

## Submission

**New Zealand Draft  
Women, Peace & Security  
National Action Plan  
May 2015**



**Executive Summary:** 2015 is a highly salient year for the Women, Peace and Security (WPS) Agenda – celebrating 15 years since the passage of Resolution 1325. United Nations Security Council Resolution 1325 (2000) was the first UN Security Resolution to spawn a transnational advocacy network devoted to its international, national and local implementation. In 2015 a global study of 1325’s implementation is being prepared and will be published in advance of the High Level Review of SCR 1325 in October. New Zealand will be the 49<sup>th</sup> country to adopt a WPS National Action Plan (NAP). To be adopting a NAP in 2015 – 15 years after 1325 and 11 years after the UN Secretary General first called for countries to adopt WPS National Action Plans (in SCR 1820 (2004)) means that New Zealand’s NAP can benefit from the analysis and evaluation of progress and limitations in the WPS agenda over this time.

WPSAC makes ten recommendations to the New Zealand government aligned with the broad aims of the draft Women, Peace and Security National Action Plan.

### **Recommendations:**

*Under the NAP aim, “creating and maintaining political pressure in international fora to ensure women’s involvement in decision making within conflict and post-conflict situations,” and while a non-permanent member of the the UN Security Council*

1. **New Zealand as a non-permanent member of the UN Security Council (2015-16) should organise an *Arria Formula* dialogue to open space for Pacific women peacebuilders** to have their work in this region highlighted and able to generate best practices and lessons learned for other conflict-affected regions. In so doing, New Zealand could leverage its experience in supporting women peacebuilders and in ensuring gender-sensitive policing/peacekeeping in the Pacific Islands on the UNSC.

SCR 2122 (preamble) takes notes of the “the critical contributions of civil society, including women’s organizations to conflict prevention, resolution and peacebuilding, and in this regard, the importance of sustained consultation and dialogue between women and national and international decision makers.”

Recent research has found that women’s inclusion in a peace process is positively (and statistically significantly) correlated with a successful peace agreement. In cases where

women were able to exercise a strong influence on the negotiation process, the chances of an agreement being reached and being implemented is significantly higher than when women's groups only exercise moderate, weak, or no influence.<sup>1</sup>

- 2. New Zealand should push for explicit monitoring and accountability mechanisms to enhance women's participation and protect the achievements of peace agreements during implementation and post-conflict governance (see recommendation 9 and Global Indicator 8).** In support of inclusion modalities for women in UN-led peace processes. Ambassador McClay stated in a Security Council Debate on January 30 that: *“Barriers to women's participation in decision-making are exacerbated by sexual and gender-based violence, often excluding women from conflict resolution and peacebuilding; thus undermining the effectiveness and sustainability of peace initiatives”*

*Under the aim of Promoting New Zealand women as mediators and negotiators in international forums and increasing the number of New Zealand women deployed in police and military roles in UN-mandated peacekeeping missions, improving the capability of peacekeeping missions to respond to women's needs;*

- 3. New Zealand should enable international deployments of New Zealand women as UN peacekeepers and police. New Zealand's contribution to UN peacekeeping operations is at an all-time low.<sup>2</sup>**
- 4. New Zealand should support gender parity in the appointment of top UN peace negotiation and mediation position and contribute New Zealand women conflict mediators to UN processes.<sup>3</sup>** This support for gender parity targets could be linked to peace negotiation outcomes.
- 5. New Zealand should support training to strengthen gender-awareness among present and future mediators, facilitators, and mediation teams as well as conflict parties.**
- 6. New Zealand should strengthen policies and strategies to ensure women have greater opportunity to exercise influence prior to, during, and after peace negotiations as well as increasing the number of women involved in these processes (see related recommendation 7).**

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<sup>1</sup> Thania Paffenholz Nick Ross, Steven Dixon, Anna-Lena Schluchter, Jacqui True, *“Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation.”* Report submitted to UN WOMEN as input into the Global Study in preparation for the High-level Review on the Implementation of UN Security Council Resolution 1325, 13 April, 2015.

<sup>2</sup> According to the UN New Zealand currently contributes only 10 military experts, troops or police to UN peacekeeping missions out of a total 125,396 personnel. In the 2010-11 year New Zealand contributed \$22.2 million to the UN peacekeeping budget – the total budget for UN Peace operations 1 July 2014-30 June 2015 is approximately \$8.47 (US) billion. See <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>; Also David Capie, “Peacekeeping – New Zealand's involvement in peacekeeping,” Te Ara – the Encyclopedia of New Zealand, updated 13 July, 2012, <http://www.TeAra.govt.nz/en/peacekeeping/page-1>

<sup>3</sup> UN Women states that women have been just 4 % of signatories, 2.4 % of chief mediators, 3.7 % of witnesses and 9 % of negotiators between 1992-2011.

*Under the aim of “Ensuring gender analysis informs New Zealand’s peace support responses, and development assistance to countries affected by conflict*

7. **New Zealand should support dedicated funding mechanisms to women’s equality organisations in fragile and conflict-affected states in the Asia-Pacific region (as mandated in SCR 2122, operative paragraph 7 (b))** to assist with gender analysis of peace support and development assistance, to support their efforts to build lasting peace, and to enhance capacities of organizations to effectively participate in all levels of peace and security decision-making.

In 2012-13, only 6% of aid to fragile states and economies targeted gender equality as the principal objective, suggesting that financing for gender-specific programmes is insufficient (OECD 2015).

*Under the aim of “Promoting efforts to combat sexual violence, intimate partner violence and violence against women in conflict affected countries where we have a development programme or post-conflict mission.*

8. Based on New Zealand’s experience of policing in peacebuilding missions and responding to domestic/intimate-partner violence as well as sexual violence, New Zealand should stress that **protection against conflict-related intimate partner violence is a key role of police in peacekeeping and postconflict peacebuilding sessions**. Thus, New Zealand should support **specialised gender-sensitive training for men and women police** on international missions drawing on lessons learned in East Timor and the Solomon Island for example (as well as increasing the deployments of women police **as in recommendation 3**).<sup>4</sup>

The 2010 Report of the Secretary-General on Women, Peace and Security contains 26 ‘global indicators’ of progress (called for in SCR 1889 (2009)), categorised across the four thematic areas, to track the implementation of UNSCR 1325. State governments could report in whole or in part against at least 9 of these indicators; thus far, none have done so. Reporting against the indicators would demonstrate commitment and leadership.

9. **New Zealand should report against select UN ‘global indicators’ developed in the 2010 Report of the Secretary-General on Women, Peace and Security**; and ensure continued alignment between the global indicators and future iterations of New Zealand’s National Action Plan on Women, Peace and Security.

For example, the New Zealand draft NAP could report under the following indicators:

#### **Prevention**

4) Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed and civilian peacekeepers and humanitarian workers that are referred, investigated and acted upon.

5) (a): Number and percentage of directives for peacekeepers issued by heads of military components and standard operating procedures that include measures to

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<sup>4</sup> Following Australia’s intervention on November 14, 2014, <https://australia-unscc.gov.au/2014/11/the-role-of-police-in-peacekeeping-and-post-conflict-peacebuilding/>

protect women's and girls' human rights. (b): Number and percentage of military manuals, national security policy frameworks, codes of conduct and standard operating procedures/ protocols of national security forces that include measures to protect women's and girls' human rights.

#### **Protection**

14) Index of women's and girls' physical security.

15) Extent to which national laws protect women's and girls' human rights in line with international standards

19) Number and percentage of cases of sexual violence against women and girls that are referred, investigated and sentenced.

20) Number and percentage of courts equipped to try cases of violations of women's and girls' human rights, with due attention to victims' security.

#### **Relief and Recovery**

21) (a) Maternal mortality. (b) Primary and secondary education enrolment rate

24) Actual allocated and disbursed funding in support of programmes that address gender sensitive relief, recovery, peace and security programme.<sup>5</sup>

10. **New Zealand should promote broad and inclusive civil society engagement with Women, Peace and Security National Action Plan. A Civil Society Representative Group should partner with government to independently monitor progress on the NAP goals, indicators and targets. The UK government has provided funding to the GAPS – a consortium of 17 organisations - to carry out this role with respect to the UK National Action Plan and to serve as the Secretariat to the All-Party Parliamentary Group on Women, Peace and Security.**<sup>6</sup>

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<sup>5</sup> Derived from 2010 United Nations Secretary-General's report on Women and Peace and Security S/2010/173, available to download at <http://www.un.org/en/sc/documents/sgreports/2010.shtml>. The report also lists goals and measures against each indicator.

<sup>6</sup> See <http://gaps-uk.org/about/> and <http://gaps-uk.org/parliament>