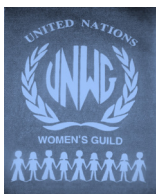


# FEMICIDE

VOLUME V

A GLOBAL ISSUE  
THAT DEMANDS  
ACTION



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The ACUNS-Vienna team would like to express its gratitude to all the sponsors of the Femicide resolution, but in particular to the Permanent Missions of Austria, Brazil, Croatia, Guatemala, Kenya, Mexico, Norway, Philippines, Slovakia, Thailand, Turkey and for the excellent collaboration with UNODC, UN Women, OHCHR, and the Special Rapporteur on Violence against Women, Mrs. Dubravka Šimonović.

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# **FEMICIDE**

**A GLOBAL ISSUE THAT DEMANDS ACTION**

**VOLUME V**

## Foreword

Violence against women is the most atrocious manifestation of the systematic and widespread discrimination and inequality that women and girls around the world continue to face. Women and their children continue to die as victims of gender related killing, often in cruel ways.

The weaknesses of national prevention systems, lack of proper risk assessment and the scarcity or poor quality of data are major barriers in preventing gender-related killing of women and developing meaningful prevention strategies. These weaknesses result in misidentification, concealment and underreporting of gender-motivated killings thus perpetuating impunity for such killings.

For that reason, I call all States to establish a 'Femicide Watch' and to publish on each 25 November – International Day on the Elimination of violence against Women – the number of femicides or gender related killing of women per year, disaggregated by age and sex of the perpetrators, as well as the relationship between the perpetrator and the victim or victims. Information concerning the prosecution and punishment of perpetrators should also be collected and published.

Most importantly, each case of gender-related killing should be carefully analysed to identify any failure of protection in view of improving and developing further preventive measures. In the collection, analysis and publication of such data, States should co-operate with NGOs and independent human rights institutions working in this field, academia, victims' representatives, as well as relevant international organizations and other stakeholders.

Dr. Dubravka Šimonović, UN Special Rapporteur on violence against women, its causes and consequences.

## Preface

Femicide, or the gender-related killing of women and girls, is without any doubt the worst manifestation of violence against women. The Academic Council on the United Nations System (ACUNS) Vienna Liaison Office has worked for the last five years to raise awareness about these heinous unprosecuted crimes, which for many years had been silently witnessed by UN Member States.

In 2013, an initial breakthrough was made with the adoption of the first resolution on gender-related killings by the General Assembly, upon the recommendation of the UN Commission on Crime Prevention and Criminal Justice<sup>1</sup>. The second resolution followed in 2015, whereby the General Assembly remained alarmed by the high level of impunity and was concerned about the scourge of sexual violence in conflict situations, targeted mass kidnappings, rapes and killings<sup>2</sup>. This past year, ACUNS organized a high level ancillary meeting at the UN Crime Congress on the mass killing of women and girls, a symposium on the violence committed against women by extremist groups, a side event at the Commission on the desired criminal justice response to femicide, and a High Level Event in New York on what can actually be done to stop femicide.

It is clear that a strong political will is needed to challenge engrained attitudes as well as a willingness to arrest and prosecute in order to end these gruesome crimes. This means that all UN Member States have to take an honest look at their national laws, policies and actual implementation. It means that all progressive forces - government authorities, criminal justice practitioners, civil society, United Nations organizations - have to collaborate to use what is already known and take action.

Many strategies and best practices are out there already. ACUNS Vienna is compiling these ideas and recommendations for the fifth time. The aim of our publications is to serve as a platform and provide practical support to anybody who wishes to prevent, investigate, prosecute and punish gender-related killings of women and girls.

In this volume, we are looking at the latest developments on violence against women in conflict and at terrorist groups targeting women and girls. The Security Council has held a landmark session on the implementation of its resolution on women, peace, and security while the General Assembly is grappling with the Secretary General's proposal on how to deal with violent extremism. The most important documents are included in this publication.

We hope that this book can be a useful resource to Member States, activists, academics and practitioners. We all know what is happening. We cannot deny it. So let us act now!

Claire Laurent and Michael Platzer

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<sup>1</sup> UN General Assembly, 18 December 2013, A/RES/68/191: Taking action against gender-related killing of women and girls

<sup>2</sup> UN General Assembly, 17 December 2005, A/RES/70/176: Taking action against gender-related killing of women and girls

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**General Assembly**

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**Seventieth session**  
Agenda item 106

## **Resolution adopted by the General Assembly on 17 December 2015**

*[on the report of the Third Committee (A/70/490)]*

### **70/176. Taking action against gender-related killing of women and girls**

The General Assembly,

Recalling its resolution 68/191 of 18 December 2013 on taking action against gender-related killing of women and girls, in particular the obligation to promote and protect all human rights and fundamental freedoms for all, including women and girls,

Deeply concerned that the global prevalence of different manifestations of the gender-related killing of women and girls is reaching alarming proportions, and noting especially that one of every two women victims of homicide is killed by her intimate partner or a family member,<sup>1</sup>

Deeply concerned also at the scourge of sexual violence in all situations, including those of conflict, and targeted mass kidnapping, rape and killing of women and girls,

Recalling the report of the Special Rapporteur of the Human Rights Council on violence against women, its causes and consequences<sup>2</sup> 20/12 of 5 July 2012 on accelerating efforts to eliminate all forms of violence against women: remedies for women who have been subjected to violence,<sup>3</sup>

Recalling also the report of the Office of the United Nations High Commissioner for Human Rights on creating and/or strengthening synergies and linkages on violence against women and girls<sup>4</sup> 23/25 of 14 June 2013 on accelerating efforts to eliminate all forms of violence against women: preventing and responding to rape and other forms of sexual violence,<sup>5</sup>

Recalling further its resolution 69/147 of 18 December 2014 on the intensification of efforts to eliminate all forms of violence against women and girls,

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\* [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/70/176](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/70/176)

<sup>1</sup> See the *Global Study on Homicide 2013* prepared by the United Nations Office on Drugs and Crime.

<sup>2</sup> A/HRC/20/16.

<sup>3</sup> See *Official Records of the General Assembly, Sixty-seventh Session, Supplement No. 53* and corrigendum (A/67/53 and Corr.1), chap. IV, sect. A.

<sup>4</sup> A/HRC/23/25.

<sup>5</sup> See *Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 53 (A/68/53)*, chap. V, sect. A.



Taking note with appreciation of the political declaration on the occasion of the twentieth anniversary of the Fourth World Conference on Women adopted by the Commission on the Status of Women at its fifty-ninth session,<sup>6</sup> 20-year review of the Beijing Platform for Action,<sup>7</sup>

Expressing its gratitude to the Government of Thailand for hosting and chairing the meeting of the open-ended intergovernmental expert group on gender-related killing of women and girls, held in Bangkok from 11 to 13 November 2014, as mandated by resolution 68/191,

Taking note with appreciation of the recommendations of the above-mentioned expert group meeting,<sup>8</sup>

Welcoming the Doha Declaration on Integrating Crime Prevention and Criminal Justice into the Wider United Nations Agenda to Address Social and Economic Challenges and to Promote the Rule of Law at the National and International Levels, and Public Participation,<sup>9</sup> in particular the endeavour of Member States to mainstream a gender perspective into criminal justice systems by developing and implementing national strategies and plans, in order to promote the full protection of women and girls from all acts of violence, including gender-related killing of women and girls,

Stressing the importance of eliminating all forms of violence against all women and girls in the public and private spheres and significantly reducing all forms of violence and related death rates everywhere, in the context of the post-2015 development agenda,<sup>10</sup>

Stressing also that States have the obligation to promote and protect all human rights and fundamental freedoms for all, including women and girls, to take measures to prevent and investigate acts of violence against women and girls and to prosecute and punish those responsible, no matter who the perpetrators of such crimes are, and to eliminate impunity,

Expressing appreciation for the work undertaken by the United Nations system in preventing and responding to all forms of violence against women and girls, Viewing with appreciation the considerable input of many civil society organizations, as well as academia, in addressing the different forms of violence against women and girls, through research and direct action in their respective communities,

Taking note of national and international judicial decisions that condemn mass killing of women and girls,

Remaining alarmed by the high level of impunity with regard to gender-related killing of women and girls and the fact that violence against women and girls is among the least prosecuted and punished crimes in the world,

1. Urges Member States to take measures to prevent, investigate, prosecute and punish acts of violence against women and girls, in particular gender-related killing, in accordance with national laws, and to act at all levels to end impunity for those responsible for committing these heinous crimes against women and girls;

2. Also urges Member States to strengthen their criminal justice response to gender-related killing of women and girls, in particular by taking measures to support their capacity to investigate, prosecute and punish all forms of such crime, and to consider measures in their capacities to provide, as appropriate, reparation, compensation and/or necessary legal, medical, psychological and social support to victims and their families or dependents;

3. Encourages Member States to consider ways to enhance international cooperation and the exchange of good practices in criminal matters related to gender-based violence, including by, as appropriate, ratifying or acceding to and implementing the United Nations Convention against Transnational Organized Crime and the Protocols thereto<sup>11</sup> and other relevant international legal instruments;

4. Encourages States parties to the Convention on the Elimination of All Forms of Discrimination against Women<sup>12</sup> and the Optional Protocol thereto<sup>13</sup>, the Convention on the Rights of the Child and the Optional Protocols thereto<sup>14</sup> and the Rome Statute of the International Criminal Court<sup>15</sup> to effectively implement those instruments;

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<sup>6</sup> *Official Records of the Economic and Social Council, 2015, Supplement No. 7 (E/2015/27)*, chap. I, sect. C, resolution 59/1, annex.

<sup>7</sup> *Report of the Fourth World Conference on Women, Beijing, 4–15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

<sup>8</sup> See E/CN.15/2015/16.

<sup>9</sup> Resolution 70/174, annex.

<sup>10</sup> See A/68/970 and Corr.1.

<sup>11</sup> United Nations, *Treaty Series*, vols. 2225, 2237, 2241 and 2326, No. 39574.

<sup>12</sup> *Ibid.*, vol. 1249, No. 20378.

<sup>13</sup> *Ibid.*, vol. 2131, No. 20378.

<sup>14</sup> *Ibid.*, vols. 1577, 2171 and 2173, No. 27531; and resolution 66/138, annex.

<sup>15</sup> United Nations, *Treaty Series*, vol. 2187, No. 38544.

5. Invites Member States to take into consideration the existing practical tools, as recommended by the open-ended intergovernmental expert group on gender-related killing of women and girls at its meeting held in Bangkok from 11 to 13 November 2014, namely the Latin American model protocol for the investigation of gender-related killing of women and the recommendations for the effective investigation of the crime of femicide<sup>16</sup>;

6. Encourages Member States to promote integrated and comprehensive strategies to prevent all forms of violence against women and girls, including gender-related killing of women and girls, that include early and continuous educational programmes, community mobilization and awareness-raising, in order to counter attitudes and social factors that foster, justify or tolerate any violence against women and girls;

7. Urges Member States to adopt integrated and comprehensive responses to violence against women in order to reduce risks of gender-related killing through early intervention and risk assessment, exercise due diligence to prevent, investigate, prosecute and punish gender-related killing of women and girls, ensure equal protection of women under the law and equal access to justice, consider adopting an integrated, multidisciplinary and gender-sensitive approach to the prevention, investigation, prosecution and punishment of gender-related killing of women and girls to minimize the risk of secondary victimization in the criminal justice system and develop appropriate mechanisms and enhance capacities for forensic investigations to identify human remains and missing persons;

8. Encourages Member States to criminalize, prosecute and punish rape and other forms of sexual and gender-related violence against women and girls committed in all situations, including situations of conflict, taking into account international standards, and urges, where appropriate, relevant stakeholders to support the development and strengthening of the capacities of national institutions, in particular law enforcement, judicial and health systems, and of local civil society networks to provide sustainable assistance and access to justice to women and girls affected by gender-related violence;

9. Also encourages Member States to ensure that appropriate punishment for perpetrators of gender-related killing of women and girls are in place and are proportionate to the gravity of the offence;

10. Calls upon Member States to protect and support victims, drawing on the important role of civil society and ensuring effective cooperation between all relevant State agencies, including, where appropriate, the judiciary, prosecution services, law enforcement agencies, health and social services and local and regional authorities;

11. Urges Member States to ensure that victims and victims' survivors are informed of their rights and can participate, as appropriate, in the criminal proceedings, taking into account their dignity, well-being and safety, and that victims are supported through appropriate services;

12. Encourages relevant United Nations entities and agencies, in particular the United Nations Office on Drugs and Crime, the Office of the United Nations High Commissioner for Human Rights and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to continue to support Member States in developing and implementing strategies and policies, upon request, at the national, regional and international levels to address and prevent gender-related killing of women and girls;

13. Encourages Member States and relevant United Nations entities and agencies, including the United Nations Office on Drugs and Crime, the Office of the High Commissioner, UN-Women and other specialized funds and programmes of the United Nations, to raise awareness regarding gender-related killing of women and girls;

14. Encourages Member States to collect, disaggregate, analyse and report data on gender-related killing of women and girls, according to the International Classification of Crime for Statistical Purposes endorsed by the Statistical Commission and, where appropriate, to the extent possible, involve civil society, academia, victims' representatives and relevant international organizations and provide appropriate training to relevant personnel on technical and ethical aspects of such data collection and analysis;

15. Requests the United Nations Office on Drugs and Crime and the institutes of the United Nations crime prevention and criminal justice programme network to continue to conduct and coordinate relevant research on gender-related killing of women and girls, particularly in connection with the standardization of the collection, disaggregation, analysis and reporting of data;

16. Also requests the United Nations Office on Drugs and Crime to prepare, in collaboration with Member States, an analytical study on gender-related killing of women and girls at the global level, containing disaggregated data, including from relevant stakeholders, on this phenomenon to illustrate its different forms and patterns;

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<sup>16</sup> See E/CN.15/2015/16, para. 8.

17. Invites the institutes of the United Nations crime prevention and criminal justice programme network to include in their work programmes the issue of gender-related killing of women and girls with a view to promoting ways and means of more effectively preventing, investigating, prosecuting and punishing such crime, and to develop appropriate training material;

18. Invites Member States and other donors to provide extrabudgetary contributions for the purposes described above, in accordance with the rules and procedures of the United Nations;

19. Requests the Secretary-General to report to the General Assembly at its seventy-second session on the implementation of the present resolution.

80th plenary meeting  
17 December 2015

# **PART I**

**GENDER-RELATED KILLINGS  
COMMITTED IN CONFLICT**

## **1.1. ACUNS High Level Meeting on Femicide**

On 16th October 2015, ACUNS organized a High Level Meeting in New York. Permanent Representatives of Austria, Brazil, Croatia, Kenya, Thailand, and Turkey as well as the United Nations Special Rapporteur on Violence against Women, Dr. Dubravka Šimonović, and the Chief of Justice Section of UNODC, Ms. Valérie Lebaux, had to answer one question:

What can practically be done to put an end to femicide?

Some of the answers can be found in this chapter.

## 1.1.1 Statement by Dr. Dubravka Šimonović, UN Special Rapporteur on Violence against Women, its causes and consequences



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- **This year, 2015, is a stock-taking year and also a vision-making year for women's rights at the global level.** We have reaffirmed our commitments to the Beijing Declaration and Platform for Action (BPA) adopted 20 years ago. The commemoration of the 15th anniversary of the Security Council resolution 1325 (SCR 1325), which takes place this week, provides us with an important opportunity to move ahead the Women Peace and Security (WPS) agenda.
- Recently, we have upgraded our universal Agenda for Sustainable Development with the adoption of 17 transformative sustainable development goals (SDGs) that seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls. For the first time, we have a global gendered framework that calls for the realization of human rights of all — which encompasses women's rights as human rights. Moreover, this SDG's Agenda adds a specific stand-alone goal number 5 on the achievement of gender equality and empowerment of women and girls. It further provides that substantive gender equality and empowerment of women and girls should be achieved **by the elimination of all forms of discriminations and violence against women and girls in the public and private spheres.** It refers to the elimination of all harmful practices with specific references to child, early and forced marriage and female genital mutilation. Additionally, the implementation of all the 17 goals requires a systematic gender mainstreaming in all targets and indicators.

### Priorities of the mandate

- I have just presented my report and priorities to the Third Committee of the General Assembly<sup>1</sup>. Based on my preliminary review of the work of the mandate over the last 21 years, as well as the broader body

of work on women's human rights, I have identified three broad areas which would require a focused and timely attention:

- a) holistic and effective implementation of international standards on violence against women, including improved follow-up of previous recommendations;
  - b) finalizing the work in progress;
  - c) current challenges that require immediate attention.
- I have included gendered access to justice and femicides or gender related killing of women among priorities of my mandate.

### 1. RESOLUTION E/CN.15/2015/L.8 ON TAKING ACTION AGAINST GENDER-RELATED KILLING OF WOMEN AND GIRLS

- The preamble section of the resolution E/CN.15/2015/L.8 on "Taking Action against Gender-Related killing of Women", stresses the importance of the SDG, in particular goal 5.2 to eliminate all forms of VAWG in the public and private spheres and goal 16.1 to significantly reduce all forms of violence and related deaths everywhere.
- The term femicide, or gender-motivated killings of women, refers to the killing of women because of their sex and/or gender and constitutes the most extreme form of VAW and the most violent manifestation of discrimination and inequality against women.
- Gender-motivated killing of women is a global phenomenon, and takes place in both the private and public spheres, including intimate partner violence, armed conflict, dowry disputes or the protection of family 'honour'.
- Gender-motivated killing of women is a clear violation of women's rights, the most important one - the right to life.
- Gender-motivated killings of women are the final and the most serious consequence of a reality characterized by pervasive discrimination, particularly acts of violence.
- Also, women are often confronted by the failure of States to comply with their due diligence obligation to prevent, investigate, punish and provide compensation for all acts of violence against them.

### 2. THE WORK OF THE MANDATE ON GENDER-MOTIVATED KILLINGS OF WOMEN

- The issue of gender-motivated killings of women has received serious attention from the mandate, which

<sup>1</sup> A/HRC//29/27 (Add 5 ENG)

has consistently looked at this phenomenon from the perspective of a continuum of violence.

- In 1995, the mandate presented a thematic report on violence in the family, mentioning that the dominance of a familial ideology entrenched women's roles as wives and mothers and impedes them to access to non-traditional roles, exposing women who do not fit within or ascribe to traditional sex roles to gender-based hate crimes; my predecessor emphasized that such ideology legitimates VAW, including honour killings and other forms of femicide.
- In 2002, the mandate presented a thematic report on cultural practices in the family that are violent towards women, referring to honour killings and noted that these type of crimes are carried out by husbands, fathers, brothers or uncles, sometimes on behalf of tribal councils.
- In 2011, the mandate organized an Expert Meeting on Gender-motivated Killings of Women in New York with the purpose to:
  - To build upon national, regional and international expertise on the manifestations, root causes and State responses to gender-motivated killings of women;
  - To discuss policy, legal and institutional challenges at national, regional and international levels;
  - To identify good practices and lessons learnt in different regions.
- The year after, the mandate presented a thematic report to the HRC specially focused on the issue of Gender related killings of women.
- Since the preamble section of the resolution E/CN.15/2015/L.8 recalls the same report of the SRVAW on gender-motivated killing of women, presented to the GA in 2012, my presentation will partially refer to this report.

### 3. MANIFESTATIONS OF GENDER-RELATED KILLING OF WOMEN

- In the latter report mentioned, the mandate recognized several manifestations of Gender-related killing of women, as follows:
  - › Killings of women as a result of intimate-partner violence
  - › Killings of women due to accusations of sorcery/ witchcraft
  - › Killings of women and girls in the name of "honour"
  - › Killings in the context of armed conflict
  - › Dowry-related killings of women
  - › Killings of aboriginal and indigenous women
  - › Extreme forms of violent killings of women
  - › Killings as a result of sexual orientation and gender identity
  - › Other forms of gender-related killings of women and girls

### 4. FEMICIDES DUE TO DOMESTIC VIOLENCE

- The preamble part of the resolution E/CN.15/2015/L.8 notes that **"one of the every two women victims of homicide is killed by her intimate partner or a family member"**.
- Research on homicide resulting from intimate-partner violence reflects, almost without exception, that females are at greater risk than males, and that the majority of female homicide victims are killed by male intimate partners. UNODC studies also confirm that in many countries, intimate partner/family-related homicide is the major cause of female homicides, and that female homicide rates are much more likely to be driven by this type of violence than by the organized crime-related homicide typology that so affects men. As with all forms of intimate-partner violence, intimate-partner femicide is likely to be significantly underreported.

### 5. HOW CAN FEMICIDES DUE TO DOMESTIC VIOLENCE BE ADDRESSED?

- "The concept of gender-motivated killings of women and girls is linked to the existence of a system of structural discrimination against women".
- However, to end this practice, it is necessary to adopt a holistic approach, including legal, administrative, policy, and other measures to address the social political, economic, cultural and other factors that perpetuate discrimination and violence.
- This approach also includes the following actions:
  - › The promotion of a social transformation, including the eradication of harmful stereotypes;
  - › To develop information systems and good quality data on gender-motivated killings;
  - › To ensure adequate enforcement by police and the judiciary of preventive measures like issuance of protection or barring orders and criminal sanctions
  - › To ensure an adequate provision of services for women victims of violence.
- In addition to these actions I will mention a number of conditions which would contribute, among others, to put an end to femicide at the national level:

### 6. LEGISLATIONS

- To ensure an adequate legal framework to prosecute different forms of gender-related killings and the elimination of discriminatory provisions in the legislation, including mitigating factors for "crimes of passion" and take all necessary measures and allocate sufficient resources to implement, both de jure and de facto, all legal measures aimed at guaranteeing gender equality and non-discrimination.

## 7. INSTITUTIONS

- The creation of a strength institutional infrastructure, having the following conditions:
  - › An observatory for crimes against women in a specific country at large;
  - › A strong legal and financial base of all State institutions, specifically promoting women's rights;
  - › Mandates of national and State machineries for the advancement of women clearly defined, to avoid duplication, increase efficiency and ensure coordination of all public policy on gender issues within a specific country;
  - › A provision and implementation of gender budgeting at all levels of a Government to ensure that funds are appropriately utilized;
- In addition to this, it is crucial to ensure adequate representation of women in all institutions.

## 8. POLICIES

- To identify groups of women being at particular risk for acts of violence, due to multiple forms of discrimination, when adopting policies and/or measures to prevent all forms of VAW.

## 9. INVESTIGATION, JUDGMENT, SANCTION AND REPARATION TO VICTIMS

- The resolution **“urges Member States, acting at all levels, to end impunity by ensuring accountability, and punishing perpetrators of those heinous crimes against women and girls”, as well as to take “measures to support their capacity to investigate, prosecute and punish all forms of such crime and provide reparation and/or compensation to victims and their families or dependants”**
- In this sense it “urges Member States to adopt integrated and comprehensive responses to violence against women in order reduce risks of gender-related killing through early intervention and risk assessment, exercise due diligence to investigate, prosecute and sanction gender-related killing of women and girls, ensure equal protection of women under the law and equal access to justice, consider adopting an integrated, multidisciplinary and gender-sensitive approach to the investigation, prosecution and sanction of gender-related killing of women and girls to minimize the risk of secondary victimization, and develop appropriate mechanisms and enhance capacities for forensic investigations to identify human remains and missing persons
- Weaknesses in investigation and prosecution of gender-motivated killings of women are factors conducting to the impunity of perpetrators. In this sense, it is necessary to:
- Take effective measures to ensure access to justice

and effective remedies for all women victims of violence, and in particular:

- › To develop mechanisms to ensure a holistic, coordinated and sustained response to VAW in order to apprehend, prosecute and convict offenders, contribute to the health and safety of the victim and prevent re-victimization;
- › To ensure the fast and efficient management of cases and that all incidents of VAW are thoroughly investigated by the police and are prosecuted effectively, and that perpetrators are sanctioned in proportion to the severity of their crime;
- › To strengthen fair trial safeguards by ensuring access to legal counsel during all phases of pre-trial detention and the investigative stages of cases;
- › To ensure that protection measures are put in place to ensure the safety, privacy and dignity of victims and their families at all stages of the criminal justice process, and ensure that witness and victim protection programmes, when necessary, are established;
- › To ensure that all procedures and complaint mechanisms are accessible to women who are victims of violence and their family members and other witnesses without fear of reprisal;
- › To instruct police to react without delay and as a matter of priority to reports about ongoing acts of VAW.

## 10. SERVICES FOR VICTIMS

- The resolution “urges Member States to ensure that victims are informed of their rights, enable them to participate in the criminal proceedings, taking into account their dignity, well-being and safety, and prepare victims for social reintegration”.
- To ensure prevention and protection measures, including through protection orders, for victims, witnesses and their families
- To provide appropriate specialized support services for women who have been subjected to violence, through public and private sector agencies, including shelters, counseling services (including telephone hotlines) for all family members where appropriate, and care and custody of the affected children and allocate appropriate sufficient public resources for their maintenance.

## 11. RESEARCH AND DATA COLLECTION

- The resolution “encourages Member States to collect and analyze data on gender-related killing of women and girls, according to international classification of crime for statistical purposes [...] and provide appropriate training to relevant personnel on technical and ethical aspects of such data collection and analysis”
- To create a gender-sensitive information and knowledge base:



- › To have a national standardized collection and analysis of data on VAW, disaggregated by sex, race, age, ethnicity, geographic location and other relevant characteristics, and a national comparative database to determine which regions of a specific country suffer from particularly high levels of VAW and to identify the commonalities and linkages of diverse forms of violence
- › To support research on all forms of VAW and the link between social attitudes, family structure, socio-economic change and public policy and their implications on violent behavior;
- › To use gender-sensitive data and research for informed policy formulation to end violence and for monitoring and evaluation of progress;
- › To support research on the links between family structure, paternity, child development and domestic violence and their implications for violent behavior
- › In cooperation with civil society organizations, develop monitoring and evaluation tools to evaluate progress made in eradicating violence against women in a clear systematic way, and integrate such tools in the country's periodic demographic and health surveys;

**perpetuate gender inequality and discrimination and violence against women, including through an integrated and comprehensive prevention strategy** that includes early and continuous educational programs, community mobilization and awareness-raising, working with the media to address harmful stereotypes”.

- **To implement gender-sensitive training on VAW for public officials**, particularly to the judiciary, police, health-service providers and technical personnel, such as forensic specialists on the protection of women's rights, gender-sensitive investigative techniques and sensitivity to the special needs of women survivors of violence; to ensure that they are sensitized and can respond effectively to all forms of VAW.
- To modifying the social and cultural patterns of conduct of men and women as well as eliminating prejudices, customary practices and other practices based on the idea of the inferiority or superiority of either of the sexes, and on stereotyped roles for men and women.
- To conduct legal literacy campaigns to inform women about their rights and the institutions where complaints may be submitted
- To undertake media campaigns against violence against women and all forms of discrimination and promote respect for human rights

## 12. TRAINING/EDUCATION/AWARENESS RAISING

- The resolution “calls upon Member States to **promote changes in social norms that condone, tolerate or**

**In conclusion, it is time to accelerate prevention of preventable femicides of women and girls.**

### 1.1.2 Statement by Ms. Valérie Lebaux, Chief, Justice Section, United Nations Office on Drugs and Crime (UNODC)

#### *The role of UNODC in preventing and addressing gender-related killing of women and girls*



I would like to thank the organizers for inviting UNODC to this important event to reflect on what can be done to end gender-related killing of women and girls. Building on an increasing amount of evidence, UNODC and its partners within and beyond the UN system are engaged in promoting global standards and in supporting national action to prevent and eliminate this crime and provide women and girls with enhanced support and protection from the underlying and connected forms of gender-based violence. Although we have come a long way in terms of international commitments towards ending violence against women, the international community has only just begun to dedicate specific attention to the sad fact that different forms of gender-related killing continue to affect all our societies.

Evidence indicates that violence frequently escalates into the killing of women and girls. According to the recent UNODC Global Studies on Homicide (2011 and 2013), intimate and family-related violence is a major cause of female homicides worldwide. For instance, in 2012, almost half of all female victims of murder (47 per cent, or 43,600 women) were killed by their family members or intimate partners, compared to 6 per cent (20,000) of male homicide victims. Such killings are only one of the many forms of gender-related killing of women and girls. As highlighted by the United Nations Special Rapporteur on violence against women in her 2012 report, different forms of such killing increasingly occur all over the world, including killing related to accusations of sorcery or witchcraft, honour-related killing, or dowry-related killing, to name just a few. She also highlighted that impunity has become a global concern: States are not always able or willing to exercise due diligence to prevent and investigate killings that may be gender-related, or to prosecute and punish the perpetrators.

While manifestations, prevalence and causes for gender-related killing of women differ between regions, there are many similarities. The common denominator of all manifestations are the socio-political and economic disempowerment of women and the systematic disregard for equal enjoyment of human rights by women. Gender-related killings go beyond “ordinary” murder and often represent the final event of an extended and ignored continuum of violence, which is rooted in gender-based discrimination and the unequal power relations between men and women.

In light of this growing evidence, the 2013 General Assembly resolution (68/191) placed the issue for the first time on the highest political agenda of the United Nations. The Assembly urged Member States to end impunity and invited them to take specific measures to prevent and address such gender-related killing. This year, the Assembly is considering a follow-up resolution on this issue, which reinforces calls for action by Member States with the support of the United Nations.

I would like to highlight how UNODC and its partners have promoted the implementation of this resolution by promoting action and providing guidance at different levels. At the international level, the Office spearheaded the development of recommendations for action against gender-related killing of women and girls. The recommendations were developed by open-ended intergovernmental expert group meeting (in Bangkok on 11-13 November 2014) which UNODC convened in collaboration with UN Women, OHCHR and the Special Rapporteur. In his 2015 report to the General Assembly, the Secretary-General reiterated the recommendations, which envisage practical measures, for action by Member States to more effectively prevent, investigate, prosecute and punish gender-related killing of women and girls.

The recommendations stress that, to understand and respond to trends of gender-related killing and related

violence, more accurate and consistent statistics are crucial. UNODC supports international efforts to improve and compare crime and criminal justice data. In addition to the UNODC global studies on homicide, a new milestone is the recently published International Classification of Crime for Statistical Purposes, which aims to bring together data from different sources for analysis at the country level. In addition to covering “femicide” as a form of intentional homicide, it allows for disaggregation that may provide information on specific forms of gender-related killing.

At the regional and national levels, UNODC has complemented ongoing initiatives like the adaptation and implementation of the Latin American model protocol for the investigation of gender-related killings of women, developed by UN-Women and OHCHR. UN efforts to support countries in preventing and addressing gender-related killing also include technical assistance to adapt legal and policy frameworks and develop the capacity of institutions. This entails working with criminal justice officials to strengthen their investigation and prosecution skills, supporting data collection and analysis to build a knowledge base for targeted action, as well as raising awareness of the issue among key stakeholders and the general population.

In addition to targeted measures against gender-related killing, it is crucial that we step up our ongoing efforts to counter violence against women and girls and to protect and support victims and survivors from violence before it can escalate into gender-related killing. UNODC has joined forces with UN Women, UNFPA and other partners in developing and implementing a joint UN global programme on essential services for women and girls subject to violence. We look forward to use this new framework to collaborate even closer in promoting a systematic, comprehensive, coordinated, multisectoral and sustained approach to fighting violence against women, building on UNODC’s expertise and experience in crime prevention and criminal justice responses to such violence.

Looking at the future, a lot remains to be done to put an end to gender-related killing of women and girls. Thankfully, we have a set of clear and practical recommendations for action and will soon have two forceful General Assembly resolutions to provide further momentum for their effective implementations. Continued and enhanced support from donors will be crucial for UNODC and its partners to confront the challenging tasks lie ahead of us.

- More data is needed to better understand the different manifestations of gender-related killing and their root causes. The new GA resolution includes a request to UNODC to prepare an analytical study on this issue at the global level, containing disaggregated data on this phenomenon to illustrate its different forms and patterns. Qualitative and quantitative data will need be collected, focusing on factors such as age, racial and ethnic origin, criminal history of perpetrators, relationship between the victim and the perpetrator, or the context and motive for the

killing. The collaboration with Member States and contributions from civil society, academia and other relevant stakeholders will be crucial.

- We need to continue moving beyond the adoption of laws and policies. While it often represents the first step, is equally important to allocate appropriate resources and to monitor and evaluate whether and why laws and policies are effective or ineffective. Moreover, institutions require adequate knowledge and sufficient specialization and officials need to understand the gendered nature of violence, in order to be able to respond to the specific needs and vulnerabilities of the victims.
- Finally, coordination is absolutely crucial to effectively prevent, investigate, prosecute and punish gender-

related killing of women. This includes coordination and information-sharing between institutions at all levels of government and cooperation with civil society and coordination with other relevant sectors, including civil society, education, health and social services.

UNODC stands ready to continue supporting Member States in their efforts to put an end to gender-related killing of women and girls. We aim to further strengthen our partnership with other UN entities and our collaboration with civil society. Together we can help governments and practitioners to take concrete action in line with international standards, norms and good practices.

### **1.1.3. Statement by H.E Ambassador Koki Muli Grignon, Permanent Representative of the Republic of Kenya to the United Nations in New York**

#### *The Experience of Kenya*

- Femicide is the ultimate form of violence against women and girls and takes multiple forms. It has been defined as the killing of women – because they are women. Its many causes are rooted in the historically unequal power relations between men and women and in systemic gender-based discrimination. For a case to be considered femicide there must be an implied intention to carry out the murder and a demonstrated connection between the crime and the female gender of the victim.
- Femicide takes unique forms, including murders associated with inter-partner violence, dowry practices, honor crimes, sexual violence, political violence, gang activity, and female infanticide. A universal finding in all regions however is that women are most at risk of being murdered by someone they know: a family member or intimate partner.
- In Kenya, the traditional harmful practices of female infanticide, dowry killing practices and honour crimes are not practiced but violence against women and girls (and in fact, increasingly gender based violence perpetrated against men and boys) are prevalent and these sometimes lead to death. This kind of violence has found definition and deterrence in policy and law. However, implementation/enforcement and resources still remain a big challenge.

Therefore, what can we practically do to end femicide and violence against women and girls? To respond to this, please allow me share with you our country experience from Kenya. This is because the special Rapporteur and

a few panelists have provided in their interventions comprehensive statements about what is being done at the UN, international and Regional levels. It is therefore, necessary to examine some practical examples of how these instruments, policies and Resolutions that we adopt at the United Nations and international, are being implemented. It is the opportune moment to discuss this matter when gender equality and women's empowerment have found traction following the adoption of the Post 2015 Development Agenda, Agenda 2030, by the United Nations General Assembly in September 2015. A new framework of financing for development which incorporates issues we are discussing was also adopted and incorporated in the Addis Ababa Plan of Action in July 2015.

In Kenya sexual violence is one of the forms of Gender Based Violence which, is increasingly affecting children, as well, both female and male children. There is also a worrying trend of increasing rates of sexual violence in institutions of higher learning.

Physical violence against women is of concern and is perpetrated mostly by intimate partners and parents women and girls are being encouraged to report to special desks that are manned by specially trained police officer to handle both sexual and physical violence.

Practically, Kenya has put in place both policy and legal framework and institutional framework to address violence against women and girls.

#### **CONSTITUTIONAL AND LEGAL FRAMEWORK**

- The constitution of Kenya has a very progressive bill of rights and in addition, Kenya has ratified international

instruments on the protection and advancement of women rights.

- The government has put in place legislation and Policy framework to address prevention and elimination of Gender Based Violence (GBV) and to improve access to justice for survivor. They include:
  1. The Sexual Offences Act, which broadens the definition of sexual offences;
  2. The Sexual Offences (Amendment) Act, 2011 which strengthened the 2006 Act;
  3. The Sexual Offences Regulations 2008;
  4. The Sexual Offences Dangerous Offenders DNA Data Bank Regulations;
  5. Anti-Female-Genital-Mutilation Act criminalizes FGM and provides for stiff penalties against perpetrators, practitioners, the family and or guardians for the victims.
  6. The Penal Code and Criminal Procedure Codes, Evidence Act and other penal legislation have been revised and updated to conform to our very progressive constitution of 2010. They provide for various offences and severe punishment for the same.

#### **INSTITUTIONAL FRAMEWORK AND SPECIAL MEASURES**

1. The government of Kenya has put in place special police stations and desks managed by women to address sexual violence cases. These special officers undergo special training to ensure they understand and are sensitive to victims and survivors. They also take quick action in ensure proper investigations and prosecution of cases.
2. Use of technology and disaggregated data has significantly improved the responses to GBV reports and cases. Education and awareness are also helping change attitudes especially in seeing GBV as a very serious criminal offence and empathizing with victims and survivors.
3. The establishment of special courts and tribunals dedicated to children and related matters have also contributed significantly to more reports and prosecutions on these matters.
4. Capacity building and training of special prosecutors and even investigating officers has also helped.
5. Female Genital Mutilation (FGM) in Kenya is a problem of harmful cultural practices that requires both education/awareness, change of attitudes and prosecution. These combined efforts have helped reduce the prevalence of FGM from 32% in 2003 to less than 22% amongst women aged-15-49. This decline is attributed to the government led eradication campaign. While this is not enough, the mere progress towards a decline gives us hope that it is possible to end it. We need more research and clean data to understand how much progress we are making. Right now everything is an estimate although public education campaign are very visible and many communities that practice FGM on girls are increasingly embracing alternative rites of passage.

Some of the government efforts towards militating against violence against the girl child include among others:

6. Anti-FGM Act establishes the Anti FGM Board, which conduct awareness and education campaigns, carries research and coordinates FGM activities. The Board also advises the Government on matters relating to FGM and related violence against women and girls.
7. The government is working together with faith based organizations (religious leaders from all faiths in special programmes) and civil society organizations especially in the relevant parts of Kenya to educate, change attitudes, collect data, provide support mechanisms and to reconcile communities. As a result, rescue centres for girls and women fleeing FGM has been established and are receiving the necessary community resources and support.
8. Similarly government initiatives such as Free Primary and Free Day Secondary education, mobile schools, bursary programmes; low cost boarding in Arid and Semi-arid Areas have tremendously increased access to education in the country, and also contributed to ending FGM and early/child marriages. This has also resulted in making women and girls more informed and aware of their rights.

#### **GENDER RESPONSIVE BUDGETING**

Investing in women, girls – gender specific preventive and responsive initiatives has also significantly decreased GBV amongst women. In cases where women and girls are empowered they are able to leave abusive relationships and be independent. Research has shown that although economic, social and cultural independence do not by themselves end GBV, they significantly reduce it by providing options and opportunities to the majority of women and girls.

The Ministry of Education, Science and Technology adopted the Schools Sanitary Towel Program in the year 2011. The program focus is to enhance participation (retention and transition rates) of girls in education through provision of sanitary towels. The government has set aside funds to provide sanitary towels for girls in poor and marginalized areas as the lack of sanitary towels among poor girls was identified as one of the obstacles to girl child education since such girls would be forced to stay away from school during their monthly periods/ menstruation cycles. The program is in its 4th year of implementation with a budgetary allocation of Kshs 400 million shillings (equivalent of \$4 million) in current FY 2014/2015 and per year, increasing each year. Retention of girls in schools is also contributing to protecting the girl child against harmful practices such as FGM and early child marriage.

#### **WOMEN ENTERPRISE FUND**

The women enterprise fund was established to provide support to women entrepreneurs. In Kenya women constitute a bigger portion of the poor in the country due to a variety of factors, including: Lack of access to credit,

lack of access to education and training opportunities, and, low ownership of collateral (security) required to secure loans from financial institutions. The Government of Kenya through the Treasury has to date 50.6 Million Dollars in the fund to empower women. These funds have benefitted 864,920 women and over 404,800 women have been trained on business management skills, sensitization and registration of 52 Savings and Credit Co-operatives (SACCOs), use of mobile phone loan repayment, partnership with private-public non state actors. All these efforts continue to contribute greatly to the protection and development of women and girls. Empowering, training and educating women and men is one of the most effective ways to protect women and children from harmful practices and GBV.

More efforts and investment of resources especially finances on women's and girls' empowerment and gender equality opportunities are needed and required to

maintain the momentum but most important to ensure effective implementation. International, regional, national, county and grassroots efforts and partnerships at all levels are necessary. International support and solidarity in the implementation of policies, international and regional instruments, programmes and initiatives require concerted efforts by all. Kenya is very committed to ending GBV and all forms of violence against women and girls. At this stage in our development where we have just joined the lower end of Middle Income Countries, we require more resources and formidable support mechanisms to deal with our current and emerging challenges. This is not the time to reduce support, it is in fact the time to increase support in order to ensure that there is no retrogression.

In conclusion, please allow me to ensure you of my delegation's support and solidarity in our continued quest to end both femicide and gender-based violence everywhere.

#### **1.1.4. Statement by H.E. Ambassador Vladimir Drobnyak, Permanent Representative of Croatia to the United Nations in New York**

Dear colleagues,

I am happy to be here representing Croatia as one of the main co-sponsors of the resolution on "Taking Action against Gender-Related Killing of Women and Girls". My country has indeed for a very long time been vocal on the issue of advancing the rights of women in all spheres and circumstances. I believe we have managed to contribute significantly to the empowerment of women, both on the national level and beyond our borders.

This is and will remain one of our major foreign policy priorities, with a special focus on conflict and post-conflict societies. The same applies to activities aimed at eliminating all forms of violence against women, especially in the areas of prevention, provision of optimal protection for victims, and offering support through activities and programs for their social inclusion.

Given that some of the highest leadership positions in Croatia have been occupied by women, I can be fairly certain that our role in the advancement of women's rights will only continue to grow. I believe we are the only country with a female President, female Minister of Foreign Affairs and a female President of the Supreme Court, testifying further to our commitment to promoting gender equality.

Moreover, I have to say that we are particularly pleased that my dear colleague, Ambassador Šimonović, was

recently appointed Special Rapporteur on Violence against women, together with its causes and consequences.

However, further work is needed, in Croatia and globally, to combat entrenched gender stereotypes more vigorously and to raise the level of public knowledge and awareness on gender equality. We have to recognize the value of campaigns directed at educating men and boys and making them active participants in the advancement of women's rights, such as the He for She campaign launched by UN Women. An initiative that also comes to mind is the Barbershop Conference organized in New York in January this year by Iceland and Suriname.

Along with efforts to fight attitudes and social factors that foster, justify or tolerate any violence against women and girls, it is crucial to address discriminatory legal frameworks and practice, including gender-based discrimination in access to resources, education and employment, poor reproductive health care and exclusion from decision-making processes.

These are the crucial steps that we need to undertake in order to fight gender discrimination in all spheres, particularly when it comes to femicide, sexual violence in conflict and all other forms of violence against women.

### **1.1.5. Statement by H.E. Ambassador Virachai Plasai, Permanent Representative of Thailand to the United Nations in New York**

We strongly recommended and encouraged Member States to study the four recommendations of the UN Secretary General's reports in May and October in order to see how to implement them in their countries. In May 2015, Thailand together with Croatia, presented a resolution entitled "Taking Action against Gender-related Killing of Women and Girls" at the Commission on Crime Prevention and Criminal Justice, which was adopted by consensus. Building on these practical recommendations, the resolution aims to curb gender-related killing of women and girls in certain circumstances, through enhancing gender specific criminal justice policies and practices. We hope that the UN General Assembly will adopt the resolution by consensus and I encourage Member States to consider its implementation. Furthermore, the implementation of the UN General Assembly resolution on gender related killing of women and girls is well timed, since last year we celebrated the 15 years anniversary of the Security Council resolution 1325 on women, peace and security. Activities on this matter, that have intensified in the UN lately, clearly show that there is real momentum on strengthening the human rights of women and girls,

particularly in the criminal justice system. It is now time for Member States to act on these existing practical recommendations and collaborate with the UN and with civil society.

As for Thailand, we have just adopted two new gender laws concerning equality — the gender equality act and domestic violence act — which aim to assist the implementation of the UN Secretary General's recommendations. Moreover, Thailand is also collaborating with civil society to address this problem, mainly through the Thailand Institute of Justice (TIJ) which was set up under the leadership of her Royal Highness Princess Bajrakitiyabha Mahidol of Thailand. Also, the TIJ co-sponsored the IVth edition of the ACUNS femicide publication. Finally, this year Thailand, together with TIJ, initiated the successful campaign called "Speak up, Speak out", which encourages women to speak up about the problems they face and asks men to speak up about violence against women. This is just one example of how top down approaches from Member States meet bottom up initiatives by civil society.

### **1.1.6. Statement by H.E Ambassador Antonio de Aguiar Patriota, Permanent Representative of Brazil to the United Nations in New York**

The recently released report of the UN Secretary General on gender-related killing of women and girls alerts us to stark reality that 47% of female who are murdered worldwide were killed by a family member or even a partner. There was a time when domestic violence was regarded as a private matter and regrettably, in some places, it still is. Statistics shows us that in fact domestic violence remains a serious public concern. As current statistics by UN WOMEN suggest, femicide constitutes the first cause of death for women and girls ranging from age 15 and 43 in the Caribbean. At the same time, the region has led enormous initiatives in cooperation with UN WOMEN to address gender-related killings. The regional UN WOMEN office together with the Office of the High Commissioner for Human Rights (OHCHR) have drafted a Latin American model of Protocols on the investigation of femicide which has been recognized by the intergovernmental open-ended expert group meeting on this issue.

Over the past decades, Brazil has not only put in place policies that are transforming the lives of Brazilian women. In March 2015, a law that criminalizes femicide was passed. We have also launched an initiative called "Women Live without Violence". In February 2015, the first of the 27

Brazilian women houses began to operate. This was done by the government of Brazil in partnership with state and city authorities, in order to offer humanized services and shelter to assist women and help them overcome the impact of violence.

As the Special Rapporteur reminds us, femicide is often the last stage of an extended and ignored continuum of domestic violence that has progressively escalated. If we are to effectively address gender-based killing of women, we have to challenge socially and culturally embedded discriminatory norms. Moreover, it is also important to acquire qualitative and quantitative data on gender-related killing of women and to provide practical and financial resources for the prevention of these killings, as well as for the assistance of victims of violence and their dependents. At the international level, we have to strengthen the legal framework on combating all forms of violence against women and girls. This is why we welcome the recommendation of The Commission on Crime Prevention and Criminal Justice, for the General Assembly to adopt the resolution on "Taking Action Against the Gender-related Killing of Women and Girls".

### **1.1.7. Statement by H.E. Ambassador Y. Halit Cevik, Permanent Representative of Turkey to the United Nations in New York**

*"Violence against Women is not a Force of Nature – it can be stopped." "This convention is set to bring practical changes that should ultimately improve the lives of women and girls across Europe." - Gauri van Gulik*

The Istanbul Convention is the most far reaching international treaty in terms of dealing with violence affecting women and girls. It sets out to criminalize the greatest forms of violence against women including physical, sexual, psychological violence, and sexual harassment. One interesting aspect is that the Istanbul Convention is the first instrument that contains the division of gender as a socially constructed category that differentiates between women and men.

This convention has four pillars—prevention, protection, prosecution and policy.

Turkey is mindful of the Convention and, in that regard, a new law was passed by the parliament in March 2012 to improve the legal framework for protection from violence. Turkey is committed to continuing supporting the Convention and encourages other countries to do the same.

### 1.1.8. Executive Summary on the UN Security Council Session on Women, Peace and Security and ACUNS High Level Meeting on Femicide

By Billy Batware



The NGO Alliance for Crime Prevention and Criminal Justice cordially invites you to a civil society informal consultation on:

**WHAT CAN PRACTICALLY BE DONE TO PUT AN END TO FEMICIDE?**

Date: 15 October

Time: 14:00 – 17:00

Venue: UN HQ in New York, DC 1 – 0731

**Chair:**

H.E. Amb. Jan Kickert, Permanent Representative of Austria to the UN

**Keynote speech:**

H.E. Amb. Dubravka Šimonović, United Nations Special Rapporteur on Violence against Women

**Speakers:**

H.E. Amb. Virachai Plasai, Permanent Representative of Thailand to the UN

H.E. Amb. Y. Halit Çevik, Permanent Representative of Turkey to the UN

H.E. Amb. Antonio de Aguiar Patriota, Permanent Representative of Brazil to the UN

H.E. Amb. Vladimir Drobnjak, Permanent Representative of Croatia to the UN

H.E. Amb. Ruben I. Zamora, Permanent Representative of El Salvador to the UN

H.E. Amb. Koki Muli Grignon, Deputy Permanent Representative of Kenya to the UN

H.E. Amb. Lourdes Ortiz Yparraguirre, Permanent Representative of Philippines to the UN

Ms. Valerie Lebaux, Chief of the Justice Section, UNODC

Mr. Michael Platzer, Academic Council on the United Nations System, Vienna

## INTRODUCTION

This summary highlights the outcome of discussion on the topic of women, peace and security which took place at the United Nations HQ in New York from 12-16 October 2015. These events included the UN Security Council sessions and consultations between academics, civil society organizations, state representatives and United Nations Organizations.

The aim of this report is to summarize these activities and give readers a broad insight into an extensive process of cooperation efforts among various UN organizations, country representatives, civil society and academia on combating violence against women and girls.

The content of this report is based on public information obtained from UN platforms, remarks made by speakers as provided by them or transcribed from recordings of the meetings as well as notes taken during the discussions.

## UN SECURITY COUNCIL SESSIONS ON WOMEN, PEACE AND SECURITY

During the High Level Review on the 15th anniversary of the Resolution 1325, the UN Security Council held a series of sessions to discuss how to improve the implementation of the Resolution on women, peace and security. These discussions resulted in the adoption of Resolution 2242 on 13 October 2015 which became the eighth resolution on women, peace and security agenda.

Both the content and support of Resolution 2242 were striking and unprecedented. The Resolution was sponsored by 71 Member States and adopted unanimously. During two day sessions, 133 Representatives of States spoke, making it the most popular UN Security Council meeting to date.

In his opening remarks after the adoption of the resolution, the UN Secretary General Ban Ki-moon praised Member States for their effort to advance gender equality for women. He said “at a time when armed extremist groups place the subordination of women at the top of their agenda, we must place women’s leadership and the protection of women’s rights at the top of ours. Let us heed the call for action and work together to empower women and girls, protect their human rights and advance world peace for everyone”.

## ACUNS HIGH LEVEL MEETING ON TAKING ACTION AGAINST GENDER-RELATED KILLING OF WOMEN AND GIRLS

ACUNS organized a High Level Meeting on femicide on 16th October 2016 in New York. The meeting was attended by Permanent Representatives of Austria, Brazil, Croatia, Kenya, Thailand, and Turkey as well as the United Nations Special Rapporteur on Violence against Women, Dr. Dubravka Šimonović, the Chief of the Justice Section of UNODC, Ms. Valérie Lebaux and the representative of ACUNS Vienna, Dr. Michael Platzer. More than 60 participants from NGOs and academia attended the consultation. The common message from speakers was to do more practical work on the ground and to continue

supporting the initiatives and increase partnerships across the board.

The main conclusions from the discussion as identified by the Chair of the consultation, Ambassador Jan Kickert of Austria, were:

1. Femicides are reaching alarming proportions and are present in every region of the world: we have to act as international community more decisively – state representatives, international organizations and civil society working together.
2. Femicides are the ultimate act of violence, experienced in a continuum of violence.
3. About half of all femicides occur in intimate partnerships or family settings.
4. They are preventable – thus more focus on prevention is necessary, learning from the analysis of concrete cases.
5. Fight impunity – impunity due to prevailing gender inequality.
6. Thus there is need for societal change, to create awareness, that the role of men is crucial; femicide is not a women’s issue but an issue of society as a whole.
7. Normative and policy frameworks are not enough, the crux – like always – in implementation, changing things on the ground to the better. That necessitates a continued joint push in a cross-regional and inclusive effort.



## CIVIL SOCIETY MEETING ON TAKING ACTION AGAINST FEMICIDE

Prior to the Consultation with Member States, a civil society meeting took place on October 15th 2015 in New York City, U.S. The meeting was attended by representatives of nine organizations including ACUNS, UNWGC, UNODC, COST, Cherry Sisters Memorial Fund, UPF, IJJO, Academy of Criminal Justice Sciences and UCT. The main outcome of the meeting was that academics, NGOs and the UN (UNODC in particular) must work together as partners, not marginalize each other.

The focus was on the need to share evidence-based high quality data (achieved through capacity building on a national level) which requires greater collaboration among stakeholders. Among participants were academics already doing research in the field. One of the ways suggested to



increase cooperation is holding joint workshops to get people to better understand the concept of femicide.

Regarding the role of the UNODC, it continues to work closely with UN WOMEN on this issue. The next mandate for the organization is to conduct an analytical global study on this matter. Because UNODC is lacking funds to conduct the study, it will keenly rely on the support of the academic community for contributions. Based on previous experience in conducting such studies, UNODC is confident that the next mandate will be successful.

Further points raised included the involvement of faith-based organizations as allies of the fight against femicide; take advantage of international days to publicize the issue (ACUNS for example organizes a symposium on November 25th); and to map all NGOs working on this issue and coordinate their efforts to ensure greater effect. The involvement of the younger generation, especially young scholars, was mentioned as another way of ensuring the sustainability of the initiatives on femicide.

Moving forward, some of the proposals made include a possible conference on faith leaders on femicide. A conference on femicide which is organized by the European Parliament was mentioned as another event to follow closely.

## CONCLUSION

The Security Council sessions and subsequent consultation were both productive and successful. Resolution 2242 was passed which gives hope that the implementation of women, peace and security agenda will be strengthened.

Bringing six important Member States, UNODC, civil society and academics who share practical views to eliminate gender-related killing of women and girls was essential to create partnerships for action and unite all efforts to promote gender rights and empower women and girls. These events demonstrated the willingness from participating stakeholders to create instruments to make progress and improve the situation for women and girls.

It is now to be seen whether those instruments will bear concrete actions to make a difference on the ground for many women and girls who, in some cases, are still treated as second class citizens, and in other cases their dignity and rights are denied through structural and cultural systems. The contribution of the academic community in gathering and providing reliable data will be a much needed support in order for UNODC and Member States to make sound decisions based on real scientific evidence.

Civil society will be required to continue their important work on the ground to raise awareness and give a voice to the many voiceless affected women and girls around the world. Encouragingly, there are already good practices from countries who participated in this consultation: Thailand's gender equality act and domestic violence, Brazil's houses for women which is providing safe places for abused women, Croatia's women President, Foreign Minister and Head of the Supreme Court, Kenya's education programs that led to the reduction of FGM, and Turkey's commitment to improve the rights of women are examples of progress being made. UNODC's support in training relevant state institutions and conducting studies will strengthen countries capacity to deliver.



## **1.2. UN Security Council High Level Review Session on Women, Peace and Security 2015**

Fifteen years ago, in 2000, the Security Council adopted the ground-breaking resolution 1325 on Women, Peace and Security—the first resolution to link women’s experiences of conflict to international peace and security. In October 2015 in New York, the Security Council convened a High-level Review to assess 15 years of progress at the global, regional and national levels.

To inform this discussion, the Secretary-General commissioned a Global Study—led by independent lead author Radhika Coomaraswamy—on the implementation of resolution 1325 and recommendations on the way forward for women, peace and security.

This chapter contains the newly adopted resolution 2242 as well as several statements by the Secretary General and Member States.

## 1.2.1. Security Council, S/RES/2242 (2015)\*

United Nations

S/RES/2242 (2015)



Security Council

Distr.: General  
13 October 2015

Seventieth session  
Agenda item 106

### RESOLUTION 2242 (2015)

**Adopted by the Security Council at its 7533rd meeting, on 13 October 2015**

The Security Council,

Reaffirming its commitment to the continuing and full implementation, in a mutually reinforcing manner, of resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), and 2122 (2013) and all relevant statements of its President,

Bearing in mind the Purposes and Principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Affirming the primary role of Member States to implement fully the relevant provisions of Security Council resolutions on women, peace and security, and the important complementary role of United Nations entities and regional organizations,

Recalling the commitments of the Beijing Declaration and Platform for Action and their twentieth anniversary, welcoming the Global Leaders Meeting on Gender Equality and Empowerment held on 27 September 2015 and commending the concrete national commitments made by national leaders in connection to this meeting,

Reaffirming the obligations of States Parties to the Convention on the Elimination of All Forms of Discrimination against Women and the Optional Protocol thereto and urging States that have not yet done so to

consider ratifying or acceding to it, further noting General Recommendation 30 of the Committee for the Elimination of All Forms of Discrimination against Women on Women and Conflict Prevention and Post-Conflict Situations,

Welcoming the report of the Secretary-General of 17 September 2015 (S/2015/716) submitting the results of the Global Study on the implementation of resolution 1325, recognizing with appreciation all the work undertaken for the Global Study and encouraging close examination of its recommendations,

Noting the substantial link between women's meaningful involvement in efforts to prevent, resolve and rebuild from conflict and those efforts' effectiveness and long-term sustainability, as well as the need for greater resourcing, accountability, political will and attitudinal change,

Taking note of the Report of the Secretary-General on the Future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations (S/2015/682), and the Report of the Advisory Group of Experts for the Review of the United Nations Peacebuilding Architecture (S/2015/490), and welcoming the recommendations contained therein relating to Women, Peace and Security, and further urging all actors to consider their implementation,

\* <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N15/311/09/pdf/N1531109.pdf?OpenElement>

Reaffirming the obligations of States and all parties to armed conflict to comply with international humanitarian law and international human rights law, as applicable, and the need to end all violations of international humanitarian law and all violations and abuses of human rights,

Reaffirming that sexual violence, when used or commissioned as a method or tactic of war or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate and prolong situations of armed conflict and may impede the restoration of international peace and security,

Welcoming the emphasis placed on achieving gender equality and the empowerment of women and girls in the recent adoption of the 2030 Agenda for Sustainable Development, reaffirming that women's and girls' empowerment and gender equality are critical to conflict prevention and broader efforts to maintain international peace and security, noting in this regard the emphasis of the Report of the Independent High-level Panel on Peace Operations (S/2015/446), the Report of the Advisory Group of Experts for the Review of the United Nations Peacebuilding Architecture (S/2015/490), and the Global Study on the need, inter alia, to invest more in conflict prevention and women's empowerment, and further emphasizing that persisting barriers to the full implementation of resolution 1325 (2000) will only be dismantled through dedicated commitment to women's participation and human rights, and through concerted leadership, consistent information and action, and support, to build women's engagement in all levels of decision-making,

Reiterating the important engagement by men and boys as partners in promoting women's participation in the prevention and resolution of armed conflict, peacebuilding and post-conflict situations,

Noting the changing global context of peace and security, in particular relating to rising violent extremism, which can be conducive to terrorism, the increased numbers of refugees and internally displaced persons, the impacts of climate change and the global nature of health pandemics, and in this regard reiterating its intention to increase attention to women, peace and security as a cross-cutting subject in all relevant thematic areas of work on its agenda, including threats to international peace and security caused by terrorist acts,

Recognizing the differential impact on the human rights of women and girls of terrorism and violent extremism, including in the context of their health, education, and participation in public life, and that they are often directly targeted by terrorist groups, and expressing deep concern that acts of sexual and gender-based violence are known to be part of the strategic objectives and ideology of certain terrorist groups, used as a tactic of terrorism, and an instrument to increase their power through supporting financing, recruitment, and the destruction of communities, as described in the Secretary-

General's Report on Sexual Violence in Conflict of 23 March 2015 (S/2015/203), and further noting the Global Counterterrorism Forum's good practices on Women and Countering Violent Extremism,

Recognizing the significance of the fifteen-year anniversary of resolution 1325 (2000), the progress made as well as the opportunity and need for far greater implementation of the women, peace and security agenda, remaining deeply concerned by the frequent under-representation of women in many formal processes and bodies related to the maintenance of international peace and security, the relatively low number of women in senior positions in political, peace and security - related national, regional and international institutions, the lack of adequate gender-sensitive humanitarian responses and support for women's leadership roles in these settings, insufficient financing for women, peace and security, and the resulting detrimental impact on the maintenance of international peace and security,

Recognizing the important contribution of civil society, including women's organizations, during the last fifteen years in the implementation of resolution 1325,

Recognizing the new Global Acceleration Instrument on women's engagement in peace and security and humanitarian affairs, in addition to existing complementary mechanisms, as one avenue to attract resources, coordinate responses and accelerate implementation,

1. Urges Member States, in light of the High-level Review, to assess strategies and resourcing in the implementation of the women, peace and security agenda, reiterates its call for Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, and resolution of conflict, encourages those supporting peace processes to facilitate women's meaningful inclusion in negotiating parties' delegations to peace talks, calls upon donor countries to provide financial and technical assistance to women involved in peace processes, including training in mediation, advocacy, and technical areas of negotiation, as well as providing support and training to mediators and technical teams on the impact of women's participation and strategies for women's effective inclusion, further encourages the meaningful participation of civil society organizations at international and regional peace and security meetings, as appropriate, including donor conferences to help ensure gender considerations are integrated in the development, prioritization, coordination, and implementation of policies and programmes, and encourages the hosts of such meetings to give due consideration to facilitating a cross representation of civil society participants;

2. Welcomes the efforts of Member States to implement resolution 1325, including the development of national action plans, further welcomes the increase in national action plans in recent years, and calls upon Member States to further integrate the women, peace

and security agenda into their strategic plans such as national actions plans and other planning frameworks, with sufficient resources, including implementation of relevant obligations under international humanitarian law and international human rights law, through broad consultation, including with civil society, in particular women's organizations, calls upon countries with national action plans to provide an update on the progress made in their implementation and review during the annual Security Council Open Debates on Women, Peace and Security, further welcomes the efforts of regional organizations to implement resolution 1325, including through the adoption of regional frameworks, and encourages them to pursue further implementation;

3. Encourages Member States to increase their funding on women, peace and security including through more aid in conflict and post-conflict situations for programmes that further gender equality and women's empowerment, as well as through support to civil society, and to support countries in armed conflict and post-conflict situations, including through capacity-building, in their implementation of women, peace and security resolutions, calls for increased international development cooperation related to women's empowerment and gender equality and invites aid providers to track the gender focus of aid contributions;

4. Urges the Secretary-General and relevant United Nations entities, including but not limited to the Department for Peacekeeping Operations (DPKO), the Department for Political Affairs (DPA), and the Peacebuilding Support Office (PBSO) to redouble their efforts to integrate women's needs and gender perspectives into their work, including in all policy and planning processes and assessment missions, and in relation to requests made in resolution 2122 (2013), and to address deficits in accountability including through the addition by the Secretary - General of gender targets as an indicator of individual performance in all compacts with senior managers at United Nations Headquarters and in the field, including Special Envoys, Special Representatives of the Secretary-General, Resident and Humanitarian Coordinators, to be used for monitoring and to inform decision-making by the Secretary-General, including for recruiting for future posts, and further encourages closer working relationships within the United Nations among all those responsible for implementing the women, peace and security agenda, including UN-Women, taking into account their role on women, peace and security coordination and accountability, and the Secretary-General's Special Representative on Sexual Violence in Conflict;

5. Recognizes the ongoing need for greater integration of resolution 1325 (2000) in its own work in alignment with resolution 2122 (2013), including the need to address challenges linked to the provision of specific information and recommendations on the gender dimensions of situations on the Council's agenda, to inform and help strengthen the Council's decisions, and

therefore in addition to elements set out in resolution 2122 (2013), and in accordance with established practice and procedure:

(a) Expresses its intention to convene meetings of relevant Security Council experts as part of an Informal Experts Group on Women, Peace and Security to facilitate a more systematic approach to Women, Peace and Security within its own work and enable greater oversight and coordination of implementation efforts;

(b) Decides to integrate women, peace and security concerns across all country-specific situations on the Security Council's agenda, taking into account the specific context of each country, expresses its intention to dedicate periodic Security Council consultations on country situations, as necessary, to the topic of Women, Peace and Security implementation, progress and challenges, and reiterates its intention 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;

(c) Expresses its intention to invite civil society, including women's organizations, to brief the Council in country-specific considerations and relevant thematic areas, as well as the Under-Secretary-General/Executive Director of UN-Women and the Under-Secretary-General/Special Representative of the Secretary-General on Sexual Violence in Conflict to brief more regularly on country situations and relevant thematic areas of work on its agenda including on matters of urgency for women and girls in conflict and crisis;

6. Expresses its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider designating, as appropriate, those actors, including those in terrorist groups, engaged in violations of international humanitarian law and violations and abuses of human rights, including sexual and gender-based violence, forced disappearances, and forced displacement, and commits to ensuring that the relevant expert groups for sanctions committees have the necessary gender expertise;

7. Urges DPKO and DPA to ensure the necessary gender analysis and technical gender expertise is included throughout all stages of mission planning, mandate development, implementation, review and mission drawdown, ensuring the needs and participation of women are integrated in all sequenced stages of mission mandates, welcomes the commitment of the Secretary-General that Senior Gender Advisors will be located in the offices of his Special Representatives, calls for senior gender advisors and other gender officer posts to be budgeted for and speedily recruited where appointed in special political missions and multidimensional peacekeeping operations, and encourages greater cooperation between DPKO, DPA and UN-Women to enable more gender responsive United Nations peacekeeping operations and special political missions, including through providing field-based gender advisors and other missions' sectors with full access to

the policy, substantive and technical support of these entities on the implementation of resolution 1325 (2000) and successive resolutions, making full use of respective comparative advantages;

8. Welcomes the Secretary-General's commitment to prioritize the appointment of more women in senior United Nations leadership positions, bearing in mind a cross-geographical representation and in accordance with existing relevant rules and regulations governing administrative and budgetary issues, and encourages him to review the obstacles preventing women's recruitment and professional advancement, further welcomes efforts to incentivize greater numbers of women in militaries and police deployed to United Nations peacekeeping operations, and calls upon the Secretary-General to initiate, in collaboration with Member States, a revised strategy, within existing resources, to double the numbers of women in military and police contingents of UN peacekeeping operations over the next five years;

9. Expresses deep concern over continuing allegations of sexual exploitation and abuse by United Nations peacekeepers and non-United Nations forces, including military, civilian and police personnel, urges police - and troop-contributing countries to provide robust pre-deployment training on sexual exploitation and abuse and vetting of their peacekeeping personnel, to conduct swift and thorough investigations of their uniformed personnel and, if appropriate, to prosecute, and to inform the United Nations in a timely manner of the status and outcome of investigations, calls upon the United Nations to cooperate as appropriate and in a timely manner with national authorities, including courts responsible for investigating such allegations, when requested for that purpose, and requests United Nations troop- and police-contributing country meetings to address sexual exploitation and abuse whenever relevant and the United Nations Military Staff Committee to discuss these issues as part of its regular programme;

10. Welcomes the Secretary-General's continued efforts at implementing his policy of zero tolerance of misconduct, in particular the wide -ranging proposals on prevention, enforcement and remedial action which promote greater accountability, including his commitment to bring to public light misconduct by United Nations personnel, as well as his proposal to keep the Security Council informed of developments regarding implementation of his zero tolerance policy on sexual exploitation and abuse, and his decision that all countries repeatedly listed in the annexes of his reports on Children and Armed Conflict and Sexual Violence in Conflict are prohibited from participating in United Nations peacekeeping operations, and urges those troop- and police-contributing countries that are currently listed to cease such violations and implement actions plans expeditiously, thereby avoiding suspension from peace operations, further requests the Secretary-General to include a section on conduct and discipline including, whenever relevant, adherence to his zero tolerance policy on sexual exploitation and abuse, in all his reports on

country-specific situations to the Security Council;

11. Calls for the greater integration by Member States and the United Nations of their agendas on women, peace and security, counter-terrorism and countering-violent extremism which can be conducive to terrorism, requests the Counter-Terrorism Committee (CTC) and the Counter-Terrorism Committee Executive Directorate (CTED) to integrate gender as a cross-cutting issue throughout the activities within their respective mandates, including within country - specific assessments and reports, recommendations made to Member States, facilitating technical assistance to Member States, and briefings to the Council, encourages the CTC and CTED to hold further consultations with women and women's organizations to help inform their work, and further encourages the Counter-Terrorism Implementation Task Force (CTITF) to take the same approach in activities within its mandate;

12. Urges Member States and requests relevant United Nations entities, including CTED within its existing mandate and in collaboration with UN-Women, to conduct and gather gender-sensitive research and data collection on the drivers of radicalization for women, and the impacts of counter-terrorism strategies on women's human rights and women's organizations, in order to develop targeted and evidence-based policy and programming responses, and to ensure United Nations monitoring and assessment mechanisms and processes mandated to prevent and respond to violent extremism, which can be conducive to terrorism, have the necessary gender expertise to fulfil their mandates, including relevant sanctions experts groups and bodies established to conduct fact finding and criminal investigations;

13. Urges Member States and the United Nations system to ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism which can be conducive to terrorism, including through countering incitement to commit terrorist acts, creating counter narratives and other appropriate interventions, and building their capacity to do so effectively, and further to address, including by the empowerment of women, youth, religious and cultural leaders, the conditions conducive to the spread of terrorism and violent extremism which can be conducive to terrorism, consistent with the United Nations Global Counter-Terrorism Strategy — A/RES/60/288, welcomes the increasing focus on inclusive upstream prevention efforts and encourages the forthcoming Secretary-General's Plan of Action to Prevent Violent Extremism to integrate women's participation, leadership and empowerment as core to the United Nations strategy and responses, calls for adequate financing in this regard and for an increased amount, within the funding of the UN for counter-terrorism and countering violent extremism which can be conducive to terrorism, to be committed to projects which address gender dimensions including women's empowerment;

14. Urges Member States to strengthen access to justice for women in conflict and post-conflict situations, including through the prompt investigation, prosecution and punishment of perpetrators of sexual and gender-based violence, as well as reparation for victims as appropriate, notes that the fight against impunity for the most serious crimes of international concern committed against women and girls has been strengthened through the work of the International Criminal Court, ad hoc and mixed tribunals, as well as specialized chambers in national tribunals and reiterates its intention to continue forcefully to fight impunity and uphold accountability with appropriate means;

15. Encourages empowering women, including through capacity-building efforts, as appropriate, to participate in the design and implementation of efforts related to the prevention, combating and eradication of the illicit transfer, and the destabilizing accumulation and misuse of small arms and light weapons, and calls upon Member States, United Nations entities, intergovernmental, regional and subregional organizations to take into consideration the specific impact of conflict and post-conflict environments on women's and girls' security, mobility, education, economic activity and opportunities, to mitigate the risk of women from becoming active players in the illicit transfer of small arms and light weapons;

16. Calls upon Member States, the United Nations, and other relevant actors to ensure due consideration is given to the Women, Peace and Security agenda in the process and outcome of the World Humanitarian Summit in Istanbul, Turkey, in 2016, further recognizes the importance of integrating gender considerations across humanitarian programming by seeking to ensure the provision of access to protection and the full range of medical, legal and psychosocial and livelihood services, without discrimination, and through ensuring women and women's groups can participate meaningfully and are supported to be leaders in humanitarian action, and urges the Secretary-General to strengthen leadership and political will at all levels on this issue and ensure accountability to existing humanitarian frameworks related to women's empowerment and gender equality which contribute to the implementation of the Women, Peace and Security agenda;

17. Invites the Secretary-General in his next annual report on the implementation of resolution 1325 (2000) to submit information on progress made to follow up on the High-level Review including the recommendations highlighted in the Secretary-General's report on the Global Study and new commitments made as part of the High-level Review, as well as appropriate monitoring and evaluation arrangements for the UN system, and to make this available to all Member States;

18. Decides to remain actively seized of the matter.



Security Council

Distr.: General  
16 September 2015

Original: English

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**Report of the Secretary-General on women and peace  
and security\***

**I. Introduction**

1. The present report is submitted pursuant to paragraph 16 of Security Council resolution 2122 (2013), in which the Council invited me to commission a global study on the implementation of resolution 1325 (2000), highlighting examples of good practice, implementation gaps and challenges, as well as emerging trends and priorities for action, and to submit within my 2015 report to the Council the results of the study. In addition, the report includes an update on annual progress towards the implementation of resolution 1325 (2000), as measured using the indicators designed for that purpose.

2. I have closely followed the preparations for the global study and the related high-level review in order to assess progress in implementing resolution 1325 (2000). I welcome the consultative and comprehensive approach taken by the lead author of the study, former Special Representative of the Secretary-General for Children and Armed Conflict and former Special Rapporteur on violence against women, Radhika Coomaraswamy, the distinguished 16-member high-level advisory the secretariat of the United Nations Entity for Gender Equality and the group,<sup>1</sup> Empowerment of Women (UN-Women), the Standing Committee on Women, Peace and Security and the informal “Friends of the global study” Member State group in their work assessing the implementation of the

women and peace and security agenda from the global to the local level. The active engagement of Member States, United Nations entities, regional organizations and civil society, including research in this task has been impressive and lends promise to the implementation institutes,<sup>2</sup> of the global study’s recommendations.

3. The present report contains select findings and recommendations from the global study, which were informed by a series of regional consultations and country visits, direct inputs from all actors, cutting-edge research and data analysis, including updated data for indicators to track the implementation of resolution 1325 (2000) (see S/2010/498). I am particularly pleased by the efforts made to ensure synergies with related reviews, including the High-level Independent Panel on Peace Operations, the Advisory Group of Experts on the 2015 Review of the United Nations Peacebuilding Architecture, the preparations for the 2016 World Humanitarian Summit, the 2030 Agenda for Sustainable Development and the 20-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action. I, together with my senior managers, will carefully study the findings and recommendations. I strongly encourage all stakeholders to seriously consider the concerns voiced in the study and to respond to the demands for stronger action and specific results.

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\* Please note: This is just an excerpt of the Secretary General’s report. For the entire document please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/2015/716](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/2015/716)

1 Members of the high-level advisory group are Alaa Murabit (Canada/Libya), Anwarul Chowdhury (Bangladesh), Bandana Rana (Nepal), Elisabeth Rehn (Finland), Igballe Rogova (Kosovo), Julia Kharashvili (Georgia), Leymah Gbowee (Liberia), Liliana Andrea Silva Bello (Colombia), Luz Méndez (Guatemala), Madeleine Rees (United Kingdom of Great Britain and Northern Ireland), Major General Patrick Cammaert (the Netherlands), Pramila Patten (Mauritius), Ruth Ojiambo Ochieng (Uganda), Sharon Bhagwan Rolls (Fiji), Yasmin Sooka (South Africa), and Youssef Mahmoud (Tunisia). Maha Abu Dayyeh (State of Palestine) served as a member of the high-level advisory group until her passing on 9 January 2015.



## II. Overview of progress and results of the global study on women and peace and security

4. As the Organization marks the seventieth anniversary of its adoption of the Charter of the United Nations, the global study's findings carry particular relevance. The similarities between key findings of the study, the report of the High-level Independent Panel on Peace Operations (A/70/95-S/2015/446), of which Ms. Coomaraswamy was a member, and the Advisory Group of Experts on the 2015 Review of the United Nations Peacebuilding Architecture (see A/69/968-S/2015/490), as well as those emanating from consultations for the 2016 World Humanitarian Summit, are striking. The reviews have painted a stark picture of the current peace and security context, which is characterized by blatant violations of human rights and humanitarian law, complex drivers of conflict, involvement of a growing number of non-State armed actors, new technologies and transnational connections that are changing the nature of warfare. The challenges have underlined the need for a stronger focus on prevention, more holistic and consistent approaches and mechanisms that place human rights at the core of security, protection, political, humanitarian, peacebuilding and socioeconomic development work. The reviews have also highlighted the challenges that women and girls encounter in having their voices heard and their needs addressed at the global, regional and national levels.

5. The review processes coincided with one of the most brutal waves of organized violence in modern history. Over the past few years, armed conflict has erupted or escalated in multiple locations, bringing to a halt or dramatically reversing progress made. The number of people in need of international humanitarian assistance has tripled over the past decade, with 80 per cent of them affected by armed conflict. Worldwide displacement in 2014 was at the highest level ever recorded, with 59.5 million people forcibly displaced, compared with 51.2 million in 2013 and 37.5 million a decade ago.<sup>3</sup> Conflict and persecution forced an average of 42,500 individuals per day to leave their homes and seek protection within or beyond the borders of their country. The growing spread of violent extremism during that period was marked by abuses and violations of the rights of women and girls.

6. Against that backdrop, participants in regional and country consultations<sup>4</sup> the global study called for an end to increased militarization and for more investment in political solutions to conflict. All three peace and security reviews strongly underlined the need for the increased and enhanced participation of women in all areas of peace and security decision-making, both on the basis of legal and

human rights obligations and because women's effective and meaningful participation significantly contributes to the greater operational effectiveness of our peace, security and humanitarian efforts and to the sustainability of peace.

7. The three peace and security reviews have pointed to the need for greater emphasis on prevention, for sustaining peace and addressing the root causes of conflict in order to avoid the relapse, escalation and protraction of crises, issues also addressed in the 2030 Agenda for Sustainable Development. As a result, the related sustainable development goal 16, on promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels, is premised on the common understanding that development, human rights, and peace and security, the three pillars of the work of the United Nations, are indivisible and interrelated, as evidenced by the lagging progress of conflict-affected countries towards achieving the Millennium Development Goals.

8. Select messages from the global study are highlighted in the sections below. In the final section, the roles and responsibilities of key actors in accelerating the implementation of women and peace and security commitments are explored. Perhaps the strongest message to emerge from the study is the remarkable impact of women's participation on all areas of peace and security. New evidence, added through research commissioned for the study, demonstrates clearly that the inclusion of women leads to more sustainable peace and enhanced prevention efforts. Further findings show that unpredictable and insufficient funding, the lack of systematic gender-responsive analysis and technical gender expertise, attitudinal obstacles and the insufficient mapping of needs in planning and budgeting have had a detrimental impact on the long-term effectiveness of peace and security and humanitarian and development interventions. However, robust and predictable funding, committed, accountable and visible leadership, inclusive, rights-based and gender-responsive processes and a strong gender equality architecture have all featured prominently when tangible results have been achieved.

9. The need for the earlier engagement of the Security Council to address emerging threats was mentioned in consultations and country visits as part of the global study, as was the need for the Council to remain politically vigilant in order to avoid having situations relapse into conflict and the need for better information-sharing on threats, risks and violations of human rights in conflict contexts across intergovernmental bodies. Concerns were expressed that efforts to address violations

<sup>2</sup> Over 120 written submissions were received from close to 50 Member States, as well as from regional and subregional organizations, United Nations entities and civil society, including research institutions. Preparations for the global study included global consultations with Member States and civil society, country visits and regional consultations with Member States, regional organizations, civil society and academia in Brussels, Addis Abba, Kathmandu, Tirana, Banja-Luka and Sarajevo, Bosnia and Herzegovina, Vilnius, The Hague, the Netherlands, Guatemala City, Kampala, Cairo and Suva. The civil society survey was conducted in partnership with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the Global Network of Women Peacebuilders, and received 317 responses from 71 countries during the period from 13 February to 1 May 2015.

of women's human rights and commitments to women's participation by all actors involved have remained largely ad hoc and "add-on", rather than as part of a deeper situation analysis, response and tools for achieving the Council's objective of sustainable peace.

10. I hope that the present report, the global study and the high-level review to be held in October 2015 will spark reflection, dialogue, new partnerships and more determined action. It is essential to learn from and build on good practices and to recognize the Member States, leaders, organizations and entities that have stood at the forefront of positive change since the adoption of resolution 1325 (2000). However, despite impressive normative advancements, implementation and results on the ground remain somewhat limited. I encourage Member States, United Nations entities, regional organizations and other key stakeholders to carefully review the study and its recommendations. Commitments must not only be upheld in international law, existing resolutions, declarations and action plans but efforts must also be made to ensure that strategies for implementation are inclusive, financed and grounded in the realities on the ground.

## **A. Beyond the rhetoric: women's leadership for peace**

11. The research undertaken for the global study served to examine the impact of women's participation in peacemaking, constitution-making and national dialogues. The findings point to the fact that women's effective and meaningful participation in those processes is positively correlated with the conclusion and sustainability of talks, and the implementation of agreements. Accordingly, women's participation shifts the dynamics by bringing new issues to the table, strengthening linkages to root causes of conflict and promoting more sustainable peace. However, consultations for the study showed that the participation of women in formal peace processes remains contested. Their inclusion is still mostly initiated and attained through concerted pressure by women's organizations, rather than by the parties to the conflict, the mediators or the organizers of the negotiations. Although differences exist between processes led or co-led by the United Nations and those that are not, gains are generally too few and far between. Many negotiations have focused solely on the military and political parties of conflict and on high-level processes where women remain underrepresented and too few of them are in positions of authority. This has often resulted in further empowering "men with guns" and in future cycles of violence and impunity.

12. A recent study of 40 peace processes showed that the ability of women to influence negotiations increased the chances of agreements being reached, was positively correlated with greater implementation and had a positive impact on the durability of peace. The meaningful inclusion of women enhanced the influence of other actors, such as civil society organizations, on negotiation outcomes. Notably, there was not a single case

where organized women's groups had a negative impact on a peace process. One of the most repeated effects of the involvement of women in peace processes was their role in pushing for the commencement, resumption or finalization of negotiations when the momentum had stalled or the talks had faltered. The findings help to reaffirm the importance of women's effective participation as a key tool for effective peacemaking.

## **INCREASING THE GENDER-RESPONSIVENESS OF PEACE AGREEMENTS**

13. The importance of including gender-related provisions in peace agreements is emphasized in resolution 1325 (2000) and subsequent Security Council resolutions. Better data and analysis, including through regular monitoring using the indicators in resolution 1325 (2000), are beginning to provide a better picture of the extent to which agreements and their gender equality provisions are being implemented. New research shows the increasing presence of references to women and gender perspectives in peace agreements, in particular after the adoption of resolution 1325 (2000). An analysis of 664 agreements produced between 1990 and 2000 showed that 73 (11 per cent) included at least one reference to women. An analysis of 504 agreements reached in the period after the adoption of resolution 1325 (2000) until 1 January 2015 showed that 138 (27 per cent) included references to women. Evidence also indicates that peace and negotiation processes involving the United Nations have been more likely to include references to women and gender issues.

14. The findings are in line with indicator data regarding resolution 1325 (2000).<sup>5</sup> While slight differences in definitions and methodology result in some numerical discrepancies, the overall trends move in the same direction. Of 16 peace agreements<sup>6</sup> and security provisions, compared with 54 per cent in 2013, 30 per cent in 2012 and 22 per cent in both 2011 and 2010. Outcome documents from processes led or co-led by the United Nations are more likely to include gender equality provisions. Of the six agreements emerging from United Nations-supported peace processes in 2014, four (67 per cent) contained women and peace and security references. Conflict-related sexual violence references have increased in signed agreements since 2010.<sup>7</sup>

15. Very few of the examined agreements reflect comprehensive gender equality or women and peace and security considerations. Good examples include agreements signed in Guatemala in the mid-1990s, which still stand out for the quality and depth of their gender equality provision, and agreements signed in Colombia in 2014. Other processes with references to women across most of the signed agreements include Burundi, Nepal, Northern Ireland, the Philippines and the Sudan (Darfur). More analysis is required to better understand why gender-specific provisions were included, how well these reflected women's concerns and the extent to which provisions have been implemented. It is of concern that

some of the agreements with the clearest provisions for women have been poorly implemented.

The need to sustain gender-specific gains enshrined in negotiated agreements requires the continued participation of women in mediation and implementation. Better funding and monitoring of that implementation, including of gender-specific provisions and the effective and meaningful participation of women in established monitoring mechanisms, may also help to ensure that agreements are implemented and sustained.

## **ENSURING WOMEN'S INCLUSION IN PEACE PROCESSES**

16. The role played by different stakeholders in peace processes, especially mediators, influences women's inclusion in peacemaking. While attitudinal obstacles on the part of the mediators can constrain the inclusion of women's perspectives in peace agreements, the awareness and acknowledgement of mediators of United Nations standards have proved instrumental in facilitating women's participation in peace processes and political transitions. Emphasis on the importance of women's effective participation was, for example, a priority of the former Special Envoy of the Secretary-General to the Great Lakes Region, Mary Robinson, and the current Special Envoy, Said Djinnit. The use of forums for mediators to share experiences and explore approaches regarding inclusive peacemaking, such as the high-level seminar on gender and the inclusive mediation processes of the Department of Political Affairs has been important in creating greater awareness among envoys, mediators and mediation experts representing the United Nations, regional organizations and Member States on the strategic value of inclusion and the availability of tools, practical strategies and approaches to inclusive mediation. It is essential that all mediators and external actors that support peace talks, such as groups of friends, promote the use of global values and standards. Initiatives to address logistical barriers to women's participation should be systematically considered in process design.

17. Third-party mediation teams have, at times, helped to promote more inclusive processes. For example, the role of Norway as facilitator in the Colombia peace process helped to ensure the inclusion of women and a gender perspective in the Havana peace talks. Women leaders and faith-based actors, who play significant roles in some communities, can further promote women's inclusion and the consideration of their different experiences of conflict, needs and priorities in peace negotiations. Additionally, as set out in Security Council resolution 1820 (2008), peace agreements that include amnesty provisions for crimes of conflict-related sexual violence should be deemed invalid by the international community. I encourage individual countries supporting peace processes to provide incentives, including financial incentives, for the greater inclusivity of women.

18. In 2014, the United Nations led, or co-led, 12 formal peace mediation processes.<sup>8</sup> All United Nations

mediation support teams (100 per cent) included at least one woman, the same percentage as in recent years and up from 86 per cent in 2011. Data on women's representation on negotiating party delegations show an upward trend, with senior women participating in 9 (75 per cent) of those processes in 2014, compared with 8 processes (72 per cent) in 2013, 6 processes (67 per cent) in 2012 and 14 processes (36 per cent) in 2011. Nevertheless, a focus on the improvement in numbers alone does not capture the quality of women's influence. Further analysis is necessary to assess the quality and impact of the contributions of both female and male delegates to the promotion of gender equality and to addressing gender-specific issues in the context of peace talks.

19. Although gender-specific expertise is systematically offered through the United Nations Standby Team of Senior Mediation Advisers and a roster of senior technical experts, the demand for it emerging from peace negotiations remains lower than for other areas of mediation standby expertise, possibly evidencing a lack of awareness of the importance of gender perspectives as part of process design. In 2014, gender expertise was requested and provided by the United Nations to six of the nine relevant processes (67 per cent),<sup>9</sup> 2013 and 36 per cent in 2011. More must be done to sensitize all parties to understand that the participation of women is essential to furthering sustainable peace, thereby prompting greater demand for these skills. I am committed to continuing to ensure that gender expertise is an integral part of all United Nations-supported mediation processes.

20. The importance of regular consultations between mediation teams and women's civil society organizations has been emphasized in resolutions on women and peace and security. In 2014, all peace processes with United Nations engagement included regular consultations with civil society, 88 per cent of them with women's organizations, a notable rise from the 2011 rate of 50 per cent. However, it is important to strengthen the effectiveness of these engagements and ensure that they go beyond symbolism. More must be done to support women's mobilization and to amplify women's voices in peace processes. I call upon all relevant United Nations entities to further strengthen their important role in this regard.

21. Building on good practices entails increasing efforts to create stronger linkages between track I and track II processes and enabling the meaningful transfer of information and recommendations to the mediator and negotiating parties. Research has found that the most effective strategy is to combine the "insider tactics" of submitting position papers and meeting with mediators, negotiators or technical advisers with "outsider tactics" such as issuing public reports, lobbying international actors and conducting media outreach. A successful strategy used by women's coalitions has been the development of a common document expressing a unified position of a cross-section of women's groups, which can then be used by mediation and negotiation teams.

22. Subnational and local mediation initiatives are important in laying the foundations for peaceful societies where women have leadership roles. Efforts to support the engagement of insider mediators can be particularly valuable, and in a growing number of contexts the United Nations has worked with partners to identify women's organizations and civil society leaders to engage in national dialogue and mediation processes. The United Nations Development Programme (UNDP) has helped to strengthen women's participation and leadership capacity through training and awareness-raising activities in Indonesia, Mauritania, Nepal, the Niger and Timor-Leste and has facilitated the participation of women in peace and dialogue forums in Colombia, Cyprus, Lebanon, Nepal and South Sudan. In Cyprus, a focus on gender equality in the Cyprus Dialogue Forum has been a prominent feature of the design of the initiative, and branches of political parties represented by women, trade unions and women's organizations have been fully represented. In South Sudan, UNDP supported women grass-roots networks to present their peacebuilding perspectives to the peace talks in Addis Ababa. In Colombia, the United Nations country team has supported a rigorous call for the participation process to encourage the representation of women's organizations in the dialogue to end the conflict. As a result, 49 per cent of the victims participating in the forum are women. Greater support by all for the role of civil society in conflict-affected contexts must be prioritized. Resolution 1325 (2000) was spearheaded by an international movement advocating for peace and gender equality and recognizing that silencing the civic voice for peace in decision-making had a detrimental impact on sustainable and inclusive peace. However, the transformative potential, as promoted in the resolution, has yet to be realized.

## **B. Building inclusive and peaceful societies in the aftermath of conflict**

23. The global study brings renewed attention to aspects of post-conflict peacebuilding and examines how attention to a gender perspective in these areas contributes to lasting and meaningful peace and security. Women and girls are often invisible when decisions about post-conflict recovery and governance are made. Nevertheless, research and practice over the past fifteen years have established that women's effective and meaningful participation builds a more durable peace, given that it broadens the benefits of the peace dividends to stakeholders beyond the fighting parties and builds resilience in local communities. While the Seven-Point Action Plan on Gender-Responsive Peacebuilding has gained some traction at the global and country levels, several of the measures have not been fully implemented, therefore limiting women's opportunities to engage in post-conflict peacebuilding processes.

24. The findings and recommendations of the global study and the 2015 report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490) provide a solid

basis for further strengthening gender-responsive peacebuilding interventions. In addition to ensuring women's contribution, peacebuilding initiatives must support women's rights and economic, political and social empowerment in order to maximize women's role in stabilization and recovery. Furthermore, as noted by the Advisory Group of Experts, peacebuilding must address not only the root causes of conflict and include long-term development strategies that benefit women and girls but also the human rights violations that women and girls continue to experience during conflict and after a peace agreement has been reached.

### **ECONOMIC RECOVERY AND ACCESS TO RESOURCES**

25. Large-scale foreign investment in the aftermath of conflict tends to focus on infrastructure, markets, extractive industries and commercial agriculture, areas where women are traditionally underrepresented. The employment and income-generation activities of women are often affected by conflict, with a detrimental impact on women and their families and the effectiveness of post-conflict economic recovery (see PBC/7/OC/3). Data from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD) show that while Committee donors invest large amounts in the economic and productive sectors in fragile States and economies — 10 billion dollars per year during the period 2012-2013 — only 439 million dollars (2 per cent) of that amount targeted gender equality as a principal objective.<sup>10</sup> Similarly, a 2013 study of UNDP economic recovery programmes in six post-conflict countries found that less than 4 per cent of economic recovery spending was allocated to furthering women's economic empowerment and gender equality or meeting women's needs.<sup>11</sup> Investment in gender-responsive economic recovery leads to important results for societies as a whole. For example, women are more likely to spend their incomes on family needs, including health care and education, thus making a large contribution to recovery.

26. Local initiatives are especially conducive to women's empowerment. Services such as community loans, revolving credit and revenue-generating cooperatives have succeeded in providing a stable source of income to women in Burundi and Rwanda. However, economic recovery for women is too often confined to microcredit or microenterprises, while large-scale projects continue to be dominated by men. As livelihood opportunities are few in conflict and post-conflict settings, many women find work in the informal economy, collecting and selling firewood or charcoal, running small-goods kiosks, selling goods door-to-door or in the market, engaging in domestic work and engaging in survival sex. Economic recovery should aim to be transformative, encompassing not only the state of the inherited economy but also what the future economy should be and how women can lead, contribute to and benefit from a transformative recovery programme. Initiatives must provide tailored approaches for particularly vulnerable groups of women.

27. Recognizing the importance of women's access to livelihoods in the aftermath of conflict, in 2013 UNDP began to track disbursements allocated to women in the context of temporary employment and productive livelihood projects. I welcome the initiative of UNDP to integrate an indicator to track the proportion of women beneficiaries of temporary employment projects in its strategic plan for the period 2014-2017. This commitment makes the annual monitoring and reporting of these actions a corporate priority. I encourage more work to evaluate this commitment for its impact and recommend that other United Nations entities take similar action. While data availability for relevant UNDP programmes is limited to seven countries where data collection has begun (Democratic Republic of the Congo, Jordan, Mauritania, South Sudan, Sudan, Syrian Arab Republic and Yemen), evidence shows that, in total, only 35 per cent of benefits from temporary employment activities from disarmament, demobilization and reintegration programmes were received by women in 2014. With the exception of the Democratic Republic of the Congo, where women received 50 per cent of the benefits, women received less than half of the allocations in all the other countries. While still under the 40 per cent target of the Seven-Point Action Plan, this represents an increase from 22 per cent in 2013. I encourage all United Nations entities to accelerate action on this commitment. Governance and women's participation in elected and non-elected bodies

28. A critical mass of women in decision-making has a significant impact on institutions and policies, and inclusive decision-making brings a broader range of concerns to the table. It can also contribute to increased allocations to the social spending needed to address inequalities and women's socioeconomic disadvantages. Studies have found inverse correlations between the proportion of women in parliament and corruption levels and that inclusive decision-making bodies bring a broader range of concerns to the table. For example, women legislators tend to give greater attention to legislative proposals covering basic rights and social services, including education, health and gender-sensitive legal reforms.

29. According to the Millennium Development Goals Report 2015, since the adoption of the Beijing Platform for Action, the global proportion of seats held by women in national parliaments has doubled from 11 per cent in 1995 to 22 per cent in 2015. Notably, a number of developing countries with the highest representation of women today have emerged from conflict, with Rwanda still ranking highest at 63.8 per cent.<sup>12</sup> In this case, as in others, a constitutional commission was instrumental in drafting a more inclusive constitution that entrenched provisions to guarantee women's full and equal political participation. However, in the aggregate of conflict and post-conflict countries reviewed,<sup>13</sup> the representation of women stood at 18 per cent as at 31 July 2015, indicating a low increase in women's representation rate since 2011.

30. The adoption of temporary special measures

has proved useful in many countries. By July 2015, in conflict and post-conflict countries where legislated electoral quotas had been adopted, women represented almost 23 per cent of parliamentarians, compared with 15 per cent in countries without such special measures. Similar levels were evident in 2014, when women occupied 23 per cent of parliamentary seats in countries using electoral quotas and 10 per cent for those without.<sup>14</sup> These figures demonstrate the positive effect of electoral quotas in reaching legislated targets in a number of countries. As regularly recommended by the Committee on the Elimination of Discrimination against Women, context-specific temporary special measures, including targeted training, public awareness, quotas for party lists and working with electoral management bodies to ensure that women can participate in a safe environment, are necessary to further promote women's participation in politics. Effective initiatives supported by UNDP include those implemented in Nigeria, where numerous young women politicians were mentored through a forum on women in politics and in Pakistan, where support for the formation and operation of a women's caucus has led to that body leading legislative action on several important development priorities. In El Salvador, UNDP helped to develop a 30 per cent quota that significantly increased women's presence in parliament in 2014.

31. Women's representation rates have been hard to maintain in many fragile settings. In Afghanistan and Iraq, for example, many women politicians and their families face threats and violence, including as a deliberate tactic to deter them from participating in public life. Women politicians and leaders continue to face harmful gender stereotypes, cultural and legal barriers and discrimination that cannot be abrogated by quotas for women or the mere presence of women in parliaments. While evidence does show that greater numbers of women in decision-making lead to fairer outcomes for societies as a whole, women's right to participate in public life must be pursued as an end in itself. Capacity-building support for elected women is important to better influence decision-making processes. Gaps in some countries in the availability of data on political participation, especially at the local level, and on sex-disaggregated voter registration and turnout rates prevent an accurate and full picture of the barriers to participation that women face.

32. While much effort has gone into promoting and monitoring women's participation in post-conflict elections, less attention has been given to women in non-elected posts and even less so to women in the civil service. As at 1 January 2015, women held, on average, 14.8 per cent of ministerial positions across conflict and post-conflict countries, a slight improvement from 13.1 per cent in 2014, 12.7 per cent in 2013, 14.6 per cent in 2012 and 14 per cent in 2011. Of the countries reviewed, only in Burundi and Guinea-Bissau do women represent more than 30 per cent of ministers. Similarly, data gaps on women's representation in the civil service hinder comprehensive analysis and the efficient advocacy of women's full and equal participation and access

to decision-making roles in all sectors of the public administration, including in fragile, conflict and post-conflict settings. Enabling women at the local level to plan and deliver services in fragile and post-conflict contexts contributes significantly to improving women's social, political and economic situation. UN-Women stipulates that high numbers of women in service delivery lead to better-quality services for both men and women and improve women's access to services. The United Nations "restore or reform" review has led to the development of a joint United Nations-World Bank diagnostic tool that stresses the role of women's participation and leadership in state-building and the core functions of Government, including at the local level. The review also found a link between the participation of women in the civil service and the gender-responsiveness of public administration and service delivery.

### **DISARMAMENT, DEMOBILIZATION AND REINTEGRATION AND SECURITY SECTOR REFORM**

33. Over the past fifteen years, increased awareness of the gender-related dynamics within the security sector has resulted in more attention, both at policy and operational levels, on the specific needs and capacities of women and girls as ex-combatants, members of the host communities and users of security services. Despite the progress made, however, security continues to be a realm dominated and defined by men. In a review of financial allocations to disarmament, demobilization and reintegration programmes in six post-conflict countries, security sector reform performed the worst, with less than 1 per cent of funds going to projects whose principal objective was gender equality.<sup>15</sup> A lack of resources, coupled with insufficient accountability to commitments, has resulted in a continued lack of attention to gender issues, despite some good practices arising from the field.

34. Since 2000, the Security Council has urged the consideration of the specific needs, concerns and priorities of women in United Nations-supported processes, which has contributed to increasing numbers of women ex-combatants and women associated with armed forces entering disarmament, demobilization and reintegration programmes. Data compiled using the indicators in resolution 1325 (2000) has shown an increase in women participating in disarmament, demobilization and reintegration programmes, although the indicators do not assess the quality or the impact of demobilization and reintegration support on women's lives. In 2014, 44 per cent of the beneficiaries of disarmament, demobilization and reintegration interventions in United Nations field missions were women. Notably, half of the beneficiaries of small projects in Haiti were women, while larger projects and legal assistance benefited mostly men. In the case of UNDP-supported initiatives for the reintegration of ex-combatants and youth at risk in eight countries, 26 per cent of the beneficiaries were women. In Burundi, Colombia, Mali and Somalia, women beneficiary rates surpassed 40 per cent, rising to more than half in Burundi, where beneficiaries included returned internally displaced

persons, and support focused on promoting employment by building markets, rehabilitating roads and providing cash for work.

35. Security sector actors are often among the main perpetrators of violence during and after conflict. Increasing the representation of women and women's organizations in civilian oversight and through security sector reform processes can help to increase public trust by shaping security institutions that are responsive to and representative of the population at large. Vetting security sector recruits for conflict-related crimes against women, including sexual and gender-based violence, is an important step towards re-establishing the community's trust. Recent progress in engaging the military in some countries to address conflict-related sexual violence should be noted, including the action plan put in place by the national army of the Democratic Republic of the Congo with the support of my Special Representative on Sexual Violence in Conflict and the Team of Experts on the Rule of Law and Sexual Violence in Conflict. The action plan focuses on command responsibility and accountability for crimes of sexual violence and led to the prosecution of 137 members of the armed forces of the Democratic Republic of the Congo, including senior officers, during the 2013-2014 reporting period. Similar initiatives are under way with the militaries of Côte d'Ivoire, Somalia and South Sudan.

36. Over the past 15 years, special protection units have been established in police forces in countries such as Afghanistan, the Democratic Republic of the Congo, Guinea, Liberia, Rwanda, Sierra Leone and Timor-Leste. The units receive victims of gender-based violence and domestic crimes and refer them to services in a confidential and victim-centred manner. The units have been most useful in increasing awareness of women's rights at the community level and rebuilding women's trust in security sector institutions. In the Western Balkans, there are domestic violence and gender-based violence focal points appointed within police forces, and a joint programme of UN-Women, UNDP, the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the Office of the United Nations High Commissioner for Human Rights (OHCHR) on gender-based violence has worked in Kosovo<sup>16</sup> to establish coordination mechanisms at municipal and central levels and employ more women in the ranks.

37. Significant progress has been made in mainstreaming a gender perspective into mine action. In 2010, the United Nations published gender guidelines for mine action programmes, and the Strategy of the United Nations for Mine Action 2013 - 2018 includes the implementation and monitoring of the guidelines as a cross-cutting initiative. Data gathered to monitor the strategy show that, in 2014, 57 per cent of United Nations Mine Action Service field programmes "almost always" ensured that the needs of women, girls, boys and men were considered in programme design. In terms of ensuring equal employment opportunities, 78 per cent of

programmes made arrangements to accommodate both women's and men's needs in the workplace and 60 per cent actively encouraged women's employment.

38. The review of the United Nations peacebuilding architecture underscored the particularly pernicious effect of fragmentation on enhancing women's participation in peacebuilding. Nevertheless, as some of

the examples above highlight, significant progress has been made in terms of normative frameworks with an ever-growing body of good practice to accompany it. I request relevant United Nations entities to redouble their efforts during the next five years to achieve the vision inscribed in my Seven-Point Action Plan on Gender-Responsive Peacebuilding, thereby accelerating the virtuous cycle between stability, peace and women's empowerment. [...]

### **1.2.3. S/2015/749: Letter dated 1 October 2015 from the Permanent Representative of Spain to the United Nations addressed to the Secretary-General\***

United Nations

S/2015/749



**Security Council**

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### **Letter dated 1 October 2015 from the Permanent Representative of Spain to the United Nations addressed to the Secretary-General**

I have the honour to forward to you a concept note for the Security Council open debate on women and peace and security, which will be held on 13 October 2015 (see annex).

I should be grateful if the present letter and its annex could be circulated as a document of the Security Council.

*(Signed)* Román Oyarzun

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\* <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N15/297/33/pdf/N1529733.pdf?OpenElement>

## Annex to the letter dated 1 October 2015 from the Permanent Representative of Spain to the United Nations addressed to the Secretary-General

### High-level review of Security Council resolution 1325 (2000): from rhetoric to effective results

#### OPEN DEBATE OF THE SECURITY COUNCIL

13 OCTOBER 2015

The open debate will be chaired by the Prime Minister of Spain, Mariano Rajoy

The Secretary-General will deliver a statement at the beginning of the open debate.

#### Briefers:

- Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women, Phumzile Mlambo-Ngcuka
- Director of Fonds pour les femmes congolaises and President of the Administration Board of Solidarité féminine pour la paix et le développement intégral, Julienne Lusenge
- President of the Organization of Women's Freedom in Iraq, Yanar Mohammed

Some 15 years ago, the Security Council adopted resolution 1325 (2000), drawing attention to the differing impact of armed conflict on women and girls, their exclusion from conflict prevention, peacekeeping, conflict resolution and peacebuilding, and the inextricable links between gender equality and international peace and security. The thematic resolution was adopted following a decade of peacekeeping failures in Rwanda, Somalia and the former Yugoslavia. It was the result of the active mobilization of women's groups globally after the Fourth World Conference on Women, held in Beijing in 1995, and the strong determination of some of the then members of the Council.

The world has seen significant changes since 2000. In less than a decade, the number of major violent conflicts has almost tripled (see A/70/357-S/2015/682, para. 2). The nature of conflict has also changed: <sup>1</sup> have become entrenched in many regions; the interconnections between natural disasters, humanitarian crises and conflicts are more visible; and the number of refugees and internally displaced persons is higher than ever before in the Organization's history, with many of them expected to remain displaced for almost two decades, the current average length of displacement. All of this is also affected by new and emerging threats, the most prominent of which is the rise of violent extremism and terrorism, perhaps the greatest threat to global peace and security at present. Since 2000, we have also witnessed various positive developments, such as the creation of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the appointment of special representatives of the Secretary-General on sexual violence in conflict and for children and armed conflict. The responses of the Security Council and the Organization have also shifted over the period. Perhaps most significantly, the gradual consideration of violations of human rights and humanitarian law as being threats to international peace and security has created new spaces for the Council to engage across the main pillars of United Nations activity.

With regard to women and peace and security specifically, six resolutions have followed resolution 1325 (2000). Together, the seven resolutions elevate the importance of women's participation and leadership in all aspects of peace and security, recognize sexual violence in conflict as a threat to international security and an impediment to peacebuilding and create obligations for United Nations actors and Member States to both empower and protect women and girls in conflict-affected contexts.

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1 Both the High-level Independent Panel on Peace Operations and the Advisory Group of Experts on the Review of the Peacebuilding Architecture have referred to the changing face of global conflict. The growing threat posed by violent extremism and terrorism adds another layer to the already-complex global and regional conflict scenario (see A/70/95-S/2015/446, paras. 8, 12 and 80, and A/69/968-S/2015/490, annex, paras. 10, 11, 14, 19 and 53).

2 As the Secretary-General stated in October 2010, "advancing the cause of women, peace and security must be integral to our peacemaking, peacekeeping and peacebuilding efforts, not an afterthought".



The year 2015 is a decisive year for United Nations efforts with regard to both gender equality and peace and security. We have just celebrated the twentieth anniversary of the Beijing Declaration and Platform for Action and recently launched a new development agenda for the coming 15 years. In addition to the current review of resolution 1325 (2000), an emblematic resolution, through this open debate and a global study on its implementation, we have reviewed the Organization's peace operations and peacebuilding architecture. The convergence of the three processes provides an invaluable opportunity to develop a holistic approach to conflict prevention, peacemaking and peacebuilding by, among other things, ensuring the participation and leadership of women across all areas and stages of response.<sup>2</sup> The reviews will also be complemented by the outcome of the upcoming World Humanitarian Summit and by the plan of action that the Secretary-General will announce in the next weeks, containing practical measures to prevent violent extremism. The high-level review of the implementation of resolution 1325 (2000) and the global study that will inform it provide an invaluable opportunity to reflect on the current status of the implementation of the women and peace and security agenda and to make specific and ambitious commitments to its full realization.

## DIAGNOSIS

In conducting a brief overview of the women and peace and security agenda since it was taken up by the Security Council as a separate thematic issue in 2000, we have come to the general conclusions set out below.

The Security Council has established a relatively robust normative framework on women and peace and security.<sup>3</sup> There remains, however, an implementation gap at Headquarters<sup>4</sup> to the protection and participation of women. Instead, this is often seen as an add-on and non-political component, rather than as a critical aspect of the peace and security equation for both women and men, as well as for society as a whole.

The most challenging gap that remains concerns the participation of women in peace processes and post-conflict political transitions, even as empirical evidence reveals a strong connection between the inclusion of women in peace processes and more durable and stable peace. Participation issues should be systematically tackled together with the protection issues and recognized as mutually reinforcing. We can affirm that the Security Council has rarely acted to proactively prevent conflict.<sup>5</sup> Investing in participation has a strong impact on prevention.

Even if the normative framework created by the Security Council since 2000 is broad, there are areas that have not been addressed directly in resolution 1325 (2000) and subsequent resolutions on women and peace and security, including emerging threats such as the role of women in countering violent extremism and terrorism.<sup>6</sup> While the use of rape, sexual slavery and forced marriage and other forms of sexual violence has been identified as part of the strategic objectives, ideology and funding of extremist groups such as ISIS in parts of the Syrian Arab Republic and Iraq and Boko Haram in Nigeria (see S/2015/203, para. 83), analysis of the role of women as victims of a broad range of rights violations at the hands of extremists, and equally their role as perpetrators, agents of prevention and response, as well as of populations affected by both terrorism and counter-terrorism strategies, remains inadequately addressed. As such, the women and peace and security agenda has not been adequately integrated into the response of the international community to this threat.

The failure to allocate sufficient resources, the lack of political will, accountability and available expertise and persistent attitudes of resistance by gatekeepers and decision makers are among the main reasons why this agenda has not been effectively implemented since the adoption of resolution 1325 (2000).

## MAIN ACTORS

Although the women and peace and security agenda stems from the Security Council, it projects its impact towards the entire membership of the United Nations, the United Nations system and civil society. The Council should strengthen its role in being accountable for its own decisions on women and peace and security, but regional organizations, the entire United Nations system and, above all, Member States also have their own responsibility to address the challenges faced by this agenda. Addressing the challenges is the main goal of the open debate.

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<sup>3</sup> Following the adoption of resolution 1325 (2000), the Security Council adopted no resolutions on women and peace and security until 2008. Between 2008 and 2010, the Council had an extraordinary level of normative activity in that field, adopting resolutions 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010). It later adopted two other resolutions: 2106 (2013) and 2122 (2013).

<sup>4</sup> In this regard, the gains made with regard to the conflict-related sexual violence agenda since the creation of the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, and the strengthened implementation architecture both in the field and with the advent of the Team of Experts on the Rule of Law and Sexual Violence in Conflict, represent a critical advance.

<sup>5</sup> The importance of prevention in general terms is also underlined in the 2015 report of the Secretary-General on women and peace and security (S/2015/716, paras. 66 ff). In addition, the Secretary-General notes that, at the rhetorical level, there is strong support for early warning and conflict prevention, but this is not always translated into early action (see A/70/357-S/2015/682, para. 34).

<sup>6</sup> There are few references to the integration of a gender perspective into countering violent extremism and terrorism. The Security Council made a commitment to integrating women and peace and security into other thematic issues, such as counter-terrorism, in resolution 2122 (2013). There are also some vague references in resolution 2129 (2013), in resolution 2178 (2014) (with the rise of groups such as ISIS and Boko Haram), resolution 2195 (2014) (on the role of transnational organized crime in supporting terrorism) and 2199 (2015) (on illicit funding sources for ISIS and the Nusrah Front).

While the Security Council established the normative foundations for the agenda, it is not an implementing arm of the United Nations system and cannot be expected to achieve the required outcomes in isolation or without high-quality information and analysis. Implementation also requires significant commitment and action by the broader United Nations system, Member States and civil society.

The United Nations system as a whole, and in particular the Department of Political Affairs and the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs and UN-Women as the lead on women and peace and security matters, should improve its general performance with regard to the agenda by, among other measures, providing analytical and strategic information to the Council on the situation on the ground and by further engaging with civil society, including women's organizations, at the local level. Strengthened collaboration and synergies between peace operations and United Nations country teams are needed, so as to maximize the comparative advantages of each. Stronger determination on the part of the senior leadership of the United Nations, both at Headquarters and on the ground, is required to effectively deliver on women and peace and security responsibilities.

The Security Council must also strengthen its own commitment to the effective implementation of the women and peace and security agenda. The Council should review its working methods in this regard in order to enhance its performance.

Member States bear the primary responsibility for ensuring that global commitments and obligations in relation to women and peace and security are integrated into national policies and laws. They remain the most influential actors in the implementation of resolution 1325 (2000) as States Members of the United Nations and members of regional organizations, but also in their role as parties to conflict, as donors, as troop and police contributors to peacekeeping operations or as political players in a specific conflict or region. In that regard, it should be underlined that cases of sexual exploitation and abuse endanger the image, legitimacy and effectiveness of the United Nations presence in the field. The Secretary-General has outlined some specific and strong measures to further implement the Organization's zero-tolerance policy,<sup>7</sup> but better follow-up and investigation also require cooperation on the part of Member States, in particular troop-contributing countries.

Regional organizations also have a crucial role to play in the implementation of the women and peace and security agenda. Since the tenth anniversary of the adoption of resolution 1325 (2000), there have been important efforts by regional and subregional organizations to monitor progress, evaluate results and share good practices in the implementation of the agenda.

Last, but not least, members of civil society have been key actors from the outset of the agenda. They are partners and beneficiaries, and more effective ways to systematically engage with civil society organizations at the local level and to empower women's organizations must be found to bridge the gap between international policies and local realities.

## **CHALLENGES AND GOALS OF THE HIGH-LEVEL REVIEW**

Among the key challenges facing the women and peace and security agenda are the lack of consistent implementation (see A/70/95-S/2015/446, para. 257), the lack of accountability and the lack of adequate gender-related resources and financing. The open debate and the high-level review afford us an extraordinary opportunity to show that the United Nations and its Member States can promote the cultural shift that the agenda is demanding on the occasion of its fifteenth anniversary. Implementation requires genuine commitment by national leaders,<sup>8</sup> also by the leadership of the United Nations and regional organizations. It also demands strong determination and support from the financial perspective at the international, national and local levels.

In the light of the foregoing, we encourage:

(a) Member States to go beyond rhetoric by announcing, on the occasion of the high-level review, precise, ambitious and time-bound national commitments in such areas as women's leadership and participation in decision-making, the development and implementation of national action plans, funding allocations, the security and rule of law sectors, countering violent extremism and terrorism, and post-conflict recovery and reconstruction;

(b) Member States that have gone or are going through peace processes to share their good practices and achievements relating to the implementation of the women and peace and security agenda, given that their case studies would be useful for other countries;

(c) The United Nations system to announce specific, ambitious and time-bound commitments in areas such as accountability and reporting; gender architecture, expertise and resourcing; women's participation; and protection conflict-related sexual violence and sexual exploitation and abuse, so as to demonstrate that the Secretariat and the entire United Nations system effectively prioritize the agenda;

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<sup>7</sup> See A/69/779, A/70/95-S/2015/446, paras. 257-262, and A/70/357-S/2015-682, paras. 119-125.2

<sup>8</sup> The High-level Independent Panel on Peace Operations underlines that the lack of national leadership in making the women and peace and security agenda a national political and governance priority is the main impediment to the implementation of the agenda (see A/70/95-S/2015/446, para. 257).

(d) Regional organizations to share information on their own women and peace and security architecture, the communication channels established with civil society, their ways to monitor and report on the progress in the implementation of the agenda and how they envisage closer cooperation between regional organizations and the United Nations;

(e) The Security Council to consider how it can improve its performance on a daily basis, not only through a more coherent and systematic approach to its thematic agenda items (women and peace and security, protection of civilians, sexual violence in conflict, children and armed conflict or countering terrorism), but also through its country-specific items, given that solutions should be tailored to the specific context.

### **PARTICIPATION, BRIEFERS AND OUTCOME**

The open debate will be chaired by the Prime Minister of Spain, Mariano Rajoy. The Secretary-General is expected to attend and make a statement at the beginning of the debate. The Under-Secretary-General/Executive Director of UN-Women, Phumzile Mlambo-Ngcuka, will present the conclusions of the Secretary-General in his 2015 report on women and peace and security (S/2015/716). Yanar Mohammed (Iraq) and Julienne Lusenge (Democratic Republic of the Congo) will provide a briefing on behalf of civil society.

We encourage all participants to deliver concise but strong and focused statements, lasting no longer than three minutes, so that everyone can contribute to and interact in the review of resolution 1325 (2000). Longer statements can be sent in advance to [highlevelreviewwps@unwomen.org](mailto:highlevelreviewwps@unwomen.org) and will be published on the UN-Women web page, together with the present concept note. An outcome document of this high-level review is expected.

## 1.2.4. United Nations Meeting Coverage and Press Releases 1: Speakers Urge Greater Action to Implement Women, Peace and Security Agenda, as Security Council Concludes Debate on Resolution 1325 (2000)\*

14 October 2015 - SC/12080

### 7533rd Meeting (Resumed) (PM)

#### SECURITY COUNCIL

Fifteen years after the adoption of resolution 1325 (2000) on women, peace and security, the Security Council this afternoon continued Tuesday's high-level debate on strengthening implementation of that and subsequent resolutions, urging "action instead of talk".

Today, speakers noted that despite progress made since adoption of resolution 1325 (2000) implementation of all its provisions still lagged. Women and children still suffered disproportionately in conflict and post-conflict countries, especially now that groups such as Boko Haram and the Islamic State in Iraq and the Levant/Sham (ISIL/ISIS) specifically targeted women through violent extremism. "As we reflect on the past 15 years, the ravages of war, displacement and violent extremism should only push us to redouble our resolve," the representative of Canada said.

Speakers also emphasized the need for including women in all stages of peace processes, peacekeeping and peace building. The representative of Liberia noted in that regard that her country's journey to peace after 14 years of conflict bore testimony to the vital contribution of women to peace, security and conflict resolution. The impact of Liberian women on the 2003 negotiations that had led to the Comprehensive Peace Agreement was well-documented, she said. The representative of Viet Nam, speaking on behalf of the Association of Southeast Asian Nations (ASEAN), voiced deep concern about the unprecedented threats posed by wars and conflicts, the rise of violent extremism, and the increasing number of refugees and internally displaced people. Particularly alarming was the horrendous phenomenon of widespread sexual violence against women and girls. She stressed that regional organizations played an essential role in implementing global obligations and commitments to better protect women and girls from sexual violence, discrimination and social exclusion.

Speakers in today's debate also included the representatives of Austria, South Africa, Serbia, Nepal, Greece, Czech Republic, Denmark, Albania, Australia, Turkey, Myanmar, Bangladesh, Sudan, Trinidad and Tobago, Georgia, Azerbaijan, Tunisia, Bosnia and Herzegovina, Sri Lanka, Iceland, Montenegro, Rwanda, Portugal, Iran, Armenia and the Russian Federation.

For more information, see Press Release SC/12076 of 13 October. Yesterday's and today's meeting combined counted a record 110 speakers. The meeting started at 3:06 p.m. and adjourned at 6:02 p.m.

#### Statements

JAN KICKERT (Austria), associating himself with the European Union, welcomed today's launch of the Global Study, which provided important lessons learned. He was alarmed by the brutal and incessant violence which had caused the biggest wave of refugees and internally displaced persons in recent history. Violent extremism was marked by unprecedented aggression against women and girls. Women activists should be supported. A dedicated mechanism in the Council and regular briefings would increase the capacity of the 15-member body to take timely action. As there was a need for champions that took the lead he was in favour of reviving a women leader's network. His country would work on implementing resolution 1325 (2000) in all regional organizations. Together with Finland, Turkey and Kazakhstan, his country would strive to adopt the Organization for Security and Co-operation in Europe (OSCE) Action Plan and, in that regard, called on the Russian Federation to join. Civil society efforts were critical.

THEMBILE JOYINI (South Africa) said his country's history underlined the influential role that women could play in post-conflict settings. Women in his country had been at the forefront of driving reform. Addressing sexual violence in conflict was an integral aspect of the overall women, peace and security agenda. He encouraged the Council to develop a broader framework of prevention, for example by explicitly referencing sexual violence in conflict in all relevant country-specific resolutions. Access to justice for women in conflict and post-conflict settings through conscious policies was essential to building a fair, equitable and equal society. Women should also be involved at every phase of the peace and security agenda. Promoting the role of women in mediation would strengthen the potential to find sustainable solutions. Good practices, challenges and lessons learned must be documented by all stakeholders.

MILAN MILANOVIĆ (Serbia) welcomed the recommendations of the Global Statement. He said his country had adopted a National Action Plan in 2010. It addressed 15 specific goals that had been implemented. There was, for instance, a structure of institutions for gender equality, including a "Person of Trust. The current Plan was now being evaluated with a view to adopt a

1 <http://www.un.org/press/en/2015/sc12080.doc.htm>

\* <http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/WPS%20SRES1325%20.pdf>

National Action Plan for the next five years. He noted that at present, 31 per cent of the security system consisted of women. Women in command positions accounted for 19 per cent. Government agencies and non-governmental organizations had taken preventive measures against violence against women and children. He then described his country's activities with the OSCE, as Serbia held the chairmanship of that organization.

DURGA PRASAD BHATTARAI (Nepal) said the national action plan for resolution 1325 (2000) had resulted from transparent, inclusive consultations. As a top, troop- and police-contributor, Nepal was committed to increasing the number of women in its army and police forces, deploying more women to peacekeeping, and integrating the protection of women and girls into pre-deployment training. The 2006 Gender Equality Act, along with the amendment of 56 gender discriminatory laws, had sped other reforms. Sexual violence was a serious crime. The Constitution, promulgated last month after eight years of consultations, was "extraordinarily progressive", notably in outlining that at least one-third of parliamentary members must be women and that offices of either the Speaker or Deputy Speaker of the lower house, and Chair or Vice-Chair of the upper house must be held by women.

NGUYEN PHUONG NGA (Viet Nam), speaking on behalf of the Association of Southeast Asian Nations (ASEAN), said today's security environment differed dramatically from that of 15 years ago. She voiced deep concern about the unprecedented threats posed by wars and conflicts ravaging many States and regions, the rise of violent extremism, and the increasing number of refugees and internally displaced peoples. Particularly alarming was the horrendous phenomenon of widespread sexual violence against women and girls. Those challenges, new and old, necessitated stronger commitment and more determined and coordinated actions from the international community. Women had an important role in that regard, and must be empowered as active participants in conflict resolution and peace processes. Regional organizations played an essential role in implementing global obligations and commitments to better protect women and girls from sexual violence, discrimination and social exclusion, she said. The best way to implement the women, peace and security agenda was to protect and promote women's rights, empower women and increase their involvement in all economic development and political processes, particularly in decision-making positions. Speaking in her national capacity, she added that, while protection of and support to women as victims was essential, she strongly believed in the value women could bring and contributions they could make to conflict prevention and resolution, as well as post-conflict peacebuilding and reconstruction.

CATHERINE BOURA (Greece) said that much more needed to be done in translating the intent of resolution 1325 (2000) into results on the ground. Gender-inclusive peacekeeping, peacemaking and peacebuilding could contribute to the maintenance of international peace and security. Women needed to be part of the decision-

making at all stages of conflict resolution and post-conflict reconciliation processes. She said that her country's National Programme of Action for Substantive Gender Equality covered a wide range of public policies at the national and regional levels with the aim of empowering women and girls and promoting their participation in all policy fields on an equal basis. On the basis of the Programme, the Greek General Secretariat for Gender Equality monitored all national policies at the governmental, regional and local levels, and assessed their impact on gender by rating their results. Follow-up and evaluation of the policies would be based on statistical data and the development of gender indicators, using United Nations and European Union criteria.

EDITA HRDÁ (Czech Republic) said that resolution 1325 (2000) was a visionary document that recognized the role of women in prevention and resolution of conflict and post-conflict reconstruction. Measurable indicators had shown remarkable progress, but also gaps in implementation. Her country had tried to implement the resolution both nationally and internationally. A long-term national framework had been adopted for gender equality, as well as a national action plan. Internationally, her country had focused on training Jordanian female soldiers in the disposal of explosive devices. In her country's humanitarian aid, special attention was given to victims of sexual exploitation and abuse. The participation of women was indispensable in peace efforts. Council resolution 1325 (2000) and similar ones should become obsolete when all their principles and provisions were implemented and respected.

IB PETERSEN (Denmark), noting that his country had been among the first to shape a national action plan to implement resolution 1325 (2000), emphasized the use of women's untapped potential in the prevention and resolution of conflicts, negotiations, peacebuilding and peacekeeping. It was widely known that the absence of women in early peace negotiations and reconstruction measures had deleterious effects on good governance. While the Global Study had recognized progress, all States must develop national action plans and the root causes of war and conflicts must be addressed. For its part, his Government had identified a number of "1325" commitments, including focusing on promoting women as peacebuilders and ensuring mandatory military and peacekeeping training on the role of gender. Denmark would also continue to focus on recruiting female police officers to international missions.

ERVIN NINA (Albania) stated that while his State was not a post-conflict country, it had been striving to achieve higher standards on the path to consolidating peace and democracy. Peace and security could not be achieved without joint efforts by both men and women. Albania had focused on enhancing women's leadership and increasing their participation in political decision-making, as well as in the police and armed forces. Civil society had also played an important role and the Government had systematically supported women's organizations.

GILLIAN BIRD (Australia) said that women and children continued to suffer disproportionately in conflict and post-conflict countries, where maternal mortality rates were twice as high, education parity had not been achieved, and the rates of violence, including sexual violence, were escalating. To help stop the catastrophe, Australia would pledge an additional AUD 4 million over three years to the Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action, in recognition of the fact that more was needed to support the critical role of women's organizations in preventing and resolving conflict, building peace and ensuring relief and recovery. The women, peace and security agenda must be implemented across the military, and accordingly the Australian Defence Force was deploying more women and increasing their numbers in senior decision-making roles.

MURAT UĞURLUOĞLU (Turkey) said stronger political will was needed to achieve gender equality, and both empowerment of women and girls, and recognition of their rights. Horrific acts against women and girls by groups such as Da'esh and Boko Haram required a comprehensive counter-terrorism strategy, and in that context, he urged eliminating the root causes of conflict. A comprehensive approach to decision-making and policy, as well as peace processes, mediation, peacekeeping and peacebuilding was also essential, and women's involvement in them should be promoted. He welcomed the creation of a technical committee on gender equality in the context of ongoing negotiations in Cyprus, expressing hope it would assist the search for a just, comprehensive settlement to the problem. In Syria, women and children had an important role to play in rebuilding their country.

U KYAW TIN (Myanmar), associating with ASEAN, said sexual violence was a crime abhorred by his country's traditional values. The penal code outlined severe penalties for such abuse and the Constitution forbade impunity. Military personnel had been trained to observe both military codes of conduct and relevant civil laws. As a signatory to the Convention on the Elimination of All Forms of Discrimination against Women, Myanmar had established women's institutions and implemented a 10-year strategic plan for women's advancement. It also had endorsed the Declaration of Commitment to End Sexual Violence in Conflict in 2014. In the coming days, eight ethnic armed groups would sign the Nationwide Ceasefire Agreement, creating the conditions needed to eliminate the violent impacts of conflict on women.

ABULKALAM ABDUL MOMEN (Bangladesh) said that "women are always unfortunately at the receiving end of the consequences of social inequities and political games". He urged Member States to propose concrete measures to stop violence against women and the proliferation of conflicts. Empowering women entailed them having command over resources as well as adequate leadership capability for the efficient management of those resources. Women must be fully engaged in the economy and at all levels of decision-making processes.

The main responsibility to protect women fell on national Governments. For its part, Bangladesh had made progress in reducing child mortality and developing capabilities of women through microcredit and skill training. The Government had also adopted a quota system for women in the national legislative Assembly as well as recruitment in the civil service. Bangladesh supported the active participation of women in all peace processes.

OMER DAHAB FADL MOHAMED (Sudan) said his country had adopted a 25-year women's strategy. It had adopted a national strategy to combat violence against women, as well as a national plan for the advancement of women. An independent human rights commission had been established, chaired by a woman. Special attention was being focused on combating violence against women, especially in internally displaced persons' camps. Women occupied 30 per cent of parliamentary seats. His Government had sanctioned a national law on human trafficking and had hosted a regional conference to combat human trafficking, adopting the Declaration of Khartoum. All those efforts, however, were being impeded by the intransigence of rebel movement which hampered delivery of assistance to the areas they were operating in. He called for a comprehensive approach to addressing the issue of women, peace and security through reconstruction, resettlement of internally displaced persons, as well as lifting all restrictions and sanctions that impeded national efforts in that regard.

CHARLENE ROOPNARINE (Trinidad and Tobago) said her country was committed to implementing resolution 1325 (2000), noting that in 2010, it had introduced the first General Assembly resolution on women's decision-making in disarmament, non-proliferation and arms control matters. The text's language reflected Arms Trade Treaty provisions on gender-based violence and violence against women and girls. At the national level, the Constitution guaranteed equal rights for men and women, while regionally, the country had worked with the United Nations Office for Disarmament Affairs to strengthen the role of Latin American and Caribbean women in combating illicit small arms and light weapons trafficking. Trinidad and Tobago was a candidate for the Executive Board of UN-Women for the 2017-2019 period.

KAHA IMNADZE (Georgia) said that areas controlled by non-State actors and terrorist groups were zones of grave risk for women and girls. Member States must embark on an elaborate and holistic approach to address that but at the same time remain sensitive to nuance and detail. Georgia had declared 2015 the "Year of Women" and was in the process of introducing laws that promoted and protected the rights of women. Several plans had been adopted aimed at combating gender stereotypes and violence against women. Georgia remained committed to fully implementing the Beijing Declaration and planned to collaborate with the United Nations and European Union in November at a conference on gender equity in Tbilisi. The human rights situation remained to be a serious challenge in the Georgian territories which "are under

illegal Russian military occupation”, he said. Women in those areas suffered from grave violations of their fundamental rights and freedoms, such as the right to education in their native language.

YASHAR T. ALIYEV (Azerbaijan) said conflict parties should respect their international humanitarian and human rights law obligations to protect civilians, including women and girls. Reiterating his condemnation of all sexual violence against women and girls in conflict situations, he said not all such acts had received due attention and response at international and regional levels. More resolute and targeted measures were required to end impunity, while commitments to protection must be free of selectivity and politically motivated approaches. He highlighted a regional project on “Women for Conflict Prevention and Peace Building in the Southern Caucasus” to enhance advocacy for an increased role for Azerbaijani women in decisions on conflict prevention and resolution at national, regional and international levels. He said Azerbaijan was proud of Council resolution 2122 (2013), adopted under its presidency, aimed at strengthening women’s role in conflict prevention and resolution.

MOHAMED KHALED KHIARI (Tunisia) underlined the importance of granting women a primary role in the maintenance and consolidation of peace and in the prevention of conflicts. To achieve all objectives of Council resolution 1325 (2000) more needed to be done. Steps must be taken to ensure the protection of women and their participation in all stages of peace processes. That was all the more important with the proliferation of violent extremism, where women were deliberately targeted and their human rights violated. His country had held a dialogue with civil society in that regard. This year’s Nobel Peace Prize had been awarded to the Quartet of the National Dialogue, which underlined civil society’s importance. It was an indispensable partner in conflict and post-conflict situations as well as in early warning of conflict. Civil society must therefore be strengthened and supported.

MILOŠ VUKAŠINOVIĆ (Bosnia and Herzegovina) said his country had created a solid legal and institutional framework for the advancement of gender equality, and recent gender action plans had defined priority measures for improvement and advancement, in line with the Beijing Declaration and Platform for Action and the overall 2030 Agenda. In September, during the global leaders meeting on gender equality and women’s empowerment, Bosnia and Herzegovina had committed to prompt implementation of the Istanbul Convention’s framework strategy, greater inclusion of women and the reduction of segregation in the labour market, the prevention of and fight against domestic violence, and support for women victims of sexual violence in conflict.

AMRITH ROHAN PERERA (Sri Lanka) said resolution 1325 (2000) was a landmark document rightly focusing on the impact of conflict on women and girls and their exclusion from conflict prevention, peacebuilding and

peacekeeping. Sri Lanka had made strides by adopting a women’s charter two years before the Beijing Platform for Action and had already had a national women’s action plan in place. A drawn-out conflict in the country had resulted in a large number of female victims, who had become orphans, war widows and women single-handedly heading households. That had made them participants in all areas of peacebuilding and peacekeeping. Successful peacebuilding required the meshing together of gender equality, women’s empowerment, human rights and development, with financial stability being an important factor in that regard. He gave the assurance that Sri Lanka would proceed with its reconciliation and peacebuilding process with active participation of women at all levels.

MARJON V. KAMARA (Liberia) said that her country’s journey to peace after 14 years of conflict bore testimony to the vital contribution of women to peace, security and conflict resolution. The impact of Liberian women on the 2003 negotiations that had led to the Comprehensive Peace Agreement was well-documented. The Liberian Government would ensure passage of the draft Domestic Violence Act, which had been endorsed by the Cabinet in June and was being considered by the national legislature. To improve women’s access to justice, the Government was working with the judiciary to realize the smooth decentralization of Criminal Court E, which had been established to adjudicate cases of sexual and gender-based violence. The Government had made provisions in the national budget to support implementation of resolution 1325 (2000) across the country in order to increase support for economic empowerment programmes and expand their coverage for women and girls in rural areas.

EINAR GUNNARSSON (Iceland) said good proposals in the Global Study included designating sexual violence as a criterion for sanctions and establishing an informal expert group under the Council to ensure information and monitoring by the entire United Nations. Placing gender experts in all sanctions’ expert groups would also foster implementation. The Organization should work systematically to promote women’s participation in peace processes, improve training to meet women’s humanitarian and security needs, and ensure women’s economic and political status, and legal rights, were better emphasized in peacebuilding processes. The proposal to direct 15 per cent of peacekeeping funding towards resolution 1325 (2000) objectives should be viewed as an “absolute” floor. More than 20 per cent of Iceland’s peacebuilding contributions in 2014 had gender equality and women’s empowerment as their primary goal.

ŽELJKO PEROVIĆ (Montenegro), associating himself with the European Union, said armed conflict often impacted women more than men, as they lost access to basic services, education and economic opportunities, and increasingly, were subjected to sexual violence. The potential of women to facilitate conflict resolution and peacebuilding was often undermined, which in turn, undermined those initiatives. Female experts could add communication lines to local communities that were not

open to male soldiers, building trust, and could alert to the specific needs of women and girls. It was crucial to involve them as decision makers. Changing entrenched cultural beliefs about women as decision makers required constant advocacy, education and awareness-raising, along with monitoring to force people and institutions to be aware of their biases.

MICHAEL DOUGLAS GRANT (Canada) said that enhancing the empowerment of women and girls had long been a priority of his country's foreign policy. Resolution 1325 (2000) highlighted how emergency and conflict situations exacerbated threats to human rights and the vital role of women and girls in furthering international peace and security. As women worldwide continued to face violence in conflict situations, as witnessed in the systematic campaigns of ISIS and Boko Haram, accountability remained elusive and the United Nations had witnessed shortcomings. In response, Canada supported projects to address the specific needs of women and girls in conflict and emergency situations and had, among other things, provided \$3 million in support of the Secretary-General's Special Representative on Sexual Violence in Conflict, he said. "As we reflect on the past 15 years, the ravages of war, displacement and violent extremism should only push us to redouble our resolve."

JEANNE D'ARC BYAJE (Rwanda) said there was a need to move beyond rhetoric and towards specific actions in the women, peace and security agenda. The current political landscape saw a rise in violent conflicts and extremism where women were particularly targeted. In her country, violence had reached its peak with the genocide of Tutsis. Lessons learned from the genocide, however, had given way to women empowerment. In mending the social fabric and promoting peace and reconciliation, women had contributed to the rebuilding of a shattered nation. Today, Rwanda had the highest representation of women in Parliament in the world, namely 46 per cent. Women were also critical actors in mediation and reconciliation. In May 2010, her Government had adopted an action plan, which sought to strengthen women's capacity in peace and security. A range of policies had been adopted to prevent sexual exploitation and abuse, and punish offenders.

CRISTINA MARIA CERQUEIRA PUCARINHO (Portugal), noting that her delegation had co-sponsored the resolution adopted Tuesday, described her country's first National Action Plan for the implementation of resolution 1325 (2000), as well as its second edition (2014-2018) which was approved last year. Portugal was a firm supporter of mainstreaming the women, peace and security agenda in all Council resolutions. It had also joined other countries in organizing Arria Formula meetings, whose purpose was to give a voice to women's organizations and to raise awareness among Council members on women's specific needs in conflict-affected settings. Besides achievements, the Global Study highlighted that obstacles and worrying trends were emerging, which required and deserved a shared and renewed commitment to the women, peace

and security agenda. Among other things, Portugal committed to increase women's participation in internal missions for the promotion and maintenance of peace and security, humanitarian aid and crisis management; to continue to actively promote the women, peace and security agenda in the main multilateral fora of which Portugal was a part; to raise awareness of the importance of establishing national action plans to implement the resolution; and to include the women, peace and security agenda in its development aid programmes.

GHOLAMHOSSEIN DEGHANI (Iran) said women were a key resource for promoting peace and stability. Women's participation and inclusion made humanitarian aid more effective, strengthened the protection of civilians, contributed to the political settlement of disputes, helped to maintain sustainable peace and accelerated economic recovery. "Today, we find ourselves at a turning point for the cause of women and girls," he said. Conflicts in recent years, especially in the Middle East, had taken new and abhorrent forms and dimensions, and constituted unprecedented challenges to the stability of the region. The spread of violent extremism and takfiri ideology threatened the life and rights of women and girls in an unprecedented way. Women and girls had been targeted for systematic sexual violence and slavery and rape by extremists and terrorists. The international community should make clear that there would never be any leniency for those who subjected women and girls to the most inhumane acts of corporal and mental abuse. Condemning such "barbaric acts", he expressed his country's support for the Secretary-General's "Plan of Action to Prevent Violent Extremism".

ZOHRAB MNATSAKANYAN (Armenia) said his country had always been at the forefront of the promotion and protection of women's rights, emphasizing the importance of confidence-building measures, including people-to-people contacts, in implementing resolution 1325 (2000). Links between that text and the Convention on the Elimination of All Forms of Discrimination against Women, and Beijing Platform and Action Plan should be recognized. This year, Armenia had submitted to the United Nations its national review on Beijing+20 and its fifth and sixth joint periodic reports on the Convention. People in Nagorno-Karabakh were still under threat, while civilians in Armenia's border territory had been targeted by Azerbaijani armed forces. Armenia had always advocated confidence building measures that could involve women lining across dividing lines, especially in conflict areas.

Taking the floor a second time, the representative of the Russian Federation rejected accusations by his counterpart from Georgia. His Government's position had been repeatedly stated. To concerns expressed about women in Abkhazia and South Ossetia, he invited to a relevant Council meeting the representatives of women's non-governmental organizations from those areas to provide first-hand accounts of the "real" situation.



The representative of Azerbaijan, taking the floor for the second time, rejected the statement made by Armenia's representative, saying it was full of distortions and diverted attention from that country's violations of human rights and international humanitarian law. On 1 September, Armenian forces had opened fire from positions in the occupied territories and disrupted a wedding ceremony, directly targeting civilians and wounding three. That was not a new phenomenon, she said, as Armenia had committed numerous crimes against civilians and ethnic cleansing in the contested area. The crimes were part of a systematic policy of hardened expansionism.

She said documents adopted by international organizations referred to crimes committed by Armenia as a blatant breach of international humanitarian law. In resolution 853 (1993), the Council had condemned "attacks on civilians and bombardments of inhabited areas", and expressed "grave concern" at the displacement of large numbers of civilians on the territory of Azerbaijan.

The representative of Georgia, taking the floor for the second time and responding to the statement of the Russian Federation, said Georgia was an open, democratic society which hosted hundreds of national and international non-governmental organizations. The Russian Federation was not an open society, and exercised control over occupied Georgian territories, which were now run by ethnic Russians. Hundreds of thousands of Georgians had been ethnically cleansed from those regions. Although open to discussions, his country requested from the Russian Federation, the return of the Georgian pre-war population

to the areas concerned. Georgia wanted a peaceful settlement of the issue, but Russia had to comply with the signed 2008 agreement, which excluded any authorized foreign military force on Georgian soil.

Taking the floor a second time, Armenia's delegate rejected allegations by his Azerbaijan counterpart, saying his statement on women, peace and security had fallen short of addressing the "real" situation on the ground. Rather, his comments were "full of lies" against Armenia. It was well documented that Azerbaijan had unleashed a war against Armenia and Nagorno-Karabakh, with the aim of extinguishing the Armenian population. As a result, hundreds of thousands of ethnic Armenians had become refugees and internally displaced persons, suffering under a State terror that continued today in the form of shelling of Armenian villages.

Rather than using baseless propaganda, he suggested that Azerbaijan concentrate on the mounting human rights violations taking place in its territory in the form of persecution of women's human rights defenders, illegal marriages and high gender-selective abortions, among other abuses. He asked whether it was possible for Azerbaijan to promote the women, peace and security agenda, and achieve lasting peace, when it systematically oppressed its own women and peace advocates. The representative of the Russian Federation said it was clear that his counterpart from Georgia was worried about women from Abkhazia and South Ossetia participating in any discussion. Such assessments were not acceptable within the framework of a proper Council discussion.

## 1.2.5. United Nations Meeting Coverage and Press Releases<sup>1</sup>

### “Security Council Unanimously Adopts Resolution 2242 (2015)\* to Improve Implementation of Landmark Text on Women, Peace, Security Agenda”

13 October 2015 - SC/12076

#### 7533rd Meeting SECURITY COUNCIL

#### Secretary-General Urged to Initiate Revised Strategy with Aim of Doubling Number of Women in Peacekeeping Operations in Next Five Years

The Security Council today outlined sweeping actions to improve implementation of its landmark women, peace and security agenda, covering its work on countering violent extremism and terrorism, improving working methods and broadly taking up the gender recommendations of a just-completed global study it had requested two years ago.

Through resolution 2242 (2015), adopted unanimously ahead of a high-level open debate on the topic, the Council decided to integrate women, peace and security concerns across all country-specific situations on its agenda. It expressed its intention to dedicate consultations to the topic of women, peace and security implementation, convene meetings of relevant Council experts as part of an informal experts group on women, peace and security, and invite civil society to brief during its country-specific considerations.

More broadly, the Council urged the Secretary-General and United Nations bodies to better integrate gender perspectives into their work so as to address accountability deficits, including through the addition of gender targets as an indicator of individual performance in all compacts with senior managers at Headquarters and in the field.

In the area of peacekeeping, the Council urged the Department of Peacekeeping Operations and the Department of Political Affairs to ensure that gender analysis and technical gender expertise were included throughout all stages of mission planning, mandate development, implementation, review and mission drawdown. It called on the Secretary-General to initiate a revised strategy, within existing resources, to double the numbers of women in peacekeeping operations over the next five years.

To address continued charges of sexual exploitation and abuse by United Nations peacekeepers, the Council urged police- and troop-contributing countries to provide “robust” predeployment training, conduct “swift and thorough” investigations of uniformed personnel, and if appropriate, to prosecute.

On terrorism, the Council urged States and the United Nations to ensure the participation and leadership of women’s organizations in devising strategies to counter terrorism and violent extremism. It encouraged the forthcoming Plan of Action to Prevent Violent Extremism to integrate women’s participation, leadership and empowerment as core to United Nations strategy and responses, calling for adequate funding in that regard. It requested the Counter-Terrorism Committee and its Executive Directorate to integrate gender as a crosscutting issue within their respective mandates.

As for Governments, the Council urged States to assess strategies and resourcing around the implementation of the women, peace and security agenda, calling on donor countries to provide financial and technical assistance to women involved in peace processes. It urged States to strengthen access to justice for women, including through the prompt investigation, prosecution and punishment of perpetrators of sexual and gender based violence, and reparations.

Addressing the meeting, United Nations Secretary-General Ban Ki-moon declared: “At a time when armed extremist groups place the subordination of women at the top of their agenda, we must place women’s leadership and the protection of women’s rights at the top of ours.”

He noted that, 15 years ago, the adoption of resolution 1325 (2000) had underscored the pivotal link between gender equality and international peace and security. One common theme had emerged from three major reviews — of peace operations, the peacebuilding architecture and women, peace and security: “Any reforms must include gender equality and women’s leadership as central ingredients, and must be strongly grounded in human rights,” he said, adding that, with that in mind, he would ensure that the target of 15 per cent of peacebuilding funds were devoted to gender equality and women’s empowerment projects. The Global Study on the implementation of resolution 1325 (2000) was an important part of the agenda for change.

Presenting the Global Study’s findings, Phumzile Mlambo-Ngcuka, Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), said that women’s leadership and participation improved humanitarian assistance, strengthened peacekeepers’ efforts, fostered the conclusion of peace talks and helped to counter violent extremism. “This is

<sup>1</sup> This is just an excerpt- for the entire document please go to: <http://www.un.org/press/en/2015/sc12076.doc.htm>  
\* [http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2242.pdf](http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2242.pdf)

not rhetoric,” she said, adding that the findings were backed by “extensive” evaluations, statistics and academic research.

It was an area that challenged the United Nations to commit to irreversible change, she said, noting that the Organization had not met its gender equality targets. Some \$9 billion was spent annually on peacekeeping, yet it was unknown how much of it was invested in that area. She announced the establishment of the Global Acceleration Instrument on Women Peace and Security and Humanitarian Engagement, which would channel more resources to women’s organizations.

Following three moving frontline accounts — by Julienne Lusenge from the Democratic Republic of the Congo, Yanar Mohammed from Iraq and Alaa Murabit from Libya — some of the 78 speakers who took the floor used the high-level review to announce funding allocations and other commitments to improve women’s leadership. Many decried the fact that it was still often more dangerous to be a woman than a soldier in times of conflict. Rape, sexual slavery and forced marriage associated with terrorist groups persisted.

In that context, Sandip Verma, Parliamentary Under Secretary of State for International Development of the United Kingdom, announced a \$1 million contribution to the new Global Acceleration Instrument, while Mariano Rajoy Brey, Prime Minister of Spain, announced a similar €1 million contribution in 2016. Over the next seven years, said Mara Marinaki, Principal Adviser on Gender and Security Council resolution 1325 (2000) of the European Union, the bloc would allocate €100 million to gender equality and women’s empowerment projects.

The representative of China drew attention to the 27 September global summit on women that his country had sponsored with the United Nations, the first of its kind, during which the Chinese President had announced a \$10 million commitment to support implementation of the Beijing Declaration and Programme of Action. Within five years, China would help countries address challenges in the areas of girls’ health and education, he said.

Also speaking today were ministers, senior officials and other representatives from Angola, United States, Chile, Nigeria, Russian Federation, France, Chad, Lithuania, Jordan, Venezuela, New Zealand, Malaysia, Namibia, Egypt, El Salvador, Senegal, Gabon, Ukraine, Israel, Dominican Republic, Andorra, Algeria, Philippines, Mexico, Norway, Switzerland, Colombia, Slovenia, United Republic of Tanzania, Netherlands, Argentina, Uruguay, Italy, Guatemala, Hungary, India, Sweden, Brazil, Kazakhstan, Thailand, Poland, Japan, Pakistan, Liechtenstein, Iraq, Germany, Luxembourg, Estonia, Romania, Slovakia, Belgium, Croatia, Qatar, Cyprus, Honduras, Panama, Latvia, Paraguay, Peru, Morocco, Ireland, Costa Rica, Gambia, Finland, Monaco, Indonesia and the United Arab Emirates, as well as the Holy See.

Other speakers were representatives of the North Atlantic Treaty Organization (NATO), African Union, League of Arab States, Organization of American States (OAS) and the Organization for Security and Co-operation in Europe (OSCE).

The meeting began at 10:13 a.m. and was suspended at 7:40 p.m.

#### Opening Remarks

**BAN KI-MOON**, Secretary-General of the United Nations, said that 15 years ago, Security Council resolution 1325 (2000) had underscored the pivotal link between gender equality and international peace and security. Several resolutions on that matter had been adopted since. Because he had placed women’s leadership in peace building as a priority, he had appointed five women who were now serving as Special Representatives in peacekeeping missions and had also appointed the first ever female Force Commander — Major General Kristin Lund — in Cyprus. The 2030 Agenda for Sustainable development emphasized the centrality of gender equality and the need to step up efforts for women’s empowerment to achieve Planet 50/50. Implementation of resolution 1325 (2000) must be aligned with the vision of the Sustainable Development Goals.

He said that at the tenth anniversary of resolution 1325 (2000), three major reviews of peace operations, the peacebuilding architecture, and women, peace and security had been conducted. One common theme had emerged: “Any reforms must include gender equality and women’s leadership as central ingredients, and must be strongly grounded in human rights.” Indigenous women suffered from multiple forms of discrimination, especially in times of conflict. Much more must be done to combat the growing spread of violent extremism. Groups such as Da’esh and Boko Haram had mercilessly targeted women and girls. Accountability must be ensured.

There was an ambitious agenda, he continued. The Department of Peacekeeping Operations was restructuring the gender architecture in headquarters and field missions. The Department of Political Affairs had highlighted the need for deploying gender advisers to all special Political Missions. The Department of Field Support was implementing strengthened measures to address sexual exploitation and abuse and to increase representation of women in peacekeeping. His appointment of a Special Representative on Sexual Violence in Conflict had resulted in strategic leadership and unprecedented advances in the women, peace and security agenda.

The Office of Coordination of Humanitarian Affairs would ensure that the outcomes and commitments of the upcoming World Humanitarian Summit would have a strong focus on gender, he said. He would ensure that the target of 15 per cent of peacebuilding funds would be devoted to projects that addressed gender equality and

the empowerment of women. He had also commissioned an independent expert's assessment. The Global Study on the implementation of resolution 1325 (2000) was an important part of the agenda for change.

"At a time when armed extremist groups place the subordination of women at the top of their agenda, we must place women's leadership and the protection of women's rights at the top of ours", he said. "Let us heed the call for action and work together to empower women and girls, protect their human rights and advance world peace for everyone".

**PHUMZILE MLAMBO-NGCUKA**, Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), said that the voices of women leaders and frontline activists for peace were rare in the Council. "But, I suggest they are the most important voices you will hear today," she said. "They are the true unsung heroes." In displacement camps in Central Africa, Syrian refugee camps in Jordan, and South Sudan, where women peace activists shouldered the unseen burden of keeping communities together in the worst of circumstances, the relevance of resolution 1325 (2000) was evident, and conversely, the many missed opportunities where it had not been put into effect, at dire cost.

She said she had also travelled to the Philippines and Colombia, where women continued to make extraordinary efforts to secure peace. "Where women are at the peace table, they were able to make compromises that allowed for faster progress — but not at the expense of core aspects of sustainability," she said, noting that in Colombia, where peace talks were ongoing, women had secured an agreement which outlined that there would be no amnesty for sexual violence.

She welcomed the Secretary-General's upcoming Plan of Action to prevent Violent Extremism to address women's participation, leadership and empowerment as keys to address the drivers of such abuse. She also welcomed his call to extend the 15 per cent financing goal on peacekeeping within the United Nations to cover funds addressing violent extremism.

A growing body of evidence had shown that perhaps the greatest but most under-used tool for building peace was the meaningful inclusion of women, she continued. That was the highlight finding of the Global Study, which also had found that women's leadership and participation ensured the inclusion of community needs, improved humanitarian assistance and strengthened protection efforts on the part of peacekeepers, among other findings. Such findings were backed by extensive evaluations, statistics and academic research.

Detailing markers of progress, as outlined in the Secretary-General's report, she said that between 1990 and 2010, only 11 per cent of peace agreements had mentioned women or gender issues, a figure that had climbed to

half of all agreements, and was even higher when the United Nations was involved. There were more women on mediation teams, countries and regional organizations were taking more robust action against sexual violence, while courts and commissions of inquiry were focusing more on gender-based crimes.

However, there were still many areas of concern, she said. Some 15 years on, political will, financing, accountability, attitudinal and institutional barriers, as well as a lack of expertise continued to be obstacles. Women's participation was still symbolic or low at peace talks. "This is unreasonable," she said. Large investment in rebuilding countries typically neglected women's economic activities. "We need many more women in police and military forces," she said. The percentage of girls in secondary education in conflict countries had dropped, and maternal mortality in those settings was more than double the global average.

The United Nations itself had not met its gender equality target, she continued, noting that \$9 billion was spent annually on peacekeeping, yet it was unknown how much of it was invested in gender equality. On a positive note, she announced the establishment of the Global Acceleration Instrument on Women Peace and Security and Humanitarian Engagement, which would channel more resources to women's organizations.

Every peace process must include women, she emphasized, urging the use of incentives for countries to transform the security forces and increase the number of women in leadership positions. She stressed: "We must take strong action against violators," working as a group to ensure individual countries could not shield perpetrators of crimes from justice. Steps must be taken to build the status of women human rights defenders, and where conflict was entrenched, move away from viewing peacekeeping as a series of short-term projects, and rather, treat it as a long-term action, with women as core partners.

**JULIENNE LUSENGE**, Director of the Congolese Women's Fund, speaking on behalf of the NGO Working Group on Women, Peace and Security, said seven years ago she had addressed the Council, describing the rapes and massacres in the Democratic Republic of the Congo and had asked for concrete actions to implement resolution 1325 (2000). The exclusion of women from social and political life, however, was the reason nothing had changed. Women must be included in all peace processes. Women must be included in all parts of the peace process at all levels. Against the backdrop of violence, Congolese women were sitting at the table of the peace process. In 2015, during negotiations with the 23 March Movement (M23), however, women had demanded to participate in the peace process but were told there were only two parties to the conflict, M23 and the Government.

If no women would participate, she said, there would be no peace. Women were the first victims of war, but also held the key to peace. On the ground, her group

was ensuring that victims were becoming survivors through holistic services and they, in turn, were becoming agents of change. Grass roots organizations should be supported. Resources were necessary. Women must have an official role in peace building. Mary Robertson, Special Representative to the Great Lakes Region, had set up a mechanism to ensure women would take part in the peace process, but only three Member States had provided funding.

The United Nations and the international community must demand women's participation in all peace talks and women should be provided with the necessary funds to participate. Justice consolidated peace. Her group was training police so that police would understand the language of women. Justice reform started with training and adequate resources. A programme for the restitution to victims was also necessary. All perpetrators of sexual violence, including United Nations personnel, must be brought to justice. The Security Council must support local actions.

**YANAR MOHAMMAD**, also for the NGO Working Group on Women, Peace and Security, implored the Council and the entire international community to implement their women, peace and security commitments. Much of what Ms. Lusenge had said applied to Iraq and to neighbouring Syria. As the world focused on Islamic State in Iraq and the Levant/Sham (ISIL/ISIS), it was important to remember that the militant group had arisen from ongoing conflicts in those countries, where women, girls and others had already been degraded, leaving them vulnerable to abuse by ISIS and others. That violence had produced the largest wave of refugees in modern history.

To understand the crisis for Iraqi women, she said, one could not ignore what had happened in 2003, when a Government had been formed as a result of the politics of division, based on sect, ethnicity and gender. That Government had failed to uphold the rule of law, allowing extremists to take up positions of power. Ten years ago, Iraqi women had addressed the Council about women's situation. "What would Iraq look like if you had heeded those calls then, and promoted an inclusive process in which women and minority groups were fully engaged?" she asked.

She said Iraqi women's rights had been hijacked by the constitution, which guaranteed the interests of religious and extremist groups, at the expense of human rights, making Iraqi women vulnerable to Sharia law. Since then, Iraqi women had experienced "unprecedented" disempowerment and violence. Building a State on a corrupt foundation subjected millions to poverty and hunger.

Such politics had paved the way for the creation of ISIS and the enslavement of Iraqi women for the first time in modern history, she said, emphasizing that countless women were being trafficked in ISIS- and Government-controlled areas. In the absence of Government services,

local women's groups met the needs of the vulnerable. Yet, "our rights are not protected", she said. Sexual and gender violence on the part of ISIS had been widely discussed in the Council. "I urge you to act now to condemn all forms of violence against civilians on all sides of the conflict."

She called for the removal of barriers in law and practice to the ability of non-governmental groups to provide vital services, as well as increased protection for women's groups and women's rights defenders. Further, the Council must call on Iraq — all States — to fully implement and fund its action plan on resolution 1325 (2000), and prosecute the perpetrators of violations that could amount to genocide, crimes against humanity and war crimes, including sexual and gender-based violence. Iraqi women were documenting those abuses and their perpetrators, and would be ready for that day. "We cannot wait another 15 years for the women, peace and security agenda to be implemented," she stressed.

The Council then unanimously adopted resolution 2242 (2015).  
Statements

**MARIANO RAJOY BREY**, Prime Minister of Spain, said gender inequality threatened international peace and security, a main finding of the work that had led to the adoption of resolution 1325 (2000). Resolution 2242 (2015) just adopted stemmed from collective efforts by States and civil society alike, renewing solid bases for the coming 15 years in the women, peace and security agenda. "We must spare no effort to combat sexual violence, used as a weapon of war and terror," he stressed.

In conflict, he said, it was often more dangerous to be a woman than a soldier. Women's contributions were vital to resolving conflict. In Colombia, the Philippines, Nigeria, Afghanistan and elsewhere, women had been an example of dignity and courage. For its part, Spain had approved a strategic plan and national strategy to eliminate violence against women. It also empowered a gender focus in peacekeeping missions.

On the women, peace and security agenda, Spain would update its national action plan and approve follow-up reports to be sent to Parliament. It would establish a national focal point network and involve civil society in the design and follow up on actions. It also would enhance gender training for its armed forces and State security forces. It would continue to promote female soldiers in peacekeeping and ensure their participation on mediation teams. Zero tolerance to sexual violence and increase the portion of official development assistance (ODA) dedicated to women, peace and security. In 2016, his Government would contribute €1 million to the Global Acceleration Instrument.

**SANDIP VERMA**, Parliamentary Under Secretary of State for International Development of United Kingdom, echoed the call for all States to make meaningful commitments to

implement resolution 1325 (2000). In all related meetings hosted by her country, it would identify and promote the voices of women in conflict situations. It would promote women's participation through political and financial support, as well as lobby at the highest levels to ensure that women were represented in wider peace and State-building processes. Moreover, the United Kingdom would contribute \$1 million to the global acceleration instrument, and provide \$800,000 over two years for related research at the London School of Economics.

She said her Government would ensure that all future relevant military doctrine was gender sensitive. It was reviewing its training with a view to delivering relevant training to overseas troop contributing countries. It also was strengthening gender advisors in the Ministry of Defence. By September 2016, all early warning and joint conflict assessment tools would be gender sensitive. Over five years it would tackle impunity for sexual violence crimes and encourage more support for survivors. The United Kingdom would champion the roadmap to action to help women and girls in emergencies. It would continue provide technical and other support to help Governments measure the impact of their own action plans on the women, peace and security agenda.

**SAMANTHA POWER** (United States) recalled that one study had found that peace processes in which women participated had a 23 per cent more chance of lasting peace. The Security Council must do everything possible to ensure that women were included and empowered in peace processes. Some progress had been made in some countries, as seen in Afghanistan which had two women governors and four women cabinet members, among other things. There was also progress in attentiveness to gender issue in peace processes. However, the number of women members of Parliaments and legislative bodies worldwide was still a mere 22.5 per cent. In her country, it was 19 per cent.

Women were harassed and murdered for speaking up, she went on to say. Yesterday, an Afghan woman who was a human rights defender was killed while she headed to work. Too many other women continued to be imprisoned for speaking up on behalf of their communities. Furthermore, sexual exploitation and abuse by peacekeepers was too prevalent. Any soldier or staff must be held fully accountable. The Council could play an active role in ensuring that there were a sufficient number of women in peacekeeping operations. As well, it must also ensure that women were full participants in combatting violent extremism.

More needed to be done, she said. All actors in all their respective roles must look inward. The United Nations family must continue to integrate the goals of resolution 1325 (2000), and include more women in senior ranks. All bodies in peace security and development should take measurable measurements towards integrations. National Governments must also step up to the challenge. In the United States Department of State, 35 per cent

of mission chiefs were now women. Her country was assisting other nations in their own efforts, among other things, with aid totalling \$22 million. Individual leaders must see what more could be done. It was not enough to be passively supportive of women. "We will either do it together or not do it at all", she stated.

**GLORIA MAIRA** (Chile), noting that Chile was the first Latin American country to have an action plan on the safety and protection of women in armed conflict, said that commitment was reaffirmed in a second National Action Plan announced on International Women's Day on 8 March of this year. That national plan defined four areas and goals as good practice: prevention, participation, protection and relief/recovery. Her Government was working on an international and regional basis to broaden the implementation of resolution 1325 (2000) by designing training programmes to promote the advancement of Latin American women. On a national basis, for example, the Chilean Ministry of Defence this year coordinated various activities for the Chilean troops deployed at the United Nations Stabilization Mission in Haiti (MINUSTAH) to train them in gender issues, the scope of the resolution, human rights and international humanitarian law, and the responsibility to prevent and protect against gender violence, among others.

**U. JOY OGWU** (Nigeria) said periodic reviews could galvanize action and resources in advancing women's role within the global peace and security architecture. Yet "considerable" gaps remained in such areas as women's political leadership and involvement in efforts to prevent and resolve conflict. There were insufficient funds and a lack of disaggregated data. Forced displacement exacerbated by unprecedented levels of sexual violence and assault was another major problem. Progress required a multistakeholder approach at global regional subregional and national levels and local. Civil society had a pivotal role to play.

The Council and Department of Peacekeeping Operations had advanced the women, peace and security agenda, she said, noting that women led five peace operations as the Secretary-General's Special Representative. Highlighting Nigeria's national action plan to implement resolution 1325 (2000), she said the country was also committed to implementing resolution 1820 (2008) on ending sexual violence in conflict situations. Nigeria was part of a multinational task force to fight Boko Haram. "We are resolutely determined to defeat the terrorists," she said.

**VITALY I. CHURKIN** (Russian Federation) voiced support for today's resolution, which aimed to take stock of the implementation of resolution 1325 (2000) and set guidelines for future efforts to ensure women's participation in preventing and resolving conflict. Its preparation had been an ambitious task. However, the late publication of the global review, and the lack of time to read it, had impacted the negotiations. In several provisions of today's resolution, it had been impossible to develop "tried and tested" language related to certain

entities, including Council counter-terrorism bodies. He cautioned against prejudging the outcome of other Council review process on peacekeeping and peacebuilding operations.

He went on to say that there was no need to set up an informal working group on women, peace and security, an approach he called “dubious”. Human rights violations should be examined in specialized international bodies. Nonetheless, women’s participation in conflict resolution had been insufficient, despite the official normative basis. Preventing conflict should be based on international law, including the United Nations Charter. Cookie cutter approaches, based on so-called best practices, were not effective. The Council should work on the basis of existing labour divisions within the United Nations. National action plans for implementing 1325 (2000) could not be used to assess country policies. They should be devised voluntarily by States in conflict or post-conflict reconstruction. The Russian Federation did not have such a plan, but it had created the necessary conditions to realize women’s potential. Women comprised more than 70 per cent of civil servants, including its Deputy Prime Minister, while one-third of all non-profit groups focused on women. Issues of combating terrorism and coordinating efforts should be a Council priority. Consideration of cross-cutting issues should be based on appropriate mandates.

**FRANÇOIS DELATTRE** (France) said the women, peace and security agenda was a political one and should be treated by Member States and the Organization as such. States had a responsibility to ensure women’s active participation in peace negotiations and conflict prevention mechanisms, and must appoint more women to key positions in those areas. The United Nations must do the same. Political decisions must be taken and not just in a symbolic way. Good cooperation between the Field Support Office, UN-Women and peacekeeping missions was vital.

His country had adopted two action plans to implement the agenda, he said. It had contributed several million euros to projects that enhanced women’s issues in countries in conflict. France was also committed to promote the agenda at the national, international and regional levels, he said, noting that more than 20 per cent of its ambassadors were women. His country would continue efforts in the Council to ensure the provisions of the agenda would be present in Missions. As well, France was vigilantly guarding against sexual abuse and abuse of human rights among its peacekeepers and was committed to investigate any allegations of sexual abuse, and punish perpetrators.

**MAHAMAT ZENE CHERIF** (Chad), aligning himself with the African Union, said the resolution sought to promote equal participation in reconciliation and reconstruction processes. The Global Study had shown progress in implementing resolution 1325 (2000), but there were serious gaps. Involvement of women in conflict prevention and appointment to high posts was not enough. The

Summit on Sustainable Development Goals had decided to make gender equality a central pillar. The Organization must give the example by promoting more women to high level posts. The Council should fully meet its commitment to ensure full implementation of resolution 2242 (2015) by establishing a follow-up mechanism.

He went on to say that given the new challenges relating to sexual violence by Boko Haram, the international community and States must combine forces to combat that scourge. Only 50 States had National Action Plans and their funding was a challenge. Furthermore, negative practices in many countries formed an obstacle to women’s involvement. Those obstacles must be overcome by local communities and traditional leaders, whose important role seemed to be ignored. Instead that role was given to non-governmental organization. Despite a clear political will, his country had not established a national plan because of technical and budgetary inadequacies. However, women were involved in all areas of social life.

**NIDA JAKUBONĖ** (Lithuania) said that, despite a number of visible achievements since the adoption of resolution 1325 (2000), such as the increase in the number of trained investigators of sexual and gender-based violence, implementation gaps remained. Mediation and peace processes remained male-dominated, as in Mali, where only five out of 100 participants in negotiations leading to the Accord for Peace and Reconciliation were women. The development of quota systems could give positive impetus to increased women’s involvement. Noting that Lithuania’s President and Speaker of Parliament were both women, she emphasized the “need to go beyond the perception of women as victims of terrorism”, saying and it was crucial to see them as a driving force in the fight against violent extremism. Lithuania had chaired the Security Council Counter-Terrorism Committee in September, she recalled.

**RAFAEL DARÍO RAMÍREZ CARREÑO** (Venezuela) said that exclusion, inequality and sexual violence exacerbated the inequalities that women and girls suffered in peaceful times, requiring urgent attention and the highest political commitment. Women in conflict situations suffered sexual abuse, events linked to terrorist groups such as ISIL/ISIS, Al Nusra Front and Boko Haram. Yet they were under-represented in forums for building peace and resolving conflicts. Venezuela was at the fore-front of empowering women. Gender equality was enshrined in its constitution, which also banned discrimination on religious, racial and ethnic grounds. The criminal code criminalized violence against women, and stipulated that 50 per cent of candidates in legislative elections must be women. A women’s ministry had been established and the Government fostered communal councils, most of which were led by women.

**HUGO ROGER MARTÍNEZ BONILLA**, Minister for Foreign Affairs of El Salvador, said that his country, which had experienced a lengthy and bloody civil war, recognized the important role of women in peace and peacebuilding.

It was a priority to achieve the greater participation of women in the six peacekeeping missions in which the country's armed forces participated. Given the importance of compliance with resolution 1325 (2000), El Salvador had made strides in setting up a national committee for its implementation. He went on to describe the "Memory of the Fireflies" project, a compilation of the experiences of women during a 1981 massacre. El Salvador was now working on reparations for the victims, he said.

**EMMANUEL ISSOZE-NGONDET**, Minister for Foreign Affairs, Francophonie and Regional Integration of Gabon, said that despite efforts to fight sexual violence in armed conflict, today there was an unprecedented increase in such crimes and other forms of exploitation. When victims lacked access to medical care or psychosocial support, they often suffered trauma. In the reform of peacekeeping operations currently underway, the United Nations needed to improve enhance the involvement of women in preventive diplomacy as well as in psychosocial support for victims of violence. A holistic approach to situations on the ground was needed, he said, adding that the appointment of women to head the United Nations Mission in the Republic of South Sudan (UNMISS) was a good example.

**PAVLO KLIMKIN**, Minister for Foreign Affairs of Ukraine, noting that his country was an important peacekeeping troop contributor, reaffirmed support for the United Nations' "zero tolerance" policy towards sexual exploitation and abuse by United Nations peacekeepers. Due to the Russian aggression against Ukraine, the issues covered by resolution 1325 (2000) were of particular importance. A vast majority of internally displaced persons were women, and many of them were the sole caretakers of children and older relatives. The Government was undertaking a number of steps to address the challenges faced by women due to ongoing foreign aggression. Full use of the knowledge, skills and experience of Ukrainian women was vital to reaching a solution the country's current crisis.

To enable the implementation of the resolution, his Government had established a national action plan aimed at promoting greater participating by women in military, political, economic and social life, he said. A national human rights strategy had also been approved by the President in August of this year that including combating domestic violence as a human rights objection. Attention was drawn to the case of Nadiya Savchenko, a political prisoner and member of the Parliamentary Assembly of the Council of Europe who was still being held in custody by the Russian Federation with no legal grounds. He urged the international community to put political and diplomatic pressure on the Russian Federation to immediately release Ms. Savchenko and more than 30 other Ukrainian political prisoners.

**GILA GAMLIEL**, Minister for Social Equality of Israel, noted a spate of violent attacks in her country in recent weeks. Delegates in the Council had been talking about

international terrorism, but not a word had been uttered about terror in Israel. The country was facing a generation of women, teenagers and young children who had been educated to hatred, martyrdom and the killing of innocents, rather than to peace and co-existence. Education was the key to raising a generation committed to understanding and tolerance. It was Israel's belief that women were powerful agents of moderation, particularly in the face of extremism. They could be a stabilizing force, especially in the Middle East, with untapped potential for creating more peaceful societies. At the United Nations, Israel had recently joined the Group of Friends of Women, Peace and Security that would work towards global progress on women's empowerment.

**TERESITA QUINTOS-DELES**, Presidential Adviser on the Peace Process of the Philippines, said it had always been up to the women to dress the wounds of war. It was now time that Governments ensured that women were given a greater role in preventing armed conflicts, resolving them and ensuring lasting inclusive peace dividends. The Philippines was now engaged in five peace processes, including the Comprehensive Agreement on Bangsamoro with the Moro Islamic Liberation Front, which had been signed by three women, half the number of signatories. The country's National Action Plan had been adopted in 2010 and was now anchored in national law, led by the Magna Carta for Women. Implementation of the Plan was a painstaking process because all bases had to be covered: policy, planning, implementation mechanisms and budget. Modest initial results had been made, but the presence of women in peace negotiations had been strengthened. There were "women-friendly spaces" for internally displaced persons, and attention was given to women and children as the most vulnerable segments of the population. "The National Action Plan should be useful, it should be durable, it should make a difference you can feel on your skin," she said.

**TONE SKOGEN** (Norway), underscoring the importance of resolution 1325 (2000), said that her country had earmarked funds to implement the women, peace and security agenda on the ground. For several years it had allocated approximately \$4 million in humanitarian aid to civil society organizations. Ten per cent of resources spent on peace and reconciliation efforts in the focus countries had been allocated to women, peace and security, and approximately \$3.6 million had been earmarked specifically for the integration of the gender perspective in the country's humanitarian assistance. Norway aimed to increase the participation of women in peace processes and had established a Nordic women mediators' network. Underscoring the role of regional organizations, she said that Norway would continue to work with the North Atlantic Treaty Organization (NATO) in that regard, and that it had recently signed an agreement on providing support to the office of the African Union Special Envoy for Women, Peace and Security.

**FRANCISCO JAVIER ECHEVERRI LARA**, Deputy Minister for Multilateral Affairs of Colombia, thanked delegations



for their expressions of support for the peace process in his country saying he hoped an accord would be signed soon. . Describing resolution 1325 (2000) as a “milestone” in the recognition of women in peace processes, said that subsequent resolutions adopted by the Council had enriched the women, peace and security agenda. Nevertheless, greater efforts were needed, he emphasized, noting that the participation of women at different post-conflict stages was of particular importance. Colombia was close to achieving peace, and the lessons it had learned in so many years of internal conflict should be examples when it came to tackling armed conflicts in other parts of the world. One of those lessons was that the voices of women must be heard at the negotiating table. Colombia had created a gender sub-committee to ensure that the rights of women would be reflected in the final peace agreement, and it would continue to offer advice on the training of female police personnel, as it had been doing in countries such as Haiti.

**ALEXANDER VERSHBOW**, Deputy Secretary-General of the North Atlantic Treaty Organization (NATO), said the alliance was proud of its success in implementing resolution 1325 (2000). The root of its success was the result of deeply embedding gender perspectives within NATO and keeping the integration practical. For example, the organization had made gender a key principle of its defence capacity building initiative with partners around the world. It had implemented its first trust fund for gender training of Jordan’s armed forces. In May, NATO had appointed its first female commander, Brigadier General Giselle Wilz of the United States Army, at headquarters in Sarajevo. The alliance had done much, but needed to do more, especially in terms of promoting equal participation within NATO itself, he said.

**RENÉE JONES-BOS**, Vice Minister for Foreign Affairs of the Netherlands, said that evidence gathered from men and women who faced the bitter reality of conflict had great value. The women who were present from Iraq, Syria, Afghanistan, Yemen, the Democratic Republic of the Congo, Sudan, South Sudan, Burundi, Colombia and other conflict-affected countries, were the “true experts” to whom she looked to in order to “shape the agenda.” Increasing political participation by women resulted in better negotiations, better and more sustainable agreements, better governance, more wealth distributed more equitably, more and better conflict prevention, and ultimately more peace and security. However when it came to women’s participation, the world did not “walk the talk.” It was necessary to “break the spiral” and resolution 1325 was the key to doing so.

**BINETA DIOP**, Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission, said that, with respect to the requirements of resolution 1325 (2000), the African Union had engaged in numerous actions, including conducting training with Member States, and had taken a strong stand on the issues of sexual abuse and exploitation. Female peacekeepers and police had been deployed in peace support operations

such as in Somalia. A hybrid court would be established in South Sudan to fight impunity. Countries like Rwanda, Seychelles, Namibia, South Africa, and Senegal were among world champions when it came to women’s representation in parliaments.

Nevertheless, it remained clear that progress on implementing resolution 1325 (2000) was too slow, she stated. To date, only sixteen countries in Africa had developed national action plans on the resolution, and there was no systematic reporting on what the countries had done, were doing, or projected to do. The Peace and Security Council of the African Union had created a space where open sessions brought in civil society perspectives such as the annual open session on the status of women and children in armed conflicts. During a women stakeholders’ forum in January of this year, women had loudly demanded that there be no more solemn declarations, but instead solemn actions and deliverables.

**MARA MARINAKI**, Principal Adviser on Gender and Security Council resolution 1325 (2000) of the European Union, said that, while the women, peace and security agenda was a consideration in external policies, the boundary between internal and external policies was increasingly blurred in a complex world. From terrorism to intensified refugee and migrant flows, root causes must be tackled with firmness and fairness. The European Union’s approach included promoting and protecting human rights, making conflict resolution more effective and protecting women in conflict situations. It would also mainstream gender into all its financial commitments and instruments, and allocate, over the next seven years, €100 million to gender equality and projects aimed for the empowerment of women and girls. With regard to cooperation with the United Nations, the European Union would continue working with, among others, UN-Women and the Secretary-General’s Special Representative on Sexual Violence in Conflict, in addition to encouraging enhancement of the gender dimension through better synergies in the Organization’s peace and security architecture. Coordination among Member States with international and regional organizations was key to effective implementation of the women, peace and security agenda, she said.

**AHMED FATHALLA**, Permanent Observer for the League of Arab States, said that today’s debate was being held at a time when there was a major transformation in the Arab countries. Congratulating Tunisia on winning the Nobel Peace Prize, he said women had played an active part in the country’s democratic transformation. The Arab League had launched a regional strategy for the eradication of violence against women, he said, adding that it was intended to enhance the participation of Arab women in decision-making, protect women throughout the region and other key goals. It was also important to shed light on the repercussions of conflict and war on women and girls in the Arab countries. Finally, it was critical to overcome the obstacles facing people living under foreign occupation, in particular the Palestinian people. Arab women in the occupied territories faced psychological, so-

cial, legal and economic suffering as a result of the Israeli occupation and the subsequent violations of their human rights.

**FRANCISCO LAINEZ**, Organization of American States (OAS), said the adoption of resolution 1325 (2000) had been a “watershed moment for the women of the world” in terms of how they were affected by, and participated in, all types of conflict and crisis. The Americas were passing through an age of democratic consolidation marked by progress on the one hand and, on the other, by growing levels of income inequality, persistent corruption and rising levels of crime and violence, among other things. While no countries in the region were defined as being “in conflict”, the Americas were plagued by high levels of citizen insecurity, he said, citing violence against women, particularly the gender-based killing of women known as femicide. OAS had committed itself to undertaking advocacy efforts to promote the relevance of resolution 1325 (2000), in addition to related resolutions, particularly those addressing sexual violence in times of conflict and crisis. It was critical that States in the region consider the security situation of women and ensure their participation in decision-making structures; not to do so would be tantamount to ignoring 50 per cent of the population.

**Ms. RODRIGUEZ** (Guatemala) called for unwavering political will in both national budgets and international commitments. Women must be involved in decision-making at all levels. Men and boys must also be involved in such efforts, she said, condemning sexual violence, especially when used for purposes of intimidation and terror. Security forces must recognize women’s vital role in national reconciliation dialogues and ensure their security. Synergies between peacekeeping and country teams must be harnessed, and women’s access to justice and participation in drafting national laws improved. The Rome Statute was the legal framework for gender-based violence, offering States guidance on investigating such abuse, she said.

**MARGARETA KASSANGANA-JAKUBOWSKA** (Poland) said there could be no durable and sustainable post-conflict recovery without meaningful reconciliation and without restoring “true confidence in justice”. In particular, there could be no peace or security without addressing the consequences of violence against women, and no long-term stability and prosperity without providing justice and ensuring that crimes would not be repeated. Poland had committed itself to action aimed at ending impunity and would continue to support the work of the International Criminal Court, both by sharing expertise and providing a financial contribution to the Court’s Trust Fund for Victims. One way to engage women in decision-making was through their participation in the legal system, she said, noting in that regard that her country was promoting the candidacy of Agnieszka Klonowiecka-Milart for the position of judge of the United Nations Dispute Tribunal based in Nairobi. Poland was also supporting the candidacy of a woman for the post of Secretary-General of the United Nations. The country

would take measures to tackle the under-representation of women within national civil contingents for peacekeeping operations, she said, also recognizing the indispensable role of women as a key component of lasting peace and sustainable development.

**YOSHIFUMI OKAMURA** (Japan) said that his country had been steadily implementing the women, peace and security agenda under the National Action Plan on resolution 1325 (2000) and would achieve it before the end of 2015. One of the Plan’s unique features was its inclusion of and emphasis on gender mainstreaming in all phases of natural disaster risk reduction and response. Noting the emergence of violent extremism, he said that women were its primary victims. They could also become assailants by leaning towards extremism themselves, which was why addressing the root causes of violent extremism was crucial. In order to sustain project implementation, it was essential to broaden the donor base. To enhance capacity, the international community must not tolerate impunity for security personnel perpetrating violence against women, he emphasized.

**MALEEHA LODHI** (Pakistan) said that Security Council engagement with the women, peace and security agenda had led to the creation of a robust normative framework for the protection and empowerment of women in conflict situations. However, the situation on the ground remained troubling. Raging conflicts in the Middle East and North Africa and violent acts by extremist groups continued to place women and girls in great peril. At a time when the refugee crisis had reached disturbing dimensions, a large proportion of those fleeing conflict zones were women, she noted. It was the international community’s responsibility to provide much-needed humanitarian assistance to those refugee women and to ensure their safety and security in camp settings. Underscoring the importance of conflict prevention and resolution in the women, peace and security agenda, she urged the Council to adopt a “hands-on, strategic approach”. As for peacekeeping, she said that, as a leading troop contributor, Pakistan would continue to ensure that its troops responded to the special needs of women and girls.

**MOHAMED ALI ALHAKIM** (Iraq), highlighting the “escalating waves” of terrorism in his country, said results would not be achieved without condemning the fatwas permitting the enslavement and forced marriage of women and girls, as well as terrorist attacks by ISIL/ISIS. Enhancing the rule of law was essential for the economic empowerment of women and their participation in decision-making. Iraq had established four domestic and family affairs courts, and the constitution gave the children of Iraqi women married to non-Iraqi men the right to Iraqi citizenship. He urged the international community to liberate women captured by ISIL/ISIS, and relevant international organizations to provide both medical and psychological treatment for abused women. Technical education was also needed to ensure their reintegration into society.

**HARALD BRAUN** (Germany) said the creation of UN-Women and the establishment of the positions of Special Representatives of the Secretary-General on Sexual Violence in Conflict and Children and Armed Conflict had been major achievements for the implementation of resolution 1325 (2000). His Government was fully committed to ensuring that those Offices had the necessary financial foundation for their work. In addition, Germany was contributing €1 million to the International Committee of the Red Cross (ICRC) for use in preventing sexual violence in armed conflicts and in assisting its victims. It would continue to extend support to civil society organizations dedicated to sheltering victims of sexual violence, such as its long-standing support in Afghanistan. However, he noted that the survivors of sexual violence frequently faced stigmatization upon returning to families and communities. In that regard, he commended the Yazidi spiritual leadership in Iraq for welcoming back the women and girls, after enduring the brutal violence of ISIL, back into the community.

**ION JINGA** (Romania), associating himself with the European Union, said that resolution 1325 (2000) put a most-needed emphasis on the importance of women in peace processes. Romania's Ministry of Defence had adopted an action plan aimed at promoting fair and balanced access of both men and women to senior-level and executive positions. A Romanian officer, Raluca Domuta, had won the International Female Police Peacekeeper award in 2015, and throughout her mission in Haiti, she used her national expertise in combating trafficking in human beings and organized crime. She was an excellent example of the added value of the gender component of United Nations peacekeeping and special political missions, he said. Having co-sponsored the morning's resolution, Romania joined the call for more determined action by all stakeholders.

**DANIJEL MEDAN** (Croatia), associating his delegation with the European Union, said women's political participation was a path for development, good governance and democracy. Yet, the number of women participating in peace and security decisions was unacceptably low, while sexual violence persisted. The rise of violent extremism and terrorism aggravated such violations. As such, Croatia would promote gender equality in its foreign, security and defence policies; nominate women for top positions in international and regional peace and security organizations; focus on gender elements in pre-deployment training of civilian and military personnel; and increase the number of women leading its diplomatic efforts.

**ALYA AHMED SAIF AL THANI** (Qatar), emphasizing how violence against women by terrorists or authoritarian regimes had increased, stressed that international protection instruments must be implemented. Expressing concern that perpetrators had not been prosecuted, she said the Council should use all means available to bring them to international justice. Qatar had sent criminal law experts to Justice Rapid Response, and had also hosted

its meetings. Other efforts with Italy, Thailand and the United Nations Office on Drugs and Crime approached women, peace and security in the context of the post-2015 development agenda. Qatar had organized a study on combating extremism, along with Saudi Arabia, Jordan, the United Nations and Columbia University.

**JĀNIS MAŽEIKS** (Latvia) welcomed the strengthening of the normative framework for the women, peace and security agenda by seven follow-up texts to resolution 1325 (2000), which marked an important change in how the world dealt with conflict-related sexual violence. However, global implementation was far from complete, and women's participation in both peace and post-conflict processes must be more effective. For its part, Latvia had incorporated resolution 1325 (2000) into regulatory provisions for the national armed forces, as well as in pre-deployment training. It had increased women's representation among military personnel and would continue to develop a national policy framework to address emerging gender equality challenges.

**MARITZA CHAN** (Costa Rica) said that despite the increased visibility of women in peace and security processes, significant work remained to be done in terms of impact. Women's inclusion in those processes must amount to more than a checkbox marked "women". The original intention of resolution 1325 (2000) was to reap the rewards obtained when women were equitable participants in all peace and security solutions. Their inclusion opened doors to more creative, non-violent forms of civil protection and conflict prevention strategies whose impact would go beyond the constituency of women. For example, studies indicated that extremism was less likely to take hold where women were free and equal participants in community decision-making. Addressing the disconnect between how the Council discussed about women and how the wider United Nations community operationalized the women, peace and security agenda should be at the forefront of debates moving forward, she said.

**KAI SAUER** (Finland), associating his delegation with the European Union, said increasing the number women in peacekeeping improved operational effectiveness. His country would continue deploying women to such operations as military experts at a level at least equivalent to the proportion of women in the National Defense Force. As a new commitment, Finland stood ready to deploy to the United Nations a specialized unit of three to four female police officers by the end of 2016. Furthermore, the National Defence Force and Crisis Management Centre had institutionalized resolution 1325 (2000) into its training curriculum. Committed to the investigation of all cases of sexual exploitation by mission personnel, his Government had provided multi-year financial support to the International Criminal Court trust fund for victims of sexual violence in conflict.

**BERNARDITO AUZA**, Permanent Observer of the Holy See, said that, in less than a decade, the number of major

violent conflicts had almost tripled. Violent extremism and terrorism in many parts of the world, particularly the Middle East and parts of Africa, had brought violence to new levels, as well as savagery perpetrated against civilians as well as cultural and religious patrimony. Acts of sexual violence as a war strategy designed to dehumanize and demoralize women, girls and their families were “harrowing”. As Pope Francis had said in his address to the General Assembly, they “should serve as a grave summons to an examination of conscience on the part of those changed with the conduct of international affairs”. For its part, the Catholic Church ran a network of institutions in most of the areas of conflict, offering care and support and promoting pacification and reconciliation. Concerning efforts to implement resolution 1325 (2000), The Holy See objected strongly to the suggestion that abortion be part of measures aimed at recovery and rehabilitation.

**LANA NUSEIBEH** (United Arab Emirates) said that today’s security challenges had been exacerbated by non-State actors and violent extremism, as well as the global refugee crisis. The rise of Da’esh and its systematic use of sexual assault and rape was an insult to Islam. It was critical to tackle the root causes of extremism before it transformed into violence. That would require international intervention, but also national policies for girls’ education and women’s empowerment. Meaningful participation by women in all peace and security process as well as efforts to combat and prevent violent extremism must be prioritized. A holistic approach to conflict prevention should address the root causes of violence and not just their impacts on women, men, girls and boys after the damage was done. The United Nations system should provide leadership to deliver on women, peace and security in the next decade, including by systematically integrating it as a cross-cutting issue and recruiting expertise in terms of gender and women, peace and security.

### **1.3. Other relevant Documents on Violence against Women in Conflict**

In this chapter you will find other selected resources which can help practitioners address the issue of violence against women in conflict more efficiently. You will find i.a. several resolutions adopted by the General Assembly as well as a summary of the *International Protocol on the Documentation and Investigation of Sexual Violence in Conflict* compiled by the UK Foreign & Commonwealth Office.

## 1.3.1. A/RES/68/189: Model strategies and practical measures on the elimination of violence against children in the field of crime prevention and criminal justice\*

United Nations

A/RES/68/189(2015)



General Assembly

Distr.: General  
11 February 2014

Sixty-eighth session  
Agenda item 108

### Resolution adopted by the General Assembly on 18 December 2013

*[on the report of the Third Committee (A/68/457)]*

#### 68/189. Model strategies and practical measures on the elimination of violence against children in the field of crime prevention and criminal justice

The General Assembly,

Recalling the Universal Declaration of Human Rights,<sup>1</sup> the International Covenant on Economic, Social and Cultural Rights,<sup>2</sup> the International Covenant on Civil and Political Rights,<sup>2</sup> the Convention on the Rights of the Child,<sup>3,4</sup> and all other relevant international treaties in this regard,

Recalling also the numerous international standards and norms in the field of crime prevention and criminal justice, in particular on juvenile justice, such as the United Nations Standard Minimum Rules for the Administration

of Juvenile Justice (the Beijing Rules),<sup>5</sup> the United Nations Guidelines for the Prevention of Juvenile Delinquency (the Riyadh Guidelines),<sup>6</sup> the United Nations Rules for the Protection of Juveniles Deprived of their Liberty,<sup>7</sup> the Guidelines for Action on Children in the Criminal Justice System,<sup>8</sup> the Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime,<sup>9</sup> the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules),<sup>10</sup> the updated Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice,<sup>11</sup> the

\* [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/189](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/189)

1 Resolution 217 A (III).

2 See resolution 2200 A (XXI), annex.

3 United Nations, Treaty Series, vol. 1577, No. 27531.

4 A child means every human being below the age of 18 years unless, under the law applicable to the child, majority is attained earlier, in accordance with the definition contained in article 1 of the Convention on the Rights of the Child.

5 Resolution 40/33, annex.

6 Resolution 45/112, annex.

7 Resolution 45/113, annex.

8 Economic and Social Council resolution 1997/30, annex.

9 Economic and Social Council resolution 2005/20, annex.

10 Resolution 65/229, annex.

11 Resolution 65/228, annex.

12 Economic and Social Council resolution 1995/9, annex.

13 Economic and Social Council resolution 2002/13, annex.

14 Resolution 67/187, annex.

15 Including, among recent resolutions, General Assembly resolutions 62/141 and 62/158 of 18 December 2007, 63/241 of 24 December 2008, 64/146 of 18 December 2009, 65/197 and 65/213 of 21 December 2010, 66/138 to 66/141 of 19 December 2011 and 67/152 and 67/166 of 20 December 2012; Economic and Social Council resolutions 2007/23 of 26 July 2007 and 2009/26 of 30 July 2009; and Human Rights Council resolutions 7/29 of 28 March 2008, 10/2 of 25 March 2009, 18/12 of 29 September 2011, 19/37 of 23 March 2012 and 22/32 of 22 March 2013.

Guidelines for Cooperation and Technical Assistance in the Field of Urban Crime Prevention,<sup>12</sup> the Guidelines for the Prevention of Crime<sup>13</sup> and the United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems,<sup>14</sup>

Recalling further relevant resolutions of the General Assembly, the Economic and Social Council and the Human Rights Council, as well as of the Commission on Human Rights,<sup>15</sup>

Recalling the invitation to the Commission on Crime Prevention and Criminal Justice to consider developing a set of model strategies and practical measures on the elimination of violence against children in the field of crime prevention and criminal justice, in consultation with all Member States and in close collaboration with all relevant United Nations entities, in particular with the Special Representative of the Secretary-General on Violence against Children and the Office of the United Nations High Commissioner for Human Rights, as contained in General Assembly resolution 67/166 of 20 December 2012,

Noting with appreciation the important work on child rights in the context of crime prevention and criminal justice conducted by United Nations agencies, funds and programmes, including the United Nations Office on Drugs and Crime, the Office of the High Commissioner and the United Nations Children's Fund, and by the Special Representative on Violence against Children and relevant mandate holders,

Noting with satisfaction the work of the Interagency Panel on Juvenile Justice and of its members, in particular their coordination in providing technical advice and assistance in juvenile justice, and the active participation of civil society in their respective work,

Mindful of the manual for the measurement of juvenile justice indicators, prepared jointly by the United Nations Children's Fund and the United Nations Office on Drugs and Crime, and welcoming progress made on providing training in the use of the indicators contained therein,

Aware of the need for special vigilance with regard to the specific situation of children in the criminal justice system, in particular while they are deprived of their liberty, and their vulnerability to various forms of violence, abuse, injustice and humiliation,

1. Notes with appreciation the joint report of the Office of the United Nations High Commissioner for Human Rights, the United Nations Office on Drugs and Crime and the Special Representative of the Secretary-General on Violence against Children on prevention of and responses to violence against children within the juvenile justice system,<sup>16</sup> submitted to the Human Rights Council at its twenty-first session;

2. Reaffirms the importance of the full and effective implementation of all United Nations standards and norms in crime prevention and criminal justice;

3. Urges Member States to pay particular attention to the issue of child rights and the best interests of the child in the administration of justice, in accordance with applicable United Nations standards and norms for all children who come into contact with the criminal justice system as victims, witnesses or alleged offenders, in particular children deprived of liberty, taking into account the age, gender, social circumstances and development needs of such children;

4. Also urges Member States to take all necessary and effective measures, including legal reform, where appropriate, to prevent and respond to all forms of violence against children in contact with the criminal justice system as victims or witnesses or as children alleged as, accused of or recognized as having infringed criminal law;

5. Encourages Member States to promote, inter alia, the use of alternative measures, such as diversion and restorative justice, to comply with the principle that deprivation of liberty of children should be used only as a measure of last resort and for the shortest appropriate period of time, and to avoid, wherever possible, the use of pretrial detention for children;

6. Requests the United Nations Office on Drugs and Crime to continue providing advisory services and technical assistance to Member States, upon request, to support the implementation of United Nations standards and norms relating to crime prevention and to child rights in the administration of criminal justice, with a view to promoting and protecting the rights of children alleged as, accused of or recognized as having infringed criminal law, as well as of child victims and witnesses of crime;

7. Invites the Commission on Crime Prevention and Criminal Justice and the Human Rights Council, as well as the United Nations Office on Drugs and Crime, the Office of the High Commissioner and the United Nations Children's Fund, to closely coordinate their activities relating to child rights in the administration of justice and the prevention of and responses to violence against children in the criminal justice system, in cooperation with the Committee on the Rights of the Child;

8. Requests the United Nations Office on Drugs and Crime to convene a meeting of an open-ended intergovernmental expert group, in collaboration with all relevant United Nations entities, in particular the United Nations Children's Fund, the Office of the High Commissioner and the Special Representative on Violence against Children, to develop a draft set of model strategies and practical measures on the elimination of violence against children in the field of crime prevention and criminal justice, to be considered by the Commission on Crime

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16 A/HRC/21/25.

Prevention and Criminal Justice at its session following the meeting of the open-ended intergovernmental expert group, and welcomes the offer of the Government of Thailand to act as host to that meeting in 2013;

9. Invites the institutes of the United Nations crime prevention and criminal justice programme network to include in their work programmes the issue of violence against children, develop training materials and offer training and other capacity-building opportunities, in particular for practitioners working in the areas of crime prevention and criminal justice and providers of support services for the victims of violence against children and for child witnesses within the criminal justice system, and to make available and disseminate information on successful intervention models, preventive programmes and other practices;

10. Invites Member States and other donors to provide extrabudgetary resources for the purposes described above, in accordance with the rules and procedures of the United Nations;

11. Requests the Secretary-General to report to the Commission on Crime Prevention and Criminal Justice, at its session following the meeting of the open-ended intergovernmental expert group, on the outcome of that meeting, as well as to the General Assembly, as appropriate.

*70th plenary meeting  
18 December 2013*

### **1.3.2. A/RES/68/141: Office of the United Nations High Commissioner for Refugees\***

United Nations

A/RES/68/141(2015)



**General Assembly**

Distr.: General  
28 January 2014

**Sixty-eighth session**  
Agenda item 62

## **Resolution adopted by the General Assembly on 18 December 2013**

*[on the report of the Third Committee (A/68/450)]*

### **68/141. Office of the United Nations High Commissioner for Refugees**

*The General Assembly,*

Having considered the report of the United Nations High Commissioner for Refugees on the activities of his Office<sup>1</sup> and noting that it includes the first decennial strategic review pursuant to General Assembly resolution 58/153 of 22 December 2003, and the report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees on the work of its sixty-fourth session<sup>2</sup> and the decisions contained

therein, [...]

Underlining its strong condemnation of all forms of violence to which humanitarian personnel and United Nations and associated personnel are increasingly exposed,

1. Welcomes the important work undertaken by the Office of the United Nations High Commissioner for Refugees and its Executive Committee in the course of the

\*Please note: This is just an excerpt of this resolution. For the full document, please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/141](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/141)

1 Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 12 (A/68/12 (Parts I and II)).

2 Ibid., Supplement No. 12A (A/68/12/Add.1).



year, which is aimed at strengthening the international protection regime and at assisting Governments in meeting their protection responsibilities; [...]

7. Re-emphasizes that the protection of refugees is primarily the responsibility of States, whose full and effective cooperation, action and political resolve are required to enable the Office of the High Commissioner to fulfil its mandated functions, and strongly emphasizes, in this context, the importance of active international solidarity and burden-sharing;

8. Welcomes pledges by States to accede to the statelessness conventions, the 1954 Convention relating to the Status of Stateless Persons<sup>6</sup> and the 1961 Convention on the Reduction of Statelessness, as well as pledges to remove reservations to them, also welcomes the recent increase in the number of accessions to the two Conventions and notes that 79 States are now parties to the 1954 Convention and 55 are parties to the 1961 Convention, encourages States that have not done so to give consideration to acceding to those instruments, notes the work of the High Commissioner in regard to identifying stateless persons, preventing and reducing statelessness and protecting stateless persons, and urges the Office of the High Commissioner to continue to work in this area in accordance with relevant General Assembly resolutions and Executive Committee conclusions; [...]

13. Also encourages the Office of the High Commissioner to work in partnership and in full cooperation with relevant national authorities, United Nations offices and agencies, international and intergovernmental organizations, regional organizations and non-governmental organizations to contribute to the continued development of humanitarian response capacities at all levels, and recalls the role of the Office

as the leading entity of the cluster for protection, camp coordination and management and emergency shelter in complex emergencies; [...]

19. Strongly condemns attacks on refugees, asylum seekers and internally displaced persons and acts that pose a threat to their personal security and well-being, and calls upon all States concerned and, where applicable, parties involved in an armed conflict to take all measures necessary to ensure respect for human rights and international humanitarian law; [...]

25. Affirms the importance of age, gender and diversity mainstreaming in analysing protection needs and ensuring the participation of refugees and other persons of concern to the Office of the High Commissioner, as appropriate, in the planning and implementation of programmes of the Office and State policies, also affirms the importance of according priority to addressing discrimination, gender inequality and the problem of sexual and gender-based violence, recognizing the importance of addressing the protection needs of women, children and persons with disabilities in particular, and underlines the importance of continuing to work on those issues; [...]

34. Notes the importance of States and the Office of the High Commissioner discussing and clarifying the role of the Office in mixed migratory flows, in order to better address protection needs in the context of mixed migratory flows, bearing in mind the particular needs of vulnerable groups, especially women, children and persons with disabilities, including by safeguarding access to asylum for those in need of international protection, and also notes the readiness of the High Commissioner, consistent with his mandate, to assist States in fulfilling their protection responsibilities in this regard; [...]

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<sup>6</sup> United Nations, Treaty Series, vol. 360, No. 5158.

### 1.3.3. A/RES/68/131: Promoting social integration through social inclusion\*

United Nations

A/RES/68/131



**General Assembly**

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**Sixty-eighth session**

Agenda item 27 (b)

### **Resolution adopted by the General Assembly on 18 December 2013**

*[on the report of the Third Committee (A/68/448)]*

### **68/131. Promoting social integration through social inclusion**

*The General Assembly,*

Recognizing also that social inclusion and equity are intrinsically linked and that focusing on and investing in the most disadvantaged and excluded populations, such as women, children and persons with disabilities, is critically important for the acceleration of progress towards the achievement of the Millennium Development Goals and should be given due consideration in the elaboration of the post-2015 development agenda, [...]

Stressing that social inclusion policies should promote gender equality and the empowerment of women and equal access to opportunities and social protection for all, in particular for those in vulnerable or marginalized groups or situations, including women who experience multiple forms of discrimination, [...]

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\*Please note: This is just an excerpt of this resolution. For the full document, please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/131](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/131)



### General Assembly

Distr.: General  
28 January 2014

Sixty-eighth session  
Agenda item 69 (b)

## Resolution adopted by the General Assembly on 18 December 2013

*[on the report of the Third Committee (A/68/456/Add.2)]*

### 68/179. Protection of migrants

*The General Assembly,*

Recalling all its previous resolutions on the protection of migrants, the most recent of which is resolution 67/172 of 20 December 2012, as well as its resolutions 66/128 of 19 December 2011 on violence against women migrant workers and 67/185 of 20 December 2012 on promoting efforts to eliminate violence against migrants, migrant workers and their families, and recalling also Human Rights Council resolution 23/20 of 14 June 2013,<sup>1</sup>

Reaffirming the Universal Declaration of Human Rights,<sup>2</sup> which proclaims that all human beings are born free and equal in dignity and rights and that everyone is entitled to all the rights and freedoms set out therein, without distinction of any kind, in particular as to race,

Reaffirming also that everyone has the right to freedom of movement and residence within the borders of each State and the right to leave any country, including his or her own, and to return to his or her country,

Recalling the International Covenant on Civil and Political Rights<sup>3</sup> and the International Covenant on Economic, Social and Cultural Rights,<sup>3</sup> the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment,<sup>4</sup> the Convention on the Elimination of All Forms of Discrimination against Women,<sup>5</sup> the Convention on the Rights of the Child,<sup>6</sup> the International Convention on the Elimination of All Forms of Racial Discrimination,<sup>7</sup> the Convention on the Rights of Persons with Disabilities,<sup>8</sup> the Vienna Convention on Consular Relations<sup>9</sup> and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families,<sup>10</sup> Acknowledging the relevant contribution of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families to the international system for the protection of migrants,

Recalling the outcome document of the United Nations Conference on Sustainable Development, entitled "The future we want",<sup>11</sup> in which States are called upon to promote and protect effectively the human rights

\* [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/179](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/179)

1 See Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 53 (A/68/53), chap. V, sect. A.

2 Resolution 217 A (III).

3 See resolution 2200 A (XXI), annex.

4 United Nations, Treaty Series, vol. 1465, No. 24841.

5 Ibid., vol. 1249, No. 20378.

6 Ibid., vol. 1577, No. 27531.

7 Ibid., vol. 660, No. 9464.

and fundamental freedoms of all migrants regardless of migration status, especially those of women and children, and to address international migration through international, regional or bilateral cooperation and dialogue and a comprehensive and balanced approach, recognizing the roles and responsibilities of countries of origin, transit and destination in promoting and protecting the human rights of all migrants and avoiding approaches that might aggravate their vulnerability,

Recalling also the provisions concerning migrants contained in the outcome documents of major United Nations conferences and summits, including the Outcome of the Conference on the World Financial and Economic Crisis and Its Impact on Development,<sup>12</sup> which recognizes that migrant workers are among the most affected and vulnerable in the context of financial and economic crises,

Recalling further Commission on Population and Development resolutions 2006/2 of 10 May 2006<sup>13</sup> and 2009/1 of 3 April 2009,<sup>14</sup> and its resolution 2013/1 of 26 April 2013 on new trends in migration: demographic aspects,<sup>15</sup>

Taking note of advisory opinion OC-16/99 of 1 October 1999 on the Right to Information on Consular Assistance in the Framework of the Guarantees of the Due Process of Law and advisory opinion OC-18/03 of 17 September 2003 on the Juridical Condition and Rights of Undocumented Migrants, issued by the Inter-American Court of Human Rights,

Taking note also of the Judgment of the International Court of Justice of 31 March 2004 in the case concerning *Avena and Other Mexican Nationals*<sup>16</sup> and the Judgment of the Court of 19 January 2009 regarding the request for interpretation of the *Avena* Judgment,<sup>17</sup> and recalling the obligations of States reaffirmed in both decisions,

Underlining the importance of the Human Rights Council in promoting respect for the protection of the human rights and fundamental freedoms of all, including migrants,

Recognizing that women represent almost half of all international migrants, and in this regard recognizing also that women migrant workers are important contributors to social and economic development in countries of origin and destination, and underlining the

value and dignity of their labour, including the labour of domestic workers,

Recognizing also the importance of the second High-level Dialogue on International Migration and Development, held on 3 and 4 October 2013,<sup>18</sup> which recognized the important contribution of migration in realizing the Millennium Development Goals and recognized that human mobility is a key factor for sustainable development, which should receive due consideration in the elaboration of the post-2015 development agenda,

Bearing in mind the seventh meeting of the Global Forum on Migration and Development, to be held in Sweden in May 2014, whose main theme will be “Unlocking the potential of migration for inclusive development” and which will take into consideration the results of the second High-level Dialogue on International Migration and Development,

Recognizing the cultural and economic contributions made by migrants to receiving societies and their communities of origin, as well as the need to identify appropriate means of maximizing development benefits and responding to the challenges that migration poses to countries of origin, transit and destination, especially in the light of the impact of the financial and economic crisis, and committing to ensuring dignified, humane treatment with applicable protections and to strengthening mechanisms for international cooperation,

Emphasizing the global character of the migratory phenomenon, the importance of international, regional and bilateral cooperation and dialogue in this regard, as appropriate, and the need to protect the human rights of all migrants, particularly at a time in which migration flows have increased in the globalized economy and take place in a context of continued security concerns,

Bearing in mind the obligations of States under international law, as applicable, to exercise due diligence to prevent crimes against migrants and to investigate and punish perpetrators, and that not doing so violates and impairs or nullifies the enjoyment of the human rights and fundamental freedoms of victims,

Affirming that crimes against migrants, including trafficking in persons, continue to pose a serious challenge and require a concerted international assessment and response and genuine multilateral cooperation among

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8 Ibid., vol. 2515, No. 44910.

9 Ibid., vol. 596, No. 8638.

10 Ibid., vol. 2220, No. 39481.

11 Resolution 66/288, annex.

12 Resolution 63/303, annex.

13 See Official Records of the Economic and Social Council, 2006, Supplement No. 5 (E/2006/25), chap. I, sect. B.

14 Ibid., 2009, Supplement No. 5 (E/2009/25), chap. I, sect. B.

15 Ibid., 2013, Supplement No. 5 (E/2013/25), chap. I, sect. B.

16 See Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 4 (A/59/4), chap. V, sect. A.

17 Ibid., Sixty-fourth Session, Supplement No. 4 (A/64/4), chap. V, sect. B.

18 Resolution 68/4.

countries of origin, transit and destination for their eradication,  
Bearing in mind that policies and initiatives on the issue of migration, including those that refer to the orderly management of migration, should promote holistic approaches that take into account the causes and consequences of the phenomenon, as well as full respect for the human rights and fundamental freedoms of migrants,

Stressing the importance of regulations and laws regarding irregular migration, at all levels of government, being in accordance with the obligations of States under international law, including international human rights law,

Stressing also the obligation of States to protect the human rights of migrants regardless of their migration status, including when implementing their specific migration and border security policies, and expressing its concern at measures which, including in the context of policies aimed at reducing irregular migration, treat irregular migration as a criminal rather than an administrative offence, where the effect of doing so is to deny migrants the full enjoyment of their human rights and fundamental freedoms, and in this regard recalling that sanctions and the treatment given to irregular migrants should be commensurate with their offences,

Aware that, as criminals take advantage of migratory flows and attempt to circumvent restrictive immigration policies, migrants become more vulnerable to, inter alia, kidnapping, extortion, forced labour, sexual exploitation, physical assault, debt servitude and abandonment,

Recognizing the contributions of young migrants to countries of origin and destination, and in that regard encouraging States to consider the specific circumstances and needs of young migrants,

Concerned about the large and growing number of migrants, especially women and children, including those unaccompanied or separated from their parents, who place themselves in a vulnerable situation by attempting to cross international borders without the required travel documents, and recognizing the obligation of States to respect the human rights of those migrants,

Recognizing the importance of having a comprehensive and balanced approach to international migration, and bearing in mind that migration enriches the economic, political, social and cultural fabric of States and the historical and cultural ties that exist among some regions,

Recognizing also the obligations of countries of origin, transit and destination under international human rights law,

Underlining the importance for States, in

cooperation with civil society, including non-governmental organizations, workers' organizations and the private sector, among other relevant stakeholders, to undertake information campaigns aimed at clarifying opportunities, limitations, risks and rights in the event of migration in order to enable everyone to make informed decisions and to prevent anyone from utilizing dangerous means to cross international borders,

1. Calls upon States to promote and protect effectively the human rights and fundamental freedoms of all migrants, regardless of their migration status, especially those of women and children, and to address international migration through international, regional or bilateral cooperation and dialogue and a comprehensive and balanced approach, recognizing the roles and responsibilities of countries of origin, transit and destination in promoting and protecting the human rights of all migrants and avoiding approaches that might aggravate their vulnerability;

2. Expresses its concern about the impact of financial and economic crises and natural disasters on international migration and migrants, and in that regard urges Governments to combat unfair and discriminatory treatment of migrants, in particular migrant workers and their families;

3. Reaffirms the rights set forth in the Universal Declaration of Human Rights<sup>2</sup> and the obligations of States under the International Covenants on Human Rights,<sup>3</sup> and in this regard:

(a) Strongly condemns the acts, manifestations and expressions of racism, racial discrimination, xenophobia and related intolerance against migrants and the stereotypes often applied to them, including on the basis of religion or belief, and urges States to apply and, where needed, reinforce the existing laws when hate crimes, xenophobic or intolerant acts, manifestations or expressions against migrants occur in order to eradicate impunity for those who commit those acts;

(b) Expresses concern about legislation adopted by some States that results in measures and practices that may restrict the human rights and fundamental freedoms of migrants, and reaffirms that, when exercising their sovereign right to enact and implement migratory and border security measures, States have the duty to comply with their obligations under international law, including international human rights law, in order to ensure full respect for the human rights of migrants;

(c) Calls upon States to ensure that their laws and policies, including in the areas of counter-terrorism and combating transnational organized crime, such as trafficking in persons and smuggling of migrants, fully respect the human rights of migrants;

(d) Calls upon States that have not done so to consider signing and ratifying or acceding to the

International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families<sup>10</sup> as a matter of priority, and requests the Secretary-General to continue his efforts to promote and raise awareness of the Convention;

(e) Takes note of the report of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families on its seventeenth and eighteenth sessions;<sup>19</sup>

4. Also reaffirms the duty of States to effectively promote and protect the human rights and fundamental freedoms of all migrants, especially those of women and children, regardless of their migration status, in conformity with the Universal Declaration of Human Rights and the international instruments to which they are party, and therefore:

(a) Calls upon all States to respect the human rights and inherent dignity of migrants, to put an end to arbitrary arrest and detention and, in order to avoid excessive detention of irregular migrants, to review, where necessary, detention periods and to use alternatives to detention, where appropriate, including measures that have been successfully implemented by some States;

(b) Urges all States to adopt effective measures to prevent and punish any form of illegal deprivation of liberty of migrants by individuals or groups;

(c) Requests States to adopt concrete measures to prevent the violation of the human rights of migrants while in transit, including in ports and airports and at borders and migration checkpoints, and train public officials who work in those facilities and in border areas to treat migrants respectfully and in accordance with the law;

(d) Calls upon States to prosecute, in conformity with applicable law, acts of violation of the human rights of migrants and their families, such as arbitrary detention, torture and violations of the right to life, including extrajudicial executions, during their transit from the country of origin to the country of destination and vice versa, including transit across national borders;

(e) Recognizing the particular vulnerability of migrants in transit situations, including through national borders, and the need to ensure full respect for their human rights also in these circumstances;

(f) Recognizes the importance of coordinated efforts of the international community to assist and support migrants stranded in vulnerable situations;

(g) Underlines the right of migrants to return to their country of citizenship, and recalls that States must ensure that their returning nationals are duly received;

(h) Reaffirms emphatically the duty of States parties to ensure full respect for and observance of the Vienna Convention on Consular Relations,<sup>9</sup> in particular with regard to the right of all foreign nationals, regardless of their migration status, to communicate with a consular official of the sending State in case of arrest, imprisonment, custody or detention, and the obligation of the receiving State to inform the foreign national without delay of his or her rights under the Convention;

(i) Requests all States, in conformity with national legislation and applicable international legal instruments to which they are party, to enforce labour law effectively, including by addressing violations of such law, with regard to migrant workers' labour relations and working conditions, *inter alia*, those related to their remuneration and conditions of health, safety at work and the right to freedom of association;

(j) Invites Member States to consider ratifying relevant conventions of the International Labour Organization, including Convention No. 189 on decent work for domestic workers;

(k) Encourages all States to remove unlawful obstacles, where they exist, that may prevent the safe, transparent, unrestricted and expeditious transfer of remittances, earnings, assets and pensions of migrants to their country of origin or to any other countries, in conformity with applicable legislation and agreements, and to consider, as appropriate, measures to solve other problems that may impede such transfers;

(l) Recalls that the Universal Declaration of Human Rights recognizes that everyone has the right to an effective remedy by the competent national tribunals for acts violating the fundamental rights granted to him or her;

5. Emphasizes the importance of protecting persons in vulnerable situations, and in this regard:

(a) Expresses its concern about the increase in the activities of transnational

and national organized crime entities and others who profit from crimes against migrants, especially women and children, without regard for dangerous and inhumane conditions and in flagrant violation of national laws and international law and contrary to international standards;

(b) Also expresses its concern about the high level of impunity enjoyed by traffickers and their accomplices as well as other members of organized crime entities and, in this context, the denial of rights and justice to migrants who have suffered from abuse;

(c) Welcomes immigration programmes, adopted

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19 Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 48 (A/68/48).

by some countries, that allow migrants to integrate fully into the host countries, facilitate family reunification and promote a harmonious, tolerant and respectful environment, and encourages States to consider the possibility of adopting these types of programmes;

(d) Calls upon States that have not already done so to provide for the protection of the human rights of women migrant workers, to promote fair labour conditions and to ensure that all women, including care workers, are legally protected against violence and exploitation;

(e) Encourages States to implement gender-sensitive policies and programmes for women migrant workers, to provide safe and legal channels that recognize the skills and education of women migrant workers and, as appropriate, to facilitate their productive employment, decent work and integration into the labour force, including in the fields of education and science and technology;

(f) Encourages all States to develop international migration policies and programmes that include a gender perspective, in order to adopt the necessary measures to better protect women and girls against dangers and abuse during migration;

(g) Calls upon States to protect the human rights of migrant children, given their vulnerability, particularly unaccompanied migrant children, ensuring that the best interests of the child are a primary consideration in their policies of integration, return and family reunification;

(h) Encourages all States to prevent and eliminate discriminatory policies and legislation at all levels of government that deny migrant children access to education and, while taking into account the best interests of the child as a primary consideration, to foster the successful integration of migrant children into the education system and the removal of barriers to their education in host countries and countries of origin;

(i) Urges States to ensure that repatriation mechanisms allow for the identification and special protection of persons in vulnerable situations, including persons with disabilities, and take into account, in conformity with their international obligations and commitments, the principle of the best interests of the child and family reunification;

(j) Urges States parties to the United Nations Convention against Transnational Organized Crime and the supplementing protocols thereto<sup>20</sup> to implement them fully, and calls upon States that have not done so to consider ratifying or acceding to them as a matter of priority;

6. Encourages States to take into account the conclusions and recommendations of the study of the

Office of the United Nations High Commissioner for Human Rights on challenges and best practices in the implementation of the international framework for the protection of the rights of the child in the context of migration<sup>21</sup> when designing and implementing their migration policies;

7. Also encourages States to protect migrant victims of national and transnational organized crime, including kidnapping and trafficking and, in some instances, smuggling, including through the implementation of programmes and policies that guarantee protection and access to medical, psychosocial and legal assistance, where appropriate;

8. Encourages Member States that have not already done so to enact national legislation and to take further effective measures to combat trafficking in persons and smuggling of migrants, recognizing that these crimes may endanger the lives of migrants or subject them to harm, servitude, exploitation, debt bondage, slavery, sexual exploitation or forced labour, and also encourages Member States to strengthen international cooperation to prevent, investigate and combat such trafficking and smuggling;

9. Stresses the importance of international, regional and bilateral cooperation in the protection of the human rights of migrants, and therefore:

(a) Requests all States, international organizations and relevant stakeholders to take into account in their policies and initiatives on migration issues the global character of the migratory phenomenon and to give due consideration to international, regional and bilateral cooperation in this field, including by undertaking dialogues on migration that include countries of origin, transit and destination, as well as civil society, including migrants, with a view to addressing, in a comprehensive manner, *inter alia*, its causes and consequences and the challenge of undocumented or irregular migration, granting priority to the protection of the human rights of migrants;

(b) Encourages States to take the measures necessary to achieve policy coherence on migration at the national, regional and international levels, including by ensuring coordinated child protection policies and systems across borders that are in full compliance with international human rights law;

(c) Also encourages States to cooperate effectively in protecting witnesses in cases of smuggling of migrants;

(d) Further encourages States to cooperate effectively in protecting witnesses and victims in cases of trafficking in persons, regardless of their migration status;

(e) Calls upon the United Nations system

<sup>20</sup> United Nations, Treaty Series, vols. 2225, 2237, 2241 and 2326, No. 39574.

<sup>21</sup> A/HRC/15/29.

and other relevant international organizations and multilateral institutions to enhance their cooperation in the development of methodologies for the collection and processing of statistical data on international migration and the situation of migrants in countries of origin, transit and destination and to assist Member States in their capacity-building efforts in this regard;

10. Encourages giving appropriate consideration to the issue of migration and development in the preparation of the post-2015 development agenda through, inter alia, integrating a human rights perspective and mainstreaming a gender perspective, and therefore:

(a) Requests Member States, the United Nations system, international organizations, civil society and all relevant stakeholders, especially the United Nations High Commissioner for Human Rights, the Special Rapporteur of the Human Rights Council on the human rights of migrants, the Special Representative of the Secretary-General on International Migration and Development and the International Organization for Migration and other members of the Global Migration Group, to give due consideration to international migration in the elaboration of the post-2015 development agenda;

(b) Recognizes the importance of the contribution of the High Commissioner, the Chair of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families and the Special Rapporteur, as well as other key actors, to the discussion on international migration;

11. Encourages States, relevant international organizations, civil society, including non-governmental organizations, and the private sector to continue and to enhance their dialogue in relevant international meetings with a view to 8/9 strengthening and making more inclusive public policies aimed at promoting and respecting human rights, including those of migrants;

12. Requests Governments and international organizations to take appropriate measures to give due

consideration to the declaration of the High-level Dialogue on International Migration and Development, held on 3 and 4 October 2013,<sup>18</sup> which reaffirmed the need to promote and protect effectively the human rights and fundamental freedoms of all migrants, regardless of their migration status, especially those of women and children, and to address international migration through international, regional or bilateral cooperation and dialogue and through a comprehensive and balanced approach, recognizing the roles and responsibilities of countries of origin, transit and destination in promoting and protecting the human rights of all migrants and avoiding approaches that might aggravate their vulnerability;

13. Invites the Chair of the Committee to present an oral report on the work of the Committee and to engage in an interactive dialogue with the General Assembly at its sixty-ninth session, under the item entitled “Promotion and protection of human rights”, as a way to enhance communication between the Assembly and the Committee;

14. Invites the Special Rapporteur to submit his report to the General Assembly and to engage in an interactive dialogue at its sixty-ninth session, under the item entitled “Promotion and protection of human rights”;

15. Takes note of the report of the Special Rapporteur submitted to the General Assembly at its sixty-eighth session in accordance with resolution 67/172;<sup>22</sup>

16. Requests the Secretary-General to submit to the General Assembly at its sixty-ninth session a report on the implementation of the present resolution and to include in that report an analysis on ways and means to promote and protect the rights of migrant children that ensure that the best interest of the child is a primary consideration, particularly in the case of unaccompanied migrant children and children separated from their families.

*70th plenary meeting  
18 December 2013*





### General Assembly

Distr.: General  
4 February 2014

#### Sixty-eighth session

Agenda item 69 (c)

*Specific sections on discrimination against women and girls*

### Resolution adopted by the General Assembly on 18 December 2013

*[on the report of the Third Committee (A/68/456/Add.3)]*

#### 68/184. Situation of human rights in the Islamic Republic of Iran

*The General Assembly,*

Guided by the Charter of the United Nations, as well as the Universal Declaration of Human Rights,<sup>1</sup> the International Covenants on Human Rights<sup>2</sup> and other international human rights instruments,

Recalling its previous resolutions on the situation of human rights in the Islamic Republic of Iran, the most recent of which is resolution 67/182 of 20 December 2012, [...]

2. Welcomes pledges made by the new President of the Islamic Republic of Iran with regard to some important human rights issues, particularly on eliminating discrimination against women and members of ethnic minorities and promoting freedom of expression and opinion, as well as the proposal of the President to implement a civil rights charter, and encourages the Islamic Republic of Iran to take concrete action to ensure that these pledges can result in demonstrable improvements as soon as possible and to uphold the Government's obligations under its national laws and under international human rights law;

3. Also welcomes the peaceful conduct during voting in the June 2013 presidential elections and the broad participation of the Iranian people, while expressing concern over the restrictions placed on candidates,

including the exclusion of all women candidates, and the further erosion of democratic space for political activities prior to the elections;

(g) Pervasive gender inequality and violence against women and increased discrimination against women and girls in law and in practice, as well as restrictions on access to government decision-making positions and the labour market;

(d) To eliminate, in law and in practice, all forms of discrimination and other human rights violations against women and girls, to promote women's participation in decision-making positions and, while recognizing the high enrolment of women in all levels of education, to lift all restrictions on women's equal access to all aspects of university education;

(i) To fulfil pledges by the new President for greater space for freedom of expression and opinion by ending the harassment, intimidation and persecution of political opponents, human rights defenders, women's rights activists, labour leaders, students, academics, film-makers, journalists and their families, other media representatives, bloggers, netizens, clerics, artists and lawyers, including by releasing persons detained arbitrarily or on the basis of their political views, and in this regard welcoming the reopening of the House of Cinema;

\* Please note: This is just an excerpt of the resolution. For the full document please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/184](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/184)

<sup>1</sup> Resolution 217 A (III).

<sup>2</sup> Resolution 2200 A (XXI), annex.

13. Strongly encourages the thematic special procedures mandate holders to pay particular attention to, with a view to investigating and reporting on, the human rights situation in the Islamic Republic of Iran, in particular the Special Rapporteur on extrajudicial, summary or arbitrary executions, the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment, the Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression, the Special Rapporteur on the rights to freedom of peaceful assembly and of association, the Special Rapporteur on the situation of human rights

defenders, the Special Rapporteur on freedom of religion or belief, the Special Rapporteur on the independence of judges and lawyers, the Special Rapporteur on violence against women, its causes and consequences, the Special Rapporteur on the right to education, the Special Rapporteur on the promotion of truth, justice, reparation and guarantees of non-recurrence, the Independent Expert on minority issues, the Working Group on Arbitrary Detention, the Working Group on Enforced or Involuntary Disappearances and the Working Group on the issue of discrimination against women in law and in practice;

*(Please note!)*

### 1.3.6. A/RES/68/146: The Girl Child\*

United Nations

A/RES/68/146



General Assembly

Distr.: General  
4 February 2014

Sixty-eighth session  
Agenda item 65 (a)

## Resolution adopted by the General Assembly on 18 December 2013

*[on the report of the Third Committee (A/68/452)]*

### 68/146. The girl child

*The General Assembly,*  
[...]

Recognizing further that the phenomenon of child-headed households is linked to other economic, social and political realities, such as armed conflict, natural disasters, lack of economic empowerment and health inequities, and that a comprehensive approach to these problems is needed to resolve the issue of child-headed households, [...]

31. Urges all States and the international community to respect, promote and protect the rights of the girl child, taking into account the particular vulnerabilities of the girl child in pre-conflict, conflict and post-conflict situations and in natural disasters, as well as

in other humanitarian emergencies, all of which may result in the creation of child-headed households, and further urges States to take special measures for the protection of girls in all phases of humanitarian emergencies, from relief to recovery, and in particular to protect them from sexually transmitted infections, including HIV infection, gender-based violence, including rape, sexual abuse and sexual exploitation, torture, abduction, trafficking and forced labour, paying special attention to refugee and displaced girls, and to take into account their special needs in disarmament, demobilization, rehabilitation assistance and reintegration processes; [...]

\* Please note: This is just an excerpt of the resolution. For the full document please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/146](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/146)



### General Assembly

Distr.: General  
30 January 2014

Sixty-eighth session  
Agenda item 65 (a)

## Resolution adopted by the General Assembly on 18 December 2013

*[on the report of the Third Committee (A/68/452 and Corr.1)]*

### 68/148. Child, early and forced marriage

*The General Assembly,*

Recalling its resolutions 66/140 of 19 December 2011 on the girl child and 67/144 of 20 December 2012 on the intensification of efforts to eliminate all forms of violence against women, as well as Human Rights Council resolution 24/23 of 27 September 2013, entitled “Strengthening efforts to prevent and eliminate child, early and forced marriage: challenges, achievements, best practices and implementation gaps”,<sup>1</sup> and all other previous resolutions relevant to child, early and forced marriage,

Reaffirming its resolution 66/170 of 19 December 2011 on the International Day of the Girl Child, and noting with appreciation the theme of the first International Day, “Ending child marriage”,

Guided by the Universal Declaration of Human Rights,<sup>2</sup> the International Covenant on Economic, Social and Cultural Rights<sup>3</sup> and the International Covenant on Civil and Political Rights,<sup>3</sup> as well as other relevant human rights instruments, including the Convention on the Rights of the Child<sup>4</sup> and the Convention on the Elimination of All Forms of Discrimination against Women,<sup>5</sup>

Reaffirming the Vienna Declaration and Programme of Action,<sup>6</sup> as well as the Programme of Action of the International Conference on Population and Development,<sup>7</sup> the Beijing Declaration and Platform for Action 8 and the outcome documents of their review conferences,

1. Requests the Secretary-General to submit the report of the Office of the United Nations High Commissioner for Human Rights on preventing and eliminating child, early and forced marriage, with a particular focus on challenges, achievements, best practices and implementation gaps, mandated by the Human Rights Council in its resolution 24/23,<sup>1</sup> as well as the related summary report on the panel discussion to be held at the twenty-sixth session of the Council, to the General Assembly at its sixty-ninth session under the item entitled “Promotion and protection of the rights of children”;

2. Decides to convene during its sixty-eighth session a panel discussion on child, early and forced

\* [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/148](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/148)

1 See Official Records of the General Assembly, Sixty-eighth Session, Supplement No. 53A (A/68/53/Add.1), chap. III.

2 Resolution 217 A (III).

3 See resolution 2200 A (XXI), annex.

4 United Nations, Treaty Series, vol. 1577, No. 27531.

5 Ibid., vol. 1249, No. 20378.

6 A/CONF.157/24 (Part I), chap. III.

7 Report of the International Conference on Population and Development, Cairo, 5–13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

8 Report of the Fourth World Conference on Women, Beijing, 4–15 September 1995 (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annexes I and II.

marriage worldwide, including the elaboration of the post-2015 development agenda, requests the Secretary-General to liaise with States, relevant agencies, funds and programmes of the United Nations system, relevant special procedures mechanisms, civil society, including relevant children and youth organizations, and national human rights institutions with a view to ensuring their input, and also requests the Secretary-General to prepare an informal summary report on the panel discussion;

3. Also decides to consider the issue of child, early and forced marriage at its sixty-ninth session under the item entitled “Promotion and protection of the rights of children”, taking into account the multifaceted and worldwide nature of the issue of child, early and forced marriage.

*70th plenary meeting  
18 December 2013*

### **1.3.8. Executive Summary on the International Protocol on the Documentation and Investigation of Sexual Violence in Conflict\***

Report by Veronika Bezinsky

#### **BASIC STANDARDS OF BEST PRACTICE ON THE DOCUMENTATION OF SEXUAL VIOLENCE AS A CRIME UNDER INTERNATIONAL LAW**

“For the perpetrators, there can be no hiding place; no amnesty; no safe harbour. They will be pursued by any and all means at our collective disposal.”

*Zainab Hawa Bangura, G8 Foreign Minister’s Meeting, April 2013*

“The paucity of domestic prosecutions for crimes of sexual violence, the limited volume of international prosecutions for these crimes, and the scale worldwide of crimes of sexualised violence – particularly in situations of armed conflict – continue to leave a distinct impunity gap...”

*Jane Adong Anywar, Women’s Initiatives for Gender Justice, UNSC Debate, 2013*

The Protocol is a nonbinding tool that addresses the fundamental issue of persecution and accountability for crimes of sexual violence in conflictstruck areas. It sets out guidelines for documenting and investigating such crimes under international law and aims to show that it can be effectively applied by practitioners in documenting sexual violence as a crime under international law – as a war crime, crime against humanity or act of genocide. It emphasises empowerment of victims and survivors through their involvement in the justice process and ensuring their security. The Protocol is a so-called living document and as such will require updating and amending to ensure its entirety. It is primarily directed for use by human rights and justice actors, at local, national and international levels, it is designed for use by organisations, institutions and individuals “faced with the challenge of documenting sexual violence as a crime under international law.”

“Part 1 of the Protocol provides a definition of sexual violence as an international crime: what it is, acts that constitute sexual violence crimes, and what the requirements are to prosecute sexual violence as a crime under international law. It also describes the grave consequences associated with sexual violence, the obstacles faced by survivors and witnesses when accessing justice, and some myths and misconceptions about sexual violence that can hinder efforts to effectively investigate and document crimes and support survivors/witnesses.

Part 2 outlines what documentation looks like in practice: what to do to research, prepare and set up an investigation and documentation process, how to conduct safe and effective interviews, and the minimum requirements when dealing with audiovisual, physical and documentary evidence of sexual violence. The key principle of “do no harm” is engrained in this section, and it suggests practical strategies that practitioners may employ in order to mitigate and address the possible risks associated with documenting and investigating sexual violence in conflict, and to overcome some of the obstacles that can interfere with accountability efforts.

The annexes contain some tools and further information, which it is hoped will prove directly useful to documenters as they carry out their investigations. This includes an Evidence Workbook (see Annex 1, “Evidence Workbook for Documentation of Crimes of Sexual Violence: A Tool to Assist Investigators in Filling Evidentiary Gaps”), which sets out examples of what type of information is useful to collect to prove the specific, contextual and linkage elements of sexual violence as a war crime, crime against humanity or act of genocide. The annexes also include summaries and guidelines on interviewing, dealing with physical and documentary evidence, and working within the multisectoral support model, as well as information on key types of referrals and medical documentation for evidentiary purposes.”

\* [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/319054/PSVI\\_protocol\\_web.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/319054/PSVI_protocol_web.pdf)

### 1.3.9. Executive Summary on the UK National Action Plan on Women, Peace and Security 20142017: Country Level Implementation Plan\*

Report by Veronika Benzinsky

Guiding national policy document that sets out the British Government's priorities in the areas women, peace and security and seeks to implement UNSCR 1325. Focuses on interventions in Afghanistan, Burma, Democratic Republic of the Congo (DRC), Libya, Somalia and Syria.

The document provides a detailed description of current achievements of the NAP in each country, and also points out specific targets to be fulfilled until 2017. There is a wide variety of activities with regard to Women, Peace and Security incorporated into the Plan. However, the **Pillar II (Prevention of Conflict and VAWG)** is the one most relevant to the topic of the publication (and partly Pillar III: Protecting the Human Rights of Women and Girls).

Activities that have already taken place within Pillar II include multiple courses and trainings in each of the six focus countries. Among the main goals of these activities are **building and strengthening the capacities of responsible and relevant institutions, treatment of survivors of sexual violence and documenting reporting**

**and prosecution of cases of sexual violence, thus reducing impunity of perpetrators.** More specifically, the NAP has already implemented multisector survivorcentered programming to prevent and respond to all forms of violence against women and girls in conflictaffected states, has engaged in providing psychological treatment for survivors of sexual harassment and violence, supporting state institutions to improve their response to survivors of sexual violence and evidencebased interventions with the cooperation of faith communities and faith leaders. Additionally, Pillar III foresees an increased focus on young women and adolescent girls sexual and reproductive health and rights.

A high number of service providers, legal officials, sexual assault referral centre staff, community members and police and army officers have successfully completed trainings and courses promoting support for victims of Sexual and Gender Based Violence and the NAP foresees another increase in successfully completed trainings.

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\* [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/385958/141211\\_-\\_FCO726\\_NAP\\_Implementation\\_Plan\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/385958/141211_-_FCO726_NAP_Implementation_Plan_FINAL.pdf)

# **PART II**

**GENDER-RELATED KILLINGS COMMITTED BY EXTREMIST AND TERRORIST  
GROUPS**

## **2.1. International Day on the Elimination of Violence against Women 2015**

The United Nations General Assembly has designated November 25 as the International Day for the Elimination of Violence Against Women. From 25 November through 10 December, Human Rights Day, the 16 Days of Activism against Gender-Based Violence aim to raise public awareness and mobilizing people everywhere to bring about change.

For the fifth consecutive year, ACUNS organized a symposium in Vienna and focused this year on the “Victimization of Women by Extremist Groups”. Ambassadors from Norway, France, Slovakia and the USA, as well as academics from Italy, Israel, Pakistan and NGO representatives analysed the horrendous situation women have to endure and presented practical measures to stop these crimes.

This chapter includes official statements given on the international day on the elimination of violence against women and selected statements from the ACUNS symposium.

## 2.1.1 Secretary-General's Message for the 2015 International Day for the Elimination of Violence against Women<sup>1</sup>

The atrocity crimes being committed against women and girls in conflict zones, along with the domestic abuse found in all countries, are grave threats to progress.

I am deeply concerned about the plight of women and girls living in conditions of armed conflict, who suffer various forms of violence, sexual assault, sexual slavery and trafficking. Violent extremists are perverting religious teachings to justify the mass subjugation and abuse of women. These are not random acts of violence, or the incidental fallout of war, but rather systematic efforts to deny women's freedoms and control their bodies. As the world strives to counter and prevent violence extremism, the protection and empowerment of women and girls must be a key consideration.

Roughly half of today's 60 million forcibly displaced people are women. Many who flee war and violence are often exploited by unscrupulous smugglers, and frequently suffer gender discrimination and xenophobia in host societies. Those who are too young, too old or too frail to make the risky journey are left behind even more vulnerable without those who have left.

Even in areas at peace, violence against women persists in the form of femicide, sexual assault, female genital mutilation/cutting, early marriage and cyberviolence. These practices traumatize individuals and tear at the fabric of society.

I have led a global response through the UNiTE to End Violence against Women campaign and the HeForShe initiative to engage men in promoting gender equality. I call on governments to increase contributions to the United Nations Trust Fund to End Violence against Women, which aims to address chronic underinvestment in this area.

Millions of people across the world are uniting under the banner colour orange, chosen to symbolize the brighter



future of a world free from violence against women and girls. This year, in a sign of the growing momentum for change, orange lights will illuminate iconic landmarks from the historic ruins at Petra in Jordan to Niagara Falls in North America.

We can also blaze a path to a future of dignity and equality for all by implementing the newly adopted 2030 Agenda for Sustainable Development, which recognizes the importance of eliminating violence against women, with related targets across several of the Sustainable Development Goals. Recent major reviews of United Nations peace operations, peacebuilding efforts and the women, peace and security agenda have all highlighted the critical value of women's participation in peace and security.

The pervasiveness of violence against women and girls means we can all take steps to address it. Let us join forces to end this crime, promote full gender equality and realize a world where women and girls enjoy the safety they deserve – for their sake and for all of humanity.

*Ban Ki-moon*

## 2.1.2 Statement by UN Women Executive Director Phumzile Mlambo-Ngcuka for International Day for the Elimination of Violence against Women<sup>2</sup>

Across the world, violence against women and girls remains one of the most serious—and the most tolerated—human rights violations, both a cause and a consequence of gender inequality and discrimination.

Its continued presence is one of the clearest markers of societies out of balance and we are determined to change that.

On this International Day for the Elimination of Violence against Women we say again:

It is not acceptable.

It is not inevitable.

It can be prevented.

Although there is no single solution to such a complex problem, there is growing evidence of the range of actions that can stop violence before it happens, especially if they

<sup>1</sup> <http://www.un.org/en/events/endviolenceday/2015/sgmessage.shtml>

<sup>2</sup> <http://www.unwomen.org/en/news/stories/2015/11/ed-message-intl-day-for-elimination-of-violence-against-women#sthash.UGFWJPuJ.dpuf>



are implemented in parallel. Further research currently underway will lead to more definitive strategies and interventions to prevent violence.

We believe that, through concerted action by everyone involved, from governments to individuals, we can tackle the unequal power relations and structures between men and women and highlight the necessary attitudinal, practice and institutional changes.

Imagine how different the world would be for girls growing up now if we could prevent early marriage, female genital mutilation, the turning of a blind eye to domestic violence, abusive text messages, the impunity of rapists, the enslavement of women in conflict areas, the killing of women human rights defenders, or the hostility of police stations or courtrooms to women's testimony of violence experienced.



We have made progress in improving the laws that distinguish these acts and others as ones of violence and invasion of human rights. Some 125 countries have laws against sexual harassment, 119 have laws against domestic violence, but only 52 countries have laws on marital rape. We know that leaders, whether CEOs, Prime Ministers, or teachers, can set the tone for zero tolerance to violence.

Community mobilization, group interventions for both women and men, educational programmes and empowerment of women are some of the interventions that have impact, when they are put together with other legal, behavioural and social changes.

For example, in Uganda, engaging communities in discussion of unequal power relations between men and women dropped rates of physical violence by men against their partners by half.

In Myanmar, provision of legal aid services for rural women is improving access to justice and the training of even a small group of male leaders has been identified as contributing to a change of behaviour in some 40 per cent of those in the target communities.

We are doing pre-deployment training for peacekeepers to be more gender sensitive and to better protect civilian populations in conflict areas.

And in the United States, urban police officers trained to recognize the warning signs of intimate partner violence, are making some progress in reducing the numbers of murdered women.

As we launch the Orange the World Campaign today, we already know that tuk-tuk drivers in Cambodia, soccer stars in Turkey, police officers in Albania, school children in South Africa and Pakistan, and hundreds of thousands of others around the world, are all in their own way taking a stand.

We now have, for the first time, explicit targets to eliminate violence against women in the 2030 Agenda for Sustainable Development. These demand accelerated action.

When more than 70 world leaders took the podium in New York at the Global Leaders' Meeting on Gender Equality and Women's Empowerment on 27 September 2015, the majority named ending violence against women and girls as a priority for action.

It is indeed a priority.

I believe that if we all work together: governments, civil society organizations, the UN system, businesses, schools, and individuals mobilizing through new solidarity movements, we will eventually achieve a more equal world—a Planet 50-50—where women and girls can and will live free from violence.

## 2.1.3 Statement by H.E. Ambassador Marion Paradas, Permanent Representative of France to the Office of the United Nations and other International Organizations in Vienna

*Statement given at ACUNS Symposium in Vienna*

France has always been committed to fighting violence throughout the world and specifically violence towards the most vulnerable. Among them, women represent an utmost priority for the French Government.

*The relevant international framework*

### **What is the framework of our international action?**

Let me recall three main elements: the legal framework, the international agenda on women, peace and security and the action through international bodies.

The legal framework is primarily composed of the CEDAW convention (Convention on the Eliminating of All Forms of Discrimination against Women) and its related protocols.



189 States are parties to this instrument making it almost universal. Action plans have been adopted at the Cairo conference on Population and Development in 1994 and at the Beijing conference on Women in 1995. The celebration of their 20th anniversary is the opportunity to highlight their importance in addressing this issue.

The international agenda draws notably from the Security Council's resolutions on "Women, Peace and Security". These resolutions have set concrete institutional tools. Among them the following are essential: a monitoring and review mechanism consisting of annual reports on sexual violence in conflicts; the possibility to include specific advisors on women protection in Peacekeeping Operations; an expert team on sexual violence at Governments' disposal to fight against impunity related to this matter.

The action through UN bodies : the General Assembly, the Commission on Women condition and the UN Women entity. For instance at the General Assembly, France tables on a biannual basis with the Netherlands a resolution aimed at strengthening the efforts to fight violence towards women. The Commission on Women is the main

intergovernmental body dedicated to the promotion of sex equality and women empowerment. Finally, the UN Women entity watches over the respect of the principle of equality between men and women through UN funds and programs. France maintains a strong partnership with this entity including by providing financial support and technical experts.

*A deteriorating situation calling for resolute action*

The international framework that I briefly described, while remaining relevant, is put to a challenge by recent development in the Middle East and Africa and the unspeakable actions committed by extremist organization like Daech or Boko Haram.

The seriousness and urgency of the situation cannot be overstated.

Number of international reports are emphasizing that violence against women is a growing phenomenon in many regions of the world. Only to mention a few, the conclusions of the working group on "Children in armed conflicts in Syria" published in November 2014 or the report issued by the CEDAW Committee in February of this year. The list could unfortunately be extended and this simply reflects the urgency to strengthen our response to this global threat in a united fashion.

The recent dramatic events in Paris, if anything, have only sharpened our determination to fight against any form of barbaric violence fostered by extremist groups such as Daech.

Actions by this group and its likes violate in effect one the core principles upheld by international law, namely the equal dignity and rights of all human beings regardless of their beliefs or belonging to a certain group.

This core principle is not and should not be subject to any cultural particularity.

*Response by the international community: the Paris Conference*

It is with this concerns and principles in mind that a conference was organized last September in Paris, on the Victims of Ethnic and Religious Persecution in the Middle East.

The success of this conference arguably relied on its inclusive approach and the rounding-up of all relevant stakeholders of the region: namely the representatives of states, civil society and religious authorities of the region.

By consensus, this conference adopted a plan of action, the implementation of which will be assessed by a conference in Spain next year. Three main areas have been identified:

the humanitarian support, the struggle against impunity, and the promotion of a stabilizing and conciliating political framework.

Let me briefly touch upon these three aspects.

First, the humanitarian support. It implies both a direct action to help the victims of such violence, and the efforts to rebuild and promote the development of the affected regions. Among development initiatives, the promotion of education appeared as a priority to prevent Extremist groups from thriving on the lack of knowledge of young people. The immediate support to local actors who can directly access those in need is also vital. In this respect, France, calling for a greater international cooperation, dedicated five million euros to support the humanitarian action in Nigeria and its neighboring countries to help victims of Boko Haram Extremist group. Concerning the matter of deradicalisation let me insist on the necessity to explore a deeper cooperation with religious authorities and civil society. The example of female imams in Algeria who since the early nineties' struggled against extremism by helping to deradicalise young people in prisons, hospitals, schools and mosques illustrates their success and calls for more support.

Second, the judicial dimension. It entails a close judicial cooperation which was underlined by the International Criminal Court. According to this court, priority should be given to national authority support, as well as documenting the crimes perpetrated by Extremist groups. Several options have also been mentioned such as: creating a permanent coordination committee between States; elaborating a common charter to enhance the international standards of the Court; developing

prevention and deradicalisation. Moreover, concerning the matter of impunity, it fundamentally relies on State's responsibility. Therefore, when failing to address this issue, the International Criminal Court can and must play its role. I consequently echo the call to the recognition, by all the States, of the Rome Statute.

Third, the political dimension. It relies upon the provision of security, both to those who have fled this violence and the current victims remaining in these regions. Creating "safe zones" to protect those victims was an option raised as well as a response on the ground of the international community. Nevertheless, law not being compelling by itself requires united might to ensure its enforcement. This political dimension also implied the representing of minorities, which were victims of violence, in local and national security forces.

Building upon the knowledge of the international community and its commitments to preserve and protect human dignity, these tools, which need strengthening, may be considered as an excellent basis to address the crucial issue of violence against women by Extremist groups.

To conclude I would like to highlight the testimony given at the conference of Paris by Jina Badel, former slave of Daech, who said: "the solution was not here, in Europe, but over there". It appears to me, that this simple turn of speech puts the emphasis on the utmost priority the international community must give to its action: a struggle on the ground, including all stakeholders, in a long term perspective and focusing on humanitarian support, enforcement of the rule of law and the insuring of security for all.

#### **2.1.4 Statement by Dr. Shantu Watt, Representative of the United Nations Women's Guild (UNWG)**

*Statement given at ACUNS Symposium in Vienna*

It has been noted that a perception gap may be an obstacle when victimisation of women is discussed. Fewer men than women acknowledge the challenges faced by female victims of violence. One of them is that victims of violence are often at their lowest when it comes to self-esteem; they also often lack confidence and find it difficult to trust others. Violence against women is therefore to be linked to discussions about the empowerment of such victims.

My experience with NGO work in this field goes back to a time when the word "NGO" was hardly known with the broad public. At that time I worked in the United Kingdom, in one of the urban centers in the Midlands. I was principally involved in creating a shelter for women who experienced domestic violence from their marital partners. It still exists

which is a sad testimony to the fact that we have not been successful in preventing intimate partner violence against women there and elsewhere in the world. These days the word "domestic" has been changed to partner violence. However, the violence continues in the private domain and sometimes even in plain sight in the public arena.

I will now focus on de-radicalisation programs for extremist youth. Such programs now exist in many countries. They started first in prison contexts where they are meant for terrorist and other violent extremists who have been convicted of serious crimes. Most of these programs have not been externally evaluated and the claims of governments about their success are often exaggerated. We have to recall that in many countries about two thirds of ordinary criminals coming out of prison re-offend within two years. The figures for terrorists as re-offenders are not

worse than that. Yet recidivism is a serious problem even in countries that use a variety of incentives to bring former extremists back on the right path. In the case of Saudi Arabia, for instance, former extremists are reportedly even facilitated in finding a bride. Nevertheless many of the Al-Qaida followers in Saudi Arabia preferred, after being allegedly de-radicalised to go to Yemen after release from prison and have returned to join Al Qaida.

There is a more general problem with rehabilitation: where can they return to? The family might not want them back, the society might not want to reconcile and give them jobs and include them in their midst. Only the former extremists or criminal gangs might accept them back. No wonder that many an extremist released from prison has found his way to Syria where he joined first Al-Nusra, and, since the proclamation of the Caliphate, mostly the "Islamic State". There is little surprise in this.

What is strange and shocking is that also young women, some of them recent converts to Islam, without a criminal or terrorist background here in Europe have been attracted by the Islamic State. Next to "foreign fighters" moving from Europe to Syria we have seen hundreds of young women moving to the Caliphate to be married to a fighter hero "until death do them part" - which is usually within six months or less. By that time they are usually pregnant and in problems. There are examples of women being "married" many times to a series of males who have treated them like cattle.

Some of the women who join the Islamic State have become part of a religious morality police that stop other women on the streets of Raqqa or Mosul because they are allegedly not dressed modestly enough or because they wear makeup under the hijab. As a result they will be punished with twenty or forty lashes. By the standards of ISIS that is a relatively mild punishment for there is also the risk of being stoned to death when accused, rightfully or not, of adultery.

Recently two girls from Vienna - Samra Kesinovic (17) and her friend Sabina Selimovic - two young daughters of Bosnian immigrants who had left Vienna for Syria in 2014 and who earlier this month had tried to escape from the Caliphate were caught. We just have been informed that they were beaten to death as punishment and warning to others. In a context like the one in Syria, women can become both victims and victimisers, sometimes in short sequence or even at the same time. Some women with extremists groups - like those in Chechnya - who have become widows, have been pushed into a very short career as suicide bombers.

What 'practical measures' can we take to prevent victimization of women by extremist groups? For one thing: the problem is not beginning in Syria but often right here in our societies. The reason some girls and young women go there have not only to do with pull factors like the idea of marrying a glorious fighter who defends the new Caliphate. It also has to do with push factors which are often hidden but might include abuse and violence

within their own families or family network. In such cases escaping to the Caliphate looks at first like a liberation from an unbearable situation at home which was not addressed by those close to some of these unfortunate girls who might have been exposed to abuse at home. There is also the fear of honour killings. Here fellow school girls, neighbours and friends could play a role in helping those who would otherwise take the fateful step to go to Syria and join the Islamic State.

The situation is, of course, different in northern Nigeria where Boko Haram would move into a village and ransack it, killing the men and taking away the boys as new recruits and the girls as "bush brides". They have often no other choice than to go with their kidnappers. Efforts by the Nigerian state to liberate them have been late, rare and patchy and it is difficult to see what "practical measures" we can take from a distance to address this problem.

Our influence does not reach to Nigeria. We are weak even here in Europe. Four years ago, in 2011, the Council of Europe's Convention on preventing and combating violence against women and domestic violence was opened for signature for the 47 Member States of the Council of Europe. On paper 820 million people or 11 percent of the world population are falling under its conventions. Yet it took three years for this Convention to enter into force as the required minimal number of ratifications (ten out of 47) to enter into force was only reached by late 2014. That is: hardly more than 20 percent of all states that belong to the Council of Europe bothered to ratify - let alone implement - this convention. Some states like the United Kingdom have signed the convention but not ratified it. Austria, on the other hand, has both signed and ratified it - as have France, Belgium, Finland, the Netherlands and Sweden. That Russia has not ratified this convention might not surprise many of us but among those who have made no haste to ratify the convention are, next to the majority of member states of the Council of Europe, also Germany and Switzerland which boasts for itself a long humanitarian tradition.[1] In other words, much lobbying work needs to be done here in Europe - although the situation here is one of the least bad ones in the world. If it is so difficult to get things moving in the context of Europe, it is even more difficult for those part of the world that suffer the worst violations not just from extremist groups but also from extremist states - countries like Sudan, Iran and Saudi Arabia.

Clearly, when states fail to protect women and youth from violent extremism, NGOs and civil society should step in. Yet what is civil society? It has been defined as that part of society that is distinct from the state and the market economy. If you exclude government and market, this is, in many cases, not such a big part of independent society. While NGOs see themselves as representative of "civil society" many NGOs are in fact not independent non-government organisations. Nor are NGOs often independent from donations of business. In fact some of them represent mainly themselves while claiming a larger role.

To come back to so-called de-radicalisation programmes. To begin with: the name de-radicalisation is a misnomer. It implies that there is something wrong with “radicalism”. But radicalism should not be confused with extremism. Radicalism has an honourable tradition. 19th century radicals were progressive, in favour of more democracy, the vote for women, they fought for the separation of state and church, they were fighting for democracy and opposing authoritarianism. What were “radical” demands then are, in some cases, mainstream societal achievements now. This is quite different from “extremism” which, by its nature, is anti-egalitarian, anti-democratic, mostly religious and authoritarian if not totalitarian. Above all, it is very violent.

Extremism involves a supremacist perspective in which certain groups of people – those who have not the “right” religion, the “right” skin colour, or the “right” social background - are considered inferior and potentially disposable. Extremists either expel, kill or subjugate those considered inferior if they are given a chance to do so with impunity. “Extremism” is the opposite of “moderation”. Extremism is also the opposite of pluralism since extremists are driven by the idea to transform plural societies into a uniform social body, based on a fixed idea that is usually the result of some violent ideology.

The so-called “de-radicalisation” of extremists is difficult if not impossible once they are in power. It becomes a generational endeavour. Non-state extremists can

sometimes be brought to their senses in prison but when they are allowed to stick together in prison that is not likely to happen. As they grow older, young extremists might mellow and disengage. Those who genuinely de-radicalised should be invited to help in the disengagement of their former comrades. De-radicalisation is a time-consuming one-on-one personal process. Unlike radicalization, it cannot be done online but requires close human interaction in the real world. Given the difficulty to de-radicalise extremists, more attention has to be given to preventing a political socialization to violent extremism to begin with. That often goes hand in hand with preventing young people to join criminal youth gangs which act as stepping stone for political crimes.

Keeping young people away from drugs, gangs and jihadist adventurism requires more than just the efforts of NGOs and civil society. It requires work from the side of families and, above all, increased efforts from our educational systems. Community work and education are key. We all know that. Yet somehow we have not managed to put that insight into well-thought out and well-founded projects. Small community groups can play a part in bringing about change and one’s own neighbourhood is a good place to begin. Such communal conversations may seem to be “smaller stuff” to those who want to change the world, but in times of scarce financial resources any concrete and honest beginning is a good beginning.

## 2.1.5 Executive Summary of the ACUNS Symposium on the Victimization of Women by Extremist Groups

### **VICTIMIZATION OF WOMEN BY EXTREMIST GROUPS**

*25th of November 2015, Palais Wenkheim, Praterstraße 23, 1020 Vienna, 13:30 - 17:15  
Co-sponsored by the Permanent Missions of Norway, France and Turkey to the UN*

**Introductory remarks:** Prof. Bernd Marin, rector Webster University

#### **Session 1, Situation from various countries and regions**

Chair: Dr. Michael Platzer, ACUNS Vienna Liaison Representative Panelists:

HE Ms. Bente ANGELL-HANSEN, Ambassador of Norway to International Organizations in Vienna

HE Ms. Ol’ga Algayerová, Ambassador, Slovak Republic to International Organizations in Vienna

Ms. Barbara Spinelli, Lawyer and researcher on femicide, Italy

Ms. Amal Naggamy, Ben-Gurion University of the Negev, Faculty of Humanities and Social Sciences

#### **Session 2, Practical measures which can be taken in order to tackle this problem**

Moderator: (TBC)

Chair: HE Mr. Ayoob Erfani, Ambassador Afghanistan to International Organizations in Vienna (TBC)

HE Ms. Marion Paradas, Ambassador of France to International Organizations in Vienna

HE Mr. Henry S. Ensher, Ambassador of the USA to International Organizations in Vienna

HE Ms. Emine Birnur FERTEKLIGIL, Ambassador of Turkey to International Organizations in Vienna

Ms. Marie Therese Kiriaky, Founder and Chairperson of the Association of Arab Women in Vienna (TBC)

Mr. Thomas Schmidinger, University of Vienna (TBC)

## Report by Andrada Filip

The symposium was hosted by Webster University in Vienna on November 25th 2015 and brought together a considerable number of prominent speakers with diverse backgrounds: ambassadors, civil society representatives, academics and lawyers. The symposium consisted of two sessions: one analysing the situation from various countries and regions and a second one addressing practical measures which can be taken in order to tackle this problem.



**Dr. Michael Platzer**, ACUNS Vienna Representative, opened the discussion by reiterating some remarks from the statement released by the UN Special Rapporteur on VAW, Ms. Dubravka Simonovic, to commemorate that day, i.e. the need to establish a Femicide Watch, so that people can report on the femicides that have occurred in their respective countries. He stressed that while in some countries progress is being made in the area of gender equality, in many other regions the situation of women and girls is deteriorating fast. We therefore have to stay very vigilant and attentive to current developments.

**H.E. Ambassador Angell-Hansen** of Norway made an analysis of the current global situation regarding gender violence and women's rights, highlighting some existing gaps and ongoing challenges. She particularly stressed that we lack implementation of relevant resolutions and international legal instruments, and that a much stronger commitment is needed by governments to address these pressing issues. She eventually emphasized the strong need for gender-sensitive training for security officers and military personnel.

**H.E. Ambassador Algayerová** of Slovakia spoke about the role of women in peace and security, emphasizing that peace is inextricably linked with equality between men and women. Involving women in peacebuilding efforts strongly increases the probability that violence will end. This also makes women less vulnerable to the impact of violent extremism. Therefore, women must be included in all areas of work, including counter-terrorism strategies.

**Ms. Amal Naggamy** of the Ben-Gurion University of the Negev in Israel touched upon the situation of women in the Arab world, and emphasized that the majority of the people are shocked about the atrocities committed by the Islamic State (IS) and strongly condemn them.

She emphasized the importance of separating Islam as a religion and Islam as a political tool, in particular in the current discourse and stressed the fact that violent extremist groups are often spreading a politicized and fundamentalist version of Islam.

**Dr. Muhammad Nasir Khan** from Pakistan spoke about the situation of women's rights in Pakistan and the influence of the Taliban on this issue. Generally speaking, the government of Pakistan has taken revolutionary steps to protect and enforce women's rights. However, there are many obstacles that prevent this from happening, such as dysfunctional state institutions, a failing educational system, patriarchal rural customs, and so on. In traditional rural areas of Pakistan, the situation of women's rights is particularly precarious. Educational institutions, parental environment and society are crucial in combatting extremism and violence against women. Currently, the school curriculum in Pakistan is not reflecting gender equality. Therefore, it is necessary to reform society structures in order to integrate these issues.

**Ms. Shantu Watt** spoke about the role of NGOs in preventing and responding to violence and their contribution to de-radicalization. In the context of the ongoing crisis in Syria, women can become victims and victimizers. This is influenced by push and pull factors, often connected to violence within their own families. We need to allocate sufficient funds to be able to offer a meaningful education to young generations. When states fail to protect women from violence, civil society must step in. Once extremists are in power, it becomes a generational endeavour. More attention has to be allocated to preventing a political association to extremism. This requires work from the side of families and schools in particular.

**Ms. Corinna Milborn**, political scientist and journalist on human rights, migration and integration moderated the second session and challenged the speakers with several questions about the Syrian crisis and the lack of collaboration between several stakeholders.

**H.E. Ambassador Paradas** of France stated that diplomats seek to approach conflicts through negotiations, forums of discussion, mediations, and further elaborated on the existing international legal framework through which our collective action against radical extremist groups is channelled. States are encouraged to act when they feel they are at stake; France is a relevant example, since it is confronted to this problem on a national level. Currently, France is running a humanitarian action programme in Nigeria to support victims of Boko Haram. In order to combat the influence of such extremist groups, cooperation between civil and religious society is particularly important. Furthermore, governments and relevant stakeholders must ensure the protection of victims, and create safe zones if the situation demands it. Victims' rights and their needs must be prioritized by national security agendas.

**Ms. Barbara Spinelli**, researcher on femicide and member of the European Association of Lawyers for Democracy & World Human Rights (ELDHR), strongly argued that patriarchy is an ancient form of oppression, used by dictators and extremist groups to maintain power and control, and resist to democratic change. She stressed that providing protection and humanitarian assistance to refugees escaping from Daesh is often missing. In fact, girls who manage to escape from extremist groups often commit suicide or face stigmatization on behalf of their families and communities. Protection and empowerment are therefore crucial for those who do manage to escape and survive. At the moment, the majority of women escaping from Daesh go to Turkey. The country is currently hosting over 2.2 million refugees, however many of these find themselves in highly vulnerable situations. In order to provide adequate support to refugee women and girls, refugee camps should apply the gender protocol developed by UNHCR.

**Ms. Marie Therese Kiriaky**, founder and chairperson of the Association of Arab Women in Vienna, delivered an impassioned speech about the situation in Syria, the plight of the refugees in Turkey and explained how women are disproportionately affected and victimized by the ongoing crisis. She stressed that Syrian women often face a continuum of oppression. Some find themselves in prison, where they are raped and harassed by prison guards. After their release they may be killed because of the shame they brought upon their families. Finally they are victimized by the war itself and violent, extremist insurgents. Eventually, she heavily criticized states for not taking action in Syria and letting so many men, women and children die for the last five years.

**Dr. Samuel Schubert**, Assistant Professor of International Relations from Webster University, pointed out that this discussion about women's victimization by extremist groups should not ignore non-Muslim groups, such as

the Lord's Resistance Army in Uganda. When it comes to annihilating Daesh, he stressed the need of having troops on the ground to destroy these groups' capability to control territories. Their capability to impose their moral authority over a large territory, which has its own economy, system of taxation, education, authority and army, makes it very difficult to prevent crimes from happening on the ground.



**H.E. Ambassador Ensher** of the USA stressed that women must be included in reconciliation processes and negotiations and must be regarded as active agents and allowed to fully participate. When it comes to systems, institutions, and companies, there is a tendency to put women away from the centres of power. This is very detrimental for reconciliation processes and society as a whole.

Lastly, it was emphasized that international politics consists of an array of moral dilemmas; hence, it is difficult to solve one without opening an array of others. The panellists reached the conclusion that the problem this panel discussion sought to address is broader than the victimization of women by extremist groups; it is a question of war, international law, money, capabilities, even morality.

## **2.2. Other Relevant Documents on Extremist and Terrorist Groups Targeting Women and Girls**

The last chapter contains recent documents on crimes committed by extremist and terrorist groups towards women and girls. It includes the Secretary General's plan of action to prevent violent extremism as well as summaries of reports on the tactics of Boko Haram and ISIS.

This system of i.a. organized rape and sexual assault, sexual slavery, and forced marriage is being used by these extremist and terrorist groups as as a tool to govern, hold territory and fund their operations. These horrendous violations of women's rights have to be stopped!



## 2.2.1. Secretary General's plan of Action to Prevent Violent Extremism\*

United Nations

A/70/674



General Assembly

Distr.: General  
4 February 2014

Seventieth session

Agenda items 16 and 117

Culture of peace

The United Nations Global Counter-Terrorism Strategy

*Significant section on empowerment of women, and also sections on violence against women*

### Plan of Action to Prevent Violent Extremism

[...]

I have made it a priority to reenergize the Organization's prevention agenda, especially with respect to preventing armed conflict, atrocities, disasters, violence against women and children, and conflict-related sexual violence, and have launched a dedicated initiative to place human rights upfront. The 2015 report of the High-level Independent Panel on United Nations Peace Operations (see A/70/95-S/2015/446), the report of the Advisory Group of Experts on the review of the United Nations peacebuilding architecture (see A/69/968-S/2015/490), the 2030 Agenda for Sustainable Development 1 and the women, peace and security agenda have all stressed the need to build a collective commitment to making prevention work. The spread of violent extremism makes preventive efforts all the more relevant. [...]

There is credible information indicating that terrorists and violent extremist groups like ISIL and its affiliates may have committed serious violations of international law, including genocide, crimes against humanity and war crimes. These groups also violate the rights of women and girls, including through sexual enslavement, forced marriages and encroachment on their rights to education and participation in public life. In areas where ISIL and other terrorist and violent extremist groups currently operate, it appears that religious communities, and women, children, political activists, journalists, human rights defenders and members of the lesbian, gay, bisexual, transgender and intersex community are

being systematically targeted, abducted, displaced and murdered. Torture, and sexual and gender-based violence, are also reportedly widespread. Items and sites of great historical, religious and cultural significance are being wantonly destroyed in violation of the protection afforded to the cultural heritage under international humanitarian law.[...]

achieving gender equality and empowering all women and girls (Goal 5); [...]

Support the establishment of regional and global networks for civil society, youth, women's organizations and religious leaders to enable them to share good practices and experience so as to improve work in their respective communities and promote intercultural and interfaith dialogue; [...]

#### Gender equality and empowering women

53. Women's empowerment is a critical force for sustainable peace. While women do sometimes play an active role in violent extremist organizations, it is also no coincidence that societies for which gender equality indicators are higher are less vulnerable to violent extremism. We must therefore ask ourselves how we can better promote women's participation, leadership and empowerment across society, including in governmental, security sector and civil society institutions. In line with Security Council resolution 2242 (2015), we must ensure

\* Please note: This is just an excerpt. For the full document please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/70/674](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/70/674)

that the protection and empowerment of women is a central consideration of strategies devised to counter terrorism and violent extremism. There is also a need to ensure that efforts to counter terrorism and violent extremism do not impact adversely on women's rights. I therefore recommend that Member States:

(a) Mainstream gender perspectives across efforts to prevent violent extremism;

(b) Invest in gender-sensitive research and data collection on women's roles in violent extremism, including on identifying the drivers that lead women to join violent extremist groups, and on the impacts of counter-terrorism strategies on their lives, in order to develop targeted and evidence-based policy and programming responses;

(c) Include women and other underrepresented groups in national law enforcement and security agencies, including as part of counter-terrorism prevention and response frameworks;

(d) Build the capacity of women and their civil society groups to engage in prevention and response efforts related to violent extremism;

(e) Ensure that a portion of all funds dedicated to addressing violent extremism are committed to projects that address women's specific needs or empower women, as recommended in my recent report to the Security Council on women and peace and security (S/2015/716). [...]

#### **Secretary General's Plan for Preventing Violent Extremism General Assembly discussion - 12 February**

It was held that General Assembly will take more time to consider the Secretary-General's Proposed Action Plan for Preventing Violent Extremism.<sup>1</sup>

There was surprising little discussion about women. Only Nafsika Vraila (Greece) highlighted that:

*Women and girls were frequent targets of radical ideologies and terrorism, she noted, stressing that empowering women could be instrumental in implementing anti-radicalization policies.*

## **2.2.2. General Assembly, A/RES/68/182: Situation of human Rigts in the Syrian Arab Republic\***

United Nations

A/RES/68/182



**General Assembly**

Distr.: General  
30 January 2014

**Sixty-eighth session**  
Agenda items 69 (c)

### **Resolution adopted by the General Assembly on 18 December 2013**

*[on the report of the Third Committee (A/68/456/Add.3)]*

#### **68/182. Situation of human rights in the Syrian Arab Republic**

The General Assembly,  
[...]

2. Also strongly condemns the continued widespread and systematic gross violations of human rights and fundamental freedoms and all violations of

international humanitarian law by the Syrian authorities and the Government-affiliated shabbiha militias, including those involving the use of heavy weapons, aerial bombardments, cluster munitions, ballistic missiles and other force against civilians, attacks on schools, hospitals and places of worship, massacres, arbitrary executions, extrajudicial killings, the killing and persecution of

\* Please note: This is just an excerpt. For the full document please refer to: [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/68/182](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/182)

protestors, human rights defenders and journalists, arbitrary detention, enforced disappearances, violations of women's rights, unlawful interference with access to medical treatment, failure to respect and protect medical personnel, torture, systemic sexual and gender-based violence, including rape in detention, and ill-treatment, and further strongly condemns all human rights abuses or violations of international humanitarian law by armed extremists, as well as any human rights abuses or violations of international humanitarian law by armed anti-Government groups; [...]

4. Also condemns all violence, irrespective of where it comes from, and calls upon all parties to

immediately put an end to all forms of violence, including terrorist acts and acts of violence or intimidation that may foment sectarian tensions, and to comply strictly with their obligations under international law, including international humanitarian law; [...]

18. Stresses its support for the aspirations of the Syrian people for a peaceful, democratic and pluralistic society, with the full and effective participation of women, in which there is no room for sectarianism or discrimination on ethnic, religious, linguistic, gender or any other grounds, based on the promotion of universal respect for and observance of human rights and fundamental freedoms; [...]

### 2.2.3. Executive Summary on Women, Gender and the Evolving Tactics of Boko Haram\*

*Report by Jacob Zenn and Elizabeth Pearson*

The Islamist terrorist group Boko Haram or Jamā'a Ahl al-sunnah li-da'wa wa al-jihād (Sunni Group for Preaching and Jihad), has been active in Nigeria since 2002. Boko Haram has two main aims: the opposition of what it considers to be the secular westernisation of Nigeria, especially co-educational learning and democratic elections; and the creation of an Islamic state in Nigeria, or at least in the country's majority Muslim northern states (Ibid: 235). Understanding Boko Haram's use of women is particularly critical, as the conflict has claimed an estimated 29,000 lives since 2002, and shows no signs of abating.

#### GENDER-BASED VIOLENCE

Gender-based violence (GBV) is defined by the UN as 'physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life' (World Health Organization). Within Nigeria, GBV transcends region, religion and ethnicity, with physical and sexual abuse affecting as many as 35.1% of Igbo women and 34.3% of Hausa-Fulani women (Oladejo et al 2011). Nigerian cultural traditions have included female genital mutilation, forced marriage and widowhood practices, including hairshaving and restriction to the home (Ifemeje 2012: 138). Nigerian law is also infused with discriminatory practices against women, including an implied legal backing to the assault of a wife in Section 55 of the penal code, and, in Section 6 of the criminal code, a lack of legal recognition for rape within marriage.

#### INSTRUMENTALITY: WOMEN AS PAWNS

Boko Haram has carried out a series of kidnappings, in which one of the main features was the instrumental use

of women, in response to corresponding tactics by the Nigerian government. In 2012, the Nigerian arrested the wives and children of several Boko Haram leaders, for which the Bama kidnappings were cited as a response. The targeting of suspects' family and friends is a common policing practice in Nigeria, according to Nigerian security experts. The significance was the deliberate deployment of such practices to strike Boko Haram through female family members, which in turn has had a significant impact on Boko Haram's strategy.

This capture of Boko Haram militants' family members was cited as a grievance in Boko Haram video messages. Boko Haram leaders made clear the intention to target 'enemy' women in return, 'Since you are now holding our women, (laughs) just wait and see what will happen to your own women.. to your own wives according to Sharia law'. In 2013 Boko Haram's tactics therefore evolved to include kidnapping, a recent development for the group. The group's leader issued a video message threatening to kidnap the wives of government officials in response to the government imprisoning the wives of Boko Haram members. Boko Haram's first kidnapping operation was carried out in February 2013, with the abduction of a seven-member French family in northern Cameroon (The Guardian, 19 April 2013). Soon after, more than a dozen government officials and their families were abducted. One of the most poignant instance of GBV inflicted by Boko Haram was the kidnapping of 276 schoolgirls from Chibok, whose abduction on April 14, 2014, sparked the #BringBackOurGirls campaign and galvanized global outrage. In a video released on May 5, 2014, Boko Haram leader Abubakar Shekau announced he would "sell" the schoolgirls as "slaves in the market," and on May 12 proposed that "if you want us to release your girls that we kidnapped, you must release our brethren that are held in Borno, Yobe, Kano, Kaduna, Enugu and Lagos states, as

\* JTR, Volume 5, Issue 1 (Special Issue) - February 2014 46, licenced under a Creative Commons Attribution 3.0 License. <http://jtr.st-andrews.ac.uk/articles/10.15664/jtr.828/>

well as Abuja.

These events demonstrate an established cycle of government detentions of women related to Boko Haram, and the group's retaliatory abduction of Christian women. All these women were targeted for instrumental purposes, as none of those captured on either side had any direct involvement in the conflict. The women abducted by Boko Haram at Bama, for example, were visiting relatives working at the police station. After they were released several weeks later in exchange for the release of the wives of Boko Haram members, the women were interviewed by Al-Jazeera. They said that the Boko Haram members told them explicitly that their abduction was a response to the government's detention of their own wives and children. They had been in 'the wrong place at the wrong time' (Ibid.). Correspondingly, there is no evidence that the female relatives of Boko Haram members who were arrested by the government had any direct involvement in the group's activities.

### **EVOLVING CONFLICT, EVOLVING TACTICS**

The cycle of gender-based abduction and detention and increased violence in Nigeria is evolving, and has expanded. Abducted women are trained and used as suicide bombers in Boko Haram tactics. Boko Haram has used at least 105 women and girls in suicide attacks since June 2014, when a woman set off a bomb at an army barracks in Nigeria.<sup>2</sup> Additionally, male Boko Haram members have reportedly disguised themselves as women in veils in order to evade arrest. In one case three men dressed as veiled women were killed, and around twenty others arrested, in an attempted attack on a police station. The tactical use of women due to the lesser suspicion they arouse has been a pattern seen in several militant campaigns.

### **TARGETING AND ABUSING CHRISTIAN WOMEN**

The State of Emergency has manifested in other Boko Haram activities involving women, with a reported increase in GBV against Christian women in northern areas of Nigeria, and increasing levels of sexual violence including rape, torture and also murder. A recent study for Nigeria's Political Violence Research Network suggests that more than 45% of those killed by Boko Haram are Christian women and children (Barkindo et al 2013: 17-22). This appears to be connected to the increased government pressure on Boko Haram in strongholds in northeastern Nigeria, with insurgents abducting Christian women as they flee the security forces. Researchers speaking to women in the northeastern regions have uncovered a picture of violence and intimidation, with women increasingly targeted with kidnap, forced marriage and compulsory conversion to Islam.

Some of this GBV appears tactical. In one widely reported case from November 2013, a Christian teenager told how

she was abducted by Boko Haram from a rural region of Gwoza, Borno State, and forced to cook and clean for the group. This 19-year old girl, Hajja, was held for three months, during which time she was also forced to convert to Islam, set to be married to one of the group, and pressured to carry out operational tasks for the fourteen-strong team of men who took her. Hajja was made to lure government soldiers into positions where they could be targeted, and to watch as their throats were slit by Boko Haram members after they were captured—killings in which the Muslim wife of the Boko Haram cell leader reportedly participated.

If the abduction of women by Boko Haram is tactical, other violence against Christian women appears primarily punitive. In Maiduguri, in August 2013, a Christian student reported an attack by Boko Haram on her university accommodation: the men were murdered, the women segregated into Muslim and non-Muslims, and the Christian women systematically raped (Barkindo et al 2013: 23). Such attacks on Christian women by Boko Haram can be regarded as an extension of other institutionalised and long-term discriminatory practices against them in northern region. Women have faced broad discriminatory practices in both the professional and domestic spheres. They have been targeted in acid-attacks for 'un-Islamic' practices, such as a failure to wear the hijab, or for taking a job. Women are also often accused of 'dishonouring Islam'. In 2006, riots ensued in which more than 50 Christians were killed, mostly women and children, after a Christian female teacher confiscated a Qur'an from a student in Bauchi (Alao 2009: 40). This generic culture of discrimination against Christians has enabled the escalation in recent violence.

### **GENDER IN BOKO HARAM'S IDEOLOGY AND CULTURE**

There have been no explicit calls in Boko Haram's ideology for this level of violence against Christian women, or women in general (Barkindo et al 2013: 5). However, Boko Haram's command to Jihad often features exhortations to terrorise Christian communities or, in its words, a "War on Christians", and the victimisation of women is a tactic within this strategy.

Shariah law is also a factor. Boko Haram's emphasis on the forced imposition of Shariah facilitates GBV through rigidly gendered ideological structure. The version of Shariah law supported by Boko Haram promotes narrow gender roles for men and women, enforcing strict rules on women's dress and sexual conduct and instituting other discriminatory and abusive practices against women. These range from the enforced segregation of schoolchildren, to the public flogging of women for fornication.

The impact of grievances, globalisation and poverty on Nigerian violence suggests that ideology is one of a number of possible factors in GBV committed by Boko Haram

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<sup>2</sup> according to The Long War Journal.

members and supporters. Indeed, Alao proposes that Nigerian radicalisation predominantly concerns matters of ethnicity, commercial rivalries and power. Agbiboa also cites local disputes, poverty, corruption and long-term injustices committed without police action as drivers for religious and ethnic violence (Agbiboa 2014: 50). Criminal motives may also play a role. In Maiduguri, six Christian women were abducted and repeatedly raped by insurgents who claimed this as sexual 'jizya', a tax paid by Christians under Islamic law. However, the surname of one of the women distinguished the group as ethnic Berom, who are perceived by Boko Haram as "immigrants" to northern Islamic lands. The rape therefore effectively served as a punishment, and a threat to leave. In other sexual attacks against women, the victims' perception has been that the assaults were driven by an essentially 'criminal' element of the group (Ibid. p.29). Indeed, ideology is unlikely to drive all Boko Haram members, as some are undoubtedly coerced into joining the group. The level of control of Boko Haram leadership over the activities of such elements is questionable.

## CONCLUSION

Gender based violence against women has been used instrumentally by both Boko Haram and Nigerian security

forces in a cycle of abductions and detentions. Three conclusions can be drawn from these retaliatory actions. Firstly, abductions of women constitute a semi-official Boko Haram tactic, in response to similar tactics by government. Secondly, the recent violence and ensuing state of emergency is causing Boko Haram to evolve, engaging women in support roles in the group, disguising men as women to avoid arrest, and abducting Christian women. Thirdly, women are being targeted by both sides in Nigeria's conflict, for purely instrumental reasons.

Shariah law, at the heart of Boko Haram, and with a strict control and restriction of women's liberty is implicated in GBV, but other factors emerge. Local grievances and frustrations drive men towards Boko Haram, and a sense of security in its gender norms; perhaps also to GBV. Women victims themselves suggest criminality is a factor in GBV, with women stripped of assets, or raped as an end in itself. Additionally, GBV by Boko Haram is contextualised by an institutionalisation of broader discriminatory practices within Nigeria. It is also important to note that, although this piece focused on Boko Haram, the group does not have a monopoly on violence against women in Nigeria. Government troops have also been accused of looting, theft, murder and rape (IRIN News, 18 July 2011).

## 2.2.4. Executive Summary on Human Rights Watch, "Iraq: Women Suffer Under ISIS"\*

In January and February 2016, Human Rights Watch interviewed 21 Sunni Muslim Arab women from the Hawija area of Iraq and 15 women and girls from the Yezidi minority ethnic group, all of whom had fled ISIS-controlled areas. Several of the Yezidi women, abducted by ISIS in mid-2014, had spent more than a year in captivity. The Sunni women had fled areas under ISIS control since June 2014 in western Kirkuk governorate and had arrived in areas controlled by forces of the Kurdish Regional Government (KRG).

### ISIS RESTRICTIONS ON DRESS, FREEDOM OF MOVEMENT

All 21 of the Sunni Arab women and girls reported being forced to wear the niqab, with veils over their eyes, gloves, and socks whenever they left their houses. All clothing had to be black and without decoration. Many said that with their eyes veiled, they could not see where they were going and sometimes stumbled and fell. Before ISIS took over their areas, they said, they wore headscarves with their faces showing, and colored clothing.

The women said they feared being beaten if they did not comply. More frequently, male relatives were punished for infringements of the dress code with 30 lashes or fines of 50,000-100,000 Iraqi dinars, or both.

- "My neighbors had to pay money just because they cleaned right outside their house without full niqab," said a 44-year-old woman from the town of Riyadh. In some areas, foreign female ISIS fighters participating in a hisbah ("accountability") – which acts as a morality police force – policed women's dress armed with metal prongs, sometimes poking, slapping, or even biting women for dress code breaches. One woman said female officers threw water from a drain in her neighbors' face because they were sitting outside their homes without their faces covered.

The women said they were not allowed to move outside their houses unless accompanied by a male guardian. These restrictions have sharply reduced women's ability to participate in their community. Many said that before ISIS took control, they had left their houses every day, to visit family or shop, but after ISIS arrived they only left once a month, or in some cases even less frequently. Human Rights Watch spoke with two women who had left Mosul and two who had left Ramadi, both at the time under ISIS control, who described similar dress codes and punishments. The women who had left Mosul said that hisbah enforcers cut women's fingers with a metal instrument similar to nail clippers for minor infractions. These restrictions on dress and movement violate the rights to freedom of expression and freedom of movement and unlawfully discriminate against women and girls.

\* <https://www.hrw.org/news/2016/04/05/iraq-women-suffer-under-isis>

## **RESTRICTIONS ON ACCESS TO HEALTH CARE, EDUCATION**

Because many healthcare personnel fled ahead of the ISIS takeover of the Hawija area, access to health care diminished for the entire civilian population. Women and girls faced further barriers because of restrictions imposed by ISIS. Fearful of punishment, the women said, most male doctors would not examine female patients.

- One woman from the village of Kubaiba said a doctor would not examine her daughter, who she feared had typhoid, leaving it to the girl to describe her symptoms. Another said her doctor asked her to open her mouth and then peered at her sore throat from across the room.

In some cases, including in Hawija hospital, foreign male doctors who the women said were ISIS members, were allowed to touch women patients, particularly during emergencies. However, the restrictions have aggravated shortages in quality medical services for women and girls. The few available female doctors cannot provide adequate care to all women and girls who require it. Women from Hawija said they had to wait for up to three days to see a female doctor, longer than men had to wait. Others said they gave up, sending male relatives to pharmacies to get medicine or visiting pharmacies themselves, sometimes in secret.

- One woman said that her pharmacist would have been beaten if ISIS fighters had known he was touching her arm to check her blood pressure. Two women said that when they or female relatives became pregnant, they went to local midwives rather than doctors because of the restrictions. One of the women said she suffered complications as a result of poor postpartum care. Harassment by ISIS fighters at checkpoints has also made it harder for women to travel to get medical care. Several women said that female hisbah officers monitored women's clothing and behavior in clinics and hospitals.
- "They hit my relative for breast-feeding in Hawija hospital," a 50-year-old woman from Shirqat said. "People are too afraid to go." Another woman said a hisbah member squeezed her arm painfully for not covering her eyes in a clinic. Families have sometimes stopped their children from going to school because of a lack of qualified teachers, some of whom fled ahead of the ISIS attack, or because ISIS has changed the curriculum to study of the Quran, fighting techniques, and instructions on how to make improvised explosive devices, mothers and girls said. One 16-year-old girl from Hawija described the education available as "brainwashing." Women interviewed said that schools have closed because of a lack of teachers or because parents are afraid of airstrikes. ISIS gender-based restrictions have imposed particular barriers for girls. In the villages of Kubaiba, Madhuriyya, and Hababza, ISIS forced girls out of school, while allowing boys to

attend, family members said. In Atshana, ISIS allowed girls to attend, but those over 12 were required to wear the niqab. In Mahhuriya, boys – but not girls – were allowed to travel out of the village to secondary school. Some families have stopped sending children to school, fearing that schools will be bombing targets because ISIS fighters have used schools as bases, including a kindergarten in Riyadh and a school in the Shirqat area. The UN Security Council has called on all parties to armed conflict to refrain from actions that impede children's access to education.

## **IMPACT OF AIRSTRIKES, CIVILIAN CASUALTIES**

Many of the women said that fear of airstrikes, especially fear that the main Hawija hospital will be targeted because of the presence of ISIS fighters, have kept people from seeking care. Bombs fell on Hawija hospital, including the maternity ward, on September 6, 2014, allegedly killing more than a dozen people. Women from the area said that a strike on Hawija market on June 2, 2015, by US-led coalition forces, reportedly killed dozens of civilians and left them fearful of moving around town.

High food prices have been especially hard on civilians since the Iraqi government stopped sending salaries to government workers in ISIS-controlled areas in mid-2015. A few women said that before they left Hawija, they had been hungry or had less to eat than normal, and one woman from Shirqat village said that her daughter, still in Hawija, did not have enough food to feed her children.

## **SUPPORT FOR YEZIDI RAPE SURVIVORS**

The UN has estimated that in August 2014, ISIS fighters killed or abducted thousands of Yezidi men, women, and children when the group took control of the town of Sinjar (Shingal) and Yezidi villages around Mount Sinjar, 120 kilometers west of Mosul. Women and girls described how ISIS separated women and girls from men and then divided them by age group or by their marital status, moved them to Syria or multiple times between locations in Iraq and Syria, such as prisons or schools used as detention centers, and kept the women or sold them in a Raqqa slave market. Some women were then resold as sex and/or domestic "slaves" between ISIS members.

Slavery is prohibited under the International Covenant on Civil and Political Rights, the Slavery Convention of 1926, and other international human rights law. Hussein Alqadi, who heads the office of kidnap affairs under the KRG prime minister's office, said that about 1,000 women and girls have escaped ISIS, but he estimates that 1,800 may remain with the armed group.

ISIS has issued statements acknowledging that ISIS captured Yezidi women and girls as "spoils of war," and sought to justify the sexual violence. These statements are further evidence of a widespread practice and a systematic ISIS policy. These acts constitute war crimes, and may be crimes against humanity. Removing children from the community and forcibly converting large groups of

children and women may be evidence of genocide against the Yezidi people.

Yezidi women interviewed by Human Rights Watch who had been held for more than a year described being held as slaves, forced to do domestic work and repeatedly raped. All were forcibly moved multiple times, beaten and verbally abused, held in poor conditions, including, being locked with other women in rooms for days or weeks, and given little food. Some said they were bought and sold multiple times. Three of the women had four different “owners” and were raped by most of them. Women told Human Rights Watch that they had no idea that they had been sold until just before they were moved.

- One 39-year-old woman was first sold in a slave market in Raqqa [Syria] to a man called Abu Yassir, then to a man she knew as Akash, then to Abu Yahya, and finally to Abu Mahajar. She said that Akash beat her for crying. Two of the men beat her children. One hit her 8-year-old daughter in the eye when she would not respond to a new name he had given her. The woman escaped in December 2015 with the two children who had been with her. Four of her other children were separated from her when she and her family were abducted in August 2014 and remain missing.
- A 30-year-old woman who escaped with three of her children in January 2016 said ISIS members took her to a farm in an unknown location in Syria after they abducted her and her family in August 2014. She and her children were sold to a man she knew as Abu Aris al-Tusi, who said she was his wife but then sold her to a man called Abu Malik, who sold her in turn to a man called Abu Asamam, who then sold her once again to a man called Abu Saad al-Sa’udi. All the men raped her and two of the men also beat her children, she said. ISIS members separated her from two of her children, a 10-year-old son and a 12-year-old daughter, after the family was abducted. They are still missing.
- A 14-year-old girl who escaped in August, a year after ISIS fighters abducted her from her village and took her to Mosul, said she was held initially by a senior ISIS member named Abu Harid. But he was killed, and she was transferred to a man named Abu Saad, who then sold her to a man named Abu Umar al-Shishani, who later sold her to a man named Abu Abdallah. All four men raped her, she said. Abu Harid beat her with a piece of wood, and when she asked where her parents were, told her that he had cut them to pieces and fed their bodies to dogs. Abu Saad told her and another captive girl that they were his wives. She described being kept in a locked room for months and “never seeing the sun.”

The World Health Organization has stated that interventions should be implemented in participation with people with mental health conditions and communities, strengthen existing resources, and should be available in

a nondiscriminatory fashion to all. Providing adequate psychosocial care for Yezidi survivors is a pressing and enormous challenge for the KRG government, UN agencies, and humanitarian agencies. The World Health Organization (WHO) has said that mental health and psychosocial support are essential components of comprehensive care for survivors of sexual violence. While Germany has accepted hundreds of the most traumatized Yezidi women and girls under an agreement between the German state of Baden-Wurttemberg and the Iraqi Kurdish government, hundreds of survivors remain in Iraqi Kurdistan and many suffer from severe trauma. The German program, which costs €95 million and provides the women and girls with residency for two years that they can then extend, has closed its intake so this option is no longer available to more recent escapees. According to officials working on the program, some women and girls who escaped earlier also could not participate because they had to stay in Dohuk for family reasons or were unable to get passports because they had lost their national identification papers during the ISIS attacks.

Post-traumatic stress disorder (PTSD) and other mental health conditions are widespread among Yezidi women escapees and that there is a significant need for comprehensive, long-term medical care and psychosocial support for abduction and rape survivors. The need for psychological support in Dohuk is likely to increase as the immediate needs for food and shelter for women and girls who have escaped ISIS are met. Moreover, it is expected that Yezidi women and girls will continue to arrive, even if in smaller numbers than in 2015.

In February 2015, Human Rights Watch had found that medical care, psychosocial services, and other services for Yezidi survivors were largely lacking. By January 2016, we observed improvements. The Iraqi Kurdish government has set up a survivors’ center, staffed by two psychologists and other healthcare staff, and is overseeing the growth in psychosocial services, especially in Yezidi displaced people camps. Most camps where women and girls were living now have a visiting psychologist or, more commonly, social workers and volunteer outreach workers. Nongovernmental organizations were providing some psychosocial services and employed psychologists at some displaced people’s camps. The government and aid agencies have begun establishing referral systems to ensure that women and girls in crisis in the camps can access care in emergencies.

But a range of barriers continue to prevent women and girls from accessing the services or receiving the ongoing treatment they require. According to Dr. Taib, the survivors’ center has registered 668 women and girls who escaped ISIS, but only a small proportion are regularly accessing therapy at the center, one of the few locations women and girls can access free long-term individual counseling with trained psychologists. Several providers interviewed said there were too-few psychologists in Dohuk, especially female specialists in sexual abuse. Experts said that the quality of care, especially access to good long-

term psychosocial support or group/individual therapy, differs from camp to camp. Women and girls in camps further from Dohuk or in non-camp settings appear to have fewer opportunities for care. Many of the women and girls Human Rights Watch interviewed identified a lack of money or transport or childcare or other family commitments, as reasons why they were not accessing assistance. Women and providers also identified a lack of outreach by providers; stigma surrounding mental health problems and rape; and a lack of knowledge about and understanding of services as barriers to care.

A budgetary crisis in Iraqi Kurdistan is complicating the response and there is a lack of funding for key medications required for the care of these women and girls. Health officials in Dohuk said they have been overwhelmed by the needs of the women and girls who escaped ISIS and have suffered horrendous human rights abuses. Providing adequate mental health care and psychosocial support is a complex and long-term challenge. To adequately tackle the challenge, it is essential that the KRG government, UN agencies, and other stakeholders put in place a coordinated response, based on an assessment of the needs and the most pressing priorities, the identification of key barriers to making care and treatment accessible and available, and the cost implications. Such coordination efforts should include the WHO and representatives from the survivors.

Women and girls who have become pregnant as a result of rape during captivity have not been able to access safe and legal abortions. Some provisions, including shelters and adoption, have been created for pregnant women and children born of rape. The Iraqi government should amend the penal code, at least to allow safe and legal abortions for women and girls who have experienced sexual violence and who wish to terminate their pregnancies.

#### **A DANGEROUS ESCAPE, FURTHER RESTRICTIONS BY KRG FORCES**

Women, girls faced multiple dangers escaping ISIS-controlled areas. Women described hiring expensive guides to avoid ISIS improvised explosive devices as they and their families walked through fields. ISIS has beaten, fined, and in some cases killed civilians caught leaving ISIS areas. Women and their families sometimes faced further abuse after crossing front lines into Kurdish-controlled areas from security forces of the Kurdish Regional Government, including restrictions on their freedom of movement and right to live where they wished, the women said.

Ten women said Peshmerga forces made their families stay under their control for a period after leaving ISIS

areas. Some were forced to stay in unfinished buildings at a checkpoint in the village of Malha, four kilometers south of Bay Hasan in Kirkuk governorate. The women were screened while in Malha but were uncertain as to why they were being held. Another woman described being kept in detention. "They put us in a tiny room for 15 days, we were very crowded, there were 18 people in the room," she said.

Twenty of the women said Peshmerga forces on the front lines took their families, along with other families, to the Nazrawa camp in the eastern part of Kirkuk governorate. Ten of the women interviewed said they were not given a choice. Five women said they had expressed a wish to go to nearby Kirkuk to live with relatives or to other locations but the Peshmerga had refused.

KRG forces imposed restrictions on families in Nazrawa camp. All of the women said that they could only leave the camp if they left their national identity document at the gate, guarded by the Asayish [the Kurdish security agency]. The women said that without their identity documents they were unable to move through checkpoints easily, rent housing, or enroll their children in schools. In three cases, women whose identity documents had been retained by the Peshmerga said that they could not leave the camp at all.

Others said they were able to leave the camp but were not allowed to go out late in the day or spend a night outside of the camp and were sometimes turned back if they tried to cross the checkpoint to Kirkuk. In two cases, people seeking health care in Kirkuk were turned back, even though they had letters from health officials in the camp, because they had to leave their identity cards at the camp.

These restrictions have also caused them problems accessing specialist health care not provided by the camp's clinic. One pregnant woman who wanted to go to Kirkuk for an ultrasound exam said she was turned back at a checkpoint manned by Kirkuk governorate police because she did not have her identity documents. Asayish took a woman who was severely ill to the nearby Leylan clinic and only then to Kirkuk hospital rather than directly to the hospital. She died 10 minutes before reaching the hospital, her husband said. Human Rights Watch was unable to establish whether she could have been saved if she had been taken directly to the hospital.



“At a time when armed extremist groups place the subordination of women at the top of their agenda, we must place women’s leadership and the protection of women’s rights at the top of ours.”

*Ban Ki-moon, UN Secretary-General*



“These systematic violations of women’s basic human rights by armed groups to intimidate the enemy or simply as enjoyment as part of the spoils of war are not only an international war crime but also represent national crimes of assault, rape, and murder which should be prosecuted even years after the incidents have taken place”

*Wolfgang Brandstetter, Austrian Minister of Justice*



“Femicide cases are rooted in the historical unequal power relations between men and women and in systemic gender-based discrimination”

*H.E. Ambassador Koki Muli Grignon, Permanent Representative of Kenya to the UN*



“It seems we are returning to ancient times when women are kidnapped by armed forces, gang raped, sold in slave markets, and forced into marriage with strangers. Not since the second World War have such massive war crimes been committed”

*Michael Platzer, Academic Council on the United Nations System*