



“WE WERE LIKE CAGED BIRDS,
THIS GAVE US WINGS TO FLY”:
A REVIEW OF UN WOMEN
PROGRAMMING ON GENDER-
SENSITIVE TRANSITIONAL JUSTICE

HENRI MYRTTINEN AND NICOLA POPOVIC



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HENRI MYRTTINEN AND NICOLA POPOVIC
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The GSTJ programme owes its successes to the commitment to gender-sensitive transitional justice from its partners in state agencies, civil society, academic institutions and UN entities in all countries where the programme operated.

Most importantly, UN Women extends its profound appreciation for the survivors of sexual and gender-based violence who participated in the programme. UN Women is committed to ensuring that the global momentum for accountability continues to grow, until there is an unstoppable force for justice which makes sexual and gender-based violence a relic of the past.

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¹ All references to Kosovo in this report are understood to be under United Nations Security Council resolution 1244 (1999).

ABBREVIATIONS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
C/PVE	Countering/Preventing Violent Extremism
CRSV	Conflict-related sexual violence
CSO	Civil society organization
EU	European Union
FARC	Revolutionary Armed Forces of Colombia
GSTJ	Gender-Sensitive Transitional Justice
ICC	International Criminal Court
ICTJ	International Center for Transitional Justice
IDP	Internally displaced person
JRR	Justice Rapid Response
NAP	National action plan
NGO	Non-governmental organization
OHCHR	Office of the High Commissioner for Human Rights
PAPP	Presidential Advisor on the Peace Process (Philippines)
SGBV	Sexual and Gender-Based Violence
SOGI	Sexual Orientation and Gender Identity
TJRC	Transitional Justice and Reconciliation Commission (Philippines)
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council resolution
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

The UN Women global programme on gender-sensitive transitional justice (GSTJ) has contributed to significant changes in women's lives, seeking truth, reconciliation and justice for the crimes and trauma they have endured. The EU-funded programme (2015-2018) focused its activities on Colombia, Nepal, the Philippines and Kosovo,² in addition to global and indirect support to transitional justice processes in many other countries, including Bosnia and Herzegovina, Guatemala, Mali and Tunisia. The programme included a wide range of activities implemented by state agencies, NGOs, and UN agencies which were supported by the respective UN Women offices in countries and at headquarters. The programme also supported dialogue, research and advocacy at the international level.

The GSTJ programme utilized innovative approaches, tailored to the context and the needs of survivors, including connecting transitional justice to economic empowerment, using digital technology for truth-telling, employing intersectional approaches to gender in transitional

justice, and using a gendered approach for examining transitional justice in the context of violent extremism. The programme facilitated mutual learning between global transitional justice experts and national practitioners, as well as between national-level actors from different contexts. Beyond bringing a gender perspective into transitional justice processes, the programme also highlighted ways in which transitional justice processes themselves can become avenues for promoting social transformation towards greater gender equality.

Through the GSTJ programme, UN Women contributed substantially to transitional justice processes in countries, and to the evolution of good practice on gender-sensitive transitional justice around the globe. The programme's outcomes evidence the need for sustained and scaled-up support for UN Women's work in this area, moving beyond the pilot phase of the GSTJ programme to ensure that UN Women consistently engages as a global leader on gender-sensitive transitional justice in the future.

² All references to Kosovo in this publication are understood to be under United Nations Security Council resolution 1244 (1999)



1

Introduction

INTRODUCTION

Transitional justice is an integral part of international, national and local efforts aimed at rebuilding societies and restoring the social fabric of communities and nations in the aftermath of violent conflict or authoritarian governments. Transitional justice mechanisms, which include truth commissions, criminal trials, reparations programmes and institutional reforms, are employed to achieve redress for past human rights violations.

While transitional justice is recognized as an essential tool for overcoming past violence and moving toward sustaining peace,³ transitional justice processes have too often left women and survivors of sexual and gender-based violence (SGBV) behind.⁴ Their voices have been silenced by mandates which exclude social and economic rights violations; mechanisms which do not address the cultural barriers to women's participation, including the stigma of sexual violence; and a lack of expertise on how to incorporate diverse women's perspectives meaningfully into transitional justice processes and their outcomes. While women across the board face discrimination and silencing due to patriarchal power structures, these are often even more pronounced for women from ethno-religious minorities, indigenous women, rural and poor women, women living with disabilities, widows, women of

diverse sexual orientations and gender identities (SOGI), or due to other factors that place them in a more subordinated position in a particular society.

Gender is one of the main determinants of access to power, agency and vulnerability, and thus a key factor in how people are affected by violent conflict and repressive regimes, but also what their societal positions are in the aftermath. For transitional justice processes to effectively contribute to social reconciliation efforts, they must confront and address gender inequality. While gender is important, gender categories are not homogenous, and gender alone does not wholly determine persons' positions of agency and vulnerability. In addition to gender roles and expectations, aspects such as age, social class, ethnicity, religious beliefs, diverse abilities or sexual orientation also

³ For example, the Security Council and General Assembly resolutions on 'Sustaining Peace' stress that comprehensive transitional justice is "crucial to consolidation of peace and stability." See [S/RES/2282](#), para. 12.

⁴ Buckley-Zistel, Susanne and Ruth Stanley (eds.) (2012) *Gender in Transitional Justice*, London: Palgrave Macmillan UK; Daigle, Megan and Henri Myrntinen (2018) Bringing diverse sexual orientation and gender identity (SOGI) into peacebuilding policy and practice, *Gender & Development*, 26:1, pp. 103-120; Brandon, Hamber (2007) *Masculinity And Transitional Justice: An Exploratory Essay*. Peace Prints: South African Journal of Peacebuilding, http://uir.ulster.ac.uk/25025/1/Masculinity_and_Transitional_Justice_Peace_Prints.pdf; Ní Aoláin, Fionnuala Women, Security, and the Patriarchy of Internationalized Transitional Justice, 31 *Hum. Rts. Q.* 1055 (2009), available at https://scholarship.law.umn.edu/faculty_articles/88; O'Rourke, Catherine (2013) *Gender Politics in Transitional Justice*. Abingdon: Routledge; Pillay, Navanethem (2007). *International Journal of Transitional Justice*, Volume 1, Issue 3,

play a decisive role in how people are affected by armed violence and state repression. For a society to seek truth, justice, reparations and guarantees of non-recurrence in a manner which leaves no one behind, transitional justice mechanisms must actively address all forms of inequality and be centered on the experiences and desires of victims/survivors of all forms of violence and oppression.

UN Women, with its mandate to address gender inequality and empower women, is committed to supporting transitional justice processes to include women at all stages and levels of decision-making, and to holistically address the full-range of human rights violations to transform gender inequality.

Purpose of the Report

Under the European Union (EU) funded “Gender-Sensitive Transitional Justice” (GSTJ) programme, UN Women supported global, regional and national initiatives from January 2015 to October 2018, with the aim of increasing the effectiveness of transitional justice processes to contribute to a more just and stable society, prioritizing victims/survivors and taking into account the different needs of conflict-affected populations in a gender-sensitive manner.

The GSTJ programme focused on catalyzing country-level action on transitional justice, while linking these initiatives to

international dialogue and discussion. The programme was most active in Colombia, Kosovo, the Philippines and Nepal, with additional support to transitional justice processes in many other countries, including Kenya, Mali, Sierra Leone and Tunisia. At the global level, the programme sought to advance gender-sensitive approaches to transitional justice through the documentation and dissemination of good practices, and by fostering a community of practice among policy-makers, academics and practitioners.

At the end of a nearly four-year long implementation phase, this report examines UN Women’s experiences implementing the GSTJ programme, including the strategies used to adapt to challenging circumstances and overcome obstacles, and overall impact. The report looks at what the programme’s outcomes mean for the work of international and national partners on the meaningful inclusion of gender perspectives into transitional justice efforts. It reflects on strategies to increase the gender-responsiveness of transitional justice mechanisms, including efforts to actively and meaningfully include diverse women as participants and decisionmakers, and to adequately respond to SGBV and other gendered impacts of violent conflict and repressive regimes, in particular for women and girls.⁵

First, the report provides a brief introduction to gender-sensitive transitional justice. Then, the report shares

⁵ Women and girls were the explicit focus of the GSTJ project, but in some of the countries a broader approach was taken to also seek to address gendered harms against men and boys, as well as broaden the scope to include persons of diverse SOGI

an overview of the GSTJ programme and its activities and summarizes the outcomes of a global workshop of the project held in Pristina, Kosovo, 9 to 11 October 2018. The report also showcases four case studies from Colombia, Kosovo, the Philippines and Nepal, sharing the innovative strategies employed by UN Women and programme partners to advance gender-sensitive transitional justice and overcome obstacles in their respective contexts. The report concludes with an outlook on potential future programming on gender-sensitive transitional justice, and recommendations for UN Women’s engagement in this area.

This report is based on a review of documents related to the GSTJ project; engagement with the broader literature and input by experts on gender and transitional justice; in-person and remote interviews with UN Women staff and implementing partners in Colombia, Kosovo, the Philippines and Nepal; and listening, active participation, and discussions at the Pristina workshop, which the authors facilitated.

Background on Gender and Transitional Justice

At the end of armed conflict or authoritarianism, societies must provide redress for widespread human rights violations and crimes, often with weakened or non-existent rule of law institutions.⁶ Transitional justice mechanisms – which include truth commissions, criminal trials,

reparations programmes, institutional reforms and other guarantees of non-recurrence – can move societies toward a more sustainable peace by holistically addressing histories of violence, inequality and oppression. Transitional justice mechanisms should work in synergy with other post-conflict reconstruction and development efforts to re-establish the rule of law, promote respect for human rights, address inequality and foster reconciliation.

“Historically, the experiences of women and victims of gender-based violations have not been adequately addressed by transitional justice processes, nor have women had sufficient representation or opportunities for participation within accountability, acknowledgment, and reform measures.

These failures often come from a lack of sufficient knowledge and understanding to implement processes in ways that encourage women’s participation and adequately address both gender-based violations and the gendered consequences of human rights violations. Without the strong engagement of women and a solid understanding of how and when violations have affected men and women differently, transitional justice processes cannot successfully contribute to a more just society for all.”

Excerpt from [training modules on gender and transitional justice](#), prepared through the GSTJ programme by the International Center for Transitional Justice

⁶ Historically, transitional justice processes have taken place after the end of a violent armed conflict and/or the fall of a repressive regime, but increasingly as for example in Colombia, Mali or the Philippines, these processes are taking place in situations where armed conflicts are on-going or, for example in Guatemala, high levels of armed violence not classified as violent conflict define everyday life.

In the past, when transitional justice mechanisms focused on women's rights violations, they often fixated on conflict-related sexual violence (CRSV) and SGBV directed purposefully against women by repressive regimes. While sexual violence is an important aspect of conflict and authoritarianism – it is widespread across different contexts and often used opportunistically and systematically to terrorize individuals and communities – it is not the only gendered form of violence.⁷ Many women describe their experiences of conflict in terms of social and economic rights violations, such as displacement or lack of access to food, housing or healthcare. A focus on sexual violence without also highlighting women's active roles as citizens, peacemakers and combatants also contributes to the notion that women have only been passive victims of armed conflict at the hands of male perpetrators – and, implicitly, that women's voices only need to be heard on crimes of a sexual nature, rather than on all aspects of justice and peacebuilding.

Relying on conventional gender stereotypes does not allow transitional justice to move beyond existing discrimination and unequal gender power

dynamics. Already existing gendered economic, social and political inequalities within societies are often sharpened in violent conflict and can drive conflict dynamics. These inequalities are also often manifested in the law and the legal system, such as biased ownership laws that prevent women from owning or inheriting land, patriarchal citizenship laws or male-dominated decision-making systems. The result of these gender inequalities can pose major challenges for women's and their families' survival or social re-integration after the conflict has ended – including in transitional justice processes.

The necessity of including comprehensive gender-sensitive approaches to transitional justice processes is reflected in international normative and legal frameworks. The Beijing Platform of Action (Critical area E),⁸ CEDAW general recommendation number 30,⁹ and the nine UN Security Council resolutions on women, peace and security, link international peace and security with gender equality, citing gender-sensitive transitional justice as a key tool for sustaining peace.¹⁰

⁷ While the focus on CRSV, and in particular rape, has been, and is, important, it has at times overshadowed or even invisibilised other gendered harms but also other widespread forms of SGBV occurring in conflict-affected settings, especially if these do not fit neatly into the categories of 'rape as a weapon of war' or sexual slavery.

⁸ The United Nations Fourth World Conference on Women Action for Equality, Development and Peace. Beijing: 1995. Critical Area E. See: <http://www.un.org/womenwatch/daw/beijing/platform/armed.htm>

⁹ United Nations. CEDAW. General recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations. CEDAW/C/GC/30. 2013

¹⁰ United Nations Security Council resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015) and 2467 (2019).

TABLE 1

The Women, Peace & Security Agenda on Transitional Justice

All eight Security Council resolutions on women, peace and security address justice as an essential component of the agenda.

Resolution 1325 (2000)	Prosecute those responsible for sexual and other violence against women and girls
Resolution 1820 (2008)	Address justice for sexual violence from the outset of peace processes
Resolution 1888 (2009)	Undertake comprehensive legal and judicial reforms to ensure that survivors of conflict-related sexual violence have access to justice
Resolution 1889 (2009)	Design concrete strategies for addressing the concerns of women and girls, including in relation to access to justice
Resolution 1960 (2010)	Utilize the full range of justice and reconciliation mechanisms to end impunity for crimes committed against civilians, including courts and truth commissions
Resolution 2106 (2010)	Ensure that transitional justice is comprehensive, encompassing the full range of judicial and non-judicial measures
Resolution 2122 (2013)	Address obstacles in women’s access to justice in conflict and post-conflict settings
Resolution 2242 (2015)	Promptly investigate, prosecute and punish perpetrators of sexual and gender-based violence
Resolution 2467 (2019)	Ensure the opportunity for the full and meaningful participation of survivors of sexual and gender-based violence at all stages of transitional justice processes, including in decision-making roles, recognizing that women’s leadership and participation will increase the likelihood that transitional justice outcomes will constitute effective redress as defined by victims and will respond to important contextual factors.

Individuals have a right to truth, justice, reparations and guarantees of non-repetition. However, perceptions of “truth” are as diverse as a population itself, depending on social factors such as age, gender, social class, religious/philosophical/cosmological beliefs and ethnicity. Different levels of privilege and unequal power relations also often lead to exclusion. Transitional justice processes are, themselves, intersectionally gendered, be it in terms of their

terminology, structure, process or desired outcomes. For transitional justice processes to contribute to a more comprehensive understanding of truth, an intersectional, human rights-based and victim-/survivor-centered approach to participation must be a core principle.

Defining Good Practices

This report builds on a variety of implementation efforts in different country

contexts around the globe, extracting good practices and lessons learned to feed into learning cycles and improvement of related and future project initiatives that also aim to include a gender perspective into transitional justice mechanisms. For the sake of selecting from different experiences that have been shared along the scope of the project, during the knowledge-sharing workshop in Kosovo in October 2018 and beyond, this report considers UN Women principles and definitions of what a good practice entails, outlined in Box 1.

Due to the continuum of gender inequalities that exist before, during and after conflict, it is important to recognize that a return to the *status quo* prior the conflict may not be a situation all members

of society wish to return to. Gender-sensitive transitional justice mechanisms should recognize prevalent unequal power dynamics that still exist in post-conflict settings, and take steps to address them, in the interest of conflict prevention. Therefore, in the case of gender-sensitive transitional justice, a good practice has been to have also a transformative component towards greater gender equality, in addition to responding to individual human rights violations in a gender-sensitive manner.

BOX 1

Defining Good Practices on Gender Equality From Documenting Good Practices on Gender Equality and Women's Empowerment (UN Women, 2017)

A good practice refers to interventions, business practices, processes or methodologies that are ethical, fair, responsive to the needs of women and girls, replicable, scalable, and effective. Such a practice accelerates gender equality and women's empowerment and can therefore be recommended for replication. A good practice is one that has been used consistently; and tested to ensure good and reliable results.

More specifically, a good practice contains each of the following elements:

- Gender responsive
- Employs a human rights-based approach
- Effective and successful
- Inherently participatory and adopts a capacity-building approach
- Replicable, scalable and adaptable
- Technically, environmentally, economically and socially feasible and sustainable
- Facilitates learning by generating lessons that are relevant for dissemination and transfer to other contexts for the benefit of women and girls



2

Acting on Gender Inequality in Transitional Contexts

ACTING ON GENDER INEQUALITY IN TRANSITIONAL CONTEXTS

Project Summary

“The EU encourages investment in, and focus on, gender-sensitive transitional justice which addresses the full range of rights violations and abuses during conflict, and responds to the differentiated vulnerabilities and needs.”

– European Union Policy Framework on Support to Transitional Justice

Over the course of three years, from January 2014 to December 2017, the “Gender-Sensitive Transitional Justice” (GSTJ) programme sought to increase the

effectiveness of transitional justice processes to contribute to a more just and stable society, by prioritizing victims/survivors and taking into account the different needs of conflict-affected populations. Adapting to challenges occurring in several programme countries, the project duration was extended by another 10 months, ending in October 2018.

The project built on UN Women’s comparative advantage: linking national interventions, local women’s civil society and grassroots organizations to

BOX 2

Snapshot: Gender Sensitive Transitional Justice Programme

Objective: The effectiveness of transitional justice processes to contribute to a more just and stable society is increased through prioritizing victims/survivors and taking into account the different needs of conflict-affected populations

Outcomes:

1. Create an enabling environment for transitional justice to account for conflict-related gender-based violence
2. Address the spectrum of victims’/survivors’ violations in an integrated and interdependent manner
3. Base redress on the gendered experiences of harm and needs of victims/survivors regardless of gender identity
4. Ensure system level interventions in the area of transitional justice fully incorporate gender equality principles
5. Improve communication between transitional justice stakeholders on gender responsive and victim-/survivor-centered transitional justice mechanisms

international policy dialogues and normative frameworks. Under the GSTJ programme, UN Women strengthened local capacities on gender and transitional justice through a range of activities. Depending on the country context, UN Women offices played different roles, UN Women leveraged national institutions and policy instruments, such as national

including as by convening stakeholders, providing technical expertise, supporting activities of national transitional justice actors and civil society, conducting research, or as a facilitator of exchanges and knowledge sharing activities.

action plans on women, peace and security, and connected them to specific gender-

BOX 3

Sample Activities of the Gender-Sensitive Transitional Justice Programme

Consultation with conflict-affected women to feed into transitional justice mechanisms: In Colombia, UN Women held consultations with more than 300 women from conflict-affected regions to gather their priorities and recommendations for the country's Truth Commission. The resulting recommendations helped to influence the Commission's design.

Providing gender expertise: In Mali, UN Women deployed two gender advisors to the country's Truth, Justice and Reconciliation Commission. The experts held trainings on gender for victims' associations, human rights organizations and members of the Commission, and created an action plan for the Commission's gender sub-committee.

Dialogues and learning exchanges: UN Women brought a team of representatives of government, civil society, the European Union and UN Women in Nepal to Cambodia, to learn about that country's experience with non-judicial reparations and memorialization of victims of the Khmer Rouge regime. Following the visit, the participants were involved in developing a victim-centered advocacy campaign for transitional justice in Nepal.

Peer-to-peer exchanges with transitional justice practitioners: In Kosovo, a team of international criminal justice experts visited Kosovo periodically over the course of the programme, to mentor national war crimes prosecutors and investigators on how to assemble cases of conflict-related sexual violence as international crimes. As a result, more than 20 cases are now making their way through the justice system.

Documenting and disseminating experiences and evolving good practice: In 2017, UN Women published a report on reparations for conflict-related sexual violence in the Western Balkans, summarizing the experiences across countries in providing judicial and administering reparations.

Fostering communities of practice: In the Philippines, UN Women convened a meeting with national and international experts to explore the relevance of pursuing gender-sensitive transitional justice in the context of violent extremism. Participants exchanged ideas on possible entry points, including clarifying who are the 'victims' of violent extremism, and timeframes for providing redress and reparations.

sensitive transitional justice initiatives. Furthermore, the connection between development programming and transitional justice was established in almost all project initiatives.

In each of the country contexts, the GSTJ programme confronted external challenges, mostly national-level political developments which had major impacts on the respective transitional justice processes. These included shifting mandates and delays in the implementation of transitional justice processes; the impacts of elections and referendums; political impasses in parliament or government working groups; and upsurges in violence in key areas of implementation, be it violent extremism in Mindanao, Philippines, continuing instability in the north of Mali, or targeted killings of social activists in Colombia. These national-level dynamics required UN Women to quickly adapt the programme

and seek alternate ways of furthering work on transitional justice, for example by increasingly engaging sub-national actors and civil society partners.

Workshop Setting

As part of the GSTJ programme objective to foster knowledge exchanges, share good practices and lessons learned and develop a roadmap for the future, UN Women organized a workshop in Pristina, Kosovo, from 9 to 11 October 2018. The workshop brought together representatives of eight UN Women country offices, two regional offices and headquarters; transitional justice experts and practitioners; collaborating partners such as governmental officials and civil society partners; and representatives of the European Union.

BOX 4

European Union Policy Framework on Support to Transitional Justice

In implementing the GSTJ programme, UN Women utilized the [EU Policy Framework on Support to Transitional Justice](#), which has nine core principles:

1. The process of transitional justice must be nationally-owned, participative, consultative and include outreach
2. Apply a context-specific approach
3. Address transitional justice in a comprehensive manner paying due regard to timing
4. Compliance with international norms and standards
5. Applying a Rights-Based Approach (RBA) to transitional justice
6. Encourage a victim-centred approach
7. Integrate a gender dimension
8. Adopt a child sensitive approach
9. Situate transitional justice within the security-development nexus paradigm



Participants at the Pristina workshop, 9-11 October 2018. Photo credit: UN Women Kosovo

The workshop focused on sharing experiences and key innovations between UN Women country offices and partner organisations, mutual learning and a mapping a way forward for gender-sensitive transitional justice. It included individual presentations, interactive discussions and result-oriented group work, which were documented by two note takers and logistically organized by the UN Women programme presence in Kosovo.

Over the course of two and a half days, including at a project fair, participants presented their respective project achievements. Furthermore, the workshop included several interactive sessions which allowed participants to specifically focus on

the exchange of successful strategies to overcome recurring challenges, apply innovative implementation strategies and reflect on the past experiences to plan for possible future project activities. Participants from the International Center for Transitional Justice also launched training modules on gender-sensitive transitional justice, produced by through the GTSJ project. Moreover, the workshop presented an opportunity for transitional justice practitioners to develop a network, and the space to think creatively about the direction of their work.



3

Emerging Good
Practice and
Lessons Learned
from the Field

EMERGING GOOD PRACTICES AND LESSONS LEARNED FROM THE FIELD

The good practices and lessons learned from the GSTJ programme which are showcased in this report must be seen in the context of the highly dynamic political environments in which the programme was implemented, where social dynamics are constantly changing and evolving in the aftermath of conflict or authoritarianism. During the workshop, participants discussed a range of challenges in programme implementation – both in relation to the GSTJ programme, and in general in relation to transitional justice programming – with the aim of identifying common or replicable strategies how to respond to them. The following is a summary of some the themes of the workshop discussions, removing references to specific countries and organizations.

Measuring results, and long-term approaches in short-term programming cycles:

Transitional justice and social change towards increased gender equality are long-term processes that require measures that do not always immediately show easily quantifiable results. Social transformation occurs as the result of sustainable, long-term behavioural and attitude change. For example, the recovery from gender-based violence during armed conflict, including the effects of violence-related trauma, can take decades to overcome and can even be transferred to the next generation.¹¹ However, project and programme cycles in and outside the United Nations are driven by the expectation of measurable results and outcomes, and have timelines ranging from a few months, to three to five years. Thus, a balance needs to be struck between the expectations and pressures of the funding

system and enabling sustained, long-term work on transitional justice.

Political will and changing political dynamics:

Transitional justice, security sector reform and the promotion and protection of human rights depend to a large degree on the political will of the government in charge of implementing these processes. The GSTJ programme faced numerous challenges as national political frameworks shifted. For example, there were set-backs in Colombia after the initial peace agreement failed to gain support in a popular referendum. When facing resistance and backlash, transitional justice programming and funding must be flexible. Continuous dialogue with donors and implementing partners can help to foster understanding and identify possible solutions and adaptations of project activities.

¹¹ See for example Medica Mondiale: <https://www.medicamondiale.org/en/datensaetze/projektebox-inhalte/wo-wir-arbeiten/suedosteuropa/bosnia.html>

Adapting programming to the circumstances:

Some political developments can make it almost impossible to continue to implement planned project activities on gender equality or transitional justice processes. In these cases, a reformulation of the project's objectives and outcomes requires an in-depth discussion with civil society partners, international actors and the donor. During implementation of the GSTJ programme, a number of UN Women country offices looked for ways to mitigate exposure to political dynamics, for example by working with technical staff in state agencies, or working at the sub-national level (e.g. provinces, districts, municipalities). This also allows for the 'localisation' of knowledge, capacity and accessible services, rather than concentrating these in the capital.

Engaging civil society: Although civil society is often referred to as a homogenous group, there is always a wide array of interest groups, representing a range of political standpoints and ideologies, which must be considered as stakeholders. To bring everyone to the table and reach an agreement on what gender-sensitive transitional justice could look like, the actors involved need to find common ground. Independently facilitated dialogue and exchange of experiences can contribute to a consensus-building process, while respecting diversity. In addition, building and retaining trust with civil society partners is essential, as is being able to support them politically and financially in a reliable manner, without burdensome reporting requirements. One of UN

Women's greatest attributes is its strong relationship with women's civil society organizations around the world. UN Women was able to leverage these longstanding relationships in country-level activities throughout the GSTJ programme, such as in the development of the reparations programme in Kosovo and advocacy campaign in Nepal.

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Do-no-harm approaches: When working on sensitive issues, the principle of 'do no harm,' is essential. The GSTJ programme developed a range of innovative practices to increase the safety of survivors and reduce stigma and backlash. However, there still more work to be done with survivors' families and communities to reduce stigma and backlash, as well as to establish sustainable psycho-social support services. Managing expectations of potential beneficiaries of transitional justice processes is also extremely important, be it in terms of the types of reparations to be delivered, or whether evidence collected will be sufficient for prosecutions. At the same time, it is important for survivors to see tangible benefits coming out of their engagement with transitional justice processes.

Recognizing the diversity of sexual and gender-based violence survivors:

While there has been significant progress in addressing SGBV against women and girls, much work remains to be done, including on ensuring that transitional justice processes do take this seriously as central issue in the first instance, and that societal stigma against victims/survivors is lifted. Medical (in particular sexual and reproductive health services, including abortion), psychological, social, economic and political support to victims/survivors continues to be lacking regardless of their gender identity. Lesbian, trans and intersex women, but also male victims/survivors of sexual violence may face particular barriers to accessing services and transitional justice processes, including that SGBV against them may not be recognised by law or reporting it may place them in legal jeopardy, and that medical or psychological care tailored to their needs may be absent. By including men in the public discourse and by addressing the possibility of sexual violence against men and boys, male survivors may feel more courage to come forward. Furthermore, there need to be separate safe and secure shelters and spaces for women, men and those identifying outside or across the gender binary, and appropriate measures addressing their unique health and psychosocial support needs. The needs of victims/survivors need to be met regardless of their gender identity, and there should not be a 'competition of harm' between different victims/survivors.

Regardless of the gender identity of the victim/survivor, more effort needs to be

made to ensure that all transitional justice actors at all levels, from drivers, cleaners and security guards, to judges and prosecutors are properly trained on how to work in an appropriate and sensitive way with survivors of SGBV. Furthermore, stigma-reduction efforts and increasing societal acceptance are essential for SGBV survivors of all genders. As crucial as addressing SGBV in transitional justice is, however, it is not the only form of gendered harm. Efforts at gender-sensitive transitional justice should not focus exclusively on SGBV.

Children born of wartime sexual violence:

Children born out of sexual violence are often neglected by their communities and carry on the trauma and stigma of their mother's experience. Increasing societal awareness and acceptance, addressing the disadvantages and discrimination mothers face, working with the families of the affected and involving community and religious leaders to support a culture of acceptance can contribute to more inclusion, while not necessarily revealing individual identities. As in addressing other gendered harms through transitional justice, economic empowerment can play a key role in terms of recovery, as both the mothers and the children are often ostracised and consequently socio-economically marginalised. However, as with other economic support initiatives linked to transitional justice, there is a risk of unintended consequences and backlash, as well as a heightened risk of a loss of anonymity for both mothers and children that must be factored into intervention designs.

Maximizing UN Women's added value:

Lastly, the programme has evidenced the range of roles UN Women can play in transitional justice processes, and which it can and should continue to build upon. For example, as using the organization's global role to facilitate cross-learning and technical and innovation support across different contexts (e.g. bringing Colombian state actors to Kosovo), to use its convening power in country, to bring technical expertise in gender-sensitive transitional justice but also importantly give victims/survivors but also practitioners the sense that they are not alone.



4

Case Studies



CASE STUDIES

The below case studies focus on the countries of focus for the GSTJ programme, selecting activities that fall into the definition of good practices shared in section 1.3 of this report. The information showcased is based on a desk review of already published materials (see bibliography), interviews with project managers and staff, implementing and collaboration partners such as governmental partners and civil society organisations and experiences shared during the workshop in Kosovo.

Colombia: Considering Intersectional Gender Issues

“Let’s allow every victimization to come to light and to transform in to a historical fact.”

– Survivor in Colombia

After 50 years of armed conflict and massive violations of human rights and humanitarian law, the Colombian State and the main guerrilla group, the FARC-EP (Revolutionary Armed Forces of Colombia—People's Army) signed a peace agreement in 2016. Gender issues played a strong role in the initial public rejection of the peace agreement during a referendum in 2016, demonstrating the division of the country between those with progressive views on gender equality and SOGI rights, and those in opposition.¹²

The conflict resulted in an estimated 220,000 civilian casualties and forced over

1 million people to flee their homes. As of 2017, nearly 25,000 victims of CRSV had registered with the national victims’ unit.¹³ Sexual and gender-based violence and other discriminatory practices against women, as well as homo- and transphobic violence, have been part of the conflict but also beyond. Although Colombia has developed a comprehensive legal framework for addressing conflict-related sexual and gender-based violence,¹⁴ these reforms and efforts have not yet been fully translated into practice, and the daily reality of violence remains the same for many in the country.

Intersectional issues such as ethnicity, class, age and the rural–urban divide are additional factors that interact with gender to contribute to inequalities. This situation is owed to the conditions of vulnerability and inequality preceding, during and after the official end of the conflict. These inequalities were reflected and exacerbated in the kind of territorial and

¹² Roxanni Krystalli and Kimberly Theidon (2016), Here’s how attention to gender affected Colombia’s peace process. The Washington Post, October 9, 2016, Accessed at https://www.washingtonpost.com/news/monkey-cage/wp/2016/10/09/heres-how-attention-to-gender-affected-colombias-peace-process/?utm_term=.592c98a6f57e

¹³ Website Section on Colombia by the Office of the Special Representative of the Secretary General for Sexual Violence in Armed Conflict: <https://www.un.org/sexualviolenceinconflict/countries/colombia/>

¹⁴ United Nations. Report of the Secretary General on Conflict-Related Sexual Violence. s/2017/249 New York: 2017 <http://www.un.org/en/events/elimination-of-sexual-violence-in-conflict/pdf/1494280398.pdf>

population control carried out by various armed actors during the conflict, and also lead to the persistence of barriers in accessing human rights, including the right to truth, justice, reparations and non-repetition.

The GSTJ programme was adapted to support the implementation of the gender-specific provisions related to the “Comprehensive System for Truth, Justice, Reparation and Non-Recurrence,” including the Special Jurisdiction for Peace and Commitment on Human Rights, as part of the implementation of the peace agreement.

Attention was given to intersectional discrimination by strengthening the capacity of Afro-descendant Colombian women and indigenous women of Bojaya (Chocó), for example. Activities included an open and plural dialogue among 300 diverse women, including survivors, rural women, indigenous women, Afro-Colombians, youth, older adults, LGBTI (lesbian, bi, trans and intersex) women, mothers, grandmothers, women living with disabilities, among others. The aim of using an intersectional approach rather than viewing as a homogenous group is three-fold: to highlight the diversity of different women’s experiences of conflict without engaging in a competition of harms; to examine the ways in which different axes of identity-based discrimination and oppression intersect; and to open possibilities for historically marginalized

individuals and communities to meaningfully articulate their concerns and needs. This has by necessity been a lengthy process, allowing diverse women to articulate their own understandings of and demands for gender-sensitive transitional justice on their own terms.



Based on these consultations with conflict-affected women, UN Women published a comprehensive report, *Recommendations for the Incorporation of a Gender Perspective in the Future Commission for the Clarification of Truth, Coexistence and Non-Repetition*.¹⁵ The report influenced the establishment of the Colombian Truth Commission, and its comprehensive and

¹⁵ See

<http://colombia.unwomen.org/es/biblioteca/publicaciones/2018/01/recomendacionesinclusionenfoquegenerocomisionverdad>

intersectional approach to gender. UN Women also facilitated exchanges between different women affected by the armed conflict and professionals working on truth-seeking and transitional justice issues.

UN Women further supported different transitional justice actors, including the Colombian Attorney general's office, through technical support for specific judicial cases, support in developing gender policies, by training investigators and prosecutors, peer-to-peer learning, international exchanges, and bringing together a diverse range of stakeholders by leveraging its convening powers.

Kosovo (UNSCR 1244): Reparations and Micro-Grants

“We have been like caged birds, and around us we had walls. But these grants have been a key for us, opening the doors and giving us wings to fly”

– Survivor and recipient of the micro-credit scheme

In the scope of the decade-long armed conflict in former Yugoslavia, the region of Kosovo suffered massive armed violence. Although SGBV has been documented as being used as part of systematic attacks within the armed conflict in Kosovo, survivors of these crimes are only now

beginning to experience justice, more than two decades after the violence occurred. Through the GSTJ programme, UN Women has supported efforts to enact a legal framework to recognize survivors of sexual violence related to the 1998-1999 armed conflict and implement a comprehensive reparations programme which is complemented by development assistance. Significantly, the efforts have also included male survivors of conflict-related sexual violence, and children born of rape.

In 2017, following years of advocacy on the part of victims' associations and civil society, the Government of Kosovo formed a Commission for the Verification of the Status of Victims of Sexual Violence to provide reparations for CRSV. The Commission works to identify survivors and provide a monthly pension without revealing identities and protecting the affected individual. In February 2018, the Commission began accepting applications.¹⁶ In 2018, the Commission received 890 applications.¹⁷

“I need to emphasize that we are very thankful to UN Women for their support... starting from the certification, organizing trainings, standards in relation to the work of the Commission, as well as bringing in experts for the Commission.”

– Ms. Minire Begaj Balaj, Chair of the CRSV

¹⁶ UN Women Kosovo, *Legal recognition of war-time sexual violence survivors after 18 years*. Press release, 19th October 2017. <http://www.unwomen.org/en/news/stories/2017/10/feature-kosovo-legal-recognition-of-war-time-sexual-violence-survivors>

¹⁷ See 'Viktimave të dhunës seksuale gjatë luftës, po u refuzohet statusi' (Albanian only, lit. 'Victims of sexual violence during the war are being denied status'), *Koha Ditore*, (5 January 2019), <https://www.koha.net/arberi/137938/viktimave-te-dhunes-seksuale-gjate-luftes-po-u-refuzohet-statusi/>. See also Hobbs, Siobhan. *Bees of Change: The Exponential Impact of Micro-Grants for Survivors of Conflict-Related Sexual Violence in Kosovo*. UN Women. Pristina: 2019, p. 7.



Commission members and their partners received certificates following a training organized by UN Women and the Kosovo Institute for Public Administration. Photo credit: UN Women Kosovo/Armenda Filipaj

Though the GSTJ programme, UN Women provided comprehensive technical support and capacity-building to the Government of Kosovo to establish and operationalize the Commission.

A particularly innovative and high-impact component of the GSTJ programme was a pilot initiative to link reparations for CRSV with development initiatives, to exponentially increase the impact of both interventions,¹⁸ described in detail in the

*Survivors of Conflict-Related Sexual Violence in Kosovo.*¹⁹ During UN Women's initial research and consultation on reparations in 2015, survivors of sexual violence consistently stated that that they saw little opportunity to gain a wage, that they worried not only about their own futures but those of their children, and that

¹⁸ This innovative concept is explored in the Secretary-General's Guidance Note on Reparations for Conflict-Related Sexual Violence (2014), <https://www.ohchr.org/Documents/Press/GuidanceNoteReparationsJune-2014.pdf>.

¹⁹ Hobbs, Siobhan. *Bees of Change: The Exponential Impact of Micro-Grants for Survivors of Conflict-Related Sexual Violence in Kosovo*. UN Women. Pristina: 2019.

they wished to work and earn money.²⁰ Responding to this direct request, through the GSTJ programme, UN Women established a micro-grant project to assist 177 survivors to start or upscale their own small business, with a view to creating synergies with future reparations. As described in *Bees of Change*, “Through the micro-grants and the relevant support, survivors were able to purchase raw materials, livestock and other resources needed for their small business ranging from tailoring and hairdressing to farming and bee-keeping.²¹ With additional support given by the service providers such as in bookkeeping, the business beneficiaries of the grants are able to manage their own small businesses and become financially independent, in most cases, for the first time.”²²

Interviews with survivors who participated in the micro-grant project, conducted for the report *Bees of Change*, showed that the impacts of the micro-grants were beyond expectation. Individual survivors demonstrated transformative changes in the form of increased independence, autonomy, improved familial relations and general well-being, and a renewed sense of hope for life and the future.²³ The project’s expected outcomes – increased financial stability and independence – were

overshadowed by the exponential impacts of enabling survivors to start a dialogue within their families about their situation and past experiences, or for the first time having the confidence and ability to travel unaccompanied to new places.²⁴ As reported in *Bees of Change*, “The observed impact of having their own asset and engaging in business on mental health and general well-being are also noteworthy, such as decreased medication usage, increased vitality and hope for the future.”²⁵ The micro-grants also demonstrated to survivors that the international community cares about their well-being and supports their demands for justice, which enhanced survivors’ confidence in the reparations process and willingness to participate.²⁶

²⁰ Hobbs, Siobhan. *The Conflict Did not Bring us Flowers. The Need for Comprehensive Reparations for Survivors of Conflict-Related Sexual Violence in Kosovo*. UN Women. Pristina: 2016. See also, Hobbs, Siobhan. *Bees of Change: The Exponential Impact of Micro-Grants for Survivors of Conflict-Related Sexual Violence in Kosovo*. UN Women. Pristina: 2019, p. 8.

²¹ Hobbs, Siobhan. *Bees of Change: The Exponential Impact of Micro-Grants for Survivors of Conflict-Related Sexual Violence in Kosovo*. UN Women. Pristina: 2019.

²² *Ibid.*, p. 8.

²³ *Ibid.*, p. 19.

²⁴ *Ibid.*

²⁵ *Ibid.*

²⁶ *Ibid.*

Nepal: The Impact of Storytelling

“I had never thought I would be able to make my own story by using a laptop. I’m immensely happy today. I know that justice can be different for different people – but for me, I feel like I got justice today.”



Participants at the computer skills and digital advocacy training. Photo credit: UN Women Kosovo/Emily Kenney

– Participant in the “My Voice My Strength” project

The decade-long civil war in Nepal between the Royalist government forces and the Maoist People’s Liberation Army ended in 2006 with the overthrow of the monarchy and the establishment of a republic. One of the stated aims of the Maoist uprising was the eradication of various gender-, caste-, class- and ethnicity-based forms of discrimination and marginalization of the old system. However, neither the formulation of a new, progressive constitution nor the setting up of a new federal structure have been able to effectively tackle these yet, despite some gains. The transitional justice process, which was meant to bring justice to the

victims of the civil war, has been progressing extremely slowly, in part due to post-war elites having little interest in revisiting the crimes of the past. Progress on justice and recognition for CRSV survivors has been especially slow. At times, the existence of CRSV during the

conflict has been denied or belittled, or the validity of the data on it questioned.

UN Women has been supporting national-level transitional justice processes to improve gender-sensitivity and have sexual violence be taken seriously as an issue. Activities supported by UN Women in Nepal through the GSTJ programme included awareness-raising among the general population (e.g. through theatre and art exhibitions), political advocacy, as well as vocational skills training for survivors and their families.

One of the innovations of the GSTJ programme in Nepal was to support the “My Voice My Strength” project. Through this project, the Nepali NGO The Story

Kitchen worked with women survivors of SGBV providing them and their families with computer skills training. The purpose of the training was to enable the participants to develop an advocacy campaign for gender-sensitive transitional justice. Many of the participants had never used a computer before, meaning that very basic computer skills had to be taught before teaching them to use a software. As a result of the training, participants were able to turn their own stories of suffering and resilience into short digitally animated movie clips. In addition to the economic support and skills training given to the survivors and their families and the opportunity to tell their story through the animations they produced, the project also enabled women of different backgrounds and from different regions to come together, build trust and confidence between each other and thus contribute to healing processes.

The animation clips that were produced in the project were used for public awareness raising as well as for policy advocacy. In terms of the latter, the videos were part of a dialogue on memorialization and non-judicial reparations in Kathmandu which brought together survivors, representatives of UN entities and the European Union, state representatives and others who are working in transitional justice and CRSV in Nepal. The project was able to have a major impact on the national level in terms of convincing the Government of Nepal to take CRSV seriously and to address its long-term impacts. Gender-sensitive transitional justice and addressing CRSV will now also

be written into the new Nepali National Action Plan (NAP II) on implementing UN Security Council resolutions 1325 and 1820.

The videos produced by the women as part of the My Voice My Story project can be viewed here:

<https://breakingsilenceendingimpunity.org/our-stories/>

UN Women produced a short film about one of the beneficiaries of the My Voice My Story project, which can be accessed here:
<https://www.youtube.com/watch?v=WJ6KpV8LzPM>

Philippines: Transitional Justice and Violent Extremism

The Philippines has been beset by decades of armed violence, including the insurgency of the New People's Army dating back to 1969; armed insurgencies in the majority-Muslim Mindanao/Bangsamoro area by the Moro National Liberation Front (MNLF) and later the Moro Islamic Liberation Front (MILF) and smaller Islamist groups such as Abu Sayyaf and the Maute group; as well as clan-based, electoral, state-perpetrated and crime-related armed violence. In the Philippines, UN Women has supported the Transitional Justice and Reconciliation Commission (TJRC), one of the bodies created under the Annex on Normalization of the Comprehensive Agreement on the Bangsamoro (CAB), the agreement between the Philippine Government and the MILF.

Since 2015, UN Women has been implementing national- and local-level projects aimed at promoting the leadership and the active inclusion of women in transitional justice, particularly in the

Bangsamoro region, including supporting the work of the TJRC. UN Women supported the deployment of a senior gender adviser to provide technical assistance to the commission on gender issues and integrating these recommendations for the final report that was handed over to the Philippine Government and the MILF in 2016.

The report of the TJRC became the basis of UN Women's work with women leaders in the Bangsamoro and national government agencies with related mandates on transitional justice. By the end of 2017, UN Women had worked with 153 Bangsamoro women leaders and 31 national government agencies to better understand the Bangsamoro history, the 'Dealing with the Past' Framework, and the TJRC Report, with focus on the gender issues and recommendations. The Bangsamoro women who had been trained called for the immediate establishment of a transitional justice mechanism in the Bangsamoro, the leadership and participation of women in this mechanism and the implementation of the TJRC recommendations.

A completely new element, though closely related to the broader conflict dynamics in the region, emerged when Islamic State-affiliated members of the Maute and Abu Sayyaf groups overran the southern city of Marawi in May 2017, leading to a five-month battle between the Islamist militants and the Philippines security forces to re-take the city. In the aftermath of the Marawi siege, UN Women sent a research team to the affected area to conduct interviews employing the 'listening

process' methodology used by the TJRC in



Participants at a UN Women workshop on transitional justice and dealing with the past. Photo credit: UN Women Philippines

the development of its report towards gathering perspectives and experiences of women survivors of the Marawi siege. The results of the listening process became the basis for engaging with various transitional justice experts through workshops and advocacy to explore the role of transitional justice in the context of violent extremism, a hitherto mostly un- or under-researched field of transitional justice. As with other work across the GSTJ programme, the approach used was one that sought to look at gender comprehensively and intersectionally.

Bringing transitional justice into the realm of preventing and countering violent extremism (P/CVE) comes with particular challenges and risks. These include heightened security risks for respondents and intended beneficiaries, 'do no harm' principles and seeking to ensure 'non-recurrence.' These are not just due to the nature of violent extremist groups but also the often extremely securitised and militarised nature of many state

approaches to P/CVE, which often take a simplistic and instrumental view of gender, and thus risks re-inserting victims/survivors into the very literal firing line.²⁷ On the other hand, the approach also opens possibilities for transforming P/CVE agendas, of using state interest in the issue to push for redressing gendered harms that would otherwise go un-addressed and, importantly, the findings also open potential avenues for using gender-sensitive indicators for early warning purposes for violent conflict more broadly but also violent extremism in particular.

²⁷ See for example Satterthwaite, Margaret and Jayne Huckerby (eds.) (2013). *Gender, National Security, and Counter-Terrorism — Human rights perspectives*. New York: Routledge.



5

UN Women's

Future

Programming on

Transitional Justice

UN WOMEN'S FUTURE PROGRAMMING

ON TRANSITIONAL JUSTICE

At the workshop in Pristina, following a reflection on successes and challenges of the GSTJ programme, participants sought to identify constructive ways forward to build on good practices and mitigate risks the best possible in future. Participants shared the following reflections and recommendations for UN Women's future work in this area.

Intersectionality: Workshop participants raised the importance of considering intersectional factors, such as sexual orientation, age, ethnicity, religious belief, diverse abilities and social status in addition to gender aspects continuously. Project documents, press releases and UN Women reports also highlight the multi-layered diversity of identities when it comes to transitional justice and conflict resolution. Future projects should include minimum standards with respect to planning, budgeting and monitoring and evaluation mechanisms, which include intersectional aspects into gender equality programming. Project outcomes should include increased awareness of local community leaders, judges and influencers, increasingly inclusive processes, strong networking among and between different social groups and communication strategies that speak to diverse groups of people.

Leaving room for 'not thriving' and silences: Documenting success stories of overcoming the direct and indirect impacts of violence can give hope and confidence to others affected. While acknowledging the

importance of these narratives, they may however inadvertently create pressures on others who are not able to 'thrive', compounding traumas, frustration, a sense of isolation and of 'failure'. It is important therefore to also make space for, support and value those whose experiences do not have an element of catharsis, but also respect some victims'/survivors' preferences for remaining silent and not sharing their experiences publicly.

Sustainability and comprehensiveness: For the sake of sustainability, less traditional transitional justice actors, such as the private sector, the media and academia can be important partners as well addressing economic and social issues through awareness-raising, investment and the provision of educational and economic opportunities for social recovery. To support and strengthen national capacities, international experts can share their experience with national practitioners. Linking transitional justice with other thematic areas, such as conflict prevention, security sector reform, preventing violent extremism, humanitarian interventions and

development programmes that relate to transitional justice is another way to broaden the focus and allow for more comprehensiveness and sustainability. Development frameworks, action plans and taskforces can provide important platforms to link transitional gender sensitive justice efforts to other areas of work in post-conflict environments. By raising awareness and exchanging expertise through mutual learning processes, actors can identify concrete opportunities for collaboration, and showcase the outcomes of this through concrete examples such as joint projects, integrated service provision or knowledge products.

Victim-/Survivor-centered approaches:

Another important recommendation that repeatedly was mentioned during the workshop and across reports is around survivor-centered approaches, which are at the heart of gender-sensitive transitional justice. The ways in which this was done differed from one country to the next given the different contexts and types of transitional justice processes. There was however in all cases an explicit attempt to have the survivors' needs and wishes guide the project design and also efforts were made to ensure 'hard to reach' and/or marginalized individuals and communities would be able to access transitional justice processes in a meaningful way.

Meaningful and diverse participation:

There is a clear need to create spaces for survivors vis-à-vis pressures from outside third parties, including donors, who might for example press for quicker results or for all women, all persons of diverse SOGI, all

indigenous groups or all SGBV victims/survivors to speak with one voice. The processes of meaningfully integrating survivors' views and using these as a basis for responses can often be a messy and drawn-out process. This can be complicated further by fundamentally different languages and conceptualizations around key terms, including fundamental terms such as justice, truth, reconciliation and gender.

Holistic approaches to justice:

To be effective, sustainable, and transformative, transitional justice cannot exclusively focus on the prosecution of sexual and gender-based crimes but address the full range of harms including social, economic, civil and political rights. Comprehensive service provision and reparations, the identification and recognition of gender champions, increased awareness about human rights, economic empowerment and the possibility of meaningful participation in decision-making processes



Participants at the workshop in Pristina discussing common challenges in programming on transitional justice. Photo credit: UN Women/Emily Kenney

are part of more comprehensive and complete transitional justice support towards gender equality. Project activities therefore need to be based on the needs of the individuals affected by armed conflict and violence as well as by repressive regimes, ensure continuous follow-up, document and address discrimination as well as trans- and intergenerational harm and trauma.

Conclusion

The UN Women GSTJ programme has carried out ground-breaking work on integrating gender perspectives into transitional justice. This has included bringing in comprehensive and intersectional approaches to gender, including around diverse SOGI; ensuring inclusivity and victim/survivor-centered approaches; facilitating knowledge-exchange between different countries' transitional justice processes; pioneering gender- and conflict-sensitive approaches to integrating economic support activities for victims/survivors; using innovative technologies into the work with victims/survivors; and broadening the scope of gender-sensitive transitional justice to the area of preventing violent extremism, or working with children born of rape.

Apart from its positive impacts at the national level in the target countries, often in challenging circumstances, the programme has also contributed to the development of global good practices in this field. The good practices and lessons learned from the GTSJ programme have led UN Women to develop the following

principles for engagement on transitional justice.

The achievements of the GSTJ programme demonstrate that long-term investment is required to ensure that gender is integrated in a comprehensive manner into transitional justice processes

The achievements of the GSTJ programme demonstrate that long-term investment is required to ensure that gender is integrated in a comprehensive manner into transitional justice processes. Globally, for gender-sensitive transitional justice interventions to be sustainable and transformative, funding in this area must be enhanced exponentially. The GSTJ programme has enabled UN Women to deepen its expertise on gender-sensitive transitional justice, positioning the organization as a capable partner and leader in future efforts to ensure that victims and survivors of violence, be it conflict-related or occurring in the context of repressive regimes, have access to justice.

BOX 5

UN Women Principles for Programming on Transitional Justice

The following principles for UN Women’s engagement on transitional justice were developed at the Pristina workshop, through the experience of implementing the GSTJ programme:

Victim-/survivor-centred: UN Women’s programming is rooted in the understanding that transitional justice should address the needs and priorities of victims and survivors, as they have articulated them. Victims and survivors should be active participants and leaders in transitional justice programming, not simply passive beneficiaries. UN Women respects the diversity of perspectives among victims/survivors and does not expect them to speak with one voice. UN Women programming always applies the principle of “do no harm” and aims to be reliable partner for victims/survivors of sexual, gender-based and other forms of violence, who may put their lives at risk by coming forward and participating in transitional justice processes.

Transformative: UN Women’s programming on transitional justice supports mechanisms to address individual and communal gender-based harms, while also using transitional justice processes as an opportunity to address underlying gender inequality – for example, by supporting the reform of discriminatory laws, or by including individuals from marginalized groups as decisionmakers.

Intersectional: UN Women programming addresses intersectional inequalities, seeking to include those most likely to be left behind in its efforts to advance gender equality, including youth, individuals of diverse SOGI, people with disabilities, indigenous communities, and IDPs and refugees.

Comprehensive: UN Women’s programming on transitional justice seeks to address the full range of gender-based harms, including sexual and gender-based violence, as well as social and economic human rights violations.

Nationally-owned: UN Women works with national stakeholders from both government and civil society to develop, implement and monitor programming, ensuring national ownership of transitional justice programming, including representatives from the youth, the diverse SOGI community, indigenous people and minorities as well as persons living with disabilities.

Sustainable: UN Women programming is linked with other aspects of the organization’s mandate, such as economic empowerment, and to other components of peacebuilding, such as infrastructure development, to ensure that the impact and sustainability of programming extends beyond the scope of a given truth commission, trial or reparations process.

Innovative: UN Women’s approach to programming is innovative, using new strategies to address exclusion, and rising to meet new challenges, including protracted conflicts, the shrinking space for civil society, climate change and violent extremism. UN Women is an active member of national and global communities of practice on transitional justice, seeking to contribute to and learn from evolving good practice gender-sensitive transitional justice.

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CHAMPION FOR WOMEN AND GIRLS, UN WOMEN
WAS ESTABLISHED TO ACCELERATE PROGRESS ON
MEETING THEIR NEEDS WORLDWIDE.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



Planet 50-50 by 2030
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