#)

(in Swedish).

The Institute of Development Studies UK released an updated [Eldis Gender Resource Guide](#) on 16 November, which features recent research getting men and boys engaged in gender equality issues.

The Nobel Women's Initiative and the International Campaign to Stop Rape & Gender Violence in Conflict organized a delegation of experts to visit the Balkans and Germany on 16-20 November to meet Syrian refugee women as part of the initiative [Opening Borders: #WomenRefugeesWelcome](#). The purpose was to highlight the experiences of women refugees and call on leaders to address their specific needs. ■

News from Norway

Norwegian Institute of International Affairs (NUPI) held the seminar 'UN at 70: Peace and Security' on 25 October with presentations of findings from this year's three peace and security reviews: UNSC Resolution 1325 on Women, Peace and Security; UN peace operations; and UN peacebuilding architecture. Watch the presentations [here](#).

The Norwegian Women's Voluntary Defence Association (Kvinner Frivillige Beredskap, KFB) in cooperation with Nettverk for Kvinnelig Befal [Network for Women in the Forces] and Norges Lotteforbund [Norwegian Women's Defence League] held the 'Kvinnekonferansen 2015 [Conference on Women 2015]' in Oslo on 11 November, looking at what has happened in the 15 years since UN Security Council Resolution 1325 on Women, Peace and Security was adopted.

The Norwegian Ministries of Foreign Affairs and Defence hosted the event '15 Years of Women, Peace and Security. What now?' on 19 November (see separate story).

The International Day for the Elimination of Violence against Women, 25 November, was marked by a march in central Oslo calling for the protection of women seeking refuge from violence from both inside and outside Norway.

The Nordic Women Mediators' Network

(NWMN) was launched in Oslo on 27 November with an event co-organised by PRIO, NOREF and the Norwegian Ministry of Foreign Affairs (see separate story).

CARE Norway held the seminar '[Joining Forces: How to engage men for women's rights and gender equality](#)' in Oslo on 7 December. A workshop on the same theme was also held on 8 December.

The Norwegian Agency for Development Cooperation (Norad) held the '[Norad Conference 2015: Women's Rights and Gender Equality](#)' in Oslo on 9 December. Themes included the women, peace and security agenda and achieving inclusive peace; including men in the gender equality agenda; and the status of women's rights and gender equality 20 years after the [Beijing Declaration and Platform for Action](#). ■

News from PRIO

A **PRIO seminar** on 'Extending the Boundaries of Transitional Justice' was held on 2 December with guest speaker Harvey Weinstein, Professor at the Human Rights Center, University of California Berkeley, and moderated by PRIO's Inger Skjelsbæk.

PRIO's Research School on Peace and Conflict held the PhD course [Beyond Transitional Justice: From the Individual to the Community](#) on 2-4 December. The course is organized by Inger Skjelsbæk, PRIO Research Professor and Associate Professor of Psychology at the University of Oslo, together with Nora Sveaass, also Associate Professor of Psychology at the University of Oslo.

A **PRIO seminar** was held on 1 December to present findings from the PRIO project [Private Islamic Charity and Approaches to Poverty Reduction](#). PRIO Doctoral Researcher Kaja Borchgrevink presented findings from her PhD research on women, religion and development.

PRIO Senior Researchers Gudrun Østby, Siri Aas Rustad and Ragnhild Nordås visited the International Center for Advanced Research and Training (ICART) in Bukavu, Eastern DRC on 10-17 November where they conducted research capacity building training as part of the PRIO

project '[Female Empowerment in Eastern DRC](#)'. Read more from Østby about the visit in her [PRIO Blog post](#).

Helga Hernes, Senior Advisor at the PRIO Centre on Gender, Peace and Security, was interviewed by Kilden, a gender research information centre. In the interview, Hernes talk about state feminism, gender equality and gender and women's research. Read it [online](#) (in Norwegian).

Torunn L. Tryggestad, Senior Researcher and Director of the PRIO Centre on Gender, Peace and Security, gave presentations on the UNSC Resolution 1325 and the Global Study on the resolution's implementation at two separate events: 'Kvinnekonferansen 2015 [Conference on Women 2015]' on 11 November and the '15 Years of Women, Peace and Security. What now?' event on 19 November. Tryggestad also chaired the inaugural meeting of the Nordic Women Mediators' Network at the network's launch event in Oslo on 27 November (see separate story).

Inger Skjelsbæk, PRIO Research Professor and Associate Professor at University of Oslo, chaired the event '15 Years of Women, Peace and Security. What now?' in Oslo on 19 November (see separate story).

Research Professor Inger Skjelsbæk and Doctoral Researcher Jenny K. Lorentzen presented the PRIO project '[Equal Peace? Women's Empowerment and Multicultural Challenges in War-to-Peace Transitions](#)' at Lund University, Sweden on 11 November.

Research Professor Inger Skjelsbæk and MA student Elin Doeland conducted fieldwork in Bosnia-Herzegovina in early November for the Equal Peace project. They collected data on gender equality norms and women's empowerment in the country.

Kristin B. Sandvik, Senior Researcher, has written a [PRIO Blog post](#) on continued gender violence as a threat to peace.

Iselin Frydenlund, Senior Researcher, has written

a [PRIO Blog post](#) on what Aung San Suu Kyi can do for women's rights and empowerment in Myanmar. ■

Recent Publications

Bastick, Megan (2015) [Gender and complaints mechanisms: A Handbook for armed forces and ombuds institutions to prevent and respond to gender-related discrimination, harassment, bullying and abuse](#). Geneva: Geneva Centre for the Democratic Control of Armed Forces (DCAF).

Borchgrevink, Kaja & Marta Bivand Erdal (2015) [Other voices, other choices? Women, Islamic charity and development: Case studies from Oslo and Lahore](#). PRIO Policy Brief.

Davies, Sara & Jacqui True (2015) [Reframing conflict-related sexual and gender-based violence: Bringing gender analysis back in](#). *Security Dialogue* 46(6): 495-512.

Giannini, Renata A., Marian Lima & Pérola Pereira (2015) [Implementing UNSC Resolution 1325 in Brazil: Surmounting challenges and promoting equality](#). Strategic Note 18, October 2015.

International Civil Society Action Network (ICAN) (2015) [The Better Peace Tool](#). First Edition. Washington, D.C.: ICAN.

Mason, Simon, Anna Hess, Rachel Gasser & Julia Palmiano Federer (2015) [Gender in mediation: An exercise handbook for trainers](#). Center for Security Studies, ETH Zürich & swisspeace.

McMinn, Karen (2015) [Candid voices from the field: Obstacles to a transformative Women, Peace and Security agenda and to women's meaningful participation in building peace and security](#). Cordaid, the Global Partnership for the Prevention of Armed Conflict (GPPAC) & Women Peacemakers Program (WPP).

Saltman, Erin Marie & Melanie Smith (2015) ['Till martyrdom do us part': Gender and the ISIS phenomenon](#). London: Institute for Strategic Dialogue.

Tønnessen, Liv (2015) [Curbing women activists in Darfur in the wake of the international criminal court](#). CMI Insight no.5, November 2015. Bergen: Chr. Michelsen Institute.

UN Women (2015) [Preventing conflict, transforming justice, securing peace: A global study on the implementation of United Nations Security Council resolution 1325](#).

UN Women (2015) [Why gender matters in conflict and peace: Perspectives from Mon and Kayin States, Myanmar](#). UN Women Myanmar, June 2015.

World Vision UK (2015) [No shame in justice: Addressing stigma against survivors to end sexual violence in conflict zones](#). Research Report, December 2015. ■

Coming Events

Seminar and film screening on sexual violence in conflict, co-organised by PRIO, Human Rights Human Wrongs Documentary Film Festival, Health and Human Rights Info and Gro Bøckmann Randby, at Litteraturhuset, Oslo on 16 February (more details to follow on the [PRIO Events page](#)).

60th Session of the Commission on the Status of Women (CSW60), at UN Headquarters, New York on 14-24 March.

'Women's Empowerment, Multitude and Democracy', [international conference](#) by PRIO and Omeo Kumar Das Institute of Social Change and Development (OKDISCD), in Guwahati, India on 19-20 February. ■



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