



SECURITY COUNCIL REPORT

CROSS-CUTTING REPORT

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A voter shows her inked finger and registration card after voting in the Southern Sudan referendum in January 2011.



Women, Peace and Security

This is Security Council Report's second *Cross-Cutting Report on Women, Peace and Security*. The first report examined the first ten years that women, peace and security was on the Security Council agenda. Resolution 1325, passed in 2000, recognised that civilians, especially women and children, make up the vast majority of people adversely affected by armed conflict and called for mainstreaming a gender perspective into peacekeeping operations. This report continues assessing the influence of resolution 1325, and subsequent related resolutions, on the work of the Council. As part of this analysis it reviews recent developments in the Democratic Republic of the Congo, particularly mass rape in the Walikale region, and considers the Council's response as one example of its engagement with women, peace and security issues.

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1. Executive Summary and Conclusions

This report provides an assessment of the impact of the overall UN women, peace and security, or 1325, agenda. This includes both the status of mechanisms that are being developed (such as monitoring, analysis and reporting arrangements on conflict-related sexual violence) and the incorporation of the women, peace and security agenda into the Council's overall work.

Our 2010 report covered the first ten years since the adoption of resolution 1325 on women, peace and security. It examined the framework created by the Council to address this matter; the extent to which the Council addressed these issues in the country situations on its agenda; the international legal framework in which the matter falls and the Council's changing dynamics on these issues over the past ten years. It surveyed relevant data in resolutions, presidential statements, Secretary-General's reports and peacekeeping mandates.

The current report follows the same methodology in surveying the 2011 data in order to allow for comparison with the results of our 2010 report.

The findings of this report include:

- attention to women and peace and security continues to be integrated into the Council's country-specific resolutions and presidential statements, but is not yet universal;
- the Secretary-General's reports have given increasing weight and consideration to women's issues over the years, but there remains a lack of reporting consistency between different country-specific situations;
- there will likely be a continuing need to improve the timeliness of communication between missions in the field, the Secretariat and the Council;
- in terms of the continuing development of the Council's response to sexual violence, including the implementation of the monitoring, analysis and reporting arrangements on conflict-related sexual violence and possible imposition of sanctions on individuals, the Council may soon want to address how to ensure the effectiveness of its actions (for example, how to deal with the possibility of

persistent violators or governments reluctant to bring past violators to justice); and

- the Council may want to continue its consideration of how best to incorporate the Office of the Special Representative for Sexual Violence with the work of UN Women in the future.

Methodology

Our 2010 study focused on the ten years from 2000 through 2010 in an attempt to assess the impact of resolution 1325 and the level of success in including women's issues in the Council's thinking across the situations on its agenda. This report focuses on key developments in 2011.

The findings for 2011 and previous years are compared in order to try and establish Council trends in the area of women and peace and security. The relatively short time period that was studied cannot be viewed in isolation when attempting to accurately ascertain trends. Rather, the study considers the numerical data gathered over the last year in light of past Council action in order to establish possible evolving patterns in the work of the Council in the area of women, peace and security.

Information was obtained through publicly available documents and interviews with Council members, NGO representatives and UN officials. Statistical data was obtained from documents of the Council. In analysing the data, only those decisions deemed relevant (decisions that could reasonably be expected to include some consideration of women's issues) were assessed—rather than the total number of Council decisions adopted.

2. Background and Normative Framework

Since the adoption of resolution 1325 (2000), the Council has established a broad normative framework on women, peace and security. Successive Council resolutions and presidential statements have provided a framework that gives guidance to member states on the issue and possibilities for action. (For a more detailed examination of resolutions 1325, 1820, 1888 and 1889 please see our 2010 *Cross-Cutting Report on Women, Peace and Security*.) These resolutions and statements of the Council also provide instruction to the Secretariat on the issue, as well as steering the Council's own consideration and possible additional measures.

The Council's decision to take up women, peace and security as a separate thematic topic in 2000 was in line with its overall thematic agenda. The Council's first resolutions on protection of civilians and children and armed conflict were adopted the year before resolution 1325. Highlighting women, peace and security separately was partly due to the recognition that increasingly in armed conflicts, a significant number of attacks had occurred which specifically targeted women and girls. These sometimes took the form of systematic sexual violence.

Resolution 1325 looked at several aspects of the impact of conflict on women and girls and expressed concern that armed conflict has a disproportionate impact on them. This impact is felt even when women and girls are not directly engaged in hostilities. Yet resolution 1325 also recognised that since women do, in several cases, act as combatants in conflicts and also often serve as part of a significant

support system to armed groups, their needs should be taken into account by those planning the demobilisation and reintegration programs. The resolution also stresses the importance of the equal participation of women in peace and security processes, as well as the need to increase their decisionmaking role with regard to conflict prevention and conflict resolution. (For additional detail resolution 1325 is included in the Annex to this report.)

Resolution 1325 also emphasised the obligations of parties to conflict under international law to protect women in armed conflict situations. This facet was further strengthened by resolution 1820 (2008) and resolution 1888 (2009). Resolution 1820 recognised that systematic sexual violence can exacerbate situations of armed conflict and impede the restoration of international peace and security. In light of this, resolution 1888 requested the Secretary-General to appoint a Special Representative on Sexual Violence in Conflict. (Margot Wallström of Sweden was appointed to this position on 2 February 2010.)

Subsequently, resolution 1960 (2010) requested the Secretary-General to establish monitoring, analysis and reporting arrangements (MARA) on conflict-related sexual violence in situations on the Council's agenda. The resolution also called upon parties to armed conflict to make time-bound commitments to prohibit and punish perpetrators of sexual violence. The Secretary-General was requested to begin including in his annual reports on conflict-related sexual violence an annex (as a basis for possible sanctions) that lists parties credibly suspected of bearing responsibility for patterns of rape and other forms of sexual violence.

3. The 2010 Anniversary of Resolution 1325

Our 2010 *Cross-Cutting Report on Women, Peace and Security* was published just prior to the tenth anniversary of the adoption of resolution 1325. The anniversary had been much anticipated and generally viewed as focusing attention on the women and peace and security agenda as well as generating a degree of momentum around the issue.

The anniversary generally met expectations, with the event garnering a significant degree of high-level involvement. The First Deputy Prime Minister of Uganda, Eriya Kategaya, presided over an open debate (S/PV.6411) to commemorate the anniversary in October 2010. The Council was briefed by the Secretary-General (via a pre-recorded message), the head of UN Women, Michelle Bachelet, then-Head of UN peacekeeping, Alain Le Roy, then-President of the Economic and Social Council Hamidon Ali and a member of the Civil Society Advisory Group on Women, Peace and Security, Thelma Awori. Austria, Japan and the US were represented by cabinet ministers. Around seventy UN member states and international organisations addressed the Council. The debate was preceded by an Arrria formula meeting between the Council and civil society, chaired by Austria, Mexico and the UK.

Using the occasion of the event, the Council adopted a presidential statement (S/PRST/2010/22), welcoming the report of the Secretary-General on women, peace and security (S/2010/498) and supporting taking forward the indicators contained in the annex of the report as an initial framework for the UN system and member states to track implementation of resolution 1325.

4. Cross-Cutting Analysis

4.1 Resolutions

Council resolutions were examined through December 2011. Resolutions were separated into three categories: total number of resolutions; resolutions which one might reasonably expect to contain a reference to pertinent topics, but did not (topics which were the focus of resolutions 1325, 1820, 1888, 1889 or 1960); and resolutions where a reference to those topics was found.

References to at least some of the relevant issues covered by resolution 1325 might be expected in all country-specific resolutions. Resolution 1325 expressed the Council's "willingness to incorporate a gender perspective into peacekeeping operations, and urge[d] the Secretary-General to ensure that, where appropriate, field operations include a gender component". This seems particularly true for references in resolutions that established or altered the mandate of peacekeeping operations.

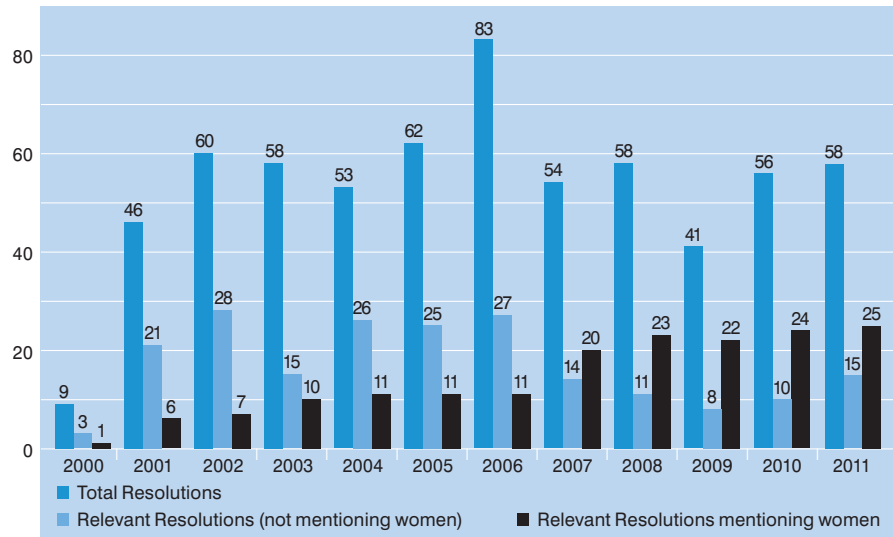
To maintain consistency with our previous report, we did not count in our examination those resolutions containing only a reference to the Secretary-General's "zero tolerance" approach to sexual abuse and exploitation by peacekeepers because they were not considered to be sufficiently focused on the full scope of resolution 1325.

A number of thematic issues were categorised as addressing issues where references to 1325 could be reasonably expected. These include: conflict prevention and mediation and peacebuilding; children and armed conflict; protection of civilians; small arms and light weapons; and UN peace operations.

Country-Specific Resolutions

The data indicates a decrease in the

Country-Specific Resolutions



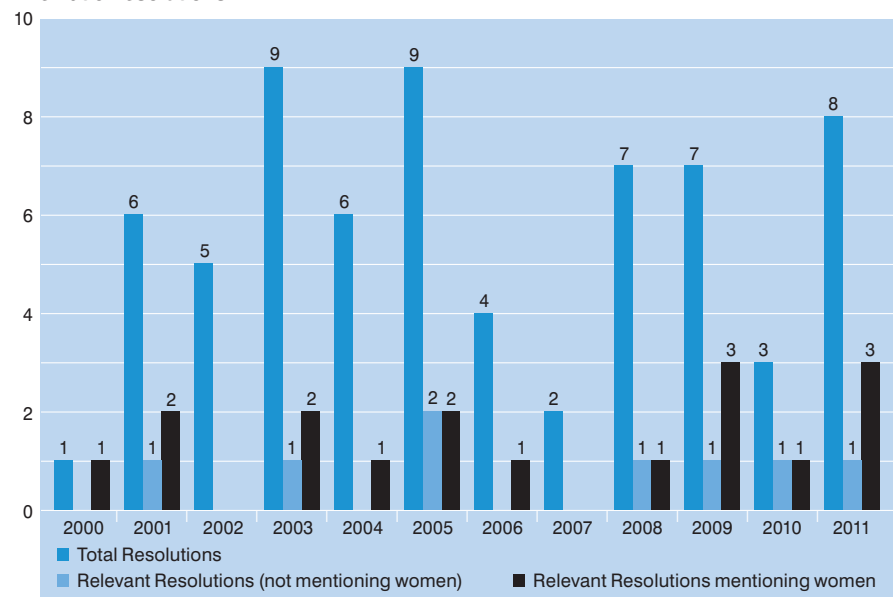
level of references to women, peace and security in Council country-specific resolutions. (However, overall the number and quality of such references have gradually increased in recent years.)

In 2011, 25 of the 40 (or 63 percent) relevant resolutions adopted by the Council on country-specific situations have included a reference to women, peace and security.

In 2010, 24 of the 34 (or 70 percent) country-specific resolutions adopted by the Council included a reference to women, peace and security.

The year 2011 therefore saw a decrease over the previous year. However, it is important to keep in mind that this level reflects a historical high number of references in Council resolutions to women and peace and security. The

Thematic Resolutions



period 2001 to 2006 saw a gradual increase from about 22 percent to around 30 percent (with a spike to 40 percent in 2003). Then in 2007, the Council included a reference to women and peace and security in 20 of the 34 relevant resolutions, up from 11 out of 38 relevant resolutions in 2006 (an increase in the number of references of approximately 30 to 60 percent in single year). References plateaued in 2008-2010 (with 67 percent in 2008, 73 percent in 2009, and 70 percent in 2010) before declining in 2011 (to 63 percent).

Thematic Resolutions

The Council has adopted five thematic resolutions specifically on women, peace and security (resolutions 1325, 1820, 1888, 1889 and 1960).

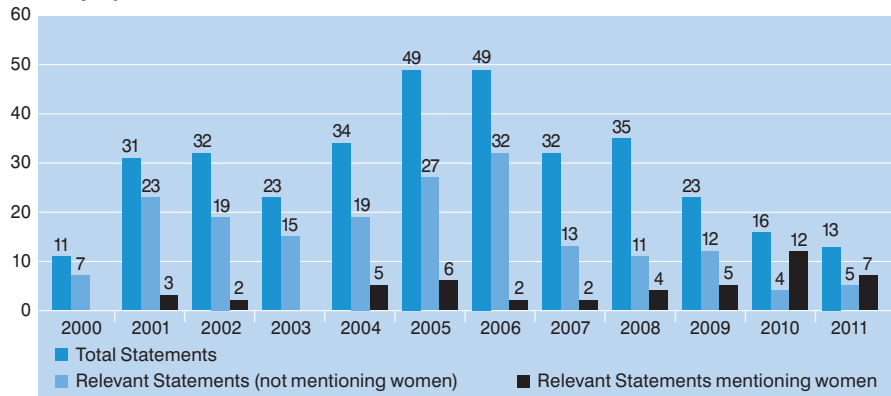
The year 2011 witnessed an increase over the previous year in the number of relevant thematic resolutions adopted by the Council that included a reference to women, peace and security. However, it is important to note that the overall number of thematic resolutions adopted by the Council is considerably lower than the number of country-specific resolutions adopted (making statistical fluctuations more likely).

In 2011, three of the four (or 75 percent) relevant thematic resolutions adopted by the Council included a reference to women, peace and security. In 2010, one of two (or 50 percent) relevant thematic resolutions adopted by the Council included a reference to women, peace and security.

4.2 Presidential Statements

Presidential statements are usually as carefully negotiated as resolutions. They are often adopted when there have been significant developments on the ground in situations on the Council's agenda, or to reinforce important points

Country-Specific Presidential Statements



following open debates or the release of related documents by the Secretariat.

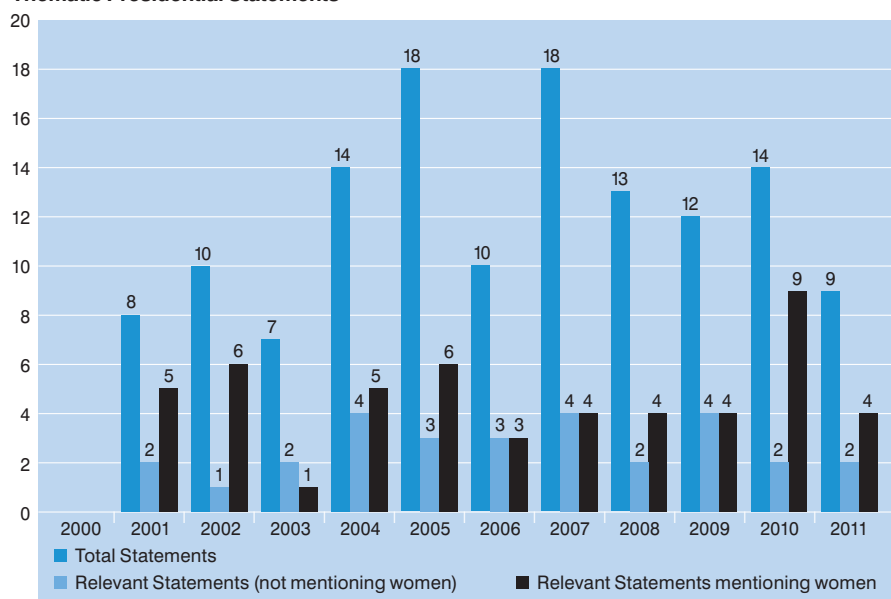
Country-Specific Presidential Statements

References to women, peace and security vary significantly in quality between different presidential statements, with some specifically mentioning issues raised in resolution 1325 and others simply encouraging women to vote in an upcoming election.

In the years 2000 through 2009, there were a relatively low number of relevant

presidential statements that contained references to women, peace and security. (The highest point occurred in 2009 when close to 30 percent contained a reference, while the lowest point was 2003 when there were no references.) The years with the highest number of resolutions mentioning women, peace and security issues tend to correspond to the years with the lowest number of presidential statements (suggesting that the Council was expressing itself primarily in resolutions in those years rather than presidential statements).

Thematic Presidential Statements



There appears to have been an increased number of relevant presidential statements related to country-specific situations that contain references to women, peace and security in the past two years. In 2011, seven out of 12 (about 58 percent) relevant presidential statements included a reference to the issues covered by 1325 or its related resolutions. In 2010, this was true of 12 of 16 statements (or 75 percent). It may well be that these higher percentages of presidential statements apparent in the last two years correspond to the lower percentages seen when considering the resolutions adopted during that same time frame.

Thematic Presidential Statements

Generally speaking, a higher proportion of relevant thematic presidential

statements have included a reference to issues relevant to women, peace and security over the past ten years. (For example in 2002 six out of seven relevant thematic statements included a reference, in 2005 it was six out of nine.) In 2011, four out of six relevant presidential statements included a reference to the issues covered by 1325 or its related resolutions. In 2010, this was true of nine out of 11 statements.

4.3 Mission Mandates

Council-mandated missions can include peacekeeping operations, special political missions and peacebuilding support missions. A significant proportion of resolutions establishing and renewing Council-mandated missions contain a reference to women, peace and security issues. All mission mandates established by the Council since the adoption

of 1325 now include a reference to women, peace and security issues.

However, there continue to be several, mostly older missions, whose mandates do not mention women and peace and security, for example the UN Peacekeeping Force in Cyprus (UNFICYP), the UN Mission for the Referendum in Western Sahara (MINURSO) and the UN Interim Force in Lebanon (UNIFIL). The mandates of these missions include issues covered by resolution 1325, such as peace negotiations, implementation of peace agreements and post-conflict community reconciliation (UNFICYP, MINURSO) or establish significant peacekeeping operations where the mission should reasonably consider a gender perspective in fulfilling its mandate (UNIFIL).

Peace Operation	Date Established	Last Renewed	Mandate includes Women, Peace and Security
UNSMIL (Libya)	16 September 2011 for 3 months	2 December 2011 (S/RES/2022 extended the mandate until 16 March 2012)	Yes
UNMISS (South Sudan)	8 July 2011 for one year	N/A	Yes
UNISFA (Abyei)	27 June 2011 for 6 months	22 December 2011 (S/RES/2032 extended the mandate for another 5 months)	No (but reaffirms past resolutions in preamble and zero tolerance policy in body)
MONUSCO (DRC)	28 May 2010	28 June 2011 (S/RES/1991 extended the mandate until 30 June 2012)	Yes
UNIOGBIS (Guinea-Bissau)	26 June 2009 (came into effect 1 January 2010)	21 December 2011 (S/RES/2030 extended the mandate until 28 February 2013)	Yes
BINUCA (CAR)	7 April 2009 (came into effect 1 January 2010)	21 December 2011 (S/RES/2031 extended the mandate for another 31 months)	Yes
UNIPSIL (Sierra Leone)	4 August 2008	14 September 2011 (S/RES/2005 extended the mandate until 15 September 2012)	Yes
UNAMID (Darfur, Sudan)	31 July 2007	29 July 2011 (S/RES/2003 extended the mandate until 31 July 2012)	Yes



Peace Operation	Date Established	Last Renewed	Mandate includes Women, Peace and Security
BNUB (Burundi)	16 December 2010 and came into effect 1 January 2011 (reconfigured BINUB previously established 25 October 2006)	20 December 2011 (S/RES/2027 extended the mandate until 15 February 2013)	Yes
UNMIT (Timor-Leste)	25 August 2006	24 February 2011 (S/RES/1969 extended the mandate until 26 February 2012)	Yes
MINUSTAH (Haiti)	30 April 2004 (came into effect 1 June 2004)	14 October 2011 (S/RES/2012)	Yes
UNOCI (Côte d'Ivoire)	27 February 2004	27 July 2011 (S/RES/2000 renewed the mandate of UNOCI at its current force levels, including the earlier ad-hoc increases, until 31 July 2012)	Yes
UNMIL (Liberia)	19 September 2003	16 September 2011 (S/RES/2008 extended the mandate until 30 September 2012 and called on UNOCI and UNMIL to coordinate strategies and operations in the Liberia-Côte d'Ivoire border regions)	Yes
UNAMI (Iraq)	14 August 2003	28 July 2011 (S/RES/2001 extended the mandate for a year)	No (but preambular reference)
UNAMA (Afghanistan)	28 March 2002	22 March 2011 (S/RES/1974 renewed the mandate until 23 March 2012)	Yes
UNIFIL (Lebanon)	established on 19 March 1978 and expanded on 11 August 2006	30 August 2011 (S/RES/2004 renewed the mandate until 31 August 2012)	No
UNFICYP (Cyprus)	established prior to 1325	14 December 2011 (S/RES/2026 extended the mandate until 19 July 2012)	No
UNDOF (Middle East)	established prior to 1325	21 December 2011 (S/RES/2028 extended the mandate until 30 June 2012)	No
MINURSO (Western Sahara)	established prior to 1325	27 April 2011 (S/RES/1979 renewed the mandate until 30 April 2012)	No
UNMIK (Kosovo)	established prior to 1325	N/A	No

4.4 Reports of the Secretary-General on Country-Specific Situations, Council Visiting Missions and Debates

Reports of the Secretary-General on Country-Specific Situations

In resolution 1325, the Council requested the Secretary-General,

where appropriate, to include in his reporting to the Council, progress on gender mainstreaming throughout peacekeeping missions and on all other aspects relating to women and girls. The Council reinforced this request in resolution 1820, asking the Secretary-General systematically to include in his

written reports on conflict situations his observations and recommendations to the Council concerning the protection of women and girls from all forms of sexual violence.

The content of these reports of the Secretary-General are important as a reflection of the level of attention being

given these issues by the Secretariat and field missions. Additionally, the reports remain a key (and sometimes primary) source of information for Council members as a foundation for negotiating positions.

In keeping with the methodology used in our previous report, our analysis is based on a review of all country-situation reports submitted by the Secretary-General to the Council since the adoption of resolution 1325. However reports specifically prepared for the Working Group on Children and Armed Conflict were not included as they are only handled by the working group itself. Our analysis attempts to gauge the relative depth of references to women and gender issues in the Secretary-General's reports by laying out the number of reports with a reference to gender issues, and then breaking down those reports with mention of gender issues in two or more paragraphs.

Since the adoption of resolution 1325 in 2000, the number of references in reports to gender gradually increased from about half of all country-situation reports to the mid-80 percent range today (with a peak of about 90 percent in 2009).

The number of references in reports to gender which contain material greater than one paragraph also gradually increased, from around 60 percent to the mid-80 percent range today (with a peak of about 95 percent in 2009).

There has been an increasing tendency for the Secretary-General to report on gender as a separate section which cuts across missions' mandates, though this practice is far from universal. (For example, some missions continue to incorporate gender issues

into human rights issues.) In addition, there has been an increase in reporting specifically on instances of sexual violence since the adoption of resolution 1820 (2008).

The percentage of Secretary-General's reports which include references to gender issues declined slightly in 2011 to about 83 percent from about 84 percent in 2010.

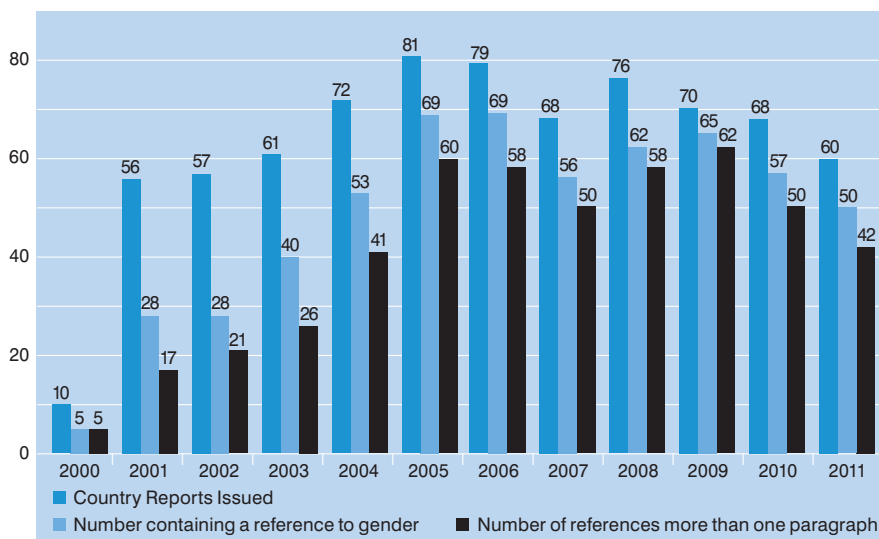
It may be helpful to note the statistical impact of multiple reports dealing with Lebanon and Syria. The proportion of reports including a reference to gender issues would increase to about 89 percent in 2010 and 2011 if one were to count reports on UNIFIL, but exclude reports on UNDOF and resolution 1559 (2004) which concern the withdrawal of Israeli and militia forces from southern Lebanon and the Golan Heights. (UNDOF was established in 1974 to occupy a buffer zone between Syria and Israel. Resolution 1559 called for all foreign forces to withdraw from Lebanon and for the disbanding and disarming of all Lebanese and non-Lebanese militias.) Reports on

resolution 1559 and UNDOF accounted for four reports in 2010 and four in 2011.

Of those reports which do include some reference to gender issues, the proportion of reports which mention gender issues in two or more paragraphs was about 88 percent in 2010 and 84 percent in 2011. This is slightly down from a peak high of about 95 percent in 2009, but quite similar to other years since 2005.

A development that will be interesting to observe is the upcoming Secretary-General's report on sexual violence, which is expected to include an annex listing parties credibly suspected of committing or being responsible for rape and other forms of sexual violence in situations of armed conflict on the Council's agenda. When it requested the Secretary-General to provide such an annex in resolution 1960, the Council expressed its intention to use the list as a basis for more focused UN engagement with those parties, including taking measures through the relevant sanctions committees, as appropriate. (The Council had affirmed its intention

Country-Specific Reports





when establishing and renewing state-specific sanctions regimes to take into consideration the appropriateness of measures against parties who commit rape and other forms of sexual violence in resolution 1820.) Whether these criteria are actually used as a basis for imposing sanctions is yet to be seen. Likewise, it is unclear at present the degree to which this annex might spur the inclusion of additional information in relevant country-specific reports.

Council Visiting Missions and Debates

The Council periodically travels to the field, usually to locations where there is a Council-mandated mission. In resolution 1325, the Council expressed its willingness to ensure that such Council missions take into account gender considerations and the rights of women, including through consultation with women's groups. The published reports on Council missions indicate the terms of reference of the mission, who the Council met with and the outcomes of the visit to the field. Since the 2010 *Cross-Cutting Report on Women, Peace and Security*, two reports have been published regarding Council missions. These were on the Council mission to Afghanistan from 21-24 June 2010 (S/2010/564) and the Council mission to Uganda and the Sudan from 4-10 October 2010 (S/2010/7). The Council included gender considerations and monitoring the rights of women in its terms of reference for Afghanistan and the Sudan, as well as meeting representatives of local women's groups in those two countries.

During the open debate held on 26 October 2010 marking the tenth anniversary of the resolution, all Council members and 67 member states at large and international or regional

organisations made statements. There have been two open debates held since then: at the time of the adoption of resolution 1960 on 16 December 2010 and the annual women, peace and security open debate held on 28 October 2011. (There was also a briefing for the Council concerning women, peace and security on 14 April 2011, but no Council members made statements before adjourning to informal consultations.)

At the open debate held on 16 December 2010 (and continuing the next day), all Council members and 22 member states at large and a regional organisation made statements. At the open debate on 28 October 2011, all Council members and 42 member states at large and international or regional organisations made statements. The turnout for open debates dealing with this issue has therefore remained high, if perhaps understandably not as well attended as the landmark tenth anniversary meeting.

5. Responding Effectively to Sexual Violence in the DRC: A Persistent Challenge for the Council

Historical Background

The situation in the DRC has long been a challenging one for the Council since the present conflict in the DRC began in the aftermath of the 1994 Rwandan genocide. It has involved various actors and armed groups at different times, and sexual violence has been widely used as a tactic of war, especially in the last decade.

The scale of such attacks has been daunting. The UN Population Fund, which provides assistance to survivors of sexual violence in the DRC, has estimated that in 2009 alone, more than

8,000 women were raped in the provinces of North Kivu and South Kivu in the eastern DRC.

Recent Developments: Walikale

A major atrocity took place from 30 July through 2 August 2010 when 200-400 armed men—apparently elements of the rebel *Forces démocratiques de libération du Rwanda* (FDLR) and the Mai Mai tribal militia—raided about a dozen villages in North Kivu's Walikale region and committed mass rape. It is reported that over 300 instances of rape had occurred, though the real number of victims is likely higher due to under-reporting by victims.

The UN Joint Human Rights Office (UNJHRO) investigated the events in separate field missions in September and October 2010 and noted in a July 2011 final report that the attacks on civilians were carried out in 13 villages. (The human rights division of the DRC mission, MONUSCO, and the Office of the UN High Commissioner for Human Rights in the DRC were merged to form the UNJHRO in February 2008, operating in accordance with their respective mandates.) The report determined that at least 387 civilians, including 300 women, 23 men, 55 girls and 9 boys, were raped by the coalition of combatants. At least 923 houses and 42 shops were looted, and 116 civilians were abducted and subjected to forced labour.

The report also noted that insecurity of the civilian population has been increasing in this area due to weak government authority, which in turn has allowed a proliferation of armed groups exercising control over the mining industry and trafficking in arms. In addition, unofficial links between elements of the armed forces and these armed groups has hindered the armed forces' primary

mission of protecting and defending Congolese citizens.

UNJHRO also reported that victims of the attacks who cooperated with investigators were targeted with death threats, and that only a single individual had been arrested as of July 2011 (this continues to be the case at press time), despite more than 150 victims and witnesses having been interviewed by government investigators. (The report named three other individuals that the investigation had determined were in command of those who carried out the attacks, as well as being aware of premeditated planning.)

After learning of the rapes in late August 2010, the Council issued a press statement on 26 August 2010 which expressed outrage at the events and requested a briefing from an investigative mission being dispatched by the Secretary-General.

In a press conference on 31 August 2010, Wallström stated that the attacks were systematic, planned in advance and therefore were preventable. She also said that armed groups which continue to use rape as a weapon of war must be brought to justice and that the UN's response must be improved, for example through institutionalising early warning systems. In remote areas such as Walikale, since uniformed peacekeepers may be the first responders to such acts and the first to interact with survivors, they need to be prepared to take on this role as much as conventional military interventions.

Atul Khare, the former Assistant Secretary-General for Peacekeeping, who conducted the Secretary-General's investigative mission, briefed the Council on 7 September 2010. He said

MONUSCO failed in its mission to protect civilians and must do better and recommended the Council use sanctions against perpetrators. The Council adopted a presidential statement in response to the briefing on 17 September in which it noted the DPKO's recommendations and reiterated its support for Wallström's office.

The incident has continued to garner a significant degree of Council attention in resolutions and presidential statements. However, the limited number of convictions (only a single person) would seem to illustrate that expressions of Council concern seem to have had only a limited effect on bringing about tangible results.

Resolutions and Presidential Statements

The Council has passed several resolutions and presidential statements regarding the DRC since the incident occurred in Walikale. Following a meeting on 17 September 2010, the Council adopted a presidential statement (S/PRST/2010/17) which reiterated its strong condemnation for the rapes and again urged the government of the DRC "to ensure a swift and fair prosecution of the perpetrators of these terrible crimes and to inform the Security Council on measures undertaken to this end". The Security Council also expressed "its readiness to consider all appropriate actions, including targeted measures against the perpetrators."

Resolution 1952 was adopted on 29 November 2010 and, inter alia, renewed the arms embargo and travel ban in place in the DRC. The resolution also called on DRC government authorities "to continue their fight against impunity, especially against all perpetrators of human rights and

international humanitarian law violations, including sexual violence".

On 18 May 2011, the Council adopted a presidential statement (S/PRST/2011/11) which reiterated deep concern about persistent high levels of violence and especially sexual violence. It also reiterated the urgent need for the swift prosecution of all perpetrators of human rights abuses and urged government authorities, with the support of MONUSCO, to implement appropriate responses, including in Walikale.

Resolution 1991, adopted on 28 June 2011, extended the mandate of MONUSCO and noted that the Council remained greatly concerned by human rights abuses against civilians and particularly condemned "targeted attacks against civilians [and] widespread sexual and gender-based violence". The resolution also urged the government of the DRC, "in cooperation with the United Nations and other relevant actors, to implement the appropriate responses to address these challenges, including in Walikale, and to provide security, medical, legal, humanitarian and other assistance to victims". The Council went on to demand that armed groups "immediately cease all forms of violence and human rights abuses against the civilian population in the Democratic Republic of the Congo, in particular against women and children, including rape and other forms of sexual abuse, and demobilize".

Resolution 2021, adopted on 29 November 2011, renewed the arms and travel bans already in place and demanded that all armed groups immediately cease all forms of violence against the civilian population "in particular against women and children,



including rape and other forms of sexual abuse". It also welcomed and encouraged ongoing efforts by the DRC government against impunity, including against perpetrators of sexual violence.

Press Statements

The members of the Council have also periodically utilised press statements as a way to signal concern about the issue. In a press statement of 26 August 2010 (SC/10016), the members of the Council expressed outrage at the mass rapes; reiterated their demand that all parties to armed conflict "immediately cease completely all forms of sexual violence"; and called on the government to swiftly investigate the attacks and ensure that the perpetrators were brought to justice.

On 7 February 2011, following a briefing by the Special Representative of the Secretary-General for the DRC, Roger Meece, the members of the Council issued a press statement (SC/10167) which called for a strong commitment to the fight against impunity and the swift prosecution of all perpetrators of human rights abuses, including those involved in the Walikale incidents, and called upon the DRC government to inform the Secretary-General on the measures undertaken to this end.

On 8 November 2011, after being briefed by Wallström and Meece (S/PV.6649), the members of the Council released a press statement (SC/10441) which reiterated their deep concern about the persistent high levels of sexual violence and the "urgent need for the swift prosecution of all perpetrators of human rights violations and abuses" and urged the DRC to address this challenge with the support of MONUSCO. They also commended MONUSCO for continuing efforts to

implement its protection strategy.

Reports of the Secretary-General and Special Representatives

The Council has also continued to utilise reports of the Secretary-General and the offices of Special Representatives of the Secretary-General (both to the DRC and on Sexual Violence) to keep informed of the response to the Walikale incident. From periodic briefings, it would appear that the Council has been kept well abreast of the Walikale investigation, as well as concerns about the security situation in the country that led to the tragedy (and continues to pose a threat to the civilian population). Speaking to the Council on 14 October 2010 (S/PV.6400), Wallström noted some initial signs of progress related to holding perpetrators accountable for the incident in Walikale. She noted that several leaders of the FDLR had been detained outside of the DRC by French and German authorities and another individual implicated in the attacks had been detained by MONUSCO and turned over to national authorities.

In a briefing on 15 October 2010 (S/PV.6403), Meece asserted that the scale of the security problem in eastern DRC "is enormous", with armed groups operating in a widely dispersed area larger than Afghanistan (and in close proximity to—or even intermixed with—the civilian population). Meece said the size of the country dictated that the government's security forces had to have the primary responsibility to ensure security for the people. Yet, he also pointed out the terrible degree of insecurity to be dealt with, citing data that suggested that over 15,000 rapes had been committed in 2009 in the eastern part of the DRC.

In another briefing on 7 February 2011 (S/PV.6476), Meece said that protection of civilians remained MONUSCO's major priority and focus. He also noted a recent specific instance of mass rape having occurred in the Fizi area of South Kivu. Meece said 50 to 80 cases of sexual violence perpetrated by the FDLR had been reported during the latter half of January and that MONUSCO continued to respond to such incidents and to provide all possible support and protection.

Again addressing the Council during the women, peace and security debate held on 14 April 2011 (S/PV.6515), Wallström said she had visited the DRC for the third time in February. She discussed the issue of impunity with President Joseph Kabila and senior members of the DRC government, who "acknowledged the importance of ensuring the rigorous investigation and prosecution of perpetrators as a key element of prevention". Wallström judged that there appeared to be heightened awareness among the political leadership with regard to impunity. She also saw a new trend of convictions of senior military officers for crimes of sexual violence, pointing to the prosecution of General Jérôme Kakwavu the month before for crimes of sexual violence. She also noted that in the time since the Walikale tragedy, MONUSCO had made significant changes to its protection response, including the establishment of alert networks to provide early warning to communities in the future.

Yet, for the degree of attention given the continuing problem of sexual violence in the DRC, and the Walikale incident in particular, the results appear to have been modest. In his report on the DRC of 24 October 2011 (S/2011/656), the

Secretary-General pointed out several facts that appear to illustrate the lack of progress in bringing perpetrators to justice. He noted that a militia leader wanted for arrest and prosecution for his alleged involvement in the mass rapes in Walikale had, in fact, been registered by the electoral commission as a candidate for the national legislative elections.

He also pointed to the final report on Walikale released by the UNJHRO, noting that only a single individual allegedly involved in the incident had been placed under arrest in the DRC (at press time the individual, Colonel Mayele, had yet to be prosecuted, though preliminary proceedings were reportedly begun in December 2011). No further arrests had yet been made in connection with the incident.

The Secretary-General went on to report that the prevalence of sexual violence in the DRC remained of concern, that most cases of sexual violence were attributed to men in uniform and that an increasing number have involved acts of rape against minors. However, he also noted that UN agencies, funds and programmes had mobilised considerable funds and resources and that 1,835 victims had received medical assistance, 564 had received psychosocial aid and 969 had benefited from economic reinsertion programmes. MONUSCO had also trained 2,000 personnel and armed forces on sexual and gender-based violence. Yet even so, the Secretary-General voiced deep concern about continued violence against civilians, "including acts of sexual violence, and the limited capability of MONUSCO to prevent and respond to these attacks".

During the most recent debate on women, peace and security on 28 October 2011, the Secretary-General noted (S/PV.6642) that while there has been progress on women, peace and security issues, he remained deeply concerned about the persistence of serious abuses of women's rights, saying "[l]ast year at this time, I lamented the mass rapes that had occurred in Walikale, in the east of the Democratic Republic of the Congo. My alarm has not diminished".

On 8 November 2011, Meece said while briefing the Council (S/PV.6649) that sexual violence in the DRC remains a major ongoing concern, with the number of rapes that continue to be reported "shocking". Meece also estimated that the number of incidents is underreported, as access to and means to hear victims is often lacking. According to Meece, over half of the cases of sexual violence crimes in the eastern DRC documented through September 2011 could be attributed to armed groups. He viewed the elimination of the threat posed by armed groups as remaining central to improving security and reducing sexual violence.

Aftermath

The Walikale incident brought about criticism for the Office of the Special Representative for Sexual Violence in Conflict. There was the feeling on the part of some Council members in the immediate aftermath of the revelations that it took too long for the Office of the Special Representative to gather information from the field and respond to it. It appears some also felt that the Special Representative herself could have more quickly publicly acknowledged problems encountered by her office when reacting to the incident.

Although Wallström (appointed to the newly created position on 2 February 2010) had indicated the DRC would be a top priority and made the country the destination of her first field visit (in April 2010), the atrocity was not immediately reported to her office from those in the field. There was apparently a failure of the field presence to notify her office in a timely manner when it became aware of the attacks, as well as a failure on the part of the office to communicate expectations of information-sharing with officials in the field. Relatedly, the incident also highlighted the failure of MONUSCO to either prevent or quickly respond to the attacks or to quickly publicise the events after they occurred (the first public reports regarding the atrocity came several weeks after the incident began; Wallström noted in her 31 August 2010 press conference that she first became aware of the attacks through media reports over the weekend of 21 August).

However, it seems that this criticism has been somewhat tempered by the acknowledgment that the situation in the DRC remains frustratingly complex. Recently, the holding of elections has raised concerns about the possibility of increased instability in the country. Some Council members have appreciated the fact that even in light of some apparent pressure on the Special Representative to tone down her appeals for suspected perpetrators of sexual violence to be apprehended until the current electoral process has concluded successfully, Wallström has maintained a largely consistent approach with regard to calling for accountability.

It would seem that some of the difficulties faced by the Council that were highlighted in our previous report

continue to impact a truly effective response to the Walikale incident. The Council has repeatedly utilised resolutions and statements demanding the cessation of all forms of sexual violence and the prosecution of perpetrators. The competent Special Representatives of the Secretary-General have supplied the Council with first-hand information of UN activities and the situation in the country in order to keep members abreast of developments. However, if one uses the number of prosecutions for involvement in the Walikale tragedy as a measure, the effectiveness of the Council's response so far is debatable. It is possible that greater, consistent attention to the issue might engender a more meaningful response from the DRC government, especially with regard to arrests and prosecutions.

It is also possible that a greater use of sanctions might have some impact. Of the 26 individuals in the DRC currently subject to sanctions under the 1533 regime, only two listings are explicitly justified by allegations of rape (and only one due to involvement in the Walikale incident, Ntabo Ntaberi Sheka). The expansion of sanctions to additional individuals identified by the sanctions committee's team of experts as having probable involvement in the Walikale tragedy would be one possible additional measure the Council could take. Again, it will be interesting to see the content of the annex in the Secretary-General's next report on sexual violence, which is expected to contain names that could be considered by the Council for inclusion on the DRC sanctions list.

6. Additional Council Engagement

6.1 The Resolution 1325 Indicators

The Council adopted resolution 1889 (2009) following an open debate on women, peace and security. It requested the Secretary-General to submit to the Security Council a set of indicators for use at the global level to track implementation of resolution 1325, which could serve as a common basis for reporting by relevant UN entities, other international and regional organisations and member states.

A preliminary set of 26 indicators was submitted to the Council in April 2010. The Council decided in a presidential statement (S/PRST/2010/8) that same month that these indicators needed increased technical and conceptual development and asked the Secretary-General to continue to work with the Security Council on them and to consult with the broader UN membership with a view to submitting a revised set in October 2010.

The Secretary-General's 2010 report on women, peace and security (S/2010/498) included this revised set of indicators. The Secretary-General noted that with regard to applicability most of the indicators relate specifically to situations with armed conflict, but that many are applicable in all contexts and can be used for early detection of gender-specific concerns in armed conflict situations and to aid in monitoring progress in implementing resolution 1325. It was foreseen that one third of the revised indicators included in the 2010 report would be qualitative and drawn largely from existing public documents (such as types of violations and perpetrators, for example to help distinguish isolated criminal incidents from

organised tactics of war). The second third would be more quantitative and be derived mostly from reports on peace processes, women in regional organisations and training and reparations activities (such as the number and percentage of women in governance bodies of national human rights bodies). The final third would draw information from already existing systems (for example drawing information from the Millennium Development Goals database, financial tracking systems with gender markers and women in the justice and security sectors).

Following the open debate to commemorate the tenth anniversary of resolution 1325, the Council adopted a presidential statement welcoming the Secretary-General's 2010 report on women, peace and security (S/PRST/2010/22). The statement supported taking forward the indicators contained in the annex of the report as an initial framework for the UN system and member states to track implementation of resolution 1325. The Council requested that the Secretary-General propose in his next annual report a strategic framework to guide the UN's implementation of resolution 1325 over the next decade and expressed its intention to convene a high-level review in 2015.

The Secretary-General's 2011 report on women, peace and security (S/2011/598) included data for the year before on one third of the initial set of indicators presented in his 2010 report. The report also noted that some priorities had emerged around the tenth anniversary of resolution 1325 (2000), including: the need for accountability for improved coordination implementation of the resolution; the need to strengthen women's participation and leadership in conflict prevention, resolution and

long-term peacebuilding; the need for a more effective justice and security environment for women and girls during and after conflict; and the need to increase resources for all aspects of the women and peace and security agenda.

The Secretary-General also noted that in addition to Special Representatives of the Secretary-General being requested to report on their consultations with women's organisations and women leaders in all conflict resolution efforts, periodic review of the indicators is meant to provide information on gender-related results achieved by special envoys and missions. Member states, particularly those in conflict and post-conflict situations, were encouraged to develop and implement national action plans that are linked to national peacebuilding plans, poverty reduction plans and the indicators developed by the Secretariat. It is envisaged that UN Women will provide guidance to states willing to provide data on a voluntary basis (which is hoped will ensure consistent reporting).

In addition, the Secretary-General's report noted that monitoring of the strategic results framework is enabled by use of the initial set of indicators on resolution 1325. One third of the indicators were reported on in the 2011 report. In 2012, it is foreseen that information will be collected on another third of the indicators (those that require "system-wide agreement on adopting consistent means of tracking funds spent on women's empowerment or on assessing the distribution of benefits from disarmament, demobilisation and reintegration, employment and reparations programmes"). The report also noted that templates and guidance for voluntary reporting by member states on the remainder of the indicators will also be developed in 2012.

On 28 October 2011, the Council held an open debate on women, peace and security chaired by Nigeria as Council president for the month (S/PV.6642 and resumption 1). Nigeria provided a concept note for the debate which focused on the participation and representation of women in decisionmaking forums and institutions related to conflict prevention, conflict resolution, peacebuilding and post-conflict recovery. Such participation was seen as lying at the core of the Council's five resolutions on women and peace and security: 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010). It was noted that many gaps and challenges remain in guaranteeing women's participation in decisionmaking in all stages of peace processes. The note highlighted the need for more to be done to integrate women and peace and security issues in preventive diplomacy, early warning, and human rights and security monitoring.

The open debate was well-attended with all Council members and over forty member states at large and international and regional organisations making statements broadly supportive of ensuring women's participation in decisionmaking throughout all stages of conflict. In the course of the debate the Council adopted a presidential statement (S/PRST/2011/20) which welcomed the Secretary-General's most recent report and took note of its recommendations but remained concerned about "the persistence of gaps and challenges that seriously hinder the implementation of resolution 1325", including continued low numbers of women involved in conflict prevention and resolution (particularly preventive diplomacy and mediation efforts).

The statement stressed the importance of protecting the human rights of women and girls, fully implementing international humanitarian law and human rights law in armed conflict and post-conflict situations, increasing women's participation in conflict prevention, conflict resolution and peacebuilding and incorporating a gender perspective into UN field missions. The Council noted the increased coordination and coherence in policy and programming for women and girls within the UN system since the creation of UN Women. The statement also underlined the importance of the mandates of the Special Representatives of the Secretary-General on Sexual Violence in Conflict, as well as for Children in Armed Conflict, which contribute to the women, peace and security agenda.

The Council also recognised the need for more systematic attention to women, peace and security commitments in its own work and expressed willingness to ensure that measures are taken to enhance women's engagement in conflict prevention, conflict resolution and peacebuilding. It reiterated its intention to convene a high-level review to assess progress in implementing resolution 1325 at the global, regional and national levels in 2015. The Secretary-General was requested to include, in his next annual report on resolution 1325, a comprehensive overview of specific achievements and challenges with regard to the participation of women in mediation and preventive diplomacy.

6.2 Resolution 1960 and MARA

On 16 and 17 December 2010 the Council held an open debate (S/PV.6453 and resumption 1) on sexual violence in conflict. The Secretary-General presented his report on the topic (S/2010/604) to the Council.



Wallström, DPKO head at the time Alain Le Roy and the former force commander of MONUSCO, Lieutenant Colonel Babacar Gaye, also briefed the Council. Twenty-two member states at large made statements.

The Council adopted resolution 1960 (co-sponsored by 67 member states) which requested the Secretary-General to establish monitoring, analysis and reporting arrangements (MARA) on conflict-related sexual violence in situations on the Council's agenda. The resolution also calls upon parties to armed conflict to make specific, time-bound commitments to prohibit and punish sexual violence and asks the Secretary-General to monitor those commitments. As mentioned, the Council asked the Secretary-General to include in his annual reports on conflict-related sexual violence an annex listing the parties credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict on the Council's agenda (along the same lines as the listing and delisting criteria currently used in annexes prepared for children and armed conflict reports). The forthcoming report will therefore be the first to include this mandated annex. The Council expressed its intention to use the list as a basis for more focused UN engagement with those parties, including taking measures through the relevant sanctions committees (as appropriate).

Resolution 1960 requested that the Secretary-General's next report be submitted by December 2011. In a 15 September 2011 letter, the Secretary-General asked for an extension of this time frame to 31 January 2012. The letter noted that after an extensive

and rigorous interagency consultation process, UN entities had agreed and finalised MARA modalities as requested by the Council. However, an extension would provide time to generate more reliable information for the Council.

At press time Council members and observers were looking forward to receiving additional information about the structure and function of the MARA. A related issue is how this increased reporting may aid in the accurate and timely monitoring of individuals or entities credibly suspected of perpetrating sexual violence. Since the forthcoming Secretary-General's report on sexual violence will be the first to include an annex which will be used to aid the Council in taking decisions on the possible use of sanctions in some circumstances, this facet of the report will likely draw considerable attention, in terms of both who is included and who is excluded.

In addition, in resolution 1888 (2009) the Council decided it would review, taking into account the creation of UN Women, the mandates of the Special Representative for Sexual Violence and the associated Team of Experts within two years. At time of writing, this outstanding review was expected to either occur concurrently with the review of the Secretary-General's report on sexual violence, or just before.

7. Council Dynamics Looking Ahead

Broadly speaking, attention to the women, peace and security agenda seems to be enduring since the tenth anniversary of resolution 1325. Although attendance to the open debates following the landmark tenth

anniversary open debate held on 26 October 2010 was perhaps understandably not as high, the turnout has remained significant. It is, however, notable that while several Council members explicitly mentioned Walikale in the 16 December 2010 debate, none did so at the open debate held on 28 October 2011. While it is probably wise not to read too much into this fact, it is interesting to keep in mind when watching the Council's continuing response to that tragedy.

With the development of the MARA, the Council has asked for significantly more detailed information from the UN system on instances of sexual violence. It remains to be seen how willing the Council will be to follow up on the language of resolution 1960 (and 1820) and consider applying sanctions to known perpetrators of sexual violence. It is unclear whether a majority of Council members—including the P5—will consistently apply pressure (including sanctions) to those perpetrators named in the annex of the forthcoming Secretary-General's report.

In relation to the upcoming review of the Office of the Special Representative for Sexual Violence in Conflict, the Council will need to carefully consider how to best position the office in relationship to UN Women. Members have closely followed the establishment of UN Women and seem genuinely appreciative of its contribution so far to increased coordination and policy coherence among UN agencies. However, it is also generally acknowledged that it may take several years before UN Women can completely fulfil its anticipated function. The Office of the Special Representative for Sexual Violence is also still a relatively new entity. The emphasis of many Council

members at present may be to protect the unique advocacy role that the office has begun to carry out, while choosing to revisit its relation to UN Women at some point in the future. Following certain initial concerns around the time of the Walikali tragedy, members seem to be satisfied with Wallström's performance at this time.

Over the years, the changing composition of the Council has affected the Council's approach to this issue. Elected members have tended to have a strong influence on Council dynamics in this matter. What effect the new makeup of the Council in 2012 will have on the women, peace and security agenda is at this stage hard to predict, although it seems unlikely that any of the newly elected members will actively try to reverse the progress made to date. However, it is possible that unique sensitivities may have some impact on the amount of attention the Council gives to this issue. Dynamics similar to those surrounding the work of the Special Representative on Children and Armed Conflict, and the opposition registered by some states, particularly those who have been singled out for criticism by the office, may develop with regard to the Special Representative on Sexual Violence. Were a Council member to be publicly criticised by the office in a report of the Secretary-General, it might provoke a significant reaction that could negatively impact the Council's ability to maintain consensus on the issue.

However, some members view the overall women, peace and security agenda (including sexual violence) as entering something of a period of consolidation, and emphasise the importance of preventing any backsliding

by the Council on the issue rather than seeking further refinement at present. Council members generally continue to view the women, peace and security agenda as important and necessary. There is a sense that this issue has developed significant traction and momentum. It seems that all Council members remain fully supportive of the framework established by the related resolutions (all of which have been adopted unanimously). They also appear generally satisfied with their own approach to the issue. (Some have noted that during the tenth anniversary open debate there was no real mention of any adjustments to the Council's working methods with regard to considering women, peace and security across the Council's agenda.)

Some permanent members remain especially involved in the issue, particularly the UK which has the lead on women, peace and security issues and the US, which has the lead on sexual violence issues. However, maintaining broad support for the work of the Council and the Secretariat on women, peace and security remains a key issue.

8. UN Documents

Security Council Resolutions

Women, peace and security

- S/RES/1960 (16 December 2010) requested the Secretary-General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence in situations on the Council's agenda and also calls upon parties to armed conflict to make specific, time-bound commitments to prohibit and punish sexual violence

and asks the Secretary-General to monitor those commitments.

- S/RES/1889 (5 October 2009) decided that women's protection and empowerment should be taken into account in post-conflict needs assessments and planning.
- S/RES/1888 (30 September 2009) strengthened UN system structures to respond to sexual violence in conflict including requesting the Secretary-General to appoint a special representative on sexual violence in conflict.
- S/RES/1820 (19 June 2008) recognised that sexual violence when used as tactic of war can exacerbate situations of conflict and can impede the maintenance of international peace and security.
- S/RES/1325 (31 October 2000) recognised that conflict has a disproportionate impact on women and promoted women's participation in various peace and security processes and expressed willingness to incorporate a gender perspective in peace-keeping missions.

Selected other thematic resolutions mentioning women, peace and security

- S/RES/1894 (11 November 2009) was on the protection of civilians.
- S/RES/1674 (28 April 2006) was on the protection of civilians.
- S/RES/1645 (20 December 2005) was on post-conflict peacebuilding establishing the mandate and structures of the PBC.
- S/RES/1625 (14 September 2005) was on strengthening the effectiveness of the Council's role in conflict prevention, particularly in Africa.
- S/RES/1539 (22 April 2004) was



- on children and armed conflict.
- S/RES/1460 (30 January 2003) was on children and armed conflict.
- S/RES/1379 (20 November 2001) was on children and armed conflict.
- S/RES/1366 (30 August 2001) was on the role of the Council in the prevention of armed conflicts.
- S/RES/1327 (13 November 2000) was on the implementation of the report of the Panel on UN Peace Operations (S/2000/809—the ‘Brahimi Report’).
- S/RES/1314 (11 August 2000) was on children and armed conflict.
- S/RES/1296 (19 April 2000) was on protection of civilians.
- S/RES/1265 (17 September 1999) was on protection of civilians.
- S/RES/1261 (30 August 1999) was on children and armed conflict.

Selected resolutions related to the DRC

- S/RES/2021 (29 November 2011) extended the DRC sanctions and the mandate of the group of experts to 30 November 2012.
- S/RES/1991 (28 June 2011) extended the mandate of MONUSCO until 30 June 2012.
- S/RES/1952 (29 November 2010) extended the DRC sanctions and the mandate of the group of experts to 30 November 2011.

Secretary-General’s Reports

Women, peace and security

- S/2011/598 (29 September 2011)
- S/2010/498 (28 September 2010)
- S/2010/173 (6 April 2010)
- S/2009/465 (16 September 2009)
- S/2009/362 (15 July 2009) was the first report in response to resolution 1820.
- S/2008/622 (25 September 2008)
- S/2007/567 (12 September 2007)

- S/2006/770 (27 September 2006)
 - S/2005/636 (10 October 2005)
 - S/2004/814 (13 October 2004)
 - S/2002/1154 (16 October 2002) was the first report in response to resolution 1325
- Selected report related to the DRC*
- S/2011/656 (24 October 2011)

Presidential Statements

Women, peace and security

- S/PRST/2011/20 (28 October 2011) expressed concern about challenges that hinder the implementation of resolution 1325 (including continued low numbers of women involved in conflict prevention and resolution), underlined the importance of the mandates of the Special Representatives of the Secretary-General on Sexual Violence in Conflict and Children in Armed Conflict, and requested the Secretary-General to include in his next annual report on resolution 1325 a comprehensive overview of specific achievements and challenges with regard to the participation of women in mediation and preventive diplomacy.
- S/PRST/2010/22 (26 October 2010) supported taking forward the indicators contained in the annex of S/2010/498 as an initial framework for the UN system and member states to track implementation of resolution 1325; requested the Secretary-General to propose a strategic framework to guide the UN’s implementation of resolution 1325 over the next decade; and expressed its intention to convene a high-level review in five years.
- S/PRST/2010/8 (27 April 2010)

requested the Secretary-General to undertake more consultation on the global indicators to implement resolution 1325.

- S/PRST/2008/39 (29 October 2008) followed the open debate on women, peace and security and reinforced aspects of resolution 1325.
- S/PRST/2007/40 (24 October 2007) sought a report in 2010 on the implementation of the 2008-2009 UN System Action-Plan to implement resolution 1325.
- S/PRST/2007/5 (7 March 2007) was on women, peace and security on the occasion of International Women’s Day.
- S/PRST/2006/42 (26 October 2006) reiterated aspects of resolution 1325 and asked the Secretary-General to report in 12 months on implementation of his Action Plan to implement resolution 1325.
- S/PRST/2005/52 (27 October 2005) reiterated aspects of resolution 1325 on the occasion of the fifth anniversary of the resolution.
- S/PRST/2004/40 (28 October 2004) welcomed the Secretary-General’s report on the implementation of 1325 by the UN system and reiterated aspects of resolution 1325.
- S/PRST/2002/32 (31 October 2002) responded to the first Secretary-General’s report on the impact of conflict on women and girls.

Selected thematic and country-specific statements mentioning women, peace and security

- S/PRST/2011/11 (18 May 2011) was on the DRC, reiterating deep

- concern about persistent high levels of sexual violence which mostly affects women and children.
- S/PRST/2010/17 (17 September 2010) was on the situation in the DRC regarding mass rape in late July and early August.
 - S/PRST/2010/3 (16 February 2010) was on the situation in Guinea.
 - S/PRST/2000/25 (20 July 2000) was on the role of the Council in the prevention of armed conflicts.
 - S/PRST/2000/10 (23 March 2000) was on post-conflict peacebuilding.
 - S/PRST/2000/7 (9 March 2000, reissued on 13 March 2000) was on humanitarian aspects of issues before the Council.

Security Council Debates

Women, peace and security

- S/PV.6642 and Res.1 (28 October 2011)
- S/PV.6515 (14 April 2011)
- S/PV.6453 and Res.1 (16 to 17 December 2010)
- S/PV.6411 and Res.1 (26 October 2010)
- S/PV.6302 (27 April 2010)
- S/PV.6196 and Res.1 (5 October 2009)
- S/PV.6195 (30 September 2009)
- S/PV.6005 and Res.1 (29 October 2008)
- S/PV.5916 and Res.1 (19 June 2008)
- S/PV.5766 and Res.1 (23 October 2007)
- S/PV.5556 and Res.1 (26 October 2006)
- S/PV.5294 and Res.1 (27 October 2005)
- S/PV.5066 and Res.1 (28 October 2004)
- S/PV.4852 and Res.1 (29 October 2003)

- S/PV.4635 and Res.1 (28-29 October 2002)
- S/PV.4589 and Res.1 (25 July 2002)
- S/PV.4208 and Res.1 and Res.2 (24-25 October 2000)

Other debates related to the DRC

- S/PV.6649 (8 November 2011) was a briefing by Roger Meece on the Secretary-General's latest country report.
- S/PV.6476 (7 February 2011) was a briefing by Roger Meece.
- S/PV.6403 (15 October 2010) was a briefing by Roger Meece.
- S/PV.6400 (14 October 2010) was a briefing by Margot Wallström.
- S/PV.6378 (17 September 2010) was the briefing by the DPKO on the UN's response to reports of sexual violence in the Eastern DRC.

General Assembly Resolutions

- A/RES/63/311 (14 September 2009) was on system-wide UN coherence containing a decision to establish a new gender entity combining four existing UN entities into one—UN Women.
- A/RES/62/134 (7 February 2008) was on eliminating rape and other forms of sexual violence in all their manifestations, including in conflict and related situations.
- A/RES/60/1 (24 October 2005) was the World Summit outcome document.

Letters

- S/2011/654 (20 October 2011) was Nigeria's concept note for that month's open debate on women, peace and security.
- S/2011/582 (15 September 2011) requested an extension until 31 January 2012 for the Secretary-

General to submit his next report on sexual violence.

- S/2010/62 (29 January 2010) was from the Secretary-General informing the Council of his intention to appoint Margot Wallström as his Special Representative on Sexual Violence in Conflict.

9. Useful Additional Resources

- UNIFEM information portal on resolution 1325 www.womenwarpeace.org
- NGO Working Group on Women, Peace and Security www.women-peacesecurity.org
- UN Action against Sexual Violence in Conflict www.stoprapenow.org
- *The Greatest Silence: Rape in the Congo* www.thegreatestsilence.org
- *Mainstreaming a Gender Perspective in Multidimensional Peace Operations*, Lessons Learned Unit, DPKO, United Nations, July 2000

Annex: Text of Resolutions 1325 and 1820

Resolution 1325

In the preambular paragraphs of resolution 1325 the Council:

- recalls its most recent resolutions on Protection of Civilians (resolutions 1261, 1265 and 1296) and Children and Armed Conflict (resolution 1314) and recalls the press statement delivered by Ambassador Chowdury on 8 March;
- recalls the commitments, particularly those concerning women and armed conflict, of the Beijing Declaration and Platform for Action and the outcome document of the 23rd Special



- Session of the General Assembly;
- bears in mind the purposes and principles of the Charter of the UN and the primary responsibility of the Council under the Charter for the maintenance of international peace and security;
- expresses concern that civilians, particularly women and children, account for the vast majority of those affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, recognising the consequent impact this has on durable peace and reconciliation;
- reaffirms the important role of women in the prevention and resolution of conflicts and in peacebuilding, and

- stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution;
- reaffirms the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts;
- emphasises the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls;
- recognises the urgent need to mainstream a gender perspective into peacekeeping operations, noting the Windhoek Declaration;

- recognises the importance of the recommendation contained in its president's 8 March 2000 press statement for specialised training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations;
- recognises that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security; and
- notes the need to consolidate data on the impact of armed conflict on women and girls.

Operative Paragraph	Addressed to
1. <i>Urges</i> Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;	Member States
2. <i>Encourages</i> the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes; [A/49/587 was released in 1994 and, <i>inter alia</i> , calls for complete parity between numbers of men and women in the Secretariat by 2000]	Secretary-General
3. <i>Urges</i> the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard <i>calls on</i> Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralised roster;	Secretary-General Member States
4. <i>Further urges</i> the Secretary-General to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;	Secretary-General
5. <i>Expresses</i> its willingness to incorporate a gender perspective into peacekeeping operations, and <i>urges</i> the Secretary-General to ensure that, where appropriate, field operations include a gender component;	Security Council Secretary-General
6. <i>Requests</i> the Secretary-General to provide Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures, <i>invites</i> Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and <i>further requests</i> the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;	Secretary-General Member States

Operative Paragraph	Addressed to
7. <i>Urges</i> member states to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, <i>inter alia</i> , the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;	Member States
8. <i>Calls on</i> all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, <i>inter alia</i> : (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;	All actors involved in negotiating and implementing peace agreements
9. <i>Calls upon</i> all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child in 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court; [Note: The Rome Statute came into force July 2002]	All parties to armed conflict
10. <i>Calls on</i> all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;	All parties to armed conflict
11. <i>Emphasises</i> the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard <i>stresses</i> the need to exclude these crimes, where feasible from amnesty provisions;	All States
12. <i>Calls upon</i> all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;	All parties to armed conflict
13. <i>Encourages</i> all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;	All those involved in the planning for disarmament, demobilisation and reintegration
14. <i>Reaffirms</i> its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;	Security Council
15. <i>Expresses</i> its willingness to ensure Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;	Security Council
16. <i>Invites</i> the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;	Secretary-General
17. <i>Requests</i> the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;	Secretary-General
18. <i>Decides</i> to remain actively seized of the matter.	Security Council



Resolution 1820

In the preambular paragraphs of resolution 1820 the Council:

- reaffirms its commitment to the continuing and full implementation of resolutions 1325, 1612 (on Children and Armed Conflict) and 1674 (on Protection of Civilians) and recalls its seven presidential statements on women peace and security;
- guided by the purposes and principles of the Charter of the UN;
- reaffirms the resolve expressed in the World Summit Outcome Document to eliminate all forms of violence against women and girls, including by ending impunity and by ensuring the protection of civilians, in particular women and girls, during and after armed conflicts, in accordance with the obligations States have undertaken under international humanitarian law and international human rights law;
- recalls the commitments of the Beijing Declaration and Platform for Action as well as those contained in the outcome document of the 23rd Special Session of the General Assembly, in particular those concerning sexual violence and women in situations of armed conflict;
- reaffirms the obligations of States Parties to CEDAW, the Optional Protocol thereto, the Convention on the Rights of the Child and the Optional Protocols thereto, and urges states that have not yet done so to consider ratifying or acceding to them;

- notes that civilians account for the vast majority of those adversely affected by armed conflict; that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group; and that sexual violence perpetrated in this manner may in some instances persist after the cessation of hostilities;
- recalls its condemnation in the strongest terms of all sexual and other forms of violence committed against civilians in armed conflict, in particular women and children;
- reiterates deep concern that, despite its repeated condemnation of violence against women and children in situations of armed conflict, including sexual violence in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality;
- recalls the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals;
- reaffirms the important role of women in the prevention and resolution of conflicts and in peacebuilding, and stresses the importance of their equal

participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution;

- is deeply concerned also about the persistent obstacles and challenges to women’s participation and full involvement in the prevention and resolution of conflicts as a result of violence, intimidation and discrimination, which erode women’s capacity and legitimacy to participate in post-conflict public life, and acknowledges the negative impact this has on durable peace, security and reconciliation, including post-conflict peacebuilding;
- recognises that states bear primary responsibility to respect and ensure the human rights of their citizens, as well as all individuals within their territory as provided for by relevant international law;
- reaffirms that parties to armed conflict bear the primary responsibility to take all feasible steps to ensure the protection of affected civilians; and
- welcomes the ongoing coordination of efforts within the UN system, marked by the inter-agency initiative ‘UN Action Against Sexual Violence in Conflict’, to create awareness about sexual violence in armed conflicts and post-conflict situations and, ultimately, to put an end to it

In the operative paragraphs of resolution 1820, the Council:

Operative Paragraph	Addressed to
<p>1. <i>Stresses</i> 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 and security, <i>affirms</i> in this regard that effective steps to prevent and respond to such acts of sexual violence can significantly contribute to the maintenance of international peace and security, and <i>expresses its readiness</i>, when considering situations on the agenda of the Council, to, where necessary, adopt appropriate steps to address widespread or systematic sexual violence;</p>	<p>Security Council</p>

Operative Paragraph	Addressed to
2. <i>Demands</i> the immediate and complete cessation by all parties to armed conflict of all acts of sexual violence against civilians with immediate effect;	All parties to armed conflict
3. <i>Demands</i> that all parties to armed conflict immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures and upholding the principle of command responsibility, training troops on the categorical prohibition of all forms of sexual violence against civilians, debunking myths that fuel sexual violence, vetting armed and security forces to take into account past actions of rape and other forms of sexual violence, and evacuation of women and children under imminent threat of sexual violence to safety; and <i>requests</i> the Secretary-General, where appropriate, to encourage dialogue to address this issue in the context of the broader discussions of conflict resolution between appropriate UN officials and the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities;	All parties to armed conflict Secretary-General
4. <i>Notes</i> that rape and other forms of sexual violence can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide, <i>stresses the need</i> for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes, and <i>calls upon</i> Member States to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice, and stresses the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth and national reconciliation;	Parties to conflict resolution processes Member states
5. <i>Affirms its intention</i> , when establishing and renewing state-specific sanctions regimes, to take into consideration the appropriateness of targeted and graduated measures against parties to situations of armed conflict who commit rape and other forms of sexual violence against women and girls in situations of armed conflict;	Security Council
6. <i>Requests</i> the Secretary-General, in consultation with the Security Council, the Special Committee on Peacekeeping Operations and its Working Group and relevant States, as appropriate, to develop and implement appropriate training programs for all peacekeeping and humanitarian personnel deployed by the United Nations in the context of missions as mandated by the Council to help them better prevent, recognise and respond to sexual violence and other forms of violence against civilians;	Secretary-General
7. <i>Requests</i> the Secretary-General to continue and strengthen efforts to implement the policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations; and <i>urges</i> troop and police contributing countries to take appropriate preventive action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability in cases of such conduct involving their personnel;	Secretary-General Troop and police contributing countries
8. <i>Encourages</i> troop and police contributing countries, in consultation with the Secretary-General, to consider steps they could take to heighten awareness and the responsiveness of their personnel participating in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police;	Troop and police contributing countries
9. <i>Requests</i> the Secretary-General to develop effective guidelines and strategies to enhance the ability of relevant UN peacekeeping operations, consistent with their mandates, to protect civilians, including women and girls, from all forms of sexual violence and to systematically include in his written reports to the Council on conflict situations his observations concerning the protection of women and girls and recommendations in this regard;	Secretary-General



Operative Paragraph	Addressed to
<p>10. <i>Requests</i> the Secretary-General and relevant United Nations agencies, inter alia, through consultation with women and women-led organisations as appropriate, to develop effective mechanisms for providing protection from violence, including in particular sexual violence, to women and girls in and around UN managed refugee and internally displaced persons camps, as well as in all disarmament, demobilization, and reintegration processes, and in justice and security sector reform efforts assisted by the United Nations;</p>	<p>Secretary-General and relevant UN agencies</p>
<p>11. <i>Stresses</i> the important role the Peacebuilding Commission can play by including in its advice and recommendations for post-conflict peacebuilding strategies, where appropriate, ways to address sexual violence committed during and in the aftermath of armed conflict, and in ensuring consultation and effective representation of women's civil society in its country-specific configurations, as part of its wider approach to gender issues;</p>	<p>(indirectly) Peacebuilding Commission</p>
<p>12. <i>Urges</i> the Secretary-General and his Special Envoys to invite women to participate in discussions pertinent to the prevention and resolution of conflict, the maintenance of peace and security, and post-conflict peacebuilding, and encourages all parties to such talks to facilitate the equal and full participation of women at all decision-making levels;</p>	<p>Secretary-General and his special envoys All parties to such talks</p>
<p>13. <i>Urges</i> all parties concerned, including Member States, United Nations entities and financial institutions, to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims of sexual violence in armed conflict and post-conflict situations;</p>	<p>All parties concerned, including member states, UN entities and financial institutions</p>
<p>14. <i>Urges</i> appropriate regional and sub-regional bodies in particular to consider developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by sexual violence in armed conflict;</p>	<p>Appropriate regional and sub-regional bodies</p>
<p>15. <i>Also requests</i> the Secretary-General to submit a report to the Council by 30 June 2009 on the implementation of this resolution in the context of situations which are on the agenda of the Council, utilising information from available United Nations sources, including country teams, peacekeeping operations, and other United Nations personnel, which would include, <i>inter alia</i>, information on situations of armed conflict in which sexual violence has been widely or systematically employed against civilians; analysis of the prevalence and trends of sexual violence in situations of armed conflict; proposals for strategies to minimise the susceptibility of women and girls to such violence; benchmarks for measuring progress in preventing and addressing sexual violence; appropriate input from United Nations implementing partners in the field; information on his plans for facilitating the collection of timely, objective, accurate, and reliable information on the use of sexual violence in situations of armed conflict, including through improved coordination of UN activities on the ground and at Headquarters; and information on actions taken by parties to armed conflict to implement their responsibilities as described in this resolution, in particular by immediately and completely ceasing all acts of sexual violence and in taking appropriate measures to protect women and girls from all forms of sexual violence;</p>	<p>Secretary-General</p>
<p>16. <i>Decides</i> to remain actively seized of the matter.</p>	<p>Security Council</p>

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