

THE WOMEN, PEACE AND SECURITY AGENDA

And Its Implications
for LGBTIQ People

August 2020



OUTRIGHT
INTERNATIONAL



Outright International works together for better LGBTIQ lives. Outright is dedicated to working with partners around the globe to strengthen the capacity of the LGBTIQ human rights movement, document and amplify human rights violations against LGBTIQ people, and advocate for inclusion and equality. Founded in 1990, with staff in over a dozen countries, Outright works with the United Nations, regional human rights monitoring bodies, and civil society partners. Outright holds consultative status at the United Nations, where it serves as the secretariat of the UN LGBTI Core Group.

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Cover photo: UN Photo/Manuel Elias, 25 October 2018. Security Council Meets on Women, Peace and Security.

Right: UN Photo/Maluwa Williams-Myers, 24 October 2000. A press conference on “Women and Peace and Security.” Left to right: Noeleen Heyzer and Angela King.

RESOLUTION 1325

Security Council Resolution 1325 (SCR1325)



UNANIMOUSLY ADOPTED ON:

**20 OCTOBER
2000**

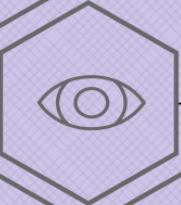


KEY PROVISIONS:

Increased participation and representation of women at all levels of decision-making



Attention to specific protection needs of women and girls in conflict



Gender perspective in post-conflict processes



Gender perspective in UN programming, reporting, and in SC missions



Gender perspective & training in UN peace support operations

Marks the first time the Security Council addressed the disproportionate and unique impact of armed conflict on women

**FOUR PILLARS:
Participation
Prevention
Protection &
Relief and
Recovery**

**KEY ACTORS:
the Security Council;
Member States; UN
entities; the Secretary
General; and parties to
conflict.**



PeaceWomen

Women's International League for Peace and Freedom

CYNTHIA SULARZ

Introduction

Experiences of peace and conflict have always had deep implications on gender.

However, for a long time, the United Nations (UN) did not formally recognize the different ways women, men, transgender, and gender non-conforming individuals experienced peace and security. Civil Society Organizations (CSOs) identified this gap and have been advocating for the UN Security Council (UNSC)—the only UN organ with the power to make decisions that member states are obliged to implement—to address the gendered dimensions of conflict.

The UNSC took the first big step forward 20 years ago, on October 20, 2000, when it adopted resolution 1325 (UNSCR 1325). UNSCR 1325 recognizes the gendered implications of conflict, calls for the full and equal participation of women in every level of decision-making, and resolves to use a gender perspective in UN programming, reporting, and training. In the years since then the UNSC passed nine more resolutions on the topic of Women, Peace and Security (WPS).¹ These resolutions make up the “WPS Agenda,” a toolbox for addressing the gendered dimensions of peace and conflict. The global implementation of these resolutions is reviewed annually.

While the WPS agenda is important and has powerful potential, it falls short in its framing of gender. The resolutions define gender in a binary sense, ignoring the vulnerability of trans and gender non-conforming people and individuals of diverse sexual orientations, gender identities, gender expressions and sex characteristics. The binary framework is especially concerning because LGBTIQ² people are at particular risk during conflict.³ Networks which help people to survive in conflict are often unavailable to LGBTIQ individuals.⁴ A military context tends to erase LGBTIQ people entirely, as military interventions are

Right: UN Photo/Evan Schneider, 08 March 2013. “UN Women for Peace” march outside the General Assembly Building, Actress and activist Susan Sarandon was among the march participants and speakers.

¹ You can read the WPS Resolutions here: <http://www.peacewomen.org/why-WPS/solutions/resolutions>

² Outright International uses the acronym LGBTIQ to denote the lesbian, gay, bisexual, transgender, queer and intersex community. We believe this acronym is inclusive of a broad range of people across our community. It is not exhaustive, nor is it universally accepted or used. Where quoting sources which use a different acronym, we have opted to use the version used by the source.

³ Lisa Davis and Jessica Stern, “WPS and LGBTI Rights,” *The Oxford Handbook of Women, Peace and Security* (2019).

⁴ *Id.*



generally dependent on essentializing “two sexes,”—male and female, each of which are assigned highly specific gender roles during conflict.⁵ Moreover, LGBTIQ human rights defenders who challenge that binary system and the status quo, are at heightened risk during conflict, as their efforts may be perceived as unpatriotic.⁶

The resolutions define gender in a binary sense, ignoring the vulnerability of trans and gender non-conforming people and individuals of diverse sexual orientations, gender identities, gender expressions and sex characteristics.

Conflict affects everyone, with the most vulnerable—such as LGBTIQ people—being most at risk. As such, the WPS agenda needs to address a more inclusive and equitable peace for people of all genders, sexual orientations, and gender expressions. Discrimination against LGBTIQ people is rooted in the same concepts and traditions as the gender-based violence the WPS agenda already recognizes in the context of heterosexual and cisgender women.⁷

Some organizations, including Outright International, have been advocating for an LGBTIQ-inclusive understanding of the WPS agenda. This document will provide more information about how you can get involved in this effort at the UN level.



Above: UN Photo/Rick Bajornas, 28 October 2014. APhumzile Mlambo-Ngcuka (centre), Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), flanked by Raimonda Murmokaitė (left), Permanent Representative of Lithuania to the UN; and Chaloka Beyani (right), Special Rapporteur on the human rights of internally displaced persons.

⁵ *Id.*

⁶ *Id.*, citing Sjoberg, L. *Gender, War, and Conflict*. Cambridge: Polity Press, 2014.

⁷ Jamie J. Hagan, *Queering Women, Peace and Security*, 92 *International Affairs* 313, 314 (2016).

Understanding the Security Council:

What it Is, Why it Matters, and How LGBTIQ Groups Can Be Heard

The United Nations Security Council (UNSC) is one of the six main organs established by the UN Charter in 1945.

The Charter envisions the UNSC as bearing the primary responsibility for maintaining international peace and security. The UNSC is comprised of 15 members at a time, including five permanent members: China, France, Russia, the United Kingdom, and the United States. These states have the unique power to veto any substantive resolutions that are determined by the UNSC.

Ten non-permanent members are elected for two-year terms by the General Assembly with representation from each of the five world regions. Currently, these members are Belgium, the Dominican Republic, Estonia, Germany, Indonesia, Niger, Saint Vincent and the Grenadines, South Africa, Tunisia, and Vietnam. In 2021, Kenya, India, Ireland, Mexico and Norway will replace Belgium, the Dominican Republic, Germany, Indonesia and South Africa. For an action to be formally adopted by the UNSC it must have a vote of 9 out of the 15 members.

The UNSC is the *only* UN organ with the power to make decisions that member states of the UN are bound to implement. As such, the UNSC has powers that allow it to take concrete action to ensure global peace. Given their unique authority, civil society interaction with the Security Council is important to achieve intersectional and equitable peace.

Right: UN Photo/Rick Bajornas, 28 October 2011. Orzala Ashraf Nemat (left) and Michelle Bachelet, Executive Director of UN Women at the time.



LGBTIQ ACCESS TO THE SECURITY COUNCIL

Civil society's access to the UNSC has historically been limited because of the devaluation of CSOs by some states and intergovernmental organizations. The UNSC's interaction with LGBTIQ-focused CSOs has been even more scarce due to a lack of funding and resources for LGBTIQ human rights defenders, and the high risks members of the queer community face, such as the criminalization of same-sex relations in 67 countries around the world. Fortunately, there are now some ways that civil society, including LGBTIQ organizations, can interact with the UNSC. In particular, CSOs can communicate with the UNSC through Arria Formula Meetings, the WPS NGO Working Group, WPS Week, National and Regional Action Plans, and Civil Society Reviews, discussed respectively below.

Despite their limited access, CSO efforts to engage with the UNSC have led to some recognition of LGBTIQ issues already. For example, in 2016 the UNSC released a statement condemning the tragic Orlando nightclub shooting, acknowledging that the gunman "targeted persons as a result of their sexual orientation."^{8,9} This marked the first time the Security Council recognized violence targeting the LGBTIQ community.

CSO engagement with the Security Council is necessary for continuing progress towards greater LGBTIQ inclusion in the WPS agenda.

ARRIA FORMULA MEETINGS

Arria Formula meetings began in 1992. These meetings are informal, confidential briefings that give UNSC members an opportunity to openly discuss their views and provide a setting for CSOs to voice issues of concern. Today these gatherings take place approximately once a month.¹⁰ They are convened by any UNSC member, who invites all other members.¹¹

Thanks to the work of various CSOs, in 2015 the UNSC addressed violence against LGBTIQ individuals for the first time in a historic Arria Formula meeting. The Arria was led by the United States and Chile, and included testimony from Executive Director of Outright International, Jessica Stern,¹² and two men targeted by the Islamic State due to their perceived sexual orientation. Thirteen out of fifteen UNSC members, including all permanent members, attended the Arria.¹³ UNSC members and other member states made supportive statements, some defining sexual orientation and gender identity as a protected class under the Universal Declaration of Human Rights.¹⁴ UN member states and agencies have informed Outright that the Arria helped them build a case for more substantive programming responding to the needs and concerns of LGBTIQ people in conflict.¹⁵

⁸ <https://news.un.org/en/story/2016/06/531952-wake-deadly-orlando-attack-un-officials-urge-stand-against-spread-hatred-and>

⁹ <https://www.un.org/press/en/2016/sc12399.doc.htm>

¹⁰ Table of all Arria Formula meetings: https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/working_methods_arria_formula_meetings.pdf

¹¹ Information on Arria Formula meetings can be found here: [https://www.un.org/securitycouncil/content/background-note#:~:text=The%20%22Arria%2Dformula%20meetings%22%20are%20very%20informal%2C%20confidential,facilitators%20or%20convenors\)%20believe%20it](https://www.un.org/securitycouncil/content/background-note#:~:text=The%20%22Arria%2Dformula%20meetings%22%20are%20very%20informal%2C%20confidential,facilitators%20or%20convenors)%20believe%20it)

¹² Read Outright Executive Director Jessica Stern's law review article on the "Arria-Formula's Meeting on Vulnerable Groups in Conflict: ISIL's targeting of LGBTI individuals here: https://nyujilp.org/wp-content/uploads/2010/06/NYU_JILP_48_4_Stern.pdf

¹³ Lisa Davis and Jessica Stern, "WPS and LGBTI Rights," *The Oxford Handbook of Women, Peace and Security* (2019).

¹⁴ *Id.*

¹⁵ *Id.*

After the Arria, the UN Secretary General António Guterres referenced the meeting in his 2016 report on conflict-related sexual violence, stating:

the risks facing lesbian, gay, bisexual, transgender and intersex minorities has been a blind spot in the monitoring of civilian protection concerns... it has become apparent that enhanced attention, including through the Council's Arria formula meeting on the persecution of lesbian, gay, bisexual, transgender and intersex minorities in the Middle East, held on 24 August 2015, is leading to heightened awareness.¹⁶

The Secretary General's reference to the Arria formula, and his explicit call for greater recognition of LGBTIQ people in conflict, reflect the impact CSOs can have through Arria Formula meetings.



HOW TO GET INVOLVED

CSOs may attend Arria Formula meetings when called upon by a member state on the Security Council. If you find your member state is currently sitting on the Security Council, you can advocate for your country's delegation to address issues of concern in an Arria meeting. If a state is planning to hold an Arria Formula, you can encourage states to invite LGBTIQ speakers to bring a queer lens to the issue.

The current UNSC members are the permanent members China, Russia, USA, UK and France, as well as Belgium, the Dominican Republic, Estonia, Germany, Indonesia, Niger, Saint Vincent and the Grenadines, South Africa, Tunisia, and Vietnam. In 2021, Kenya, India, Ireland, Mexico and Norway will replace Belgium, the Dominican Republic, Germany, Indonesia and South Africa.

NGO WORKING GROUP ON WOMEN, PEACE AND SECURITY

There are a number of NGO Working Groups within the UN system. They are collaborations of non-governmental organizations (NGOs) who focus on particular issues and themes. The NGO Working Group on Women, Peace and Security (NGOWG) provides an important avenue for CSOs to gain access to the Security Council.¹⁷ After the adoption of UNSCR 1325, the NGOWG was established as a civil society mechanism to hold key actors within the UNSC accountable for the implementation of the WPS agenda.

Today the NGOWG is made up of 18 international NGOs, including Outright. The members, in turn, partner with over 200 other NGOs and 75 networks of civil society actors to hold the UNSC accountable for their obligations under UNSCR 1325. The NGOWG has been credited with increasing the UNSC's engagement with civil society by advocating for entry to UNSC spaces. Steady engagement has led to the adoption of resolutions 2122 and 2171,¹⁸ both of which recognize the importance of interactions between the UNSC and CSOs.

¹⁶ <https://undocs.org/S/2016/361/Rev.1>

¹⁷ Browse NGOWG's Website: <https://www.womenpeacesecurity.org/>

¹⁸ You can see all of the WPS resolutions here: <http://www.peacewomen.org/why-WPS/solutions/resolutions>

The NGOWG influences the UNSC through a variety of mechanisms. The group monitors and analyzes the work of the UNSC throughout the entirety of the decision-making process, the only WPS organization to do so, and is thus able to show the ways in which WPS is being discussed at the UNSC on a daily basis.¹⁹ The NGOWG advocates for the WPS agenda through in-person meetings, speaking at UN events, and distributing Monthly Action Points (MAPs), which are tailored recommendations to the individual Member States on how to implement the WPS Agenda. They also provide recommendations for civil society speakers taking part at UNSC debates.²⁰ Additionally, at the annual UNSC debate on WPS in October, the NGOWG shares an open letter and civil society statement, serving as a way to put pressure on delegates to make commitments regarding the goals of WPS.²¹

Given its various points of influence on the UNSC, the NGOWG offers an important mechanism for LGBTIQ advocacy.



HOW TO GET INVOLVED

The NGOWG reaches out to CSOs through its 18 members. CSOs are at the heart of all of NGOWG's work. Outright can connect LGBTIQ organizations with the NGOWG's work in order to bring their expertise to the Security Council's attention.

Additionally, speakers the NGOWG recommends for UNSC debates are received via nominations from working group members. CSOs may propose speakers outside their ranks for this purpose. Past speakers who have addressed the UNSC on behalf of the NGOWG include Mina Jaf, Executive Director of Women Refugee Route (not a member of the NGOWG), who highlighted:

the urgent need for programmes that cater to all populations at risk, including refugees with disabilities, lesbian, gay, bisexual, transgender and intersex (LGBTI) individuals, and men and boys... Lesbian, gay, bisexual, transgender and intersex refugees, because of their sexual orientation, gender identity or sex characteristics, face an increased risk of discrimination and violence compared to the larger refugee population. Many flee persecution, but subsequently do not disclose their sexual orientation, gender identity or intersex status to service providers out of fear of becoming the victim of more violence.²²

Lisa Davis, Human Rights Advocacy Director for MADRE (also not a member of the NGOWG), also spoke on behalf of NGOWG at a UNSC debate, calling for documentation of:

human rights abuses committed against women, lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, and other minorities that defy gender

¹⁹ Look at NGOWG's work on monitoring and analysis here: <https://www.womenpeacesecurity.org/our-work/monitoring-analysis/>

²⁰ Learn about NGOWG's advocacy work here: <https://www.womenpeacesecurity.org/our-work/advocacy/>

²¹ Read NGOWG's 2019 open letter to the UNSC here: <https://www.womenpeacesecurity.org/resource/open-letter-uns-wps-anniversary-october-2019/>

²² http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_7938.pdf

stereotypes. Those issues were raised last year when the Security Council held the first-ever Arria Formula meeting to address LGBTI rights. When such violations in conflict are not exposed, history teaches that they are often left out of the human rights discourse and transitional justice processes.²³

If you are interested in becoming more involved with the work of the NGOWG, please reach out to Outright.

WOMEN, PEACE AND SECURITY WEEK

WPS Week takes place each October, coinciding with the anniversary of the adoption of UNSCR 1325 and the UN Security Council debate on the WPS Agenda.²⁴

WPS Week is an opportunity for civil society to mobilize and pressure delegates to make commitments regarding the goals of WPS and influence the UNSC during its WPS debate, usually held at the end of WPS Week.²⁵ For example, the Women's International League for Peace and Freedom (WILPF) analyzes the UN Secretary General's WPS report in advance, monitors the debate, and works with the NGOWG to share a civil society open letter and statement during the debate. The NGOWG also nominates a civil society speaker to address the UNSC each year. The week serves to push states to continue to fulfill their obligations under UNSCR 1325 on WPS and reflect on the ways in which people in all their diversities can be better involved and protected in peace and security processes.

While these events usually convene in person, this year it will almost certainly be held remotely due to COVID-19 concerns. While being able to engage with the UNSC in person has its benefits, the (likely) virtual nature of this year's events means organizations who ordinarily could not come to New York City for WPS Week can still be fully involved in the week's activities.



HOW TO GET INVOLVED

You can participate in WPS Week by attending and getting involved with events and forums.

You can pressure delegates to make commitments regarding the goals of WPS during the Security Council debate.

You can get involved with the NGOWG and contribute to their open letter and statement (see above).

²³ http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/spv_7704.pdf

²⁴ Read Outright's WPS Week Primer from 2018 here: <https://outrightinternational.org/content/women-peace-and-security-week-primer>

²⁵ <https://www.peacewomen.org/e-news/article/inside-un-security-council-wps-open-debate-and-advocacy>

NATIONAL AND REGIONAL ACTION PLANS

National and Regional Action Plans are documents outlining member states' strategies for implementing the Women, Peace and Security agenda. These documents are intended to be designed with meaningful civil society input, particularly as civil society plays an outsized role in the implementation of the WPS agenda.

In 2019, 83 member states published National Action Plans, and 11 regions released Regional Action Plans.²⁶ Not all member states have National Action Plans, and those that do vary in the quality of their monitoring and commitments.²⁷



HOW TO GET INVOLVED

If your country does not currently have a National Action Plan, you can advocate with your delegates to create one, and for your involvement in the process.^{28,29}

If your country does have a National Action Plan, or if you are helping to implement a National Action Plan for the first time, you can pressure delegates to include information on the LGBTIQ community. Some member states have begun to include data and strategies regarding LGBTIQ security in their National Action Plans in response to civil society engagement.

For example, Canada's National Action Plan for 2017–2022 includes a commitment "to promote greater understanding of cases involving sexual orientation and gender identity and expression, and the harm individuals may face due to their non-conformity with socially accepted norms."³⁰

Argentina's National Action Plan encourages "all interventions in countries in conflict, post-conflict and affected by socio-natural disasters [to] respect the diversity of gender, ethnicity, age, disability, religion, language, nationality and sexual orientation of females subject to violations of their human rights."³¹

Albania's plan includes a commitment to "strengthen professional capacities of police officers to investigate crimes on the grounds of sexual orientation (hate crimes)."³²

²⁶ A catalog of National Action Plans can be found here: <https://www.wpsnaps.org/>

²⁷ Peacewomen provides analysis of National Action Plans: <http://www.peacewomen.org/member-states>

²⁸ Security Women has produced a guide to creating national action plans, geared towards civil society organizations and policy makers: https://www.inclusivesecurity.org/wp-content/uploads/2018/09/InclusiveSecurity_NAP-Guide_ME_2017.pdf

²⁹ Peacewomen also had a guide for developing National Action Plans, including a sample letter and petition for reaching out to your government officials: https://www.peacewomen.org/assets/file/national_action_plan_development_toolkit.pdf

³⁰ <https://www.wpsnaps.org/app/uploads/2019/09/Canada-NAP-1-2010-2016.pdf>

³¹ <https://www.wpsnaps.org/app/uploads/2019/09/Argentina-NAP-2015-English-translation-DPI60100212.pdf>

³² <https://www.wpsnaps.org/app/uploads/2019/09/Albania-NAP-2018-2020.pdf>

And Japan’s National Action Plan specifies that it should be implemented “with due consideration given to the diverse and unique needs and vulnerabilities of groups such as... LGBT persons” and “promote inclusive support so as to ensure that refugees and displaced persons due to armed conflicts or heightened tension and other various vulnerable people, mainly women and girls (in particular... LGBT persons...) will not be excluded but can participate in all processes of prevention, management, and resolution of conflicts and decision making.”³³

CIVIL SOCIETY REVIEWS

Civil Society Organizations can author reviews which evaluate, critique and aim to influence subsequent National Action Plans. These reviews can be used to make policy recommendations and push governments to address LGBTIQ security in their implementation of the WPS agenda.



HOW TO GET INVOLVED

Your organization can publish a report pushing member states to adopt policies and strategies for inclusive gender, peace and security goals.³⁴ These reports can take many forms. For example, Australian CSOs issue annual “civil society report cards” to hold their government accountable for enforcing the WPS agenda. The Global Network of Women Peacebuilders issues “Civil Society Monitoring Reports” to evaluate how the commitments at the UN level are (or are not) being implemented on the ground in a number of countries. Women in Black, a Serbian CSO, wrote a report on the absence of implementation and transparent decision making around WPS issues in Serbia. And the European Peacebuilding Liaison Office published a table comparing National Action Plans for Resolution 1325 across Europe.

Many more examples of Civil Society Reviews can be found on Peacemen’s website: <http://peacewomen.org/member-states/civil-society-reviews>.

³³ <https://www.wpsnaps.org/app/uploads/2019/09/Japan-NAP-2015.pdf>

³⁴ <http://peacewomen.org/member-states/civil-society-reviews> (all of the listed reviews can be found here)

How to Pressure Your UN Representatives

If it is safe for you to do so, you can contact UN representatives directly and lobby them to include LGBTIQ security in their WPS agenda implementation plans.

It may be particularly valuable to pressure your representatives leading up to the WPS debate at the end of October, when they may be working on their National Action Plans and thinking about the statements they will make at the debate.

Pressuring UN representatives both directly and indirectly has led to greater LGBTIQ inclusion in national statements made in the UNSC during various debates.

For example, during the 2019 debate on Women, Peace and Security, an Israeli representative stated:

Peace and security is not an isolated issue. Conflict prevention and peacebuilding are greatly influenced by the advancement of sustainable development, and we cannot hope to achieve sustainable peace without due regard for Sustainable Development Goal (SDG) 5. Young women and girls, elderly women, women with disabilities and lesbian, gay, bisexual and transgender women must all have a voice if we are to affect long-term change.³⁵

Earlier in 2019, during a debate on the protection of civilians during conflict, a Canadian representative said:

We believe that the protection of all civilians requires gender-responsive approaches. This includes humanitarian action, which now responds to the increased insecurity and threats that women and girls and other groups—including lesbian, gay, bisexual, transgender and intersex persons—often face during armed conflict.³⁶

During the 2019 debate on sexual violence in conflict, the Belgian representative stated:

One of the key points of the draft resolution before us today is a survivor-centred approach. Belgium particularly welcomes the inclusion of particularly disadvantaged groups, such as lesbian, gay, bisexual, transgender and intersex people, who face multiple and cross-gender forms of discrimination.³⁷

³⁵ [https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8649\(Resumption2\).pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8649(Resumption2).pdf)

³⁶ https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/S_PV.8534.pdf

³⁷ https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8514.pdf

In a 2017 debate on sexual violence in conflict, the representative of Costa Rica said it was important to “expand the scope of measures to protect the most vulnerable populations, such as ethnic and religious minorities, women in rural areas, women and girls associated with armed groups, the lesbian, gay, bisexual, transgender and intersex population...”³⁸

In the 2017 debate on Women, Peace and Security, a representative from Uruguay asserted that “it is the responsibility of States to safeguard women’s rights and ensure gender equality, as well as the inclusion and non-discriminatory treatment of women regardless of race, religion, age, sexual orientation, gender identity or any other status.”³⁹

The frequency of remarks such as the above has increased in recent years, alongside a surge in advocacy for LGBTIQ inclusion in the WPS agenda.

Offices that may be involved in WPS implementation include, but are not limited to: ministries of defense, foreign affairs, peace and reconstruction, social welfare and gender.⁴⁰ If your state has published National Action Plans in the past, you may be able to identify the key actors in your nation or region from those documents. If you can, meet with officials early and often in order to develop a long-term relationship.

Collective action by your community can be a very effective tool for pressuring your UN representatives. Peacewomen published a comprehensive online toolkit for the 15th anniversary of UNSCR 1325, which remains relevant as we approach its 20th anniversary. The toolkit contains guides to raising community awareness and putting together effective lobbying campaigns targeting your local UN representatives. It also includes tips and templates for face-to-face meetings, press releases, engaging with traditional media, social media activity and blogging, using multimedia, and more.

You can access their toolkit here:

https://issuu.com/wilpf/docs/peacewomen_october_2015_high-level_

Right: UN Photo/Eskinder Debebe, 08 March 2012. Shadia Marhaban, President of the Aceh Women’s League (LINA), speaks to reporters after participating in an Arria Formula.

³⁸ http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_7938.pdf

³⁹ http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_pv_8079.pdf

⁴⁰ <https://wps.unwomen.org/pdf/CH10.pdf>



Beijing+ 25: Why 2020 is a Significant Year

In addition to marking the 20th Anniversary of UNSCR 1325, the first WPS resolution, 2020 also marks the 25th anniversary of the Beijing Declaration and Platform for Action (BPfA) of 1995.

The BPfA was drafted during the Fourth World Conference on Women in Beijing, China and signed by 189 member states. The document focuses on twelve areas by which global leaders may measure gender equality.^{41,42}

To this day the BPfA continues to serve a vital role in the push for gender equality.⁴³ Beyond its groundbreaking impact on the international community at the time of its adoption, the BPfA remains the core mechanism to quantify and monitor gender equality on a global scale.⁴⁴ Unfortunately, a majority of the goals it sets out remain unmet.

While the BPfA lacks explicit mention of LGBTIQ experiences, its overall objective is towards gender equality. At the root of all of the BPfA's objectives is the resistance to gender-based norms, restrictions, and overall violence. LGBTIQ people are disproportionately affected by gender inequality because of the deeply ingrained gender norms they do not fit into, and even challenge, by their very existence. Because gender affects all people, not only cisgender or heterosexual women and girls, conversations on gender equality should involve all society members, including the LGBTIQ community.⁴⁵

The 25th anniversary of the Beijing Declaration is expected to bring extra momentum to the 20th anniversary of UNSCR 1325 in October. Past anniversaries of the BPfA have led to expansions of its objectives and meaningful commitments from member states. This means that this year is a moment to reignite a global focus on gender equality, and this includes pushing for a more

⁴¹ Original BPfA document: https://www.un.org/en/events/pastevents/pdfs/Beijing_Declaration_and_Platform_for_Action.pdf

⁴² Outright's Primer on Beijing + 25: https://outrightinternational.org/sites/default/files/2020_19Mar_Beijing25.pdf

⁴³ *Id.*

⁴⁴ *Id.*

⁴⁵ *Id.*

equitable vision of peace.⁴⁶ The involvement of civil society actors to push for further progress is vital to making the changes and securing the commitments needed.

To honor the 25th anniversary of the Beijing Declaration, the Generation Equality Forum will be launched in the first half of 2021. The Generation Equality Forum is a CSO-centered, global gathering for gender equality, convened by UN Women and co-hosted by the governments of Mexico and France. It is poised to be a “rallying point to finally achieve the human rights of *all* women and girls” [emphasis added].⁴⁷

The Forum will be influenced by Action Coalitions.⁴⁸ Action Coalitions are global, multi-stakeholder partnerships which aim to mobilize governments, civil society, international organizations and the private sector to take concrete action on six critical themes for achieving gender equality:

1. Gender-based violence
2. Economic justice and rights
3. Bodily autonomy and sexual and reproductive health and rights
4. Feminist action for climate justice
5. Technology and innovation for gender equality, and
6. Feminist movements and leadership.

The aim is to have peace and security interwoven across the Action Coalitions, therefore it is vital for CSOs to work within the Action Coalitions to ensure this inclusion and accountability.

The Generation Equality Forum will also launch a Compact for Women, Peace and Security and Humanitarian Action.⁴⁹ This document will be a dedicated outcome of the Generation Equality Forum. It will focus on financing, monitoring, and accountability for existing policy and commitments, including UNSCR 1325. The Compact intends to strengthen coordination between existing initiatives and partnerships to ensure that women and youth are at the center of peace, security and humanitarian action. LGBTIQ CSO influence will be needed to ensure people in all their diversity are included in the Compact. The development of the Compact will be informed by broad stakeholder engagement and consultations, with a particular focus on the input of grassroots activists.

Right: Photo: Brad Hamilton Photography. LGBT Core Group at the UN: The Economic Cost of LGBT Exclusion. UNHQ, New York, 10 December 2015.

⁴⁶ *Id.*

⁴⁷ <https://forum.generationequality.org/>

⁴⁸ <https://forum.generationequality.org/action-coalitions>

⁴⁹ Generation Equality Compact on Women, Peace and Security and Humanitarian Action Concept Note (June 2020), https://forum.generationequality.org/sites/default/files/2020-06/GENERATION_EQUALITY_COMPACT_WPSHA_Concept_Note.pdf





HOW TO GET INVOLVED

Action Coalition leaders will come together in the coming months to design blueprints for actions to be implemented over the next five years. The blueprints will consist of a targeted set of concrete, ambitious, and immediate actions within the period of 2021–2026 to deliver tangible impact on gender equality.⁵⁰ Outright is a leader of the Action Coalition on gender-based violence, and we are committed to including as many LGBTIQ CSOs as possible in the planning process. Contact Outright to get involved.

You can follow the process around the Generation Equality Forum through their website⁵¹ and see how the Generation Equality Compact on Women, Peace and Security and Humanitarian Action is being developed through the Compact concept note.⁵² All Action Coalitions, the Generation Equality Forum at large, and any outcome documents of the process should be informed by a queer peace and security lens and include LGBTIQ language.

Beginning in September 2020, a set of virtual public conversations will mobilize and capture people’s voices to inform the Action Coalitions. Your organization can join these public conversations and advocate for the inclusion of queer peace and security.

The Action Coalition Blueprints will then be refined at the Generation Equality Forum in Mexico City, planned in early 2021, and officially launched at the Generation Equality Forum in Paris, planned later in 2021. Throughout the process, Outright invites input from LGBTIQ CSOs on LGBTIQ peace and security issues and will keep LGBTIQ CSOs informed of updates and progress.

⁵⁰ <https://forum.generationequality.org/action-coalitions>

⁵¹ <https://forum.generationequality.org/>

⁵² https://forum.generationequality.org/sites/default/files/2020-06/GENERATION_EQUALITY_COMPACT_WPSHA_Concept_Note.pdf

Concluding Remarks

The WPS agenda is a powerful toolkit for addressing the gendered dimensions of conflict which have strong implications for LGBTIQ people.

However, CSO advocacy is crucial to ensuring LGBTIQ experiences are included in the WPS framework. CSOs can be heard at the UN, and specifically by the Security Council, through a variety of avenues, including: lobbying for topical Arria Formulas; collaborating with the NGO Women Peace and Security Working Group; participating in WPS Week; engaging with National or Regional Action Plans; authoring Civil Society Reviews; lobbying your UN representatives; and getting involved in Beijing +25 activities.

LGBTIQ CSOs looking to engage with the WPS agenda at the UN level should reach out to Outright International with any questions. Outright is eager to amplify your communities' voices.



Right: UN Photo/Evan Schneider, 29 October 2019. Alaa Salah, civil society activist and community leader, addresses the Security Council meeting on Women and Peace and Security.



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