



United Nations **Security
Council**

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Women, peace and security

Report of the Secretary-General

I. Introduction

The present report is submitted in accordance with Security Council presidential statement S/PRST/2007/40, in which the Council requested the Secretary-General to prepare a follow-up report on the full and effective implementation of its resolution 1325 (2000), “incorporating information on the impact of armed conflicts on women and girls in situations that are on the agenda of the Council, and also information on their protection and on the enhancement of their role in peace processes.” It further requested that the report include information on measures taken to improve the capacity of Member States to implement the resolution, including information on best practices.

The present report responds to the above mandates as follows: section I contains an introduction, section II covers critical areas and concerns related to the impact of armed conflict on women, section III provides an overview of progress and challenges in implementation of the resolution by Member States, United Nations entities and civil society; section IV is devoted to best practices to improve capacities of Member States; and section V contains conclusions and recommendations.

The report draws on information and data provided by Member States¹ and United Nations entities² in response to a note verbale sent by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) to Member States on 8 April 2008 and a questionnaire to United Nations entities on ... April 2008

II. Impact of armed conflict on women: critical themes and issues of concern

Despite the Security Council’s repeated appeals to respect the equal rights of women, their equal role in peace processes and in peace building, as well as its condemnation

¹ The Member States that responded to note verbale were: Argentina; Austria; Bahrain; Belgium; Canada; Colombia; Côte d’Ivoire; Croatia; Cyprus; Denmark; Germany; Iceland; Iran; Jamaica; Jordan; Lebanon; Mexico; Netherlands; Oman; Philippines; Romania; San Marino; Slovak Republic; South Africa; Switzerland; Thailand; Turkey; Uganda; United Kingdom of Great Britain; and Vietnam.

² UN entities that responded to request to provide input: DESA; DPA, DPKO/DFS; ECA, ECLAC; ESCAP; FAO; INSTRAW; IOM, OCHA; OHCHR; OSAGI, PBSO; SRSG/CAAC; UN Action; UNDP; UNESCO; UNFPA; UNHCR, UN-HABITAT, UNICRI; UNICTR, UNIFEM; UNMIS; UNOPS; UNRWA; UNV; WFP and the Commonwealth Secretariat.

of all acts of violence against women, the deliberate targeting of and attacks on civilian populations, forced displacement, sexual violence, the denial of land and property rights, women's exclusion from peace processes, inadequate attention to the contributions and needs of women in humanitarian and reconstruction processes are far too prevalent for millions of women and girls worldwide.

Women and children continue to account for the majority of casualties in hostilities, often in flagrant violation of human rights and humanitarian law governing the conduct of hostilities. In post conflict situations and armed conflicts, women bear the brunt of shattered economies and social structures. Devastated infrastructure, desolated country sides, lawlessness and security gaps, abject poverty; limited access to resources, including humanitarian assistance; and various forms of discrimination and stereotypes challenge their contribution to sustainable peace and hinder national and international efforts to achieve sustainable and durable peace.

However, the overriding concern for women in crisis and conflict situations is their physical security and that of their children. For women, the lawlessness of many post conflict situations with its widespread violence is as dangerous as a situation of armed conflict. Only when the basic need for personal security is met can one begin to consider the need for participation in public life and the labour market. Due to an increased civilian-combatant interface of current conflicts, the targeted use of sexual violence is increasingly becoming a potent weapon of war and a destabilizing factor in conflict and post conflict societies. There is a growing understanding that the increase in sexual and gender based violence (SGBV) is destructive to the stability of societies and impact most severely on vulnerable countries. Thus, sexual violence is a security problem requiring systematic security response commensurate with its scale and magnitude.

Protection of civilians under imminent threat of physical violence is mandated in eight of the 20 peace operations³ led by the Department of Peacekeeping Operations (DPKO). However, the action on the ground is not always effective and requires clear guidelines regarding what peace operations can and should do to achieve protection goals. Moreover, the peace operations are often not properly resourced to carry out their mandates in response to sexual violence.

Though recorded data is inadequate, in conflict and some post conflict countries the scope and brutality of war-related sexual violence tends to increase. In North Kivu, eastern Democratic Republic of the Congo, three out of four women have been raped, some with extreme violence⁴. In Haiti, there has been an increase in the number of documented cases of physical and sexual violence⁵. Of particular concern is that in some conflict areas sexual violence is increasingly, perpetrated by minors (under 18)

³ MINURCAT, MINUSTAH, MONUC, UNAMID, UNIFIL, UNMIL, UNMIS and UNOCI

⁴ S/2008/402, p. 3

⁵ S/2008/202 para. 47

and civilians⁶. Lack of security in and around refugee camps and internally displaced persons, particularly in Darfur, eastern Chad and the Democratic Republic of the Congo contributes to this increase.

The impunity for perpetrators of gender based violence (GBV) against women and girls continues to loom over countries in conflict or emerging from conflicts. United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) registered a disturbing trend of sexual violence being increasingly perpetrated by police⁷. In some countries the continued failure of the police and judiciary to take sexual violence seriously, often leads to minimal prosecutions. In other countries, interference by military and other officials in the administration of justice reinforces the culture of impunity on which sexual violence thrives. In Timor Leste, sexual violence cases are frequently “resolved” through traditional dispute resolution mechanisms, which are not always victim-friendly⁸ or are hindered by traditional and cultural norms in Cote d’Ivoire⁹. Also, systematic intimidation of survivors and reprisals by perpetrators sustains impunity in Somalia¹⁰.

II. Progress in implementation

Initiatives have been taken by a broad range of actors to implement resolution 1325 (2000), inter alia by developing policies, action plans, guidelines and indicators; increasing access to gender expertise; providing training; promoting consultation with and participation of women; increasing attention to human rights; and supporting the initiatives of women’s groups. Though slower than it would be hoped for, a culture of gender equality and women’s empowerment in peace processes and peacebuilding is increasingly taking hold in both Member States and at the United Nations.

While national Governments have the primary responsibility for implementation of the resolution, the international community plays a critical role in expanding opportunities for countries emerging from conflict through supporting global programmes, measures and policies. The full and effective implementation of resolution 1325 (2000) remains a central objectives of United Nations entities which they pursue this goal within their respective mandates.

Resolution 1325 (2000) has been effectively utilized by civil society organizations as an advocacy and monitoring tool. The women’s movement has made major contributions to building partnerships for peace. In the Democratic Republic of the Congo, the Great Lakes region, Liberia, the Middle East, Nepal, Somalia and Timor Leste, for example, women have worked collaboratively across conflict side, ethnic and religious lines to make valuable contributions to peace processes. Among many other non-governmental organizations (NGOs), the NGO Working Group on Women,

⁶ S/2008/433 para. 65

⁷ S/2008/433 para. 67

⁸ S/2008/501, para. 28

⁹ S/2008/451 para. 52

¹⁰ S/2008/466 para 16

Peace and Security that was formed in May 2000 to advocate for full and rapid implementation of resolution 1325 (2000) has been promoting a gender perspective and respect for human rights in all peace initiatives of Member States and United Nations actors.

A. Global level

(a) Security Council

Since the adoption of resolution 1325 (2000), the Security Council has become more engaged in its implementation. During its seven open debates it has supported the broadening of the United Nations integrated approach to women, peace and security, including gender mainstreaming in peacekeeping operations, increasing the number of women at the highest levels of decision-making and ending impunity for those committing sexual and gender-based violence. Its seven presidential statements¹¹ provided further guidance on ways and means to fully implement the resolution.

The Council has also become more responsive to the need for action to achieve gender equality, empower women in specific situations of armed conflict and end violence against women. In June 2008, the Council held an open thematic debate on “Women, peace and security: sexual violence in situations of armed conflict” culminating in the adoption of its resolution 1820 (2008). The Council recognized sexual violence as a security problem requiring a systematic security response by stressing that “sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace.” A related report of the Secretary-General was requested by 30 June 2009.

In a number of its recent resolutions, the Council expanded mandates for the protection of women and children. In its resolution 1807 (2008) on the Democratic Republic of the Congo, the Council foresaw the possibility of using targeted sanctions in response to sexual violence¹². In its resolution 1794 (2007), the Council stressed the need to ensure accountability for the perpetrators of sexual violence and requested MONUC to pursue a mission wide strategy on sexual violence¹³.

The Council have recognized the inter-relationship between gender perspectives and other thematic issues before it, such as protection of civilians (S/PRST/2008/18), children in armed conflict, (S/PRST/2008/6), peace and security in Africa (S/PRST/2008/4), maintenance of international peace and security (S/PRST/2007/31) and security sector reform (S/PRST/2007/3).

¹¹ S/PRST/2001/31; S/PRST/2002/32; S/PRST/2004/40; S/PRST/2005/52; S/PRST/2006/42; S/PRST/2007/5; and S/PRST/2007/40.

¹² S/RES/1807 (2008), para. 13 (e)

¹³ S/RES/1794/(2007), para. 15

In adopting resolution 1325 (2000), the Security Council expressed its willingness to ensure that Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups during most of its missions. Security Council met with local women's groups and networks as well as women ministers and parliamentarians to discuss the issues of women's participation in political and electoral processes, SGBV and protection of women and girls. For example, during the 2008 Council mission to Djibouti (on Somalia), Council members supported the effective participation of women in the dialogue among Somali parties at all stages of the peace process.

Expanding engagement with civil society, members of the Security Council are working closely with civil society through "Arria" formula meetings addressing thematic issues including women's participation in peace processes, the role of United Nations peacekeepers in addressing sexual violence in conflict-affected countries, gender mainstreaming and the protection of civilians. These interactions provided valuable information to the Council and an opportunity to dialogue with international and national NGOs.

(b) General Assembly

The General Assembly has considered women, peace and security issues in its discussions and resolutions on country situations¹⁴ and thematic issues.¹⁵ In its resolutions 61/143 and 62/133 on intensification of efforts to eliminate all forms of violence against women, as well as in 62/134 on eliminating rape and other forms of sexual violence in all their manifestations including in conflict and related situations, the Assembly called on Member States to end impunity by prosecuting and punishing those who use rape and other forms of sexual violence in all their manifestations; protecting and supporting victims and to developing and implementing comprehensive strategies on prevention of rapes.

The Special Committee on Peacekeeping Operations has increasingly paid attention to women, peace and security issues, called on the full implementation of resolution 1325 (2000), underlined the gravity of all acts of sexual violence, and stressed the importance of addressing the needs of all victims of such acts.¹⁶

(c) The Commission on the Status of Women

At its fifty-second session in 2008, the Commission on the Status of Women (CSW) evaluated progress in the implementation of the agreed conclusions on the theme "Women's equal participation in conflict prevention, management and conflict

¹⁴ e.g. on the situation in Afghanistan (61/18) and assistance to survivors of the 1994 genocide in Rwanda (60/225)

¹⁵ Including on causes of conflict and the promotion of durable peace in Africa (60/223), protection and assistance to internally displaced persons (62/153), rights of the child (62/141), the girl child (62/140) and trafficking in women and girls (61/144)

¹⁶ A/62/19, paras. 121-125

resolution and in post-conflict peace-building”¹⁷. Building on resolution 1325 (2000), the Commission in its agreed conclusions, called for concrete action by the United Nations, civil society and other actors to enhance women’s role and gender mainstreaming. The review revealed that while some progress had been made, new efforts were needed to meet new and on-going challenges in this area.

B. Regional level

Since the causes and effects of conflicts transcend national borders, there is a critical need for regional cooperation in all phases of peace processes. Regional and sub-regional organizations have thus an essential role to play in promoting collaboration between Member States and United Nations entities, harmonizing approaches, enhancing synergies and optimizing use of resources.

The African Union (AU) is actively mainstreaming a gender perspective in the implementation of resolution 1325 (2000). The Constitutive Act of the AU mandated the organization to mainstream gender in all AU programmes and activities. Major developments realized include the creation of the Women Gender and Development Directorate under the Office of the Chairperson of the AU; the establishment of the African Union Women’s Committee; and the appointment of the envoy to investigate SGBV in Darfur. Regional instruments such as the Protocol to the African Charter on Human and Peoples Rights, and Women’s Rights and the Solemn Declaration on Gender Equality in Africa, strengthen regional commitments under resolution 1325 (2000) and support national and regional implementation efforts.

Positive developments have also occurred in Southern African Development Community (SADC), the Economic Community of West African States (ECOWAS), and the Intergovernmental Authority on Development (IGAD). ECOWAS has finalized preparation of an action plan for the implementation of resolution 1325 (2000). IGAD has taken significant steps to infuse its policies and programmes with a gender perspective, including the creation of a sub-regional framework at the Ministerial level to fight violence against women and mainstream gender analysis and indicators into its early warning system, including development of a Gender and Early Warning Training Manual.

The Commonwealth Ministers Responsible for Women Affairs at their meeting held in June 2007, in Uganda, agreed to establish a working group on ‘Gender, Peace and Security’ to address gender issues in peace and post-conflict processes.

The European Peacebuilding Liaison Office in Brussels had initiated the European Union (EU) 1325 Partnership to coordinate implementation efforts regionally.

¹⁷ E/2004/27-E/CN.6/2004/14

Many Member States have been actively involved in supporting regional implementation efforts. Austria, for example, organized a meeting with the North Atlantic Treaty Organization (NATO) on implementation of resolution 1325 (2000). The United Kingdom provided Peace Support Operations training to Regional Training Centres and Multilateral Organizations, including the AU. Argentina's Inter-Ministerial Task Force on Gender and Peacekeeping has conducted a regional workshop to develop a gender-responsive peacekeeping policy.

Bahrain reported that the Arab Women's Organization would hold a conference on "Women, the Concept of Human Security, and Related Issues: the Arab and International Perspective" in November 2008.

Regional organizations play an increasingly important role in maintaining peace and security. While many regional organizations are committed to enhancing women's role in peace they face institutional challenges. Strengthening partnerships, enhancing coordination, building capacity and providing sufficient resources are needed to support regional organizations in their gender related efforts. Regional plans and national action plans increase synergies and coherence as well as compliance with the resolution.

C. National implementation and measures taken by Member States United Nations entities and Civil Society

The commitment of Member States, United Nations entities and civil society actors to implementing the resolution, particularly at the country level, is increasingly taking root. Progress is being made on the ground in incorporating gender perspectives in national policies, awareness raising, developing programmatic tools and capacity building, as well as enhancing women's political space in peace processes and in combating sexual violence.

- (a) Plans of action
 (i) *Member States*

Such progress was reflected in the growing number of Member States which developed national action plans (NAPs). Development of NAPs provides opportunities to initiate strategic actions, identify priorities and resources, and determine responsibilities and timeframes that will guide and measure implementation. To date, the following ten Member States have developed NAPs: Austria, Côte d'Ivoire, Denmark, Iceland, the Netherlands, Norway, Spain, Sweden, Switzerland and the United Kingdom. Belgium, Ghana, Jordan, Liberia, the Philippines and Sierra Leone are in the process of developing NAPs.

Côte d'Ivoire is the most recent state to have adopted a NAP. The plan focuses on four "priority axes": protection of women and girls from sexual violence; inclusion of gender perspectives in policies and development programmes; reinforcement of women's access to basic social infrastructures and participation in reconstruction and

reintegration processes; and strengthening the participation of women in political decision-making.

(ii) *United Nations entities*

Under resolution 1325 (2000), United Nations entities have made specific commitments both at the interagency and individual entity levels. At the interagency level, to provide a holistic and coherent framework for implementation of resolution 1325 (2000), a United Nations System-wide Action Plan for 2005-2007 was established and updated for 2008-2009.¹⁸ Two implementation reviews of the Action Plan¹⁹ conducted in 2006 and 2007 revealed increased commitment to implementation, and improved coordination, planning and programming within the UN system.

At the individual entity level, internal strategies and guidelines for policy and programmatic dimensions of United Nations support to Member States in the implementation of the resolution have been strengthened and made more effective. A Policy Directive on Gender Equality in United Nations Peacekeeping Operations adopted by DPKO generated further progress in United Nations peacekeeping missions, including regular briefings on gender issues for all incoming senior military, police and civilian personnel. In addition, DPKO has a department-wide action plan for implementation of the resolution and a gender task force to monitor its implementation. A gender audit was conducted by Mine Action Service of all its policy documents and guidelines.

The Department of Political Affairs (DPA) elaborated a policy statement on gender equality and strategic goals of gender mainstreaming within its mandate of conflict prevention, peacemaking and peace building. This has increased attention to gender mainstreaming in special political missions, as well as an increased number of gender specific consultations and communications with local women's groups.

Many United Nations entities integrated their support for peacebuilding, reconstruction and humanitarian action into their gender equality strategies and plans. For example, Food and Agricultural Organization (FAO) and United Nations Human Settlements Programme (UN-HABITAT) adopted gender equality plans of action for 2008-2013. United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) endorsed a Gender Mainstreaming Strategy for 2008-09. The United Nations High Commissioner for Refugees (UNHCR) approved the new gender equality policy and United Nations Educational Scientific and Cultural organization (UNESCO) designated gender equality as one of two global priorities in its 2008-2013 Medium-Term Strategy. The International Organization for Migration (IOM) developed a gender-sensitive Demobilization, Disarmament and Reintegration

¹⁸ Information on UN system-wide action plan for 2005-2007 is contained in report of the Secretary-General on Women and Peace and Security S/2005/636 ; information on action plan for 2008-2009 contained in S/2007/567

¹⁹ Secretary-General reports S/2006/770 and S/2007/567.

(DDR) strategy. The Peacebuilding Support Office (PBSO) mainstreamed gender equality concerns into many projects supported by the Peacebuilding Fund (PBF).

Many United Nations entities supported the development of NAPs. OSAGI, in collaboration with the Economic Commission for Africa (ECA) and the Economic Commission for Latin America and the Caribbean (ECLAC), and through the sponsorship of Norway, organized High-Level Policy Dialogues in Africa and Latin America and the Caribbean. High level government officials from ministries of defense, foreign affairs, justice and women/gender, as well as members of parliaments from more than 30 countries from these regions were presented a model action plan and discussed strategies and policies to implement resolution 1325 (2000). In Nepal, United Nations Fund for Women (UNIFEM) and United Nations Population Fund (UNFPA) are collaborating with the Ministry of Peace and Reconstruction to prepare a NAP on resolution 1325 (2000). The United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) Guide for the development of NAPs on women, peace and security, "Securing Equality, Engendering Peace," (2006) has been used by various Member States in the preparation of their own NAPs on women, peace and security, including Austria, the Netherlands and Spain.

(iii) *Civil Society*

The NGO Working Group and the Organization for Security and Cooperation in Europe (OSCE) partnered with Governments and United Nations entities to conduct a series of training sessions on resolution 1325 (2000) in Central Asia with the aim of raising awareness and enhancing national level implementation in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The workshops identified possible areas of national priority in regard to gender and security and steps forward to enhance national level implementation.

Though slower than anticipated, a positive shift towards the institutionalization of resolution 1325 (2000) including in the form of NAPs and strategies, as well as United Nations system-wide and agency specific initiatives is taking hold. There are a growing number of commitments by Member States, regional and sub-regional organizations that indicate efforts to develop such plans, suggesting the emergence of international political will in this area. The challenge for the international community is assisting countries emerging from conflicts to and implement such plans by devoting adequate resources.

(b) Women's participation

Resolution 1325 (2000) calls on all actors to ensure the full participation of women in peace processes and ensure increased representation of women at all decision-making levels. Member States increasingly recognize the importance of women's inclusion and have implemented various measures to enhance and facilitate women's participation in conflict prevention, peace processes and negotiations, peacekeeping

operations, humanitarian response, and post conflict reconstruction and security sector reform.

(i) Conflict prevention and early warning

Resolution 1325 (2000) reaffirmed the important role of women in the prevention of conflict. Conflict prevention can gain by involving women and their organizations. Gender based early warning indicators, such as , gender specific refugee migrations, increased violence against women, hoarding of food, eyewitness accounts by women about the use of small and light weapons etc, can alert to tensions before they erupt in open hostilities.

Women's efforts to prevent conflicts address the root causes of conflict, enhance the effectiveness of early warning mechanisms, mediation, and the protection of civilians. In Lebanon, the programme "Women's Empowerment: Peaceful Action for Stability and Security" launched in 2006, has focused on the root causes of conflict and the economic empowerment of women. In South Africa, the African Women Peace Table provides a forum for female soldiers and civil society to prevent conflicts and discuss strategies for building peace on the continent.

United Nations entities assisted Member States with structural prevention efforts, fact-finding and good offices missions, support for political dialogue in polarized societies and assistance to non-governmental organizations engaged in conflict prevention. A partnership in Nepal between Office of the High Commissioner for Human Rights (OHCHR) and UNFPA has developed a gender-sensitive early warning mechanism, including the design of gender specific indicators. United Nations Office for West Africa (UNOWA) co-organized with ECOWAS a workshop for Member States, United Nations entities and civil society on mainstreaming human rights and gender in ECOWAS' early warning system (ECOWARN) conflict prevention indicators. World Food Programme (WFP) and FAO's interventions and services focused on the structural prevention through reinforcement of food security and the economic rights of women by promoting their access to and control over productive resources.

Despite some gains, in most conflict and post conflict societies women remain excluded from conflict prevention and gender perspectives are largely absent. This exclusion inhibits an effective social, cultural and structural transformation towards more peaceful and gender equal societies. Local women's initiatives and experiences in preventing hostilities should be fully incorporated in national and United Nations conflict prevention frameworks.

(ii) Peace processes and negotiations

Resolution 1325 (2000) calls on all actors to ensure the full participation of women in peace processes and to adopt gender perspectives when negotiating peace agreements. In response, many Member States have adopted policies and taken practical steps to ensure women's inclusion. Cote d'Ivoire's Framework for the Participation of Women in the Implementation of the Political Accords of

Ouagadougou coordinates the activities of women's organizations of the signatories to the peace accords to ensure a voice in the process. Cyprus's National Machinery for Women's Rights implements measures to increase women's participation in decision-making in peacekeeping policies, preventive diplomacy, peace mediation and negotiations. It ensures women's involvement in all mechanisms of peace agreement implementation.

In supporting national efforts, United Nations entities, within their respective mandates, have pursued the goals set in resolution 1325 (2000). DPA, in its operational support to the peace processes, developed a Guidance Note for mediator teams on the role and participation of women in peace processes and peace agreements. It is included in the United Nations Peacemaker Databank.

Peacekeeping missions have facilitated the participation of women in elections in a number of countries over the past five years, including in Afghanistan, Burundi, the Democratic Republic of Congo, East Timor, Haiti and Liberia, where a range of support measures including specific targeting of women in voter registration exercises, training of women candidates running for political office and facilitating women's security during voting exercises have been employed.

United Nations Development Programme (UNDP) and UNIFEM have promoted women's participation in formal and informal peace processes in Columbia, Democratic Republic of Congo, Nepal, Somalia and Sudan. Through partnerships and networks with other actors in 25 countries, United Nations entities support enhanced participation of women. In south Sudan, for example, UNDP has provided financial support to local networks to increase and support women's political participation, resulting in the establishment of a Women's Legislator's Forum, a Consultant Forum of Women Office Bearers of Political Parties, and NGO networks to support women in government.

In Uganda, OHCHR and UNIFEM have worked with NGO partners to advocate for women's engagement in the peace process for the North and in related recovery and reconciliation processes. In Iraq, UNIFEM has been working closely with women NGOs on promoting dialogue among diverse groups and highlighting women's initiatives to resolve conflicts within their communities and neighborhoods.

Combined efforts of Member States and the international community towards the implementation of resolution 1325 (2000) have contributed to their increased participation in selected contexts. Despite these gains, women's effective and systematic representation in formal peace processes still remains weak due in part to insufficient political will and lack of resources. Certain traditional norms, customs and stereotypes constitute obstacles to women's equal participation in peace processes.

(iii). Peace support operations

Expanding the role and contribution of women in United Nations field based operations and increasing their representation in decision-making are major aspects of resolution 1325 (2000). The deployment of women in peacekeeping forces, in police forces and among civilian personnel facilitates engagement with local women; enhances their access to social and psychological services, including trauma counseling, information sharing on sexual harassment, abuse and rape; and lowers the incidents of sexual violence and abuse, particularly in internally displaced persons and refugee camps.

Many Member States reported national initiatives designed to improve gender balance in civilian and uniformed services and to increase their participation in international peace operations. Argentina, Croatia, Germany, Mexico, Romania, the Slovak Republic, South Africa and Vietnam, took steps to recruit more women for military service and changed policies to improve their access to service. Argentina took a number of steps to better integrate women into the armed forces, including repealing discriminatory policies. Romania adopted legislation requiring equal opportunities and equal treatment between men and women in civilian and military public institutions. South Africa has promulgated a policy known as 'fast tracking' to increase women's participation in the higher echelons of the armed forces. The government-supported South African Women in Dialogue initiative, promotes dialogue between women and men in conflict-affected countries, on how best to mainstream gender in peace missions. Mexico's Division of Human Rights in the Ministry of National Defense promotes women's equality and creates opportunities for women's professional advancement. Austria, Canada, Germany and the United Kingdom have used financial support of NGOs, multilateral and bilateral diplomacy, research programmes, and technical assistance to advocate for women's greater participation in the armed forces and peacekeeping operations.

In order to enlarge the pool of qualified women eligible for secondment to peacekeeping and peacebuilding missions, Member States took a variety of approaches to attract and retain women peacekeepers. In Jordan, the Public Security Directorate provided a special policewomen's observer course on peacekeeping. Since the adoption of resolution 1325 (2000), the proportion of female members of Jamaican contingents to United Nations peacekeeping forces has risen to nearly 50 per cent, including female Contingent Commanders in both Liberia and Darfur. In Germany, women comprise two thirds of the staff of the Centre for International Peace Operations, the governmental entity in charge of training and recruiting for international missions, and in 2007, 52 per cent of participants in conflict resolution courses were women. South Africa has implemented programmes to improve the conditions of women deployed in peace missions, including "resilience programmes" for families during women's absence from home. This has resulted in the South African Police Service reaching its target of 40 per cent women in peacekeeping missions. The South African National Defense Force has 30 per cent women deployed and anticipates reaching its target of 40 per cent women by 2009.

Training of military, civilian police and civilian peacekeeping personnel on the protection, rights and particular needs of women, as well as the importance of

involving women in all peacekeeping functions, has received considerable attention from Member States, the United Nations and civil society. DPKO has been leading United Nations efforts to provide training and improve training materials and tools. INSTRAW developed an interactive website that highlights gender training opportunities for United Nations peacekeepers.

To provide technical guidance to the Heads of missions on gender mainstreaming and increase women's participation in the implementation of the mandate of the operation, there are currently 13 full-time gender advisers in 20 United Nations Peacekeeping Operations and eleven full-time gender components in integrated missions²⁰. The traditional missions (as opposed to the integrated ones) have a gender focal point, a staff member who has the gender portfolio in addition to other tasks.²¹ DPKO has developed guidelines to ensure that Gender Advisers in all multi-dimensional and integrated Peacekeeping Operations are serving as effective catalysts for gender mainstreaming. United Nations Volunteers (UNV) has increased the number of volunteers assigned as gender specialists from three in 2004 to 19 in 2008.

DPKO/Department of Field Support (DFS) has made efforts to increase the representation of women among United Nations uniformed personnel. It strengthened the outreach to Member States, particularly troop and police contributing countries. Efforts include a policy dialogue which was convened with troop and police contributing countries in 2006, to assess how they can support efforts to enhance gender balance in peacekeeping. A follow-up dialogue was launched the year after on Member States' role in supporting effective implementation of resolution 1325 (2000) in peacekeeping contexts. With this objective, a strategy workshop that brought together national women's constituencies and representatives of defense and interior ministries from troop and police contributing countries was convened in Pretoria, South Africa, in February 2007. The meeting generated recommendations in areas such as revising security sector and defense policies with a view to strengthening gender training for peacekeepers at the national level prior to deployment. Four countries; Argentina, Nigeria, Pakistan and South Africa, agreed to undertake a pilot process that would enable lessons learned and good practices to be documented and shared systematically.

As of July 2008, women constituted 2.2 per cent of military personnel to serve in United Nations peacekeeping operations compared to 1 per cent in July 2004, and 7.6 per cent of civilian police personnel compared to 5 per cent in 2004. The number of women recruited to police in those settings where peacekeeping missions are supporting restructuring of police services is over 15 percent (Sierra Leone, Timor-Leste and Kosovo).

²⁰ such as United Nations Mission in Liberia (UNMIL), United Nations Integrated Office in Sierra Leone (UNIOSIL), UNOCI, MONUC, MINURCAT, United Nations African Union Mission in Darfur (UNAMID), United Nations Integrated Office in Burundi (BINUB), MINUSTAH, United Nations Mission in the Sudan (UNMIS), United Nations Integrated Mission in Timor-Leste (UNMIT) and United Nations Assistance Mission in Afghanistan (UNAMA)

²¹ MINURSO, UNOMIG, UNTSO, UNFICYP and UNIFIL

As of 30 June 2008, regarding international Professional and higher categories civilian staff of DPKO, women constituted 28.6 per cent department wide, and 26.3 per cent at the D-1 level and above, up from 27.5 and 12 per cent respectively in 2004. In DFS, women accounted for 36.4 per cent of all Professional and higher level personnel. In field based operations, women's representation reached 23 per cent.

Within the resident coordinator system, comprising United Nations system entities dealing with operational activities for development, including in post-conflict reconstruction, the representation of women was 30.8 per cent as of July 2008 compared to 12 per cent as of July 2004. Out of a total of 26 Humanitarian Coordinators, four are women while there was none in 2004.

Resolution 1325 (2000) called for the appointment of more women as special representatives and envoys. The Secretary-General stepped up efforts to increase the number of women in peacekeeping, in particular, at the senior leadership level. As of May 2008, there is one female Head of Mission (Liberia) and seven Deputy Heads of Missions (Burundi, Chad, DRC, Lebanon, Liberia, Nepal and Sudan). DPKO/DFS is working closely with Member States in putting forward suitably qualified female candidates ready and willing to serve in peacekeeping operations. The Organization has a long way to go to reach parity and expand the role and contribution of women in peace support operations. Nonetheless, the momentum towards achieving greater balance is building.

(iv) Humanitarian response

Resolution 1325 (2000) calls on all actors to respect the civilian and humanitarian character of refugee camps and settlements. The Office of the High Commissioner for Refugees estimated that a total of 67 million people had been forcibly displaced at the end of 2007²². Refugee and displaced women are often victims of sexual assault perpetrated during their flight, while in a refugee camp in the host country, and during and on their return to their home countries. They are particularly vulnerable to sexual assault and sexual violence because of the conditions of dependency that are often created in camps.

In support of Member States efforts, United Nations humanitarian entities actively integrate gender equality in planning, implementation, monitoring and data collection on the gender and age dimensions of displacement and the related protection risks. In 2006, the Inter-Agency Standing Committee (IASC) launched a five point strategic plan leading to an up dated Committee policy on gender equality in humanitarian action which was endorsed in May 2008. The 2007 IASC gender policy review indicated that progress had been made. For example, a Gender Handbook in Humanitarian Action: "Women, Girls, Boys and Men: Different Needs, Equal

²² UNHCR, 2007 Global Trends: Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless People, p. 2

Opportunities” was produced introducing gender equality programming and a pool of gender experts was established (the IASC Gender Standby Capacity).

UNHCR has conducted gender training in the context of the implementation of its age, gender and diversity mainstreaming strategy in more than 100 countries. IOM’s Return of Qualified Afghans Programme strengthened the capacity of the Afghan government and other stakeholders by facilitating the return and reintegration of qualified nationals to contribute towards the reconstruction of their country among them 125 female experts. At least 75 per cent of all WFP local food-aid monitor recruits will be qualified women.

Greater coordination among humanitarian actors in gender equality programming is needed, including ensuring the equal participation of women and girls in all aspects of humanitarian response. It is also fundamental to ensure that women and girls are provided with equal access and opportunities for capacity building and employment. Accountability for gender mainstreaming should be strengthened and sex- and age disaggregated data should be collected more systematically.

(v) Peacebuilding

Resolution 1325 (2000) calls on all actors to incorporate gender perspectives in post-conflict reconstruction efforts. Many programmes by both Member States and United Nations entities have sought gender sensitive approaches to the differential needs and constraints in such areas as the restoration of the rule of law, promotion of dialogue, reconciliation, capacity building, institutional reforms, economic recovery and human rights.

The Government of Uganda recruited a Senior Gender Equality Adviser for the National Peace Recovery and Development Plan to provide technical support to the office of the Prime Minister, and to develop and finalize a National Policy and Action Plan on sexual violence. The Government of Cyprus provides financial support for local women’s peacebuilding initiatives and women’s NGOs. The United Kingdom has provided support to NGOs in the Sudan to implement local peacebuilding initiatives. The Canadian International Development Agency has established the “Gender Equality Responsive Fund” for Afghan women’s organizations that work toward equitable social, political and economic growth.

PBSO and participating entities at the country level mainstreamed gender equality concerns into many projects supported by the Peacebuilding Fund (PBF). In an effort to promote a United Nations system wide approach to employment creation policies in post conflict situations, the Policy Committee of the Secretary-General has requested International Labour Organization (ILO) and UNDP to co-lead a system-wide initiative addressing the critical role of income generation and reintegration of women and men in post conflict settings. The Division for Advancement of Women (DAW)/DESA, is implementing technical assistance activities related to the Convention on the Elimination of All Forms of Discrimination against Women with several countries emerging from conflict including Afghanistan, Haiti, Liberia, Sierra Leone and

Timor-Leste. Of the countries with United Nations peace support missions, all but Somalia and Sudan have ratified the Convention. United Nations Office for Project Services (UNOPS) organized numerous workshops to train 297 Iraqi women and impressed upon them the importance of their participation in the constitutional development process in 2006-2007.

In Nepal, UNIFEM held a series of consultations at various levels, including at the community level to foster women's representation and participation in governance and peacebuilding. In Afghanistan, the Ministry of Women's Affairs, with UNIFEM's support, developed its institutional capacities on gender mainstreaming, including its national development strategy. In Iraq, UNIFEM has been working closely with women NGOs on promoting dialogue among diverse groups and highlighting women's initiatives to resolve cases of conflict within their communities and neighborhoods.

While Member States and the United Nations are increasingly engaged in supporting gender equality in peacebuilding and post conflict reconstruction, a majority of national efforts, however, do not systematically include gender perspectives. Member States and other actors have an important role in ensuring sufficient funds are available for gender related initiatives. Better coordination among all actors is required. Investments in gender sensitive peacebuilding should be improved.

(vi) Security sector reform (SSR)

Resolution 1325 (2000) calls for the protection of and respect for human rights of women and girls, particularly as they relate to the police and the judiciary. The Secretary-General's report on the role of the United Nations in supporting security sector reform²³ recognized gender-sensitive security sector reform as key to developing non-discriminatory security sector institutions²⁴ and specifically recommended the delivery of security services to address and prevent sexual violence.²⁵

United Nations entities are working on SSR in more than twenty countries. In the peacekeeping context, some United Nations efforts were focused on normative work supporting national efforts to adopt gender sensitive policies and restructuring national police and armed forces. However, a majority have capacity building programmes and activities directly supporting national efforts to mainstream gender in the context of SSR. DPKO and its partners helped to set up institutional mechanisms to facilitate women's access to protection and justice including the establishment of special units or women's desks at police stations (for example, in Darfur, Somalia and Southern Sudan); arrangements for ensuring confidential reporting on sexual and gender-based violence; gender training for corrections officers; and facilitating increased recruitment of women to national police services.

²³ A/62/659-S/2008/39

²⁴ *Ibidem*, para. 37

²⁵ *Ibidem* para. 45 (e)

UNFPA and UNDP took steps to make security and justice systems more accessible and responsive to women and girls in Africa and Asia. In Liberia, UNDP partnered with the Ministry of Justice which did not have the capacity to detain perpetrators, to build its capacity to uphold human rights and prosecute suspects. The Gender and Security Sector Reform Toolkit, developed by INSTRAW, proved to be useful to multiple stakeholders, for example the Afghan National Police. UNIFEM and UNDP have produced a briefing paper on “Gender Sensitive Police Reform in Post Conflict Societies,” to improve the police sector’s effectiveness in responding to SGBV.

Security deficits, nevertheless, persist and threaten lives and wellbeing of all but especially women and children. Integrating a gender perspective into all national efforts to reform armed forces, strengthen the rule of law, the judicial system and democratic institutions would improve their utility and effectiveness. Greater capacity building, normative and advocacy support by United Nations entities are needed for Member States to increase stability and trust in the rule of law, preconditions for sustainable peace and democracy.

(c) Protection of women, in particular, against sexual and gender-based violence

Resolution 1325 (2000) called on all parties to conflict to take special measures to protect women and girls from gender-based violence.

Member States prioritized measures for prevention and response, most commonly through training police, military and judicial officials; adopting protocols for victim care; collecting prevalence data; updating policies and regulations; and increasing public awareness.

52. Côte d’Ivoire, recognizing, has incorporated prevention and response to SGBV into its national reconstruction and reintegration plan. Measures include prevalence studies, national capacity-building for victim assistance, and establishment of a “Centre of Excellence” to assist victims of sexual and domestic violence. Several Member States have taken steps to support the protection of women from SGBV in countries emerging from conflict. Canada has provided financial and technical assistance to various projects around the world, from the Kore Famn Fund that combats SGBV in Haiti to the development of restorative justice mechanisms to address SGBV in South Sudan. The United Kingdom has supported NGOs’ promotion of gender equality and collection of data on women’s rights in Afghanistan, as well as the training of Iraqi judges, parliamentarians and women’s activists on using **IHRL** and Iraqi domestic law to protect women’s rights.

Many States mandated pre-deployment training for peacekeepers on women’s rights, gender equality, SGBV, human trafficking, and/or sexual exploitation and abuse in armed conflict. For example, Thailand provided such training to its peacekeeping contingents. Croatia and Switzerland have adopted “zero tolerance” policies for sexual exploitation and abuse by civilian and military personnel seconded to United Nations field operations.

Other countries have provided political and financial support to United Nations mechanisms aimed at protecting women's rights during armed conflict. Switzerland provided funding to the UN-Action "Stop Rape Now" campaign, while the United Kingdom financially supports various United Nations activities relating to the implementation of sexual exploitation and abuse. Canada takes various measures to address the impunity often enjoyed by perpetrators of SGBV during armed conflict, including through extradition, prosecution under Canadian law, and surrender of suspects to international criminal courts and tribunals.

A majority of United Nations entities have advocacy programmes and activities. The Secretary-General's Campaign "Unite to End Violence against Women" and United Nations Action against Sexual Violence in Conflict, which unites the work of 12 United Nations entities,²⁶ aim at improving coordination and accountability, providing support to national efforts to prevent sexual violence and respond effectively to survivors' needs. The Interagency Task Force on Women, Peace and Security chaired by OSAGI, and the NGO Working Group on Women, Peace and Security also provided forums for joint actions among Member States, United Nations and civil society.

UN-Action has taken the lead in awareness-raising and advocacy about SGBV in armed conflict and promoting the mainstreaming of this issue in the diverse work of United Nations entities, including in the framework of the Brussels Call to Action to Address Sexual Violence in Conflict and Beyond²⁷. UNDP's Rule of Law programme in Darfur assists governmental institutions and civil society to raise public awareness about SGBV. UNDP's awareness-raising efforts in the Balkans have led to fruitful collaboration between domestic violence activists and security-sector reform officials regarding the control of small arms and light weapons.

A number of United Nations entities are involved in analytical and normative work supporting national efforts to develop doctrines, policies, standards and guidelines to stop SGBV. A recent Wilton Park conference organized by UNIFEM, DPKO and UN-Action, with assistance of the Governments of Canada and the United Kingdom in May 2008, was devoted to the theme "Women Targeted or Affected by Armed Conflict: What Role for Military Peacekeepers?"²⁸ The conference identified existing efforts to prevent the targeting of women and children for sexual violence. The conference found that military peacekeepers needed doctrine and clear guidelines for action in protecting women and girls from sexual violence.

UNRWA's Health Department developed guidelines and trained staff to address SGBV encountered at clinics, including protocols to refer survivors to the Legal Advice Bureaus at UNRWA camps' Women Programme Centre. Nearly all of UNFPA country

²⁶ DPA, DPKO, OCHA, OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, WFP and WHO.

²⁷ The Brussels Call to Action was adopted by participants of the *International Symposium on Sexual Violence in Conflict and Beyond*, which was held in Brussels from 21 to 23 June 2006 and organized by the Government of Belgium, the European Commission and the United Nations Population Fund

²⁸ S/2008/402

offices in conflict and post-conflict areas have been directly supporting national efforts to address SGBV in national laws and policies, resulting in increased Government efforts to prevent SGBV and improved rape prevention and enforcement policies. OHCHR has provided technical assistance to the Haitian government on reform of rape and domestic violence laws. FAO has defined livelihood strategies and guidelines to address the vulnerability factors and underlying causes of SGBV and “survival sex” for populations in crisis. With the financial support of UNICEF, UNIFEM and Joint United Nations Programme on HIV/AIDS (UNAIDS), ECLAC coordinated the preparation of an inter-institutional report, "No more! The right of women to live a life free of violence in Latin America and the Caribbean" which provides valuable insights into women's experiences of violence in armed conflicts in Latin America and the Caribbean. IOM conducted assessments and assistance programmes for populations rendered vulnerable to human trafficking due to conflict-driven displacement in Kenya, Afghanistan, and Colombia.

Many United Nations entities have been working to *build capacity* of governments and NGOs to better prevent and respond to SGBV. OHCHR has helped various government ministries establish survivor support services and a consolidated data base on SGBV in Afghanistan, and built governmental capacity for police collection of forensic evidence on rape cases in Uganda. UNIFEM's project, "Enhancing Protection from Gender Based Violence in Rwanda," supports women's networks to provide training on responding to violence cases in 14 districts. Rwandan Police Headquarters now has a free hotline and gender desk, and special police units are equipped with motorcycles to speed up response time. UNFPA trained teams of journalists from around the world to understand the complexities of reporting on GBV in emergencies in order to both increase the ethical nature of their approach and improve understanding of the issue, thereby enhancing the accuracy of reporting.

The work of DPKO Gender Advisers and Focal Points in peacekeeping missions, in partnership with national ministries and the broader United Nations system, have catalyzed support efforts to address SGBV by providing training for national police and armed forces and within all United Nations mission components, including the United Nations Police (UNPOL) and military, as well as the human rights, rule of law and public information mission sectors. Examples of achievements to date include the establishment of Women and Children's Desks at police stations in Darfur and increased investigation of rape cases by judges and Commissaries in Haiti in response to the passage of the 2005 law which criminalizes rape. Collaboration between DPKO and the Secretariat of the Permanent Forum on Indigenous Issues (SPFII) resulted in addressing issues of violence against indigenous women.

Increasingly, United Nations entities undertook operational activities to support survivors of SGBV. In Northern Iraq, UNOPS organized a programme to set up 21 counselling centres in 12 villages. Over 200 women volunteers learned to be trauma counsellors for victims of SGBV, and TV advertisements have made thousands of local women aware of this service. UNIFEM, under a Central Emergency Response Fund (CERF) project, collaborated with NGOs to establish 14 psychosocial teams for family

outreach and seven pilot socio-legal defense centres, including help-lines and referral systems, in the occupied Palestinian territory.

As a deeply traumatic and sensitive issue, SGBV is one of the most difficult abuses to document. Beyond the challenges typical of data collection and sharing, the need for sensitivity to SGBV victims' psychological and physical safety further complicates the process. Several United Nations entities have recognized these challenges and sought to improve data collection. In 2006, UNFPA and WHO initiated the Gender-Based Violence Information Management System (GBVIMS) as an inter-agency partnership with the International Rescue Committee (IRC) and UNHCR, in consultation with the Inter-Agency Standing Committee Gender Sub-Working Group (IASC SWG). The GBVIMS is a first attempt to systematize management of GBV-related data across the humanitarian community, including introducing standards for safety and confidentiality. Pilot test programmes have already been completed in Thailand and Uganda.

OHCHR has made significant contributions to monitoring, investigating and documenting SGBV, for example in Afghanistan, Haiti, the DRC and Sudan. UNIFEM has supported initiatives for better data collection and statistical monitoring on SGBV in Afghanistan, Colombia, Cote d'Ivoire, Rwanda, and Timor Leste, and other United Nations entities have undertaken similar efforts in other conflict and post-conflict areas.

With regard to sexual exploitation and abuse, while the total number of allegations has substantially declined with 159 cases reported in 2007 compared to the 371 reported in 2006,²⁹ the zero tolerance policy should continue to be strengthened. The Secretary-General remains firmly committed to changing the organizational culture to deter acts of sexual exploitation and abuse which undermine the efforts of the United Nations on the ground and erode the Organization's legitimacy and credibility.

Despite its efforts, the international community has so far not been able to prevent acts of violence against women from occurring during armed conflict. Innovative strategies need to be developed to ensure prevention of sexual violence, compliance with international humanitarian and human rights law by a variety of actors, including the military as well as non-State actors. Member States need to send stronger signals to parties to conflict that perpetrators will be prosecuted. Parties to conflict must be forcefully reminded of their responsibilities to protect women and girls, cease their attacks on civilians or face sanctions. Applied judiciously, targeted sanctions on individuals and parties to conflict have proved to have a restraining effect on belligerents and violators of women's human rights and humanitarian law and to deter sexual violence. The consistent provision of human and financial resources to deliver care to women victims of violence as well as ongoing training for all actors continue to be of critical importance. Deploying human rights and other monitors at an early stage can serve as a potential deterrent to violence. Effective monitoring and

²⁹ A/62/890, para. 11

reporting mechanisms to gather timely and accurate data on gender-based violence are essential

D. Best practices to improve capacity of Member States

It is widely recognized within the international community that there is no one-size-fits-all approach to address gender inequalities in the area of women, peace and security. Effective policies and strategies need to take into account country-specific circumstances and needs. Countries emerging from conflict that have been most successful in enhancing women's role in peace processes, reducing sexual violence and empowering women politically and economically have in common peace and gender equality strategies where national and international measures were mutually supportive through a combination of gender mainstreaming and women specific policies.

Since the adoption of the resolution, United Nations entities have worked in at least 90 countries world-wide trying to use innovative and sustainable practices to develop new and creative solutions to problems regarding women, peace and security.

United Nations entities have successfully experimented with different approaches in building national capacity for women and sustainable peace. For example, UNDP Nepal's programme, Mainstreaming Gender and Social Inclusion (MGSIP) emphasized a multi-sectoral approach designed to transform entrenched patterns of social exclusion, including of women and minority ethnic groups, through promoting women's participation in governance.

Other United Nations entities placed greater emphasis on raising women's skills as leaders and levels of their political participation in public life including elections. For example, United Nations Mission in Nepal (UNMIN) promoted the political participation of women, including from marginalized groups by including a 33 per cent threshold for women's participation in all State structures. Approximately one third of the 575 members of the Constituent Assembly elected earlier this year are women. In Haiti, MINUSTAH, UNIFEM and local NGOs established a Gender Working Group on the Promotion of Women's Political Rights and provided leadership training for Haitian women. United Nations Integrated Office in Sierra Leone (UNIOSIL), working with the Government and civil society, facilitated the establishment of a steering committee and development of a work plan to increase women's representation in local council elections in Sierra Leone. United Nations Office in Côte d'Ivoire (UNOCI) supported the women's network *Coordination des femmes pour élections* to encourage women's participation in politics and elections.

Conflict and post conflict countries facing high levels of sexual violence, effective approaches have emphasized capacity building in fighting this scourge. In Haiti, MINUSTAH in cooperation with UNFPA and UNICEF supported the implementation of a multi-sectoral National Plan of Action to Combat Violence against Women. In DRC, combating sexual violence remains a complex challenge in every sector. A Senior Adviser/Coordinator on sexual violence has been deployed in MONUC to assist

Government in developing a country wide action plan and strategy to combat sexual violence. In Darfur, UNV mobilized a paralegal aid network comprised of attorneys and professors to provide training to internally displaced persons and community members on SGBV and on how to best provide support to survivors and their families. In Timor Leste, United Nations entities provided a range of support to address violence at national and local levels, including support to national campaign for men to end violence, capacity building of local authorities on ways to handle violence cases. In Somalia, United Nations entities built capacities of local providers of medical and psychosocial care, legal aid, protection and reintegration into society.

For a majority of countries emerging from conflict the challenge of restoring and promoting women's human rights will continue to depend on the support of international institutions. International cooperation is essential to support national capacity to formulate laws, strategies and policies that encompass the various dimensions of women's human rights within the broad peace and security framework. In Haiti and Liberia, United Nations entities supported Government efforts to develop a national gender policy and to prepare a report on the implementation of the CEDAW Convention. In other countries, they built national capacities to revise national legislation to eliminate discriminatory laws and introduce new legislation in line with CEDAW.

Promoting women's role in media, UNESCO built capacity of media outlets in post-conflict areas in an effort to empower female media professionals to report on the impact of conflict on women. In Afghanistan, UNESCO provided capacity-building and training for female film makers who have produced a series of productions focusing on women's lives in Afghanistan.

[International initiatives to enhance sustainable peace and gender equality have been most successful when they have been able to promote national action towards gender equality and women's empowerment in the context of national action plans for implementation of resolution 1325 (2000). Such action plans have been commended in recent years for adding a more coherent and systematic approach to national action on women and peace and paying closer attention to the institutional context in which policies are designed and implemented. They are also credited for extending real ownership of peace and gender policies and strategies to local policy-makers and women's associations and NGOs. Nonetheless, these action plans exist in very few, mostly developed, countries.]

D. Monitoring, evaluation and reporting

In its resolution 1325 (2000), the Security Council called on the Secretary-General to include in his reporting to the Council progress on gender mainstreaming and other aspects relating to women. In its Presidential Statement S/PRST/2007/40, the Council requested country specific reporting data on the impact of conflict on women, including instances of all forms of violence and special measures to protect women and girls from GBV.

An analysis of 313 Secretary-General's reports to the Security Council dating from January 2004 to July 2008, including 286 country-specific and 27 thematic reports, revealed that 61 per cent of reports made none or one mention of gender equality; 23 per cent contained minimal gender references; and only 16 per cent made multiple references to gender equality. Compared to the period from October 2000 to December 2003, some progress has been made resulting in a decrease of 6 per cent of reports with none or one mention of gender and an increase of 8 per cent in reports with minimal gender references. There was no noticeable change in the percentage of reports with multiple references to gender.

74. The analysis showed that reporting on sexual violence, especially rape, is on the rise from 23 per cent in 2000-2003 to 32 per cent in 2004-2008, though not all peace operations have the related mandates. The problem of impunity was covered in 4 per cent of reports in 2000-2008 while there was no information about it in the reports in 2000-2004. Gender mainstreaming was also mentioned in 4 per cent of reports in 2004-2008, up from 2 per cent in the previous period.

76. The above analysis reveals that since the adoption of the resolution in 2000, the Secretary-General's reporting on gender to the Security Council has been gradually improving. However, it still remains inconsistent and incomplete. The challenge in the coming years will be to accelerate this progress to ensure that gender concerns are reflected in a balanced and systematic way in all relevant reports to the Council. With the adoption by the Council of resolution 1820 (2008), reporting on sexual violence in situations of armed conflict needs to be rationalized to avoid duplication with reporting on resolution 1325 (2000).

V. Conclusions and recommendations

Member States, the United Nations system and civil society have made some important progress towards developing and pursuing more comprehensive approaches towards the full implementation of Resolution 1325 (2000), including through a better defined role of the Security Council. The cumulative effect of those efforts has made the overall peace and security architecture of the United Nations more sensible to women's needs in situations of armed conflict and post conflict societies. This is particularly visible in peacekeeping, humanitarian assistance and increasingly in peacebuilding. There is growing support for women's equal participation in peace processes, enhanced capacity building efforts for women's empowerment and their increasing numbers in decision-making and peacekeeping and security forces. Unprecedented attention is being paid to sexual violence in situations of armed conflict, with the General Assembly and Security Council taking parallel and supportive action. Enhanced commitment to implementation of resolution 1325 (2000) is increasingly translated into policy and planning frameworks and internalized in the work at the national and global levels, including through national action plans and United Nations system-wide and entity specific initiatives.

However, the noticeable gap that remains between policies and their effective implementation must be closed. More needs to be done at the country level to

mainstream gender perspectives at every stage of conflict prevention, resolution and management as well as peacebuilding, including in security sector reform; prevent and end SGBV; increase women's representation in decision making bodies and security institutions; increase resources and technical support for women's organizations; and ensure stronger United Nations capacity to support Member States in implementing resolution 1325 (2000)

To ensure successful implementation of the resolution at the country level, national ownership of activities in support of gender equality and women's empowerment is vital and should be encouraged by the international community. The United Nations system has a role to play in helping develop national capacity and leadership in order to identify effective policies and promote a better understanding of national, regional and sub-regional challenges, as well as advocate multi-stakeholder approaches and partnerships.

Harnessing this potential requires enhancing commitment, leadership and accountability, improving institutional capacity and increasing financial and human resources of United Nations entities. Further collaboration is especially needed in preventing and fighting sexual violence against women, including by working with parties to conflict and enhancing monitoring and reporting mechanisms and practices. Programme cooperation and coherence at the normative, programmatic and operational levels should be pursued more vigorously, including through the Interagency Network on Women and Gender Equality and its Task Force on Women, Peace and Security, CEB/High-level Committee on Programmes and United Nations Development Group and other system-wide initiatives. The overall goal must remain to operationalize resolution 1325 (2000) throughout the United Nations system to enable it to adequately respond to requests from Member States and regional organizations and support efforts of the General Assembly, Security Council and other United Nations bodies.

To further accelerate the full implementation of the Security Council resolution 1325 (2000), the following actions are proposed:

- (a) Ensure that women's needs and concerns are included in the development of conflict prevention strategies and early warning efforts;
- (b) The Security Council, in order to strengthen its capacity to end sexual violence, to dispatch missions to assess the situations when violence is used or commissioned as a tactic of war or as a part of a widespread or systematic attack against civilians;
- (c) In the context of individual situations of armed conflict, the Security Council to remind parties to conflict, where appropriate, of their responsibility to protect women and maintain its focus on means of preventing and deterring sexual violence, including targeted sanctions on individuals or parties to conflict carrying out widespread or systematic sexual violence;

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- (d) The Security Council to increase its use of the Arria formula or similar arrangements for informal consultations with women's groups and NGOs on individual conflict situations on its agenda;
 - (e) Strengthen national commitment and capacity to implement resolution 1325 (2000), including through national and regional action plans and strategies;
 - (f) Member States to support measures to strengthen the United Nations gender mainstreaming capacities in conflict prevention, management and resolution, as well as in peacekeeping, peacebuilding and humanitarian assistance;
 - (g) Prioritize women's leadership and access to all decision making forums and processes regarding peace-building, recovery and development;
 - (h) Intensify all efforts to prevent and halt sexual and gender-based violence, including through more systematic tactical and operational responses by United Nations peacekeeping missions and humanitarian assistance programmes, the protection of women in situations of displacement, and more comprehensive strategies to address impunity for perpetrators of sexual abuse;
 - (i) Systematically integrate gender perspectives in security sector reform and the rule of law;
 - (j) Enhance cooperation and collaboration with regional organizations in order to contribute significantly to meeting the common security and gender equality goals;
 - (k) Continue to strengthen the mandates and resources of peacekeeping operations to prevent sexual and gender-based violence in conflict and post-conflict situations and to ensure specific and clear operational guidance;
 - (l) To dedicate adequate and sufficient resources for gender mainstreaming and women's empowerment in all areas of peace and security;
 - (m) To systematically address and assess women's reconstruction needs within post-conflict needs assessment processes, including by allocating specific funding and increase donor and government accountability to women.