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I. Introduction

Achieving the goal of gender equality set forth in the Charter of the United Nations and resolution 1325 (2000) is one of the primary and enduring responsibilities of all Member States.¹

conflict.”⁴ It calls on “all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including inter alia: a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; b) Measures that support local women’s peace initiatives and indigenous processes for conflict-resolution, and that involve women in all of the implementation mechanisms of the peace agreements; c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.” Importantly, the Security Council asked “all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict.”⁵

5. Finally, in addition to the specific mandates for member states, SCR 1325 focuses on United Nations peacekeeping. Building on the Windhoek Declaration and the Namibia Plan of Action, the resolution directs the UN Department of Peacekeeping Operations to incorporate a gender perspective into all peacekeeping operations.

6. Key efforts by the international community to protect and strengthen women’s rights and recognize their contributions to peace and security over the past three decades include:

Table 1. The International Community’s Commitments to Women’s Security

Year	Organization	Resolution / Agreement
1979	General Assembly of the United Nations	Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Ratified by 185 nations.
1982	General Assembly of the United Nations	Resolution 37/63 on the Declaration on the participation of women in promoting international peace and security
1985	Third World Conference on Women, Nairobi	Explicit recognition on the role of women regarding peace and development.
1995	Fourth World Conference on Women, Beijing	Recognition of women’s rights as human rights.
Various	The Security Council of the United Nations	Resolutions on women in situations of conflict /MCID-5(0.0006 T9 0.0029 T4

Source: Magallón Portolés, "Mujeres en los procesos de paz: La Resolución 1325 del Consejo de Seguridad," 4.

7. In summary, Resolution 1325 has to be seen as part of an ongoing, established process. Resolution 1325, together with subsequent resolutions, in particular 1366 (2001) on the Role of the Security Council in the Prevention of Armed Conflict and 1460 (2003) on Children in Armed Conflict, entails a commitment by the Council to "the *prevention* of violent conflict, the *protection* of all civilians, and the *participation* of women in conflict prevention, resolution and peace-building."⁶ Further, the United Nations has recently enlarged the thematic focus of SCR 1325 to include the area of *relief and recovery*. This thematic area highlights initiatives that promote women's equal access to aid distribution in the recognition that the different needs of women and girls have to be taken into account for effective relief efforts in the wake of disasters.

8. The Swedish SCR 1325 action plan succinctly captures how the pursuit of these normative goals form the basis of sustainable democracy and development: "The implementation of Security Council Resolution 1325 is *both a goal in itself and a way of reaching the objectives for security, development, defense and gender equality policies*. The full and equal participation of women in conflict prevention, crisis management, conflict resolution, and in conflict prevention

implementation paradigm, the thematic areas are grouped under three key dimensions – **prevention, participation, and protection**. Whereas a number of the areas discussed in the report share several dimensions and defy attempts of neat categorization, this analytical framework brings the issues that require attention into focus.

12. The substantive discussion begins with a look at **conflict prevention**

Finally, the report concludes by presenting a model action plan, which provides specific recommendations and suggestions on how member states can implement SCR 1325.

17. The concluding sections lays out suggestions for implementation and key concerns brought to the fore by the country representatives who participated in the 2007 high-level policy dialogue held in Chile.

2. *Current State of Implementation*

18. The United Nations, together with civil society groups, has been working on effective ways to implement SCR 1325. The NGO community argues that applying a three-dimensional framework consisting of the “**principles of conflict prevention, participation of women in peace and security, and protection of civilians with consideration to the specific needs of women, men, girls and boys** — as the structure of reading Security Council resolution 1325 on women, peace and security (2000)” facilitates the development of strategies for advancing the effective implementation.⁹

19. The United Nations itself has developed a system wide-action plan. This plan (2005-2007) constituted an initial attempt to develop a holistic and coherent UN strategy for the implementation of the resolution. Seeking to facilitate the development of action plans at the national level, the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) recently released “A Guide to Policy and Planning on Women, Peace and Security” that provides helpful information for the development of such plans. The INSTRAW guide seeks to facilitate the development of implementation plans in a response to the fact that seven years following its adoption “the implementation of SCR 1325 has been inconsistent, with varying results. Only recently have efforts been made to draft action plans for the effective implementation of the resolution.”¹⁰

20. As of March 2008, a small group of member states has acted on the commitments from 2000 and developed national action plans for the implementation of Security Council resolution 1325. As tends to be the case on issues concerning gender equality, the Nordic countries are leading the way, with Denmark, Norway and Sweden, all having fully developed plans. Austria, Canada, Spain, Switzerland and the United Kingdom, complete this select group of countries that have taken the mandate to the implementation stage. Several countries, including Holland, Iceland and Sierra Leone, are in the process of developing plans. Further, a number of U.N. agencies are supporting projects that share the goal of facilitating the implementation of the Resolution 1325. For example, in 2008, INSTRAW launched implementation projects in Burundi and Liberia.

21. In the region, **Guatemala’s** Ministry for Women’s Affairs has received technical assistance from UNFPA on how to develop a plan of action and government officials have been in discussion with INSTRAW on this matter. Further, several awareness-raising activities have taken place. In September 2002, WILPF **El Salvador** (LIMPAL) and collaborative partners held a training on Resolution 1325 to address the necessity for women's participation in all dimensions and in all levels of peace efforts, negotiations, reconstruction, reconciliation, re-population and

⁹ NGOWatch, *Security Council Focuses on Women, Peace and Security*.
(<http://www.un.org/Pubs/chronicle/2004/issue3/0304p69.asp>)

¹⁰ INSTRAW, *Securing Equality, Engendering Peace*, i.

war prevention and to brainstorm ways to implement 1325 in El Salvador. Participants included representatives from the judicial system, women's groups and feminist organizations, universities, programs of the European Union, media and human rights groups. According to LIMPAL, it was a very important meeting, for most of the participants knew little or nothing about Resolution 1325.¹¹ In **Colombia**, the Ministry of Foreign Affairs, the Governmental Machinery for the Advancement of Women, and UNIFEM, convened a debate panel during October 2004 in Bogotá, aimed at deepening the understanding and implementation of Resolution 1325 by the Colombian Government.¹² With the support of UNIFEM, the resolution itself has been widely distributed to public officials and women's organizations.¹³

22. Despite these encouraging activities, considerable challenges remain in implementing the resolution:

23. The absence of monitoring and reporting requirements attached to the resolution reinforces the lack of political will by many member states and in parts of the UN system to focus their attention on issues of women and security. Scarce resources are unlikely to be allocated under such circumstances. In addition to a lack of leadership and commitment, there is a capacity gap due to a lack of expertise. The main challenge to overcome in imi7T main

26. It is important to assess the degree to which government officials are knowledgeable about SCR 1325 and whether the key mandates of the resolution are being translated into policies that can be effectively implemented. These crucial questions need to be explored in-depth and credible answers require extensive field studies that were beyond the scope of this report. It is expected that this evidence be collected in a second stage of the project. Thus, the logical next step would entail a region-wide assessment based on extensive field research and consultations with government entities and civil society groups. Only such a comprehensive study can provide an accurate picture of the state of implementation in the region.

27. This report has been prepared to complement a training course on SCR 1325 produced by the United Nations Institute for Training and Research – Programme of Correspondence Instruction (UNITAR-POCI) with the input of consultant Ximena Jiménez. The two consultants for the report and the training course coordinated their work at a meeting in New York, hosted by OSAGI during September 6-8, 2007. The report and the training course were presented at a high-level policy dialogue on the national implementation of Security Council resolution 1325, in Santiago, Chile, November 19-21, 2007. Rachel Mayanja, Assistant Secretary-General, Special Advisor on Gender Issues and Advancement of Women (OSAGI) chaired the meeting.

28. The list of participants included Natalia Zakharova, OSAGI, Sonia Montano, U.N. Economic Commission for Latin America, Michelle Minaskanian, Training Content Coordinator,

would like to thank my research assistant, Martin Saavedra, for locating relevant sources on the Internet.

II. The Gender Dimensions of War and Peace-Making

Article 8 of SCR 1325 “Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;

(b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements.

(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

31. Security Council Resolution 1325 reinforces earlier commitments made by the international community and focuses on three broad themes:

Involving women in conflict **prevention**

The importance of women's equal **participation** in conflict resolution and post-conflict peace-building

Protecting women and girls in situations of armed conflict

The successful implementation of the three objectives of prevention, participation and protection requires the incorporation of a gender perspective into conflict prevention, conflict resolution and post-conflict peace building. Further, under Resolution 1325, special emphasis needs to be placed on the composition and training of forces for peacekeeping operations.

A. Prevention

Article 1 of SCR 1325 “Urges Member States to ensure increased representation

greater mobilization of soldiers, a rise in gender-based violence favoured by political instability or gender stereotypes propagated by the mass media as part of mobilization campaigns.¹⁶ Civil society organizations, in particular women's groups, can be effective allies in the detection and reporting of early warning signs. It is generally acknowledged that "there is very limited information on gender and conflict prevention."¹⁷ An important recent study that seeks to shed light on women's contributions to

Nicaragua

36. The success of the 1979 Sandinista revolution in Nicaragua highlighted the significant role women had played in the insurrection. While it is clear that women participated in great numbers in the revolutionary struggle, the Sandinista National Liberation Front (Frente Sandinista

the FARC's 18,000 fighters.²⁶ As in most other revolutionary movements, however, the top leadership is all male.

40. Left-wing insurgencies tend to have a higher participation of women in their forces compared to counterrevolutionary or paramilitary forces. It is commonly held that this is due to the more traditional view of gender relations

in a conflict “establish new constitutions or peace processes which marginalize the needs of women” and restrict their rights.³² Thus, in the wake of conflict, the specific needs of both women and men need to be recognized and be awarded equal attention.

45. The impact of women’s full inclusion in peace processes has yet to be fully established. Naraghi Anderlini’s work lends support to the thesis that women’s participation in the peace process makes it more likely that gender issues are put on the agenda.³³ Yet there is justified concern that “even when women participate or are included in formal peace negotiations, their role can be limited to a formal presence without having the capacity, or mandate to contribute to setting or shaping the agenda of such negotiations.”³⁴ Even when the resulting accords contain model gender provisions, the question remains whether these provisions will be translated into practice.

46. In **Latin America**, women have been part of several high profile **peace negotiations**, most notably the ones in Guatemala and El Salvador. Yet despite women being at the peace table, women's issues received scant to no attention in the peace negotiations in **El Salvador**. Only during the implementation phase of the accords did gender concerns receive appropriate attention.

47. In **Guatemala**, on the other hand, a vocal women’s movement supported the efforts of a few high-ranking female officials in the Guatemalan National Revolutionary Unity (URNG) to put gender equality on the agenda of the peace negotiations. In general, the necessity to incorporate a gender perspective into the accords did not resonate with either government or guerrilla negotiators. This made it imperative for the advocates for women’s rights to be supported from sectors within society at large

team could not rely on input from strong wome

56 The cessation of armed conflict and subsequent peace agreements entail at times the opportunity for member states to rewrite constitutions and enshrine gender equality. Key issues,

62. **The 1991 Colombian constitution** was also a result of a peace process.⁵¹ Between February and July 1991, the government of César Gaviria, brought together demobilized guerrilla leaders and civil society groups to draft a new constitution. The process “catalyzed more extensive engagement by women on issues pertaining to peace and security.”⁵² For example, the National Network of Women (Red Nacional de Mujeres, RNM) which emerged around this constitutional process is credited with achieving “a positive normative reality concerning women’s rights” (una normatividad favorable con los derechos de las mujeres).⁵³

4. *Gender Perspectives and Training in Peacekeeping*

Article 6 of SCR 1325 “Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as

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65. In 2007, the first all-female UN peacekeeping force was deployed when the Indian government sent 103 women police officers to Liberia. According to early assessments, their presence helped to get Liberian women to register complaints and more women came to see the police as a potential source for employment.

turning in a weapon. Whereas this emphasis makes sense from a security perspective, it discriminates against women and men in support roles. The majority of any armed force, whether regular national army or insurgent movement, consists of people serving in logistical support roles. In guerrilla movements, men and women serve as cooks, carriers, messengers, spies, or medical personnel. Since traditional gender norms tend to relegate the majority of women in fighting forces to support roles, they are particul

“in Nicaragua, deals between Sandinistas and the Contras often specifically excluded women from owning land, even though the war left many widows and single mothers.”⁸⁰

89. **Colombia** has experienced several demobilizations processes. An early attempt concerned the Union Patriótica, which demobilized in the 1980s. The reintegration part of this process was fraught with serious problems. A lack of security for the ex-combatants who chose to reintegrate into society led to the assassination of more than 1,500 militants.⁸¹ This included the murder of Jaime Pardo Leal, the UP’s presidential candidate in 1986 and four member of Congress belonging to the same party. Similarly, following the demobilization of the April 19 Movement (M-19) in 1989, its principal leader Carlos Pizarro, by then a presidential candidate, was assassinated in 1990 while scores of other militants suffering the same fate.

90. Recently, the government of Álvaro Uribe Vélez initiated a demobilization process in 2002 with the paramilitary forces of the Self-defense Units of Colombia (Autodefensas Unidas de Colombia, AUC). As of October 2006, 29,036 male and 1,873 female combatants had been demobilized.⁸² This process has also been criticized “due to a lack of policies for the reincorporation of the ex-combatants into civilian life.”⁸³

91. “Colombia's disarmament, demobilization and reintegration (DDR) process has involved both 'collective' demobilization – the result of official negotiations with paramilitary groups – and 'individual' demobilization whereby men, women and children voluntarily return to civilian life. It is estimated that nearly 41,000 men, women and children have been demobilized – some 31,000 'collectively' (6% of whom are female). A further ten thousand are thought to have done so under the individual demobilization scheme (of whom 14% are women). Girls comprise about a quarter of demobilized children... Official data indicate that demobilized women were born in all but one of Colombia's 32 departments but 85% of those who individually chose to leave armed groups are now reported to live in Bogotá and Medellín, anonymous urban environments which offer them some small degree of security.”⁸⁴

92. In recognition of the gendered needs of demobilized fighters and their families, the **Colombian** government is designing “an intervention model for the prevention of violence against women in the families of demobilized fighters.”⁸⁵ Further, under the 2006 presidential decree governing the reintegration of persons that have taken up arms, “humanitarian assistance was provided for more than 2,600 women that were companions of ex-combatants.”⁸⁶

3. *Gender-based Violence in War and Peace*

⁸⁰ Pankhurst and Pearce, “Engendering the Analysis of Conflict,” 161.

⁸¹ Buriticá Céspedes, “El papel de las mujeres en el proceso de construcción de la paz en Colombia,” 3.

⁸² Buriticá Céspedes, “El papel de las mujeres en el proceso de construcción de la paz en Colombia,” 4.

⁸³ Ibid.

⁸⁴ Gunhild Schwitalla and Luisa Maria Dietrich, “Demobilisation of female ex-combatants in Colombia,” <http://www.reliefweb.int/rw/RWB.NSF/db900SID/YAOI-6XT9AA?OpenDocument>.

⁸⁵ Colombia-Ministerio de Relaciones Exteriores, “Transversalidad de género en el area de la paz y la seguridad. Perspectivas nacionales y prioridades: Prevención, participación y protección.”

⁸⁶ Ibid.

108. **Haiti** is also experiencing high levels of violence, much of it gang-related. The UN Stabilization Mission in Haiti (MINUSTAH) is

International Commission of Inquiry, which investigated breaches of international humanitarian

judicial proceedings; and, the execution of action of national reconciliation.”¹²³ Importantly, the body has been created in the midst of conflict whereas such commissions are normally established post-conflict.¹²⁴ The commission elaborated recommendations that would facilitate “integral reparations” with the premise of using a gender perspective to develop special measures to help women and girls that have been victims of violence.¹²⁵

115. A great challenge confronting the CNRR is facilitating women’s access to its proceedings. Female victims – who are the majority – are often poor women from outlying areas, are part of the displaced population or live in zones of conflict ignorant of their rights and afraid to denounce their aggressors.¹²⁶ There is general concern that a system of impunity continues to prevail “whereby violent crimes and human rights abuses by left-wing guerrillas, right-wing paramilitaries, and even the Colombian armed forces remain largely unprosecuted.”¹²⁷

116. In conclusion, SCR 1325 seeks to protect women in times of peace and conflict. The gendered impact of conflict includes economic crises. The lack of information on the gendered impact of economic crises continues to be a problem. **Argentina** confronted this issue recently, when the United Nations Committee on the Elimination of Discrimination against Women discussed the country’s CEDAW report in August 2002 and “noted the lack of information provided on the impact of the [2001] economic crisis on the female population.”¹²⁸ Argentina was urged to investigate and complied in an exemplary fashion. As a result of a governing crisis that started in 1999 the country had experienced a significant increase in poverty. By 2002, more than half of the population was living under conditions of poverty or extreme poverty. The information supplied by the Argentine government showed that households headed by women had been disproportionately affected.¹²⁹ For example, the gender-disaggregated data revealed that “in non-poor households, unemployment among women with children was higher than among men,” whereas in the case of poor heads of households, unemployment rates were higher among men.¹³⁰ The Argentine experience demonstrates that a gender lens can help governments to recognize the differential impact economic crises have on women and men and assist them in designing effective poverty-relief policies.

II. Challenges in Implementing SCR 1325

1. Strengthening Women’s Participation in Decision-making

Article 1 of SCR 1325 “Urges Member States to ensure increased representation

¹²³ Buriticá Céspedes, “El papel de las mujeres en el proceso de construcción de la paz en Colombia,” 5.

¹²⁴ *Ibid.*

¹²⁵ Colombia-Ministerio de Relaciones Exteriores, “Transversalidad de género en el area de la paz y la seguridad. Perspectivas nacionales y prioridades: Prevención, participación y protección.”

¹²⁶ Buriticá Céspedes, “El papel de las mujeres en el proceso de construcción de la paz en Colombia,” 6.

¹²⁷ Women Waging Peace, “Preparing for Peace: The Critical Role of Women in Colombia,” 11.

¹²⁸ United Nations Committee on the Elimination of Discrimination against Women, “Argentina: Follow-up to the fourth and fifth periodic reports of States parties,” 4.

¹²⁹ *Ibid.*, 7.

¹³⁰ *Ibid.*, 8.

of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.

117. Before Resolution 1325, the Beijing Platform had already exhorted governments to ensure a minimum level of representation for women. Although the goal of gender balance has been firmly established by the international community and national constituencies, formal gender parity in political decision-making is still in the distant future. Nevertheless, the percentage of parliaments with less than 10 percent female representation has dropped from 63 percent in 1995 to about 30 percent in 2007.¹³¹

118. In 2007, less than twenty percent of the world's parliamentarians were women:

Gender Composition of the World's Governments, 2007 (Single or Lower House)	
Region	Percentage of female MP

Bolivia	16.9	15	5 of 16	32.3
Brazil	8.6	12	3 of 24	12.5
Chile	15.0	4	9 of 22	40.9
Colombia	12.1	9	3 of 13	23.1
Costa Rica	35.1	--	5 of 17	29.4
Cuba	36.0	--	5 of 37	13.5
Dominican Republic	17.3	6	1 of 17	5.9
Ecuador	16.0	--	7 of 23	30.4
El Salvador	10.7	--	2 of 13	15.4
Guatemala	8.2	--	3 of 12	25.0
Honduras	23.4	--	2 of 14	14.3
Mexico	24.2	16	4 of 19	21.1
Nicaragua	20.7	--	5 of 14	35.7
Panama	16.7	--	3 of 12	25.0
Paraguay	10.0	9	1 of 15	6.7
Peru	18.3	--	2 of 15	13.3
Uruguay	11.1	10	4 of 13	30.8
Venezuela	10.0	--	3 of 21	14.3
AVERAGE	17.7	13		21.5

Sources: Htun, "Women, Political Parties and Electoral Systems in Latin America," 112; Inter-Parliamentary Union, "Women in Politics: 60 Years in Retrospective," http://www.ipu.org/PDF/publications/wmninfokit06_en.pdf

* The data for the lower house show the picture as of 2006, for the Senate it is 2005. The rest of the data is for 2007.

120. Although the region's parliamentary gender balance is close to the world average, and the number of women holding portfolios in the region's governments is substantial, gender equity in decision-making remains a distant goal. This realization has led many governments to adopt measures of positive discrimination.

121. Electoral quotas are playing an important role in changing the gender composition of the world's parliaments. Worldwide about forty countries have constitutional or electoral gender quotas for parliamentary elections.¹³² At this point, political parties in more than fifty countries have adopted quotas that require "a minimum proportion of women on their party's candidate list."¹³³ Drude Dahlerup has described quotas as being the "fast track" to greater gender equity in political representation as opposed to the slow evolutionary change observed in the Scandinavian countries. Thus, government officials seeking to implement the mandate of SCR 1325 to increase the role of women in decision-making can point to successful mechanisms,

¹³² Dahlerup and Freidenvall, "Quotas as a 'fast track' to equal representation for women," 26.

¹³³ Ibid.

which facilitate this change toward greater gender equality.

122. Since 1991, eleven countries in **Latin America** have adopted quotas for parliamentary elections.¹³⁴ Of the three countries in Latin America that have above 30 percent female representation, **Costa Rica** and **Argentina** use quotas. Whereas **Cuba** has no official gender quotas, measures of positive discrimination operate behind the scene to increase women's participation in the National Assembly. Cuba's National Candidacy Commission, which determines the list of candidates for parliaments, selects candidates in a process that permits control over the gender composition of the lists. Since there is only one candidate for each parliamentary seat, voters do not choose between competing candidates and thus cannot discriminate against women.¹³⁵

123. In addition to the introduction of electoral quotas, an important consideration for governments seeking to strengthen women's role in decision-making, concerns the type of election system being used. It is well established that under a system of proportional representation female candidates are more likely to get elected than in single member district systems.

124. Finally, while increasing women's participation is a normative goal in itself, we need to distinguish between formal and substantive participation. For example, at the formal level, women play a prominent role in the current Nicaraguan government. At the same time, however, women's rights are being eroded.

2. *Security Sector Reform*

Article 8 of SCR 1325 "Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

(c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary."

125. Security sector reform that brings a gender perspective to military and police forces is essential. It is central that those responsible for the provision of security do not themselves constitute a threat to the security of individuals or communities.¹³⁶ The concern has to extend beyond the national level and, as discussed earlier, involve considerations of the appropriate training and the composition of personnel a member state commits to peacekeeping operations.

126. In general, women hold only a small number of ministerial positions throughout the world, an imbalance that is particularly prominent in the areas of defense and justice. In 2005, of the 183 countries assessed, only 12 women headed defense and veteran affairs ministries and there were only 29 female justice ministers. Earlier data showed similar imbalances for parliamentary defense committees. Of 97 parliaments reporting data on the gender composition of their parliamentary committees in 1997, only 3 percent had a woman chairing the defense committee. Thus the challenge is to include a greater number of female parliamentarians on

¹³⁴ Htun, "Women, Political Parties and Electoral Systems in Latin America," 112.

¹³⁵ Luciak, *Gender and Democracy in Cuba*, chapter 4.

¹³⁶ Valasek, *Security Sector Reform and Gender*, 5.

security committees, have women appointed to the key security portfolios of defense, police and justice and ensure that women's role as members and officers in the security forces is increased.¹³⁷

127. Women are greatly underrepresented in the security forces even in countries that have high rates of gender equality. For example, in Norway, only 6.4 percent of the police and 21 percent of the armed forces are women.¹³⁸ On average, low-income countries have 8.5 percent women in their police forces, middle income 15 percent and high income 17.3 percent.¹³⁹

128. The situation is not much different in Latin America. Looking at **Argentina, Brazil and Chile**, three of the main countries of the region, we find exclusively male defense committees in both houses of the Chilean parliament. In Brazil, the Defense Committees of both houses have only one female member each. Argentina, on the other hand, can point to its Senate Defense Committee with almost 27 percent women, with the House Defense Commission showing three women (10 percent) among its thirty-one members. **Peru** had made even more progress. In 2007, a woman presided over the Defense Committee of the country's Congress and the committee itself had almost achieved a perfect gender balance.¹⁴⁰

129. Significantly, out of the twelve South American nations, three (25 percent) have currently a female Minister of Defense. **Argentina, Uruguay, and Ecuador** all have female leaders in this key position. In the case of **Chile**, Michelle Bachelet, the current President, has previously held the portfolio of Minister of Defense. Until October 2003, **Colombia** also had a woman heading the defense portfolio.

130. Women defense ministers are likely to effect change toward greater gender equality in the armed forces. For example, when Nilda Garré assumed the portfolio of the **Argentine** Minister of Defense in 2005, she "decided to introduce a gender perspective into her management."¹⁴¹ The creation of the Observatory on Women's Integration in the Armed Forces is a concrete example of this commitment. This office examines the gender implications of the increasing feminization of the military that has now reached 15 percent.¹⁴² Also, the Ministry's Council on Gender Policies has identified a number of rules and traditions that discriminate against women and has called for their derogation. A specific policy scheduled for its derogation advised army personnel "to take into account that cases of concubinage, birth of children out of wedlock or a pregnancy with the mother being single are causes to consider the case in question particularly from a disciplinary point of view."¹⁴³

131. Similarly, Michelle Bachelet, holding the position of Minister of Defense during 2002-2004, implemented a policy of actively integrating Chilean women into the armed forces.¹⁴⁴

¹³⁷ Inter-Parliamentarian Union.

¹³⁸ Valasek, "Security Sector Reform and Gender," 6.

¹³⁹ UNIFEM, "Gender Sensitive Police Reform in Post Conflict Societies," 5.

¹⁴⁰ Perú-Ministerio de Defensa, "Género, Seguridad y Operaciones de Paz," 1

¹⁴¹ Frederic, "La experiencia argentina sobre políticas de género en el area de la Defensa, 2006-2007," 1.

¹⁴² Ibid.

¹⁴³ Ibid., 6.

¹⁴⁴ Chile-SERNAM, "Presentacion Nacional de la República de Chile."

have undergone training.¹⁵⁰ Significantly, women represent only six percent of police officers with only two percent holding top-ranked positions.¹⁵¹

136. Several police forces in the region are seeking to replicate the Nicaraguan and Honduran success story. At the present time, however, most countries in the region “provide training primarily on domestic and sexual violence” but lack fully developed gender training.¹⁵²

137. Further, in an effort to strengthen women’s security, women’s police stations have been established in **Argentina, Brazil, Colombia, Costa Rica, Ecuador, Nicaragua, Peru and Uruguay**.¹⁵³ These stations are staffed mostly by women officers and have been essential in providing an environment that permits women in the region to bring their concerns to the attention of law enforcement.

III. Conclusion: Voices from the Region

138. The challenges in implementing Security Council Resolution 1325 in Latin America are significant. The country representatives who were present at the 2007 meeting on SCR 1325 contributed a number of specific suggestions on how to facilitate implementation:

A. National Level

- Create an organization in the Office of the Presidency that would be responsible for the implementation of SCR 1325 at the national level
- Create an inter-ministerial task force with an advisory council in which parliament and civil society participate
- Create parliamentary committees in charge of SCR 1325 follow-up
- Use existing platforms, networks and institutions to disseminate SCR 1325
- Create an ombudsperson for gender in the military and police forces
- Put gender advisors into the military and police forces
- Allocate a budget for implementation

B. Coordination and Regional Co-operation

- Create national and regional websites on SCR 1325
- Utilize existing regional networks to disseminate SCR 1325
- Coordinate with International Regional Bodies such as the Human Rights Commission
- Create mechanisms to confront new security

- Develop national action plans based on the needs and capacity of individual countries
- **Mainstream** gender into disaster management

V. Key Principles of a Model Action Plan

1. Conflict Prevention

Article 1 of SCR 1325 “Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the p

provisions are fully implemented. For example, parliament will hold debates on the accords and discuss them in the appropriate committees.

3. *Constitutional and Electoral Reform*

Article 8 of SCR 1325 “Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

142. Post-conflict peace processes often provide opportunities for constitutional and electoral reform:

Women will be fully included in any constitution-writing process.

In a constitution-drafting process, the incorporation of international treaties and conventions that protect women’s rights, such as the Convention on the Elimination of All Forms of Discrimination Against

is gender-balanced and will monitor their operations. For example, parliament can pass enabling legislations for the creation of such bodies and can demand a gender-sensitive process.

A gender perspective will inform all proceedings.

8. *Peacekeeping Operations*

Article 6 of SCR 1325 “Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training.”

146. Peacekeeping missions are more effective when their members have received gender training and the force itself includes women in the command structure as well as in the actual force:

The armed forces will be directed to provide women equal access to service in peace missions.

All personnel will receive training on the rights and protection of women, including on issues related to HIV/AIDS, before going on mission.

9. *Security Sector Reform*

147. The full implementation of Resolution 1325 requires a reform of the security sector. A gender perspective has to inform the work of the security services, including police, armed forces and the intelligence services. A gender lens is essential in helping the various forces and services to develop inclusive, needs-based policies that take into account the different security needs of women and men, boys and girls.

Oversight over the human resource and recruitment, policies, training and management of security sector institutions will be strengthened in order to ensure that security sector institutions promote the full and equal participation of women and men, operate effectively, are non-discriminatory and address gender-based insecurities.

A gender audit of proposed and existing security policies will be conducted with the help of gender experts.

The benefits of an Ombudsperson, with special powers to oversee the integration of gender issues within defense and other security sector institutions will be considered.

10. Gender Balance – Involving Women in Decision-making

Article 1 of SCR 1325 “Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.”

148. A necessary but not sufficient condition for successful implementation is the achievement of a more equal representation of women and men in decision-making:

Increased emphasis will be given to the implementation of international, regional and national commitments in regard to the full and equal participation of women.

An evaluation of the gender implications of the electoral system will be conducted.

The benefits of the adoption of voluntary gender quotas by political parties will be considered.

Measures (including quotas) will be considered to make committees dealing with security issues more gender-balanced.

149. In conclusion, the success of any National Action Plan on Security Council Resolution 1325 depends on the support it has among the primary actors responsible for implementation and the grassroots support it receives.¹⁵⁴ The media, academia, as well as non-governmental organizations play a central supportive advocacy role. Thus the elaboration of any plan has to be based on an inclusive consultation process. A plan that is not derived from broad consensus will likely fail to be implemented. Therefore, the guiding principles outlined here only serve as a discussion basis for decision-makers and civil society groups. They are offered in order to facilitate the formulation of a potential plan not tpo4 Tw -20.585 -1.he discuhhyar

