
LEADERS AND CHANGEMAKERS WOMEN SHAPING PEACE

Women, Peace and Security highlights of UN Peacekeeping in 2019



Adama Malle



“Women are actors, but often viewed as only victims. We have to enable women to play their role.”

Gangna Sene, Youth Leader, Mali Women Leader’s Platform

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Under-Secretary-General Jean-Pierre Lacroix meeting with women leaders in Mali, January, 2020.

Recognizing the diverse roles of women in conflict, the UN Department of Peace Operations (DPO) has made women's full, equal and meaningful participation in peace processes central to its work in line with the Women, Peace and Security (WPS) commitments in Secretary-General's Action for Peacekeeping Initiative (A4P) and mission mandates. A4P commits us to take concrete actions to ensure women's direct participation and gender-responsive peacekeeping.

I strongly believe that the WPS agenda is critical to enhancing peacekeeping. Women leaders at regional and local levels have played a critical role in de-escalating and preventing conflicts and promoting inclusive peace across all peace operations. To enable this and ensure women are truly central to all peace processes, I continued to undertake political advocacy throughout 2019. Integrating WPS in our planning processes and strengthening our accountability and monitoring

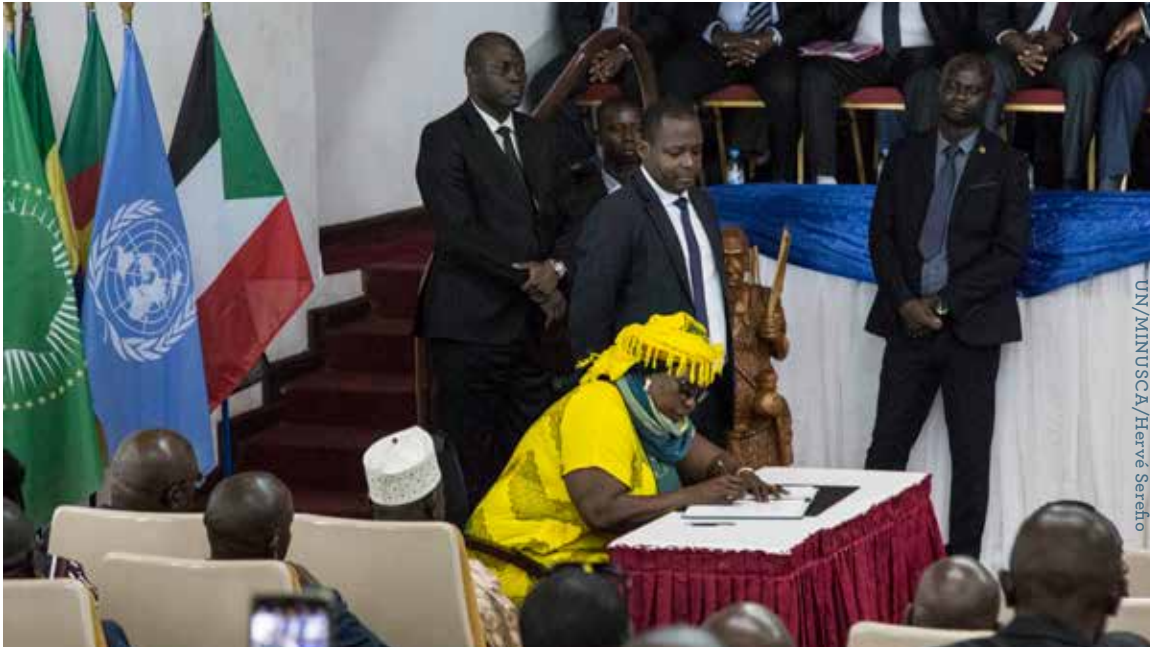
mechanisms has also been a priority. This has enabled senior leadership to systematically assess progress and address challenges in implementing WPS.

While much has been achieved, much more remains to be done. Given the lessons learned from our efforts to enhance women's participation in the peace processes in, for example Sudan, South Sudan and the Central African Republic, I believe it is critical that we continue building strong partnerships with women's organizations and leaders. We must redouble our efforts to achieve full implementation of our WPS mandate and commitments, as we are called to by the Secretary-General in his WPS report (2019) and recently adopted United Nations Security Council Resolution (UNSCR) 2493 (2019). In the lead-up to the 20th anniversary of the adoption of UNSCR 1325 in October 2020, and beyond, it is crucial that UN Peacekeeping is at the forefront of taking decisive actions to make the WPS agenda a reality.

Jean-Pierre Lacroix

Under-Secretary-General
Department of Peace Operations

IN FOCUS: WOMEN'S MEANINGFUL PARTICIPATION IN PEACE AND POLITICAL PROCESSES



Guetel Moiba Esther Adrienne, President of the Central African Women's Organization, former combatant signing the CAR Peace Agreement in February 2019.

WOMEN ARE FRONT AND CENTRE IN THE CENTRAL AFRICAN REPUBLIC'S PEACE PROCESS

The Central African Republic (CAR) has been grappling with conflict since 2012. Hopes for a long-lasting peace were renewed in February 2019 when a peace agreement between the Government of CAR and 14 non-state armed groups was signed in Khartoum, Sudan, under the leadership of the African Union (AU) with UN support.

What sets this agreement apart from the previous ones is the deeply meaningful engagement of women leaders during the negotiations. Throughout the peace process, women have played active roles in armed groups, led their communities to political solutions, and influenced key actors. These multiple roles and actions were instrumental in creating an environment that made a formal dialogue for peace possible.

“For the agreement in Khartoum, I have done a lot of work, especially at national level and with regard to women,” recalled Guetel Moiba Esther Adrienne, President of the Central African Women's Organization, former combatant and one of the signatories to the peace agreement.

Esther represented an armed group in the peace talks and together with three other women delegates from the government, she actively advocated for an inclusive peace agreement. Esther and the other women delegates were joined by three women observers – a Security Sector Reform expert and two representatives from civil society organizations. These women worked tirelessly to ensure that the final agreement integrated key priorities, including gender provisions.

One year after the signing of the agreement, women are participating in the formal monitoring mechanisms to ensure that all stakeholders live up to their commitments. This is a key element for creating long-lasting political solutions and sustaining peace. The recently adopted electoral code in CAR requires political parties to include at least 35 per cent women candidates on their electoral lists. This is another direct result of women leaders at all levels being front and centre in the peace process.

GOOD PRACTICES AND LESSONS LEARNED ON ENHANCING WOMEN'S PARTICIPATION

- ◆ High-level advocacy is an effective tool to open up the space for women leaders and women's networks to engage in peace and political process meaningfully.
- ◆ Strong partnerships with women leaders correlate with their increased participation in national peace processes.
- ◆ Awareness raising, communication and engagement with local women's organizations enhances communities' ownership of peace processes.
- ◆ Women's participation in peace processes' monitoring mechanisms remains low.
- ◆ More efforts are needed to systematically translate strategic gains from informal processes and local processes to formal, national political processes.
- ◆ Strategies to enhance women's leadership, should be comprehensive and holistic, and encompass women's participation in peace, electoral and other political processes and as well as women's leadership in local and national authorities.



Arthe Mulla

Women leaders and organizations remain DPO's critical partners in realizing the WPS agenda. To highlight their efforts, DPO collected inspiring stories of women leaders' work to promote lasting and inclusive peace. The "**Women Transforming Peace**" [brochure](#) and [video](#) were launched at DPO's side event on WPS during the 2019 UN General Assembly.

Luljeta Aliu is a changemaker leading the Kosovo* NGO INJECT, which advances equality and social justice. In 2018, with the support of the UN peace operation in Kosovo, UNMIK, Luljeta published research that directly led to changes in Kosovo's Family Law, which now recognizes women's contribution to their households and supports the realization of women's equal rights to inheritance.

*Kosovo is to be understood as under UN Security Council Resolution 1244.

KEY FACTS

WOMEN LEAD POLITICAL SOLUTIONS

DELEGATES IN PEACE NEGOTIATIONS



Central African Republic

10% women participants in the February 2019 peace talks. The previous 2018 peace talks included no women

South Sudan

28% women participants in local peace negotiations as of July 2019

Cyprus

30% women participants in the peace negotiations that concluded in 2017

SIGNATORIES TO PEACE AGREEMENTS



Central African Republic

One-woman ex-combatant signed the February 2019 Political Accord for Peace and Reconciliation

South Sudan

25% women signatories to the October 2018 Revitalized Peace Agreement

MEMBERS OF FORMAL PEACE COMMITTEES



Central African Republic

In October 2019, **17%** of members of formal monitoring committees at the national level were women

In October 2019, **23%** of members of formal monitoring committees at the local level were women

South Sudan

In October 2019, **18%** of members of formal monitoring committees at the national level were women,

despite quota requiring **35%** representation of women

2 out of 10 formal monitoring committees at the national level are chaired by women

Mali

In 2019, **20%** of the members of the Truth and Reconciliation Commission are women

No women participate in the formal Agreement Monitoring Committee

WOMEN IN LEADING GOVERNMENT POSITIONS



Sudan
In 2019, **22%** of ministerial positions were held by women, including the first ever woman foreign minister

In 2019, **18%** of the members of the Sovereign Council were women

Sudan
The first ever woman Chief Justice was appointed in 2019

Kosovo
Ministerial posts held by women increased from **5% to 14%** (2017 – 2019)

WOMEN PLAY ACTIVE ROLES IN CONFLICT PREVENTION

WOMEN PREVENTING CONFLICT



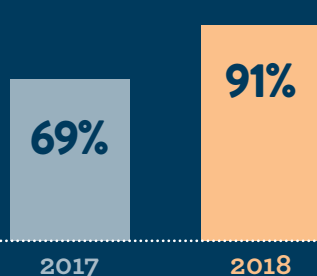
Central African Republic
In October 2019, **46%** of the early warning mechanisms supported by MINUSCA comprised at least 30% women

Sudan
2014 – 2019 **46** Women's Protection Networks established in Darfur function as early warning mechanisms that inform UNAMID's mission patrol planning and help prevent Sexual and Gender Based Violence

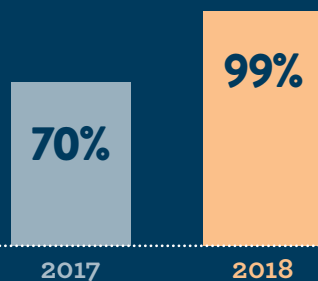
Democratic Republic of Congo
In 2019, **62%** of the local protection and early warning mechanisms comprised at least **30%** women

PEACE OPERATIONS BECOMING MORE GENDER RESPONSIVE

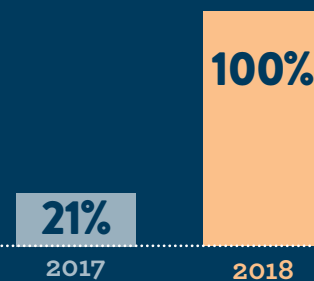
MONUSCO, DR Congo
The percentage of mission work plans that include at least one gender-specific goal increased from



UNIFIL, Lebanon
The percentage of mission work plans that include at least one gender-specific goal increased from



UNMIK, Kosovo
The percentage of mission work plans that include at least one gender-specific goal increased from



Data collected through the WPS indicators shows that while there seems to be a shift towards greater participation of women in peace agreement negotiations and in local level peace building mechanisms (e.g. CAR, South Sudan), more efforts are needed to enhance women's participation in political

decision-making bodies and formal monitoring and implementation mechanisms. Despite affirmative action to ensure women's participation, for example through quotas (e.g. South Sudan, Mali), data shows that these commitments continue to be ignored and so require further actions to ensure that they are enforced.

GENDER-RESPONSIVE PEACEKEEPING IN PRACTICE

Women leaders at the centre of the Inclusive National Dialogue in Mali

The 2019 Inclusive National Dialogue was marked by the meaningful participation of women. With MINUSMA's support, a diverse group of women's organizations and leaders from local and national levels developed unified positions and advocated for their inclusion. Women's priorities, including commitments to implement Law 052, which requires a minimum of 30% women in appointed and elected positions, were integrated into the four outcome resolutions that the Dialogue adopted.



UN/MINUSMA Marco Dominho

Women leaders shape political strategies in CAR

To ensure MINUSCA's work is informed by women leaders and organizations' priorities and to further consolidate women's ownership and inclusion in advancing the peace and reconciliation processes, MINUSCA's Special Representative of the Secretary-General held bi-monthly sessions with the Comité Consultatif des Femmes Leaders (Sages) Centrafricaines, a high-level advisory group composed of 15 women leaders.



UN/MONUSCO/Sylvain Liechti

Number of traditional leaders chiefs doubled in DR Congo

Women's political participation remains a structural challenge in the DRC. MONUSCO's strategic engagements with women leaders, in combination with its Good Offices, is helping to challenge this. In 2019, 74 customary chiefs in Bukavu, Goma, Kananga, Kinshasa and Mbanza-Ngungu signed a letter of intent committing themselves to the co-optation of women chiefs into the provincial assemblies. As a result of MONUSCO's support and encouragement of this initiative, the number of women traditional leaders have doubled.

Women leaders demand accountability to the Peace Agreement in South Sudan

Women leaders' undertook strategic advocacy and negotiations efforts, facilitated by UNMISS. As a result, gender provisions-including a 35% quota for women's participation in appointed and elected government positions-were included in South Sudan's 2018 Revitalized Peace Agreement. Since then, UNMISS has supported a diverse group of women leaders to jointly strategize about how to ensure the key commitments in the Agreement are implemented. In 2019, the 28 forums held at local, sub-national and national levels enabled women to undertake joint advocacy and to continue to press parties for accountability to the Agreement.

Darfuri women claim their space in the political transition and peace process

UNAMID has facilitated the participation of Darfuri women in the political transition process and peace talks in Sudan. The Mission's efforts enabled Darfuri women to take part in key processes in Khartoum, and to inform the UN's transition priorities. As an outcome of women leaders' sustained advocacy, the quota included in the 2005 Constitution stipulating that 30% of the parliamentary seats be allocated to women was increased to 40% in the 2019 Constitutional Declaration, and a law that compromised women's rights was repealed. In Darfur, 120 women leaders developed a position paper to highlight their priorities for the peace talks, which emphasized the criticality of addressing women's protection and security threats to achieving peace.

Gender Champions Network advocates for women's rights in Abyei

UNISFA engaged with traditional and local community leaders on the importance of women's participation in all areas and at all levels of decision-making in Abyei. Advocacy specifically targeted the Joint Peace Committee where women are completely absent, as well as the Juba-appointed administration and traditional leaders in the northern part of Abyei. As a result, a "Traditional Leaders Gender Champions Network" comprised of six male traditional leaders from the Misseriya community now advocates for women's rights and participation at all levels of community decision-making.

First National Action Plan on WPS endorsed in Lebanon

The Government of Lebanon endorsed its first National Action Plan (NAP) on UNSCR 1325 in September 2019, one of the first NAPs in the Middle East and North Africa. The NAP offers a comprehensive framework for building long term stability and security and is a building block for achieving the 2030 Sustainable Development Goals. UNIFIL ensured that women's voices and recommendations were included in the plan. UNIFIL also supported the efforts of the National Commission for Lebanese Women to raise funds for the implementation of the NAP.

Enhanced partnerships with diverse women's organizations in Cyprus

Through strengthened engagement with a more diverse group of women's organisations and women across Cyprus, UNFICYP has enabled women, including many who have never been involved in peace and political processes before, to engage meaningfully. UNFICYP undertook more structured engagement with women across the communities built around their common areas of concern, including violence against women. It also worked to build linkages between women on issues related to the peace and security discourse on the island, and supported platforms through which women's perspectives on peace and security can be elaborated.



More women in ministerial positions in Kosovo

Gender equality gained attention in Kosovo in 2019 following strategic work supported by UNMIK. UNMIK's efforts helped contribute to an increase in women holding ministerial positions, from five per cent to 14 per cent. In 2019, UNMIK hosted a Global Open Day Event that brought together women political leaders and other key stakeholders from across political affiliations to push for change. A targeted set of proposed policy and legislative changes to tackle systemic barriers to women's meaningful participation in politics were drafted and shared with legislators. UNMIK also supported women leaders with leadership training that is enabling them to continue advocating for their political space.

ENHANCING ACCOUNTABILITY ON WPS

DEMONSTRATED LEADERSHIP AND ACCOUNTABILITY

To improve accountability and strengthen leadership, DPO's senior leadership, through the Under-Secretary-General's WPS Taskforce, has systematically assessed progress and gaps in the implementation of WPS mandates across DPO. Accountability mechanisms were adopted in HQ and missions to support this. Tracking the 15 WPS indicators will ensure that DPO realizes its A4P WPS commitments and implements its [gender policy](#).

Preliminary analysis of the indicator data is informing senior leaders, decision-making and beginning to enhance the effectiveness of peacekeeping. Additionally, the process of collecting and analysing the indicator data has strengthened missions' coordination mechanisms and capacity to collect and analyse gender-disaggregated data.

● Exceeding UN requirements on gender equality

The 2018 report on the UN-System Wide Action Plan (UNSWAP) on Gender Equality shows that DPO met or exceeded 82% of the requirements, outperforming the UN system overall. DPO was commended for the way senior managers promote gender equality and the empowerment of women and for how this is reflected in strategic planning processes.

● Enhancing WPS Mandates

DPO provided advice and updates to the Security Council, including the Informal Expert Group on WPS, to ensure full consideration of gender equality and WPS issues during mandate reviews and negotiations of two new WPS resolutions. As a result, multiple peace operation mandates contain more robust WPS language, and SCR 2493 (2019) on WPS incorporates A4P's WPS commitment.

● Expanding Partnerships

DPO partnered with the Department of Political and Peacebuilding Affairs (DPPA) and the European Union's (EU) External Action Service to hold a workshop on WPS in Brussels in November 2019, bringing together academics, policy makers and practitioners. The workshop generated a summary report with concrete recommendations on how to close the gaps in the WPS agenda. Joint work with the EU and AU was also strengthened through a joint conflict analysis on CAR.



● Gender-responsive conflict analysis informs the planning processes

Examining how gender shapes and is shaped by conflict has helped uncover opportunities to prevent a return to conflict and strengthen gains on gender equality, particularly during mission transitions. In recognition of this, the DPO and UN Women joint methodology on gender-responsive conflict analysis has been included as an integral component of the Secretary-General's 2019 Planning Directive. In Haiti, the systematic integration of gender-responsive conflict analysis, and the partnership with women's organizations that evolved as part of it, helped to identify WPS priorities for the UN Integrated Office in Haiti. This experience provides a model for stronger collaboration and coherence between DPO, DPPA and UN Women.

● Capacity-strengthening strategy and tool developed

To ensure that more effective capacity-strengthening support is offered to peacekeeping personnel, a DPO Capacity Strengthening Strategy on WPS and a Gender Equality and Women, Peace and Security Resource Package were developed. The Resource Package is a strategic capacity-building tool and reference guide that sets out basic concepts, normative frameworks, strategies and recommended gender and WPS actions for peacekeeping components. The Resource Package is available in [English](#) and [French](#).

● Strengthened collaboration to improve gender-responsive DDR and SSR processes

Recognizing the barriers to women's ability to influence Disarmament Demobilisation and Reintegration (DDR) and Security Sector Reform (SSR) priorities, DPO organized a consultation with women leaders and ex-combatants, as well as UN representatives from Mali, the Central African Republic and Colombia. Best practices and lessons learned from the implementation of the WPS agenda in DDR and SSR processes were discussed and eight key recommendations produced. These are tailored to give strategic direction to strengthening women's meaningful participation in DDR and SSR processes and thereby deepen DPO's peacekeeping effectiveness – a priority of A4P.



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ACTION

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