

**MAPPING WOMEN, PEACE AND SECURITY
IN THE UN SECURITY COUNCIL: 2011-2012
REPORT OF THE NGOWG MONTHLY ACTION POINTS**

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NGO | WORKING GROUP
ON WOMEN, PEACE
AND SECURITY

The **NGOWG on Women, Peace and Security** advocates for the equal and full participation of women in all efforts to create and maintain international peace and security. Formed in 2000 to call for a Security Council resolution on Women, Peace and Security, the NGOWG now focuses on implementation of Security Council resolution 1325 and all other Security Council resolutions that address this issue. The NGOWG serves as a bridge between women's human rights defenders working in conflict-affected situations and policy-makers at UN Headquarters. As a coalition of international non-governmental organizations, the NGO Working Group on Women, Peace and Security uses its strategic positioning in New York at United Nations headquarters to promote a gender perspective and respect for human rights in all peace and security, conflict prevention and management and peacebuilding initiatives of the United Nations. Sustainable peace depends on the full participation of women in all decision-making to prevent violent conflict and to protect all civilians. The NGO Working Group believes that a broad and positive impact on the lives of all people experiencing conflict will result from full implementation of all Women, Peace and Security resolutions, and through promotion of the Beijing Platform for Action, CEDAW, and other supporting instruments.

Coalition members are: Amnesty International; Consortium on Gender, Security and Human Rights; Femmes Africa Solidarité; Global Action to Prevent War; Global Justice Center; Human Rights Watch; The Institute for Inclusive Security; International Action Network on Small Arms; International Alert; International Rescue Committee; Refugees International; International Women's Program of the Open Society Foundations; Social Science Research Council; Women's Refugee Commission; Women's Action for New Directions; Women's International League for Peace and Freedom.

ABOUT THE AUTHORS

Sarah Taylor, the Executive Coordinator of the NGO Working Group on Women, Peace and Security (NGOWG), researches and writes on women, peace and security. She has worked and conducted research in Mexico, Guatemala, and El Salvador, and has taught on gender, violence, and education. She received her M.A. with distinction in Political Science from the University of Canterbury in New Zealand with a focus on nationalism and gender in Eastern Europe, and is a Ph.D. Candidate in Political Science at the New School University in New York, conducting a comparative analysis of high-level women negotiators. Her tenure at the NGOWG has included the production of expert guidance via security policy briefs such as the Monthly Action Points on Women, Peace and Security (MAPs); the development of new programs to bring women's rights defenders to United Nations Headquarters in advance of key policy decisions; and representing the NGOWG both at UNHQ and internationally.

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This report reflects more than a year of work by NGO Working Group Members and the NGO Working Group office, both in New York and in conflict-affected countries. It is the outcome of monitoring the work of the UN Security Council, using the NGOWG's Monthly Action Points (MAPs) as a benchmark. The MAPs, an initiative of the NGOWG that has provided key Women, Peace and Security policy guidance for the UN Security Council since November, 2009, are the result of the expertise and local knowledge of our coalition members.

The 2011-2012 report is the result of a truly collaborative effort in the NGOWG office. Kristina Mader and Deborah Accurso deserve much credit and thanks for managing the research team, drafting, writing, and overseeing the analysis. Much gratitude is due to the team in the NGOWG office for their work with researching and drafting, to Laura Cheung, Hannah Mora, Mignonne Fowlis, and Elena Pagallo, and to Stephanie Bloom and Francesca Overwater for their research work. This report would not have happened without their dedicated work collecting and conducting preliminary analysis. Grateful acknowledgement is due to Raul Cano, the graphic designer for this report, for his excellent and timely work.

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Finally, I would like to thank the members of the NGOWG. Our consensus-driven group initially came together to advocate for the adoption of a Security Council resolution on Women, Peace and Security in 2000, and this latest project demonstrates the NGOWG's ability to constantly evolve as policy and security landscapes change, always pushing to ensure women's rights in conflict are integral to policymakers' decisions. I am most thankful that I have the opportunity to work with such a group of dedicated and insightful colleagues.

This MAP report once again identifies numerous key gaps and challenges remaining in the Security Council's work on women, peace and security. We have seen the additional development of policies, tools, programs, and the statement of commitments on this issue, and some cases we have seen advancements in practice. Regrettably, as conflicts arise and persist, however, too often these stay in the realm of theory. It is only by meeting the true goals of the women, peace and security agenda: by getting at the core of systems that promote and maintain conflict and violence – that we will see these commitments and policies move from rhetoric to reality. We look forward to the consistent attention, and the often complicated and difficult questions in delicate political situations, that this requires. That this work is difficult, however, is not a sufficient reason for inaction. As we urged in 2010, let us ensure that in 2020 we mark the 20th anniversary of resolution 1325 by truly celebrating a positive transformation, by applauding the concrete steps we have all taken to empower women, to protect women and their communities from violence, and to prevent further conflict.

Sarah Taylor
Executive Coordinator, NGOWG on Women, Peace and Security

Acronyms

AMIS	African Union Mission in Sudan (currently known as UNAMID)
AMISOM	African Union Mission in Somalia
ASG	Assistant Secretary-General
BiH	Bosnia and Herzegovina
BINUB	UN Integrated Office in Burundi (formerly ONUB)
BINUCA	United Nations Integrated Peacebuilding Office in Central African Republic
BNUB	United Nations Office in Burundi
BONUCA	United Nations Peacebuilding Office in the Central African Republic
CAAC	Children and Armed Conflict
CAR	Central African Republic
CEDAW	Committee on the Elimination of Discrimination Against Women
COI	Commission of Inquiry
CPA	Comprehensive Peace Agreement
DDPD	Doha Document for Peace in Darfur
DDR	Disarmament, Demobilization and Reintegration
DDRRR	Disarmament, Demobilization, Repatriation, Resettlement, and Reintegration
DPA	UN Department of Political Affairs
DPKO	UN Department of Peacekeeping Operations
ECOMOG	Economic Community of West African States Monitoring Group
ECOWAS	Economic Community of West African States
ERSG	Executive-Representative of the Secretary-General
EU	European Union
EUROFOR (ALTHEA)	European Union Force - Operation Althea
EULEX	European Union Law Mission in Kosovo
EVAW	End Violence Against Women
GoE	Group of Experts
ICC	International Criminal Court
IDPs	Internally Displaced Persons
ISAF	International Security Assistance Force
KFOR	Kosovo Force
LRA	Lord's Resistance Army
MARA	Monitoring and Reporting Arrangements
MINURCAT	United Nations Mission in the Central African Republic and Chad
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Organization Mission in the Democratic Republic of Congo (now known as MONUSCO)
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (formerly MONUC)
NATO	North Atlantic Treaty Organization
NGOWG	NGO Working Group on Women, Peace and Security
OCHA	Office for the Coordination of Human Affairs
OHCHR	Office of High Commissioner for Human Rights
ONUB	United Nations Operation in Burundi
OP	Operative Paragraph of Security Council Resolution
OSCE	Organization for Security and Cooperation in Europe
PBC	Peacebuilding Commission

PCC	Police Contributing Country
PoC	Protection of Civilians
PRST	Security Council Presidential Statement
RtoP	Responsibility to Protect
RUF	Revolutionary United Front
SALW	Small arms and light weapons
SCR	Security Council Resolution
SCWG CAAC	Security Council Working Group on Children and Armed Conflict
SEMG	United Nations Somalia- Eritrea Monitoring Group
SFOR	Stabilization Force in Bosnia and Herzegovina
SGBV	Sexual and Gender Based Violence
SSR	Security Sector Reform
TCC	Troop Contributing Country
ToE	Team of Experts
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMET	United Nations Mission in East Timor (expired)
UNAMI	United Nations Assistance Mission for Iraq
UNAMID	United Nations African Union Mission in Darfur (formerly known as AMIS)
UNAMSIL	United Nations Mission in Sierra Leone
UNDOF	United Nations Disengagement Observer Force
UNDP	United Nations Development Program
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNHCR	United Nations High Commissioner for Refugees
UNHQ	United Nations Headquarters
UNIFIL	United Nations Interim Force in Lebanon
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
UNISFA	United Nations Interim Security Force for Abyei
UNISMIS	United Nations Supervision Mission in Syria
UNMIBH	United Nations Mission in Bosnia Herzegovinian
UNMIK	United Nations Interim Administration in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Missions in Sudan
UNMISSET	United Nations Mission of Support in East Timor (currently known as UNMIT)
UNMISS	United Nations Mission in the Republic of South Sudan
UNMIT	United Nations Integrated Mission in Timor-Leste (formerly UNMISSET)
UNOCA	United Nations Regional Office for Central Africa
UNOCI	United Nations Operation in Cote D'Ivoire (formerly known as MINUCI)
UNODC	United Nations Office on Drugs and Crime
UNOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau
UNOTIL	United Nations Office on Drugs and Crime
UNOWA	United Nations Office for West Africa
UNPOS	United Nations Political Office for Somalia
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
UNSCO	United Nations Special Coordinator for the Middle East Peace Process
UNTSO	United Nations Truce Supervision Organization
UNV	UN Volunteers
USG	Under-Secretary-General

I. Executive Summary

August 2011 through July 2012 was a time of continuing global political change in some areas, and continued conflict and violence in others. There remained numerous situations in which women were placed in serious risk or remained at risk, often merely for asserting their rights. The so-called “Arab Spring”, sparked in Tunisia in early 2011, evolved across the region from political changes in Libya and Egypt, to more tentative changes in Yemen, and to civil war in Syria. In addition, the period under review in this report saw the arrival of the newest Member State into the United Nations, South Sudan. Ongoing complex situations, such as those in the Democratic Republic of Congo and in Afghanistan, continued to present serious security challenges to local populations, and the international community struggled to find ways to constructively support peaceful resolutions and reconciliation.

In all of these situations, and in the many others in which there was often less international attention but continuing insecurity, we see the challenges for women and men that have been identified so often before: prevention work is not undertaken often, early, or consistently enough; small arms and light weapons create instability and violence; peace talks are too often exclusive, not inclusive, of women and their rights; post-conflict rebuilding processes are too often gender-blind, and therefore exclusive of women. This gender dimension of conflict—the fact that women and men tend to experience particular types of conflict, and that women tend to be excluded from the decision-making processes that seek to prevent, end, and rebuild from conflict—is often referred to as “women, peace and security.”

Efforts have been made to make progress on the women, peace and security agenda. Indeed, those who live in areas affected by conflict, particularly women, have long been working without sufficient recognition on these issues. Policy makers at the international level have increasingly recognized the importance of this work, and have begun to embed support for it in international obligations. Frameworks for action, the development of good policy practice, and commitments to end sexual violence in conflict have all been part of national, regional, and global initiatives in recent years.

The United Nations Security Council, with its mandate to maintain international peace and security, recognized the centrality of women, peace and security in 2000 by adopting a resolution on the issue, SCR 1325 (2000).¹ With this recognition that women’s rights are not secondary concerns to the Council’s mandate, but rather at its core, the challenge is now to demonstrate true accountability to these obligations, ensuring that they do not remain solely on paper.

It is important to remember that Security Council action and policies have a direct impact on what happens in country situations. The divide between policy makers at United Nations Headquarters and women’s rights advocates in Cote d’Ivoire, Afghanistan, or Iraq can seem – and is – vast, but this does not mean the decisions made in New York do not fundamentally affect resources, policies, and access for women in their communities. Though the UN Security Council is but one of the actors with women, peace and security obligations, its role is important one on both practical and symbolic levels.

In the situations examined in our report, “*Mapping Women, Peace and Security in the UN Security Council: 2011-2012*,” we see that while there are areas of significant normative progress, the necessary and consistent action by the international community remains acutely insufficient. Our report provides an in-depth, qualitative analysis of the women, peace and security work in reports, meetings, presidential statements, and resolutions of the Council over a 12 month period, from 1 August 2011 through 31 July 2012, demonstrating the need for consistent information, analysis and recommendations to flow into the Council, and for the Council to ensure it acts with consistency and with commitment on its women, peace and security obligations.

¹ For additional information, analysis, and relevant policy developments on the women, peace and security agenda, please see the section on Women, Peace and Security in Chapter III (p. 21) of this report.

The Council's addressing of women, peace and security issues was further complicated by broader dynamics in the Council in the period under review. Broader disagreements over the scope of the Council's mandate have meant inaction on immediate issues of concern to women and men in conflict areas. Ongoing tensions over the intervention in Libya, which impacted the Council's internal stalemate and virtual inaction on the situation in Syria, has resulted in, with the most generous perspective, an inconsistent addressing of women, peace and security obligations. However, it is the Council's responsibility to act to truly maintain international peace and security, and this means ensuring that it acts in good faith under its international obligations, including those on women, peace and security. It is this standard to which we hold Council Members.

Summary of findings

General trends in the Council over the last 12 years have shown significant development, including in the language and expertise on women, peace and security in resolutions, more expertise available to deploy in terms of gender advisors and women, peace and security, and a more sophisticated understanding of the key issues at the root of this agenda. There is a better understanding of, for example, what it takes to have disarmament, demobilization, and reintegration processes that are responsive to women; security sector reform that is responsive to women; and post-conflict elections that support women candidates and women voter. However, there is inconsistency in the Council's deployment of that knowledge. There is still a significant disconnect between the content of reports received by the Council, meetings the Council holds, and resolutions it adopts.

There have been a number of positive developments in the Council's use of women, peace and security-specific language in its policy over the last year. For the first time, for example, the Council used women, peace and security language in its resolution on Cyprus. However, there have also been inconsistencies. The Council's initial lack of support for women in September 2011's resolution on Libya was rectified by strong support in its March 2012 renewal. In contrast, initially strong support for women's role in the Council's initial resolution 2014 (2011) on Yemen was significantly weakened in its subsequent 2051 (2012) resolution on the country. This all points to the inconsistency with which the Council addresses these issues.

And not all resolutions note nor recognize the existence of the Council's commitment to women, peace and security. Although there is relatively standard language that can be found in the preambular paragraphs of many country-specific resolutions noting resolution 1325 and subsequent resolutions, some – including those in which women's participation in peace processes would seem to be of particular importance, like Israel / Palestine – have no mention whatsoever.

As to content, the Council still struggles with how to operationalize particular aspects of the women, peace and security agenda. There remains, particularly in immediate crisis situations, more emphasis on women's protection issues, including sexual violence, than on ensuring support for women's roles in ending those conflicts.

Country reports

An ongoing NGOWG recommendation is: "In its regular work, the Council should ensure that all country reports and mandate renewals evaluate the level of protection and promotion of women's human rights, as per Security Council resolutions 1325, 1820 (OP 9), 1888 (OP 11), 1889 (OP 5) and 1960 (OP 6, 13). Member States should inquire about any lack of such reporting." Regrettably, this recommendation is still necessary. Reports are inconsistent in their fulfillment of these obligations: **of 82 country situation reports analyzed by the NGOWG, 52, or 63%**, address women, peace and security. Reports are often absent information, let alone assessments or recommendations, regarding women's roles in peace processes or conflict transformation, judicial and security sector reform, or disarmament, demobilization and reintegration programs.

There are good practice examples, however. The reports from Timor Leste consistently include not only a broad spectrum of gender-disaggregated data, but reflected a concerted effort by the mission to provide support to a

wide range of women, peace and security issues, and include integrated women, peace and security recommendations. DPKO consistently collects gender disaggregated data on mission staff, while unfortunately not consistently providing such data on other relevant institutions, nor recommendations on redressing inequalities. Sanctions reports are also consistent in including information on relevant crimes of sexual violence, but only when mandates include this criteria.

Council meetings

The Council's meetings are notable for their inconsistent discussion of women, peace and security issues. **Of the 97 relevant debates or briefings, 52 meetings, or 54%, contained reference to women, peace and security issues.** This is clearly an opportunity for Council members to highlight and discuss immediate concerns for women in conflict areas. This is of particular importance in crisis situations such as Mali and Syria, in which rapidly evolving situations on the ground require women, peace and security attention.

One area in which there seems to be better understanding of women, peace and security matters is on thematic matters, particularly in the Protection of Civilians agenda. In the 9 November 2011 open debate on this issue, for example, multiple speakers referenced women, peace and security concerns.

It is important to note that the Council holds a significant number of closed meetings, in which they receive briefings and discuss matters of key concern to women, peace and security. As there is no record of the content of these meetings and no access for civil society to these meetings, there is no way to determine whether these issues are raised.

Council action

The Council's output, primarily in the form of its presidential statements and resolutions, are also still inconsistent in their addressing of women peace and security matters. The Council's record on presidential statements is perhaps most startling. **Of the 15 presidential statements on country situations, only 3, or 20% addressed women, peace and security issues.** This is particularly notable given that presidential statements are often a means for the Council to respond rapidly to emerging crisis situations, situations in which women are most immediately at risk and simultaneously find it most difficult to make their voices heard.

30 out of 48, or 63%, of the relevant resolutions adopted by the Security Council during the reporting period referenced the women, peace and security agenda. In a positive development, Council members are increasingly including references to civil society in mandates for peacekeeping and special political missions. This support can be particularly important to women's civil society in situations of conflict, where resourcing and capacity is difficult. Examples of this language for the period under review included Afghanistan, Cyprus, Libya, South Sudan, and DRC. There are also examples of key areas of the Council's core work in which there is good practice on women, peace and security, including support for elections, such as in the mandate for the mission in Timor-Leste and in the mandate renewal for the mission in Libya. There are examples as well for the Council's language on justice and security sector reform, such as in the resolution on Burundi, which calls for training for security sector actors.

Unfortunately, these examples are not representative. One of the key areas of the Council's work, and an area in which there has been development women, peace and security work, including in DPKO, is in the gender components of disarmament, demobilization, and reintegration programs (DDR). However, there appears to have been a decrease in the Council's willingness to support women's engagement in these programs, despite the evidence of the necessity of such engagement. This is a shift from previous years, when the Council supported this work, such as in resolution 1858 (2008) on Burundi and 1739 (2007) on Cote d'Ivoire.

Recommendations

There are a number of ways in which the Security Council can more effectively and more consistently meet its women, peace and security obligations, a key part of upholding its broad mandate to maintain international peace and security.

Council Action

It is of fundamental importance that the Council act with consistency on the women, peace and security, and fully meet its commitments to the agenda. Recommendations regarding **Council action** include:

- The Council should address the **full scope of the women, peace and security agenda in the full range of its daily work**, in all reviews of **reports**, in **meetings** (closed and open), and in **resolutions** and **presidential statements**. This also includes when the **Council goes on mission**, ensuring it meets with women leaders and with women's rights advocates, and ensuring women's rights and concerns are reflected in meeting outcomes.
- The Council should ensure **specific language on gender** is included throughout its resolutions and presidential statements, *inter alia* human rights monitoring, DDR and SSR programs. Without this language and specificity, the gender dimension of this work is overwhelmingly neglected.
- The Council can address issues of accountability and impunity through the establishment of **Commissions of Inquiry**, in which it can investigate and recommend action regarding violations of international humanitarian and human rights law. These commissions should be selected to include gender expertise, and should have the requisite gender component in their mandate.
- The Council should ensure it **follows up on its previous requests**, including in country reports, in requests from resolutions, and in ensuring that strong women, peace and security language is continued from mandate to mandate. This includes its requests for consistent information on women, peace and security matters in country reports, as per Security Council resolutions 1325, 1820 (OP 9), 1888 (OP 11), 1889 (OP 5) and 1960 (OP 6, 13).
- Finally, there are the areas of the Council's work that are not usually thought of as having scope for women, peace and security. The **working methods of the Council**, for example, could benefit this agenda tremendously by ensuring that the regular work of the Council addresses these issues, and allowing sufficient transparency of the Council's work to see why there are barriers to implementation. In addition, **targeted sanctions**, if established, should include implementing criteria on sexual and gender-based violence, as per Council resolution 1820 (2008) (OP 5).

Information

A clear and consistent gap in the Council's work on women, peace and security is its receipt of consistent and relevant information regarding progress and challenges on this agenda in country situations. This information is necessary for assessment and action, and at this point is not necessarily reaching the Council. Timely, accurate information is essential for the Council to take effective and consistent action. Ultimately, however, it is up to the Council to act on this information. The Council can receive a multitude of information pointing conclusions that the rest of the world can see as an obligation under women, peace and security, but if the Council chooses not to act, then that information gathering is, ultimately, for naught.

- First, **country reports should better reflect the progress and barriers to implementation of the women, peace and security agenda**, as per Security Council resolutions 1325, 1820 (OP 9), 1888 (OP 11), 1889 (OP 5) and 1960 (OP 6, 13). Member States should inquire about any lack of such reporting
- The Council can also better ensure that it receives **a wide range of information, including from civil society actors**. The Council has opportunities to receive information through alternative methods, including via Arria formula meetings, and should ensure it fully utilizes such opportunities to hear from civil society actors, particularly women's rights advocates, who can provide much needed alternative perspectives on risks and recommendations for peace in their communities.

- **Information from the global indicators must be discussed in the context of country situations.** The Council has at its disposal a regular set of information already being developed that allows for exactly the kind of tracking both in country and across country that would allow for regular assessment of women, peace and security implementation: indicators the Council itself requested in resolution 1889 (2009). The UN system has started to report on a number of these indicators, and is continuing to support the development of the remaining indicators.² The Council receives currently available information from these indicators on an annual basis, when the Council reviews during the thematic discussion of WPS, but it is vitally important that this information is discussed in the context of country situations.
- **Gender-disaggregated data**, complete with analysis and recommendations is vital to understanding trends, achievements, and challenges in women’s participation in multiple sectors. The reporting from Timor Leste provides a good practice example of such reporting, an example that should be replicated.
- **Peace consolidation benchmarks**, such as those being used in Afghanistan, Burundi, Liberia, and requested for Cote d’Ivoire, are increasingly being used to measure progress towards political, security, and economic goals. However, these benchmarks are inconsistent at best in setting goals that specifically use women’s progress as a benchmark. Nor do they tend to use gender-specific indicators to measure progress towards benchmarks. This is a clear opportunity to ensure women’s progress is embedded in the progress and stability of the entire community.
- When the Council receives **briefings from special envoys, special representatives, mediators**, and all other experts, it should request specific information on the engagement and support of these actors for the women, peace and security agenda. In addition, the Council should continue the good practice of receiving briefings from the Executive Director of UN Women.
- **The Council must avoid the “catch-22” of information requests:** e.g. requesting proof that there is a gender dimension to a conflict before it is willing to request information on the gender dimension of a conflict. As has been demonstrated time and time again, specific information-gathering methods need to be employed in order to determine these gender elements/dimensions. Due to the nature of gender-based violence, for example, by not including specific requests for gender expertise in human rights monitoring, the Council all but guarantees that gender-based crimes will not be reflected in the results of that monitoring, even if evidence exists. Such monitoring requires dedicated expertise and technical approaches. The Council must ensure it includes gender-specific language in, *inter alia*, human rights monitoring components of missions.
- It is vital that the Council receive **timely information on urgent situations**, particularly regarding violations of international humanitarian and human rights law, such as conflict related sexual violence. This information must always be collected ethically and with the survivor’s interests placed as primary, including with the provision of services.

Implementation by National Governments, United Nations and the International Community

The international community must also bear its share of the responsibility in the implementation of women, peace and security obligations. While the focus of this report is on the UN Security Council, the responsibilities of Member States, regional organizations, and the United Nations in implementing this agenda cannot be overstated, including in **resourcing and supporting civil society** and in **ensuring support for women’s rights defenders**, who are often on the front lines of this struggle. In addition, these actors must ensure that one of the biggest barriers to implementation, lack of **political will**, is dismantled.

² For additional information on the women, peace and security indicators, please see the section on Women, Peace and Security in Chapter III (p. 21) of this report.

About this report

This year's NGOWG MAP report covers the work of the UN Security Council during the period of 1 August 2011 through 31 July 2012. This is the same period covered by the official "Annual Report of the Security Council," produced each year to chronicle all the issues the Security Council addressed in a given year.³ The MAP report provides a type of shadow report to this official record, analyzing the Council's work for effectiveness through the lens of women, peace and security, and providing recommendations and guidance for improvement.

This report flows from the third year of the NGOWG's innovative policy guidance project, the Monthly Action Points on Women, Peace and Security. These regular briefs, which provide concise and concrete recommendation on issues the UN Security Council is expected to address in a given month, are produced every month with the input and expertise of the 16 Working Group members. The analysis is primarily focused on Security Council oversight of UN peacekeeping, political, and peacebuilding field missions, operated by the UN Department of Political Affairs (DPA) and UN Department of Peacekeeping Operations (DPKO). Typical MAP recommendations seek to operationalize broad women, peace, and security concerns in the most concrete manner possible: how country reports and mission mandate renewals can adequately address existing commitments on women and girls in conflict, what a gender perspective looks like with regard to thematic issues discussed by the Council, and how concern for women and girls can be addressed in urgent matters before the Council, such as recent events in Syria and Mali.

In each month's MAP, the NGOWG addresses pertinent issues on the Council's agenda, drawing on information provided by NGOWG members in the field about women's key concerns, then providing recommendations on actions the Council should take, or that should be reflected in the Secretary-General's reports on these country situations. The MAPs do not cover all issues the Council will be discussing in a given month; rather they present good practice each month as to how the Council can meet its women, peace, and security obligations on a wide range of country and thematic issues.

Historically, elected Council members have played a strong role on women, peace and security.⁴ It is up to both permanent and elected Security Council members to take leadership on women, peace and security. To this end, each MAP begins with an outline of the current Security Council President's stated objectives during its Council membership, and details a number of key treaty obligations that particular Member State has ratified. These treaty obligations include whether the Security Council member has signed/ratified the Rome Statute of the International Criminal Court, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and its Optional Protocol.

A note on methodology

The 2011-2012 NGOWG MAP report focuses on two primary areas of the Security Council's work: its work on **thematic issues** including women, peace and security, and **country situations**, primarily those in which there is either a UN peacekeeping or UN special political mission. All of the situations and themes discussed in this report are ones the Council has discussed during the period under review, and are situations in which there is a clear women, peace and security component.

Each section of the report provides *background* on the particular topic, an *outline of key challenges*, including women, peace and security concerns, and a *brief summary of Security Council action* on the topic. This is followed by a chronological detailing of the Council's action on the situation, with MAP recommendations when applicable, and our qualitative analysis of the Council's implementation of women, peace and security

³ United Nations Security Council, <http://www.un.org/en/sc/documents/reports/>

⁴ For example, Bangladesh played a key role in getting Security Council resolution 1325 (2000) adopted and Vietnam likewise pushed for the adoption of Security Council resolution 1889, which contained the request for global indicators.

obligations in relation to the subject. Throughout, tables are provided for quick reference as to women, peace and security content of the Council's work.

The evaluation of when a report, meeting, presidential statement, or resolution meets the threshold of having women, peace and security content is a qualitative one. We use our Monthly Action Points as a guide and benchmark to assess the content of these elements, which is then noted in a table at the beginning of each thematic and country situation section. When there is no applicable MAP recommendation for a particular report, meeting, presidential statement, or resolution, this is noted throughout the tables with an asterisk.

We have evaluated these documents and meetings for addressing at least one of the core elements of the women, peace and security agenda in a manner that is more than solely one mention, and that has some level of analysis, recommendation, or action attached to it. This means that country reports, for example, would *not* meet the threshold if they only contain a breakdown of the gender disaggregated data of mission staff. For example, a country report *would* meet the threshold if it contained gender-disaggregated data on mission staff, police, parliamentarians, and addressed barriers to women's participation and how to overcome them. It is important to note that we have erred on the side of generosity when evaluating the Council's work for women, peace and security content. A resolution would *not* meet the threshold if it solely contained an operative paragraph regarding the mission's obligations regarding sexual exploitation and abuse, while it *would* meet the threshold if it contained a preambular paragraph recalling all relevant Security Council resolutions on women, peace and security.

While we record the relevant meetings,⁵ reports, and Security Council output on the thematic issues and country situations addressed in this report, there are certain meetings and resolutions that we do not evaluate for women, peace and security content. Sometimes this is due to there being no information available, such as when Security Council meetings are closed and no records are available. We only evaluate meetings defined as debates, in which the substance of an issue is discussed. We do not include in our numerical tallies meetings in which the primary purpose is a technical one, such as to adopt a resolution. However, when Member States take the opportunity to raise relevant issues in these technical meetings, we provide qualitative evaluations in the relevant section of this report. Similarly, when resolutions do not address the substance of a situation, but are primarily adopted to fulfill a technical requirement such as meeting a particular deadline, sometimes called a technical rollover, as in the case of the December 2011 Libya resolution, we do not evaluate such a resolution for women, peace and security elements.

⁵ For a definition of the various types of meetings held by the Security Council, please see S/2010/507.

II. Trends in the Security Council

Reports, Meetings, PRSTs, and Resolutions

Although it has been twelve years since the Council adopted its first Women, Peace and Security resolution, Security Council resolution 1325 (2000), persistent inconsistencies remain in regard to the breadth and depth with which the Council substantively addresses this issue. The Council's focus on women, peace and security in reports, meetings, resolutions and presidential statements continues to be enacted inconsistently. Attention to the women, peace and security agenda in resolutions, for example, ranges from nonexistent, to a focus on a single theme such as sexual violence in conflict, to resolutions that mainstream elements of much of the women, peace and security framework of participation, protection, prevention.

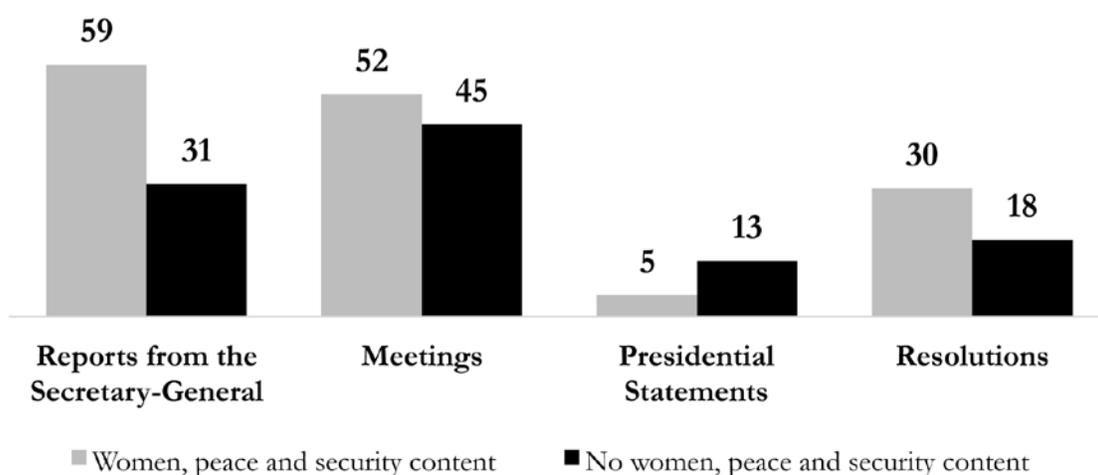
The following section details Security Council work by type, and notes when a women, peace and security component was included, as outlined in the methodology section of this report. We also address if those documents reflect NGOWG MAP recommendations on key aspects of the women, peace and security agenda.

Overall

The following data reflects qualitative assessment of the inclusion of key women, peace and security concerns in reports, Security Council meetings, Security Council presidential statements and resolutions in **30 country** situations and **3 thematic issues** during the reporting period from August 2011 to July 2012.⁶

The Security Council received **90 relevant reports** from the Secretary-General, on both country and thematic issues, of which **59 included references to women, peace and security.**⁷ During the period under review, of the reports submitted by other international entities managing missions, by offices authorized or by Committees responsible for implementing sanctions authorized by the UN Security Council, **14 contained references to women, peace and security.**⁸

United Nations Member State representatives and invited speakers discussed issues of women, peace and security in **52 out of 97 relevant Council meetings**, on both country and thematic issues.



⁶ Please see methodology section in Chapter I of this report for more information.

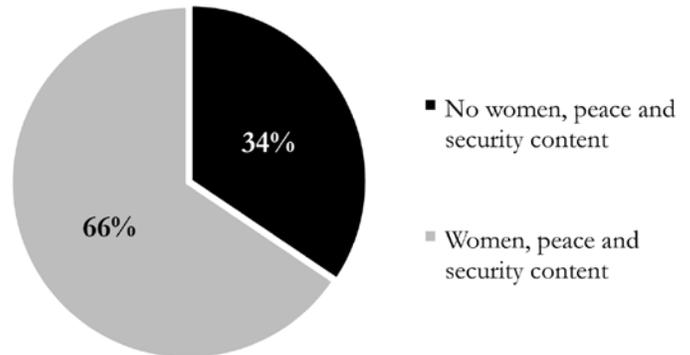
⁷ The reports we are considering are only those released on the country situations we gave recommendations on, and include reports on sanctions regimes, and those submitted by organizations such as NATO or the African Union on peacekeeping operations authorized by the Security Council.

⁸ This includes reports from the African Union, European Union, BiH High Representative, NATO, the Children and Armed Conflict Working Group, and sanctions committees.

During the reporting period, the Security Council addressed the women, peace and security agenda in **35** of its relevant outcome documents.⁹ Specifically, **5 out of 18 presidential statements** and **30 out of 48 resolutions contained references to gender**. Neither of the two draft resolutions contained references to women, peace and security issues or concerns.

Reports

Reports by the Secretary General serve to inform the Council's deliberations and ultimately the Council's actions. These include country reporting as requested in mission mandates, reports on thematic issues, and reporting on other matters on which the Council requested a report. Security Council resolution 1325 (2000) requested that the Secretary-General include in these reports reporting on the concerns of women and girls, as well as include progress on gender mainstreaming throughout peacekeeping missions.¹⁰



This NGOWG report discusses 90 such reports from the Secretary-General, seven of which are on thematic issues, and 82 of which are on country situations. **All eight, or 100% of the relevant reports on thematic issues** and **52, or 63%, of relevant country situation reports released during the reporting period addressed issues of women, peace and security**. The NGOWG provided recommendations in advance of 34 reports on particular country and three reports on thematic issues. Of those, the Secretary-General referenced the women, peace and security agenda in all three of the thematic reports, and in 29 of the country situations.

The reports of the Secretary-General on Afghanistan, the Central African Republic, and Haiti are examples of reports that tend to address elements of the broader spectrum of the women, peace and security agenda. The Secretary-General's thematic reporting on the Protection of Civilians also reflected better practices for successfully integrating a gender perspective throughout the entirety of the reporting.

While they include attention to sexual and gender-based violence in conflict, reports on the country situations in the Democratic Republic of Congo are notable for focusing solely on one issue, while neglecting to integrate a gender perspective in other key areas, such as in discussion of the equal and active participation of women in peacebuilding and security processes. Similarly, reports on Lebanon and Golan Heights limit references of women, peace and security to sexual exploitation and abuse.

Despite the significant progress made in levels of inclusion of the women, peace and security framework in these Security Council documents, there remain a substantial number of reports that are characterized by a notable lack of attention to the women, peace and security agenda, neglecting to detail the particular concerns of women and girls in conflict. Notable in this regard are reports of the Secretary-General on the situation in Iraq, Israel / Palestine and Syria that fail to address women's protection, the role they might play in the prevention of these conflicts, and in all peacebuilding processes.

Reports on Bosnia and Herzegovina are also examples of reports characterized by the absence of gender specific provisions and observations, as none of the reported issues includes a gender perspective. They do not recognize

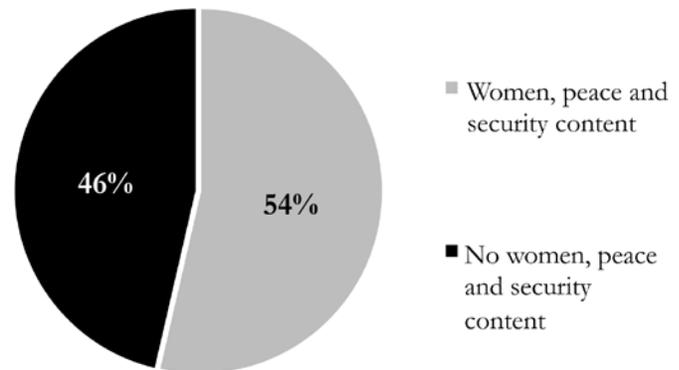
⁹ The outcome documents we considered are only those issued on the country situations we gave recommendations on.

¹⁰ Security Council resolution 1325 (2000), OP 17: *Requests* the Secretary General, where appropriate, to include in his reporting to the Security Council gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

the role played by women in the resolution of outstanding conflicts and the reporting does not address the inclusion of a gender perspective in dispute settlements.

Meetings

Of the 175 meetings held by the Council during the reporting period on relevant countries, 97 were debates or briefings, 16 were closed meetings and 62 were adoptions of outcome documents. **Of the 97 relevant debates or briefings, 52 meetings, less than 54%, addressed issues of women, peace and security across thematic and country specific agendas.** During briefings or debates for which there is a meeting record on specific country situations or thematic agenda issues that the NGOWG provided recommendations for, 38 out of 62 contained women, peace and security elements.



As a note, these numbers reflect meetings defined by the Council’s practice as debates. However, in more than 15 of the meetings not defined as debates, Council members or countries with a particular interest in the situation at hand made statements that dealt with issues of human rights and other issues in which there is a reasonable expectation that women, peace and security concerns should have been addressed. While we do not include these in our tallies, above, we do note these in our qualitative analysis throughout the report.

Statements made during meetings on thematic issues, including —unsurprisingly— Women and Peace and Security, but also Protection of Civilians, Children and Armed Conflict, and Peacekeeping likewise integrate women, peace and security concerns to varying degrees.

There are too many cases of meetings in which the issue of women, peace and security is simply under-represented. In meetings discussing the situation in the Sudan, 4 out of 10 briefings mentioned women, peace and security. The majority of these references did not go beyond issues of women’s vulnerability and need for protection. It is important to note that not only is this number too low to reflect the situation for women in the country, but that statements in these briefings often include those from the host countries, once again indicating that Member States also need to ensure they are fully addressing women, peace and security concerns in their own countries.

In addition, there are key examples of meetings that included attention to solely one aspect of the women, peace and security agenda, such as sexual and gender-based violence. While this reporting is most relevant and important, discussion on sexual and gender-based violence can threaten to overshadow all other women, peace and security concerns. A sole focus on protection concerns can over-ride attention to other key women, peace and security agenda themes. The situation in the DRC is one such example, in which support for women’s participation in all levels of decision-making is necessary.

As noted above, a challenge for the Council appears to be in the information flow from report to meeting to Council output. In this case, Haiti and Sierra Leone are good practice examples of when the women, peace and security information contained in the Secretary-General’s report was also discussed to a certain degree in the meeting.

There are of course cases where the Council did not follow up on information it had received in the Secretary-General’s reports on women, peace and security. One such case is Guinea Bissau (meeting S/PV/6818) in which

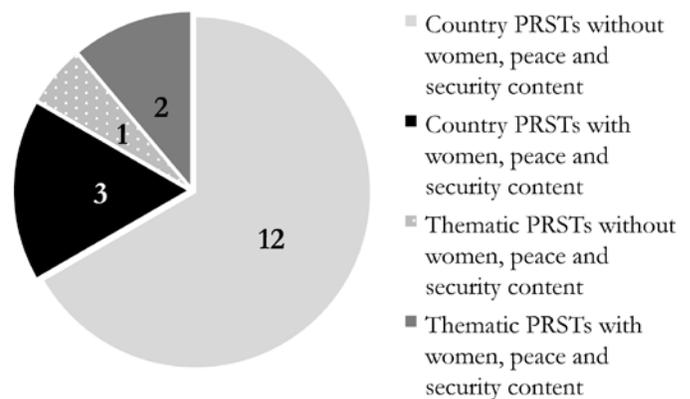
multiple opportunities to address women, peace and security issues, including in discussions on election turnout, on candidates nominated for office, and on the role of civil society, were missed.

Minimal reporting provided by the Secretary-General on women, peace and security in certain cases is reflected in the meetings of the Security Council on those country situations. Cases such as Israel / Palestine were precluded by reports lacking attention to women, peace and security concerns. The meetings on these situations unsurprisingly tended to carry on that trend, missing opportunities during the meetings to include these key issues.

The clearest gaps can be seen in Council meetings on country-situations where statements fail to address the women, peace and security agenda entirely. Council debate on the situation in the Middle East is particularly noteworthy in this regard. None of the debates on Israel / Palestine included discussion of women, peace and security concerns. Meetings on the situations in Bosnia Herzegovina and Kosovo, were similarly devoid of a gender perspective.

Presidential Statements

Presidential statements, also known as PRSTs, are agreed upon by consensus amongst the Security Council members and tend to carry less weight than a resolution but more weight than a press statement. Depending on the issue under discussion, the Council can use a PRST to draw attention to a particularly urgent issue, to request action of the UN Secretariat or of the broader international community, and to recommend that key actors in a conflict or potential conflict area take certain steps.



Of the 18 presidential statements analyzed during the reporting period 5, or 27%, addressed women, peace and security issues. Of the 15 presidential statements on country situations, only 3, or 20% addressed women, peace and security issues.

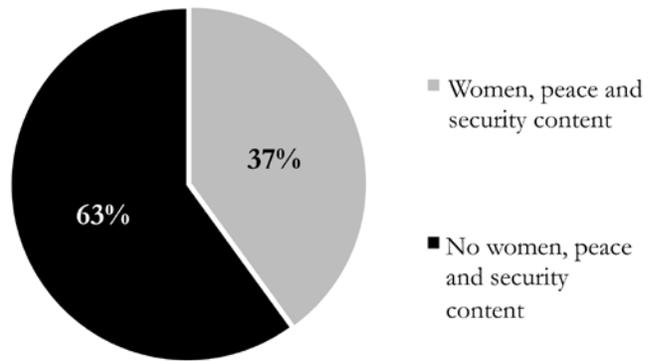
Of the 10 presidential statements for which the NGOWG provided recommendations, only 3, or 30%, contained attention to women, peace and security concerns.

During the reporting period, women, peace and security elements were included in presidential statements on Sierra Leone, and in two presidential statements adopted on Women and Peace and Security. Presidential statements adopted during the reporting period on Afghanistan, Guinea Bissau, Mali, Somalia, South Sudan, Sudan, and Syria, were devoid of a gender perspective, some of which included more than one presidential statement per country situation.

In many instances, presidential statements are issued in response to crisis or flare-ups of violence. As the data reflects, at these critical junctures, women, peace and security is often left out of these statements. For example, while presidential statements on Syria include discussion of the humanitarian situation, there were no references to women, peace and security. It is at these moments that Council members must remember their obligations on this agenda and ensure they are fully addressing the core components of this issue in these statements.

Resolutions

30 out of 48, or 63%, of the relevant resolutions adopted by the Security Council during the reporting period referenced the women, peace and security agenda. There were several country situations that reflected women, peace and security elements throughout Secretary-General's reports, Security Council meetings, and resolutions: these included Timor Leste, Haiti, Burundi, and Sierra Leone.



Of the 30 resolutions that referenced the women, peace and security agenda, 27 included operative paragraphs emphasizing or calling for action on women, peace and security concerns. Of those, four limited those references to sexual exploitation and abuse.¹¹

There are a number of Security Council resolutions that provide examples for addressing multiple elements of the women, peace and security agenda, including resolution 2005 (2011) on Sierra Leone, resolution 2027 (2011) on Burundi, and resolution 2041 (2012) on Afghanistan. In Libya, resolution 2040 (2012) reflects an additional recent trend of ensuring support for civil society. Relevant references in these resolutions include the need to increase women's political participation, women's participation in peacebuilding processes, women's role in security, and the implementation of National Action Plans.

Despite the strength with which the Council addressed the women, peace and security agenda in resolutions such as those listed above, the Council's integration of this agenda was often not consistent across country specific resolutions. Three out of five resolutions on Somalia and two out of five resolutions on Libya included attention to women, peace and security. In addition, the Council missed opportunities to include any gender component in its country specific resolutions on Bosnia Herzegovina, Eritrea, Lebanon, and Western Sahara.

As noted above, one of the key areas of the Council's work, and an area in which there has been development of women, peace and security expertise, including in DPKO, is in the gender components of disarmament, demobilization, and reintegration programs (DDR). However, there appears to have been a decrease in the Council's willingness to support women's engagement in these programs. This is a shift from previous years, when the Council strongly supported this work in resolution 1858 (2008) on Burundi and 1739 (2007) on Cote d'Ivoire.

Finally, there is inconsistency in country situations from report to meeting to Council output. Often, a country report that addresses certain key women, peace and security elements will not result in a meeting that addresses these issues, nor in Council action that acts on these matters. With no regular method of monitoring, assessing, and prompting action on its own women, peace and security obligations, the Council's work remains inconsistent within country situation work.

¹¹ Security Council resolutions 2004 (2012) (Lebanon), 2044 (2012) (Western Sahara), 2028 (2011) and 2052 (2012) on Golan Heights.

III. The Daily Work of the Security Council

THEMATIC AND GENERAL ISSUES

Women, Peace and Security

Background

“Women and peace and security,” its official Security Council agenda designation, has been on the United Nations Security Council’s thematic agenda since 2000, following the unanimous adoption of resolution 1325 (2000). This marked the first time the Security Council officially acknowledged the different types of violence women tend to experience during conflict, and the importance of women’s full and equal participation on all levels for sustainable peace and security.¹² Despite 12 years since the adoption of this resolution, women remain excluded from decision making regarding conflict resolution, women’s protection concerns, including sexual violence in conflict, remains an immediate and critical issue, and threats to women and their communities such as small arms and light weapons often go unaddressed. Key components of the women, peace and security agenda in policy and programming often include: conflict prevention efforts; humanitarian access; conflict resolution efforts, including mediation, negotiation, peace agreements, and national dialogues; political processes conflict rebuilding situations including electoral support and reform; peacebuilding and reconstruction; security sector reform, often including justice and rule of law; demobilization, disarmament, and reintegration programs; and civil society engagement in all of these efforts.

Concrete UN policy developments on the women, peace and security agenda remained relatively minimal for several years after the adoption of resolution 1325 (2000). Exceptions to this included the support for the development of national action plans, reinforced in PRST/2004/40 under the UK Security Council Presidency, and somewhat ad hoc efforts within the United Nations to establish 1325 accountability, including the development of an internal UN Action Plan on women, peace and security, and individual UN entity efforts such as the Gender Unit in DPKO. The most substantial progress on the women, peace and security agenda tended to be at the local and national levels, often with civil society in the lead of these efforts.

It was not until 2008 that the women, peace and security agenda saw increased substantial and concerted policy efforts. In July of that year, the Security Council adopted resolution 1820 (2008), a resolution that focused on the particular aspect of sexual violence in conflict. The next year, an additional resolution on the same subject, resolution 1888 (2009) further operationalized this aspect by calling for annual reporting on sexual violence in conflict (OP 27), calling for the appointment of a Special Representative of the Secretary-General (OP 4), calling for the establishment of a team of experts on impunity for these crimes (OP 8), and calling for the appointment of women protection advisors in UN peacekeeping missions (OP 12).¹³

Balancing the emphasis on sexual and gender-based violence, in October of 2009, under the Security Council Presidency of Vietnam, the Council adopted resolution 1889 (2009), which addresses the specific issue of women’s roles in early recovery and peacebuilding efforts. It further called for the Secretary-General to submit to the Council a set of indicators to track the implementation of resolution 1325 (2000), to serve as a basis for reporting by relevant UN entities, international and regional organizations and member states.¹⁴ These indicators, elaborated in the Secretary-General’s report S/2010/498, and which are still being technically developed within the UN system, use 26 proxy indicators to track progress on key areas of women, peace and security, using information from UN entities and some information voluntarily provided by Member States.

¹¹ PeaceWomen, *About WPS Agenda*. http://www.peacewomen.org/security_council_monitor/about-women-peace-and-security-agenda

¹³ UN, *S/RES/1888*, 2009. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888\(2009\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888(2009))

¹⁴ UN, *S/RES/1889*, 2009. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1889\(2009\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1889(2009))

Resolution 1889 also requested a report specifically on the role of women in peacebuilding, which in turn spurred a 7-point action plan, complete with the establishment of a funding threshold (15%) for projects specifically for women's empowerment and women's concerns in post-conflict rebuilding efforts.

Adopted just three months after the 10th anniversary of resolution 1325 (2000), Security Council resolution 1960 (2010) marked a return to the focus of sexual violence in conflict. The resolution provided an accountability system for addressing conflict-related sexual violence.¹⁵ This entailed a recommendation for the Secretary-General to establish the Monitoring, Analysis and Reporting Arrangements (MARA) on conflict-related sexual violence in situations on the Security Council's agenda and the compilation of a list of perpetrators.¹⁶

In years when resolutions were not adopted on the Council's agenda item of women and peace and security, the tradition has been to produce a presidential statement. These PRSTs, including PRST/2010/22 marking the 10th anniversary of resolution 1325 (2000), have variously moved forward the women, peace and security indicators and requested a ministerial review of progress on women, peace and security in 2015; and as noted above, supported the development of national action plans. In sum, these policy initiatives have resulted in the beginnings of a framework to monitor and evaluate work on women, peace and security.

For the period under review in this report, there were several key challenges facing the Women, Peace and Security agenda in both the policy and practice spheres, as reflected in the **MAP recommendations**. At United Nations Headquarters, a key challenge is ensuring that women, peace and security concerns are consistently and sufficiently integrated into the Council's work, a challenge that is reflected throughout this report. Ensuring information, analysis, and recommendations are included in all appropriate communiqués including reports is a serious challenge, as is how to ensure the UN system is most efficiently implementing recent initiatives such as the MARA. Ultimately, the policies and programs designed at UNHQ need to be responsive to women and their communities, via meaningful engagement in design and implementation, and in accountability for violations of women's rights.

During the period under review in this report, the Council received the Secretary-General's annual regular report on women, peace and security, **S/2011/598**, and held its annual Open Debate in October 2011 to discuss the report. The Council's Presidential Statement from this meeting, **S/PRST/2011/20**, focused on women's role in mediation and conflict prevention. In February 2012, the Council met to discuss the Secretary-General's report on sexual violence in conflict, **A/66/657-S/2012/33**, adopting **S/PRST/2012/3** reviewing and renewing the mandates of the SRSG and the Team of Experts (the report and Council discussion were originally due in September, but were postponed as per letter **S/2011/582** from the Secretary-General to the Security Council). In April, the Council received a women, peace and security briefing from Ms. Bachelet of UN Women and Mr. Ladsous of DPKO. For the first portion of the period under review in this report, the SRSG was Margot Wallstrom. In June 2012, her successor, Zainab Hawa Bangura was appointed by the Secretary-General.

¹⁵ UN SC, *S/RES/1960 (2010)*, 2010. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1960\(2010\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1960(2010))

¹⁶ UN SC, *S/RES/1960 (2010)*, 2010. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1960\(2010\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1960(2010))

Security Council Action on Women and Peace and Security				
Council Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	29-Sep-11	S/2011/598	Yes	Partially
	13-Jan-12	S/2012/33	Yes	Yes
Meetings	28-Oct-11	S/PV.6642	Yes	Partially
	23-Feb-12	S/PV.6722	Yes	Yes
	24-Apr-12	S/PV.6759	Yes	Yes
Presidential Statements	28-Oct-11	S/PRST/2011/20	Yes	Yes
	23-Feb-12	S/PRST/2012/3	Yes	Yes

The NGOWG provided recommendations on women, peace and security in September, October 2011 and February 2012.

September / October 2011

In advance of the Security Council open debate on Women Peace and Security, marking the 11th anniversary of the adoption of resolution 1325 (2000) and hosted by Security Council President Nigeria, the NGOWG **MAP recommendations** urged the Council to ensure that its resolutions, including mission mandates and renewals, consistently integrate and advance the Women Peace and Security agenda, with the full support of the UN system and all relevant UN Member States. Moreover, recommendations in the Secretary-General's forthcoming report on Women, Peace and Security should be taken forward; and Member States held to account for previous commitments they have made. The Council, UN system, and Member States were strongly urged to agree to timetabled measures, in order to ensure the meaningful engagement of women and civil society and the inclusion of their concerns in peace processes.

Analysis

In the 29 September 2011 report of the Secretary-General on women and peace and security (S/2011/598) submitted pursuant to S/PRST/2010/22, in which the Security Council requested the Secretary-General to submit an annual report on implementation of resolution 1325 (2000), reporting covers progress

Council Action	Date	Code	WPS Reference?
Report	29-Sep-11	S/2011/598	Yes
Meeting	28-Oct-11	S/PV.6642	Yes
Presidential Statement	28-Oct-11	S/PRST/2011/20	Yes

and areas in four key areas of women, peace and security: prevention, participation, protection, and relief and recovery. Noting priorities highlighted in the 2010 presidential statement (S/PRST/2011/20), the report marks progress on accountability measures for implementation of 1325, efforts to strengthen women's participation and leadership in conflict prevention, resolution and peacebuilding, more effective justice and security for women and girls in post-conflict environments, and the need for increased resources for all aspects of the women, peace and security agenda. The Secretary-General highlights the role of the newly created UN Women in improving coordination and accountability to accelerate the implementation of all resolutions on women, peace and security. The report also provides an update on the development of the women, peace and security indicators from S/2010/498, providing initial reporting on thirteen of those indicators. The report's annex also provides the United Nations strategic framework on the women, peace and security agenda. It provides targets for 2020, meant to serve as an impetus and guide for consistent implementation of resolution 1325 (2000).

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

A number of the Secretary-General's recommendations have a much needed focus on the Security Council, include urging it to be more concrete and detailed in its gender language in mandates and other instructions to the field; calling for more frequent briefings to the Security Council; and for the envoys and representatives of the Secretary-General to report on their engagement with women, including civil society. More specifically within the Council, the Secretary-General encourages the use of preventive diplomacy tools. Additional recommendations provide a welcome focus on women's rights defenders, the particular forms of violence that women tend to face in conflict, and the need for accountability for violations of women's rights. The Secretary-General adds that more specific recommendations will be made in the periodic country reports to the Security Council, although reporting throughout the year would appear to bely this.

On the broad topic of women's participation, the recommendations point to specific actions to address the low numbers of women in conflict resolution and in the implementation of peace agreements, including possibly offering incentives to negotiating parties, and support of measures to ensure women's equal participation in peace agreement implementation bodies. In an effort to address national and regional efforts at implementation, the report recommends the development of national action plans on women, peace and security, ensuring those plans include dedicated budgets, spending plans, goals, indicators, and schedules, and are linked to national peacebuilding, defense and security, or poverty reduction plans. Member states are also urged to increase the number of women in security forces to increase the number of those eligible for peacekeeping deployment, and to continue pre-deployment training for military and police on gender. Member States are also urged to ensure women's rights are fundamental their post-conflict assessment and planning.

The Open Debate on Women Peace and Security held on 28 October 2011 (**S/PV.6642**) **took** place to discuss the Secretary-General's report on women, peace and security (S/2011/598). In line with the theme "Women's Participation and Role in Conflict Prevention and Mediation," statements made during the open debate emphasized the essential role women can play in efforts to create and maintain international peace and security. Many speakers, welcoming the Secretary-General's report (S/2011/598), noted that the inclusion of the women, peace and security framework is critical for efforts toward peacebuilding. Women's political participation, the prevention of sexual and gender based violence and the creation and implementation of national action plans were dominant themes referenced most often throughout the debate. Statements, including from Germany, Lichtenstein, Australia, and Italy focused on the importance of integrating the women, peace and security framework in all future Secretary-General reports, future country specific resolutions and mission mandates and renewals.

While most speakers discussed domestic advances toward the women, peace and security agenda and stressed the need to make progress on the implementation of resolution 1325 (2000), and on women's political participation in particular, most did not go into detail on what those endeavors would entail or how their respective individual member states would support such efforts in UN bodies or missions. A number of speakers, including from the Russian Federation, Australia, Indonesia, Gabon and Mexico, expressed that they were meaningfully engaged on the greater role of women in conflict and post-conflict situations beyond that of victims, including as mediators or in preventive diplomacy and as agents of peace. Speakers also stressed the importance of collaborating with civil society. Lebanon stressed the significance of regular consultations between special envoys and mediators and women's civil society groups, and Kazakhstan noted that women, peace and security issues can be supported through better collaboration with NGOs and humanitarian agencies. Both Liechtenstein and Switzerland's statements spoke of the policy work done by civil society, specifically noting the work done by the NGOWG and PeaceWomen.

Some Member States made statements calling for a narrower interpretation of the agenda, including China, whose statement stressed UN involvement only in countries already on the Security Council's agenda. The Russian Federation's statement also stressed that the framework be limited to those conflict-affected country situations on the Security Council's agenda.

In the meeting on 28 October 2011, the President of the Security Council read the Council's statement (**S/PRST/2011/20**), which focused on the role of women in conflict resolution processes, particularly on the continuing absence of women mediators and in preventive diplomacy efforts. Measures to remedy this implementation gap included funding and capacity for women in these processes, and a particular focus on conflict resolution in the next report of the Secretary-General on women, peace and security. The statement also emphasized efforts to fight impunity, including through support for the ICC. In line with the NGOWG MAP recommendations, it stressed the importance of incorporating women, peace and security issues into UN missions; and welcomed efforts of Member States to implement 1325 at the national level. No timetabled measures were provided in the PRST, nor were any specific accountability mechanisms recommended nor adopted.

January 2012

In February, the Security Council was expected to extend the mandates of the Special Representative on Sexual Violence in Conflict (SRSG) and the Team of Experts (Rule of Law/Sexual Violence in Conflict) as per resolution 1888 (OP 28). The prevention of acts of sexual violence in conflict related situations, and the necessity for full reparations for such crimes, continued to be a major concern, demonstrated by mass rape incidents in Fizi and Walikale, DRC. **NGOWG MAP recommendations** urged the Security Council, the Office of SRSG and all other relevant actors to ensure that survivors of sexual violence are meaningfully engaged in the design, implementation and evaluation of strategies and policy to address such crimes. Improved communications and information-sharing with survivors groups and other stakeholders was stressed to guarantee transparency and accountability. The Council was urged to ensure that UN Mission mandates include specific provisions aimed at preventing, protecting and prosecuting sexual violence, and to ensure that all UN country reports evaluate the status of women's human rights. Finally, Member States should inquire about any lack of such reporting.

Analysis

Covering the period from December 2010 to November 2011, the report of the Secretary-General submitted on 13 January 2012 (**A/66/657*-S/2012/33***) on conflict-related sexual violence is an

Council Action	Date	Code	WPS Reference?
Report	13-Jan-12	S/2012/33	Yes

update of the implementation of Security Council resolutions 1960 (2010), 1820 (2008), and 1888 (2009). The report details the progress made in the implementation of the MARA and the placement of women's protection advisors pursuant to Security Council Resolution 1960 (2010) (OP 18). The report includes an annex with specific information on particular incidences of conflict-related sexual violence, providing, for the first time, names and locations of parties credibly suspected of committing or being responsible for rape and other forms of sexual violence. The report calls on all parties to conflict to make specific and time bound commitments to cease acts of sexual violence and bring perpetrators to justice, urging the Security Council to increase pressure on perpetrators by adopting targeted and graduated measures by relevant sanctions committees. The report details the work by the SRSG on Sexual Violence in Conflict and the Team of Experts (ToE), noting that ToE initiatives led to the mapping of 30 major incidents of sexual violence in the DRC. It highlights key United Nations initiatives aimed at addressing conflict-related sexual violence that include training; a framework of early warning signs specific to conflict-related sexual violence; the production of the United Nations Guidance for Mediators on Addressing Conflict-Related Sexual Violence in Ceasefire and Peace Agreements; and the implementation of comprehensive strategies for prevention and response to sexual and gender-based violence.

The report details parties to armed conflict credibly suspected of committing/being responsible for acts of rape or other forms of sexual violence. The countries included in this section are Colombia, Cote d'Ivoire, Democratic Republic of Congo, Libya, Myanmar, Somalia, South Sudan, and Sudan (Darfur). It details information on conflict-related sexual violence in post-conflict situations and other situations of concern, including in post conflict situations (Central African Republic, Chad, Nepal, Sri Lanka, Bosnia and Herzegovina, Liberia, Sierra

Leone, and Timor-Leste), sexual violence in the context of elections, political strife, and civil unrest (Egypt, Guinea Kenya, and Syria), and sexual violence in other situations of concern. It is particularly noteworthy that the Secretary-General’s report does not include information on conflict-related sexual violence in Afghanistan, Iraq, Israel/Occupied Palestinian Territories, and Haiti, despite reports from of relevant crimes in these locations.

Recommendations to the Security Council include to increase pressure on perpetrators of conflict-related sexual violence, including through relevant sanctions committees; referrals to the International Criminal Court, mandating international commissions of inquiry and explicitly condemning violations in resolutions and presidential statements; to systematically reflect conflict-related sexual violence in the mandates of peacekeeping and special political missions; and to ensure it follows up on its own requests regarding women protection advisers and implementation of all resolutions on sexual violence in conflict. Recommendations for Member States include to ensure services for survivors; to draw upon the expertise of the United Nations Team of Experts; ensure that conflict-related sexual violence is addressed by United Nations and other mediators and envoys; ensure that regional and subregional organizations address conflict related sexual violence, and to adopt national and regional early warning systems in conflict-affected areas, drawing as appropriate upon the United Nations Matrix of Early-Warning Indicators of Conflict-Related Sexual Violence; and integrate scenario-based training on conflict-related sexual violence into the predeployment training curriculum of troop- and police-contributing countries.

February 2012

In February 2012, the Council was expected to discuss the report of the Secretary-General on conflict-related sexual violence, and review the mandate of the SRSG on Sexual Violence and the Team of Experts, as per resolution 1888 (2009) (OPs 4, 8, 28). In its discussions of the new MARA, and the annexed list required by resolution 1960 (2010), the NGOWG **MAP recommendations** urged the Council to ensure that full consideration is given to the health, safety and dignity of survivors; the presumption of innocence of alleged perpetrators; and coordination with national and international justice mechanisms. In all of these efforts, prevention and protection strategies should be guided by consultation with survivors and relevant civil society actors. The Council was urged to take this opportunity to review the consistency and efficacy with which it addresses sexual violence in conflict in its own work, and ensure that all these efforts are accompanied by the requisite resources, including political support, as per, inter alia, the recommendation of paragraph 117 of S/2012/33. In addition, the Council was again strongly urged to ensure that all country reports and mandate renewals evaluate the level of protection and promotion of women’s human rights.

Analysis

The Security Council meeting held on 23 February 2012 (S/PV.6722) on women and peace and security was convened to examine the Secretary-General’s report on conflict-related sexual violence (S/2012/33), which explicitly names and provides locations of those parties credibly suspected of committing or being responsible for rape and other forms of sexual violence.

Council Action	Date	Code	WPS Reference?
Meeting	23-Feb-12	S/PV.6722	Yes
Presidential Statement	23-Feb-12	S/PRST/2012/3	Yes

The Council was briefed by the SRSG on Sexual Violence in Conflict, who highlighted issues of prevention, the ongoing and lasting impact of sexual violence in conflict and the shift in the international community’s recognition of this as a tool and tactic in conflict, the importance of the report under discussion, and the need for the United Nations system to “deliver as one.” The Council was then briefed by the USG of Peacekeeping Operations, who spoke to DPKO’s work with the UN system, with mission mandates, and to support governments and civil society in their work to end sexual violence. The SRSG spoke specifically about DPKO’s work in Darfur

and the DRC, and noted the importance of women’s political, social, and economic empowerment. The Council was also briefed by with Amina Megheirbi of Libya, the representative from the NGO Working Group on Women Peace and Security, who focused on three key points of prioritizing prevention, ensuring a survivor centric-approach, and strengthening justice and accountability.

Most Member State statements in the Open Debate expressed support for the SRSG and her work, noting issues of impunity, prevention, monitoring and reporting, women’s participation in efforts to end conflict, the relationship between sexual violence in conflict and small arms and light weapons, with some statements recommending that reparation and funding frameworks be guided by a survivor-focused approach. Some statements also reflected the still-contested nature of this issue. A number of statements, including those by Pakistan, the Russian Federation, China, and Syria, expressed concern regarding the breadth of mandate of the SRSG, the strictness of the definition of sexual violence in conflict, and the reliability of some accounts in the report.

In the meeting on the 23 February 2012, the Security Council issued Presidential statement (**S/PRST/2012/3**) in which it condemned sexual violence, as well as all violations of international humanitarian and human rights law, calling for the complete and immediate cessation of such acts that challenge inclusive and sustainable peace processes. The statement stressed the importance of prevention, early warning, and effective response to sexual violence, and the need for continued timely, verified, and accurate data collection through the Monitoring, Analysis and Reporting Arrangements (MARA). The Council reiterated its intention to fight impunity, highlighting a number of mechanisms to do so at the national and international levels. The statement takes note of the parties named in the Secretary-General’s report and expresses the Council’s intention to consider appropriate action, including the possibility of targeted and graduated measures. The statement also calls on Member States to increase access services for victims of sexual violence. The statement details efforts to encourage Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations and reiterates that all UN military, police personnel, and other personnel should be provided with adequate training, including on sexual and gender-based violence. The Council looks forward to the deployment of women protection advisers to UN missions, as called for in resolutions 1888 (2009), 1889 (2009), and 1960 (2010). Finally, the statement underlines the importance of the work of the SRSG and the Team of Experts, and invites the SRSG to continue to provide information, briefings, and recommendations.

April 2012

With briefings expected in the Council from the UN Women Executive Director and the USG for Peacekeeping, NGOWG **MAP recommendations** focused women’s full and equal participation in political transitions and in the development of new political, economic, and social institutions. Emphasis should be placed on how the Council could build on previous good practice, notably relating to women’s empowerment and participation in peace talks. The Council was urged to ensure that all country reports and mandate renewals evaluate the level of protection and promotion of women’s human rights, and Member States to inquire about any lack of reporting.

Analysis

The Security Council meeting on 24 April 2012 (**S/PV.6759**) was convened to discuss recent developments in the area of women, peace and security and

Council Action	Date	Code	WPS Reference?
Meeting	24-Apr-12	S/PV.6759	Yes

on resolution 1325 (2000) through the engagement of women in conflict resolution and transitional justice. The USG and Executive Director of UN Women and the USG for Peacekeeping Operations briefed the Council. Discussing patterns in recent post-conflict elections, and the joint strategy on mediation between UN Women and DPA, the USG and Executive Director of UN Women noted efforts to increase gender expertise to mediation teams and increase the number of women mediators, observers, and negotiators involved in peace processes managed by the United Nations. Drawing on examples from the situations in Libya, Syria, Yemen, West Africa,

Sierra Leone, Mali the Balkans, and Central and South East Asia, the USG noted: the challenges women face in transition situations, particularly as political candidates; projects to train women mediators; and the ongoing work of civil society. The USG also noted concerns regarding impunity for crimes of gender-based violence, particularly regarding amnesty for war crimes.

The USG detailed a number of suggestions for the Council on these issues, including ensuring all representatives and advisors of the Secretary-General are consulted regarding women's participation in conflict resolution and political dialogue; ensuring more opportunities made available to women to engage in conflict resolution and peacebuilding forums; applying lessons learned from international and domestic judicial processes and prosecutions of sexual and gender-based crimes; ensuring Council mandates embed gender-sensitive constitutional and legal reform and discourage legal restrictions on women; providing technical expertise on reparations programs; and substantively addressing barriers to women's participation in elections in countries on the Council's agenda.

Providing an update on security, protection and equal participation of women in countries where the United Nations has peacekeeping operations, the USG for Peacekeeping Operations detailed the importance of women's political engagement, encouraging the use of temporary special measures to increase women's chances in elections processes and how UN actors on the ground can support women's political participation. He highlighted efforts by MONUSCO to conduct campaigns for local women to mitigate conflict-related sexual violence. The USG stressed that although peacekeeping missions could not act as a surrogate for State authority, they could support the vetting and training of national security institutions, and ensure that women became an integral part of those bodies in high-ranking, decision-making roles. In this vein, he detailed efforts of the police gender advisor in Haiti and efforts made in Liberia by UNMIL and in Côte d'Ivoire to recruit women into the security sector.



Children and Armed Conflict

Background

Children and Armed Conflict (CAAC) has been discussed within the Security Council since 1999 in over ten resolutions and presidential statements. Adding to the institutionalization of the CAAC agenda within the Council is the Working Group on Children and Armed Conflict. Established by Security Council resolution 1612 (2005), the Working Group is mandated to monitor and report on grave violations against children, including killing and maiming and/or rape and other sexual and gender-based violence, which per Security Council resolution 1882 (2009), serve as criteria for listing parties as violators in Secretary-General reports. The role of the Security Council includes also a monitoring and reporting mechanism to report on the six grave children's rights violations. During the first portion of the period under review in this report, Ms. Radhika Coomaraswamy was the Special Representative of the Secretary-General (SRSG) for Children and Armed Conflict.¹⁷ Her successor, Ms. Leila Zerroughi, was appointed by the Secretary-General on 13 July 2012.

For the period under review in this report, the key issues for children and armed conflict broadly pertained to strengthening child protection compliance including by expanding the sanctions architecture to include grave violations against children. In regards to LRA-affected areas in the Central African Region, key issues include abductions, recruitment and use of children by the armed group, as well as sexual and gender-based violence.

In the period under review, the Security Council received the following reports: pursuant to Security Council resolution 1612 (2005) concerning children and armed conflict in Colombia (S/2011/610 and S/2012/171); pursuant to Security Council resolutions 1612 (2005) and 1882 (2008) concerning the situation of children

¹⁷ UN, Office of the SRSG for CAAC, 2012. <http://childrenandarmedconflict.un.org/our-work/engagement-of-the-security-council/>

and armed conflict in Sri Lanka (S/2011/793); pursuant to Security Council resolution 1988 (2011), concerning the situation of children and armed conflict (S/2012/261); pursuant to the conclusions of the Security Council Working Group on the situation of Uganda (S/AC.51/2010/1), concerning the situation of children and armed conflict affected by the Lord's Resistance Army, with special emphasis on cross-border issues (S/2012/365). These reports also inform the discussion around the Council's negotiations on the mandates for SRSR for Children and Armed Conflict, the Working Group on Children and Armed Conflict, and on countries in which sanctions committees are in place (Côte d'Ivoire, the Democratic Republic of the Congo, Somalia and Sudan).

Security Council Action on Children and Armed Conflict				
Council Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	07-Oct-11	S/2011/610	Yes	*
	21-Dec-11	S/2011/793	Yes	*
	06-Mar-12	S/2012/171	Yes	*
	26-Apr-12	S/2012/261	Yes	*
	25-May-12	S/2012/365	Yes	*

The NGOWG did not provide MAP recommendations on CAAC for the period under review in this report.

October 2011

Analysis

Pursuant to Security Council resolution 1612 (2005), the report of the Secretary-General submitted on 7 October 2011 (S/2011/610) was the sixth report on

Council Action	Date	Code	WPS Reference?
Report	07-Oct-11	S/2011/610	Yes

the activities of the Security Council Working Group on Children and Armed Conflict. Covering the period from July 2010 to September 2011, the report includes conclusions and recommendations of the Working Group on Children and Armed Conflict that came about during 6 working group meetings, which covered progress made on action plans to halt such abuses in Colombia, DRC, Nepal, the Philippines, Somalia, Chad, Afghanistan, and Central African Republic. The report notes the persistence of sexual and gender-based violence by these groups, but does not provide gender-disaggregated data on these crimes. The meeting summaries also detailed issues of child recruitment, the use of children as suicide bombers, and killing and maiming. The report urged governments to fully support access to hospitals, schools, and humanitarian assistance to children, as well as legal implementation, of monitoring and reporting mechanisms concerning abuses of children.

December 2011

Analysis

Pursuant to Security Council resolutions 1612 (2005) and 1882 (2008), the report of the Secretary-General submitted on 21 December 2011 (S/2011/793) was the fourth report on

Council Action	Date	Code	WPS Reference?
Report	21-Dec-11	S/2011/793	Yes

the situation of children and armed conflict in Sri Lanka. Covering the period from February 2009 to June 2011, the report includes conclusions and recommendations of the Working Group on Children and Armed

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Conflict that find non-state groups, Tamil Makkal Viduthalai Pulikal (TMVP), Liberation Tigers of Tamil Elam (LTTE), and other non-State armed groups' in Sri Lanka responsible for grave violations against children in Sri Lanka. The Secretary-General notes the persistence of rape and sexual and gender-based violence by these groups, in particular of women and children. The report details the implementation of the tripartite action plan and the implementation of the emergency regulation issued in December 2008, and steps taken by the government to combat violations of these agreements. The Secretary-General urged the Government to fully support efforts to trace children separated from their parents during the conflict, plan and develop a post-conflict plan for children that addresses protection and psychosocial issues, restore educational and healthcare facilities, investigation of abuses concerning children in armed conflict, and to ensure a "zero-tolerance" approach for the recruitment of children, and to locate missing children.

March 2012

Analysis

Pursuant to Security Council resolution 1612 (2005), the report of the Secretary-General submitted on 6 March 2012 (S/2012/171) was the second report on the situation of children and armed

Council Action	Date	Code	WPS Reference?
Report	06-Mar-12	S/2012/171	Yes

conflict in Colombia. Covering the period from January 2009 to August 2011, the report includes conclusions and recommendations of the Working Group on Children and Armed Conflict that find non-state groups, FARC-EP, ELN and other non-State armed groups' in Colombia responsible for all six grave violations against children in Colombia. The Secretary-General notes the persistence of rape and sexual and gender-based violence by these groups, in particular of girls, and provides gender-disaggregated data on these crimes. Detailing steps taken by the government to combat violations, including efforts made to address impunity and reparations, the Secretary-General urged the Government to fully support monitoring and reporting mechanisms. The Secretary-General, concerned at the linkages between displacement and child recruitment, sexual and gender-based violence and the presence of landmines in Colombia urges the Government to ensure a more comprehensive approach in the prevention of child displacement and protection of displaced children.

April / May 2012

Analysis

The Secretary-General's annual report, submitted on 26 April 2012 (A/66/782-S/2012/261), covering the period from January to December 2011, was submitted pursuant to Security Council resolution 1998 (2011), as a report on the implementation of Security Council resolutions 1261 (1999), 1314 (2000), 1379 (2001), 1460 (2003), 1539 (2004), 1612 (2005), 1882 (2009) and 1998 (2011), as well as its presidential statements on children and armed conflict.

Council Action	Date	Code	WPS Reference?
Report	26-Apr-12	S/2012/261	Yes
Report	25-May-12	S/2012/365	Yes

Providing gender-disaggregated data, the Secretary-General reports on grave violations committed against children including those that recruit or use children, kill or maim children, commit rape and other forms of sexual and gender-based violence against children, or engage in attacks on schools and/or hospitals or deny humanitarian access in situations of armed conflict. The report covers progress made on action plans to halt such abuses in 23 country situations, 16 of which are on the agenda of the Security Council. It includes the additions of Libya and the Syrian Arab Republic and the removal of Haiti and Burundi. It also includes a section on the LRA-affected Central African region. It reports that, with the expansion of the sanctions architecture to include grave violations against children, Somalia was added to the list of countries that have designation criteria for grave violations against

children that already included the Democratic Republic of the Congo, Côte d'Ivoire, and the Sudan. The annex of the report is a compilation of lists of parties to conflict that are responsible for these grave violations, noting those parties to conflict that are considered “persistent perpetrators” for having been in the annexes for at least five years.

The Secretary-General's report on the situation of children and armed conflict affected by the Lord's Resistance Army submitted on 25 May 2012 (S/2012/365) outlines the current conclusions of the Security Council Working Group on the situation of Uganda (S/AC.51/2010/1), specific to the situation of children and armed conflict affected by the Lord's Resistance Army (LRA) with special emphasis on cross-border issues. It provides gender-disaggregated data on grave violations against children in the Central African Republic, the Democratic Republic of the Congo, the Sudan and Uganda, extensively reporting on sexual and gender-based violence against children, and on the stigmatization of girl survivors returning with babies. It concludes by recommending that the Working Group on Children and Armed Conflict continue to receive reports on the situation of children affected by the LRA.



Peacekeeping

Background

Peacekeeping is used by the United Nations Security Council to assist countries in the transition from conflict to peace, and maintain international peace and security. The multidimensional nature of conflicts has seen an expansion in the mandate of peacekeeping operations, which now include: the facilitation of political processes and organization of elections; protection of civilians; the protection and promotion of human rights; restoration of the rule of law; and assisting in the disarmament, demobilization and reintegration process of former combatants.¹⁸ Despite its first use in 1948 following the Security Council authorization of the United Nations Truce Supervision Organization (UNTSO), peacekeeping was officially addressed as a thematic issue area during the discussion, “An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping” at the 3128th Security Council meeting (S/PV.3128) on 29 October 1992. Following this, two further developments occurred placing peacekeeping firmly on the Security Council's agenda. These were the Presidential Statement in May 1994 (S/PRST/1994/22), and the Report of the Panel on UN Peace Operations, known as the Brahimi Report (A/55/305), in August 2000. In the 2000 report, the Council made proposals on improving UN systems and processes for the management of peacekeeping operations.¹⁹ The Department of Peacekeeping (DPKO), established in 1992, is tasked with providing political and executive direction to peacekeeping operations and works closely with the Security Council, troop and financial contributors, and parties to the conflict in the implementation of Security Council mandates. Currently Hervé Ladsous serves as Under Secretary-General for Peacekeeping Operations. As of June 2012 there are 17 UN peacekeeping operations deployed worldwide.²⁰

For the period under review in this report, concerns included the relationship between troop- and police-contributing countries; securing adequate funding; moving from short-term thinking to strategic long-term planning; the Council's role in transitions in peacekeeping; and improving coordination and coherence among all peacebuilding actors.²¹ As raised in the **NGOWG MAPs**, key women, peace and security concerns regarding peacekeeping are ensuring sufficient senior-level gender expertise in missions and mission planning; ensuring consistent and substantive reporting, analysis, and recommendations in country and situation reports; and ensuring that policy directives from UNHQ are translated into practice in the field.

¹⁸ UN DPKO, Peacekeeping Operations, 2012. <http://www.un.org/en/peacekeeping/operations/>

¹⁹ UN DPKO, Peacekeeping Operations: The Early Years, 2012. <http://www.un.org/en/peacekeeping/operations/early.shtml>

²⁰ UN DPKO, Peacekeeping Operations, 2012. <http://www.un.org/en/peacekeeping/operations/>

²¹ SC Report, Peacekeeping, 2012. <http://whatsinblue.org/2012/03/briefing-and-consultations-on-peacekeeping-missions.php>

Briefings from the head of the Department of Peacekeeping Operations (DPKO) and the Force Commanders from various UN peacekeeping missions centered on troop-and police-contributing countries (TCCs/PCCs), adequate funding for peacekeeping missions, and transitions in peacekeeping with regards to peacebuilding tasks.

Security Council Action on Peacekeeping				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Meetings	26-Aug-11	S/PV.6603	Yes	Partially
	26-Mar-12	S/PV.6740	No	*
	20-Jun-12	S/PV.6789	Yes	*
Presidential Statements	26-Aug-11	S/PRST/2011/17	No	No

The NGOWG provided recommendations on peacekeeping in August 2011.

August 2011

In its expected discussion on peacekeeping, the NGOWG **MAP recommendations** urged the Council to substantively address issues of particular concern regarding women, peace and security, including ensuring sufficient senior-level gender expertise in missions; to devote adequate analysis and recommendations regarding women, peace and security in all country and situation reporting; and consistently address all relevant aspects of women, peace and security in mission mandates. MAP recommendations stressed that the Council should also ensure that policy directives from United Nations Headquarters are translated into concrete action on the ground, particularly in regards to the protection elements of mandates, including by utilizing the Protection of Civilians Aide Memoire (S/PRST/2010/25), which highlights the importance of women’s empowerment in protection strategies.

Analysis

The Security Council meeting held on 26 August 2011 (**S/PV.6603**) focused generally on the future of peacekeeping, with a more specific focus on the relationship between police and troop contributing countries, the changing nature of peacekeeping, and developments in peacekeeping. Speakers addressed some key areas of women, peace and security, including mainstreaming gender throughout missions and providing gender training for peacekeepers, and reflected MAP recommendations that stressed the importance of consistency in addressing women, peace and security in mission mandates. The representative from South Africa noted the importance of gender mainstreaming in peacekeeping operations to ensure that women’s concerns are adequately integrated into all policy aspects of peacekeeping missions and the representative from Portugal highlighted the importance of gender training. Other statements, such as those from the representative of Slovenia, spoke to continued concerns for accountability regarding sexual exploitation and abuse by peacekeepers. Member states representatives including those from Norway, Kyrgyzstan, and the Philippines emphasized the importance of women’s participation in peacekeeping forces. In addition to these comments, representatives from both Portugal and France commended endeavors to increase women’s participation in decision-making and electoral and post-conflict rebuilding processes.

Council Action	Date	Code	WPS Reference?
Meeting	26-Aug-11	S/PV.6603	Yes
Presidential Statement	26-Aug-11	S/PRST/2011/17	No

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

The President of the Security Council issued a presidential statement (S/PRST/2011/17) during the meeting on 26 August 2011 which reiterated the importance of communicating between troop- and police-contributing countries, and stated the intention to strengthen consultations with all stakeholders involved in peacekeeping operations. There is no reference to women, peace and security issues, despite, as referenced in the NGOWG MAP recommendations, there being opportunities to discuss: strengthening consultations with women’s civil society, as key stakeholders in the communities hosting peacekeeping operations; ensuring sufficient senior-level gender expertise in missions; devoting adequate analysis and recommendations regarding women, peace and security in all country and situation reporting; and consistently address all relevant aspects of women, peace and security in mission mandates.

March 2012

Analysis

The 26 March 2012 Security Council meeting (S/PV.6740) was held to discuss the role of peacekeepers in peacebuilding and the related issue of transitions on United Nations peacekeeping operations. The USG for Peacekeeping Operations, and the USG for Field Support briefed the Council clarifying the role of peacekeepers in peacebuilding. Although discussion centered on bringing together the fuller spectrum of capacities of the United Nations system, integrating planning and leadership across missions, gender expertise and leadership was conspicuously absent from the discussion. Discussion focusing on the transition phase was also lacking attention to women, peace and security despite the fact that women’s participation during these processes is crucial for sustainable peace, and given the significant challenges women face regarding peacebuilding and reconstruction activities.

Council Action	Date	Code	WPS Reference?
Meeting	26-Mar-12	S/PV.6740	No

June 2012

Analysis

The Security Council meeting held on 20 June 2012 (S/PV.6789) included comments from Force Commanders and Chief Military Observers regarding ongoing peacekeeping operations. A number of women, peace and security concerns were raised in the meeting. Portugal and Guatemala touched upon gender regarding operational military standards and the training of UN personnel, emphasizing the necessity of training in appropriate gender-related conduct, and specifically including women’s participation as an essential objective incorporated into personnel training. Some Member States, including the United States, raised the issue of accountability for sexual exploitation and abuse by peacekeepers. Raising women’s rights and issues of protection for women and children, the representative from France spoke about the need to integrate women into police and armed forces.

Council Action	Date	Code	WPS Reference?
Meeting	20-Jun-12	S/PV.6789	Yes

Protection of Civilians

Background

Protection of Civilians encompasses activities aimed at obtaining full respect for all individuals in accordance with the universally accepted rules of international humanitarian, human rights and refugee law. It primarily addresses the specific threats to civilians during periods of conflict and sets out operational obligations that draw

on the Geneva Conventions of 1949.²² Protection of Civilians (POC) first appeared on the United Nations Security Council’s agenda in 1998, when Secretary-General Kofi Annan’s report on the causes of conflict and the promotion of peace and sustainable development in Africa (S/1998/318) set a precedent in acknowledging the “humanitarian imperative” of the protection of civilians in situations of conflict. In 1999, Presidential Statement (S/PRST/1999/6) and Resolution 1265 (1999) saw the first formal adoption of POC as a separate thematic issue on the Security Council’s agenda. Since these landmarks, the Security Council has remained committed to addressing the issue both thematically and in country-specific situations.²³ Subsequent resolutions include 1296 (2000), 1502 (2003), 1674 (2006), 1738 (2006), and 1894 (2009).

In addition, the Security Council has numerous tools at its disposal to systematize its work on POC. An Aide-Mémoire was endorsed in the 2002 presidential statement (S/PRST/2002/6) as an instrument of guidance to facilitate the Council’s consideration of POC, which includes a strong gender component. This was last revised on 22 November 2010 and endorsed by the Council in its 22 November 2010 presidential statement (S/PRST/2010/25). It is important to highlight that this gender component emphasizes women’s participation as a key protection strategy, notably in section III. Another effort aimed at assisting the Security Council’s work on POC was the creation of the informal expert group on protection of civilians, in which UN experts provide specific information on protection concerns to Security Council members in advance of mandate renewals.

The Secretary-General, in his 2009 report, detailed five core challenges for the protection of civilians that include, enhancing compliance of parties to the conflict with their obligations, engagement with non-State armed groups, protecting civilians through peacekeeping and other missions, humanitarian access and enhancing accountability for violations.²⁴ Additional challenges include accountability for violations of international humanitarian and human rights law, ensuring that there is a consensus on the Council’s approach to protection challenges, and guaranteeing that thematic principles are translated into protection on the ground.²⁵ One of the biggest challenges during the reporting period for the protection of civilians agenda is political consideration in the Security Council, particularly in the aftermath of Council’s 2011 action in Libya, and the Council’s inability to reach satisfactory consensus regarding Syria. Specific women, peace and security concerns, as highlighted in the **NGOWG MAP**, include how to enhance accountability for violations of international human rights, and of humanitarian and refugee law, particularly against women and girls in conflict-affected situations. There is also a need for the Council to more consistently utilize the gender specific elements of the Protection of Civilians Aide Memoire (S/PRST/2010/25).

During the period under review in this report, the Council considered the Secretary-General’s report on protection of civilians (S/2012/376).

Security Council Action on Protection of Civilians				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	22-May-12	S/2012/376	Yes	Yes
Meetings	09-Nov-11	S/PV.6650	Yes	*
	25-Jun-12	S/PV.6790	Yes	Partially

²² UN OCHA, Thematic Areas: Protection, 2012. <http://www.unocha.org/what-we-do/policy/thematic-areas/protection>

²³ UN OCHA, Institutional History of Protection of Civilians, 2012. <http://ochaonline.un.org/HumanitarianIssues/ProtectionofCiviliansinArmedConflict/InstitutionalHistoryofProtectionofCivilians/tabid/1197/language/en-US/Default.aspx>

²⁴ UN, S/2009/277, 2009. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/2009/277>

²⁵ UN OCHA, Thematic Areas: Protection, 2012. <http://www.unocha.org/what-we-do/policy/thematic-areas/protection>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

The NGOWG provided recommendations on Protection of Civilians in June 2012

November 2011

Analysis

In the biannual open debate on the protection of civilians in armed conflict held on 9 November 2011 (S/PV.6650), the Secretary-General detailed five core challenges for the protection of civilians. These include: enhancing compliance with international human rights and humanitarian law; constant engagement of non-State armed groups; proactive, ensuring that peacekeepers are well-trained; providing humanitarian access to civilians and enhancing accountability. While he noted that protection is essential, the Secretary-General noted the importance of addressing the causes of conflict and not only its symptoms. He stressed that “only political solutions can end and prevent the vast majority of conflicts and ensure the safety and well-being of those who would otherwise bear the brunt”.

Council Action	Date	Code	WPS Reference?
Meeting	09-Nov-11	S/PV.6650	Yes

Women, peace and security issues were featured in statements concerning sexual violence in conflict, particularly regarding the enhancement of accountability and efforts to fight impunity, and efforts to empower women and girls.²⁶ The presidential statement adopted at the October 2011 open debate on women, peace and security (S/PRST/2011/20) was referenced multiple times throughout the discussion, an important interlinking of these two related thematic areas.

Women, peace and security issues were featured in statements concerning sexual violence in conflict, particularly regarding the enhancement of accountability and efforts to fight impunity, and efforts to empower women and girls.²⁶ The presidential statement adopted at the October 2011 open debate on women, peace and security (S/PRST/2011/20) was referenced multiple times throughout the discussion, an important interlinking of these two related thematic areas.

May / June 2012

In its discussion on the Protection of Civilians, the NGOWG **MAP recommendations** urged the Council to review obstacles to accountability for violations of international human rights, and of humanitarian and refugee law, in particular against women and girls in conflict-affected situations. The Council was urged to focus on how to concretely implement existing norms related to protection of civilians, including through the resources available in the Protection of Civilians Aide Memoire (S/PRST/2010/25), especially those pertaining to women’s participation and other women, peace and security issues.

Analysis

In the ninth report on the protection of civilians in armed conflict date 22 May 2012 (S/2012/376) the Secretary-General, noting that parties to conflicts frequently failed to comply with their obligations under international humanitarian law to protect civilians and protect human rights, reports that the “abysmal state of protection of civilians had changed little.” The Secretary-General discussed and made recommendations on the five core challenges to ensure more effective protection of civilians that include: enhancing compliance, enhancing compliance by non-State armed, protection of civilians by UN peacekeeping and other missions, humanitarian access, and accountability. The Secretary-General notes the importance of approaches that enhance the ability for humanitarian access, and encourages Member States to consult with humanitarian actors. As recommended in the NGOWG June MAP, the Secretary-General called for accountability for violations of international humanitarian and human rights law noting that the Human Rights Council

Council Action	Date	Code	WPS Reference?
Reports	22-May-12	S/2012/376	Yes
Meeting	25-Jun-12	S/PV.6790	Yes

obligations under international humanitarian law to protect civilians and protect human rights, reports that the “abysmal state of protection of civilians had changed little.” The Secretary-General discussed and made recommendations on the five core challenges to ensure more effective protection of civilians that include: enhancing compliance, enhancing compliance by non-State armed, protection of civilians by UN peacekeeping and other missions, humanitarian access, and accountability. The Secretary-General notes the importance of approaches that enhance the ability for humanitarian access, and encourages Member States to consult with humanitarian actors. As recommended in the NGOWG June MAP, the Secretary-General called for accountability for violations of international humanitarian and human rights law noting that the Human Rights Council

²⁶ Statements containing gender-specific references were made by the UN Secretary-General, Armenia, Austria, Bangladesh, Bosnia and Herzegovina, Canada, China, France, Germany, Guatemala, Honduras, Luxembourg, Norway, Portugal, Slovenia, South Africa, Sri Lanka, Switzerland, United Kingdom, United States of America, ICRC Director of International Law and Cooperation, & the EU.

established commissions of inquiry in relation to Cote d'Ivoire, Libya, and the Syrian Arab Republic.

References to women, peace and security in this report are minimal, and focus almost exclusively on sexual violence.²⁷ The Secretary-General details in one paragraph that women continue to be the subjects of various forms of violence, referencing sexual violence, and noting that UNAMA reported an increase of women and children killed in conflict related violence in 2011 over 2012. He further notes that sexual violence continues to be a prominent feature of conflict and notes that sexual violence remains widespread in Cote d'Ivoire, the DRC, Libya and Northern Mali. There are several other minor references to sexual violence throughout the report.

Unfortunately, the report misses the opportunity to highlight the participation elements of the protection agenda, nor does it address any of the gender-specific concerns around displaced populations. Multiple examples of how to address both of these issues are given in the Protection of Civilians Aide Memoire (S/PRST/2010/25), most notably in section III on the "protection, health and assistance needs of women and girls," and on the "equal participation and full involvement of women in the prevention and resolution of armed conflict."

On 25 June 2012 the Council held its biannual open debate on the protection of civilians in armed conflict **S/PV.6790**. Focusing primarily on the Secretary-General's report S/2012/376, and featuring briefings by the USG for Humanitarian Affairs and by the Secretary-General who noted that more must be done to protect women and children during armed conflict. Over 30 speakers also raised a number of country-specific protection concerns, including Afghanistan, the Democratic Republic of the Congo, Somalia, South Sudan, Sudan, Syria, and Yemen.

References to women, peace and security were again limited to sexual violence during conflict, and the particularly vulnerable state of women and children civilians during armed conflict.²⁸ As many speakers noted, accountability is integral to future efforts to protect civilians during conflict, particularly in this regard. Partially reflecting MAP recommendations, speakers urged the Council to undertake human rights monitoring and to enhance accountability provisions in resolutions. Discussion could have highlighted efforts to consult women regarding protection strategies and in all efforts to negotiate and mitigate conflict, particularly given the recognition in the Protection of Civilian Aide Memoire of the importance of women's agency and participation, not solely a focus on women's victimization.

²⁷ Statements containing gender-specific references were made by Argentina, Armenia, Austria, Bangladesh, Canada, Chile, Estonia, Germany, Greece, Guatemala, India, Indonesia, the Republic of Korea, Libya, Portugal, South Africa, Sri Lanka, Togo, the United Kingdom, the United States, Uruguay, Venezuela, USG for Humanitarian Affairs Valerie Amos, the Group of Friends on the Protection of Civilians, and the Nordic Countries.

²⁸ Statements containing gender-specific references were made by Argentina, Armenia, Austria, Bangladesh, Canada, Chile, Estonia, Germany, Greece, Guatemala, India, Indonesia, the Republic of Korea, Libya, Portugal, South Africa, Sri Lanka, Togo, the United Kingdom, the United States, Uruguay, Venezuela, USG for Humanitarian Affairs, Group of Friends on the Protection of Civilians, and the Nordic Countries.

III. The Daily Work of the Security Council (cont.)

COUNTRY SITUATIONS

Afghanistan

Background

Afghanistan has been on the United Nations Security Council's agenda since 1994, during which time the situation in Afghanistan has remained insecure both militarily and politically, with continued resurgent Taliban attempts to regain power, and the state of democratic institutions established throughout the political reconstruction process of the past decade remaining precarious.²⁹ There are two key international peacekeeping and political missions in Afghanistan: the International Security Assistance Force (ISAF) (managed by NATO) and the United Nations Assistance Mission in Afghanistan (UNAMA) (managed by the UN Department of Political Affairs). In December 2001, Security Council resolution 1386 established the mandate for the International Security Assistance Force (ISAF) in Afghanistan. NATO assumed command of the operation in August 2003, and the Security Council has repeatedly extended its mandate, most recently until 13 October 2012 as per Security Council resolution 2011 (2011).³⁰ Since 2002, developments in Afghanistan have included the adoption of a new constitution, a presidential election in 2004, and National Assembly elections in 2005. While some progress toward building a stable central government has been made, the violence and destabilization caused by armed groups targeting and attacking civilians has overshadowed and diluted many advancements.

The current UN mission, UNAMA, was established in March 2002 via Security Council resolution 1401 as a Special Political Mission, intended to support the implementation of the Bonn Agreement.³¹ Security Council resolution 2041 (2012), adopted on 22 March 2012, renewed UNAMA's mandate, which comprises of coordinating the international civilian efforts to strengthen security and development, cooperation with NATO/ISAF for transition, reconciliation, elections, regional cooperation, human rights and humanitarian assistance, as well as following up on the commitments made at London, Kabul and Bonn conferences, until 22 March 2013.³²

As of June 2012, the size and composition of UNAMA is estimated at a total of twenty-one personnel, including one woman police officer and one woman military expert.³³ The size of ISAF was 112,579 troops, according to data from January 2012, however there is no information regarding breakdown of troops by gender.³⁴ In terms of leadership of UNAMA, from June 2004 through June 2007 Ameerah Haq (Bangladesh), was the DSRSG. During the period under review in this report, there was not a woman holding either the SRSR or DRSG position of UNAMA, and there is also no information regarding whether or not there has ever been a female commander of ISAF.³⁵ The Gender Affairs Officer for UNAMA is Stella Tandai Makanya and the Gender Advisor for ISAF is Major Kristen Hovde.³⁶

For the period under review in this report, the primary challenges facing Afghanistan were the security situation, accountability of Afghanistan law enforcement, the situation of human rights, protection of civilians, and ensuring the Afghan Government was prepared to take on the roles that the international community had

²⁹ UN, Repertoire of the Practice of the SC, 2012. http://www.un.org/en/sc/repertoire/93-95/Chapter%208/ASIA/93-95_8-17-AFGHANISTAN.pdf

³⁰ NATO, ISAF, 2012. <http://www.isaf.nato.int/history.html>

³¹ PeaceWomen, Afghanistan, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/afghanistan

³² UN, UNAMA: Mandate, 2012. <http://www.unama.unmissions.org/Default.aspx?tabid=12255&language=en-US>

³³ UN DPKO, Gender Statistics, 2012. http://www.un.org/en/peacekeeping/contributors/2012/june12_6.pdf

³⁴ NATO, ISAF, 2012. <http://www.isaf.nato.int/troop-numbers-and-contributions/index.php>

³⁵ PeaceWomen, Afghanistan, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/afghanistan

³⁶ NATO, NCGP 2012 Meeting, 2012. http://www.nato.int/issues/women_nato/meeting-records/2012/meeting-records-2012.html

previously assumed, particularly in regards to security.³⁷ As reflected in the **NGOWG MAP**, the key women, peace and security challenges during the period under review included ensuring equal and full participation of women in public life and in all Afghan peace processes, ensuring consultation with women in peace and reconciliation efforts, and ensuring that any Afghan and international agreements with the Taliban and other insurgent groups conform with Afghanistan's obligations under international humanitarian and human rights law.³⁸

In the period under review, the Security Council received, as per its request in resolution 1974 (2011), quarterly reports from NATO on ISAF (**S/2011/562, S/2011/760, S/2012/150 S/2012/424**). The Council also received, as per its request in resolution 1974 (2011), reports from the Secretary-General on UNAMA (**S/2011/590, S/2011/772, S/2012/133** and **S/2012/462**). These reports also inform the discussions around the Council's negotiations on the mandate for UNAMA as well as the International Security Assistance Force (ISAF). The Security Council reviewed and subsequently renewed the mandates of both ISAF, with the adoption of resolution **2011 (2011)**, and UNAMA, with the adoption of resolution **2041 (2012)**. The UNAMA reports are relatively unique amongst Secretary-General country reports in that they contain benchmarks (more information and analysis below) to measure progress in achieving goals.

Security Council Action on Afghanistan				
Action	Date	Code	WPS Reference?	MAP Reflected?
Reports	08-Sep-11	S/2011/562	Yes	No
	21-Sep-11	S/2011/590	Yes	Partially
	07-Dec-11	S/2011/760	Yes	Partially
	13-Dec-11	S/2011/772	Yes	Partially
	05-Mar-12	S/2012/133	Yes	Yes
	12-Mar-12	S/2012/150	Yes	Partially
	11-Jun-12	S/2012/424	Yes	Partially
	20-Jun-12	S/2012/462	Yes	Partially
	29-Sep-11	S/PV.6625	Yes	No
	12-Oct-11	S/PV.6629	<i>No Debate</i>	<i>No Debate</i>
	19-Dec-11	S/PV.6690	Yes	Partially
	20-Mar-12	S/PV.6735	Yes	Yes
	22-Mar-12	S/PV.6738	<i>No Debate</i>	<i>No Debate</i>
	27-Jun-12	S/PV.6793	Yes	Yes
Meetings	29-Sep-11	S/PV.6625	Yes	No
	12-Oct-11	S/PV.6629	<i>No Debate</i>	<i>No Debate</i>
	19-Dec-11	S/PV.6690	Yes	Partially
	20-Mar-12	S/PV.6735	Yes	Yes
	22-Mar-12	S/PV.6738	<i>No Debate</i>	<i>No Debate</i>
	27-Jun-12	S/PV.6793	Yes	Yes
Presidential Statements	19-Dec-11	S/PRST/2011/22	No	No
Resolutions	12-Oct-11	S/RES/2011 (2011)	No	No
	22-Mar-12	S/RES/2041 (2012)	Yes	Yes

The NGOWG provided recommendations on the situation in Afghanistan in September, October and December 2011 and in March and June 2012.

³⁷ UN SC,S/2012/133, 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/2012/133>

³⁸ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/afghanistan/>

September 2011

In advance of the release of the Secretary-General's regular report on Afghanistan, and ahead of the Council's mandate renewal of ISAF and the Istanbul and Bonn conferences on Afghanistan that had been set for November and December respectively, the NGOWG **MAP recommendations** stated that the report should contain a comprehensive assessment of ongoing violations of women's rights in Afghanistan to participate equally in public life and all Afghan peace processes, urging Council members to inquire into any lack of such reporting.

Analysis

In the letter containing the quarterly report of ISAF dated 8 September 2011 (**S/2011/562**), focus was on the security situation, progress of Afghan National Security Forces, army, air force, police, private security companies, counter-

Council Action	Date	Code	WPS Reference?
Reports	08-Sep-11	S/2012/376	Yes
Reports	21-Sep-11	S/2011/590	Yes
Meeting	29-Sep-11	S/PV.6625	Yes

narcotics, good governance, development, and civilian casualties. Women, peace and security issues are discussed in the report's sections on development, focusing on women's access to health services and participation as medical providers. Despite discussion on the move towards an Afghan-led and Afghan-owned peace and reconciliation process, the report failed to include a comprehensive assessment of violations of women's rights, with regards to women's participation in the peace process and public life. Moreover, while the report detailed efforts of the first working group of the Afghanistan Pakistan Joint Commission for Peace, information on the full and equal inclusion of women in these processes was distinctly absent. The report misses the opportunity to call for mechanisms to ensure women's participation in the drafting, negotiating and implementation of peace agreements. Further, gender-disaggregated data on the proportion of women in the security forces was absent, and the report missed the opportunity to call for an expanded role of women with the military, police and additional security services.

The Secretary-General's update report received on 21 September 2011 (**S/2011/590**) discussed developments in Afghanistan from 23 June 2011 to 21 September 2011, focusing on issues including key political and security developments, human rights, governance and the rule of law, implementation of the Kabul process and aid coherence, development and humanitarian assistance, counter-narcotics, and mission support. Women, peace and security issues, primarily obstacles to women's full participation in public life and peace processes alongside justice for sexual and gender-based violence, were discussed in the report's sections on human rights, implementation of the Kabul conference, and development and humanitarian assistance. Reflecting the NGOWG MAP recommendations, the Secretary-General reported on capacity building projects for women, emphasizing programming for women in civil society and for agricultural development, on women as victims of violence, and on gender sensitivity training. Additionally, the Secretary-General reported on ongoing violence against women and on the persecution of victims over perpetrators, which specifically speaks to the NGOWG's request that the report include an assessment of ongoing violations of women's right to participate in public life. Missed opportunities for the inclusion of the women, peace and security include in discussion of the national priority program on law and justice where there is no information provided on whether the reforms included women, peace and security concerns.

The Security Council meeting on 29 September 2011 (**S/PV.6625**) discussed the recent report of the Secretary-General (S/2011/590), and included briefings from the Afghan Minister for Foreign Affairs, and the SRSG and Head of UNAMA. A number of the statements referenced the importance of women's rights, with several Member States, notably Portugal, emphasizing the centrality of women's role in all aspects of politics and peace processes. Some speakers, including from the EU, noted that female leaders were needed at the table in the preparations for the December 2011 Bonn conference.³⁹

³⁹ Statements containing gender-specific references were made by UNAMA, Afghanistan, United States, Nigeria, South Africa, Portugal, India, Lebanon, Canada, and the EU.

October 2011

NGOWG **MAP recommendations** focused on the mandate of ISAF and noted the importance reducing displacement, and encouraged the Council to strengthen ANSF oversight and accountability mechanisms to protect civilians from abuses. Further, in light of concerns about the Taliban, the MAP recommended that an effective, adequately resourced and independent police ombudsperson is established, with the authority to investigate complaints against the police, and of police failure to investigate other offences including crimes against women. In this vein, the MAP detailed also that the Council should ensure that members of the Afghan government and insurgent groups are not granted impunity for war crimes, that any political agreement between the Afghan government and insurgent groups include verifiable benchmarks for the parties' conformity with their human rights obligations, including trends in the school attendance by girls, and the ability of aid workers and civil society, in particular women's human rights defenders, to operate freely. The MAP stressed that the Council ensure that reconciliation talks be inclusive and reflective of Afghan civil society, including women and minority groups.

Analysis

Security Council **resolution 2011 (2011)** was adopted unanimously on 12 October 2011 (**S/PV.6629**). The resolution extended the mandate renewal of ISAF for twelve months, until

Council Action	Date	Code	WPS Reference?
Meeting	12-Oct-11	S/PV.6629	<i>No Debate</i>
Resolution	12-Oct-11	S/RES/2011 (2011)	No

12 October 2012, to support the peace process amid concerns over the deteriorating security situation. The resolution notes in the preamble that all parties to the conflict must take feasible steps to ensure the protection of affected civilians, especially women, children and displaced persons, however it fails to address gender specific concerns of women, peace and security and the issues that prevent women from full and equal participation in the operative paragraphs. Missed opportunities, as laid out in the NGOWG MAP, include reinforcing that reconciliation processes be inclusive and reflective of Afghan society, and support protection of women's human rights defenders and women's rights.

December 2011

Noting that the situation in Afghanistan remained dangerous, particularly for women, the NGOWG **MAP recommendations** urged that, in its discussion of the situation in Afghanistan, the Security Council reinforce that Afghan women must play an active role in all efforts to negotiate a peaceful future for the country, including by inquiring into efforts to support women's participation in reconciliation efforts. The NGOWG also urged the Council to support additional UN capacity to address humanitarian needs, including an increase in UNHCR and OCHA protection and humanitarian affairs officers in regional offices, and recommended that the Council ensure political agreements between the Afghan government and insurgent groups include verifiable benchmarks to evaluate the parties' conformity with human rights obligations.

Analysis

The quarterly report on ISAF submitted to the Security Council by NATO, dated 7 December 2011 (**S/2011/760**), covered the security situation, progress of Afghan National Security Forces, Army, Air Force, and Police, private security

Council Action	Date	Code	WPS Reference?
Report	07-Dec-11	S/2011/760	Yes
Report	13-Dec-11	S/2011/772	Yes
Meeting	19-Dec-11	S/PV.6690	Yes

companies, counter-narcotics, good governance, development, and civilian casualties. Women, peace and security issues are discussed to a limited degree in the report's sections on women serving in the Afghan National Police force and the promotion of gender equity in the army, detailing an increase in female staff members. However

holistically examining the report there are definite gaps in these efforts, and women's integration is only reference with regards to the Afghan security forces. Missed opportunities for discussion of women, peace and security issues include, in line with the NGOWG MAP recommendations, calling for all parties engaged in Afghanistan to account for measures taken to include women and women's priorities in high-level discussions on peace, reintegration and reconciliation processes. Whilst the Secretary-General reports on data which reflects incidents of conflict-related civilian casualties, this only includes civilian deaths and those wounded, and further the report neglects to touch upon the call for verifiable benchmarks evaluating whether the Afghan government and insurgents have taken steps to conform with human rights obligations, and that all benchmarks, reporting and monitoring efforts have explicit and robust gender components and disaggregated data.

The Secretary-General's report dated 13 December 2011 (**S/2011/772**), submitted pursuant to Security Council resolution 1974 (2011) was an update on the activities of the UN in Afghanistan, including UNAMA, since September 2011. The report covers political and security developments, regional cooperation, human rights, implementation of the Kabul process, governance and rule of law, development and humanitarian assistance, counter-narcotics activities, and mission support. Women, peace and security issues, primarily combatting violence against women and legal reform and justice issues, are discussed in the sections of the report on human rights, development and humanitarian assistance, and observations. In terms of legal reform, the report describes efforts to promote gender equity in Afghanistan society, as well as notes that a report was published by UNAMA in 2011 which analyzed progress made in implementing the 2009 Law on the Elimination of Violence Against Women. Women's civil society organizations' participation at international conferences is referenced, reinforcing the importance of a strong women's civil society as part of the reconciliation, partially reflecting NGOWG MAP recommendations. Protection of women from sexual and gender-based violence is also discussed, as is women's education. Within the section on education, gender-disaggregated data is provided detailing levels of female literacy. Missed opportunities to discuss women, peace and security issues include in discussion of women's participation in political processes, as well as discussion of how women's protection could be strengthened.

The Security Council meeting on 19 December 2011 (**S/PV.6690**) discussed the Secretary-General's report (S/2011/772), and focused on the assassination of Burhanuddin Rabbani, head of the High Peace Council and former President of Afghanistan, and the ensuing political and security implications, and Afghanistan's transition and peace processes. Briefings were made by the USG for Peacekeeping Operations, the Deputy Foreign Minister of Afghanistan, and the SRSG and Head of UNAMA, along with statements from various Council members and other interested Member States. Statements were primarily regarding Afghanistan's difficult ongoing democratic transition, the role of peacekeeping operations and United Nations presence, advancing and promoting a reconciliation process and human rights, counter-narcotics and terrorism, strengthening the economy and non-government institutions, and addressing humanitarian concerns. Women, peace and security issues were discussed by the USG for Peacekeeping Operations, who noted the ongoing violence against women, and by the head of UNAMA who spoke of the participation of women in Parliament and the government support for women. Women, peace and security issues were discussed by 8 countries in the context of illiteracy of women, armed attacks and violence against women, social, political and economic empowerment of women, humanitarian assistance to women, participation of women in decision-making processes, and the women, peace and security agenda.⁴⁰

The President of the Security Council issued a presidential statement (**S/PRST/2011/22**) at the meeting on 19 December 2011, focusing on the international community's commitment to enduring engagement with Afghanistan through its transition and transformation, specifically through the Bonn Conference. Women, peace and security issues were not reflected, missing opportunities to emphasize the important role women have in contributing to high level conferences on Afghanistan.

⁴⁰ Statements containing gender-specific references were made by Lebanon, South Africa, Portugal, Canada, Turkey, EU, New Zealand, and Liechtenstein.

March 2012

NGOWG **MAP recommendations** focused on the forthcoming report and mandate renewal in UNAMA, specifically calling for Council members to identify challenges and remedies regarding national and international efforts to advance women's integration into the political, economic, and social life of Afghanistan. Given preparations for international forces to disengage militarily by 2014, the NGOWG recommended also that all relevant international actors ensure women's rights are not sacrificed in the preparations for this withdrawal, and ensure that women's security and ability to move freely throughout the country are indicators of the transition's success. In this regard, the NGOWG urged the Council to invite an Afghan woman leader to speak at the Council's March debate on Afghanistan, ensure consultation with women in peace and reconciliation efforts, requesting accountability in this regard including through verifiable benchmarks to evaluate conformity with human rights obligations. It stressed that any Afghan and international agreements with the Taliban and other insurgent groups conform to Afghanistan's obligations under international humanitarian and human rights law, and further responses to violence against women and women's rights defenders be strengthened and justice and security sector reform efforts should respect women's rights equally under the law, including through full cooperation with the AIHRC and an increase in UNHCR and OCHA protection and humanitarian affairs in regional offices. Finally, the NGOWG stated that UNAMA's zero-tolerance for sexual exploitation and abuse be fully adhered to.

Analysis

Providing an update on the situation in Afghanistan, as well as UNAMA's activities since December 2011, the Secretary-General's report dated 5 March 2012 (**S/2012/133**) discusses political and security developments, regional cooperation, human rights, implementation of the Kabul process and aid coherence, governance and rule

Council Action	Date	Code	WPS Reference?
Report	05-Mar-12	S/2012/133	Yes
Report	12-Mar-12	S/2012/150	Yes
Meeting	20-Mar-12	S/PV.6735	Yes
Meeting	22-Mar-12	S/PV.6738	<i>No Debate</i>
Resolution	22-Mar-12	S/RES/2041 (2012)	Yes

of law, development and humanitarian assistance, counter-narcotics and mission support in Afghanistan. Women, peace and security issues are discussed in the report's sections on women's participation in the Afghanistan Independent Human Rights Commission, women's rights issues generally and as an integral element included in peace processes, and in legal and policy measures used to combat violence against women. The report includes positive trends in numbers of female police officers, urges President Karzai to appoint women and other members of civil society as Commissioners to the Afghanistan Independent Human Rights Commission, reporting on a seminar held for law enforcement and Government officials on forced and underage marriages. In the section on human rights, the Secretary-General includes indicators for legal and policy measures to combat violence against women and girls, including metrics for a by-law regulating the operation of women's protection centers. Additional issues include women's economic empowerment and access to health care. Additionally, four key areas in the annex, which includes an assessment of progress towards benchmarks and indicators, include strong, verifiable benchmarks containing explicit gender components and disaggregated data as well as provide indicators (peace reintegration and reconciliation, governance and institution building, human rights, and the section on economic and social development). These benchmarks include the detailing of technical support provided by UN Women to the High Peace Council on the adoption of the gender policy for the peace and reconciliation process, and include discussion of broadening women's participation in elections processes, including by quotas.

The quarterly report on ISAF from NATO, dated 12 March 2012 (**S/2012/150**), covered the security situation, progress of Afghan National Security Forces, Army, Air Force, and Police, private security companies, counter-narcotics, good governance, development, and civilian casualties. Women, peace and security issues are discussed

to a limited degree in the report's sections on women serving in the Afghan National Police force and the promotion of gender equity in the army. The report detailed instances of gender mainstreaming in the Afghan national security services, noting that gender equity in the national army is permanently promoted by ISAF through the NATO Training Mission - Afghanistan. Additionally steps to increase gender integration in the police force include over 1,500 additional female billets added to the personnel establishment within the Afghan police for 2011. Despite these developments, the report duly notes that the recruitment of women in the national security services continues to lag behind for numerous reasons particularly a reticence of commanders to accept female officers. Developments in the gender integration of the security services are in line with the MAP recommendation calling for efforts to advance women's integration into the political, economic, and social life of Afghanistan. However holistically examining the report there are definite gaps in these efforts, and women's integration is only reference with regards to the Afghan security forces. Missed opportunities for discussion of women, peace and security issues include, in line with the NGOWG MAP recommendations, calling for all parties engaged in Afghanistan to account for measures taken to include women and women's priorities in high-level discussions on peace, reintegration and reconciliation processes. Whilst NATO reports on data which reflects incidents of conflict-related civilian casualties, this only includes civilian deaths and those wounded, and further the report neglects to touch upon the call for verifiable benchmarks evaluating whether the Afghan government and insurgents have taken steps to conform with human rights obligations, and that all benchmarks, reporting and monitoring efforts have explicit and robust gender components and disaggregated data.

The Security Council meeting on 20 March 2012 (**S/PV.6735**) on the situation in Afghanistan considered the report of the Secretary-General on UNAMA (S/2012/133). The Council was briefed by the SRSG and Head of UNAMA, and heard statements from all Council Members and other interested Member States. The key issues discussed included enhancing Afghan sovereignty and building self-reliance, the importance of non-military aspects of the transition such as funding for the National Priority Programs, women's protection, promoting human rights, the security of international organizations' staff, and the need for a concerted effort not to delay the progress or transition to Afghan leadership in security sector and governance institutions. Women, peace and security references were made by nine speakers primarily focusing on greater participation of women in government and peace processes, violence against women and girls, the impact of corruption on women, implementing a national action plan on women in Afghanistan, and the broader women, peace and security agenda.⁴¹

Security Council **resolution 2041 (2012)**, adopted during the meeting held on 22 March 2012 (**S/PV.6738**), renewed the mandate of UNAMA until 22 March 2013. The mandate was not modified significantly from previous resolutions, though there was human rights and women, peace and security language added in comparison to the previous mandate. UNAMA is still called on to lead and coordinate the international civilian efforts with a particular focus on National Priority Programs, cooperation with NATO/ISAF for transition, reconciliation, elections, regional cooperation, human rights and humanitarian assistance. New elements of the renewed mandate included reference to the role of the United Nations in the elections planned for 2014. Women, peace and security references were contained in multiple sections within the resolution, focusing on both protection of women's rights as well as empowerment. In line with NGOWG MAP recommendations, the mandate underscores the importance of active and equal participation of women in decision-making processes (OPs 40, 42) and calls for a greater monitoring and preventing abuses of international humanitarian and human rights law in Afghanistan, specifically through the AIHRC, and broadly a promotion of women's rights (OPs 7c, 13, 16, 42, 43). Significantly, the Security Council unanimously reaffirmed the need to ensure women's full, equal and effective participation in peace processes (OPs 13, 14), engagement of women in the security sector (OP 24) and the need to enhance the protection of women from violence and abuse along with providing services for victims (OP 42). The Council urged a faster implementation of the National Action Plan for Women in Afghanistan (NAPWA), and the law for Elimination of Violence Against Women (EVAW) (OP 43), as referenced

⁴¹ Statements containing gender-specific references were made by the speakers from UNAMA, Afghanistan, Portugal, Guatemala, Togo, Morocco, Canada, Norway, and Finland.

in previous NGOWG MAP recommendations. Further, the resolution encourages the Government to continue to increase civil society engagement in the peace processes (OP 14), as well as reinforces the importance of respecting human rights defenders (OP 41), both of which are improvements upon previous resolutions. The resolution reflects good practice in terms of women, peace and security, however missed opportunities include in emphasizing the impact the transition will have on women, and a lack of verifiable benchmarks with strong, gender components to measure progress in achieving women, peace and security commitments.

June 2012

The NGOWG **MAP recommendations** reiterated that expected reports should include substantial information, analysis, and recommendations on supporting women’s participation and on accountability for violations of women’s rights, particularly via gender-disaggregated data and benchmarks, urging the Council and UN system to provide information the humanitarian situation. Subsequent Council action should support women’s technical capacity building; support for the development and thorough implementation of the National Action Plan on Women Peace and Security; hold the Afghan government accountable to their national and international obligations regarding women’s leadership and decision-making roles; and ensuring women are central to all security sector, judicial, and good governance reforms, via consultation and inclusion of women, and conditioning funding on this inclusion. The NGOWG MAP recommendations also included that Council members should build on measures to reduce civilian casualties and intensify efforts to improve the conduct, responsiveness and accountability of the ANSF in order to enhance their capacity to protect civilians.

Analysis

The quarterly report submitted by NATO on ISAF, dated 11 June 2012 (S/2012/424), focuses broadly on the security situation in Afghanistan and regionally, Afghani national security institutions, counter-narcotics, governance,

Council Action	Date	Code	WPS Reference?
Report	11-Jun-12	S/2012/424	Yes
Report	20-Jun-12	S/2012/462	Yes
Meeting	27-Jun-12	S/PV.6793	Yes

development, children affected by armed conflict, women, peace and security and civilian casualties. In a notable improvement from previous reports, there was a separate section detailing specific ways in which ISAF was implementing obligations related to Security Council resolution 1325 (2000). It is in this section that ISAF maintains its commitment to women, peace and security and is in the process of incorporating a gender perspective into operational planning documents throughout the chain of command. The additional reference to women, peace and security issues is within the section on security forces, noting the Government’s gender integration and awareness efforts throughout the Afghan security forces, detailing that the Ministry of Defense continues to promote female integration in the Afghan National Army and that the national police have taken steps to promote human rights and increase female participation in Afghan society. Furthermore the report displays good practice in detailing the efforts undertaken by the ISAF to integrate a women, peace and security component into its mission and Afghan society as a whole. ISAF continues to support the Government’s gender integration and awareness agenda throughout the Afghan national security forces. Other key examples include ISAF-appointed gender advisers, gender focal points, and tactical teams working with female engagement, the development of female security *shuras* to increase dialogue with Afghan women.

Despite the strength of reporting, crucial MAP recommendations were left unaddressed by the report. While the report includes acts of gender-based violence in its discussion of the protection of children there is a distinct lack of substantial information, analysis, and recommendations on the violations of women’s rights and accountability for these acts, particularly in the areas where anti-government groups are in control. The report overall lacks gender-disaggregated data and reference to verifiably benchmarks with robust gender components and disaggregated data. Discussion on the Afghan Peace and Reintegration Program and developments in Afghan-led governance efforts, particularly in the development of the rule of law, do not include information on efforts to ensure women’s full and equal participation.

In the Secretary-General's report on UNAMA and the UN's role in Afghanistan broadly, dated 20 June 2012 (A/66/855 - S/2012/462), relevant political, security, and regional cooperation developments, human rights, implementation of the Kabul process and aid coherence, governance and rule of law, development and humanitarian assistance, counter-narcotics, and mission support are discussed. Women, peace and security issues were discussed in the report's sections on political and security developments, human rights, implementation of the Kabul process, and observations. The report reflects the June MAP recommendations regarding the role of women in the peace and transition process and the protection of women during conflict, highlighting how women and girls are differently affected by the conflict in Afghanistan. Further issues discussed include women's role in the police force, strengthening relationships between the UN and women's civil society organizations and implementing laws on violence against women. Future reports should note efforts to accelerate implementation of the National Action Plan for Women in Afghanistan (NAPWA); integrate its benchmarks into the National Priority Programs and assess strategies to fully implement the Elimination of Violence Against Women law.

The Security Council meeting on 27 June 2012 (S/PV.6793) on the situation in Afghanistan was held to discuss the recent report (S/2012/462), receive briefings from the USG for Peacekeeping Operations, the Executive Director of UNODC, and the ASG for Operations of NATO, and hear statements from over twenty other Member States. Discussion focused on the findings of the report which featured relevant political, security, and regional cooperation developments, human rights, implementation of the Kabul process and aid coherence, governance and rule of law, development and humanitarian assistance, counter-narcotics, and mission support. The situation of women was touched on throughout the meeting's debate by 16 speakers on themes surrounding protection and promotion of rights, combating violence against women, and identifying the role of women in the peace and transition process.⁴²



Bosnia and Herzegovina

Background

Bosnia and Herzegovina (BiH) has been on the United Nations Security Council's agenda since 1991, when resolution 713 (1991) was adopted, supporting the efforts of the European Community to end the fighting in Yugoslavia through the establishment of a peacekeeping mission through the European Union (EU).⁴³ The current mission, the European Military Force in Bosnia Herzegovina, (EUROFOR) ALTHEA, was established as part of the Common Security and Defense Policy pursuant to Security Council resolution 1575 (2004) as a legal successor to SFOR, the previous NATO-led operation, and the United Nations Mission in Bosnia and Herzegovina (UNMIBH).⁴⁴ United Nations Security Council resolution 2019 (2011) extended the mandate of EUROFOR ALTHEA presence in Bosnia Herzegovina until 15 November 2012. As of July 2012, the size and composition of the EUROFOR mission is estimated at 1,200 with a total of 24 nations, including 19 EU Member States and five non-EU Troops.⁴⁵ The EUROFOR mission does not provide a gender breakdown on the stationed personnel. A woman has not served as Special Representative of the Secretary-General (SRSG) or as a Deputy High Representative. On 5 January 2011, Major General Bernhard Bair, appointed a number of new Gender Focal Points for ALTHEA. Colonel Michael Pesendorfer and Captain Natasha Jakimovska join the existing advisor Mrs. Nikolina Marceta in helping promote gender awareness within the activities of EUROFOR.⁴⁶ For the period under review in this report, the primary challenges for Bosnia and Herzegovina include the

⁴² Statements containing gender-specific references were made by Afghanistan, United Kingdom, India, Guatemala, United States, Portugal, South Africa, Morocco, Togo, France, Australia, EU, New Zealand, NATO, Canada, and Latvia.

⁴³ UN, Repertoire of the SC, 2012. http://www.un.org/en/sc/repertoire/89-92/Chapter%208/EUROPE/item%2020_Yugoslavia_.pdf

⁴⁴ EUFOR, History, 2011. http://www.euforbih.org/index.php?option=com_content&view=article&id=13&Itemid=133

⁴⁵ EUFOR, Fact Sheet, 2012. http://www.euforbih.org/index.php?option=com_content&view=article&id=15&Itemid=134

⁴⁶ EUFOR, COMEUFOR Appoints New Gender Focal Points, 2011. http://www.euforbih.org/index.php?option=com_content&view=article&id=1603:comeufor-appoints-new-gender-focal-points&catid=183:hq-eufor&Itemid=150

continued stalemate over the willingness of politicians to compromise in accordance with the Dayton Agreement, avoiding dialogue on important issues. The state budget and Peace Agreement have also presented challenges in moving forward.⁴⁷ As reflected in the **NGOWG MAP**, key women, peace and security concerns include issues related to lack of prosecutions of those responsible for torture during the war, particularly for acts involving sexual and gender-based violence, and there is continued impunity within justice institutions. Additionally, women's roles in the reform of the political, economic, security sector, legal, and media institutions are marginalized and receive little attention.⁴⁸

For the period under review in this report, the Security Council received two regular reports (**S/2011/682** and **S/2012/307**) of the High Representative for Bosnia and Herzegovina as called for within resolution 1031 (1991). The Council also reviewed three quarterly reports, within two documents, called for in previous Security Council resolutions on the EU military mission in Bosnia and Herzegovina (**S/2011/717** and **S/2012/138**). The Council adopted **resolution 2019 (2011)**, which extended the mandate of EUROFOR ALTHEA another 12 months, until 16 November 2012.

Security Council Action on Bosnia Herzegovina				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	04-Nov-11	S/2011/682	No	*
	15-Nov-11	S/2011/717	No	*
	07-Mar-12	S/2012/138	No	*
	09-May-12	S/2012/307	No	*
Meetings	15-Nov-11	S/PV.6659	No	No
	16-Nov-11	S/PV.6661	<i>No Debate</i>	<i>No Debate</i>
	15-May-12	S/PV.6771	<i>No</i>	*
Resolutions	16-Nov-11	S/RES/2019 (2011)	No	No

The NGOWG provided recommendations on the situation in Bosnia Herzegovina in November 2011.

November 2011

The NGOWG **MAP recommendations** urged the Council to identify further measures within the domestic court system to advance justice for survivors of sexual and gender-based violence. The measures recommended include collecting data on the number of survivors sexual and gender-based violence related war crimes; ensuring that the definition of war crimes of sexual and gender-based violence in the BiH Criminal Code is consistent with the definition of such crimes in jurisprudence of international courts and in international standards; and greater protection and support to witnesses at the State Court.

Analysis

Overall, Council action on Bosnia and Herzegovina was characterized by a general lack of gender specific provisions and observations. In the 40th quarterly report contained within the letter dated 3 November 2011 from the High Representative for Bosnia and Herzegovina addressed to the Secretary-General

Council Action	Date	Code	WPS Reference?
Report	04-Nov-11	S/2011/682	No
Report	15-Nov-11	S/2011/717	No
Meeting	15-Nov-11	S/PV.6659	No
Meeting	16-Nov-11	S/PV.6661	<i>No Debate</i>
Resolution	16-Nov-11	S/RES/2019 (2011)	No

⁴⁷ UN SC, S/PV.6771, 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=s/pv.6771>

⁴⁸ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/bosnia/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

(S/2011/682) the representative notes that due to continued political tensions, none of the outstanding items amongst the five objectives and two conditions necessary for the closure of the Office of the High Representative were fulfilled. The letter, guiding the reform process in Bosnia and Herzegovina in relation to the country's accession to the European Union, notes ongoing deterioration of the political situation, but does not include attention to women, peace and security concerns in this regard. The report also covers the ongoing reform of state-level institutions of Bosnia and Herzegovina, specifically governance, justice and security sector reform, economic reform, and the development of media and journalism. There are missed opportunities in all these sections for discussion regarding women's role in these reform efforts, and the importance of ensuring gender is integrated into all new policies.

In the letter dated 15 November 2011 from the Secretary-General addressed to the President of the Security Council on Bosnia Herzegovina (S/2011/717), the Secretary-General forwarded the 26th quarterly report from the High Representative of the Union for Foreign Affairs and Security Policy on the activities of the European Union military mission in Bosnia and Herzegovina. There was no attention to women, peace and security issues and concerns in the report despite there being opportunities to provide details regarding the role of women within EUFOR, for example through gender disaggregated data on EUFOR troop statistics, and on discussion of the security situation including reporting on the inclusion of gender training in capacity-building and training support to the Armed Forces of Bosnia and Herzegovina.

In its meeting on 15 November 2011 (S/PV.6659), there was no reference to women, peace and security issues. Speakers focused on the continued implementation of the Peace Agreement and maintaining the European Union military presence, EUFOR ALTHEA. While there was discussion regarding a database that had been established on war crimes committed in Bosnia and Herzegovina, there was no specific mention of crimes committed against women.

Security Council **resolution 2019 (2011)**, adopted on 16 November 2011 (S/PV.6661), extended the mandate of EUFOR ALTHEA until 16 November 2012 to continue to implement the Peace Agreement. Unfortunately, the resolution missed opportunities to address sexual and gender-based violence committed during the conflict, as well as to ensure justice for survivors, protecting witnesses, or defining sexual and gender-based violence as a war crime in the BiH Criminal Code. More broadly, the mandate should explicitly contain references to ways in which EUFOR will support the participation of women and civil society in efforts to strengthen and reform governance, economic, security sector, and media institutions. Future language should include reference to Security Council resolution 1325 (2000) and the gender composition of the new government, thereby encouraging the equal and active participation of women in this regard. Further, it is imperative that women are included in the drafting and creation of a new constitution.

March 2012

Analysis

In the letter dated 7 March 2012 from the Secretary-General addressed to the President of the Security Council on Bosnia Herzegovina (S/2012/138), the

Council Action	Date	Code	WPS Reference?
Report	07-Mar-12	S/2012/138	No

Secretary-General forwarded the combined 24th/25th and 27th/28th quarterly reports from the High Representative of the Union for Foreign Affairs and Security Policy on the activities of the European Union military mission in Bosnia and Herzegovina. The report covered political developments and an overview of EUFOR activities in the areas of security sector capacity-building and training, as well as weapons storage and disposal. Missed opportunities for discussion of women, peace and security primarily lie in discussion of the role of women in security sector reform, as well as within the political process.

May 2012

Analysis

In the letter dated 9 May 2011 from the Secretary-General addressed to the President of the Security Council on Bosnia Herzegovina (S/2012/307), the Secretary-General forwarded the 41st

Council Action	Date	Code	WPS Reference?
Report	09-May-12	S/2012/307	No
Meeting	15-May-12	S/PV.6771	No

report from the High Representative of the Union for Bosnia and Herzegovina for the period 16 October 2011 to 20 April 2012. The report covered internal process issues related to the Office of the High Representative, challenges in implementing the General Framework Agreement for Peace, status of state-level governance, legal, security sector, media and economic reform, and the return of refugees and displaced persons. There are many missed opportunities for discussion of women, peace and security issues, including in the discussion regarding rule of law and legal reform, which did not address the ongoing impunity and lack of justice for survivors of sexual and gender-based violence, nor generally for victims of human rights violations. Both the domestic court system and the International Criminal Tribunal for the former Yugoslavia have failed to prosecute more than 40 cases of sexual and gender-based violence out of tens of thousands which have occurred since 1995.⁴⁹ The complex and under resourced legal system should be reformed to ensure justice for these survivors is achieved. Additionally, efforts to reform the security sector, economic system, media and political institutions all contain opportunities for the inclusion of women, as well as for the inclusion of gender-sensitive policies as the country rebuilds and seeks accession to the European Union.

Much of the discussion during Security Council meeting on 15 May 2012 (S/PV.6771) focused on the status of Bosnia and Herzegovina's relationship with the European Union. Missing a significant opportunity, no statements made during the meeting included attention to women, peace and security concerns, *inter alia* in discussions of elections, where women must be strongly represented, or in discussion of reconciliation efforts currently underway.

Burundi

Background

The situation in Burundi has been on the Security Council's agenda since 1993, following the 21 October 1993 coup d'état and the 1994 assassination of the country's first democratically-elected president Melchior Ndadaye.⁵⁰ These events triggered wide spread ethnic conflict, lasting nearly a decade, during which an estimated 300,000 people were killed.⁵¹ In 2000, the Government of Burundi and all but two of the armed groups involved in the conflict signed the Arusha Peace and Reconciliation Agreement. This agreement set the stage for the establishment of the United Nations Operation in Burundi (ONUB), called for by Security Council resolution 1545 (2004), and mandated to stabilize the country, strengthen national security and governance institutions, and bring about national reconciliation in preparation for elections to be held in 2005. ONUB fulfilled its mandate on 31 December 2006, and was succeeded by the United Nations Integrated Office in Burundi (BINUB), pursuant to resolution 1719 (2006) of 25 October 2006.⁵² On 1 January 2011, the Council adopted resolution 1959 to reconfigure BINUB into the new UN Office in Burundi (BNUB) in an effort to

⁴⁹ Amnesty International, *Old Crimes, Same Suffering: No Justice for Survivors of Wartime Rape in North-East Bosnia & Herzegovina*, 2012. <http://www.amnesty.org/en/library/asset/EUR63/002/2012/en/f688b1c8-1fa2-46ba-ae26-0b6ec344401f/eur630022012en.pdf>

⁵⁰ UN, *Repertoire of the Practice of the SC*, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organisations/special_political_complete.shtml#reg2

⁵¹ Amnesty International, *Burundi: No protection from rape in war and peace*, 2007. <http://www.amnesty.org/en/library/asset/AFR16/002/2007/en/6e0e217b-d37f-11dd-a329-2f46302a8cc6/af160022007en.pdf>

⁵² UN DPKO, *ONUB: Background*, 2004. <http://www.un.org/en/peacekeeping/missions/past/onub/background.html>

reconfigure the office to address the changing needs of the country.⁵³ BNUB has a scaled-down structure and mandate aimed to support democracy and institution-building efforts, strengthen justice and reconciliation mechanisms, and reintegration of conflict-affected populations.⁵⁴ On 20 December 2011, the Council adopted resolution 2027 (2011), extending BNUB's mandate until 15 February 2013 under the same terms as the previous mandate, stressing that BNUB should support Burundi's efforts in the area of socioeconomic development.⁵⁵

As of June 2012, the size and composition of the mission was 129 personnel with no military component, and no information available on female personnel.⁵⁶ In terms of leadership of BNUB, from January 2011 to February 2012, Karin Landgren (Sweden) was SRSG, and during the period under review, Rosine Sori-Coulibaly (Burkina Faso) was appointed as DSRSG of BNUB and UN Resident Coordinator, Resident Representative and Humanitarian Coordinator for Burundi.⁵⁷ In terms of gender expertise, during the period in question, the Gender Unit for BNUB was led by Pascaline Menono as the Gender Advisor.⁵⁸

For the period under review in this report, the primary challenges for Burundi included finding the adequate means to encourage a political dialogue between the government and the opposition parties and strengthening good governance, human rights and the rule of law throughout the country.⁵⁹ As highlighted in the **NGOWG MAP**, women continue to face many of the challenges that characterized life during the civil war, including sexual and gender-based violence, extreme poverty, insufficient access to health, education and economic systems, and barriers to participation in political and governance institutions.⁶⁰ The ongoing flow of small arms and light weapons (SALW) impacts women in specific ways, including through fueling domestic violence and sexual and gender-based violence.⁶¹ Additionally, the justice system remains inadequate and has failed to provide justice to survivors of human rights violations, including sexual and gender-based violence, and continues to contribute to impunity for perpetrators.⁶²

Between 1 August 2011 and 31 July 2012, the Secretary-General submitted two reports (**S/2011/751** and **S/2012/310**) on Burundi pursuant to Security Council resolution 1959 (2010) that discussed BNUB's progress over the previous year and included a set of benchmarks to assist in evaluating the future of BNUB. The Council additionally met and adopted **resolution 2027 (2011)** which renewed the BNUB mandate until 15 February 2013.

⁵³ UN SC, S/2011/751, 2011. http://www.un.org/ga/search/view_doc.asp?symbol=s/2011/751; UN, Burundi: Security Council sets up new body to further consolidate peace, 2010. <http://www.un.org/apps/news/story.asp?NewsID=37091&Cr=burundi&Cr1=#.UFyRWVGITKc>

⁵⁴ HRW, World Report 2012: Burundi, 2012. <http://www.hrw.org/world-report-2012/world-report-2012-burundi>; BNUB, Burundi: Security Council sets up new body to further consolidate peace, 2011. <http://bnub.unmissions.org/Default.aspx?tabid=2961&ctl=Details&mid=5312&ItemID=2803&language=en-US>; UN, A/65/328, 2011. http://www.un.org/ga/search/view_doc.asp?symbol=A/65/328/Add.6

⁵⁵ UN SC, S/RES/2027, 2011. [http://www.un.org/ga/search/view_doc.asp?symbol=S/RES/2027\(2011\)](http://www.un.org/ga/search/view_doc.asp?symbol=S/RES/2027(2011))

⁵⁶ UN DPKO, Gender Statistics, 2011. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>; UN DPA, UN Political & Peacebuilding Missions, 2011. <http://www.un.org/wcm/webdav/site/undpa/shared/undpa/pdf/Political%20Missions%20August%202012.pdf>

⁵⁷ BNUB, United Nations Office in Burundi, 2012. <http://bnub.unmissions.org/Default.aspx?tabid=2963&language=en-US>

⁵⁸ PeaceWomen, Burundi, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/burundi

⁵⁹ Human Rights Watch, World Report 2012: Burundi, 2012. <http://www.hrw.org/world-report-2012/world-report-2012-burundi>

⁶⁰ International Alert, African Great Lakes: Burundi, 2012. <http://www.international-alert.org/ourwork/regional/greatlakes/Burundi>; International Alert, Integrating Womens Priorities into Peacebuilding Processes, 2008. <http://www.international-alert.org/resources/publications/integrating-women%E2%80%99s-priorities-peacebuilding-processes>

⁶¹ International Action Network on Small Arms, Disarming Domestic Violence: Advocacy at the 3rd UN Biennial Meeting of States on Small Arms, 2008. <http://www.iansa-women.org/sites/default/files/newsviews/en-wn-bulletin16-web-v1.pdf>

⁶² HRW, World Report 2012: Burundi, 2012. <http://www.hrw.org/world-report-2012/world-report-2012-burundi>; For more information, please visit: <http://womenpeacesecurity.org/rapid-response/burundi/>

Security Council Action on Burundi				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	30-Nov-11	S/2011/751	Yes	Yes
	10-May-12	S/2012/310	Yes	*
Meetings	07-Dec-11	S/PV.6677	Yes	Yes
	20-Dec-11	S/PV.6691	<i>No Debate</i>	<i>No Debate</i>
	05-Jul-12	S/PV.6799	<i>No</i>	Partially
Resolutions	20-Dec-11	S/RES/2027 (2011)	Yes	Yes

The NGOWG made recommendations for the Council for Burundi in its November 2011 and July MAP.

November / December 2011

In its consideration of the latest report of the Secretary-General on the situation in Burundi, the NGOWG **MAP recommendations** urged the Council to give full attention to the recent rise in instability and politically-motivated violence, including the shooting in Gatumba in September 2011 which killed dozens of individuals, the subsequent Government clampdown on freedom of expression, and the continuing need for additional measures to ensure effective human rights monitoring and justice for survivors of crimes, including crimes of sexual and gender-based violence.⁶³ The NGOWG MAP recommendations focused on ongoing concerns regarding human rights and truth and reconciliation processes, urging the Council to ensure all relevant national mechanisms are fully resourced and women's meaningful participation in all processes is central to future institution-building efforts.

Analysis

In the report on the United Nations Office in Burundi (S/2011/751) the Secretary-General discusses the developments in Burundi during 2011, including peace consolidation efforts, progress towards socioeconomic reintegration of conflict-affected populations, protection and promotion of human rights, and reform of security sector and justice institutions.

Council Action	Date	Code	WPS Reference?
Report	30-Nov-11	S/2011/751	Yes
Meeting	07-Dec-11	S/PV.6677	Yes
Meeting	20-Dec-11	S/PV.6691	<i>No Debate</i>
Resolution	20-Dec-11	S/RES/2027 (2011)	Yes

The report provides detailed discussion and consideration of women, peace and security concerns. In addition to reporting on efforts to promote gender equality as a component of socioeconomic reintegration, a separate section devoted to gender details several programs promoted by the UN aimed at empowering women, focused on building leadership capacities of women elected to public office, women in defense and security forces, and the efforts of the UN in promoting a national strategy on gender-based violence. In future reports, an important element to include would be an assessment of the impact of these efforts. The report references meetings with civil society on the anniversary of the adoption of Security Council resolution 1325 (2000). One area in which there appears to be an insufficient gender component is in the peace consolidation benchmarks referenced in section J of the report, notable for its absence, as benchmarks can provide important information and guidance regarding women's full and equal participation in post-conflict recovery.⁶⁴

⁶³ HRW, Investigate Deadly Bar Shooting, 2011. <http://www.hrw.org/news/2011/09/20/burundi-investigate-deadly-bar-shooting>

⁶⁴ See also the Executive Summary of this report, and the Afghanistan section of this report.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

The Security Council meeting on 7 December 2011 (**S/PV.6677**), which entailed briefings from the SRSB and Head of BNUB, the representative of Burundi, and the representative of Switzerland in his capacity as Chair of the Burundi configuration of the PBC, focused on recent security concerns, on relieving extreme poverty in the country, and on the threats to the country's current relative stability, including small arms and light weapons. Women, peace and security references, made by South African and the United States, discussed the importance of gender equality, with specific mention of increasing women's engagement in business as a means to bolstering and strengthening the broader Burundi economy.

Security Council **resolution 2027 (2011)** was adopted on 20 December 2011 (**S/PV.6691**), renewing the BNUB mandate through 15 February 2013. The resolution spelled out BNUB's mandate, which is focused on strengthening governance institutions, particularly judicial and human rights, as well as promoting and facilitating the participation of diverse groups within political processes and supporting the implementation of poverty reduction and peacebuilding efforts. This resolution strengthened the mandate of BNUB in regards to women, peace and security, focusing on gendered approaches to, and women's participation in, socioeconomic development, peacebuilding efforts and protection and promotion of human rights (OP 2(a) and 3), in addition to calling for training on human rights and sexual and gender-based violence for security sector actors (OP 6). Finally, the resolution also includes a relatively standard preambular paragraph that recalls previous resolutions on women, peace and security.

Given the ongoing concerns regarding impunity for sexual and gender-based violence in Burundi, a missed opportunity in this resolution is the absence of specific gender language regarding BNUB's mandate to support the Government of Burundi's efforts to strengthen its human rights institutions by fighting against impunity and establishing a Truth and Reconciliation Commission (OPs 9, 10, 11, 12). Additional opportunities to strengthen women, peace and security implementation in would be the inclusion of gender-specific components in the benchmarks developed to measure progress made in achieving peacebuilding goals in Burundi.

May 2012

Analysis

In line with the request in resolution 1959 (2010), the letter dated 10 May 2012 from the Secretary-General addressed to the President of the Security

Council Action	Date	Code	WPS Reference?
Report	10-May-12	S/2012/310	Yes

Council (**S/2012/310**) details benchmarks and indicators for the United Nations Office in Burundi. These 8 benchmarks cover the areas of: democratic process; security and stability; transitional justice; governance and institution-building; rule of law; human rights; regional integration; and social and economic development.

Gender-specific language is used twice in the 51 indicators being used to measure progress on these benchmarks: in the benchmark on governance and institution-building, the indicator for increasing the proportion of seats held by women in Parliament, and in elected and appointed bodies at all levels; and in the social and economic development benchmark, the indicator on increasing the number of youth and women that have access to basic social services. Clear opportunities remain across all remaining benchmarks, as gender-disaggregated data, and gender specific focus within efforts to measure progress, is crucial in order to ensure peacebuilding efforts are successful.

July 2012

The July **MAP recommendations** again urged the Security Council to inquire into establishment of a Truth and Reconciliation Commission, in line with international standards, which to date had not yet been established, and to follow-up on the May 2012 visit of the UN Assistant Secretary-General for Human Rights to Burundi which called for increased efforts towards ensuring justice for survivors of crimes, including crimes of sexual and

gender-based violence. The MAP recommended that the Security Council reinforce the importance of establishing justice mechanisms for past crimes, including a Special Tribunal, and pay particular attention to the protection of victims and witnesses, including survivors of sexual and gender-based violence.

Analysis

The Security Council met on 5 July 2012 (S/PV.6799) to discuss progress in Burundi over the previous six months, and to hear briefings from the outgoing

Council Action	Date	Code	WPS Reference?
Meeting	05-Jul-12	S/PV.6799	No

Head of BNUB, the representative of Burundi, and from Switzerland in their capacity as Chair of the Burundi configuration of the Peacebuilding Commission. Neither speaker made particular mention of women in their statements, despite a number of key relevant key areas: particularly in the area of justice for survivors and protection of victims and witnesses of sexual and gender-based violence, socioeconomic development, strengthening of human rights institutions, and participation in political processes by individuals and civil society. In this context, given that BNUB is expected to report on the peace consolidation benchmarks six months from this meeting, a strong gender component to these benchmarks is even more important, as is progress towards combatting impunity and barriers towards women’s active participation in peacebuilding efforts.

Central African Region, including LRA-Affected Areas

Background

The Central African Region has been on the United Nations Security Council’s agenda since 2002, following discussions within the Council on how to increase sub-regional cooperation as part of enhancing international peace and security initiatives.⁶⁵ The United Nations Regional Office for Central Africa (UNOCA) was established in March 2011, following an exchange of letters between the Secretary-General and the President of the Security Council (S/2009/697 and S/2012/557).⁶⁶ Tasked with boosting cooperation between Member States of the region, the United Nations country teams and other international partners in the region, UNOCA is mandated to provide support to counter cross-border threats to security in the region such as piracy, illicit small arms traffic, rebel militias and refugees/IDPs. UNOCA is also responsible for coordinating all UN regional efforts to address the Lord’s Resistance Army (LRA). The LRA has been discussed as a threat to regional peace and security within the Security Council since 2005. UN efforts to combat the group include establishing the office of the Special Envoy of the Secretary-General for the LRA-affected areas, and efforts by existing UN peacekeeping missions, such as the former UN Mission in Sudan (UNMIS), and the UN Mission in the Democratic Republic of Congo (MONUSCO) to focus on the LRA as a specific area of concern.⁶⁷ Originating in Uganda in the mid-1980’s, the indiscriminate attacks of the group, which include a wide range of serious violations of human rights and humanitarian law, have forced an estimated 440,000 individuals to become internally displaced persons or refugees.⁶⁸ Since 2008 alone, the LRA is estimated to have killed more than 2,600 people, abducted more than 4,000 people.⁶⁹ The ability of the LRA to create an unstable environment in the region, and continue to act with almost total impunity makes them a high priority for the international community. UNOCA has 26 staff

⁶⁵ UN, DPKO: Repertoire of the Practice of the Security Council, 2012. <http://www.un.org/en/sc/repertoire/studies/africa.shtml>
⁶⁶ UN SC, Central African region (S/PV.6601), 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/PV.6601
⁶⁷ UN SC, S/2011/693, 2011. http://www.un.org/ga/search/view_doc.asp?symbol=S/2011/693
⁶⁸ HRW, How to Catch Joseph Kony, 2012. <http://www.hrw.org/news/2012/03/09/how-catch-joseph-kony>; UN SC, S/2011/693, 2011. http://www.un.org/ga/search/view_doc.asp?symbol=S/2011/693
⁶⁹ HRW, LRA Attack Near Hunting Reserve, 2012. <http://www.hrw.org/news/2012/07/09/central-african-republic-lra-attack-near-hunting-reserve>;

members; however there is no information available regarding the presence of female staff.⁷⁰ There is not information readily available indicating there has ever been a female Special Representative of the Secretary-General (SRSG) or Deputy Special Representative of the Secretary-General (DSRSG). The Gender Focal Point for UNOCA is James Aji.

For the period under review in this report, the key issues for the Central African region broadly pertain to the fragile security situation, holding transparent and open elections, the promotion of participatory and non-discriminatory approaches to socioeconomic development, strengthening national human rights architecture, combatting illicit trade of small arms and ammunition, and addressing piracy and armed robbery at sea in the Gulf of Guinea.⁷¹ Challenges specific to the LRA include how to end the ongoing violations of human rights, seeking justice for victims of violence inflicted by the LRA, and how to affect eventual disarmament of the group.⁷² Key women, peace and security challenges within the region broadly during the reporting period include ongoing marginalization of women in peacebuilding process and barriers to full participation in politics, as well as the economic system. Within LRA-affected areas, challenges include abductions of women and girls, and the widespread use of sexual and gender-based violence against civilian populations.

In the period under review, the Security Council received four reports as per its request in past outcome documents concerning developments in the region broadly, as well as in relation to LRA-affected areas (S/2011/693, S/2011/704, S/2012/365, and S/2012/421). These reports also inform the negotiations around the Council's discussions on the mandate for United Nations Regional Office for Central Africa (UNOCA). On 21 August 2012, the Security Council reviewed and subsequently renewed, the mandate of the UNOCA in a letter from the President of the Security Council to the Secretary-General (S/2012/657), emphasizing the importance of addressing the threat posed by the LRA, while also endorsing regional strategy and cooperation.⁷³ Additionally, the Council adopted two presidential statements on the topic of the LRA (S/PRST/2011/21 and S/PRST/2012/18).

Security Council Action on Burundi				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	04-Nov-11	S/2011/693	Yes	*
	10-Nov-11	S/2011/704	Yes	*
	25-May-12	S/2012/365	Yes	*
	11-Jun-12	S/2012/421	Yes	*
Meetings	18-Aug-11	S/PV.6601	No	*
	14-Nov-11	S/PV.6657	Yes	*
	29-Jun-12	S/PV.6796	Yes	*
Presidential Statements	14-Nov-11	S/PRST/2011/21	Yes	*
	29-Jun-12	S/PRST/2012/18	Yes	*

The NGOWG did not make recommendations for Central African Region, including LRA Affected Areas during this reporting period.

⁷⁰ UN DPA, UN Political and Peacebuilding Missions, 2012. <http://www.un.org/wcm/webdav/site/undpa/shared/undpa/pdf/Political%20Missions%20August%202012.pdf>

⁷¹ UN SC, S/2012/421, 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/421

⁷² UN SC, Central African region (S/PRST/2012/18), 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/PRST/2012/18

⁷³ UN SC, S/2012/656, 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/656

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

August 2011

Analysis

During the Security Council meeting on 18 August 2011 (**S/PV.6601**), the head of the United Nations Regional Office for Central Africa discussed UNOCA's

Council Action	Date	Code	WPS Reference?
Meeting	18-Aug-11	S/PV.6601	No

visits to Chad, Equatorial Guinea, Cameroon and the Central African Republic to discuss cooperation and coordination activities between UNOCA and Member States to promote peace and security in the region. There was no discussion of women, peace and security issues or concerns, although it would have been most relevant regarding discussion on the fallout from the situation in Libya and in discussion of LRA activities.

November 2011

Analysis

The Secretary-General's report on LRA-affected areas (**S/2011/693**) submitted pursuant to the Security Council press statement of 21 July 2011 (SC/10355/AFR/2215), discusses the impact and threat of the LRA the region, national, regional and international efforts against the group, UN activities, and provides recommendations for future action. The

Council Action	Date	Code	WPS Reference?
Report	04-Nov-11	S/2011/693	Yes
Report	10-Nov-11	S/2011/704	Yes
Meeting	14-Nov-11	S/PV.6657	Yes
Presidential Statement	14-Nov-11	S/PRST/2011/21	Yes

Secretary-General references women, peace and security issues in relation to sexual and gender-based violence and women as victims of abduction. Each reference to women is in the context of "women and children," thus conflating two different groups of people into one and ignoring vital differences in their issues, the repercussions they face, and their treatment. It is worth noting that this report is an update on the activities of one specific violent, non-state group, which may explain the lack of consideration of women, peace and security issues such as women's political participation or gender equality legislation, for example, and instead the focus on sexual and gender-based violence and abduction.

In the first report of the Secretary-General on the activities of UNOCA (**S/2011/704**), the Secretary-General outlined the steps taken to establish the office, the consultations with regional governments to inform their activities, socioeconomic challenges, and women, peace and security issues. The report particularly highlights consultations with different groups and leaders—none of which represented women or women's organizations—on how best to coordinate efforts in support of conflict prevention and peacebuilding initiatives in Central Africa. The report is notable, however, for containing a short sub-section on women, peace and security, in which the Secretary-General noted plans of UNOCA to devote increased attention to issues pertaining to women, peace and security through working with UN Women towards effective implementation of related Security Council resolutions. The Secretary-General did offer a recommendation that UNOCA reach out to all segments of society, in particular women and youth, in order to work towards effectively resolving existing conflicts and promoting democratic and accountable government. Opportunities for deeper consideration of women, peace and security issues include the role of women within socioeconomic development, peace processes and conflict prevention efforts.

On 14 November 2011, the Security Council held a meeting (**S/PV.6657**) to discuss both the Secretary-General's report on the LRA (**S/2011/693**), as well as the first report of UNOCA (**S/2011/704**). The discussion focused primarily on ways in which to address the common issues facing the region, such as piracy, arms trafficking and organized crime, as well as coordinating efforts to combat the LRA. There were few and limited specific references

to women, peace and security concerns, and of those, most considered women as victims of gender-based violence and, even so, failed to detail mechanisms to respond to the special needs of women in this regard.⁷⁴

During this meeting, the President of the Security Council issued a presidential statement (**S/PRST/2011/21**) which focused on the transnational threat of the LRA, condemning the atrocities committed by the group, and urging increased coordination between the UN, Member States, and other organizations in efforts to stop the group's activities. The presidential statement recognizes the ongoing abuses being committed by the LRA, including sexual and gender-based violence, and stresses the importance of coordinated and comprehensive approaches to providing assistance to victims. Additional opportunities for attention to women, peace and security matters includes within disarmament and reintegration efforts, consultation with civil society, including women's groups in regards to protection strategies, request for the establishment of mechanisms to investigate, monitor, report and bring to justice violations of human rights, including gender-based violence and sexual abuse, and requesting the integration of a gender perspective in future reports.

May / June 2012

Analysis

The report of the Secretary-General on the situation of children and armed conflict affected by the LRA presented on 25 May 2012 (**S/2012/365**) outlines the conclusions of the Security Council Working Group on the situation of Uganda (S/AC.51/2010/1), with a special emphasis on cross-border issues. For an analysis of this report, please see the section on Children and Armed Conflict in Chapter III of this report.

Council Action	Date	Code	WPS Reference?
Report	25-May-12	S/2012/365	Yes
Report	11-Jun-12	S/2012/421	Yes
Meeting	29-Jun-12	S/PV.6796	Yes
Presidential Statement	29-Jun-12	S/PRST/2012/18	Yes

The report of the Secretary-General on the activities of the UNOCA, dated 11 June 2012 (**S/2012/421**), provides an update on the activities of the mission and developments in relation to the LRA since the previous report on the issue. It details political, security and socioeconomic developments, as well as efforts within the areas of human rights, gender, cross-border threats. Women, peace and security issues are primarily discussed in the human rights and gender section, as well as in relation to their vulnerability in trafficking. Overall, the assessment of UNOCA's activities over the past several months lacked a gender perspective, and the focus of the activities themselves also seemed to lack an emphasis on women or gender. The small number of activities which focused on women were within Uganda, and related to justice, specifically accountability and truth-telling. However there is no any specific inclusion of gender into activities regarding peacebuilding and preventative diplomacy.

The meeting held on 29 June 2012 (**S/PV.6796**) discussed the recently released report of the Secretary-General on the situation of children and armed conflict affected by the LRA (S/2012/365), and the report of the Secretary-General on the activities of UNOCA (S/2012/421). Despite references made to the effect of the LRA's brutal activities on women, including sexual and gender-based violence and abuse, no provision or observation can be found in the meeting regarding gender-disaggregated data, the inclusion of women in the reforms concerning the electoral and security sectors, specific needs of women as refugees and internally displaced, or monitoring mechanisms to ensure the reporting of women's human rights violations.⁷⁵

During this meeting, the President of the Security Council issued a presidential statement (**S/PRST/2012/18**) focused on the LRA, which articulates support for the newly launched African Union Regional Cooperation

⁷⁴ Statements containing gender-specific references were made by Central African Republic, Gabon, Germany, Lebanon, Portugal, South Africa.

⁷⁵ Statements containing gender-specific references were made by Central African Republic, Germany, Guatemala, Morocco, South Africa, & Togo.

Initiative focused on ending the group's activities and strongly condemned the ongoing attacks, the continued violations of international humanitarian law, and the abuses of human rights carried out by the group. Women, peace and security issues were mentioned in the context of sexual and gender-based violence, including the recruitment and use of children, killing and maiming, rape, sexual slavery and other sexual and gender-based violence, and abductions. Additional opportunities for attention to women, peace and security matters includes within disarmament and reintegration efforts, consultation with civil society, including women's groups in regards to protection strategies, request for the establishment of mechanisms to investigate, monitor, report and bring to justice violations of human rights, including gender-based violence and sexual abuse, and requesting the integration of a gender perspective in future reports.

Chad, CAR and the Subregion

Note: for information about the specific agenda item on the Central African Region, please see that section of this report.

Background

The Central African Republic (CAR) has been on the United Nations Security Council's agenda since 1996, after the country experienced a politico-military crisis, punctuated by several army rebellions. As the situation in the country remained volatile, the Security Council remained involved in peacebuilding efforts in the country, establishing the United Nations Peace-building Office in the Central African Republic (BONUCA) in 2000. An increase in violence precipitated the establishment of the United Nations Mission in the Central African Republic and Chad (MINURCAT) in 2007, pursuant to Security Council resolution 1778 (2007). MINURCAT was focused in eastern Chad and the north-eastern Central African Republic, and completed its mandate on 31 December 2010.⁷⁶ In January 2010, the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA), succeeded BONUCA to ensure the coherence of peace-building support activities by the various United Nations entities present in CAR, particularly given the drawdown of MINURCAT.⁷⁷ Security Council resolution 2031 (2011), adopted on 21 December 2011, extended the mandate of BINUCA until 31 January 2013.⁷⁸

BINUCA is comprised of 159 personnel; there is no information regarding female personnel available.⁷⁹ In terms of leadership of BINUCA, during the period under review, Ms. Rima Salah was DSRSG and Ms. Margaret Vogt was SRSG. The Gender Affairs Adviser for BINUCA is Gladys Teni Atinga.

For the period under review in this report, primary challenges continue to be generating necessary assistance from the international community to disarm and reintegrate ex-combatants, build the capacity of the security sector and justice system, and provide protection for civilians under threat by armed groups, including the LRA. As highlighted in the **NGOWG MAP**, women, peace and security challenges include the ongoing and widespread human rights abuses targeting women, including sexual and gender-based violence, for which there is little protection, and for which there is minimal access to services or justice for survivors.⁸⁰ Further, women face significant barriers to their participation in political and electoral processes, as well as in broader peacebuilding efforts.⁸¹

In the period under review, the Security Council received, as per its request in a presidential statement (S/PRST/2001/25) and the letter of the President of the Security Council S/2010/457 (2010), three quarterly

⁷⁶ PeaceWomen, Chad/CAR, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/chad-and-central-african-republic.

⁷⁷ UN, Repertoire of the Practice of the Security Council, 2012. <http://www.un.org/en/sc/repertoire/studies/africa.shtml>

⁷⁸ UN, Press Release, 2011. <http://www.un.org/News/Press/docs//2011/sc10501.doc.htm>

⁷⁹ UN DPA, Factsheet: UN Political & Peacebuilding Missions, 2012. <http://www.un.org/wcm/webdav/site/undpa/shared/undpa/pdf/Political%20Missions%20August%202012.pdf>

⁸⁰ Amnesty International, Central African Republic: Action Needed to End Decades of Abuse, 2011. <http://www.amnesty.org/en/library/asset/AFR19/001/2011/en/3a61a8a4-cf37-4d59-a09e-39b77c70957f/afr190012011en.pdf>

⁸¹ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/chad>

reports from the Secretary-General (S/2011/704, S/2011/739, and S/2012/374). These reports also inform the Council's discussions surrounding the negotiations on the mandate BINUCA. In December of 2011, the Security Council reviewed and subsequently renewed the mandate of BINUCA with the adoption of **resolution 2031 (2011)**.

Security Council Action on Burundi				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	28-Nov-11	S/2011/739	Yes	*
	29-May-12	S/2012/374	Yes	*
Meetings	14-Dec-11	S/PV.6687	Yes	Yes
	21-Dec-11	S/PV.6696	<i>No Debate</i>	<i>No Debate</i>
	06-Jun-12	S/PV.6780	Yes	*
Resolutions	21-Dec-11	S/RES/2031 (2011)	Yes	Yes

The NGOWG provided MAP recommendations on Chad, CAR and the Subregion in December 2011.

November / December 2011

As the Council prepared to discuss the Secretary-General's situation in Chad and the Central African Republic, the NGOWG **MAP recommendations** highlighted ongoing concerns regarding impunity for atrocities committed by the LRA, efforts to ensure justice systems are established which would hold perpetrators of violations accountable. It stressed that the report should assess humanitarian coordination and efforts to apprehend LRA leaders, and recommend how to enhance civilian protection and humanitarian support. The NGOWG highlighted that vetting and gender training of armed forces is necessary, as is attention to the protection of women, men and children in eastern CAR. In addition, the NGOWG urged the Council to support recovery and relief for survivors of attacks and abductions, and support civilian rehabilitation programs to sensitize national armed forces and local communities to the proper treatment of male and female returnees.

Analysis

The Secretary-General's report of 28 November 2011 (S/2011/739) on BINUCA, discussed the political, security, socioeconomic, humanitarian and human rights developments, and operations in the realm of DDR, security sector reform, child protection and rule of law. The report referenced women,

Council Action	Date	Code	WPS Reference?
Report	28-Nov-11	S/2011/739	Yes
Meeting	14-Dec-11	S/PV.6687	Yes
Meeting	29-Jun-12	S/PV.6796	<i>No Debate</i>
Resolution	21-Dec-11	S/RES/2031 (2011)	Yes

peace and security issues, with varying degrees of specificity, in the sections on the political situation, DDR, humanitarian situation, human rights and rule of law, child protection, peacebuilding fund, and observations and recommendations. Despite the number of references to women and/or gender, there was a lack of substantial discussion surrounding the information provided, specifically in regards to the barriers faced by women in engaging within political processes or peacebuilding efforts, and there was no reference to the role of women in security sector reform or DDR processes. The inclusion of gender-disaggregated data is a good practice and should be continued in future reporting. The Secretary-General acknowledged the lack of progress on women, peace and security issues in the CAR for this period, and called upon the government of the CAR and civil society to work on legislation preventing women's progress.

The Security Council met on 14 December 2011 (S/PV.6687) to discuss the report of the Secretary-General on BINUCA (S/2011/739), receive briefings from the SRSG and Head of BINUCA, the Chairman of the country-

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

specific configuration of the Peacebuilding Commission on the Central African Republic, and the representative from the Central African Republic. The SRSB noted efforts made by BINUCA to manage the tension and dissension that followed the January elections, in DDR processes, in peacebuilding efforts between the Government and the opposition and in efforts to create inclusive dialogue for discussion of the future political dispensation and national reconciliation. Besides noting that women are more affected than boys by the HIV/AIDS pandemic, the sole reference to women, peace and security in her briefing was in noting the prevalence of gender-based violence as a continuing human rights challenge. The representative from the Central African Republic referenced women, peace and security in discussion on developments on the political level noting that varied affiliation of government members include a significant number of women, while the Chairman of the PBC did not reference women in his briefing.

Security Council **resolution 2031 (2011)**, adopted on 21 December 2011 (**S/PV.6696**), extended the mandate of BINUCA until 31 January 2013, while emphasizing the primary responsibility of the Government of the Central African Republic to promote security sector reform and protect its civilians against continued abuses of human rights, recruitment and use of children, killing, rape and sexual violence perpetrated by armed groups. Expressing concern at persistent incidents of sexual and gender-based violence, the resolution reflects some key women, peace and security issues, as called for in the NGOWG MAP recommendations, primarily as relates to investigating, reporting, preventing and strengthening justice for human rights violations (OPs 14, 19). Women, peace and security issues are also discussed in the context of sexual and gender-based violence and sexual slavery particularly against women and children, and all stakeholders are requested to address these issues (OP 19). Missed opportunities for discussion regarding women include the sections on DDR, security sector reform, electoral reforms and national reconciliation, all of which would have benefitted from specific gender language.

May / June 2012

Analysis

The report of the Secretary-General from 29 May 2012 (**S/2012/374**) reports on the activities of the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA). The report discusses the political, humanitarian, and security situation in the CAR, as well as the Office's role in supporting mediation efforts, DDR, security sector reform, socioeconomic development, strengthening human rights and rule of law, and addressing gender. Women, peace and security issues are discussed in the sections regarding the humanitarian situation, recovery and development, human rights and rule of law, gender, and the peacebuilding fund. Despite the strength of the reporting in the section on gender in particular, there are missed opportunities for reflection on women, peace and security issues. These include in discussion of the inclusion of civil society, women's equal and full participation in elections, both as candidates and voters, national mediation efforts, the discussion of DDRRR programs in LRA affected areas, as well as security sector reform programs, and women's protection and participation in the design and reform of the security sector institutions and policies. Although the Secretary-General provides gender-disaggregated data in regard to operational activities of recovery and development, there is no discussion of the unique challenges faced by women and girls in discussion of refugees and internally displaced persons, nor is gender discussed in regard to the socioeconomic situation and the second poverty reduction strategy paper.

Council Action	Date	Code	WPS Reference?
Report	29-May-12	S/2012/374	Yes
Meeting	06-Jun-12	S/PV.6780	Yes

The Security Council meeting on 6 June 2012 (**S/PV.6780**) discussed the report of the Secretary-General (S/2012/374), and covered political, economic, and human rights challenges facing CAR. Key areas of concern regarding women, peace and security were also addressed by both speakers, the SRSB and Head of BINUCA, and the representative of the CAR. Importantly, given the key concerns of women in the area, their statements referenced the role of women in social development and the impact of public health and humanitarian crisis on

women, in addition to the importance of ensuring the justice system protects women's rights. Missed opportunities for discussion on relevant issues includes the role of women in security sector reform, DDR, and political processes.

Côte d'Ivoire

Background

Côte d'Ivoire has been on the United Nations Security Council's agenda since 20 December 2002, when internal fighting, mass killings, and serious violations of human rights erupted as a result of the disputed 2000 presidential elections.⁸² The current peacekeeping mission, the United Nations Operation in Côte d'Ivoire (UNOCI), was established pursuant to Security Council resolution 1528 (2004) to monitor and assist in improving the security situation.⁸³ Security Council resolution 2062 (2012), adopted on 26 July 2012, extended the mandate of UNOCI until 31 July 2013.⁸⁴ The mandate encompasses support for DRRR and DDR programs, monitoring the cessation of hostilities, support for security sector and political reform, the rule of law, and the protection of human rights. As of June 2012, the size and composition of the mission was 10,968 total uniformed personnel, including nine female military experts, 113 female troops, and 35 individual female police officers.⁸⁵ There is no information readily available indicating that there has ever been a female Special Representative of the Secretary-General (SRSG) or Deputy Special Representative of the Secretary-General (DSRSG). The Acting Head of the Gender Component of UNOCI is Ernst Luceus.

For the period under review in this report, the primary challenges for Côte d'Ivoire include containing the emerging security threats in the western region of the country and ensuring that the perpetrators of the attacks on UN peacekeepers are identified and held responsible.⁸⁶ Related issues are developing inter-mission cooperation between UNOCI and UNMIL to ensure that the border regions between the two countries are stabilized, and following up on the 2010 violence surrounding the elections.⁸⁷ As reflected in the **NGOWG MAP**, key women, peace and security challenges include impunity for sexual and gender-based violence, and barriers to women's full participation in justice and reconciliation processes. In addition, weak DDR programs are under resourced and fail to encompass reintegration of women.⁸⁸

In the period under review, the Security Council received, as per its request in resolution 2000 (2011), three quarterly reports from the Secretary-General on UNOCI (**S/2012/186** and **S/2012/506**), one annual report from the Committee charged with monitoring the sanctions regime established pursuant to resolution 1572 (2004) (**S/2011/808**), and two reports of the Group of Experts on Côte d'Ivoire as called for in resolution 1980 (2011) (**S/2011/642** and **S/2012/196**). These reports informed the Council's negotiations on the mandate for UNOCI, which was renewed on 26 July 2012, via **resolution 2062 (2012)**. In regards to the sanctions regime, relevant reports informed the negotiations around the Council's discussions on the mandate for the Group of Experts on Côte d'Ivoire, which was renewed on 26 April 2012 via **resolution 2045 (2012)**.

⁸² UN, The Situation in Cote d'Ivoire, 2012. http://www.un.org/en/sc/repertoire/00-03/Chapter%208/Africa/00-03_8_Cote%20d%27Ivoire.pdf

⁸³ UN DPKO, UNOCI Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/unoci/mandate.shtml>

⁸⁴ UN DPKO, UNOCI, 2012. <http://www.un.org/en/peacekeeping/missions/unoci/index.shtml>

⁸⁵ UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

⁸⁶ UN SC, SC/10668, 2012. <http://www.un.org/News/Press/docs//2012/sc10668.doc.htm>

⁸⁷ UN SC, S/2012/506, 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/506; UN DPKO, UNOCI: Post-election crisis, 2010. <http://www.un.org/en/peacekeeping/missions/unoci/elections.shtml>

⁸⁸ For more information, please visit: http://www.womenpeacesecurity.org/rapid-response/cote_divoire/

Security Council Action on Burundi				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	19-Oct-11	S/2011/642	No	*
	30-Dec-11	S/2011/808	No	No
	30-Dec-11	S/2011/807	Yes	Partially
	29-Mar-12	S/2012/186	Yes	*
	14-Apr-12	S/2012/196	No	*
	29-Jun-12	S/2012/506	Yes	Yes
Meetings	26-Jan-12	S/PV.6708	Yes	Partially
	26-Apr-12	S/PV.6761	<i>No Debate</i>	<i>No Debate</i>
	10-Jul-12	S/PV.6802	<i>Closed</i>	<i>Closed</i>
	18-Jul-12	S/PV.6808	No	No
	26-Jul-12	S/PV.6817	<i>No Debate</i>	<i>No Debate</i>
Resolutions	26-Apr-12	S/RES/2045 (2012)	Yes	*
	26-Jul-12	S/RES/2062 (2012)	Yes	Yes

The NGOWG provided recommendations on the situation in Côte d'Ivoire in September and December 2011, and July 2012.

September / October 2011

In the context of continued insecurity and instability, violence by armed forces, arbitrary arrests in the South and West of Côte d'Ivoire, and crimes of sexual violence, the NGOWG **MAP recommendations** urged the Security Council to ensure the Secretary-General's report provide a thorough analysis on these matters, and urged the Council to address key issues including women's participation in ongoing political dialogue; gender-based violence including crimes of sexual violence, particularly concrete steps to address impunity for these crimes; and ensuring security sector reform and DDR programs include measures to address the specific concerns of women. The NGOWG underlined that women continued to be under-represented in decision-making bodies, including the Truth and Reconciliation Dialogue Commission.

Analysis

The Security Council received the interim report, dated 17 October 2011 (S/2011/642), of the Group of Experts (GoE) on Côte d'Ivoire in accordance

Council Action	Date	Code	WPS Reference?
Report	19-Oct-11	S/2011/642	No

with resolution 1574 (2004). The report reviewed the mandate and methodology of their work and discussed the various elements of the sanctions regime. Women, peace and security issues were not referenced in the report, and as such when the situation for civilians or the population is being referenced, future reports should recognize the gendered impact of, for example, the flow of small arms, the illegal trade in natural resources, or the progress in developing and managing DDR programs, and include substantive details. The relationship between UNOCI and the GoE, as laid out in previous resolutions, should be strengthened in order to ensure a free flow of information on violations of human rights.

December / January 2011

The NGOWG **MAP Recommendations** called on the Security Council to ensure it addressed the continuing high level of sexual violence in Côte d'Ivoire, and support justice and reconciliation processes to hold accountable perpetrators of all violations of human rights. The NGOWG noted that prior failures to address abuses committed risked undermining efforts by the ICC and the development of the rule of law.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Analysis

The twenty-ninth progress report of the Secretary-General on UNOCI, dated 30 December 2011 (**S/2011/807**) discussed developments in the security and political situation following the November 2010 presidential run-off elections, including challenges in reconstituting and reforming the rule of law, forging transitional justice programs and national reconciliation efforts, implementing DDR strategies, and addressing the humanitarian and human rights situation. The report addresses some key areas of concern regarding women, peace and security, including in the sections addressing national reconciliation and transitional justice, child protection, sexual violence, police component, and national police and gendarmerie. The primary women, peace and security focus of the report is on the prevalence of sexual and gender-based violence, in a dedicated section and in a discussion of the human rights situation and protection of children, in the section on justice and reconciliation regarding the need to fight impunity, in discussion of security sector reform, and in details on the visit from the SRSG on Sexual Violence in Conflict. However, this exclusive focus results in missed opportunities regarding women's participation in justice and reconciliation processes, politics and elections, and in security sector reform and DDR processes. Despite the mobilization of women civil society advocates in Côte d'Ivoire and the use of small arms and light weapons against women, there is no linkage regarding these issues in the report, thus missing an opportunity for Council members to address a key barrier to peace and security in the country.

Council Action	Date	Code	WPS Reference?
Report	30-Dec-11	S/2011/807	Yes
Report	30-Dec-11	S/2011/808	No
Meeting	26-Jan-12	S/PV.6708	Yes

The Security Council received the annual report, dated 30 December 2011 (**S/2011/808**), from the Committee established to monitor the sanctions in Côte d'Ivoire established pursuant to resolution 1574 (2004). The report detailed activities of the Committee from 1 January to 31 December 2011, however there is no reference to women, peace and security in the report. Missed opportunities include mainstreaming gender throughout the Committee's work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence. Additionally, given that cases of sexual and gender-based violence were committed by armed elements, according to recent reports of the Secretary-General on Côte d'Ivoire (*S/2011/807* and *S/2012/506*), and these constitute serious violations of human rights and humanitarian law, which is part of the criteria at present, the mandate should explicitly include sexual and gender-based violence, as per Security Council resolution 1820 (2008) (OP 5) in order to ensure perpetrators are being held to account.

The Security Council meeting on 26 January 2012 (**S/PV.6708**) discussed the Secretary-General's report on UNOCI (*S/2011/807*), and included DDR challenges, humanitarian developments, security sector reform, political stabilization, promotion and protection of human rights, and facilitating the return of refugees and internally displaced persons. Of two speakers, one addressed women, peace and security issues, and solely in regards to sexual and gender-based violence. Particular topics of focus included references to sexual and gender-based violence, particularly treatment and services. Missed opportunities for further discussion of women, peace and security included in discussion of political processes, and concerning the need to stabilize the security situation, particularly via the reform of security and rule-of-law institutions, the disarmament, demobilization and reintegration of former combatants, and the return of refugees and internally displaced persons, all lacked

reference to gender or women's security.

March / April 2012

Analysis

The Secretary-General's report on UNOCI, dated 29 March 2012 (**S/2012/186**), covered adjustments in the structure and strength of UNOCI, and reviewed recent legislative elections, ongoing security challenges and developments in rebuilding national capacities and institutions in areas of

Council Action	Date	Code	WPS Reference?
Report	29-Mar-12	S/2012/186	Yes
Report	14-Apr-12	S/2012/196	No
Meeting	26-Apr-12	S/PV.6761	<i>No Debate</i>
Resolution	26-Apr-12	S/RES/2045 (2012)	Yes

human rights, transitional justice, economic recovery, state authority, and rule of law. The report addresses women, peace and security concerns in the sections on human rights, transitional justice, and police, with all references made regarding sexual and gender-based violence, acknowledging that women and children are the primary victims of these acts of violence, and referencing training for police on addressing sexual and gender-based violence. The report misses opportunities to discuss the development of mechanisms to ensure accountability for these crimes, and the provision of gender-based violence training for security and law and order forces. Necessary but missing women, peace and security analysis is in the report's discussion of women's participation in disarmament, demobilization and reintegration process, security sector reforms, and ensuring a representative and inclusive government.

The Security Council received the final report, dated 14 April 2012 (**S/2012/196**), of the Group of Experts (GoE) on Côte d'Ivoire in accordance with resolution 1980 (2011). The report reviewed the mandate and methodology of the group's work, reviewed the situation in the country and region, and discussed in detail the various elements of the sanctions regime, covering arms, finances, customs and transport, and diamonds. Women, peace and security issues were not referenced in the report, and as such when the situation for civilians or the population is being referenced, future reports should recognize the gendered impact of, for example, the flow of small arms, the illegal trade in natural resources, or the progress in developing and managing DDR programs, and include substantive details. The relationship between UNOCI and the GoE, as laid out in previous resolutions, should be strengthened in order to ensure a free flow of information on violations of human rights.

Security Council **resolution 2045 (2012)** was adopted on 26 April 2012 (**S/PV.6761**), extending the mandate for the Group of Experts (GoE) until 30 April 2013. The resolution is focused on weapons transfers, sanctions, and the mandate of the GoE tasked with oversight of the implementation of sanctions. In the one operative paragraph reference to women, peace and security, sexual and gender-based violence is recognized as a continued challenge, with a subsequent request for information-sharing between the Committee and the SRS for Sexual Violence in Conflict (OP 24). There are two references to women, peace and security are made in the preambular clauses of the resolution, with the relatively standard paragraph recalling Security Council resolution 1325 (2000) and subsequent resolutions, and an additional paragraph condemning all violations of human rights and international humanitarian law in Côte d'Ivoire. While it is encouraging to see the inclusion of these elements in a sanctions resolution, concerns remain that the Council's directions are not explicit enough regarding the linkages between small arms and light weapons and women, peace and security.

The representative of Côte d'Ivoire made a statement following the adoption of the resolutions, but did not reference women, peace and security.

June / July 2012

In advance of the Security Council's expected renewal of the mandate of UNOCI, and given that violence compounded the challenges of continued impunity and lack of DDR programs, the NGOWG **MAP recommendations** urged the Council to strongly support the urgent implementation of disarmament, demobilization, and reintegration programs; mandate UNOCI to strongly support effective efforts against sexual violence, in both preventive actions, training of police and judicial actors, sensitizing the local population, and in the provision of services to survivors; and in the context of combating impunity, ensure support for reforming the security sector and judicial sectors.

Analysis

The report of the Secretary-General on UNOCI, dated 29 June 2012 (S/2012/506), discussed the ongoing volatile security situation in western Côte d'Ivoire along the border with Liberia, and its impact on civilians, stability and reconciliation efforts in political processes, the strengthening of rule of law institutions and security sector reform, DDR, human rights, transitional justice and UNOCI deployment.

The report addresses some key areas of concern regarding women, peace and security, with varying levels of specificity, particularly in the sections on human rights and transitional justice, police, sexual violence, child protection, justice and corrections, and observations. The women, peace and security focus is primarily on sexual and gender-based violence, with the report noting cases of rape that have been documented across Côte d'Ivoire, and highlighting the prevailing impunity and underreporting of cases. The Secretary-General also addresses gender-based violence in reform of the judicial sector in the proposed establishment of legal aid clinics in 5 regions. Missed opportunities for discussion of women, peace and security issues include the role of women in peacebuilding process, security sector reform, and DDR, including the socio-economic factors affecting female ex-combatants and associates of ex-combatants, as called for in the NGOWG MAP recommendations.

Council Action	Date	Code	WPS Reference?
Report	29-Jun-12	S/2012/506	Yes
Meeting	10-Jul-12	S/PV.6802	<i>Closed</i>
Meeting	18-Jul-12	S/PV.6808	No
Meeting	26-Jul-12	S/PV.6817	<i>No Debate</i>
Resolution	26-Jul-12	S/RES/2062 (2012)	Yes

The Security Council meeting on 10 July 2012 (S/PV.6802) held with countries contributing troops and police to UNOCI, was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

The Security Council meeting on 18 July 2012 (S/PV.6808) discussed the report of the Secretary-General on UNOCI (S/2012/506), received a briefing by the SRSG and Head of UNOCI, and heard a statement from the representative of Côte D'Ivoire. Broad issues discussed included security sector reform, DDR, and the general security situation. None of the speakers addressed women, peace and security issues, despite the fact that the issues covered are of direct relevance to this agenda. Similarly, reference to women's participation in the national reconciliation and local electoral process is also absent. Despite calls for an inclusive process, neither speaker specifically noted that this must mean the full and equal participation of women.

Security Council **resolution 2062 (2012)**, was adopted on 26 July 2012 (S/PV.6817), reducing the military contingent of UNOCI by one battalion and extending the mandate until 26 July 2013. The mandate reiterates the mission's priority focus on protection of civilians, with an increased emphasis on DDR and security sector reform. Additional points in the mandate of particular import include the Dialogue, Truth and Reconciliation Commission and the National Commission of Inquiry, which does include an emphasis on the inclusion of civil society (OP 10). Women, peace and security issues are discussed in the preambular clauses, mostly focused on reaffirming the importance of the key resolutions on women, peace and security. In terms of operative

paragraphs, the resolution stresses the importance of training security and law enforcement agencies in human rights, child protection, and sexual and gender-based violence (OP 17). With this sole focus on sexual violence, missed opportunities to address women, peace and security include the resolution's elements on reconciliation, elections, DDR, and security sector reform. Given the significant concerns in Côte d'Ivoire at present regarding the linkages between DDR, women's access to justice, sexual and gender-based, and women's political empowerment, it is essential that these issues are addressed in future mandate renewals. In addition, the benchmarks requested for March 2013 should have a robust gender component (OP 22). The representative of Côte d'Ivoire briefed the council with a review of the mandate, but did not reference women, peace and security, as would be expected in statements made after the adoption of a resolution.

Cyprus

Background

The situation in Cyprus has been on the United Nations Security Council's agenda since the United Nations Peacekeeping Force in Cyprus (UNFICYP) was established by the Security Council on 4 March 1964 pursuant to resolution 186 (1964), to prevent further fighting between the Greek Cypriot and Turkish Cypriot communities.⁸⁹ Following the hostilities of 1974, the Security Council mandated that UNFICYP perform certain additional functions, including the supervision of ceasefire lines, maintaining a buffer zone, undertaking humanitarian activities and supporting the good offices mission of the Secretary-General. Security Council resolution 2058 (2012), adopted on 19 July 2012, extended the mandate of UNFICYP until 31 January 2013.⁹⁰ As of March 2012, the size and composition of the mission was estimated at 924 personnel including 75 female military and 9 female police.⁹¹ Currently, Lisa Bittenheim holds the position of Special Representative of the Secretary-General (SRSG) and the Head of Mission.⁹² There is no information available whether there has been a female Deputy Special Representative of the Secretary-General (DSRSG). The Gender Focal Point for UNFICYP is Hirosko Mosko.

For the period under review in this report, the primary challenges for Cyprus include: how to restart the stalled peace process and broader economic and property matters. Additional issues include the removal of landmines, the ongoing work of the UN Committee on Missing Persons in Cyprus, and more generally, improvement on communication and compromise between the Greek and Turkish Cypriot communities.⁹³ As raised in the **NGOWG MAP**, key women, peace and security challenges include the continued marginalization of women within the peace process, which has an impact on women's overall role in broader efforts to strengthen Cyprus' economy and governance institutions.⁹⁴

In the period under review, the Security Council received two quarterly reports from the Secretary-General, as per its request in resolutions 1986 (2011) and 2026 (2011) on the UN mission in Cyprus (**S/2011/746** and **S/2012/507**) and two containing an assessment on the state of negotiations in Cyprus (**S/2011/498** and **S/2012/149**). These reports informed the negotiations around the Council's discussions on the mandate of UNFICYP which was renewed via **resolutions 2026 (2011)** and **2058 (2012)**.

⁸⁹ DPKO, UNFICYP: United Nations Peacekeeping Force in Cyprus, 2012. <http://www.un.org/en/peacekeeping/missions/unficypr/>

⁹⁰ UN, Security Council extends UN peacekeeping force in Cyprus until early 2013, 2012. <http://www.un.org/apps/news/story.asp?NewsID=42520&Cr=cyprus&Cr1=>

⁹¹ UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

⁹² PeaceWomen, Cyprus, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/

⁹³ UN, UN News, 2012. <http://www.un.org/apps/news/story.asp?NewsID=42520&Cr=cyprus&Cr1=>

⁹⁴ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/cyprus/>

Security Council Action on Cyprus				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	08-Aug-11	S/2011/498	Yes	*
	30-Nov-11	S/2011/746	No	No
	12-Mar-12	S/2012/149	Yes	*
	29-Jun-12	S/2012/507	No	*
Meetings	07-Dec-11	S/PV.6676	<i>Closed</i>	<i>Closed</i>
	14-Dec-11	S/PV.6685	<i>No Debate</i>	<i>No Debate</i>
	05-Jul-12	S/PV.6801	<i>Closed</i>	<i>Closed</i>
	19-Jul-12	S/PV.6809	<i>No Debate</i>	<i>No Debate</i>
Resolutions	14-Dec-11	S/RES/2026 (2011)	Yes	No
	19-Jul-12	S/RES/2058 (2012)	Yes	*

The NGOWG provided recommendations on the situation in Cyprus in December 2011.

August 2011

Analysis

The report of the Secretary-General, dated 8 August 2011 (S/2011/498), details the status of negotiations on security, property and governance in Cyprus. The report includes information

regarding work done by the Gender Advisory Team relating to property, citizenship, and governance. The inclusion of a gender perspective in these key areas is vital for peacebuilding processes and should be encouraged, however, this was the only mention of women, peace and security throughout the report.

Council Action	Date	Code	WPS Reference?
Report	08-Aug-11	S/2011/498	Yes

November / December 2011

As the Council prepared to discuss the report of the Secretary-General and renew the mandate of UNFICYP, the NGOWG **MAP recommendations** strongly urged the Council to support the recommendations of the Gender Advisory Team, reflected in the Secretary-General's 2010 report (S/2010/603) which called for the two sides to integrate gender considerations into the Cyprus peace process.

Analysis

The report of the Secretary-General on the UNFICYP, dated 30 November 2011 (S/2011/746), focuses on the activities of UNFICYP in bolstering inter-community dialogue. The report makes no mention of women, peace and security issues, an unfortunate omission, as this was an opportunity for the Secretary-General to comment on the specific concerns of women in these communities and the need for economic and social parity across the board.

Council Action	Date	Code	WPS Reference?
Report	30-Nov-11	S/2011/746	No
Meeting	07-Dec-11	S/PV.6676	<i>Closed</i>
Meeting	14-Dec-11	S/PV.6685	<i>No Debate</i>
Resolution	14-Dec-11	S/RES/2026 (2011)	Yes

Security Council **resolution 2026 (2011)**, was adopted unanimously on 14 December 2011 (S/PV.6685),

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

extending the mandate of UNFICYP until 19 July 2012. There are three relevant references to women, peace and security concerns in the resolution. In the preambular section, one paragraph notes the importance of women's civil society in the ongoing peace process, then within the operative section, there is a paragraph regarding the importance of civil society in the peace process (OP 3(c)), and the standard paragraph reaffirming UNFICYP's zero tolerance policy regarding sexual exploitation and abuse (OP 12). This resolution marks an important change for Cyprus, as although the inclusion is in a preambular paragraph rather than an operative paragraph, it is nonetheless the first time the Council has specified the role of women's civil society in this process in Cyprus.

March 2012

Analysis

In the assessment report of the Secretary-General on the status of negotiations in Cyprus dated 12 March 2012 (S/2012/149), the Secretary-General provides an update on ongoing

Council Action	Date	Code	WPS Reference?
Report	12-Mar-12	S/2012/149	Yes

negotiations in Cyprus between the two sides. Detailing the progress made since August 2011 and the remaining issues in the negotiations, the Secretary-General specifically mentions the participation of women's civil society groups in the process and calls for greater involvement with women's civil society groups on the part of the two sides, stressing that it is only through engaging with civil society and women's groups in particular that a settlement agreeable to and representative of all Cypriots will be reached. No mention is made of women's political participation, or propositions for gender equality in the negotiations.

June / July 2012

Analysis

The Secretary-General presented its latest report (S/2012/507) discussing activities of the United Nations Peacekeeping Force in Cyprus (UNFICYP) to the Council in June 2012. The report discusses the activities of UNFICYP in the issues of conflict prevention, demining, and restoration

Council Action	Date	Code	WPS Reference?
Report	29-Jun-12	S/2012/507	No
Meeting	05-Jul-12	S/PV.6801	<i>Closed</i>
Meeting	19-Jul-12	S/PV.6809	<i>No Debate</i>
Resolution	19-Jul-12	S/RES/2058 (2012)	Yes

of normal conditions and humanitarian functions did not provide a gendered perspective of the situation in Cyprus. There was no reference to women, peace and security in the report, despite opportunities to discuss women's contribution to peacebuilding in Cyprus.

The Security Council meeting on 5 July 2012 (S/PV.6801) held to discuss the situation in Cyprus with UNFICYP Troop-Contributing Countries (TCCs) and Police-Contributing Countries (PCCs), was closed. Consequently there is no available information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

Security Council **resolution 2058 (2012)**, unanimously adopted 19 July 2012 (S/PV.6809) extended UNFICYP's mandate until 31 January 2013 and contained no substantive changes from the previous mandate renewal. As noted previously, there are three references to women, peace and security issues: in the preambular section, one paragraph notes the importance of women's civil society in the ongoing peace process, then within the operative section, there is a paragraph regarding the importance of civil society in the peace process (OP 3(c)), and the standard paragraph reaffirming UNFICYP's zero tolerance policy regarding sexual exploitation and abuse (OP 12). These are the identical references contained in the previous mandate, which was in itself a step

forward as it was the first time the participation of women's civil society was referenced. In future mandate renewals, robust language on women's participation in an operative paragraph, particularly in the peace process, and through civil society, would further strengthen future efforts to ensure women are able to participate fully and equally in all efforts to maintain peace and security.

Following the adoption of the resolution, in a slight change from precedent, both Pakistan and Azerbaijan voiced their frustration at what they perceived to be a lack of substantive negotiation on the Cyprus mandate.

Democratic Republic of Congo

Background

The Democratic Republic of Congo (DRC) has been on the United Nations Security Council's agenda in some form or another since 1964.⁹⁵ The current focus by the Council was triggered following a rebellion in the Kivu regions against the current government of the DRC led by Laurent-Desiré Kabila in May 1997. Following the Lusaka Ceasefire Agreement in July 1999, and per Security Council resolution 1279 (1999), the United Nations Organization Mission in the Democratic Republic of the Congo, (MONUC) was established initially to monitor the ceasefire agreement. Violent conflict continued to destabilize the country until the formal end of the conflict in 2003, followed by the first elections in over four decades in July 2006.⁹⁶ Expanding the mission to a supervisory role, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) was established per Security Council resolution 1925 (2010) to formally take over operations from MONUC beginning 1 July 2010. MONUSCO is authorized to use all necessary means to carry out its mandate relating, *inter alia*, to the protection of civilians, humanitarian personnel and human rights defenders under imminent threat of physical violence, and to support the Government of the DRC in its stabilization and peace consolidation efforts.⁹⁷ Security Council resolution 2053 (2012) adopted on 27 June 2012 extended the mandate of MONUSCO until 30 June 2013.⁹⁸

As of June 2012, the size and composition of the mission was estimated at 19,144 personnel, including 25 female military experts, 366 female military troops, 58 female police and 90 female Formed Police Units.⁹⁹ In terms of leadership of MONUSCO, Leila Zerrougui served as DRSG for most of the period under review.¹⁰⁰ The Senior Gender Advisor for MONUSCO is Elsie Effange-Mbella.¹⁰¹

For the period under review, the main challenges in DRC included continued widespread human rights violations, including unlawful killings and arbitrary arrests committed by government security forces and armed groups, as well mass rapes. These violations continue to be coupled with a persistent climate of impunity.¹⁰² As reflected in the **NGOWG MAP**, the primary challenges for the DRC remain the protection of civilians, the monitoring of the escalation of violence in North Kivu, and MONUSCO's response to these issues. Another challenge is barriers to women's full participation at all levels of decision-making, including in elections, and particularly in advance of elections in 2013. Further challenges include a lack of cooperation with the ICC and the lack of accountability for perpetrators of human rights violations particularly for acts of rape and sexual and gender-based, as committed in Walikale in 2010 and in the area around Fizi in 2011. With current high levels

⁹⁵ UN, Repertoire of the Practice, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organ/peacekeeping_missions.shtml

⁹⁶ UN DPKO, MONUC: Background, 2010. <http://www.un.org/en/peacekeeping/missions/monuc/background.shtml>

⁹⁷ UN DPKO, MONUSCO: Mandates and Objectives, 2012. <http://www.un.org/en/peacekeeping/missions/monusco/>

⁹⁸ UN, Security Council Resolution 2053, 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/RES/2053%282012%29

⁹⁹ UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

¹⁰⁰ UN, Biography of Leila Zerrougi, 2012. http://www.un.org/sg/management/senstaff_details.asp?smgID=170

¹⁰¹ PeaceWomen, DRC, 2012. http://peacewomen.org/security_council_monitor/resolution-watch/country/democratic-republic-of-the-congo

¹⁰² Amnesty International, Annual Report, 2012. <http://www.amnesty.org/en/region/democratic-republic-congo/report-2012>

of displacement, the particular vulnerability and protection needs of displaced women and girls remains a primary issue. Additionally, lack of progress on security sector reform continues to pose major challenges.¹⁰³

In the period under review, the Security Council received, as per its request in resolution 1991 (2011) and Security Council Press Statement SC/10335/AFR/2215 (2011), reports from the Secretary-General on MONUSCO (S/2011/656, S/2012/65 and S/2012/355). These reports helped to inform discussions around the Council's negotiations on the mandate for MONUSCO, which was reviewed and subsequently renewed in June 2012 with the adoption of **resolution 2053 (2012)** until 30 June 2013.

The Council additionally received reports on the sanctions regime established pursuant to resolution 1493 (2003) both from the Committee (S/2012/3) and the Group of Experts (S/2012/348, S/2012/348/Add.1, and S/2011/738). These reports helped inform the Council's negotiations on the mandate of the Group of Experts, which was reviewed and renewed in November 2011 with the adoption of **resolution 2021 (2011)** until 30 November 2012.

Security Council Action on the Democratic Republic of the Congo				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	24-Oct-11	S/2011/656	Yes	Partially
	02-Dec-11	S/2011/738	Yes	*
	05-Jan-12	S/2012/3	Yes	Yes
	26-Jan-12	S/2012/65	Yes	Partially
	23-May-12	S/2012/355	Yes	Partially
	21-Jun-12	S/2012/348	Yes	Yes
	27-Jun-12	S/2012/348/Add.1	No	No
Meetings	08-Nov-11	S/PV.6649	Yes	Yes
	29-Nov-11	S/PV.6671	<i>No Debate</i>	<i>No Debate</i>
	07-Feb-12	S/PV.6712	Yes	Partially
	06-Jun-12	S/PV.6779	<i>Closed</i>	<i>Closed</i>
	12-Jun-12	S/PV.6785	Yes	Yes
	27-Jun-12	S/PV.6792	<i>No Debate</i>	<i>No Debate</i>
Resolutions	29-Nov-11	S/RES/2021 (2011)	Yes	Yes
	27-Jun-12	S/RES/2053 (2012)	Yes	Yes

The NGOWG provided recommendations on the situation in the Democratic Republic of the COngo in October and November 2011, and January, May and June 2012.

October / November 2011

NGOWG **MAP recommendations** were given in both October and November 2011 in advance of the report of the Secretary-General and the mandate renewal of MONUSCO. The recommendations expressed deep concern at the persistent lack of accountability for crimes in DRC, including mass rape, as well as the most serious violations of human rights and international humanitarian law in the DRC over the previous two decades. The NGOWG urged the Council to focus on following up on a series of key issues, including on measures to bring to justice suspected perpetrators of mass acts of sexual and gender-based violence this year and last, as well as the

¹⁰³ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/drc/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

provision of services to survivors and the ways in which the resources provided to UNHCR in particular are serving the population in question. In terms of women’s participation in elections, the recommendations request an update on the status of women’s rights and capacity to vote and to stand in the upcoming elections, as well as regarding government contingency plans to address possible destabilization resulting from upcoming elections, including enhanced protection of civilians, in particular groups including IDPs and women.

Analysis

Detailing progress on the ground and events surrounding the electoral process, the Secretary-General’s report on 24 October 2011 (**S/2011/656**), on MONUSCO focuses on issues related to political development, humanitarian situations (regionally and nationally), the protection of civilians, electoral reform, peacebuilding, human rights, sexual and gender-based violence, children and armed conflict, support to military and police forces, DDR, SSR, and the rule of law. Women, peace and security concerns were addressed in regard to sexual and gender-based violence, specifically the mass rape of women, as well as in discussion of training of policewomen and women judicial officers, and the inclusion of women election observers. The most substantive references made to women were in the context of victims of sexual and gender-based violence, albeit without setting recommendations for protecting women against such crimes nor for including them in the peace and security process. In terms of bringing justice to perpetrators of acts of sexual and gender-based violence, the report indicated that the UN has implemented a “multi-year justice support program” and the Secretary-General encourages Congolese authorities to continue to battle impunity in this regard.

Council Action	Date	Code	WPS Reference?
Report	24-Oct-11	S/2011/656	Yes
Meeting	08-Nov-11	S/PV.6649	Yes
Meeting	29-Nov-11	S/PV.6671	<i>No Debate</i>
Resolution	29-Nov-11	S/RES/2021 (2011)	Yes

With the exception of the reference to prosecution support cells to be provided under MONUSCO, there is a lack of specificity regarding justice provision. There was no request for updates from the Congolese government with regards to progress made in convicting perpetrators in Fizi and Walikale, and no mention is made of providing services to survivors. In all references made to elections, analysis of women’s participation is noticeably absent. Furthermore, the issue of a contingency plan in the event that election violence occurs is also absent from the text. Missed opportunities to include women, peace and security in this report include information, analysis, and recommendations on provisions for protecting women, ensuring justice for sexual and gender-based violence, and including women in political and peace processes.

The Security Council met on 8 November 2011 (**S/PV.6649**) to discuss the report of the Secretary-General (S/2011/656) as well as to receive briefings from the SRSR and Head of MONUSCO and the representative of the DRC. Issues discussed included technical training for military and police units, the protection of civilians, sexual and gender-based violence, combating impunity, and strengthening the Congolese democracy via electoral reform and capacity building. Women, peace and security concerns were addressed most frequently in the context of sexual and gender-based violence and participation of women electoral candidates and registered voters in the DRC. In line with MAP recommendations, the SRSR provided an update on suggested measures being taken to combat sexual and gender-based violence, detailing measures being taken to bring justice to perpetrators of sexual and gender-based violence, and noted that Congolese institutions face significant barriers. Missed opportunities include in the reporting on planning for the elections, specifically in regards to women in that context.

Security Council **resolution 2021 (2011)** was adopted unanimously during the 29 November 2012 Security Council meeting (**S/PV.6671**). There were no statements made following the adoption of the resolution, which extended the arms embargo and related sanctions until 30 November 2012. The resolution calls for the DRC to mitigate the risk of financing military groups and criminal networks, publish reports on natural resource

extraction, enhance military cohesion and vetting efforts, and to cooperate with regional and international actors. Women, peace and security concerns were addressed in the preambular section, as well as in a paragraph regarding ending rape and sexual and gender-based violence (OP 13), and a paragraph calling for Congolese authorities to end impunity for perpetrators of human rights violations, including sexual and gender-based violence (OP 14). Missed opportunities to address women, peace and security concerns include in the paragraphs related to management of small arms and light weapons, through a national weapons marking program (OP 11), in which a gender perspective would have been most salient.

December 2011

Analysis

The Security Council received the final report, dated 2 December 2011 (S/2011/738), of the Group of Experts (GoE) on the Democratic Republic of

Council Action	Date	Code	WPS Reference?
Report	02-Dec-11	S/2011/738	Yes

the Congo in accordance with resolution 1952 (2010). The report reviewed the situation in the DRC at present in regards to the sanctions regime, detailing the activities of foreign and Congolese armed groups, natural resources trade, flow of arms and ammunition, and the situation for human rights. Women, peace and security issues are discussed in the sections on the activities of several armed groups, in the discussion of international human rights law, which details instances of sexual and gender-based violence across DRC, as well as other incidents with subsequent information, where available, regarding prosecution. The role of women in armed groups is discussed briefly with multiple references to female combatants, the involvement of female collaborators, as well as wives of soldiers in the illicit trade of natural resources.

Missed opportunities for discussion of gender lies primarily in the recommendations. For example, there is no reference to female ex-combatants or to women associated with armed groups, and the inclusion of gender perspectives, in the recommendation regarding the DDR program. Further, discussion related to the link between the flow of arms and sexual and gender-based violence is also missing, as is a comprehensive analysis of the links between the natural resources, arms trade, and the violence targeting civilians. Further details regarding human rights violations occurring around the elections, specifically in regards to the acts targeting women, would also be welcome, as would information regarding the forced displacement of women.

January / February 2012

Given the election related violence plaguing the DRC, and the persistent lack of accountability for crimes including mass rape in Walikale in 2010 and Fizi in 2011, and noting that this lack of accountability further exacerbates the security concerns in these communities, the NGOWG **MAP recommended** that Council should: condemn the violence; insist on accountability for those involved in elections fraud, intimidation and violence; hold the DRC Government accountable for lack of prosecutions for crimes against humanity and mass rapes and ensure MONUSCO fully implements its mandate to protect civilians, as per resolution 1991 (2011) (OP 1).

Analysis

The Security Council received the annual report, dated 5 January 2012 (S/2012/3), from the Committee established to monitor the sanctions in the Democratic Republic of the Congo established pursuant to resolution 1533 (2004). The report detailed activities of the Committee from 1 January to 31 December 2011, which included consultations with the Group of Experts

Council Action	Date	Code	WPS Reference?
Report	05-Jan-12	S/2012/3	Yes
Report	26-Jan-12	S/2012/65	Yes
Meeting	07-Feb-12	S/PV.6712	Yes

and reviewing reports from Member States on the ways in which they had implemented the sanctions measures. Women, peace and security issues are discussed in the background section of the report, detailing the extension of measures to include individuals committing violations of international law, such as sexual and gender-based violence. No further information was provided as to whether individuals had been listed due to committing such acts, or the extent to which the Committee had followed up on the new criteria.

The report of the Secretary-General dated 26 January 2012 (**S/2012/65**), on MONUSCO, discusses a wide variety of issues, including national political developments, military operations in North Kivu, South Kivu, Maniema, Katanga, and Orientale provinces, humanitarian situations, the protection of civilians, peacebuilding, human rights, sexual violence, children and armed conflict, extraction of natural resources, SSR, and the rule of law. In terms of women, peace and security, the Secretary-General notes progress made in providing assistance to survivors of sexual and gender-based violence. The report includes gender-disaggregated data on the number of women that are candidates (out of 18,864 candidates for the 500 seats in the National Assembly, 2,277 were women). It acknowledges the possible role of national security forces in election-related violence and strongly urges the authorities to ensure respect for human rights. It further emphasized the importance of a strong judicial authority in the DRC to prosecute and convict perpetrators of sexual and gender-based violence.

The Security Council meeting on 7 February 2012 (**S/PV.6712**) entailed a briefing on the tensions following the national elections, specifically concerning the protection of civilians, security threats, augmenting state capacity and authority, combating impunity, and stabilization and development efforts completing the election cycle. There were two speakers, the SRSO and Head of MONUSCO, and the representative from the DRC, who noted and condemned election-related violence. In regard to sexual and gender-based violence, the SRSO stressed that MONUSCO was pursuing every opportunity to bring perpetrators to justice and would be publishing a detailed report on the election violence shortly, while the representative from the DRC, detailing progress by national authorities on legislation and the judiciary to ensure that justice would be enacted noted that the Government has been working to prosecute electoral workers accused of misconduct.

May / June 2012

NGOWG **MAP recommendations** during this period were focused on both the forthcoming report of the Secretary-General and the expected mandate renewal. The NGOWG urged the Council to inquire into reporting on the impact of recent violence in the east of the country on the civilian population, including current efforts to protect women and girls who have been displaced, support the fight against impunity, including by holding the DRC government to account for the lack of prosecution of suspected perpetrators of sexual and gender-based violence, and for inadequate witness protection and service provision for survivors. Further, the recommendations stressed that the Security Council must support women's full participation at all levels of decision-making regarding this protection, supporting all national efforts and obligations regarding women's rights and full implementation of the National Action Plan on 1325. The NGOWG recommended that the Security Council should strongly support the DRC government, including through assistance by MONUSCO, in arresting and surrendering Bosco Ntaganda for trial before the ICC. Finally, recommendations stressed the need for concrete steps to end illegal weapons flows in the country, and the illegal exploitation of minerals, urging Council to prioritize comprehensive security sector reform, including a vetting mechanism to remove senior officers with a record of serious violations of international humanitarian and human rights law and bring them to justice.

Analysis

The report of the Secretary-General on MONUSCO, dated 23 May 2012 (S/2012/355) covers the requested update on the progress in the centering on significant events specific to the political process, and the status of support of MONUSCO to the current situation on the ground; it also includes an analysis on the current political security, humanitarian and human rights situation following elections and

Council Action	Date	Code	WPS Reference?
Report	23-May-12	S/2012/355	Yes
Meeting	06-Jun-12	S/PV.6779	<i>Closed</i>
Meeting	12-Jun-12	S/PV.6785	Yes
Report	21-Jun-12	S/2012/348	Yes
Report	27-Jun-12	S/2012/348/Add.1	No
Meeting	27-Jun-12	S/PV.6792	<i>No Debate</i>
Resolution	27-Jun-12	S/RES/2053 (2012)	Yes

what that means for UN influence in the country. Women, peace and security concerns were addressed in regards to sexual and gender-based violence, including mass rape, and electoral developments including women candidates. In discussion of increasing the political representation of women, the Secretary-General provides gender-disaggregated data on the number of women who currently hold seats in the National Assembly, further referencing a program aimed at training potential candidates for political office. In line with the NGOWG MAP recommendations, the report notes attacks on civilians, and stresses the need to increase efforts to end impunity by strengthening legal, judicial, and reporting systems.

However, the report fails to address women's engagement in disarmament, demobilization, repatriation, resettlement and reintegration processes, and the inclusion of women in efforts to create a safe and sustainable reintegration system.

The Security Council meeting held on 6 June 2012 (S/PV.6679) with countries contributing troops and police to the United Nations Stabilization Mission in the Democratic Republic of the Congo was closed. Consequently there is no information readily available on whether women, peace and security objectives and the NGHOWG MAP recommendations were addressed.

The main theme of the meeting on 12 June 2012 (S/PV.6785) was the presentation of the report of the Secretary-General (S/2012/355) on the current situation in the DRC and MONUSCO. Discussion focused on the destabilization in Eastern DRC resulting from the recent mutiny initiated by Bosco Ntaganda and Sultani Makenga from the Forces Armées de la République Démocratique du Congo (FARDC). The briefings centered on concern over the recent spate of violence and its effect on MONUSCO's progress in establishing security in the region, and its protection of civilians mandate. The meeting reflects a majority of the key provisions laid out in the NGOWG MAP recommendations such as the proliferation of arms, the reinforcement of state authority within the region, impunity and accountability for acts of sexual and gender-based violence, and security sector reform. Women, peace and security objectives are referenced in discussion on civilian attacks, particularly in attention on the suffering of unarmed women and children and in concern about acts of rape and other forms of sexual and gender-based violence. Overall, references to women centered on themes of protection of civilians and sexual and gender-based violence. As a result, the emphasis in the report is on women solely as victims, rather than on their role as actors in bringing about peace and security in the region.

The Security Council received the interim report, dated 21 June 2012 (S/2012/348), of the Group of Experts (GoE) on the Democratic Republic of the Congo in accordance with resolution 2021 (2011). The report reviewed the mandate and methodology of their work, discussed current issues of concern in the DRC, and highlighted important events and activities since the submission of the last report on 18 October 2011 (S/2011/738). Women, peace and security issues were considered in the section on violations of international humanitarian and human rights law, specifically focused on sexual and gender-based violence. The report notes major incidents for the period under review, which included indiscriminate killing of civilians, triggering

displacement, both of which impacted women significantly. Analysis of the patterns and cases of sexual and gender-based violence, including gender-disaggregated data, provides an overall picture of the severity of the situation in the DRC, and is good practice which should be continued. In the annex, the report additionally notes that the GoE works closely with the Office of the SRSR on SVIC in order to exchange information pertinent to their work.

In future reporting, the GoE should include information as to the gender-specific impact of obstructions of access to humanitarian assistance, as well as ensure the forthcoming comprehensive assessment of social and economic development in relevant mining zones contains significant information as to the situation for women, given the impact of illegal mining on women. There are additional missed opportunities for addressing women, peace and security, including the report's recommendations, which do not reference ways in which all parties can address sexual and gender-based violence. Neither the recommendations nor the rest of the report include mention of the link between the flow of small arms and light weapons and sexual and gender-based violence. There is reference to Bosco Ntaganda's efforts to influence the elections through intimidation of civilians, but there is no reference as to specific, targeted acts of sexual and gender-based violence in this regard. Given the history of such tactics in the region, the use of sexual and gender-based violence for political intimidation should be investigated and included in these reports. Further, given the comprehensiveness of the information compiled by the GoE, a recommendation to MONUSCO which would ask them to take up such information and respond accordingly would be positive.

The Security Council received an addendum to their previously submitted interim report, dated 27 June 2012 (**S/2012/348/Add.1**), of the Group of Experts (GoE) on the Democratic Republic of the Congo focused on the violation of the arms embargo and sanctions regime by the Government of Rwanda. Women, peace and security issues were not discussed in the report.

Security Council **resolution 2053 (2012)** unanimously adopted during the Security Council meeting on 27 June 2012 (**S/PV.6792**) extended the mandate of MONUSCO through 30 June 2013. The resolution, in addition to reiterating the ongoing protection of civilian priority for the mission, states that security sector reform is to be the primary focus within the stabilization and peace consolidation mandate of MONUSCO. There are a number of areas in which this resolution addresses women, peace and security concerns, focusing on human rights abuses and humanitarian crimes against women, sexual and gender-based violence, and on women's engagement in elections. In terms of sexual and gender-based violence, the resolution calls for an end to impunity, noting the responsibility of the Government of the DRC in this regard, and demanding that all actors cease committing acts of sexual and gender-based violence (OPs 12, 18, 23). The primary focus on women's agency and empowerment is in the context of elections, calling on both the DRC government and MONUSCO leadership to ensure women's full participation in the elections, and to ensure engagement with civil society. This emphasis on civil society marks a new development from the previous resolution. There are also three preambular paragraphs that specifically address women, peace and security, one with a standard recalling of women, peace and security resolutions, and two that condemn attacks on civilians, including sexual and gender-based violence. In addition, new language on MONUSCO's responsibility to communicate with the civilian population and collect information regarding rights violations (OP 24) could prove positive for women if done in consultation and communication with women's rights advocates.

In terms of opportunities missed in this mandate, there are a number of paragraphs in which there is no gender-specific language but in which there are relevant women, peace and security concerns. Existing language does provide scope for women's inclusion, but only if the operationalization of these sections have gender expertise. These paragraphs include those regarding human rights and human rights defenders; regarding security sector reform; important reforms regarding the vetting and integration of former armed groups; and in the emphasis on the need to strengthen DDR efforts (OPs 3, 11, 17, 22, 24).

Background

Eritrea has been on the United Nations Security Council’s agenda since 2000, when, in response to hostilities between Ethiopia and Eritrea over the borders, the Security Council established a committee to monitor and implement the arms embargo against Eritrea and Ethiopia. While that committee was terminated in May 2001 after the Algiers Agreement was reached, Eritrea was once again brought onto the agenda of the Council in June 2008 following border fighting between Djibouti and Eritrea.¹⁰⁴ There is no peacekeeping mission in the country, but a Monitoring Group on Somalia and Eritrea (SEMG) was established to submit monthly progress reports to the Security Council and its Committee. The mandate of the group is contained in Security Council resolution 2002 (2011) (OP 6), which was adopted on 29 July 2011, and was further extended in resolutions 2023 (2012) and 2036 (2012). According to the 2012 report, the Monitoring Group recently included one woman, Kristele Younes, a humanitarian expert, out of its seven members.

For the period under review in this report, the primary challenges for Eritrea included attacks on civilians, gender-based violence, the recruitment and use of child soldiers, and the forcible displacement or confinement of civilians. Eritrea maintains relations with known arms dealers in Somalia and has violated the arms embargo during the course of the mandate by its support for Ethiopian armed opposition groups passing through Somali territory.¹⁰⁵ Key women, peace and security challenges in Eritrea include the risk of sexual abuse, genital mutilation, daily discrimination and compulsory military drafting that increase risk for sexual harassment and abuse which oftentimes results in HIV infection.¹⁰⁶

In the period under review, the Security Council received, as per its request in resolution 2023 (2011), a report from the Secretary-General within 180 days (**S/2012/412**). The report informs the discussions around the Council’s negotiations on the mandate for the Somalia and Eritrea Monitoring Group, which succeeded the Panel of Experts. In July of 2012, the Security Council reviewed and subsequently renewed the mandate of the Somalia and Eritrea Monitoring Group. In regards to the sanctions regime, the report also informs the Council’s negotiations on reinforcing the existing sanctions regime on Eritrea as established under resolution 1907 (2009). In December of 2011, the Security Council expanded the restrictive measures regarding Eritrea in the area of “Diaspora taxes”, the Eritrean mining sector and financial services.

Security Council Action on Eritrea				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	08-Jun-12	S/2012/412	No	*
Meetings	05-Dec-11	S/PV.6674	<i>No Debate</i>	<i>No Debate</i>
	25-Jul-12	S/PV.6814	<i>No debate</i>	<i>No Debate</i>
Resolutions	05-Dec-11	S/RES/2023 (2011)	No	*

The NGOWG did not make MAP recommendations for Eritrea during this reporting period.

¹⁰⁴ UN, Repertoire of the Practice of the SC. <http://www.un.org/en/sc/repertoire/data/First%20appearance%20of%20agenda%20item%201946-2010.pdf>

¹⁰⁵ UN, Report of the Monitoring Group on Somalia and Eritrea, 2012. http://www.somaliareport.com/downloads/UN_REPORT_2012.pdf

¹⁰⁶ UN HCR, Fleeing Eritrea: The Risks for Women, 2012. http://www.unhcr.org/mt/index.php?option=com_content&view=article&id=486:fleeing-eritrea-the-risks-for-women-&catid=56:the-human-story&Itemid=129

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

December 2011

Analysis

The Security Council meeting on Peace and Security in Africa on 5 December 2011 (**S/PV.6674**), was held to discuss the sanctions regime targeting individuals in Eritrea, and also

Council Action	Date	Code	WPS Reference?
Meeting	05-Dec-11	S/PV.6674	<i>No Debate</i>
Resolution	05-Dec-11	S/RES/2023 (2011)	No

considered Eritrea's destabilizing activities in the subregion. Numerous Member States spoke at the meeting, including some Security Council members, regarding insecurity in the region, and the stalled mediation and negotiation efforts. There was no discussion of women, peace and security concerns during the meeting.

The Security Council adopted resolution **2023 (2011)** during its 5 December 2011 meeting (**S/PV.6674**). The central focus of the resolution is to condemn Eritrea's support of armed opposition groups in Somalia, and deter continued support by strengthening existing sanctions against the country, established under resolutions 1844 (2008), 1862 (2009), and 1907 (2009). The resolution also expands the mandate of the Monitoring Group to cover several areas covered in the mandate. It does not refer to any women, peace and security issues, an unfortunate omission given the mandate's purview over key relevant issues including peace and reconciliation efforts and issues regarding small arms and light weapons.

June / July 2012

Analysis

The report of the Secretary-General, released on 8 June 2012 (**S/2012/412**), provides an update on Eritrea's compliance with the provisions of resolutions 2023 (2011), 1844 (2008), 1862 (2009), and 1907 (2009). As the Secretariat had no independent mean of verification, the report was based on information provided by Government of Eritrea, official UN documents, reports of the Somalia and Eritrea Monitoring Group and informal exchanges with Member States. There are no references to women, peace and security issues within the report, including in areas which would benefit from a gender perspective, such as the role played by women in the resolution of outstanding conflicts between Eritrea and other parties, and the inclusion of a gender perspective in dispute settlements. Moreover, no data on the respect of women and girls' human rights, including gender-based violence and sexual abuse, is reported.

At the meeting held on 25 July, 2012 (**S/PV.6814**), the Security Council adopted resolution **2060 (2012)** which extends, until 25 August 2013, the mandate of the Monitoring Group referred to in paragraph 3 of resolution 1558 (2004), but eases restrictions to allow for humanitarian assistance to reach Somali people and to allow otherwise banned military equipment into the country for use by UN staff, media and humanitarian workers. Women, peace and security elements include a preambular paragraph reference that deplores all acts of violence, abuses and violations, including sexual and gender-based violence. Unfortunately, despite the resolution's strong focus on humanitarian aid and service provision, there is no gender-specific language in any of the Council's directives on these matters. Additional missed opportunities for inclusion of women, peace and security concerns include in the elements regarding the Transitional Federal Government and its post-transition successor (OP 16).

Background

Guinea-Bissau has been on the agenda of the Security Council since 1998, after fighting between the government and factions of the military in response to the dismissal of high ranking military officers by the President.¹⁰⁷ In response to the crisis, which displaced an estimated 413,000 people, the Security Council adopted resolution 1216 (1998), requesting that the Secretary-General make recommendations on a possible United Nations role in the Guinea-Bissau peace process.¹⁰⁸ The UN Peacebuilding Support Office in Guinea-Bissau (UNOGBIS) was established pursuant to Resolution 1233 (1999) in order to help achieve this mandate.¹⁰⁹ In 2009 UNOGBIS was replaced by the UN Integrated Peace-Building Support Office in Guinea-Bissau (UNIOGBIS) pursuant to Resolution 1876, with a mandate to support efforts to consolidate constitutional rule, further political dialogue and national reconciliation, assist with security sector reform efforts, and promote respect for human rights and the rule of law.¹¹⁰ Security Council resolution 2030 (2011), adopted on 21 December 2011, extended the mandate of UNIOGBIS through 28 February 2013.¹¹¹ There is no information readily available on the size and composition of the mission. There is no information readily available indicating there is or has been a female Special Representative of the Secretary-General (SRSG) or Deputy Special Representative of the Secretary-General (DSRSG). The Gender Affairs Advisor for UNIOGBIS is Rua Rui Djassi.

For the period under review for this report, the primary challenges for Guinea-Bissau included the political and security tensions that have characterized the country for the past decade. Particular issues include the restoration of constitutional order and the prevention of further military incursions in politics in the aftermath of the military coup d'état on 12 April 2012.¹¹² In addition, the stranglehold of drug-trafficking and organized-crime networks on the military and political elite continues to pose problems for the country, as does the need for a comprehensive security sector reform process.¹¹³ Particular women, peace and security challenges include the impact of the instability in Guinea-Bissau on women's participation in political processes and peacebuilding efforts. Women have made progress in terms of empowerment and participation, but continued instability, alongside gender-based discrimination, remain serious concerns.¹¹⁴

In the period under review, the Security Council received, as per its request in resolutions 1876 (2009) and 2030 (2011), two quarterly reports from the Secretary-General on UNIOGBIS (S/2011/655 and S/2012/554). These reports partially informed the discussions around the Council's negotiations on the mandate for UNIOGBIS, which was renewed on 21 December 2011 with the adoption of resolution 2030 (2012). Additionally, in response to the events of 12 April 2012, the Council met several times and adopted presidential statement 2012/15 requesting a report from the Secretary-General outlining the situation and requesting further action. This report (S/2012/280), led to the adoption of Security Council resolution 2048 (2012) which imposed sanctions against the leaders of the coup.

¹⁰⁷ AI, Guinea Bissau: Human Rights Under Fire, 1998. <http://www.amnesty.org/en/library/asset/AFR30/004/1998/en/ab9d8246-d9e4-11dd-af2b-b1f6023af0c5/af300041998en.pdf>

¹⁰⁸ UN, Repertoire of the Practice, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organ/peacekeeping_missions.shtml#reg17

¹⁰⁹ UN, Secretary-General Report S/1999/232, 1999. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/1999/232>

¹¹⁰ UN DPA, Guinea Bissau, 2012. <http://uniogbis.unmissions.org/>

¹¹¹ UN, S/RES/2030 (2012). <http://www.un.org/Docs/journal/asp/ws.asp?m=s/res2030>

¹¹² AI, Guinea-Bissau: AI's concerns following the coup in April, 2012. <http://www.amnesty.org/en/library/info/AFR30/001/2012/en>

¹¹³ AI, Annual Report 2011: Guinea-Bissau, 2012. <http://www.amnesty.org/en/region/guinea-bissau/report-2011>

¹¹⁴ UNIOGBIS, Women's political participation in Guinea-Bissau, 2012. <http://uniogbis.unmissions.org/Default.aspx?tabid=9919>

Security Council Action on Guinea Bissau				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	21-Oct-11	S/2011/655	Yes	*
	30-Apr-12	S/2012/280	No	*
	17-Jul-12	S/2012/554	Yes	*
Meetings	03-Nov-11	S/PV.6648	No	*
	21-Dec-11	S/PV.6695	<i>No Debate</i>	<i>No Debate</i>
	28-Mar-12	S/PV.6743	Yes	*
	19-Apr-12	S/PV.6754	No	*
	21-Apr-12	S/PV.6755	<i>No Debate</i>	<i>No Debate</i>
	07-May-12	S/PV.6766	No	*
	18-May-12	S/PV.6774	<i>No Debate</i>	<i>No Debate</i>
	26-Jul-12	S/PV.6818	No	*
Presidential Statements	21-Apr-12	S/PRST/2012/15	No	*
Resolutions	21-Dec-11	S/RES/2030 (2011)	Yes	*
	18-May-12	S/RES/2048 (2012)	Yes	*

The NGOWG did not make recommendations for Guinea-Bissau during this reporting period.

October 2011

Analysis

The Secretary-General's report of 21 October 2011 on the situation in Guinea-Bissau (S/2011/655) provides an example of how to address a broad

Council Action	Date	Code	WPS Reference?
Report	21-Oct-11	S/2011/655	Yes

scope of women, peace and security concerns. The report discusses political and economic developments within the country, as well as the progress of UNIOGBIS in strengthening national capacities that foster dialogue, SSR, human rights monitoring, gender mainstreaming, and combating transnational crime. Women, peace and security references were contained in the report's sections on human rights and gender monitoring, economic and social developments, the work of the Peacebuilding Commission, and observations. Women's empowerment and participation was a particular focus throughout the references, with information provided as to women's current participation and promotion of increased participation in all levels of social, political and economic life. In terms of sexual and gender-based violence, the report outlines two trainings recently carried out: one with police personnel on dealing with domestic violence crimes, and one with businessmen on sexual exploitation. There is reference to the development of a national strategy for the elimination of sexual and gender-based violence, as well as information regarding a new data collection system that will focus on crimes that involve gender-based crimes. The amount of concrete information provided on the work of UNIOGBIS in relation to women and gender is laudable, and should be viewed as good practice for future reports as well as other country situations. Future areas of improvement in the reporting lie in emphasis on women's roles in the security sector.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

November / December 2011

Analysis

During the meeting of the Security Council on 3 November 2011 (S/PV.6648), the Council spoke generally about security sector reform, peacebuilding, the rule of law, and serious concerns with drug trafficking.

The Council discussed the political and

security environment, the electoral process and the role UNIOGBIS can play in peacebuilding, yet there was a notable lack of discussion on women, peace and security concerns. Given the women, peace and security concerns in Guinea-Bissau and the degree to which women and gender are discussed in the report of the Secretary-General (S/2011/55), it is concerning that no Member State chose to address these issues in their statements.

Council Action	Date	Code	WPS Reference?
Meeting	03-Nov-11	S/PV.6648	No
Meeting	21-Dec-11	S/PV.6695	<i>No Debate</i>
Resolution	21-Dec-11	S/RES/2030 (2011)	Yes

Security Council **resolution 2030 (2011)**, adopted on 21 December 2011 (S/PV.6695), extended the mandate of UNIOGBIS until 28 February 2013. The resolution focuses on a series of key issue areas, including constitutional reform, transnational crime, peace consolidation, and reform of the security sector, all of which have no specific reference to the role of women or gender perspectives. There is one reference to women, peace and security issues, calling for a gender perspective to continue to be taken into account when implementing all aspects of the of the UNIOGBIS mandate (OP 16). This mainstreaming approach, if implemented, can be a strong way to ensure all element of the mandate include key women, peace and security concerns, an approach that is dependent on all relevant actors in the mission incorporating these elements.

March 2012

Analysis

Security Council meeting on 28 March 2012 (S/PV.6743) honed in on security sector reform and the need for credible, transparent elections. The Council

discussed the importance of constitutional order, political development and stability, economic growth, and peacebuilding efforts that focus on the rule of law. Women, peace and security was mentioned once by the Head of UNIOGBIS, in the context of reforms in policing with attention to gender issues including sexual and gender-based violence. Overall, there were multiple opportunities for speakers to address women, peace and security issues, including in discussions surrounding the election, specifically voter participation and female candidates, and on the role of civil society.

Council Action	Date	Code	WPS Reference?
Meeting	28-Mar-12	S/PV.6743	Yes

April 2012

Analysis

On 19 April 2012 (S/PV.6754), the Council met to discuss the 12 April seizure of government power by military command in Guinea-Bissau. The meeting was held to brief the Council on the coup and the circumstances on the ground, and also call for some type of action in order to prevent a further

Council Action	Date	Code	WPS Reference?
Meeting	19-Apr-12	S/PV.6754	No
Meeting	21-Apr-12	S/PV.6755	<i>No Debate</i>
Presidential Statement	21-Apr-12	S/PRST/2012/15	No
Report	30-Apr-12	S/2012/280	No

deterioration of the Guinea-Bissau state; issues such as crime, drug trafficking, SSR, and violence were referenced. Most speakers gave detailed accounts of the events and expressed their dismay, with some speakers explicitly calling for a stronger UN response in the form of intervention or for the establishment of an UN-mandated stabilization mission, however no references were made to any women, peace and security issues.

In the Presidential Statement (**S/PRST/2012/15**) issued during the Security Council meeting on 21 April 2012 (**S/PV.6755**) in response to the ongoing situation in Guinea-Bissau following the military coup by military leadership and political elements 12 April 2012, the President emphasizes the Council's condemnation of the coup and requested that the Secretary-General submit a report by 30 April 2012 concerning the reestablishment of the constitutional order in Guinea-Bissau. There was no reference to any women, peace and security issues in the meeting, nor in the presidential statement. Missed opportunities for Council action include in ensuring civilians, including women, are protected from violence, and discussion surrounding the role of women in any peace process.

The 30 April 2012 report of the Secretary-General (**S/2012/280**) submitted pursuant to the recent presidential statement (**S/PRST/2012/15**) broadly covers updates on the political climate, human rights, socio-economic situations, and regional and international reactions to the coup. The report discusses and weighs options for restoring safety and order in Guinea-Bissau. Women, peace and security concerns are noticeably absent, as the Secretary-General does not provide any information on the effects of the coup on women, nor how SSR plans may or may not consider women, peace and security concerns. Moreover, the report does not address the importance of incorporating women into peacebuilding discussions, a significant missed opportunity.

May 2012

Analysis

During the Security Council meeting held on 7 May 2012 (**S/PV.6766**), the Council discussed the role that UNIOGBIS, ECOWAS and the international community should play in the reconstruction of Guinea-Bissau. Issues such as mediation, reconciliation, the rule of law, and government reform were fleshed out; the Council denounced undemocratic seizures of power. None of the speakers addressed women, peace and security issues in relation to the meeting's discussion of the coup d'état.

Council Action	Date	Code	WPS Reference?
Meeting	07-May-12	S/PV.6766	No
Meeting	18-May-12	S/PV.6774	<i>No Debate</i>
Resolution	18-May-12	S/RES/2048 (2012)	Yes

Security Council **resolution 2048 (2012)** adopted on 18 May 2012 (**S/PV.6774**) condemned the military coup and imposes travel bans and a new sanctions committee. The resolution denounces acts of violence, including those against women, and emphasizes the prevention of those acts. This is the only reference to women, peace and security, however, and is contained in the perambulatory section. The Council missed important opportunities to highlight women's participation in the context of conflict prevention and resolution in this resolution. Several countries made short statements following the adoption of the resolution, none of which referenced women, peace and security, although discussion of the role of women in the peacebuilding and conflict resolution efforts would have been welcome.

July 2012

Analysis

The report of the Secretary-General released on 17 July 2012 (**S/2012/554**)

Council Action	Date	Code	WPS Reference?
Report	17-Jul-12	S/2012/554	Yes
Meeting	26-Jul-12	S/PV.6818	No

covers progress made in the implementation of the resolution and the mandate of UNIOGBIS since 21 October 2011 (S/2011/655), focusing on political, security, economic and social developments. It also discusses human rights capacity-building, promotion, and mainstreaming, including that of gender. The report attends to gender issues in, in varying degrees of specificity, in its discussion of strengthening legal protection and empowerment for women, in political representation, combatting violence against women, organized crime and education and awareness for the community regarding women's equality and rights. There is specific reference to the implementation of resolution 1325 (2000), which notes the impact of the crisis on implementation, and expressing support for national level action focused on women, peace and security. Whilst the report contains a number of good practice examples on women, peace and security that should be continued in forthcoming reports, once again a significant missed opportunity is in the area of security sector reform.

The Security Council met on 26 July 2012 (S/PV/6818) to discuss peacebuilding efforts in the transitional process following the 12 April military coup d'état, as well as the recently released report of the Secretary-General (S/2012/554). None of the speakers included any reference to women, peace and security issues, again a missed opportunity to highlight the protection of women's rights and their participation in peacebuilding processes.



Haiti

Background

Haiti has been on the United Nations Security Council's agenda since 1989, when the Government of Haiti appealed to the UN to support the restoration of constitutional order following the coup d'état which deposed President Jean-Bertrand Aristide.¹¹⁵ The current mission, the United Nations Stabilization Mission in Haiti (MINUSTAH), was established pursuant to Security Council resolution 1542 (2004), adopted on 30 April 2004, to establish a secure and stable environment, to facilitate the protection of human rights, and to facilitate a transparent and fair political process. Security Council resolution 2012 (2011), adopted on 14 October 2011, extended the mandate of MINUSTAH until June 2012.¹¹⁶

As of June 2012, the size and composition of the mission was estimated at 10,163 personnel, including 174 female military and 150 female police.¹¹⁷ There is no information indicating there has ever been a female SRSG or DSRSG for MINUSTAH. The Senior Gender Advisor for MINUSTAH is Baudouine Kamatari.¹¹⁸

For the period under review in this report, the primary challenges for Haiti include strengthening the constitutional reform process and rule of law, and addressing basic needs such as education and shelter.¹¹⁹ The devastating which resulted in more than 220,000 deaths, further weakened the country's already fragile economy and infrastructure, and outbreaks of diseases such as cholera continued to threaten public health.¹²⁰ As reflected in the **NGOWG MAP**, key women, peace and security concerns include increased sexual and gender-based violence, particularly within the displaced person camps, as well as legal, social, and structural barriers to women's full and equal participation in the design, implementation, and monitoring of reconstruction efforts.¹²¹ In the period under review, the Security Council received, as per its request in resolutions 1944 (2010) and

¹¹⁵ UN, Repertoire of SC Practice, 2010. http://www.un.org/en/sc/repertoire/subsidiary_organ/peacekeeping_missions.shtml#reg28

¹¹⁶ UN DPKO, MINUSTAH, 2012. <http://www.un.org/en/peacekeeping/missions/minustah/>

¹¹⁷ UN DPKO. Gender Statistics. (2012) <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>.

¹¹⁸ PeaceWomen, Haiti, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/haiti

¹¹⁹ UN, S/2011/540, 2011. http://www.un.org/ga/search/view_doc.asp?symbol=S/2011/540

¹²⁰ HRW, Stability of Haiti's Reconstruction Hinges on Women, 2011. <http://www.hrw.org/news/2011/09/29/stability-haitis-reconstruction-hinges-women>;

¹²¹ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/haiti/>

2012 (2011), semi-annual reports from the Secretary-General (S/2011/540 and S/2012/128). These reports informed the discussions surrounding the negotiations on the mandate for MINUSTAH which was reviewed and subsequently renewed on 14 October 2010 in **resolution 2012 (2011)**.

Security Council Action on Haiti				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	25-Aug-11	S/2011/540	Yes	Yes
	29-Feb-12	S/2012/128	Yes	Yes
	11-Jul-12	S/2012/534	Yes	*
Meetings	14-Sep-11	S/PV.6615	<i>Closed</i>	<i>Closed</i>
	16-Sep-11	S/PV.6618	Yes	Yes
	14-Oct-11	S/PV.6631	<i>No Debate</i>	<i>No Debate</i>
	28-Feb-12	S/PV.6724	Yes	Yes
	08-Mar-12	S/PV.6732	Yes	Yes
Resolutions	14-Oct-11	S/RES/2012 (2011)	Yes	Yes

The NGOWG provided recommendations on the situation in Haiti in September and October 2011, and in February and March 2012.

August / September 2011

The NGOWG **MAP recommendations** urged the Security Council to prioritize empowerment of women and protection of women and girls in its discussion of the expected report on the UN Mission in Haiti (MINUSTAH). As widespread violence against women had been reported and women continued to go without access to goods and services to meet their basic needs, the NGOWG urged the Council to ensure reporting on the situation in Haiti included information on strengthening all responses to gender-based violence, including access to services; and improvement of all aspects of security for women and girls.

Analysis

In the report of the Secretary-General on MINUSTAH, dated 25 August 2011 (S/2011/540), the country's first peaceful transition of power from one democratically elected president to the other of an opposition party is discussed.

The report broadly covers the current political and humanitarian situation, and provides details as to MINUSTAH's activities in the political process, security sector reform, rule of law and institution building, and other development and humanitarian activities. Women, peace and security issues of varying specificity are addressed in the sections on gender, the police, civilian protection, community violence reduction, justice, corrections, child protection, peacekeeping troops conduct and discipline and HIV/AIDS. The Secretary-General discusses support in the political and public spheres, including training and assistance to women candidates, the adoption and implementation of the minimum quota of 30 per cent female representation in public office, process and provides statistics on an increased number of women being trained for police and correctional facility positions. The report also discusses

Council Action	Date	Code	WPS Reference?
Report	25-Aug-11	S/2011/540	Yes
Meeting	14-Sep-11	S/PV.6615	<i>Closed</i>
Meeting	16-Sep-11	S/PV.6618	Yes

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

efforts to combat the increase in sexual and gender-based violence, including the establishment of a database to track cases of sexual and gender-based violence, and the drafting of a bill by the Haitian Ministry of Women's Affairs and Women's Rights on violence against women. The report includes gender-disaggregated data on personnel in the mission, relatively standard data provided by DPKO.

The Security Council meeting on 14 September (S/PV.6615) with countries contributing troops and police to MINUSTAH was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

The Security Council met on 16 September 2011 (S /PV.6618) to discuss the recent report of the Secretary-General (S/2011/549). Speakers discussed issues such as the need to address the situation in displacement camps and MINUSTAH's efforts to address the humanitarian crisis, while also supporting reconstruction efforts. Statements incorporated and mainstreamed a gender perspective, including in discussion of MINUSTAH's efforts for the rehabilitation of public infrastructure where statements referenced project that have created income for women and other civil society groups. Discussion of efforts made to protect vulnerable groups, caring for internally displaced persons and providing assistance to victims of sexual abuse and gender-based violence centered on training programs for the Haitian Police to respond to and prevent this kind of violence.¹²²

October 2011

NGOWG MAP recommendations urged the Council to include capacity initiatives for the empowerment and protection of women and girls in the MINUSTAH mandate renewal, particularly in light of continued concerns for violence against women in camps, including sexual and gender-based violence, and access to services for survivors of violence. Council members were encouraged to seek feedback from community patrols and displacement camp representatives, particularly women, on the efficacy of patrols, and identify ways to improve security for women and girls in the camps. Council members were also urged to enforce the UN zero-tolerance policy on sexual exploitation and abuse, and on all abuses committed against the civilian population.

Analysis

Security Council resolution 2012 (2011) was adopted unanimously on 14 October 2011 (S/PV.6631), renewing the mandate of MINUSTAH until 14 October 2012. The resolution focused

Council Action	Date	Code	WPS Reference?
Meeting	14-Oct-11	S/PV.6631	<i>No Debate</i>
Resolution	14-Oct-11	S/RES/2012 (2011)	Yes

particular focus on governance, human rights, and security sector reform. A number of operative paragraphs specifically include women, peace and security components, addressing issues of judicial and police reform (OP 8); sexual and gender-based violence and protection issues, including the UN's zero-tolerance policy on SEA (OPs 15, 16, 17); and importantly, a request for the Secretary-General to include a specific focus on women in his next report's focus on assessing the security environment. In terms of missed opportunities on women, peace and security, the resolution should have brought a stronger gender component into its operative paragraphs on political and governance paragraphs, instead of leaving this language to the preambular paragraphs.

February / March 2012

As women and girls in Haiti, particularly those in displacement camps, continued to be vulnerable to violence, including sexual and gender-based violence, the NGOWG MAP recommendations urged that on its scheduled mission to Haiti, as well as in its discussions surrounding the forthcoming report, Council members should seek feedback from community patrols and displacement camp representatives, particularly women, on the efficacy

¹²² Statements containing gender-specific references were made by Bosnia and Herzegovina, Brazil, Canada, Portugal, United States and Uruguay.

of patrols, and identify ways to improve security for women and girls in the camps. Council members should also strongly reiterate the obligation to enforce the UN zero-tolerance policy on sexual exploitation and abuse and support the UN Secretariat in actively following up on measures to ensure the administration of justice in those countries. Further, the NGOWG suggested that empowerment of women and protection of women and girls should be prioritized.

Analysis

The Security Council meeting on 28 February 2012 (S/PV.6724) was held to discuss the work of the Security Council members and Secretariat who took part in the Security Council mission to Haiti in February 2012. Women, peace and security issues were mentioned in the

Council Action	Date	Code	WPS Reference?
Meeting	28-Feb-12	S/PV.6724	Yes
Report	29-Feb-12	S/2012/128	Yes
Meeting	08-Mar-12	S/PV.6732	Yes

context of allegations of sexual abuse committed by members of MINUSTAH, the role of women in MINUSTAH, training provided on sexual and gender-based violence, and in discussion of interactions with civil society.

The report of the Secretary General of 2 February 2012 (S/2012/128) covers a range of events, including the political developments (such as the resignation of the Prime) and developments in the current political and humanitarian situation, and then provides details as to MINUSTAH's activities in the political process, security sector reform, rule of law and institution building, and other development and humanitarian activities. Women, peace and security issues of varying specificity are addressed in the sub-sections of the report on the security situation, humanitarian and recovery update, police, civilian protection, community violence reduction, justice, gender, and child protection. The most frequent references to women are in the context of sexual and gender-based violence and women's participation in leadership positions and engagement. In line with the February MAP recommendations, the Secretary-General also reported on MINUSTAH's handling of reports of rape in camps and on women's political participation in the context of a program by MINUSTAH in collaboration with local authorities and organizations to promote women's participation in leadership positions.

The Security Council meeting on 8 March 2012 (S/PV.6732) on the report of the Secretary-General on MINUSTAH (S/2012/128) centered on the political and security situation in Haiti over the preceding six months. Reflecting MAP recommendations, women, peace and security issues were raised in statements regarding tackling sexual abuse committed by peacekeepers, and in the context of ensuring the safety of women in camps. Statements in the meeting did not include access to justice and services for survivors of sexual and gender-based violence, nor did they raise women's engagement in the political process, missing the vital opportunity to stress the importance of involving women in government and rule of law institutions.

July 2012

Analysis

The 11 July 2012 report of the Security Council mission to Haiti (S/2012/534) provides details of the Council's third mission trip to the country on 13-16

Council Action	Date	Code	WPS Reference?
Report	11-Jul-12	S/2012/534	Yes

February 2012 intended to assess the progress of MINUSTAH and reaffirm the commitment of the Security Council to assist the Government and people of Haiti to rebuild their country, to consolidate peace, democracy and stability and to promote recovery and sustainable development. It reports that although Haiti has made considerable progress since the earthquake on 12 January 2010, the country continues to face significant security, humanitarian and development challenges. The report provided an update on key areas of concern including the overall security, political, rule of law, humanitarian, social and economic situation in Haiti.

Adhering to the terms of reference laid out for the mission, the report includes attention to women, peace and security issues in some of key areas. It notes occasional violent incidents, including sexual and gender-based violence in camps and continued allegations that MINUSTAH contingents had introduced cholera to Haiti, and sexually exploited and abused Haitians. In discussion of rule of law and police professionalization, the report notes plans for gender-sensitivity training and provides gender-disaggregated data on the national police strength. It further reports, in this regard, on a MINUSTAH gender unit training the local police to interview victims, and noted the consequent growing public confidence toward the national authorities, including discussion with women who requested greater police presence including around the tents that served as schools. Although detailed in the terms of reference for the mission, the Council missed the opportunity to report on women's participation in electoral processes, notable given the presence of this information in previous reports.



Iraq

Background

Iraq has been on the United Nations Security Council's agenda since 1991, following Iraq's invasion of Kuwait. The current mission, the United Nations Assistance Mission for Iraq (UNAMI), was established via Security Council resolution 1500 (2003) to coordinate UN and international agencies engaged in humanitarian assistance and reconstruction activities in Iraq and to advance efforts to restore and establish national and local institutions.¹²³ The mission's mandate was expanded under Security Council resolution 1546 (2004) to assist in the formation of institutions for a representative government.¹²⁴ The UN Security Council has continuously renewed UNAMI's mandate, most recently until 31 July 2013 via resolution 2061 (2012).¹²⁵ As of June 2012, the size and composition of the UNAMI mission is estimated at 381 personnel, including 15 female military personnel.¹²⁶ During the reporting period, Ms. Christine McNab held the position of Special Representative of the Secretary-General (SRSG) for Iraq. The Gender Affairs Officer for UNAMI is Idah Muema.

For the period under review in this report, the primary challenges for Iraq included the strengthening of the judicial system and the legislative system, the protection of minorities, and the ongoing security situation.¹²⁷ As reflected in the **NGOWG MAP**, women, peace and security challenges include prevention of sexual and gender-based violence, addressing family violence including so-called "honor killings," and the provision of services and justice for survivors. Female leaders and activists continue to receive threats, which impact their physical safety and the ability of women to participate equally in public life.¹²⁸ Other challenges include an increase in organized crime, specifically trafficking and forced prostitution, and lack of access to social services, particularly for female-headed households.¹²⁹

In the period under review, the Security Council received, as per its request in resolution 2001 (2011), three tri-annual reports from the Secretary-General (**S/2011/736**, **S/2012/185**, and **S/2012/535**). These reports informed the negotiations around the Council's discussions on the mandate for UNAMI, which was renewed on 25 July 2012 with the adoption of **resolution 2061 (2012)**.

¹²³ UN, Repertoire of the Practice of the Security Council, 2012. http://www.un.org/en/sc/repertoire/studies/middle_east.shtml#cat5

¹²⁴ UN, S/RES/1546, 2004. <http://www.undocs.org/s/res/1546> (2004)

¹²⁵ UN, UNAMI Mandate, 2012. <http://unami.unmissions.org/Default.aspx?tabid=2832&language=en-US>

¹²⁶ UN DPKO, Gender Statistics by Mission, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

¹²⁷ UN, S/PV.6811, 2012. <http://www.undocs.org/S/PV.6811>

¹²⁸ HRW, Human Rights in Iraq 8 Years after the US-Led Invasion, 2010. <http://www.hrw.org/sites/default/files/reports/iraq0211W.pdf>

¹²⁹ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/iraq/>

Security Council Action on Iraq				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	28-Nov-11	S/2011/736	Yes	*
	22-Dec-11	S/2011/795	No	*
	30-Dec-11	S/2011/806	No	*
	29-Mar-12	S/2012/185	Yes	*
	02-Apr-12	S/2012/191	No	*
	14-Jun-12	S/2012/443	No	*
	29-Jun-12	S/2012/508	No	No
	11-Jul-12	S/2012/535	Yes	Partially
Meetings	06-Dec-11	S/PV.6675	Yes	*
	10-Apr-12	S/PV.6747	Yes	*
	19-Jul-12	S/PV.6811	Yes	Partially
	25-Jul-12	S/PV.6815	<i>No Debate</i>	<i>No Debate</i>
Resolutions	25-Jul-12	S/RES/2061 (2012)	Yes	No

The NGOWG provided recommendations on the situation in Iraq in July 2012.

November & December 2011

Analysis

The report of the Secretary-General submitted on 28 November 2011 (S/2011/736) provides an update on UNAMI's activities in the areas of security, human rights, development and humanitarian assistance, electoral and political activity, and regional initiatives. Women, peace and security

Council Action	Date	Code	WPS Reference?
Report	28-Nov-11	S/2011/736	Yes
Meeting	06-Dec-11	S/PV.6675	Yes
Report	22-Dec-11	S/2011/795	No
Report	30-Dec-11	S/2011/806	No

issues are referenced in two paragraphs in a section on development and humanitarian assistance, regarding consultations being held with a number of UN actors, and the development of monitoring mechanisms. There is also mention of women's human rights violations, specifically in discussions on domestic violence, including honor killings. Significant missed opportunities regarding women, peace and security in this report include discussion of the electoral process, women's participation in governance structures and the economic system, and strengthening the rule of law to be responsive to women's rights.

The Security Council meeting on 6 December 2011 (S/PV.6675), regarding the situation in Iraq discussed the recent report of the Secretary-General (S/2011/736). Statements addressed some key women, peace and security issues, specifically UNAMI's commitment to three priority activities: promoting women's political participation, combating all forms of violence against women and girls, and promoting education for women and girls. No other references to women, peace and security were made.

The report submitted to the Security Council on 22 December 2011 (S/2011/795) covered developments on the United Nations compensation fund for Iraq. This report made no mention of women, peace and security, though it could have addressed the ways in which women have been affected differently than men in this process.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

In the annual report dated 30 December 2011 (**S/2011/806**) from the Chair of the Security Council Committee established pursuant to resolution 1518 (2003) addressed to the President of the Security Council, the committee identifies the names of 86 individuals and 208 entities whose funds, financial assets and economic resources should be frozen and transferred to the development fund for Iraq. It notes that the committee has not yet been authorized to undertake the task of observing Member States fulfillment of their obligations with the arms embargo and stressed therefore that States abide strictly by the measures with the government of Iraq to ensure implementation. The Committee is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

March 2012

Analysis

The report submitted to the Security Council on 29 March 2012 (**S/2012/185**) provides an update on the activities of UNAMI since November 2011. It covers key political developments and regional and international events as well as operational and security matters concerning Iraq. The report makes just one reference to women, peace and security, highlighting the work being done by UN Women to provide technical support for the integration of gender in the Iraq public sector modernization program. The report missed opportunities to report on any gender perspectives in its review of developments in operational and security matters, such as in the role that the government might have in supporting women's political, economic, and social engagement.

Council Action	Date	Code	WPS Reference?
Report	29-Mar-12	S/2012/185	Yes

The report submitted to the Security Council on 2 April 2012 (**S/2012/191**) discussed the usage and expenditure of the escrow account to the Government of Iraq, specifically for the Oil-for-Food Programme within the Development Fund for Iraq. The report missed opportunities to discuss issues of particular concern for women as fundamental to the investment of future sales of petroleum products, and the implementation of non-discrimination should have been addressed and supported in this report.

April 2012

Analysis

The report submitted to the Security Council on 2 April 2012 (**S/2012/191**) discussed the usage and expenditure of the escrow account to the Government of Iraq, specifically for the Oil-for-Food Programme within the Development Fund for Iraq. The report missed opportunities to discuss issues of particular concern for women as fundamental to the investment of future sales of petroleum products, and the implementation of non-discrimination should have been addressed and supported in this report.

Council Action	Date	Code	WPS Reference?
Report	02-Apr-12	S/2012/191	No
Meeting	10-Apr-12	S/PV.6747	Yes

Security Council meeting on 10 April 2012 (**S/PV.6747**) primarily focused on current political crises in Iraq and political successes, including talks with Kuwait. Two speakers made statements, both of which referenced women, peace and security. These references primarily focused on gender-based violence, in the statement made by the SRSG and Head of UNAMI, and the empowerment of women, in the statement made by the representative of Iraq. Importantly, statements made during the meeting specifically addressed concerns regarding CEDAW and the importance of Iraq ensuring its implementation and that women's rights are fully protected and promoted. Missed opportunities for discussion of women, peace and security throughout the meeting are primarily regarding the political situation, as well as in the promotion of women as actors in the peacebuilding process.

June 2012

Analysis

In the report submitted to the Security Council on 14 June 2012 (**S/2012/443**),

Council Action	Date	Code	WPS Reference?
Report	14-Jun-12	S/2012/443	No
Report	29-Jun-12	S/2012/508	No

the Secretary-General discussed developments in activities of repatriation and return of missing Kuwaitis and third-country nationals, or their remains. The report did not refer to issues regarding women, peace and security in its repatriation discussion, and further missed opportunities to highlight the ways in which women have been differently affected by this process and suggest roles that women might play in implementing an efficient and effective model of fulfilling these obligations to those concerned.

The other report submitted to the Security Council in June, on 29 June 2012 (S/2012/508), covered developments in the payment and accounting mechanisms between Iraq’s petroleum revenue and the United Nations Compensation Fund and the workings of the Compensation Commission. This report also lacked reference to women, peace and security issues, missing the opportunity to highlight whether there were any women in this decision making process, as well as how the implementation of this process has affected the civilian population, and when appropriate, how women have specifically been impacted.

July 2012

The NGOWG **MAP recommendations** urged the Security Council to ensure women’s rights are central to its mandate renewal of UNAMI. These recommendations included ensuring women’s substantive engagement in all political solutions and decision-making regarding security and security policy; that legal reforms are designed to ensure women’s access to justice, including provision of legal assistance; provisions for programs to protect women and girls from violence against women, including sexual and gender-based violence; women’s access to physical and mental health services; women’s access to employment and economic opportunities; and appropriate component in all security sector reform. The recommendations also called for the Secretary-General to regularly report on also called for the report to also include significant information, analysis, and recommendations on challenges facing women in electoral processes, both as candidates and voters; progress made in ensuring participation of Iraqi women in national reconciliation efforts; and progress made to enhance Iraqi women’s access to justice.

Analysis

The report of the Secretary-General of 11 July 2012 (S/2012/535), provides an update on the activities carried out by the United Nations in Iraq, specifically the progress made towards the fulfillment of responsibilities of UNAMI since the issuance of the previous report in March 2012 (S/2012/185). It covers

Council Action	Date	Code	WPS Reference?
Report	11-Jul-12	S/2012/535	Yes
Meeting	19-Jul-12	S/PV.6811	Yes
Meeting	25-Jul-12	S/PV.6815	<i>No Debate</i>
Resolution	25-Jul-12	S/RES/2061 (2012)	Yes

key political developments, regional and international events, and operational and security matters concerning Iraq. The report addresses women, peace and security issues, with varying levels of specificity, in the sections on internal developments, political activities, electoral assistance activities, human rights activities, and development and observations. Women’s participation in the political process was highlighted, with reference to progress made, while still noting concerns regarding ongoing barriers. Additionally, the report marks the progress made by the Government of Iraq and its partners in areas such as public health and gender parity in primary school. Reflecting NGOWG MAP recommendations, the report references consultations on the national action plan for the implementation of resolution 1325 (2000), in which civil society participants raised concern that women continued to be marginalized in discussions on issues of national interest, impeding progress towards equality and women’s participation. The presence of gender-disaggregated data on the number of women in multiple elected positions is good practice which should be continued. Despite the strength of the reporting, there are missed opportunities in the areas of rule of law and security sector reform, and unlike the previous report from March 2012, there is not sufficient discussion regarding sexual and gender-based violence within Iraq.

The Security Council meeting that took place on 19 July 2012 (**S/PV.6811**) concerning the latest report (S/2012/535), contained briefings on the challenges in enforcing law and order following the United States military withdrawal from Iraqi territory in 2011, as well as UNAMI support to political, economic, constitutional, legislative, human rights, and humanitarian reconstruction developments. Of the two statements made, there was one reference to women, peace and security issues during the meeting by the SRSG and Head of UNAMI. The references focused on the lack of representation by women and minorities and the adverse effects that socioeconomic challenges facing the countries have on women, particularly in regards to strengthening rule of law; access to education; and minority discrimination. Opportunities were missed for both speakers to identify ways in which women might be able to assume decision-making roles that would allow them to contribute to the change necessary to strengthen the development of the country.

Security Council **resolution 2061 (2012)**, adopted on 25 July 2012 (**S/PV.6815**), extended UNAMI's mandate until 25 July 2013. The resolution does not significantly change the original mandate of UNAMI as laid out in resolution 1770 (2007), which details the mission's focus on political dialogue and reconciliation, judicial reform, and the promotion of human rights. The mandate makes reference to UNAMI's support for gender equity, the need for protection of civilians, and women's political participation. Security Council resolution 2061 points to the importance of UNAMI's support and assistance to the Iraqi people, particularly civil society. The resolution includes a relatively standard preambular paragraph recalling all Security Council resolutions on women, peace and security, which importantly emphasizes the importance of women's full political participation, and reaffirms the roles of UNAMI and the Iraqi government in implementing women, peace and security obligations, particularly in the areas of promotion and protection of women's rights, dialogue and capacity building of civil society, and support for women's participation in political processes.



Kosovo

Background

Kosovo has been on the United Nations Security Council's Agenda since 1998, when violence increased between the Kosovo Liberation Army (KLA), which demanded full independence for Kosovo, and the Government of the Federal Republic of Yugoslavia (Serbia and Montenegro).¹³⁰ In response to this conflict, the Security Council adopted resolution 1244 (1999) establishing the United Nations Interim Administration in Kosovo (UNMIK) with the mandate to establish and oversee provisional governance institutions and assist in creating conditions for peace and stability.¹³¹ UNMIK works alongside the NATO-led Kosovo Force (KFOR), which was also established via resolution 1244 (1999), and initially comprised of 50,000 troops, but now stands at around 5,600.¹³² Following the declaration of independence by the Kosovo authorities and the entry into force of a new constitution on 15 June 2008, the tasks of UNMIK were modified and its configuration changed. The President of the Security Council issued a presidential statement (S/PRST/2008/44) on 26 November 2008 asking the European Union to take on an increasing role in the administration, which led to the establishment of the European Union Rule of Law Mission in Kosovo (EULEX).¹³³ In addition, KFOR took on most of the security sector related duties of UNMIK, including the creation of the Kosovo Security Force (KSF), and responsibility for the ongoing provision of security to UN and other entities.¹³⁴ Currently, UNMIK directs its focus toward monitoring and supporting local institutions like EULEX in maintaining peace and security.¹³⁵ As of 30 June 2012, UNMIK consists of 406 personnel including one female military expert and no female

¹³⁰ UN, Repertoire of the Practice of the Security Council: Kosovo, 2012. <http://www.un.org/en/sc/repertoire/studies/europe.shtml>

¹³¹ UN, UNMIK: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unmik/background.shtml>

¹³² NATO, NATO's Role in Kosovo, 2012. http://www.nato.int/cps/en/natolive/topics_48818.htm

¹³³ UN, UNMIK: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unmik/background.shtml>; EULEX, What is EULEX, 2012. <http://www.eulex-kosovo.eu/en/info/whatisEulex.php>

¹³⁴ NATO, NATO's Role in Kosovo, 2012. http://www.nato.int/cps/en/natolive/topics_48818.htm

¹³⁵ UN, Repertoire of the Practice of the Security Council, 2012. <http://www.un.org/en/sc/repertoire/studies/europe.shtml>

police, and EULEX consists of 2,153 staff, including 542 female staff.¹³⁶ There is not information readily available indicating there has ever been a female Special Representative of the Secretary-General (SRSRG) or Deputy Special Representative of the Secretary-General (DSRSG) for UNMIK, however, Ms. Camille Curtis currently holds the office of the UNMIK Chief of Mission Support.¹³⁷ There is an Office for Gender Affairs in UNMIK, however information regarding the current Head of the office is unavailable. As of 10 September 2012, KFOR consists of 5,609 troops, however there is no gender-disaggregated data available related to the presence of female personnel.¹³⁸ There is no information readily available indicating there has ever been a female Commander for KFOR.¹³⁹ The current Gender Advisor for KFOR is Major Dr. Elisabeth Schleicher.¹⁴⁰

For the period under review for this report, the primary challenges for Kosovo include ensuring that tensions do not escalate in the country, particularly surrounding the election, as well as strengthening rule of law and addressing organized crime within the area.¹⁴¹ As reflected in the **NGOWG MAP**, key women, peace and security related challenges include ongoing barriers to women's equitable participation in political processes, the economic system and the security sector, as well as ongoing impunity and lack of access to justice for survivors of acts of sexual and gender-based violence which occurred during the war.¹⁴² More broadly, Kosovo's legal system does not have the capacity to adequately prosecute domestic violence, and there remains an information gap for women, particularly in rural areas, in regards to the services and options available to them in regarding sexual and gender-based violence.¹⁴³ Challenges remain regarding reconciliation between ethnic groups, and capacity building for women's civil society organizations as primary actors in these processes.¹⁴⁴

In the period under review, the Security Council received, as per its request in resolution 1244 (1999), four reports from the Secretary-General which were focused on UNMIK (**S/2011/514**, **S/2011/675**, **S/2012/72**, and **S/2012/275**) and four reports on KFOR (**S/2011/548**, **S/2012/12**, **S/2012/169** and **S/2012/420**). It is important to note, that as laid out in resolution 1244 (1999) (OP 19), the mandate of UNMIK does not need to be renewed regularly and will continue until the Security Council decides otherwise.

¹³⁶ UN **DPKO**, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>; UNMIK, Facts and Figures, 2012. <http://www.un.org/en/peacekeeping/missions/unmik/facts.shtml>; EULEX, Staff Info, 2012. <http://www.eulex-kosovo.eu/en/info/StaffInfo.php>

¹³⁷ UNMIK, Mission Leadership, 2012. <http://www.unmikonline.org/Pages/leader.aspx>

¹³⁸ NATO, KFOR: Key Facts and Figures, 2012. http://www.nato.int/kfor/structur/nations/placemap/kfor_placemat.pdf

¹³⁹ NATO, NATO's Role in Kosovo: Former KFOR Commanders, 2012. http://www.nato.int/cps/en/natolive/topics_48818.htm

¹⁴⁰ NATO, Gender Advisor Archive, 2012. <http://www.act.nato.int/gender/genderadvisor-newsarchive>

¹⁴¹ UN, Press Release for SC Meeting on Kosovo (SC/10646), 2012. <http://www.un.org/News/Press/docs//2012/sc10646.doc.htm>

¹⁴² Human Rights Watch, World Report 2011: Serbia, 2012. <http://www.hrw.org/world-report-2011/serbia>; AI, Kosovo: Time for EULEX to Prioritize War Crimes, 2012. http://www.amnesty.eu/content/assets/260412_EULEX_Report.pdf

¹⁴³ Human Rights Watch, World Report 2011: Serbia, 2012. <http://www.hrw.org/world-report-2011/serbia>

¹⁴⁴ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/kosovo/>

Security Council Action on Kosovo				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	12-Aug-11	S/2011/514	Yes	*
	30-Aug-11	S/2011/548	No	*
	31-Oct-11	S/2011/675	Yes	Partially
	31-Jan-12	S/2012/72	Yes	*
	27-Feb-12	S/2012/120	No	*
	21-Mar-12	S/2012/169	No	*
	27-Apr-12	S/2012/275	Yes	*
	08-Jun-12	S/2012/420	No	*
Meetings	30-Aug-11	S/PV.6604	No	*
	15-Sep-11	S/PV.6616	No	*
	15-Sep-11	S/PV.6617	<i>Closed</i>	<i>Closed</i>
	29-Nov-11	S/PV.6670	No	Partially
	08-Feb-12	S/PV.6713	No	*
	14-May-12	S/PV.6769	No	*

The NGOWG provided recommendations on the situation in Kosovo in October 2011.

August 2011

Analysis

The Secretary-General's report on UNMIK, dated 12 August 2011 (S/2011/514), covered issues related to dialogue between Pristina and Belgrade, Northern Kosovo, the economic and security situation, developments in the

Council Action	Date	Code	WPS Reference?
Report	12-Aug-11	S/2011/514	Yes
Report	30-Aug-11	S/2011/548	No
Meeting	30-Aug-11	S/PV.6604	No

area of rule of law, refugees and IDPs, community reconciliation, and human rights. In terms of women, peace and security, the Secretary-General refers to women specifically under the human rights section concerning the issue of domestic violence. The report does not identify how women are represented throughout the rest of the political body, nor how, or whether, their concerns are considered. In all other sections of the report, there is a notable lack of attention paid to women's interests, despite many opportunities for inclusion of women, peace and security issues, particularly in regards to political participation and rule of law.

The Council also received a report on KFOR contained in a letter to the President of the Security Council on 30 August 2011 (S/2011/548). This short report contained updates on the security situation and KFOR operations during the period under review. The report does not provide significant descriptive detail in regards to any activities, and thus we do not expect there to be significant information related to women, peace and security. The one related reference is contained in the section discussing recruitment for the voluntary Kosovo Security Force (KSF), in which the report provides data for the number of female candidates who applied, and the percentage of the Force that is female. The provision of gender-disaggregated data is vital, so this good practice should be continued in future reports.

In the Security Council meeting held to discuss the Secretary-General's report on 30 August 2011 (S/PV.6604), the debate centered on improvements in the relationship between Pristina and Belgrade, progress in combatting

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

organized crime, specifically in regards to the organ-trafficking investigation underway, and rule of law issues. Despite the fact that within the context of the conversation there were several opportunities for references to women, peace and security issues, including in the discussion of dialogue between Belgrade and Pristina and combatting organized crime, no such references were made.

September 2011

Analysis

The Security Council meeting on 15 September 2011 (**S/PV.6616**) was called for in a letter (S/2011/574) sent to the President of the Security Council by the Permanent Representative of Serbia to

Council Action	Date	Code	WPS Reference?
Meeting	15-Sep-11	S/PV.6616	No
Meeting	15-Sep-11	S/PV.6617	<i>Closed</i>

the United Nations as a result of increased tensions between Serbia and Kosovo. The briefing to the Council by the Assistant Secretary-General for Peacekeeping Operations focused on the process of de-escalating the crisis. The meeting did not address gender-specific issues, nor did it include dialogue on human rights, protection of civilians or engagement of civil society. In the ASG's focus on easing persisting tensions in Northern Kosovo, references to the specific challenges women face, or the role of women in conflict prevention efforts were notably absent.

The Security Council meeting on 15 September 2011 (**S/PV.6617**) with countries contributing troops and police to UNMIK was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

October / November 2011

The NGOWG **MAP recommendations** urged the Council to follow up on its own requested information on the advancement of human rights, women's political participation, the prosecution of war crimes including crimes of sexual and gender-based violence, and the need for protection of witnesses when discussing Kosovo.

Analysis

The 31 October 2011 report of the Secretary-General (**S/2011/675**) on UNMIK addresses human rights, rule of law, issues of reconciliation and return, security and regional cooperation. The

Council Action	Date	Code	WPS Reference?
Report	31-Oct-11	S/2011/675	Yes
Meeting	29-Nov-11	S/PV.6670	No

report also contains an update from EULEX within the annex, which addresses the activities of the Mission as it relates to rule of law, specifically in the area of addressing war crimes, ending corruption, and combatting organized crime. There is some discussion of women, peace and security concerns in the report, with mention in the EULEX report regarding an event held on the impact of corruption on women's lives, though the outcomes of this event are not referenced. The section of the report devoted to human rights discusses new programs aimed at providing support for victims of domestic violence aimed at addressing both legal and psychosocial support for victims. Finally, there is reference to the one woman who was appointed a Deputy Ombudsman by the Assembly of Kosovo, which is an improvement not only in gender representation but also in terms of the provision of gender-disaggregated data in the report itself. There are many missed opportunities in this report to discuss the specific concerns of women across all remaining areas of the report, in particular related to the rule of law, participation of women in political and economic structures, and the status of witness protection in Kosovo. Additionally, there is not significant discussion of EULEX's efforts to prioritize prosecution of war crimes which included acts of sexual and gender-based violence.¹⁴⁵

¹⁴⁵ AI, Kosovo: Time for EULEX to Prioritize War Crimes, 2012. http://www.amnesty.eu/content/assets/260412_EULEX_Report.pdf

The Security Council meeting on 29 November 2011 (**S/PV.6670**) discussed the most recent report of the Secretary-General on UNMIK (S/2012/675), with the conversation primarily focusing on the recent incidents between KFOR soldiers and Serbian demonstrators, organized crime, conflict prevention efforts, and a debate regarding the legal issues surrounding Kosovo's status. Although some members of Council mentioned the importance of strong witness protection in the context of ongoing prosecution of war crimes, discussion of women, peace and security was notably absent from the discussion. Missed opportunities for discussion of these issues included in the conversation surrounding the conflict prevention efforts and dialogue between Belgrade and Pristina, particularly regarding the importance of including women as participants in political processes.

January / February 2012

Analysis

In the 31 January 2012 report of the Secretary-General on UNMIK (**S/2012/72**), the Council received updates on the political situation, negotiations on checkpoints and crossings, the economic situation, security, rule of law,

Council Action	Date	Code	WPS Reference?
Report	31-Jan-12	S/2012/72	Yes
Meeting	08-Feb-12	S/PV.6713	No
Report	27-Feb-12	S/2012/120	No

returns, cultural and religious heritage, human rights, and regional cooperation. The report also contains an update from EULEX within the annex, which addresses the activities of the mission as it relates to rule of law, specifically in the area of addressing war crimes, ending corruption, and combatting organized crime. Women, peace and security issues appeared twice within the report: once in the context of the inclusion of gender equality in the responsibilities of the Deputies to the Ombudsman, and once in the context of activities surrounding the 16 Days of Activism Against Gender Violence campaign. One particularly important missed opportunity is in reference to the involvement of women in political processes, even though the report discusses, at length, progress and negotiations made during the reporting period. Additionally, there continues to be lack of discussion surrounding sexual and gender-based violence within prosecutions of war crimes or ways in which to protect witnesses in such trials. Broadly, attention to women's participation in activities across all areas of both the UNMIK and EULEX mandates is lacking.

In the subsequent meeting held on 8 February 2012 (**S/PV.6713**) to discuss the report of the Secretary-General (S/2012/72), speakers focused on dialogue between Belgrade and Pristina and continued to discuss the ongoing investigation into organ trafficking in the context of wider efforts to address organized crime. There are no references to women, peace and security issues during the meeting, as has been the case in previous conversations within the Security Council. Missed opportunities include promoting women's political participation in the dialogue between Pristina and Belgrade, elections, and efforts to strengthen institutions in Kosovo and strengthening democratic institutions. Women are not mentioned in discussions on displaced persons and returns, nor in discussion of judicial reform, a particular concern given the need to ensure women are protected by legislation, especially with regards to sexual and gender-based violence.

The Council also received a report on KFOR contained in a letter to the President of the Security Council, dated 27 February 2012 (**S/2012/120**). This short report contained updates on the security situation and KFOR operations during the period under review. The report does not provide significant descriptive detail in regards to any activities, and thus we do not expect there to be significant information related to women, peace and security. The one related reference is contained in the section discussing recruitment for the voluntary Kosovo Security Force (KSF), in which the report provides data for the number of female candidates who applied, and the percentage of the Force that is female. The provision of gender-disaggregated data is vital, so this good practice should be continued in future reports.

March 2012

Analysis

The Security Council received the quarterly report on KFOR contained in a letter to the President of the Security Council, dated 21 March 2012

Council Action	Date	Code	WPS Reference?
Report	21-Mar-12	S/2012/169	No

(S/2012/169). This short report contained updates on the security situation and KFOR operations during the period under review. The report does not provide significant descriptive detail in regards to any activities, and thus we do not expect there to be significant information related to women, peace and security. The one related reference is contained in the section discussing recruitment for the voluntary Kosovo Security Force (KSF), in which the report provides data for the number of female candidates who applied, and the percentage of the Force that is female. The provision of gender-disaggregated data is vital, so this good practice should be continued in future reports.

April / May 2012

Analysis

The quarterly report of the Secretary-General on UNMIK presented on 27 April 2012 (S/2012/275) covers issues related to Northern Kosovo, engagement between Pristina and Belgrade, the

Council Action	Date	Code	WPS Reference?
Report	27-Apr-12	S/2012/275	Yes
Meeting	14-May-12	S/PV.6769	No

security and economic situation, rule of law, refugees and IDPs, cultural and religious heritage, human rights, and regional cooperation. Of particular note is that for the first time, in this reporting period, a report on Kosovo makes an explicit reference to Security Council resolution 1325 (2000), which is contained in a short paragraph stating a working group has been established to develop an action plan to implement women, peace and security resolutions. The section on human rights is more robust than in previous reports, with more detail regarding relevant activities and progress made in promoting human rights broadly, as well as women's rights specific initiatives, including activities surrounding domestic violence and challenges related to empowerment of rural women. The report nonetheless misses opportunities to provide gender-disaggregated data in discussion of reported violations of human rights, and any information related to women's role in the political system, economic situation, or in discussion of refugees and internally displaced persons.

The Security Council meeting on 14 May 2012 (S/PV.6769) discussed the report of the Secretary-General (S/2012/275), primarily focusing on dialogue between Belgrade and Pristina, human rights issues, voluntary return of displaced persons, and organized crime. Beyond one reference, by the United States, commending Kosovo on the steps taken toward developing a national action plan on women, peace and security, the discussion is characterized by a general lack of gender-sensitive provisions and observations. Of notable concern is the lack of reference to women, peace and security in discussion of voting that took place in the Serbian General and Kosovar presidential elections. The SRSG and Head of UNMIK reported that elections were safely facilitated by the Organization for Security and Cooperation in Europe (OSCE), but made no mention to the level of participation by women as both voters and as candidates. There were also missed opportunities in the broader conversation surrounding displaced persons, economic development and conflict prevention processes.

Analysis

The Council received a report on KFOR contained in a letter to the President of the Security Council on 8 June 2012 (S/2012/420). This short report contained updates on the security situation and KFOR operations during the period under review. The report does not provide significant descriptive detail in regards to any activities, and thus we do not expect there to be significant information related to women, peace and security. The one related reference is contained in the section discussing recruitment for the voluntary Kosovo Security Force (KSF), in which the report provides data for the number of female candidates who applied, and the percentage of the Force that is female. The provision of gender-disaggregated data is vital, so this good practice should be continued in future reports.

Council Action	Date	Code	WPS Reference?
Report	08-Jun-12	S/2012/420	No



Liberia

Background

Liberia has been on the United Nations Security Council’s agenda since 1989, when the National Patriotic Front of Liberia (NPFL) entered Liberia, led by former government official, Charles Taylor, and the country dissolved into civil war. Supporting the various initiatives of the Economic Community of West African States (ECOWAS) that aimed at achieving a peaceful settlement to the civil war, the United Nations appointed a Special Representative to assist in talks between the parties, established, with ECOWAS, the Military Observer Group (ECOMOG) and imposed an arms embargo on Liberia.¹⁴⁶ The current peacekeeping mission, UNMIL, was established by Security Council resolution 1509 (2003) to support the implementation of the ceasefire agreement and the peace process; protect United Nations staff, facilities and civilians; support humanitarian and human rights activities; as well as assist in national security reform, including national police training and formation of a new, restructured military. Security Council resolution 2008 (2011), adopted on 16 September 2011, extended the mandate of UNMIL until 30 September 2012.¹⁴⁷ As of June 2012, the size and composition of the mission was estimated at 9,187 personnel, including two female military experts, 171 female troops, and 56 female police.¹⁴⁸ For the period under review, Karin Landgren holds the position of Special Representative of the Secretary-General (SRSG), and the Senior Gender Advisor in UNMIL is Ms. Carole Doucet.

For the period under review in this report, the primary challenges for Liberia include consolidating peace and security, strengthening national institutions such that they are able to maintain order and stability independently of international support, strengthening rule of law, and addressing high crime rates. This has been compounded by a weak judiciary and a police force which is ill-equipped and undertrained, contributing to insecurity.¹⁴⁹ Challenges for the UN Mission in Liberia and the international community broadly include working to ensure an eventual smooth transition from a large peacekeeping mission to a possible successor presence, potentially a small political office, and ensuring the timing of this transition is appropriate.¹⁵⁰ As reflected in the **NGOWG MAP**, key women,

¹⁴⁶ UN DPKO, UNMIL: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unmil/background.shtml>

¹⁴⁷ UN DPKO, UNMIL: Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/unmil/mandate.shtml>; CIC, Annual Review of Global Peace Operations 2011, 2011. http://www.cic.nyu.edu/peacekeeping/annual_review_11.html

¹⁴⁸ UN DPKO, UNMIL: Facts and Figures, 2012. <http://www.un.org/en/peacekeeping/missions/unmil/facts.shtml>; UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

¹⁴⁹ Human Rights Watch, World Report 2011: Liberia, 2011. <http://www.hrw.org/world-report-2011/liberia> ; Amnesty International, Annual Report 2012: Liberia, 2012. <http://www.amnesty.org/en/region/liberia/report-2012>

¹⁵⁰ UNMIL, “Security will gradually and responsibly be handed over to national authorities.” says Acting Head, 2012. <http://unmil.unmissions.org/Default.aspx?tabid=3934&ctl=Details&mid=6897&ItemID=132066&language=en-US>; UN News, Secretary-General recommends gradual drawdown of UN mission in Liberia, 2012. <http://www.un.org/apps/news/story.asp?NewsID=41951&Cr=liberia&Cr1=#.UHTTmEKhAlJ>

peace and security concerns include the high levels of sexual and gender-based, the need to strengthen tools to enforce accountability for sexual exploitation and abuse, the implementation of technical assistance programs to increase the representation of women in elected office, and the implementation of Liberia’s National Action Plan on Security Council resolution 1325 (2000).¹⁵¹ Additionally, ongoing impunity for human rights violations and abuses committed during the armed conflict remains unaddressed, contributing to a climate of impunity.¹⁵² There is also a need to ensure that services and outreach for women is not solely focused on women in urban areas.¹⁵³

In the period under review, the Security Council received, as per its request in resolution 2008 (2011), two regular reports from the Secretary-General (**S/2011/497** and **S/2012/230**). These reports also inform the negotiations around the Council’s discussions on the mandate for UNMIL, which was renewed in September of 2011, in **resolution 2008 (2011)** until 30 September 2012 and, in December 2011, in **resolution 2025 (2011)** until 14 December 2012, the arms embargo and travel ban.

Security Council Action on Liberia				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	05-Aug-11	S/2011/497	Yes	*
	07-Dec-11	S/2011/757	Yes	*
	29-Dec-11	S/2011/804	No	*
	16-Apr-12	S/2012/230	Yes	Partially
	20-Jun-12	S/2012/448	No	*
Meetings	07-Sep-11	S/PV.6608	<i>Closed</i>	<i>Closed</i>
	13-Sep-11	S/PV.6610	No	Partially
	16-Sep-11	S/PV.6619	<i>No Debate</i>	<i>No Debate</i>
	14-Dec-11	S/PV.6684	<i>No Debate</i>	<i>No Debate</i>
Resolutions	16-Sep-11	S/RES/2008 (2011)	Yes	Yes
	14-Dec-11	S/RES/2025 (2011)	No	*

The NGOWG provided recommendations on the situation in Liberia in September 2011 and April 2012.

August / September 2011

In the context of the elections planned for October 2011, and the country’s high levels of sexual and gender-based, the NGOWG **MAP recommendations** noted that, while the government of Liberia has taken a lead in the region to promote women’s rights through new legislation and policy frameworks supporting the implementation of Security Council resolutions on women, peace and security, the representation of women in elected office remains low, and the concerns about electoral violence. The MAP urged the Council to ensure that the UNMIL mandate call for targeted technical support for women for improved campaigning and lobbying skills, including through partnerships with civil society. The mandate should include concrete support for addressing the high levels of sexual and gender-based, including replicating the women and children’s desks’ in police stations outside of Monrovia; support for strengthening the judicial system to ensure accountability for such crimes,

¹⁵¹ International Rescue Committee, Let Me Not Die Before My Time: Domestic Violence in West Africa, 2012. <http://www.rescue.org/press-releases/domestic-violence-primary-threat-women-post-war-west-africa-13761>

¹⁵² AI, Annual Report 2012: Liberia, 2012. <http://www.amnesty.org/en/region/liberia/report-2012>; UNMIL, “We Demand Access to Justice,” 2012. <http://unmil.unmissions.org/Default.aspx?tabid=3979&ctl=Details&mid=6797&ItemID=560508&language=en-US>

¹⁵³ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/liberia/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

including the court system and capacity of the police; and education and awareness campaigns. The MAP noted that the UNMIL mandate should support the implementation of Liberia’s National Action Plan on Security Council resolution 1325 (2000).

Analysis

The report of the Secretary-General dated 1 August 2011 (**S/2011/497**) provides an update on the 2011 elections, the commission of the UNSMIL mandate, core transition benchmarks, and major political, security, economic, and humanitarian developments in Liberia. The report does address some key women, peace and security concerns with

Council Action	Date	Code	WPS Reference?
Report	05-Aug-11	S/2011/497	Yes
Meeting	07-Sep-11	S/PV.6608	<i>Closed</i>
Meeting	13-Sep-11	S/PV.6610	No
Meeting	16-Sep-11	S/PV.6619	<i>No Debate</i>
Resolution	16-Sep-11	S/RES/2008 (2011)	Yes

varying levels of specificity in the sections on elections preparation; gender; judicial, legal and corrections institutions; the military and police components; human rights; HIV/AIDS; and conduct and discipline. In terms of discussion on women’s participation, the report also includes gender-disaggregated data in its coverage of elections processes. Additionally, gender mainstreaming is discussed in a separate paragraph under the ‘Cross Cutting Issues’ section on ‘Gender,’ expanding on the efforts of UNMIL to mainstream gender within training for police officers and other security sector institutions, including the army, corrections and immigration service. Referring to sexual and gender-based violence, the report gives information on the lack of progress made in addressing and prosecuting cases on sexual and gender-based, noting that the number of reported rapes is cause for concern, efforts by the Women-Children section of the Liberian police were trying to remedy this, and that the SRSG on sexual violence in conflict had visited Liberia. The report details UNMIL’s continued efforts to ensure compliance with the UN’s zero-tolerance policy on sexual exploitation and abuse through the implementation of preventive measures. Despite the strength of the reporting, particularly in comparison to other country situation reports, there are missed opportunities in the report. These include within the sections on the economic situation in discussion of the poverty reduction strategy, in reporting of the refugee and IDP situation and in further reporting on efforts to promote women’s participation in the political system and peacebuilding efforts.

The Security Council meeting held on 7 September 2011 (**S/PV.6608**) with countries contributing troops and police to UNMIL was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

During the Security Council meeting on 13 September 2011 (**S/PV.6610**), Council members reviewed the Secretary-General’s report (S/2011/497), were briefed by the SRSG and Head of UNMIL, the Chair of the Liberia configuration of the Peacebuilding Commission and several Member States. Speakers covered issues regarding the economic recovery, judicial, political and national reconciliation developments, logistical gaps in coordinating international assistance and peaceful elections and continued security sector reform. The representative of Liberia noted that UNMIL has provided basic and specialized training to more than 4,000 police officers, including at least 700 women. There were no other women, peace and security issues raised in the meeting. Missed opportunities for discussion of women, peace and security include on issues related to sexual and gender-based violence, strengthening justice systems, and encouraging women’s participations in the political process.

Security Council **resolution 2008 (2011)**, adopted on 16 September 2011 (**S/PV.6619**), extended the mandate of UNMIL until 30 September 2012. The mandate for UNMIL focuses on several main areas of operation, namely: implementing the Ceasefire Agreement; protection of UN staff and facilitates; support for humanitarian and human rights assistance and security sector reform; and implementation of the Peace Process, with regional

partners.¹⁵⁴ The central focus of the resolution, beyond reaffirming this mandate, is ensuring cooperation between UNMIL and the Liberian government in the gradual drawdown of the mission, focusing specifically on the security concerns of the October 2011 elections, the tension and potential for conflict at the Liberia/ Cote d'Ivoire border and, to an extent, sexual and gender-based violence. Women, peace and security issues in the resolution largely focus on sexual and gender-based violence, with some reference to women's participation in one operative paragraph. The resolution also contains the relatively standard preambular paragraph recalling all Security Council resolutions on women, peace and security, and emphasizing women's involvement in peace and security. This is followed by a request focused at UNMIL to support women's participation in all aspects of peacebuilding (OP 14). The important restriction on this paragraph is the phrase that this support is to be given, "within existing resources," potentially requesting un-resourced requests on the mission. However, both of these operative paragraphs (OPs 13, 14) are lacking in substantive content that would make them applicable to the other relevant paragraphs in the resolution.

Missed opportunities within the resolution include the sections that address the upcoming elections, security strategies including in the inter-mission cooperation between UNMIL and UNOCI (OPs 6, 7), and rule of law reform (OPs 9, 11). In addition, there is no mention of the government of Liberia's Gender-Based Violence National Action Plan. Unlike other mission mandates, there is no specific mention of UNMIL's engagement with civil society, though this could be inferred from the clause referring to the role of women in conflict prevention (OP 14). Finally, although it requests that the Secretary-General's next report provide information on specific issues, the resolution does not call for the inclusion of a gender perspective in the report.

Following the adoption of resolution 2008 (2011), statements were made by the Minister for Foreign Affairs of Liberia and several other Member States. These statements welcomed the resolution and further welcomed the forthcoming review of UNMIL to be held in 2012 in order to assess the best way the UN can support national ownership over peacebuilding and reconciliation efforts. There was no reference to women, peace and security in any statements, however, despite the fact that the statements were short, reference to the role women play in peacebuilding efforts, as well as ensuring gender is integrated into any revision of the mandate of UNMIL is important.

December 2011

Analysis

The Security Council received final report, dated 7 December 2011 (S/2011/757), of the Group of Experts (GoE) on Liberia in accordance with submitted pursuant to resolution 1961 (2010). The report reviewed the mandate and methodology of their work, reviewed the situation in the

Council Action	Date	Code	WPS Reference?
Report	07-Dec-11	S/2011/757	Yes
Meeting	14-Dec-11	S/PV.6684	<i>No Debate</i>
Resolution	14-Dec-11	S/RES/2025 (2011)	No
Report	29-Dec-11	S/2011/804	No

country and region, and discussed in detail the various elements of the sanctions regime, covering arms, finances, customs and transport, and diamonds. Women, peace and security issues were not referenced substantively in the report, and as such when the situation for civilians or the population is being referenced, future reports should recognize the gendered impact of, for example, the flow of small arms, the illegal trade in natural resources, or the progress in developing and managing DDR programs, and include substantive details. The relationship between UNMIL and the GoE, as laid out in previous resolutions, should be strengthened in order to ensure a free flow of information on violations of human rights.

¹⁵⁴ UN DPKO, UNMIL Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/unmil/mandate.shtml>

Security Council **resolution 2025 (2011)** was adopted on 14 December 2011 (**S/PV.6684**), extending, until 14 December 2012, the arms embargo, travel ban on “persons deemed to be a threat to international peace and security in the region,” and modified the terms of the sanctions to enable UNMIL and the Liberian Government to acquire certain military material previously banned. The resolution further reinforced UNMIL’s support of the government in establishing control of the country, particularly in the natural resources-producing regions, and border areas and encouraged active cooperation with and assessment of the Kimberley Process Certification Scheme. The resolution does not address any women, peace and security issues. Missed opportunities include reinforcing the link between illicit trafficking of small arms and light weapons and insecurity for the population as a whole, and specifically for women.

The Security Council received the annual report, dated 29 December 2011 (**S/2011/804**), from the Committee established to monitor the sanctions in Liberia established pursuant to resolution 1521 (2003). The report detailed activities of the Committee from 1 January to 31 December 2011, however there is no reference to women, peace and security in the report. The Committee is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a broad destabilizing effect, fuelling human rights violations, including sexual and gender-based violence. Additionally, given that cases of sexual and gender-based violence were committed by armed elements according to the recently adopted Security Council resolution 2062 (2012), and these constitute activities aimed at undermining peace and stability, criteria for implementing targeted sanctions should explicitly include sexual and gender-based violence, as per Security Council resolution 1820 (2008) (OP 5).

April 2012

The NGOWG **MAP recommendations** urged the Council to ensure that the forthcoming Secretary-General’s report provide information on progress in sensitizing and developing the capacity of Liberian institutions (including governmental branches, the army, and police) as well as UNMIL staff with regard to issues of gender, sexual and gender-based violence, and sexual exploitation and abuse, as well as to ensure the Liberian National Police Gender Unit receives ongoing adequate gender training, and logistical and equipment support. It noted that Council members should review the document for information on education and vocational training for women and girls associated with fighting forces in reintegration efforts; full access to post-conflict relief and recovery programs for survivors of gender-based violence; and the prioritizing of women’s participation in all post-conflict recovery programs, the electoral process and constitution drafting process.

Analysis

The Secretary-General’s report dated 16 April 2012 (**S/2012/230**) was a special report called for in Security Council resolution 1938 (2010) to discuss

Council Action	Date	Code	WPS Reference?
Reports	16-Apr-12	S/2012/230	Yes

progress made in achieving the core benchmarks contained in previous special reports (S/2011/72, S/2010/429, S/2009/299, and S/2009/86). The report reviews the highly charged political situation during presidential and legislative elections, the technical assessment mission, transitional security concerns, strengthening law and order institutions, and suggested improvements for UNMIL. Women, peace and security issues were discussed in sections of the report focused on the political situation, current security and threat situation, the UNMIL police component, and maintenance of law and order. In the section on the political situation, the report notes that results of the elections show a drop in female representation in the House of Representatives. Regarding the security situation, the report notes there is particular concern regarding the continuing vulnerability of women and girls to sexual and gender-based. Partially in line with NGOWG MAP recommendations, the report notes all troop contributing countries should ensure there is pre-departure training on specialized crime investigation, recognizing the importance of sensitizing and developing the capacity of Liberian institutions in regard to issues of gender, sexual and gender-based violence, and sexual exploitation and abuse, despite there being no wording

in the mandate regarding sexual exploitation and abuse. Missed opportunities for reference to women, peace and security include in the section of the report concerning the impending military reduction and drawdown of UNMIL following the inauguration of Liberia's government in 2012. Further, the transition benchmarks (contained in the Annex of S/2011/72) are devoid of gender disaggregated data, though this attention would have been particularly salient in the benchmarks on security, justice, national reconciliation, conflict mitigation, and elections

June 2012

Analysis

The Security Council received the interim report, dated 20 June 2012 (S/2012/448), of the Group of Experts (GoE) on Liberia in accordance with resolution 2025 (2011). The report reviewed the mandate and methodology of their work and discussed the various elements of the sanctions regime. Women, peace and security issues were not referenced in the report, and as such when the situation for civilians or the population is being referenced, future reports should recognize the gendered impact of, for example, the flow of small arms, the illegal trade in natural resources, or the progress in developing and managing DDR programs, and include substantive details. The relationship between UNMIL and the GoE, as laid out in previous resolutions, should be strengthened in order to ensure a free flow of information on violations of human rights

Council Action	Date	Code	WPS Reference?
Report	20-Jun-12	S/2012/448	No



Libya

Background

Libya has been on the United Nations Security Council's agenda since 1992, when the Security Council imposed sanctions on Libya following the bombing of Pan Am Flight 103.¹⁵⁵ Nine years later, the Security Council adopted resolution 1973 (2011), enforced by the North Atlantic Treaty Organization (NATO), which condemned the violations of human rights carried out by Muammar al-Gaddafi's regime, demanded the protection of civilians, established a 'no-fly zone' over Libya except for humanitarian aircraft, enforced an arms embargo, decided to freeze assets of the Gaddafi network, designated travel bans for certain members of government, and established a panel of experts to assess the situation in Libya and make recommendations to the Council.¹⁵⁶ Following the fall of the Gaddafi regime, subsequent Security Council Resolution 2016 (27 October 2011) terminated the provisions of resolution 1973, allowing the use of force to protect civilians and ensuring the no-fly zone, effectively ending the authorization for the NATO military operation in Libya on 31 October 2011. The current political mission led by the Department of Political Affairs, the United Nations Support Mission in Libya (UNSMIL), was established via Security Council's resolution 2009 (2011) to help the National Transitional Council rebuild the State of Law and other institutions.¹⁵⁷ Security Council resolution 2040 (2012) adopted on 12 March 2012 modified and extended UNSMIL's mandate by 12 months, with a clause to review and adjust the mandate within six months. The mandate of the Panel of Experts was also adjusted and extended for another year. There is not information readily available indicating the female composition of the mission and that there has ever been a female Special Representative of the Secretary-General (SRSG) or Deputy Special Representative of the Secretary-General (DSRSG). The Senior Advisor on Women's Empowerment is Andrea Cullinan.

¹⁵⁵ UN, Repertoire of the Practice of the Security Council: Libya, 2012.. <http://www.un.org/en/sc/repertoire/studies/africa.shtml#cat22>

¹⁵⁶ UN SC, S/RES/1973, 2011. <http://www.un.org/Docs/journal/asp/ws.asp?m=s/res/1973>

¹⁵⁷ UN SC, S/RES/2009, 2011. <http://www.un.org/Docs/journal/asp/ws.asp?m=s/res/2009>

For the period under review in this report, the primary concerns in Libya included preventing large-scale reprisals and killings, as well as human rights violations and reported torture of detainees; minimizing the impact of the recent conflict and its aftermath on the civilian population and delivering humanitarian assistance; ensuring that the forthcoming elections are free, fair and held in a timely manner; the determination of UNSMIL's long-term role in Libya; the Council's role helping to secure the release of the ICC staff and the implementation of UN Security Council resolution 1970 with regard to its referral of the situation in Libya to the ICC, and any referral-related trials; preventing the proliferation of heavy weaponry, as well as the spillover effect in the Sahel. As reflected in the **NGOWG MAP**, key women, peace and security challenges during the reporting period included ensuring the safety and security of displaced women; accountability for violations of women's rights, including the prosecution of those parties found responsible for using sexual and gender-based as a tool of repression; ensuring women's participation in all levels of decision-making regarding the transition, including in all constitutional reform processes; and guaranteeing women's rights are enshrined in the new political institutions.¹⁵⁸

In the period under review, the Security Council received, as per its request in resolution 2009 (2011) and 2022 (2011), one quarterly report from the Secretary-General on the United Nations Support Mission in Libya (UNSMIL) (**S/2012/129**), as well as bi-annual reports from the Secretary-General on the sanctions regime established pursuant to resolution **1970 (2011)**. These reports also inform the discussions around the Council's negotiations on the mandate for UNSMIL: in March of 2012, the Security Council reviewed and subsequently renewed the mandate of UNSMIL. Relevant reports also inform discussion on the Council's negotiations on the mandate for the Panel of Experts on Libya Sanctions: in March 2012, the Security Council reviewed and subsequently renewed the mandate of the Panel of Experts on Libya Sanctions.

¹⁵⁸ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/libya/>

Security Council Action on Libya				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	22-Nov-11	S/2011/727	Yes	Yes
	13-Jan-12	S/2012/32	No	No
	01-Mar-12	S/2012/129	Yes	Yes
	23-Mar-12	S/2012/178	No	No
Meetings	30-Aug-11	S/PV.6606	No	Partially
	16-Sep-11	S/PV.6620	<i>No Debate</i>	<i>No Debate</i>
	26-Sep-11	S/PV.6622	No	No
	26-Oct-11	S/PV.6639	<i>Yes</i>	Partially
	27-Oct-11	S/PV.6640	<i>No Debate</i>	<i>No Debate</i>
	31-Oct-11	S/PV.6644	<i>No Debate</i>	<i>No Debate</i>
	02-Nov-11	S/PV.6647	Yes	Partially
	28-Nov-11	S/PV.6669	Yes	Partially
	02-Dec-11	S/PV.6673	<i>No Debate</i>	<i>No Debate</i>
	22-Dec-11	S/PV.6698	No	Partially
	25-Jan-12	S/PV.6707	Yes	Partially
	29-Feb-12	S/PV.6728	Yes	*
	07-Mar-12	S/PV.6731	Yes	Partially
	12-Mar-12	S/PV.6733	<i>No Debate</i>	<i>No Debate</i>
10-May-12	S/PV.6768	Yes	Partially	
16-May-12	S/PV.6772	Yes	No	
18-Jul-12	S/PV.6807	Yes	*	
Resolutions	16-Sep-11	S/RES/2009 (2011)	Yes	Partially
	27-Oct-11	S/RES/2016 (2011)	No	Partially
	31-Oct-11	S/RES/2017 (2011)	No	No
	02-Dec-11	S/RES/2022 (2011)	No	No
	12-Mar-12	S/RES/2040 (2012)	Yes	Partially

The NGOWG provided recommendations on the situation in Libya in August, September, October, November, December 2011, and January, March, May, June 2012.

August 2011

NGOWG **MAP recommendations** for the Council's expected discussions on the situation in Libya, urged the Council to prioritize the protection of civilians and human rights, ensuring that civilians fleeing Libya should be allowed safe passage and immediate access to whichever country they are able to reach, without discrimination, with attention given to the specific concerns of displaced women, including the increased risk of sexual and gender-based. The Council was urged to call on the Libyan authorities to address concerns over human rights violations, including, inter alia, of those being detained; and in areas under rebel control, the Council should ensure that civilians are protected and human rights are being upheld.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Analysis

In his statement to the Security Council during the meeting held on 30 August 2011 (S/PV.6606), the Secretary-General, discussing his conversations

Council Action	Date	Code	WPS Reference?
Meeting	30-Aug-11	S/PV.6606	No

with the National Transitions Council, noted five main priorities for Libya in the coming months. These included restoring public security and order and promoting the rule of law; leading inclusive political dialogue, promoting national reconciliation and determining the constitution-making and electoral process; extending State authority; protecting human rights, particularly of vulnerable groups, and supporting transitional justice; and taking immediate steps to initiate economic recovery. The Secretary-General did not address women, peace and security concerns in his statement, and there were no other speakers during the meeting.

September 2011

In advance of expected Council deliberations on Libya, **MAP recommendations** urged all actors, including the Security Council and the UN, to support women's participation at the highest levels of negotiation, including with the National Transitional Council, and ensure women's rights be enshrined in all interim and permanent constitutional reform. In addition, due to reports of Colonel al-Gaddafi's regime using sexual and gender-based as a tool of repression, the Council was urged to support the International Criminal Court (ICC) prosecution of all those implicated in such crimes, and voice support for essential health services to be made available to survivors.

Analysis

Security Council **resolution 2009 (2011)**, adopted during the 16 September 2011 Security Council meeting (S/PV.6620) provided the initial mandate for the United Nations Support Mission in Libya (UNSMIL), a DPA-led mission,

Council Action	Date	Code	WPS Reference?
Meeting	16-Sep-11	S/PV.6620	<i>No Debate</i>
Resolution	16-Sep-11	S/RES/2009 (2011)	Yes
Meeting	26-Sep-11	S/PV.6622	No

for the term three months. Aimed at assisting Libyan efforts to build a united, democratic country, the resolution establishes a United Nations Support Mission in Libya (UNSMIL), under the leadership of a Special Representative of the Secretary-General for an initial period of three months. The resolution partially lifts the asset freeze for the former regime but keeps the no-fly zone under review. Addressing some women, peace and security concerns in preambular paragraphs, the resolution condemned all violations of applicable human rights and international humanitarian law including sexual and gender-based violence, particularly against women and girls, which is further repeated in the operative clauses (OP 7). Further references in the resolution emphasize the full and equal participation of women in discussion of the political process in the post-conflict phase (OP 3).

Unfortunately, the resolution misses a significant number of opportunities to support implementation of women, peace and security obligations, including by making not specific reference to women in regards to the particular elements of the mission's mandate (OP 12). This would have been particularly helpful to the women of Libya in regards to support for civil society and political participation. In addition, breaking from what has become standard practice in other mission mandates, the resolution does not include a preambular paragraph that recalls all women, peace and security resolutions, an important restating of the Council's commitment to these core principals.

Following the unanimous adoption of the resolution, statements by Germany and Portugal mentioned the importance of including women in the peacebuilding process, drawing attention to women's participation in all decision-making regarding transition and reconciliation, and highlighted the need to have a strong gender component in the Security Council mission mandate.

The Security Council meeting held on 26 September 2011 (S/PV.6622) to discuss forthcoming efforts of the

newly created United Nations mission (UNSMIL) included a briefing from the Under Secretary of Political Affairs, the National Transitional Council (Libya), and Ambassador from Portugal on recent development in Libya, including on political transitions in the country. Despite one reference to women from the Chairman of the NTC in the context of human rights, the rest of the statements were notable for their absence of discussion of women's participation in negotiations and peace processes.

October 2011

In advance of the Council's expected continuing discussions of Libya, NGOWG **MAP recommendations** focused on women's full participation in decision-making regarding Libya's future, and ongoing concerns regarding protection and human rights violations. Recommendations to the Council included ensuring all DDR efforts address the specific concerns of women and girls; supporting women's leadership and ensure women's rights are an explicit component of all truth and reconciliation processes, in the drafting a new constitution, and in the development of new, democratic political processes and institutions.

Analysis

The Security Council met on 26 October 2011 (**S/PV.6639**) to discuss the current situation in Libya and receive a briefing from the SRSG and Head of UNSMIL who identified key priorities for the international community during the transitional period that include security, elections, public financial management, new rules to ensure fiscal transparency; and a clarification of liquidity requirements, the beginning of a national reconciliation process and a coherent approach to all the human rights and transitional justice issues. The only reference to women, peace and security in his briefing was in his discussion of building a modern nation state in the new Libya when he noted that empowering women and civil society were principles upon which the revolution was based. Council also heard a statement from the representative from Libya who, after expressing the gratitude of the Libyan people to the international alliance for imposing the no-fly zone and protecting civilians, requested the NTC to terminate, as soon as possible, the no-fly zone over Libya. The representative missed the opportunity to include women in his statement noting the launching of a new phase in Libya's history, for a democratic Libya that respects human rights, preserves citizens' fundamental freedoms and believes in pluralism.

Council Action	Date	Code	WPS Reference?
Meeting	26-Oct-11	S/PV.6639	Yes
Meeting	27-Oct-11	S/PV.6640	<i>No Debate</i>
Resolution	27-Oct-11	S/RES/2016 (2011)	No
Meeting	31-Oct-11	S/PV.6644	<i>No Debate</i>
Resolution	31-Oct-11	S/RES/2017 (2011)	No

Security Council **resolution 2016 (2011)**, adopted on 27 October 2011 (**S/PV.6640**), terminates the Protection of Civilians and No Fly-Zone clauses enacted as per resolution 1973 (2011). Reflecting NGOWG MAP recommendations, the resolution urges the NTC to protect its population and prevent reprisals. However, save for a preambulatory clause that reiterates the importance of including women and minorities during the post-conflict phase, there were no substantive references to women, peace and security issues. Unfortunately, the Security Council did not urge the NTC to protect women's rights or increase their political participation, and there is no mention of disarmament or demobilization, and the reconciliation referred to is not inclusive of women in these processes (OP 2). And while the resolution stresses that the work of the NC must reflect the values of democracy, good governance, and rule of law (OP 3), it does not call upon the NTC to ensure that women's rights are addressed substantially in the development of these democratic institutions.

Security Council **resolution 2017 (2011)**, adopted on 31 October 2011 (**S/PV.6644**), focused on non-proliferation issues. The Security Council requested the Committee on Libya sanctions, with assistance from its Panel of Experts and in cooperation with other relevant bodies to assess threats and challenges posed by the proliferation of weapons in the country.. Women, peace and security issues are not reflected in the resolution.

The Security Council does identify issues of coordination between relevant actors with respect to ensuring non-proliferation, yet neglects to include women as such a relevant group. While the resolution calls for coordination among the Libyan authorities, regional actors, the UN, and its relevant bodies to assist in the facilitation of measures to prevent weapons proliferation (OPs 1, 2, 3, 4), women and their specific security concerns go unaddressed when identifying the threats that weapons pose, and women's participation in the non-proliferation process is not mentioned.

Statements were made by representatives from Germany and the Russian Federation after the resolution was adopted to clarify views on the specific types of weapons included in the resolution. These statements did not include attention to women, peace and security.

November 2011

As the Council discussed the ongoing situation in Libya, the NGOWG **MAP recommendations** urged the Council to ensure that the National Transitional Council provide immediate protection for those displaced by conflict, regardless of political allegiances, and that the NTC leadership and commanders on the ground prevent reprisal attacks against these individuals. Given the ICC's jurisdiction in Libya for all crimes within its mandate, the Council was urged to support cooperation to ensure accountability and an end to violence and abuses committed by all parties to the Libyan conflict. The NGOWG reiterated its recommendation to the Council to support women's leadership and ensure women's rights are an explicit component of all truth and reconciliation processes, in the drafting a new constitution, and in the development of new, democratic political processes and institutions.

Analysis

The Security Council meeting on 2 November 2011 (**S/PV.6647**) was an update to the Security Council by the Prosecutor of the International Criminal Court on the situation in Libya. The key women, peace and security focus was on sexual and gender-based violence, primarily on allegations against the Gaddafi government using rape to persecute dissidents, and with a focus on fact-finding and possible prosecution. No other aspects of the women, peace and security agenda were raised at the meeting.

Council Action	Date	Code	WPS Reference?
Meeting	02-Nov-11	S/PV.6647	Yes
Report	22-Nov-11	S/2011/727	Yes
Meeting	28-Nov-11	S/PV.6669	Yes

The Secretary-General's report on UNSMIL, dated 22 November 2011 (**S/2011/727**), focused on the latest political and security developments and activities of the mission, such as electoral support, human rights, rule of law, public security, economic recovery, arms and related material and public information, since its establishment in September 2011. Women, peace and security issues are discussed, in accordance with NGOWG MAP recommendations, usually in the context of women's political participation and engagement with civil society, in the sections on political and security developments, electoral support, human rights and rule of law, and observations. This report represents good practice in discussing women's civil society participation and engagement with a peacekeeping mission, as well as in reflecting the challenges and need for women to be full and active participants in electoral and political processes. However, at several points, women are coupled together with minority groups or children, reinforcing the impression that women are a special interest group or solely a vulnerable population. Additional references are to the conditions for female prisoners, and the need for ongoing health services for women. Missed opportunities include in the sections on the humanitarian situation, and on arms and related material.

The Security Council met on 28 November 2011 (**S/PV.6669**) to discuss the situation in Libya following the newly formed interim Government. The SRSG and Head of UNSMIL provided a briefing and identified key

priorities and challenges for the interim Government that included security, primarily the development of the national police force and newly integrated army, developments in the national reconciliation process, and preparations for the National Congress election by June 2012. The briefing contained references to women, peace and security, notably with regards to women’s presence and participation. On discussing the selection of the interim Government the SRSG and Head of UNSMIL noted that only two Ministers in the purviews of Health and Social Affairs are women, and further emphasized the need for possible special measures for women with regards to the upcoming elections. The briefing also praised the increase in active participation of women in Libyan civil society since the revolution. Missed opportunities to include references to women in accordance with key NGOWG MAP recommendations included the importance of the equal and active participation of women in the national reconciliation process, particularly with regards to the national meeting on reconciliation in December 2011, and the need to ensure that women’s rights inform the current national reconciliation process.

December 2011

The NGOWG **MAP recommendations** focused on the particular concerns of women who had been displaced and detained. The Council was urged to follow up with the National Transitional Council (NTC) in ensuring clear procedures for policing, arrests, prosecution, and detention, including using female guards for female detainees. The Council was also urged to give strong support for women’s rights in the new constitution, and in the development of new, democratic political institutions, and to measures to increase women’s political participation.

Analysis

Security Council **resolution 2022 (2011)**, adopted 2 December 2011 (**S/PV.6673**), extended the mandate of the United Nations Mission in Libya (UNSMIL) until 16 March 2012. The resolution stresses the importance of continued UN support to the transitional

Council Action	Date	Code	WPS Reference?
Meeting	02-Dec-11	S/PV.6673	<i>No Debate</i>
Resolution	02-Dec-11	S/RES/2022 (2011)	No
Meeting	22-Dec-11	S/PV.6698	No

Government of Libya in addressing immediate priorities as set out in resolution 2009 (2011) (OP 12), and looks forward to an assessment of needs by UNSMIL and the transitional Government of Libya by 16 March 2012. As this is what is referred to as a “technical rollover” of the mission’s mandate, essentially postponing the substantive review of the mission until March 2012, it does not address any issues in depth, and does not address any issues of women, peace and security.

The Security Council met on 22 December 2011 (**S/PV.6698**) to discuss the recent report of the Secretary-General (S/2011/727) and receive a briefing from the SRSG and Head of UNSMIL as well as the Chairman of the Security Council Committee established pursuant to resolution 1970 (2011) concerning Libya. Women, peace and security references were made once, in the context of ensuring that the NTC Election’s Committee take into consideration women’s representation in the electoral process. Missed opportunities for reference to gender issues, as laid out in the NGOWG MAP recommendations, include in references to detention procedures, including using female guards for female detainees, and in references to ensuring women’s rights in the new constitution, and in the development of new, democratic political institutions, and additional specificity on measures to increase women’s political participation.

January 2012

Given reports from UNSMIL and human rights organizations regarding women held in detention in the absence of female guards, and of children detained alongside adults, NGOWG **MAP recommendations** urged continued attention to the situation of women who have been displaced and of women detainees, and for support to the National Transitional Council (NTC) in ensuring clear procedures for policing, arrests, prosecution, and

detention. The NGOWG reiterated its call to give strong support for women’s rights in the new constitution, and in the development of new, democratic political institutions, and to measures to increase women’s political participation; to hold the NTC accountable for respecting international law; and for the Council to ensure that UNSMIL has the necessary political support to independently report on human rights violations against Libyan and Sub-Saharan women.

Analysis

The Security Council received the annual report, dated 13 January 2012 (S/2012/32), from the Committee pursuant to resolution 1970 (2011) concerning Libya. The report detailed the mandate of the Committee and its activities from 26 February to 31 December 2011, and does not refer to women, peace and security issues. The Committee is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

Council Action	Date	Code	WPS Reference?
Report	13-Jan-12	S/2012/32	No
Meeting	25-Jan-12	S/PV.6707	Yes
Meeting	22-Dec-11	S/PV.6698	No

The Security Council meeting held on 25 January 2012 (S/PV.6707) discussed the situation in Libya, received briefings from the SRSG and Head of UNSMIL and the UN High Commissioner for Human Rights, and heard a statement from the representative of Libya. All three speakers addressed key issues of women, peace and security, primarily in terms of political participation, rights, and addressing sexual and gender-based. Women, peace and security issues were not addressed in the context of DDR efforts.

February 2012

Analysis

The current status of UNSMIL and the situation in Libya was discussed during the Security Council meeting held on 29 February 2012 (S/PV.6728). The Council received a briefing from the SRSG and Head of UNSMIL, and heard statements from the representatives of Portugal and Libya, with discussion focusing on providing an update on the serious concerns in regard to security and stability in the country and on efforts towards political transition. Women, peace and security issues featured minimally, with a brief update from the SRSG and Head of UNSMIL on the inclusion of a “zipper list” quota in the upcoming elections, requiring that the candidates on the lists for proportional races be listed alternately by gender.

Council Action	Date	Code	WPS Reference?
Meeting	29-Feb-12	S/PV.6728	Yes

March 2012

As the Council was expected to review the most recent Secretary-General’s report on Libya, and to substantively review and renew the UNSMIL mandate, NGOWG **MAP recommendations** urged the Council to support and enhance the work of UNSMIL in key areas of women, peace and security. The Council was also urged to give strong support for and urge the National Transitional Council to enshrine women’s rights in the new constitution, and in the development of new, democratic political institutions, and to measures to increase women’s political participation, including through supporting the capacity-building of a strong and independent civil society. Further recommendations focused on the Open Debate on the Middle East urged state authorities to respect human rights, particularly the rights of women; bring to justice perpetrators suspected of crimes; and take necessary measures to secure the participation of women in political and electoral processes. With political reforms underway in, *inter alia*, Tunisia, Egypt, and Libya, women’s right to participate equally should be supported and upheld.

Analysis

The report of the Secretary-General, dated 1 March 2012 (S/2012/129) describes the activities undertaken by UNSMIL, as well as the challenges Libya is facing in its transition to democracy. The report centered on political and security developments, the deployment of UNSMIL and its activities, safety and security, the future role of the mission

Council Action	Date	Code	WPS Reference?
Report	01-Mar-12	S/2012/129	Yes
Meeting	07-Mar-12	S/PV.6731	Yes
Meeting	12-Mar-12	S/PV.6733	<i>No Debate</i>
Resolution	12-Mar-12	S/RES/2040 (2012)	Yes
Report	23-Mar-12	S/2012/178	No

and financial aspects of the mission. The Secretary-General recommends that the Security Council renew the mandate of UNSMIL for an additional 12 months as an integrated special political mission. Key women, peace and security issues under discussion in the report include measures for women's political participation in the draft electoral law, an ongoing concern. The report details the efforts of women's advocates to ensure the inclusion of a quota, and the eventual adoption of the zipper list, and the mission's emphasis on the importance of women's empowerment and women's civil society. The report also notes UNSMIL's efforts to engage women in the nascent DDR process, and mentions some of women's specific humanitarian concerns. UNSMIL's focus for the next year will have a particular focus on supporting women's engagements in a number of key areas, including transitional justice, SSR, DDR, and political empowerment. Given this commitment, the UNSMIL reports over the next year can be expected to reflect in-depth information, analysis and recommendations mainstreamed across these issues.

The Security Council meeting held on 7 March 2012 (S/PV.6731) to discuss the Secretary-General's report (S/2012/129) addressed various aspects of UNSMIL's mandate and UNSMIL's work to support the political transition in Libya. The meeting included briefings by the Prime Minister of Libya, The SRSG and Head of UNSMIL and included statements by Council members. The SRSG and Head of UNSMIL noted that women would be a primary focus of the mission. Emphasizing the importance that women's involvement in the revolution translates into fuller participation in the democratic transition. The Libyan Prime Minister expressed support of the role of women in social, political and economic life, noting the need to enable them to assume decision-making positions. He highlighted also that the electoral law provided for competitive listings to ensure the equality of men and women in the elections.

Security Council **resolution 2040 (2012)** adopted during the meeting held on 12 March 2012 (S/PV.6733) extended the UNSMIL mandate for one year, with an interim review possible after six months. It continues UNSMIL's focus on supporting the Libyan government's political institution building, election process, human rights, work on justice sector reform and rule of law, and DDR. The revised mandate is far broader in scope on women, peace and security than the initial mandate for UNSMIL, providing particularly welcome support for civil society. Unlike the first UNSMIL mandate, the resolution includes a relatively standard preambular paragraph reaffirming all resolutions on women, peace and security, emphasizing the importance of promoting the equal and full participation of women. The resolution also expresses deep concern about reports of sexual and gender-based during the conflict in Libya against women, men and children including in prison facilities and detention centers.

The mandate details UNSMIL's support for women's empowerment and political participation. A positive development here is explicit and much needed support for civil society (OP 6a). In addition, the resolution specifically connects women's human rights and rule of law, and mandates women's access to justice and the reform of security institutions (OPs6b, 6c). The resolution also calls for accountability for those responsible for violations of international humanitarian law and human rights law, including sexual violence (OP 3).

A particular missed opportunity in gender-specific language is evident in the operative paragraph on DDR, which means that it is essentially up to the mission to interpret the overarching responsibility of UNSMIL to include a strong gender component in this work.

The Security Council received the report dated 26 March 2012 (S/2012/178) submitted to the Security Council by the Committee established pursuant to resolution 1970 (2011) concerning Libya. The report assesses the threats and the challenges posed by the proliferation of all arms and related materiel, in particular man-portable air defense systems, from Libya in the region. It includes proposals developed following a meeting with Panel of Experts in December to counter and prevent the proliferation of arms and related materiel and includes measures to secure these arms and related materiel, to ensure that stockpiles are managed safely and securely, to strengthen border control and to enhance transport security. There was no reference to women, peace and security in the report. The Committee is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

May 2012

As Libya prepared for elections in June, with the mandated support of UNSMIL, continued tension and occasional armed violence occurred in the country. Given concerns regarding support for women’s participation—both as candidates and voters—in the expected elections, the NGOWG **MAP recommendations** urged the Security Council to ensure that the UNSMIL report detail specific concerns regarding women’s participation, and provides recommendations for removing the remaining barriers to this participation.

Analysis

The Security Council met on 10 May 2012 (S/PV.6768) to discuss the letter dated 23 March 2012 from the Chairman of the Security Council Committee established pursuant to

Council Action	Date	Code	WPS Reference?
Meeting	10-May-12	S/PV.6768	Yes
Meeting	16-May-12	S/PV.6772	Yes

resolution 1970 (2011) concerning Libya addressed to the President of the Security Council (S/2012/178) as well as receive a briefings from the SRSG and Head of UNSMIL and the head of the Libya sanctions committee. The head of the Libya sanctions committee discussed the threat of arms proliferation from Libya and the reports of the sanctions committee. The SRSG’s briefing centered on gaps and challenges to security, including capacity limitations in regard to border security, transitional justice and election support. Issues such as the need for a coherent process of institutional and judicial reconstruction and DDRRR programs were discussed. The SRSG provided an update on the situation in Libya noting progress made in the democratic transition, including the registration of 1,024,000 voters at over 1,500 registration centers throughout Libya. He noted that the registration of women has been relatively low, 36%, of those registered. He also detailed that only 29 women were among 1,100 candidates and 47 political entities registered so far. Missed opportunities for reference to gender issues include in references to design and reform of institutions and policies, especially in police, military and rule of law components.

The Security Council met on 16 May 2012 (S/PV.6772) to receive an update from the Prosecutor of the International Criminal Court on the situation in Libya. The key women, peace and security reference was on sexual and gender-based violence, with a focus on prosecuting individuals who committed violations.¹⁵⁹ No other aspects of the women, peace and security agenda were raised at the meeting.

¹⁵⁹ Statements containing gender-specific references were made by USA, Portugal, Guatemala, Colombia, France, Togo as well as the Special Prosecutor of the ICC.

Analysis

The Security Council meeting held on 18 July 2012 (S/PV.6807) provided an update for the Council from the SRSG and Head of UNSMIL, with a particular focus on the recent election. The SRSG noted the numbers of women candidates who ran in the historic election, the number of women who voted, and a preliminary number of those who had been elected. In addition to UNSMIL and UNDP’s support for women’s empowerment in Libya, he also noted UNSMIL’s work with the Libyan government to produce a white paper on defense. There was an absence of specific reporting on women in the SRSG’s discussion of the mission’s work on judicial reform, DDR, human rights work, mine action, and other issues where it remains unclear as to the specific work that is being done on women, peace and security in these areas.

Council Action	Date	Code	WPS Reference?
Meeting	18-Jul-12	S/PV.6807	Yes



Mali

Background

The situation in Mali appeared on the United Nations Security Council’s agenda in 2012 following the forcible seizure of power from the democratically-elected government by some elements of the Malian armed forces.¹⁶⁰ Currently there is no peacekeeping mission serving in Mali. However, the UN has welcomed efforts by the United Nations Office for West Africa (UNOWA), the African Union, the Economic Community of West African States (ECOWAS), and international partners to monitor the situation in Mali.¹⁶¹

For the period under review in this report, the primary challenges for Mali include reports of serious human rights violations and basic freedoms, the proliferation of weapons and the increasing entrenchment of terrorist networks.¹⁶² Violence in the north of the country has been combined with ongoing political upheaval in the capital, resulting physical insecurity for women with a simultaneous closing of political space for their voices to be heard. As reflected in the NGOWG MAP recommendations, key women, peace and security concerns include the specific rights and protection concerns of women, in particular the rape and abduction of women and girls by armed groups in the north, and the full engagement of women in ongoing efforts for peaceful resolution.¹⁶³

In the period under review, the Security Council received, as per its request in a letter from the President of the Security Council (S/2010/661), one semi-annual report from the Secretary-General (S/2012/510). This report also informed the discussion around the Council’s negotiations on the mandate for United Nations Assistance Mission in West Africa (UNOWA). In July of 2012, the Security Council reviewed, and subsequently expressed the full support of the Economic Community of West African States (ECOWAS) in resolution **2056 (2012)**.

¹⁶⁰ UN, Security Council Press Statement on Mali Crisis, 2012. <http://www.un.org/News/Press/docs/2012/sc10590.doc.htm>; UN, Peace and Security in Africa (S/PRST/2012/7), 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/PRST/2012/7>

¹⁶¹ UN, Security Council Press Statement on Mali Crisis, 2012. <http://www.un.org/News/Press/docs/2012/sc10590.doc.htm>

¹⁶² UN, Peace and Security in Africa (S.PV/6789), 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/PV.6798>

¹⁶³ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/mali/>

Security Council Action on Mali				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Meetings	26-Mar-12	S/PV.6741	<i>No Debate</i>	<i>No Debate</i>
	04-Apr-12	S/PV.6745	<i>No Debate</i>	<i>No Debate</i>
	05-Jul-12	S/PV.6798	<i>No Debate</i>	<i>No Debate</i>
Presidential Statements	26-Mar-12	S/PRST/2012/7	No	*
	04-Apr-12	S/PRST/2012/9	No	*
Resolutions	05-Jul-12	S/RES/2056 (2012)	Yes	No

The NGOWG provided MAP recommendations on Mali in May and June of 2012.

March 2012

Analysis

The President of the Security Council issued a presidential statement (S/PRST/2012/7) on 26 March 2012 (S/PV.6741) on peace and security in Africa, with a particular focus on Mali. Although the Council expressed concern

Council Action	Date	Code	WPS Reference?
Meeting	26-Mar-12	S/PV.6741	<i>No Debate</i>
Presidential Statement	26-Mar-12	S/PRST/2012/7	No

over the humanitarian situation, particularly in relation to drought, food shortages, and the return of thousands of returnees following the Libyan crisis and other regional crises, no mention is made to women, peace and security issues. The statement commends the joint efforts of OCHA and other UN agencies to provide humanitarian assistance to draw international attention to the scale of the problem, and notes that the Security Council was informed of the proposal to appoint a Senior Regional Humanitarian Coordinator. The Council missed the opportunity to acknowledge the specific effects of the deteriorating humanitarian situation on women and girls.

April 2012

Analysis

The President of the Security Council issued a presidential statement (S/PRST/2012/9) on 4 April 2012 (S/PV.6745) on peace and security in Africa, with a particular focus on Mali. The presidential statement condemned

Council Action	Date	Code	WPS Reference?
Meeting	04-Apr-12	S/PV.6745	<i>No Debate</i>
Presidential Statement	04-Apr-12	S/PRST/2012/9	No

the forcible seizure of power from the democratically elected government of Mali, stressing the importance of the safety of civilians and of the respect of human rights and commending all ongoing humanitarian efforts. However, the Council does not include a gender perspective in this regard.

June / July 2012

In light of reports of rape and abduction, particularly of women and girls, by armed groups in the north and political instability and continuing violence in Mali's capital, NGOWG **MAP recommendations** urged the Security Council to ensure it supports the full engagement of women in ongoing efforts for peaceful resolution in both areas of the country, and that the Council should enquire into and takes action on the specific rights

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

and protection concerns of women. It further recommended that Council should urge all parties to the conflict in the north of the country to immediately issue orders prohibiting mistreatment of persons in custody and prohibiting rape, pillage, and other violations of international humanitarian law, and should support monitoring and investigation of all human rights abuses.

Analysis

Security Council **resolution 2056 (2012)** was unanimously adopted by the Security Council during the Security Council meeting on peace and security in Africa on 5 July 2012 (**S/PV/6798**).

Council Action	Date	Code	WPS Reference?
Meeting	05-Jul-12	S/PV.6798	<i>No Debate</i>
Resolution	05-Jul-12	S/RES/2056 (2012)	Yes

The resolution demanded full, immediate and unconditional cessation of hostilities by rebel groups, the starting of appropriate political dialogue with support provided by the Secretary-General, and expresses support for ECOWAS efforts. In contrast to previous discussion on Mali, two operative paragraphs specifically refer to women, peace and security concerns in the areas of women’s participation in mediation, conflict prevention and empowerment (OP 26) as well as cessation of human rights abuses and violations of humanitarian law, including sexual violence (OP 13).

Following the adoption of the resolution, the President of ECOWAS made a statement to the Council, discussing the worsening political, humanitarian and security situation in Mali. Although greater inclusiveness in the Mali Government was discussed, his statement did not address the important role women should play in negotiation efforts. Overall, observations did not include a gender perspective as no reference was specifically made to women’s human rights violations. There was no mention of gender training on the rights and protection of women and girls or of the need for inclusive institutions and women’s full and equal participation in the socio-political life of the country.

The Middle East

| Golan Heights | Israel – Palestine | Lebanon | Syria | Yemen

Explanatory note:

As the Security Council discusses the situation in Golan Heights, Israel / Palestine, Lebanon, Syria and Yemen under the agenda item of the Middle East, this report considers them within the following section.

Golan Heights

Background

The situation in the Golan Heights has been on the United Nations Security Council’s agenda since 1973 in the context of the conflict between Egyptian and Israeli forces in the Suez Canal area, and the Sinai and Israeli and Syrian forces in the Golan Heights.¹⁶⁴ The current mission, the United Nations Disengagement Observer Force (UNDOF), was established pursuant to Security Council resolution 350 (1974) in order to: maintain the ceasefire between Israel and Syria, oversee the disengagement of Israeli and Syrian forces, and supervise the areas of separation and limitation, as provided in the May 1974 Agreement on Disengagement.¹⁶⁵ Security Council resolution 2052 (2012) adopted on 27 June, extended the mandate of UNDOF for six months until 31 December

¹⁶⁴ UN, Repertoire of the Practice of the Security Council, 2012. <http://www.un.org/en/sc/repertoire/index.shtml>; UN DPKO, UNDOF: Background, 2012. <http://www.un.org/en/peacekeeping/missions/undof/background.shtml>

¹⁶⁵ UN DPKO, UNDOF: Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/undof/mandate.shtml>

2012, and noted that events elsewhere in Syria had started to manifest themselves in UNDOF's area of responsibilities.¹⁶⁶ As of July 2012, the size and composition of the UNDOF mission is estimated at 1,037 personnel, including 33 female military personnel.¹⁶⁷ There is not information readily available indicating there has ever been a female SRSR or DRSR for UNDOF. There is a Gender Unit and Gender Focal Point present, with Ms. Daphne Joblin serving in the position for the period under review.¹⁶⁸

For the period under review in this report, the primary challenges for the Golan Heights include the ongoing threat of mines and roadside bombs to the military and civilian personnel in the area, and the impact of the situation in Syria and its potential to destabilize the long-held ceasefire.¹⁶⁹ As reflected in the **NGOWG MAP**, key women, peace and security concerns include ensuring women and women's civil society advocates are included in all efforts to maintain peace and security, the participation of women in mine clearance activities, and ensuring gender training for UNDOF troops monitoring the ceasefire in order to implement the Secretary-General's zero tolerance policy on sexual exploitation and abuse. This includes ensuring troop-contributing countries take preventative and disciplinary action to ensure any such acts are properly investigated and punished.¹⁷⁰

During the period under review, the Council received, as per its request in the mandate contained in Security Council resolution 350 (1974) and extended in subsequent resolutions, most recently through resolution 1994 (2011), two reports of the Secretary-General, (**S/2011/748** and **S/2012/403**) both of which recommend the renewal of the UNDOF mandate. The Security Council adopted **resolution 2028 (2011)** and **resolution 2052 (2012)** which renewed the UNDOF mandate for periods of 6 months.

Security Council Action on Golan Heights				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	30-Nov-11	S/2011/748	No	No
	05-Jun-12	S/2012/403	No	*
Meetings	13-Dec-11	S/PV.6680	<i>Closed</i>	<i>Closed</i>
	21-Dec-11	S/PV.6693	<i>No Debate</i>	<i>No Debate</i>
	14-Jun-12	S/PV.6787	<i>Closed</i>	<i>Closed</i>
	27-Jun-12	S/PV.6791	<i>No Debate</i>	<i>No Debate</i>
Resolutions	21-Dec-11	S/RES/2028 (2011)	No	No
	27-Jun-12	S/RES/2052 (2012)	No	*

The NGOWG provided MAP recommendations on Golan Heights in December 2011.

November / December 2011

NGOWG **MAP recommendations** on the Golan Heights urged the Council to ensure that future UNDOF mandate renewals include specific language on mandatory comprehensive gender training for UN troops monitoring the cease-fire.

¹⁶⁶ UN, The Situation in the Middle East (S/RES/2052), 2012. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2052%20\(2012\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2052%20(2012))

¹⁶⁷ UN DPKO, UNDOF: Facts and Figures, 2012. <http://www.un.org/en/peacekeeping/missions/undof/facts.shtml> ; UN DPKO, Gender Statistics by Mission, July 2012. <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

¹⁶⁸ PeaceWomen, Golan Heights. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/golan-heights

¹⁶⁹ Security Council Report, Adoption of Golan Heights Resolution, 2012. <http://www.whatsinblue.org/2012/06/undof-adoption.php>

¹⁷⁰ For more information, please visit: http://www.womenpeacesecurity.org/rapid-response/golan_heights/

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Analysis

The report of the Secretary-General dated 30 November 2011 (**S/2011/748**) recommended that the Council renew the UNDOF mandate for 6 months until 30 June 2012, and broadly covers the operational and technical capacities of UNDOF, as well as its civilian activities, including in the areas of anti-government demonstrations on the Syrian side that resulted in civilian casualties, the training activities of the Israeli Defense Forces and the safe passage of the International Committee of the Red Cross on the ceasefire line. Although the report does not include specific women, peace and security language, in line with previous recommendations of the NGOWG, the report addresses the risk of unexploded mines that continue to pose a significant risk to civilians. Missed opportunities include a gender analysis in the Secretary-General's discussion of UNDOF force personnel, particularly in reporting on the UN Headquarters team assessment trip to the region, where discussion of gender training for UNDOF troops would have been most relevant.

The Security Council meeting on 13 December 2011 (**S/PV.6680**) with countries contributing troops and police to UNDOF was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

Security Council **resolution 2028 (2011)**, adopted on 21 December 2011 (**S/PV.6693**), extended UNDOF's term until 30 June 2012, and made no significant modifications to the mandate as laid out in resolution 350 (1974). The resolution calls on all parties to abide by the ceasefire, to cooperate fully with the operations of UNDOF, and to uphold zero-tolerance policies on sexual exploitation and abuse. This is, however, the only gender-related reference in the resolution. While the resolution welcomes the efforts of UNDOF to implement the Secretary-General's zero tolerance policy on sexual exploitation and abuse, and urges troop-contributing countries to take preventative and disciplinary action to ensure that those acts are properly investigated and punished (OP 4), it falls short of including specific language on mandatory comprehensive gender training for UNDOF troops, as called for in the NGOWG MAP. Further missed opportunities include the lack of reference to gendered components of UNDOF's humanitarian assistance or mine action activities.

June 2012

Analysis

The Secretary-General's report on UNDOF, dated 5 June 2012 (**S/2012/403**) recommends that the mandate be renewed, and further covers issues related to the security situation in the region, especially that of Syria, assisting the ICRC in the area of separation, and financial and operational aspects of UNDOF's efforts.

The report did not contain discussion of women, peace and security beyond reporting on UNDOF efforts toward the zero tolerance policy on sexual abuse and exploitation. The report did not include specific language on comprehensive gender training in this regard, nor did the report discuss any outreach to women's groups in efforts made by UNDOF to improve communication with local authorities and civilians. This was an opportunity for the Secretary-General to mainstream gender, specifically calling for women to have full access to these dialogues to ensure that women's concerns are fully acknowledged and addressed.

The Security Council meeting on 15 June 2012 (**S/PV.6787**) with countries contributing troops and police to UNDOF was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

Security Council **resolution 2052 (2012)** was adopted on 27 June 2012 (**S/PV.6791**), extended UNDOF's term

Council Action	Date	Code	WPS Reference?
Report	05-Jun-12	S/2012/403	No
Meeting	14-Jun-12	S/PV.6787	<i>Closed</i>
Meeting	27-Jun-12	S/PV.6791	<i>No Debate</i>
Resolution	27-Jun-12	S/RES/2052 (2012)	No

until 31 December 2012 and made no modifications to the mandate as laid out in resolution 350 (1974). In line with previous resolutions, the only reference to women, peace and security is in relation to UNDOF's implementation of the Secretary-General's zero tolerance policy on sexual exploitation, including encouraging preventative action and punishment should acts of abuse be perpetrated (OP 4). Missed opportunities for inclusion of women, peace and security concerns includes in calling for gender training of troops to facilitate these ends, as well as in the discussion surrounding UNDOF's humanitarian and mine action activities.

Israel / Palestine

Background

The situation in Israel and Palestine has been an agenda item for the United Nations Security Council since 1947, when hostilities erupted between the newly established State of Israel and its Arab neighbors. The Security Council called for cessation of violence and subsequently established the first peacekeeping mission to monitor the negotiated armistice, the United Nations Truce Supervision Organization (UNTSO), with the adoption of resolution 50 (1948).¹⁷¹ Since then, UNTSO has performed various tasks entrusted to it by the Security Council, including the supervision of the General Armistice Agreements of 1949 between Israel and its Arab neighbors; the observation of the ceasefire in the Suez Canal area and the Golan Heights following the Arab-Israeli war of June 1967; and the assistance to the UN Interim Force in Lebanon (UNIFIL) to fulfill its mandate.¹⁷² Additionally, UNTSO troops have, in the past, immediately deployed as part of newly established missions in the region and work closely with other regional missions, such as UNDOF and UNIFIL. As of June 2012, the size and composition of the mission was estimated at 142 military observers, including five female Military Experts.¹⁷³ There is no information available indicating the existence of a gender unit nor the presence of female leadership such as a SRS or DSRSG.

For the period under review in this report, the primary challenges include the serious humanitarian and security situation in Gaza, and whether the Council can play a constructive role in the peace process.¹⁷⁴ Key women, peace and security concerns, as highlighted in the **NGOWG MAP**, include accountability for violations of human rights, including women's rights; and the impact of attacks on civilians, including the impact on women, in both Israel and the Occupied Palestinian Territories. In addition, there is a notable absence of support from the Council for women's engagement and support for women's rights in all efforts in all peace and reconciliation efforts.¹⁷⁵

In the period under review, the Security Council received, as per General Assembly resolution 65/16, one report (**S/2011/585**) from the Secretary-General. UNTSO as per resolution 50 (1948) and subsequent resolutions, does not have any parameters for drawdown, and thus continues to operate until the Council decides otherwise.

¹⁷¹ UN, Middle East Region, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organisations/peacekeeping_missions.shtml#reg32

¹⁷² UN DPKO, UNTSO: Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/untso/mandate.shtml>

¹⁷³ UN DPKO, UNTSO: Facts and figures, 2012. <http://www.un.org/en/peacekeeping/missions/untso/facts.shtml>; UN, Gender Statistics by Mission, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

¹⁷⁴ SC Report, Israel/Palestine, 2012. http://www.securitycouncilreport.org/monthly-forecast/2012-07/lookup_c_gKWLeMTIsG_b_8191985.php

¹⁷⁵ For more information, please visit: http://www.womenpeacesecurity.org/rapid-response/israel_palestine/

Security Council Action on Israel / Palestine				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	19-Sep-11	S/2011/585	No	*
Meetings	25-Aug-11	S/PV.6602	No	*
	27-Sep-11	S/PV.6623	No	*
	28-Sep-11	S/PV.6624	No	*
	24-Oct-11	S/PV.6636	Yes	Yes
	22-Nov-11	S/PV.6662	No	Partially
	20-Dec-11	S/PV.6692	No	*
	24-Jan-12	S/PV.6706	No	*
	28-Feb-12	S/PV.6725	No	*
	27-Mar-12	S/PV.6742	No	*
	23-Apr-12	S/PV.6757	No	*
	29-May-12	S/PV.6775	No	*
	19-Jun-12	S/PV.6788	No	*
	25-Jul-12	S/PV.6816	No	*

The NGOWG provided recommendations on the situation in Israel / Palestine in October 2011.

August / September 2011

Analysis

The Security Council met on 25 August 2011 (**S/PV.6602**) to discuss the situation in the Middle East (Israel/Palestine and the situation in Syria) particularly the continued terrorist attacks and Israeli settlement activity that serves to hinder any political breakthrough in the conflict. The USG

for Political Affairs briefed the Council, discussing the urgency to preserve calm, and to renew ongoing diplomatic efforts to help the parties resume meaningful negotiations. His briefing did not, however, include discussion of the unique ways the conflict continues to affect women and girls, nor women's role in these negotiations.

Council Action	Date	Code	WPS Reference?
Meeting	25-Aug-11	S/PV.6602	No
Report	19-Sep-11	S/2011/585	No
Meeting	27-Sep-11	S/PV.6623	No
Meeting	28-Sep-11	S/PV.6624	No

The report of the Secretary-General on the situation in the Middle East (**A/66/367-S/2011/585**) released on 19 September 2011 contains replies received from the parties concerned to the notes verbales sent by the Secretary-General pursuant to the request contained in paragraph 26 of the resolution. The report also contains the observations of the Secretary-General on the current state of the Israeli-Palestinian conflict, focusing on the peaceful settlement of the question of Palestine. The Secretary-General reiterated his strong support for a two state solution and called upon the international community to support the establishment of a viable and sovereign Palestinian State. In regard to Jerusalem, the Secretary-General noted that he has consistently emphasized that a way must be found for the city to emerge, through negotiations, as a capital of two States, Israel and Palestine.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

While the Secretary-General noted the importance for humanitarian aid and supplies to reach Palestinians in Gaza and the need to allow for export from the region, he did not detail the particular challenges faced by women in regard to the ongoing humanitarian crisis.

October / November 2011

In anticipation of the Council's expected monthly briefing on the situation in the Middle East (Israel / Palestine) the NGOWG **MAP recommendations** urged the Council to focus on the reduction of indiscriminate attacks harming civilians in both Israel and the Occupied Palestinian Territories, and to uphold accountability for violations of human rights and crimes under international law.

Analysis

The Security Council met on 21 November 2011 (S/PV.6662) to discuss the situation in the Middle East, including the Palestinian question. The Council was briefed by the Special

Council Action	Date	Code	WPS Reference?
Meeting	24-Oct-11	S/PV.6636	Yes
Meeting	22-Nov-11	S/PV.6662	No

Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General to the Palestine Liberation Organization and Palestinian Authority. The meeting detailed the League of Arab States' plans to dispatch an Arab observer mission to monitor the implementation of the plan and protect civilians. The Special Coordinator noted that Israel must exercise maximum restraint and minimize the risk to civilians calling for all parties to the conflict to fully respect international humanitarian law. Despite these observations, his statement did not detail what types of efforts were being made to end attacks and violations of women's human rights, nor did they speak to what might be done to address the lack of accountability for these crimes. Although the meeting reflected the October 2011 MAP recommendations that noted the necessity to focus attention on protection of civilians, there was no gender perspective provided throughout the briefing.

December 2011 / January 2012

Analysis

Discussion during the meeting held on 24 January 2012 (S/PV.6706), on the Situation in the Middle East Situation including the Palestinian Question, detailed the current situation of the population of Gaza. The Council was

Council Action	Date	Code	WPS Reference?
Meeting	20-Dec-11	S/PV.6692	No
Meeting	24-Jan-12	S/PV.6706	No

briefed by the Assistant Secretary-General for Political Affairs after which they heard statements from the Permanent Observer of Palestine, the representative of Israel and from various Council members and interested Member States. All the speakers missed the opportunity to include a substantive gender perspective in their comments.

February / March 2012

Analysis

As has been the trend while discussing the Israel/Palestinian conflict, during the Security Council meeting held on 28 February 2012 (S/PV.6725) on the situation in the Middle East, there was a marked absence of a gender perspective.

Council Action	Date	Code	WPS Reference?
Meeting	28-Feb-12	S/PV.6725	No
Meeting	27-Mar-12	S/PV.6742	No

The Special Coordinator for the Middle East Peace Process briefed the Council detailing incidents of settler violence against Palestinians and their property, and incidents of violence at various religious sites and in Gaza. Unfortunately he missed the opportunity to address the effects of this violence on women and girls.

April / May 2012

Analysis

On 23 April 2012 (S/PV.6757) the Security Council met to discuss the situation in the Middle East including the Palestinian question. The USG for Political Affairs briefed the Council and

Council Action	Date	Code	WPS Reference?
Meeting	23-Apr-12	S/PV.6757	No
Meeting	29-May-12	S/PV.6775	No

statements were made by the representatives of Israel and the Occupied Palestinian Territory as well as from various Council members and interested Member States. There were no references made to any women, peace and security issues during the meeting. Missed opportunities for discussion of women, peace and security issues include women's involvement in the peace process, and ensuring women can participate freely and equally in the political process.

The Security Council met on 29 May 2012 (S/PV/6775) to discuss the situation in the Middle East including the Palestinian question. The Special Coordinator briefed the Council on the Middle East Peace process. The meeting was characterized by a general lack of gender-specific provisions and observations. Key themes covered included the recent Palestinian cabinet reshuffle and efforts for progress on the reconciliation process with the assistance of Egyptian mediation. No mention was made of measures taken to ensure the full and equal participation of women in any of these processes. Similarly, his statement on the importance of reconstruction and economic growth in the Gaza strip did not include discussion of women's economic empowerment in the economic growth of the region.

June / July 2012

Analysis

During the Security Council meeting on the Situation in the Middle East held on 19 June 2012 (S/PV/6788), the Council discussed both the Palestinian question and the situations in Syria and Lebanon. The Council was briefed by the Assistant

Council Action	Date	Code	WPS Reference?
Meeting	19-Jun-12	S/PV.6788	No
Meeting	25-Jul-12	S/PV.6816	No

Secretary-General for Political Affairs who focused on efforts to promote Palestinian reconciliation, the resumption of operations by the Palestinian Central Elections Commission in Gaza, and voters' registration. No mention was made about specific provisions aimed at guaranteeing women's equal and full participation in any of these processes.

The Security Council met on 25 July 2012 (S/PV.6816) to discuss the situation in the Middle East and the Palestinian question. The Council was briefed by the Special Coordinator for the Middle East Peace Process, the representative from Israel, the Palestine Observer and more than 40 delegations. In the discussion that centered on ongoing economic fragility, the need for additional donor support, additional Quartet efforts, and the detailing of violence and illegal settlements, there was, as in other meetings on this situation, no discussion of women, peace and security concerns.

Background

Lebanon has been on the United Nations Security Council's agenda since 1978, when the Lebanese government submitted a protest to the Security Council against the first Israeli invasion on 14 March 1978. The Council subsequently adopted resolutions 425 (1978) and 426 (1978), calling upon Israel to cease its military action and withdraw its forces from all Lebanese territory. It was during this time that the Security Council established the United Nations Interim Force in Lebanon (UNIFIL), whose mandate included confirming the withdrawal of Israeli forces, restoring international peace and security, and assisting the Government of Lebanon in ensuring the return of its effective authority in the area. After Israel invaded Lebanon a second time in 1982, following an exchange of gunfire at the Israel-Lebanon border, the Security Council repeatedly renewed the mandate of UNIFIL, stressing the importance of Israel's withdrawal from the occupied territory in Lebanon and striving to maintain Lebanon's territorial integrity.¹⁷⁶ Following the Israeli withdrawal from the area on 16 June 2000, the situation remained stable until fighting along the Blue Line with Hizbollah in July 2006.¹⁷⁷ On 11 August 2006, the Security Council passed resolution 1701 (2006), calling for a full cessation of hostilities, permanent ceasefire, and a comprehensive solution to the crisis, significantly enhancing and expanding UNIFIL's mandate. Resolution 2004 (2011) adopted on 30 August 2011, renews unifil's mandate until 31 August 2012.¹⁷⁸ As of July 2012, the size and composition of the mission is estimated at 11,530 personnel, including 451 female military.¹⁷⁹ There is no information readily available indicating there has ever been a female Special Representative of the Secretary-General (SRSG) or Deputy Special Representative of the Secretary-General (DSRSG) for UNIFIL. The Gender Advisor position at UNIFIL is vacant.

Key current challenges for Lebanon include the increased tension and uncertain political climate in the region, exacerbated by the spill-over effects from the Syrian crisis in northern Lebanon.¹⁸⁰ Additional issues include how to encourage Israel and Lebanon to move toward a concrete ceasefire, and the continual challenges posed by arms smuggling and disarmament.¹⁸¹ As reflected in the **NGOWG MAP**, key women, peace and security challenges included the impact of Israel's continued occupation of Ghajar on women; and the dangers posed to Lebanese civilians by cluster bombs and other ordnance, particularly to women and girls.¹⁸²

In the period under review, the Security Council received, as per its request in resolution 1701 (2006), semi-annual reports from the Secretary-General on UNIFIL (**S/2011/715**, **S/2012/124**, **S/2012/502**), as well as semi-annual reports from the Secretary-General on the respect of Lebanon's sovereignty, territorial integrity, unity, and political independence under the authority of the Government of Lebanon pursuant to resolution 1559 (2004) (**S/2011/648**, **S/2012/244**). In August 2011, the Security Council reviewed and subsequently renewed the mandate of UNIFIL for one year with the adoption of **resolution 2004 (2012)**.

¹⁷⁶ UN DPKO, UNIFIL: Background, 2011. <http://www.un.org/en/peacekeeping/missions/unifil/background.shtml>

¹⁷⁷ UN DPKO, UNIFIL: Background, 2011. <http://www.un.org/en/peacekeeping/missions/unifil/background.shtml>

¹⁷⁸ UN, Lebanon (S/RES/2004), 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2004>

¹⁷⁹ UN DPKO, Gender Statistics by Mission, July 2012. <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

¹⁸⁰ SC Report, Middle East Briefing and Consultations, 2012. <http://www.whatsinblue.org/2012/05/middle-east-debate-and-consultations-1.php>

¹⁸¹ UN News Centre, UN resolution respected but no progress on final ceasefire – envoy, 2012. <http://www.un.org/apps/news/story.asp?NewsID=39112&Cr=lebanon&Cr1=#.UGNoPK4v6So>

¹⁸² For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/lebanon/>

Security Council Action on Lebanon				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	19-Oct-11	S/2011/648	No	*
	14-Nov-11	S/2011/715	No	*
	28-Feb-12	S/2012/124	No	No
	20-Apr-12	S/2012/244	No	*
	28-Jun-12	S/2012/502	No	*
Meetings	16-Aug-11	S/PV.6600	<i>Closed</i>	<i>Closed</i>
	30-Aug-11	S/PV.6605	<i>No Debate</i>	<i>No Debate</i>
Resolutions	30-Aug-11	S/RES/2004 (2011)	No	*

The NGOWG provided recommendations on UNIFIL in December 2011.

August 2011

Analysis

Security Council **resolution 2004 (2011)** adopted 30 August 2011 (**S/PV.6605**), extended the mandate of UNIFIL until 31 August 2012. The resolution focused on the strategic dialogue, the maintenance of the Blue

Council Action	Date	Code	WPS Reference?
Meeting	16-Aug-11	S/PV.6600	<i>Closed</i>
Meeting	30-Aug-11	S/PV.6605	<i>No Debate</i>
Resolution	30-Aug-11	S/RES/2004 (2011)	No

Line, and condemnation of terrorist attacks. The only gender-related reference welcomes the efforts being undertaken by UNIFIL to implement the Secretary-General's zero-tolerance policy on sexual exploitation and abuse (OP 9). Unfortunately the resolution does not call for the promotion of women's engagement in peacebuilding and reconciliation efforts, nor does it contain the relatively standard preambular paragraph recalling the Council's resolutions on women, peace and security.

October/November 2011

Analysis

The report of the Secretary-General dated 19 October 2011 (**S/2011/648**) reviews and assesses progress on the implementation of resolution 1559 (2004), noting the absence of tangible progress on key provisions of the resolution, and highlighting concerns that continue to impede efforts to strengthen Lebanon's sovereignty, territorial integrity and political independence. The Secretary-General did not discuss women, peace and security concerns in the report, although a gendered aspect would have been most salient in regard to discussion of reporting on Israel's continued occupation of Ghajar and the humanitarian crisis of refugees.

Council Action	Date	Code	WPS Reference?
Report	19-Oct-11	S/2011/648	No
Report	14-Nov-11	S/2011/715	No

In the report of the Secretary-General on the implementation of Security Council resolution 1701 (2006), which is focused on Lebanon, dated 14 November 2011 (**S/2011/715**), the Secretary-General provides an assessment of the implementation of Security Council resolution 1701 since his previous report on 1 July 2011, focusing discussion on the arms embargo, landmines and cluster bombs, delineation of borders, and on the security and safety of UNIFIL forces. Although the Secretary-General notes the precarious security situation in

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

the Palestinian refugee camp, he does not discuss the particular concerns of women and girls. While the report provides gender-disaggregated data on troop and military strength for UNIFIL, this information, regularly provided by DPKO, is devoid of any analysis, trends, or recommendations. The report does not provide gender-disaggregated data on any other relevant issues including reporting on the inclusion of women in negotiations processes, the inclusion of a gender perspective into the design and implementation of disarmament programs, consultation with local women's groups as to their specific security concerns, or of specific measures to address gender-based violence and sexual abuse.

December 2011

In advance of the Secretary-General's report on Lebanon, NGOWG **MAP recommendations** urged the Council to ensure that the report provide analysis of the gendered effects of Israel's continued occupation of Ghajar; analysis of the spill-over effects of Syria's intensifying conflict on Lebanese civilians at the borders; and an update on the clearance of cluster bombs and other ordnance which continue to pose dangers to Lebanese civilians, particularly women and girls, reflecting on the first all-female cluster bomb disposal unit in Lebanon.

February 2012

Analysis

The Secretary-General's report dated 28 February 2012 (**S/2012/124**) provides a comprehensive assessment of the implementation of Security Council resolution

Council Action	Date	Code	WPS Reference?
Report	28-Feb-12	S/2012/124	No

1701 (2006) since the last report of the Secretary-General (S/2011/715) was issued on 14 November 2011. In terms of women, peace and security, the report does not substantially discuss a number of key issues. The report provides gender-disaggregated data on UNIFIL's staff members, but there is no context or analysis of the data. Further, the report includes discussion of civil society teams promoting environmental and health awareness campaigns for youth and women's groups. It does not, however, include any gender perspective in further discussion of UNIFIL's activities, as noted in the previous report's analysis, above. Missed opportunities for discussion of women, peace and security issues include the conversation surrounding protection of civilians and displaced person, specifically women as well as the extent to which the National Dialogue is inclusive of civil society and women's voices.

April 2012

Analysis

The Security Council report dated 20 April 2012 (**S/2012/244**) provides a comprehensive assessment of the process of implementation of resolution 1559

Council Action	Date	Code	WPS Reference?
Report	20-Apr-12	S/2012/244	No

(2004), and focuses on border and territorial concerns, such as the impact of the increasing crisis in Syria, the extent to which the Lebanese government was exerting control over the entire territory of Lebanon, and efforts to disarm and demobilize militias. As has been the trend in reporting on Lebanon, the report is characterized by its absence of any reference to women and girls. Missed opportunities include in discussion of the more than 10,000 Syrian nationals seeking refuge in the region; and in attention to the situation of Palestinian refugees in Lebanon. No reference to particular protection and assistance needs of refugee and internally displaced women can be found in the report. No mention was made to women and girls in terms of human rights, nor in inclusion when reporting on DDR and security programs.

Against the backdrop of Syrian uprisings and checkpoint clashes, and noting that the situation in Lebanon had been particularly volatile, the Special Coordinator for the Middle East Peace Process detailed that 26,000 Syrian

refugees were receiving assistance in Lebanon, in his briefing during Security Council Meeting on 27 March 2012 (S/PV.6775). Following the lead of the Secretary-General's reporting, the Special Coordinator's statement was devoid of a gender perspective, though discussion of women's participation in would have been most relevant in discussion of the resumption of negotiations in the National Dialogue.

June 2012

Analysis

The report of the Secretary-General on UNIFIL dated 28 June 2012 (S/2012/502) on the implementation of Security Council resolution 1701

Council Action	Date	Code	WPS Reference?
Report	28-Jun-12	S/2012/502	No

(2006), provides a comprehensive assessment of the implementation of the resolution, as well as the follow-up to the strategic review of UNIFIL. Again, the only gender-disaggregated data provided is on UNIFIL's staff members, though this is standard information provided by DPKO with no context or analysis of the data. No other information including a gender perspective is included in the report, although attention to women, peace and security concerns would have been most relevant in reporting on the inclusion of women in negotiations processes, and in discussion of the protection and assistance of Syrian refugees. Also notable is the absence of reporting on gender perspective in the design and implementation of disarmament programs, consultations with local women's groups as to their specific security concerns, and of specific measures to address from gender-based violence and sexual abuse.

Syria

Background

Syria has been on the United Nations Security Council's agenda since 2011, when a significant intensification of Syrian repression of demonstrations occurred, including by military forces with armored units, followed the lifting of Syrian emergency laws in place since 1963 but not of other more recent repressive measures.¹⁸³ The United Nations Supervision Mission in Syria (UNSMIS), was established by United Nations Security Council resolution 2043 (2012), initially for a 90-day period, to monitor a cessation of armed violence in all its forms by all parties and to monitor and support the full implementation of the Joint Special Envoy's Six-Point Proposal to end the conflict in Syria.¹⁸⁴ On 15 June 2012, UNSMIS suspended its activities owing to an intensification of armed violence across the country. This suspension was to be reviewed on a daily basis. Security Council resolution 2059 (2012), adopted on 20 July, extended the mandate of UNSMIS for a final period of 30 days.¹⁸⁵ Although the mission was suspended in mid-June, as of June 2012, the size and composition of the mission was estimated at 278 military observers, including three female Military Experts.¹⁸⁶ There is no information available indicating the existence of a gender unit or the presence of female SRS or DRS.

For the period under review in this report, Syria faced myriad challenges. These included the state of civil war in which the country has fallen; the shrinking political space remaining to negotiate a peaceful solution to the crisis; the serious humanitarian situation within the country, as the civilian population continues to be killed, tortured, and their rights violated including through ongoing arbitrary arrests and detentions; and the lack of unification in the international community to support a negotiated settlement to the violence, including

¹⁸³ SC Report Syria, 2012. <http://www.securitycouncilreport.org/syria/>

¹⁸⁴ UN, Security Council Resolution (S/RES/2059), 2012. www.un.org/ga/search/view_doc.asp?symbol=S/RES/2042 (2012)

¹⁸⁵ United Nations Supervision Mission in Syria, 2012. <http://www.un.org/en/peacekeeping/missions/unsmis/>

¹⁸⁶ UNSMIS, Facts and figures, 2012. <http://www.un.org/en/peacekeeping/missions/unsmis/facts.shtml> ; UN, Gender Statistics by Mission, 2012. <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

initiatives such as the Six-Point Plan.¹⁸⁷ This includes the Security Council's response to the situation, which has been stymied by political deadlock. As reflected in the NGOWG **MAP recommendations**, as well as the **letter from NGOWG members to the UN Security Council members**, key women, peace and security concerns included violations of women's human rights including sexual and gender-based violence, the arbitrary detention of women, and impunity for the perpetrators of those crimes, by the lack of mechanisms to investigate, monitor and report on these violations, and lack of support for the participation of women in all efforts to seek a political solution to the crisis. In addition, the rapidly growing numbers of refugees and displaced populations necessitates specific measures for the women and girls in these populations.¹⁸⁸

In the period under review, the Security Council received, as per its request in resolution 2043 (2012), reports from the Secretary-General (**S/2012/523**) every 15 days, often in the form of verbal briefings, rather than formal submissions. These reports and briefings informed the Council's discussions surrounding the negotiations on the mandate for UNSMIS. In April of 2012, the Security Council established UNSMIS and authorized the deployment of 30 military observers to Syria with the adoption of **resolution 2042 (2012)**; and in July 2012, the Security Council reviewed, and subsequently renewed, the mandate of UNSMIS for 30 days in **resolution 2059 (2012)**. Prior to the establishment of UNSMIS, three draft resolutions were vetoed by Council members (**S/2011/612**, **S/2012/77** and **S/2012/538**). Additionally, the Council adopted presidential statements (**S/PRST/2011/16**, **S/PRST/2012/6** and **S/PRST/2012/10**) requesting a report from the Secretary-General outlining the situation and requesting further action.

¹⁸⁷ NGOWG, MAP, June 2012. http://womenpeacesecurity.org/media/pdf-MAP_June2012.pdf Security Council Report. Syria, 2012. <http://www.securitycouncilreport.org/syria/>

¹⁸⁸ For more information, please visit: <http://www.womenpeacesecurity.org/rapid-response/syria/>; NGOWG, Responsibility to protect letter, 2012. <http://responsibilitytoprotect.org/NGOWG%20letter%20regarding%20Syria%20-%20June%202012%20-%20FINAL%20-%202014%20June%202012%20-%20For%20Distribution.pdf>

Security Council Action on Syria				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	25-May-12	S/2012/363	No	*
	27-May-12	S/2012/368	No	*
	06-Jul-12	S/2012/523	No	Partially
Meetings	03-Aug-11	S/PV.6598	<i>No Debate</i>	<i>No Debate</i>
	25-Aug-11	S/PV.6602	No	*
	04-Oct-11	S/PV.6627	<i>No Debate</i>	<i>No Debate</i>
	31-Jan-12	S/PV.6710	Yes	Partially
	04-Feb-12	S/PV.6711	<i>No Debate</i>	<i>No Debate</i>
	28-Feb-12	S/PV.6725	No	No
	12-Mar-12	S/PV.6734	Yes	Yes
	21-Mar-12	S/PV.6736	<i>No Debate</i>	<i>No Debate</i>
	05-Apr-12	S/PV.6746	<i>No Debate</i>	<i>No Debate</i>
	14-Apr-12	S/PV.6751	<i>No Debate</i>	<i>No Debate</i>
	21-Apr-12	S/PV.6756	<i>No Debate</i>	<i>No Debate</i>
	19-Jun-12	S/PV.6788	No	Partially
	10-Jul-12	S/PV.6803	<i>Closed</i>	<i>Closed</i>
	19-Jul-12	S/PV.6810	<i>No Debate</i>	<i>No Debate</i>
20-Jul-12	S/PV.6812	<i>No Debate</i>	<i>No Debate</i>	
Presidential Statements	03-Aug-11	S/PRST/2011/16	No	*
	21-Mar-12	S/PRST/2012/6	No	Partially
	05-Apr-12	S/PRST/2012/10	No	Partially
Draft Resolutions	04-Oct-11	S/2011/612	No	Partially
	04-Feb-12	S/2012/77	No	No
	19-Jul-12	S/2012/538	No	Partially
Resolutions	14-Apr-12	S/RES/2042 (2012)	No	Partially
	21-Apr-12	S/RES/2043 (2012)	No	Partially
	20-Jul-12	S/RES/2059 (2012)	No	No

The NGOWG provided recommendations on the situation in Syria in October 2011 and January, February, March, April, June and July 2012. In June 2012, the NGOWG also sent a letter to Security Council members regarding the situation in Syria.

August 2011

Analysis

The President of the Security Council issued a presidential statement on 3 August 2011 (S/PV.6598) on Syria. Despite the statement's advocacy for a Syrian-led political process, improvement of protection of human rights, and the enforcement of punishment for violations

Council Action	Date	Code	WPS Reference?
Meeting	03-Aug-11	S/PV.6598	<i>No Debate</i>
Presidential Statement	03-Aug-11	S/PRST/2011/16	No
Meeting	25-Aug-11	S/PV.6602	No

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

of human rights, no consideration was made in regard to how women are differently affected by such issues, nor what role they should play in the process of moving forward to confront these challenges. There is a notable lack of discussion of the particular concerns of women and girls in regard to the humanitarian crisis.

The Security Council meeting held on 25 August 2011 (S/PV.6002) also made no references to women, peace and security. In his briefing on the situation in the Middle East, including the Palestinian question, the USG for Political Affairs observes the Syrian government’s rejection of the suggestions stressed by the presidential statement (S/PRST/2011/16) noting the resulting tragedy for the civilian population, but does not discuss the unique concerns faced by women and girls in this regard.

October 2011

NGOWG MAP recommendations urged the Security Council to refer the situation in Syria immediately to the Prosecutor of the International Criminal Court; impose a complete arms embargo on Syria; and implement an asset freeze against President Bashar al-Assad and others who may be involved in ordering or perpetrating serious violations of human rights or international humanitarian law.

Analysis

The Security Council meeting on 4 October 2011 (S/PV.6627) following the vote on a draft resolution (S/2011/612) concerning the deteriorating situation in Syria, was not successful in addressing key areas on women, peace and security.

Council Action	Date	Code	WPS Reference?
Meeting	04-Oct-11	S/PV.6627	<i>No Debate</i>
Draft Resolution	04-Oct-11	S/2011/612	No

Whilst the meeting does address the negative effects of the situation on civilians, all meeting members’ comments were devoid of a gender perspective, and did not address any of the NGOWG MAP recommendations.

The draft resolution on Syria (S/2011/612) proposed on 4 October 2011 by France, Germany, Portugal and the United Kingdom of Great Britain and Northern Ireland, and vetoed by China and the Russian Federation, expresses grave concern over the deteriorating situation in Syria, and calls on the Syrian government to halt all acts of violence. Although the draft resolution does express “profound regret at the deaths of thousands of people including women and children,” (OP 1) this inclusion of women does not suffice as an acknowledgment of women, peace and security concerns. The draft resolution partially referenced MAP recommendation on the prevention of weapon transfers (OP 9). One of the key issues that the text addresses is the continued grave and systematic human violations and the use of force against civilians by the Syrian authorities (OP 4c). The Security Council should have further elaborated on the specific violations of women’s human rights that are occurring in Syria, such as sexual abuse and gender-based violence. It also missed the opportunity to prioritize the establishment of mechanisms to investigate, monitor and report on these violations and bring to end impunity; the inclusion of women in the developing of these mechanisms should be recommended.

January 2012

NGOWG MAP recommendations urged the Council to demand that Syria end the widespread human rights abuses committed by government forces, urging Council to implement an asset freeze against President Bashar al-Assad and others involved in ordering or perpetrating violations of human rights or international humanitarian law, demanding that Syria cooperate fully with the Commission of Inquiry. It further recommended that Council invite the UN High Commissioner for Human Rights to periodically brief the Council on the situation in Syria; demand access for humanitarian missions, independent journalists, and independent human rights organizations; and impose a complete arms embargo on Syria and refer the situation in Syria immediately to the Prosecutor of the International Criminal Court.

Analysis

The Security Council meeting held on 31 January 2012 (S/PV.6710) included briefings by the representative of Qatar, chairman of the current session of the

Council Action	Date	Code	WPS Reference?
Meeting	31-Jan-12	S/PV.6710	Yes

Arab League Council and the representative of the Syrian Arab Republic as well as statements from Council members and interested Member States. Discussion focused on efforts to find a peaceful solution to the deteriorating crisis in Syria. Security Council members called for the Syrian Government to halt its brutal crackdown on its civilians, and particularly noted the grave human rights violations that have occurred, referencing Amnesty International and Human Rights Watch's call for the situation in Syria to be referred to the International Criminal Court. There was also a demand for Syria to allow full and unhindered access for monitors, humanitarian workers and journalists. Women, peace and security issues were primarily addressed in the context of sexual and gender-based violence. Some speakers noted that, in reports of enforced disappearances and acts of torture, some were carried out in conjunction with acts of sexual violence, including the rape of children. Other than this, statements made during the meeting were otherwise largely absent of women, peace and security references. Considering that the meeting was called to find an effective solution to the crisis in Syria, it fails to address the significant role that women can play in the peace process.

February 2012

NGOWG MAP recommendations urged the Security Council to demand that the Syrian government allow unhindered access for humanitarian actors and journalists and that it cooperate with the OHCHR in establishing a human rights monitoring presence. Additional recommendations included the establishment of an arms embargo, targeted sanctions against the individuals responsible for grave violations, and the referral of the situation in Syria to the Prosecutor of the International Criminal Court.

Analysis

The Security Council meeting on 4 February 2012 (S/PV.6711) was called to vote on a draft resolution (S/2012/77). Security Council members expressed their dismay over the vetoes by permanent Security Council members China and the Russian Federation. The draft resolution did not address women, peace and security concerns, nor did it reflect the NGOWG MAP recommendations.

Council Action	Date	Code	WPS Reference?
Meeting	04-Feb-12	S/PV.6711	<i>No Debate</i>
Draft Resolution	04-Feb-12	S/2012/77	No
Meeting	28-Feb-12	S/PV.6725	No

Similarly, the Security Council meeting on 28 February 2012 (S/PV.6725) concerning the situation in the Middle East and the Palestinian question, which also discussed the rapidly deteriorating situation in Syria, failed to include a women, peace and security component. On 22 February 2012, the USG for Political Affairs detailed that the international commission of inquiry for Syria's report (A/HRC/19/69) concluded that the Syrian Government forces have committed widespread, systematic and gross human rights violations amounting to crimes against humanity. This would have been an excellent opportunity for the Under Secretary to address specific violations of women's human rights, including sexual and gender-based violence. The meeting did not reflect the NGOWG MAP recommendations.

March 2012

In its discussions on Syria, including in the upcoming open debate on the Middle East, NGOWG MAP recommendations urged the Council to impose an arms embargo on Syria; following a fair and transparent

process, impose targeted sanctions against the individuals responsible for grave violations; demand unhindered access for humanitarian missions, journalists, and independent human rights organizations; call on the Syrian government to cooperate with OHCHR in establishing a human rights monitoring presence; and refer the situation in Syria to the Prosecutor of the International Criminal Court. Further, the NGOWG urged state authorities to: respect human rights, particularly the rights of women; bring to justice perpetrators suspected of crimes; and take necessary measures to secure the participation of women in political and electoral processes. With political reforms underway in, *inter alia*, Tunisia, Egypt, and Libya, the NGOWG urged that women's rights to participate equally should be supported and upheld.

Analysis

The Security Council meeting held on 12 March 2012 (**S/PV.6734**) included briefings from the Secretary-General, high-level officials representing Council members as well as statements from interested Member States. Statements highlighted international advocacy in support of efforts made by civilian populations of countries in the Middle East, including in Syria addressing some of the key areas of concern regarding women, peace and security in the Middle East. Throughout the meeting, the experience, role, and future of women was considered in discussion surrounding the civilian and international demand for improvement of human rights, strengthening of rule of law, political participation and representation, and access to economic opportunities.¹⁸⁹ These observations and suggestions were reflective of March 2012 MAP recommendations, highlighting the efforts being made to ensure that women were a part of this transformative period.

Council Action	Date	Code	WPS Reference?
Meeting	12-Mar-12	S/PV.6734	Yes
Meeting	21-Mar-12	S/PV.6736	<i>No Debate</i>
Presidential Statement	21-Mar-12	S/PRST/2012/6	No

However, the Presidential Statement issued on 21 March 2012 (**S/PRST/2012/6**) during the meeting (**S/PV.6736**) on the situation in the Middle East did not make reference to women, peace and security in its discussion concerning the deteriorating situation in Syria. Reflective of the March MAP 2012 recommendations, however, the statement stresses that both the Syrian government and rebel movement should immediately cease troop movements towards population centers, urging that the Syrian government should work with the Envoy to bring about a cessation of violence. Additionally, the president also details the need to ensure freedom of movement for journalists and the space for and right to protest. Also reflective of NGOWG's MAP recommendations was the president's call for timely provision of humanitarian assistance and the release of arbitrarily detained prisoners. There was no specific reference regarding the security or role of women.

The Security Council meeting on 27 March 2012 (**S/PV.6742**) concerning the situation in the Middle East lacked discussion of women, peace and security. The Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General to the Palestine Liberation Organization and the Palestine Authority, provided a briefing on the situation in Syria, noting that violence continues unabated in the area. He noted that President Al-Assad had written to the Joint Special Envoy, Kofi Annan to accept his Six-Point Plan.

April 2012

Reports in April 2012 documented civilian casualties resulting from landmines placed by Syrian forces along the borders of Lebanon and Turkey and serious human rights abuses including kidnapping, detention, and torture of security force members and government supporters. Therefore, NGOWG **MAP recommendations** urged the Security Council to call on the Syrian government to halt the use of antipersonnel landmines and

¹⁸⁹ Representatives from Portugal, Pakistan, Germany, Morocco, South Africa, Colombia and Guatemala included women, peace and security in their statements.

indiscriminate attacks on cities; ensure that humanitarian and human rights actors and journalists have access to affected regions; and include a human-rights monitoring component in any authorized mission supervising the implementation of Joint Special Envoy Kofi Annan’s six-point proposal. The NGOWG further pressed the Security Council to impose an arms embargo on Syria and targeted sanctions against Syrian leaders implicated in human rights violations, as well as refer the situation in Syria to the International Criminal Court.

Analysis

In the numerous meetings held in April and subsequent Security Council output, there was minimal women, peace and security content.

The President of the Security Council issued a presidential statement (S/2012/10) on 5 April 2012 (S/PV.6746). The presidential statement called upon the Syrian Government to implement its commitment to the Joint

Council Action	Date	Code	WPS Reference?
Meeting	05-Apr-12	S/PV.6746	<i>No Debate</i>
Presidential Statement	05-Apr-12	S/PRST/2012/10	No
Meeting	14-Apr-12	S/PV.6751	<i>No Debate</i>
Resolution	14-Apr-12	S/RES/2042 (2012)	No
Meeting	21-Apr-12	S/PV.6756	<i>No Debate</i>
Resolution	21-Apr-12	S/RES/2043 (2012)	No

Special Envoy of the United Nations and the League of Arab States did not reference any women, peace and security issues. The statement did not include attention to women’s human rights violations occurring in the conflict, particularly sexual and gender-based violence, nor of any mechanisms to investigate, monitor and report on these violations. Attention to the political transition towards a democratic system should have included the requisite gender perspective, as should have discussion of humanitarian access. Though it lacked any women, peace and security component, the NGOWG April MAP recommendations on humanitarian access were partially reflected in the statement’s attention to the Joint Special Envoy of the United Nations’ six-point proposal, in which the Syrian Government is urged to cease troop movements towards population centers and in calls for Syrian authorities to cooperate fully with the United Nations and relevant humanitarian organizations to facilitate the provision of humanitarian assistance. The NGOWG MAP recommendations on halting indiscriminate attacks on cities and providing access for humanitarian actors were partially reflected in the statement.

During the Security Council meeting held on 14 April 2012 (S/PV.6751) to vote on a draft resolution on Syria, Council members discussed the deployment of a mission to monitor the cessation of violence by all armed parties in Syria, and reiterated its commitment to the Joint Special Envoy’s six-point proposal. There was a reference to women, peace and security issues, albeit limited, to the necessity of ensuring that human rights violations, including sexual and gender-based violations are halted.¹⁹⁰ Other than this reference, women, peace and security concerns were not acknowledged. However, statements made during the meeting did address some NGOWG MAP recommendations, such as the call for the halt of indiscriminate attacks by government forces and the necessity of humanitarian access.

Adopted on 14 April 2012, Security Council **resolution 2042 (2012)** on the situation in the Middle East and Syria calls for the immediate end to all violence by all parties in Syria, as well as the full implementation of the six-point proposal proposed by Special Envoy to Syria, Kofi Annan, and announces the Council’s intention to establish a UN monitoring mission in Syria. The resolution does not address any women, peace and security concerns, despite numerous opportunities throughout the document. However, reflecting the MAP recommendation that the Syrian government halt all indiscriminate attacks on cities, the Security Council condemns the widespread human rights violations and abuses by all armed groups and security forces in Syria and calls for those responsible to be held accountable (OP 1).

¹⁹⁰ Representatives from Germany and France included women, peace and security in their statements.

The Security Council meeting on 21 April 2012 (**S/PV.6756**) addressed the Secretary-General's letter to the President of the Security Council (S/2012/245) dated 19 April 2012. The meeting was held to vote on a draft resolution establishing a United Nations Supervision Mission in Syria (UNSMIS). Statements made by Member States following the meeting included women, peace and security concerns in regard to sexual violence and violence against children, women and minorities.¹⁹¹ Discussion centered on the political process was an additional area where women, peace and security could have been included.

Adopted on 21 April 2012, Security Council **resolution 2043 (2012)** establishes UNSMIS to assist in the stabilization of the country and its transition to peace. The resolution contains no reference to women, peace and security, despite the imperative for gender expertise in the monitoring of human rights violations, in humanitarian response, and in the support for women's full participation in a political solution to the violence. In line with NGOWG MAP recommendations, it does detail that the mandate of the mission is to monitor a cessation of armed violence in all forms and to support the implementation of the Envoy's six-point proposal, which includes reference to humanitarian access and the cessation of attacks in civilian areas (OPs1, 2).

May 2012

Analysis

The letter from the Secretary-General to the President of the Security Council submitted on 25 May 2012 (**S/2012/363**) updates the President of the Council on the implementation of

Council Action	Date	Code	WPS Reference?
Report	25-May-12	S/2012/363	No
Report	27-May-12	S/2012/368	No

resolution 2043 (2012) since 8 May 2012. It addresses relevant developments in Syria and on the implementation of resolution 2043 (2012) providing situational updates on the ground, including the activities of UNSMIS reporting on issues surrounding the continued violence and armed conflict, access to and release of detainees, freedom of movement for journalists, freedom of assembly and protest, humanitarian access and assistance, the deployment of UNSMIS, and political processes. The Secretary-General's observations call for the cessation of hostilities and for the stabilization of the security situation, noting concern regarding human rights violations, large-scale bombings, and continued implementation of the six-point plan and peace processes. There were no women, peace and security issues acknowledged. Missed opportunities include in discussion of the humanitarian situation and the security situation where discussion of violence against women, sexual and gender-based violence, or women's human rights violations would have been most relevant. There is no discussion of women in political processes, and no mention of women's participation in peace and recovery processes.

In the letter dated 27 May 2012 (**S/2012/368**) from the Secretary-General to the President of the Security Council, the Secretary-General provides an update to his previous letter dated 25 May 2012 on the implementation of resolution 2043 (2012) on Syria. The letter noted the escalation of violence against the civilian population and clashes between armed groups and Government forces that resulted in more than 300 people wounded and 116 deaths, including women and children. He notes that UNMISS observers traveled to the area the following day and viewed the bodies of the dead confirming that artillery and tank shells had been fired. The Secretary-General calls on the Government of the Syrian Arab Republic to expeditiously and fully implement the other aspects of the six-point proposal in order to create an environment for a political process to resolve the ongoing crisis through peaceful means. There was no attention to women, peace and security concerns in the Secretary-General's update.

¹⁹¹ Representatives from Germany and France included women, peace and security in their statements.

June 2012

NGOWG **MAP recommendations** urged the Security Council to ensure that the Syrian government fully cooperate with UNSMIS to implement the joint six-point proposal, call for an arms embargo and targeted sanctions against Syrian leaders implicated in human rights violations and refer the situation in Syria to the International Criminal Court. The NGOWG also recommended a ban on all military sales between Member States and Syria. The Council was pressed to ensure a strong human rights monitoring component in UNSMIS, with well-resourced gender expertise, ensuring that female victims of human rights abuses are protected from retaliation.

Analysis

The Security Council meeting on 19 June 2012 (S/PV/6788) included a briefing by the Assistant Secretary-General for Political Affairs on the

Council Action	Date	Code	WPS Reference?
Meeting	19-Jun-12	S/PV.6788	No

Situation in the Middle East. The statement fails to detail any issues of women, peace and security. A prime example where women, peace and security should have been included is in reporting on continued human rights abuses and unmet humanitarian needs. Here, violations of women's human rights such as sexual and gender-based violence should have been noted. Reflecting the NGOWG MAP recommendations, calls were made to the Government of Syria for urgent and concerted efforts to avoid a full-scale civil war.

July 2012

Reports in July 2012 documented the indiscriminate shooting of Syrian civilians, including women and children, attempting to flee along the border with Jordan, Iraq, and Lebanon. Sexual violence against detained civilians – men and women – was reported as rife, with offences occurring with impunity and lack of accountability. As a result, NGOWG **MAP recommendations**, including in a **letter sent to Council members** urged the Security Council to demand that the Syrian government grant the UN Human Rights Council-mandated Commission of Inquiry and UNSMIS unrestricted access to places of detention to monitor abuses. Recommendations included that UNSMIS incorporate gender-trained staff among its personnel capable of identifying gender-based violence and other gender-specific human rights violations; UN humanitarian assistance actors provide services in accordance with the UN Guidelines for Gender-Based Violence Interventions in Humanitarian Settings; the Syrian government grant humanitarian assistance providers access to affected areas, particularly for those affected by sexual violence; the Security Council impose an arms embargo and targeted sanctions against Syrian leaders implicated in human rights violations, following a fair and transparent process; and Syria be referred to the International Criminal Court.

Analysis

The Secretary-General's report dated 6 July 2012 (S/2012/523) provided a comprehensive account of the implementation of resolution 2043 (2012), including the monitoring and support of the implementation of the six-point proposal endorsed by the Council in resolution 2042 (2012). Women, peace and security elements were not addressed in the report, which did however state that the Action Group underscores that women must be fully represented in all aspects of transition, in efforts to empower the Syrian

Council Action	Date	Code	WPS Reference?
Report	06-Jul-12	S/2012/523	No
Meeting	10-Jul-12	S/PV.6803	<i>Closed</i>
Meeting	19-Jul-12	S/PV.6810	<i>No Debate</i>
Draft Resolution	19-Jul-12	S/2012/538	No
Meeting	20-Jul-12	S/PV.6812	<i>No Debate</i>
Resolution	20-Jul-12	S/RES/2059 (2012)	No

people to determine the future of the country. The Secretary-General also recommended that human rights violations be fully and independently investigated, and that UNSMIS take a role in supporting political dialogue and local confidence building.

The Security Council meeting, held on 10 July 2012 (**S/PV.6803**) on Syria was closed. Consequently, there is no information readily available on whether references to women, peace and security objectives and the NGOWG MAP recommendations were addressed.

The Security Council meeting held on 19 July 2012 (**S/PV.6810**) included the situation in the Middle East, specifically Syria, and the vote for resolution 2043 (2012), which was not adopted. Discussion following the vote included few women, peace and security elements. Those that were included were solely in reference to sexual assaults and the killing of women in Syria. No further gender specific observations were made and no gender-disaggregated data was provided. MAP recommendations were minimally reflected, in the meeting in the discussion on sanctions against the Syrian regime.

The draft resolution proposed on 19 July 2012 (**S/2012/538**), subsequently vetoed by China and the Russian Federation, did not include women, peace and security elements. MAP recommendations were partially reflected in the request to the Syrian Government to collaborate in monitoring abuses, granting full access to humanitarian personnel to all populations in need of assistance, and imposing measures under Article 41 of the UN Charter in case Syrian authorities do not visibly and verifiably implement their commitments as stipulated in resolution 2042 (2012) and 2043 (2012).

Security Council **resolution 2059 (2012)** on the situation in Syria, renewing the mandate of UNSMIS for a final period of additional 30 days, was adopted during the Security Council meeting on 20 July 2012 (**S/PV.6812**). The Council expressed willingness to extend the mandate, but noted those plans are contingent on the cessation of use of heavy weapons and mass violence on all sides (OP 3). It did not incorporate a gender perspective, and no mechanism was set up to investigate and monitor human rights abuses, including gender-based violence and sexual abuse.

Discussion during the Security Council meeting held on 25 July 2012 (**S/PV.6816**) concerning the situation in the Middle East, including the Palestinian question, focused on regional events. The Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General briefed the Council expressing concern about the rising death toll in Syria as well as the continuing human rights abuses and growing humanitarian needs, condemning all violence in Syria and its impact in the region, especially on Lebanon and its security and stability domestically. Neither his briefing, nor statements from Council members or interested Member States included mention of the violation of women's human rights, including gender-based violence and sexual abuse, nor to the need to ensure women's role in the efforts to seek a political end to the crisis.

Yemen

Background

Yemen has been on the United Nations Security Council's agenda since 2011, when a wave of anti-government social protests started in the country.¹⁹² There is no current peacekeeping mission. Security Council resolution 2014 (2011), however, called for an end to violence, acceptance of the Gulf Cooperation Council Peace Plan and an orderly transfer of power.¹⁹³ Under Secretary-General for Political Affairs B. Lynn Pascoe called on Yemen's government and political opposition to "live up to their responsibilities" to reach a settlement without

¹⁹² UN Repertoire of the Practice of the Security Council 2012. http://www.un.org/en/sc/repertoire/studies/middle_east.shtml

¹⁹³ UN, Middle East Situation (S/RES/2014), 2011. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2014%20\(2011\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2014%20(2011))

further delay, while Secretary-General Ban Ki-Moon has repeatedly expressed his concern about the escalation of violence in recent months and continues, through the efforts of the UN Special Adviser on Yemen, Jamal Benomar, to support talks between Yemenis aimed at a peaceful political transition in the country.¹⁹⁴

For the period under review in this report the primary challenges for Yemen include determining what further role the Security Council can play in assisting Yemen to foster a peaceful political transition that abides by the timetables of the Gulf Cooperation Council (GCC) Initiative and the accompanying Implementation Mechanism; dealing with the continuously precarious security, human rights and humanitarian situation, which could undermine the new government's position and the prospects for the political transition process. Key women, peace and security concerns, highlighted in the **NGOWG MAP**, include ensuring women's full and equal engagement in all efforts at national dialogue and reconciliation, and full accountability for human rights violations.¹⁹⁵

In the wake of its adoption of resolution 2014 (2011), in which it supported the Gulf Cooperation Initiative's peaceful transfer of power in Yemen, in June 2012 the Council adopted an additional resolution, **resolution 2015 (2012)** further supporting the initiative. As per its request in resolution 2014 (2011), the Council received reports every 60 days from the Secretary-General. However, as these reports were received as closed briefings, there is no record of their content and no means to assess what was discussed in them.

Security Council Action on Yemen				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Meetings	21-Oct-11	S/PV.6634	<i>No Debate</i>	<i>No Debate</i>
	28-Feb-12	S/PV.6725	No	No
	29-Mar-12	S/PV.6744	<i>No Debate</i>	<i>No Debate</i>
	29-May-12	S/PV.6776	Yes	No
	12-Jun-12	S/PV.6784	<i>No Debate</i>	<i>No Debate</i>
Presidential Statements	29-Mar-12	S/PRST/2012/8	No	*
Resolutions	21-Oct-11	S/RES/2014 (2011)	Yes	*
	12-Jun-12	S/RES/2051 (2012)	Yes	*

The NGOWG provided recommendations on the situation in Yemen in May 2012.

October 2011

Analysis

The central focus of Security Council **resolution 2014 (2011)** unanimously adopted on 21 October 2011 during Security Council Meeting (**S/PV.6634**) is to condemn the human rights abuses

being carried out by the Yemeni authorities and to call for the President of Yemen to immediately sign the Gulf Cooperation Council's initiative to facilitate a peaceful transfer of power. The resolution addresses women,

Council Action	Date	Code	WPS Reference?
Meeting	21-Oct-11	S/PV.6634	<i>No Debate</i>
Resolution	21-Oct-11	S/RES/2014 (2011)	Yes

¹⁹⁴ UN DPA, UN urges Political Solution to Crisis in Yemen, 2012. http://www.un.org/wcm/content/site/undpa/main/about/updates/yemen_11102011

¹⁹⁵ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/yemen/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

peace and security in both preambular and operative paragraphs. In the relatively standard paragraph recalling all women, peace and security resolutions, Security Council resolution 2014 emphasizes the role of women at every stage of the peace process, and in peacebuilding. This is then reiterated in an operative clause calling for the full and equal participation of women at decision-making levels (OP 6). The resolution also includes a number of specific calls regarding human rights that do not include reference to a gender component. Without this specificity, it is up to those monitoring these elements to ensure women's rights are satisfactorily addressed.

February / March 2012

Analysis

The Security Council presidential statement (S/PRST/2012/8) issued on 29 March 2012 during the Security Council meeting (S/PV.6744) on the situation in the Middle East centers on the Yemeni-led peaceful transition in the country. The statement notes formidable

Council Action	Date	Code	WPS Reference?
Meeting	28-Feb-12	S/PV.6725	No
Meeting	29-Mar-12	S/PV.6744	<i>No Debate</i>
Presidential Statement	29-Mar-12	S/PRST/2012/8	No

economic and social challenges confronting Yemen and stresses the need to confront significant humanitarian crisis, including through funding measures and the need for full-unimpeded access for humanitarian actors. Along with the president of the Security Council, the representative of Yemen was present and spoke during the meeting following the statement. He detailed the positive developments in Yemen since the signing of the Gulf Cooperation Council initiative and implementation mechanism. He highlighted the presidential elections held on 21 February, which, he noted, enjoyed a high level of participation by the people of Yemen. He does not, however, provide gender-disaggregated data in this regard.

May 2012

NGOWG **MAP Recommendations** urged the Council to support and promote women's full and equal engagement in all efforts at national dialogue and reconciliation. The NGOWG urged the Security Council to: press for the prosecution of members of the security forces responsible for serious violations of international human rights or humanitarian law, and oppose immunity for all Yemeni officials who may have been responsible for serious violations of international human rights or humanitarian law; impose an asset freeze and travel ban on President Saleh and others implicated in serious rights violations; urge all relevant parties to suspend all military sales and assistance to Yemen; press Yemen to support an independent international investigation into serious violations of international human rights and humanitarian law committed by all sides since February 2011; and urge the Yemeni Government to allow OHCHR to monitor and report on human rights violations in Yemen.

Analysis

The Security Council Meeting held on 29 May 2012 (S/PV.6676) included a briefing from the Special Adviser to the Secretary-General for Yemen on progress

Council Action	Date	Code	WPS Reference?
Meeting	29-May-12	S/PV.6776	Yes

made toward the successful completion of the first phase of Yemen's transition and implementation of agreement and resolution 2014 (2011). He noted that during the mission serious security concerns and a humanitarian crisis were revealed, stressing that with the very tight transition timeline there is little time to lose. The Special Adviser made more than one reference to women, peace and security concerns, noting that all national dialogue efforts must be fully inclusive, including women's groups. However, there was no update on any degree to which women were currently being included in the current negotiations. In the discussions regarding displacement there was no mention of the particular needs of women and girls. In the statement from the representative from Yemen there was no discussion of women, peace and security matters.

June 2012

Analysis

The agenda of the Security Council meeting on 12 June 2012 (S/PV.6784) included the adoption of Security Council **resolution 2051 (2012)** followed by a statement by the representative from Yemen. The statement was characterized by a general lack of gender-sensitive provisions and observations, with no mention of particular protection and assistance needs of refugee and internally displaced women and girls made in the speech, or to their participation in the planning and implementation of assistance programs. Moreover, no specific measures to strengthen local rule of law and human rights institutions, drawing also on gender expertise, were discussed.

Council Action	Date	Code	WPS Reference?
Meeting	12-Jun-12	S/PV.6784	<i>No Debate</i>
Resolution	12-Jun-12	S/RES/2051 (2012)	Yes

Security Council **resolution 2051 (2012)** on Yemen supports the Gulf Cooperation Council's initiative, and pushes Yemen to make concrete progress on the plan, stressing the need for a peaceful, inclusive, orderly and Yemeni-led political transition process as well as the need for comprehensive, independent and impartial investigations consistent with international standards into alleged human rights violations and abuses to ensure full accountability. Women, peace and security issues suffered a setback in this resolution. The only reference to women is in the resolution's call for a fully inclusive, participatory, transparent and meaningful National Dialogue Conference, "including youth and women's groups" (OP 5). This is less robust language than the operative paragraph in the previous Security Council resolution 2014 (2011) on Yemen regarding women's participation in conflict resolution, despite the awareness of women, peace and security issues in Yemen, including the awarding of the 2011 Nobel Peace Prize to Yemeni woman Tawakul Karmen. The Security Council missed numerous additional opportunities in this resolution to concretely address women, peace and security obligations. No reference to a full and equal participation of women in the security sector reform and in the security and armed forces is made. There is no mention of the inclusion of gender expertise or consultations with civil society women's organizations neither in the resolution, nor in reference to a new legislation on transitional justice. There is no reference to women, peace and security resolutions in the preambular paragraphs. When calling for a Humanitarian Response Plan, no specific mechanism is mentioned to investigate violations of women's rights, including gender-based violence and sexual abuse. The resolution does not request the Secretary-General to ensure that his reports integrate a gender perspective.

Sierra Leone

Background

Sierra Leone has been on the United Nations Security Council's agenda since 1995, following the civil war caused by attacks carried out by the Revolutionary United Front (RUF) from within Liberia.¹⁹⁶ While Sierra Leone's army, supported by the Military Observer Group (ECOMOG) of the Economic Community of West African States (ECOWAS), at first defended the government from RUF attacks, the army itself overthrew the government the following year.¹⁹⁷ The United Nations established multiple peacekeeping missions, beginning in 1999 with United Nation Mission in Sierra Leone (UNAMSIL), which was followed by United Nations Integrated Office in Sierra Leone (UNIOSIL), which operated from 2005 to 2008.¹⁹⁸ The current peacekeeping mission, the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) was established via

¹⁹⁶ UN, Repertoire of the Practice of the SC, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organ/peacekeeping_missions.shtml#reg14

¹⁹⁷ UN, UNIPSIL: History, 2012. <http://unipsil.unmissions.org/Default.aspx?tabid=9612&language=en-US>

¹⁹⁸ PeaceWomen, Sierra Leone, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/sierra-leone

Security Council resolution 1829 (2008), replacing UNIOSIL, with a mandate on both political and development activities integrating the activities of all UN programs and agencies within the country.¹⁹⁹ Security Council resolution 2005 (2011), adopted on 14 September 2011, extended the mandate of UNIPSIL until 15 September 2012.²⁰⁰ There is no information available indicating that there has ever been a female SRS or DRS for UNIPSIL.²⁰¹ The Gender Focal Point for UNIPSIL is Menada Wind-Andersen.

For the period under review, key challenges in Sierra Leone include stabilization in the country before, during, and after the November 2012 elections, and ensuring a smooth transition of UNIPSIL to a UN country team in 2013.²⁰² As reflected in the **NGOWG MAP**, key women, peace and security concerns include the development of plans to ensure women’s full and equal participation, including their safety, during elections, particularly in the context of the increasing insecurity. Additional efforts were needed to address the continued underrepresentation of women in leadership positions in all sectors, including better implementation of a 30% quota for women in political positions.²⁰³

For the period under review, the Security Council received, as per its request in resolutions 1886 (2009) and 1941 (2010), two triannual reports from the Secretary-General (**S/2011/554** and **S/2012/160**). These reports informed the negotiations on the mandate for UNIPSIL, which was renewed with the adoption of **resolution 2005 (2011)** until 14 September 2012. The Security Council additionally issued a presidential statement (**S/PRST/2012/11**), which reaffirmed the role of the Peacebuilding Commission in Sierra Leone and the Council’s commitment to UNIPSIL.

Security Council Action on Sierra Leone				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	02-Sep-11	S/2011/554	Yes	Yes
	14-Mar-12	S/2012/160	Yes	Partially
Meetings	12-Sep-11	S/PV.6609	Yes	Yes
	14-Sep-11	S/PV.6611	<i>No Debate</i>	<i>No Debate</i>
	22-Mar-12	S/PV.6739	Yes	Partially
	11-Apr-12	S/PV.6748	<i>No Debate</i>	<i>No Debate</i>
Presidential Statements	11-Apr-12	S/PRST/2012/11	Yes	No
Resolutions	14-Sep-11	S/RES/2005 (2011)	Yes	Yes

The NGOWG provided recommendations for Sierra Leone in September 2011, and in March and May 2012.

September 2011

NGOWG **MAP recommendations** urged that the forthcoming report on Sierra Leone detail information on

¹⁹⁹ UN, UNIPSIL: Mandate, 2012. http://unipsil.unmissions.org/portals/unipsil/media/documents/scres/scres_2005_2011.pdf

²⁰⁰ UN, S/RES/ 2005, 2011. <http://www.un.org/Docs/journal/asp/ws.asp?m=s/res/2005>

²⁰¹ PeaceWomen, Sierra Leone. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/sierra-leone; UN, Reinforcing Progress in Sierra Leone, 2011. <http://www.un.org/News/Press/docs//2011/sc10379.doc.htm>

²⁰² SC Report, Sierra Leone. http://www.securitycouncilreport.org/site/c.glKWLeMTIsG/b.7996429/k.1E14/March_2012brSierra_Leone.htm

²⁰³ For more information, please visit: http://www.womenpeacesecurity.org/rapid-response/sierra_leone/

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

why women continued to be under-represented in the political arena, stressing the lack of human capital, political networks, and the intimidation and violence arising from tensions with customary governance structures. The NGOWG noted that both the report and mandate should provide concrete recommendations and steps on addressing these barriers, including how to implement the 2007 Gender Laws and the establishment of dedicated Family Support Units by the police. NGOWG recommendations also called for the UNIPSIL mandate to support the implementation of Sierra Leone's National Action Plan on Security Council resolution 1325 (2000).

Analysis

The Secretary-General's report on UNIPSIL, dated 2 September 2011 (S/2011/554), covers the period from 1 March to 31 August 2011 and discusses issues ranging from: major political, security, economic and social developments; the main risks to peace consolidation; support to democratic institutions;

Council Action	Date	Code	WPS Reference?
Report	02-Sep-11	S/2011/554	Yes
Meeting	12-Sep-11	S/PV.6609	Yes
Meeting	14-Sep-11	S/PV.6611	<i>No Debate</i>
Resolution	14-Sep-11	S/RES/2005 (2011)	Yes

human rights; gender issues; sustaining peacebuilding; and the special court for Sierra Leone. The report reflects some of the NGOWG MAP recommendations and addresses some key areas of concern regarding women, peace and security in a separate section on gender issues, detailing efforts toward women's political participation, namely in discussion of the Sierra Leone National Action Plan and the adoption of a 30 percent quota for women in the country's governance and elective institutions. The report also notes efforts to increase the political participation of women via media outreach and coordination meetings with the female parliamentary caucus, female councilors, and civil society organizations. In a separate section on gender issues, the Secretary-General noted that UNIPSIL and the United Nations country team adopted a four-pronged approach in addressing gender matters. Overall, the report reflects better practices for mainstreaming gender throughout reporting.

The consistency in this reporting appears to carry through into the statements made during the Security Council meeting on 12 September 2011 (S/PV.6609) that focused on the Seventh Report of the Secretary-General on UNIPSIL (S/2011/554). The Council received briefings from the ESRSG and Head of UNIPSIL, the Chairperson of the Sierra Leone country configuration of the Peacebuilding Commission, and heard a statement from the Foreign Minister of Sierra Leone. Statements referred to incorporating women's groups in the peacebuilding process, women's participation in the electoral/political process, and education and health care for women. However, statements could have detailed more specific endeavors regarding the roles of women in the judiciary, government, the military and police, and humanitarian sector. Additional areas for further discussion include ensuring concrete economic initiatives to include women.

Security Council **resolution 2005 (2011)**, extending UNIPSIL's mandate for one year, was adopted unanimously during Security Council meeting on 14 September 2011 (S/PV.6611). The original mandate was expanded to enhance the focus on cooperation between UNIPSIL and the government of Sierra Leone regarding the upcoming 2012 elections, conflict prevention, and the implementation of gender programs. The resolution notes women, peace and security concerns in a number of areas, including in a preambular paragraph that addresses the need to increase political participation of women, including women in the peacebuilding process. Within the operative section, one paragraph reemphasizes the key women, peace and security resolutions and the obligation of UNIPSIL and the Government to address sexual and gender-based violence (OP 11). Further, resolution stresses the importance of UNIPSIL's assistance to the Government in implementing Sierra Leone's National Action Plan (OP 2(iv)). The resolution also notes the importance of civil society in democratic consolidation (OP 3), however does not reference women's organizations in particular.

March / April 2012

Considering the political unrest and tensions surrounding the upcoming elections in 2012, the NGOWG **MAP recommendations** urged the Council to enquire into plans to ensure women's participation and safety in these elections, and to support the establishment of a "Women's Commission" to promote advancement of women in Sierra Leone. The NGOWG MAP recommendations also included that the Council request information on suggestions for the Parliament to review the 1991 Constitution, and implementation of the proposed minimum 30% quota for women in governance and leadership. In advance of the transition of the mission to a UN Country Team, the NGOWG recommended that the Council request information on plans to train women for employment in emerging financial areas, and increasing their access to financial capital.

Analysis

The Secretary-General's report on UNIPSIL, dated 14 March 2012 (**S/2012/160**), details activities from September 2011 to February 2012, covering a period of time that includes preparation for the 2012 elections. The Secretary-General reports that economic development is progressing and notes that signs are positive in this area, while

Council Action	Date	Code	WPS Reference?
Report	14-Mar-12	S/2012/160	Yes
Meeting	22-Mar-12	S/PV.6739	Yes
Meeting	11-Apr-12	S/PV.6748	<i>No Debate</i>
Presidential Statement	11-Apr-12	S/PRST/2012/11	Yes

also reporting on a few minor conflicts between political parties and their supporters. The report addresses some key areas of concern regarding women, peace and security, including women's political representation, assistance for sexual and gender-based violence, in discussion of training and sensitivity for officers and staff on sexual and gender-based violence, and on women's engagement, and the need to prevent violence against women in the upcoming elections. The report indicates that a bill has been put forward to ensure a 30% quota for women in political positions. Although the Secretary-General states that preventing violence against women in the elections is an important objective, no specific plans are detailed in the document. Gender-disaggregated data is not provided on how many women are currently in parliament, or how many women have already been registered to vote.

The Security Council meeting on 22 March 2012 (**S/PV.6739**) was held to discuss the Secretary-General's report (S/2012/160). Statements made by the departing ESRSG and Head of UNIPSIL and the representative from Sierra Leone were primarily focused on positive progress made by Sierra Leone towards the 2012 elections. Women, peace and security issues were addressed in discussion of gender equality bill put forth before parliament, and in the comments of the ESRSG and Head of UNIPSIL, who praised the work of women's groups in civil society and women's political participation as a positive sign. Despite these inclusions, important women, peace and security concerns, many of which the Secretary-General had included in his report (S/2012/160), such as ensuring access to justice for women, services for survivors of sexual and gender-based violence, and the importance of preventing violence against women during the upcoming election, were not included in discussion.

The President of the Security Council issued a presidential statement (**S/PRST/2012/11**) on 11 April 2012 (**S/PV.6748**) which acknowledged the steady progress the country has made as it has emerged from civil war, urging the Peacebuilding Commission (PBC) to continue working in support of UNIPSIL and, upon receiving clarification of massive arms shipments made to police, called on the Sierra Leone government to ensure its security forces respond "proportionately" to any threats to the security of its citizens. The statement contains one reference to progress in the promotion of gender equality. Missed opportunities include specific references to women's participation in preparations for the forthcoming 2012 elections, and as active participants in

dialogue aimed at furthering national cohesion.

Somalia

Background

Somalia has been on the United Nations Security Council's agenda since 1991, following the outbreak of civil war and the failure of the opposing clans to unite around a replacement leader after the President was driven from the country.²⁰⁴ There are two key international peacekeeping and political missions in Somalia: UNPOS and AMISOM. The United Nations Political Office in Somalia (UNPOS) was established in 1995. As per Security Council resolution 1863 (2009), its mandate is to advance the cause of peace and reconciliation, to monitor the situation in Somalia, and keep the Council informed about developments in the country.²⁰⁵ However, armed violence in southern Somalia has continued, particularly between militias vying for power, with the worsening security situation posing a serious threat to civilians and refugees, and thousands of civilians killed and injured as a result of the armed conflict.²⁰⁶ The African Union Mission in Somalia (AMISOM), established in February 2007 with the adoption of Security Council resolution 1744 (2007), is the peacekeeping mission operated by the African Union with the approval of the United Nations.²⁰⁷ The mandate and tasks of the mission include supporting reconciliation, protecting Transitional Federal Institutions (TFIs), helping to implement the National Security Stabilization Programme (NSSP), supporting disarmament and stabilization, monitoring the security situation, facilitating humanitarian operations and working with refugees and IDPs, and protecting AMISOM equipment and personnel.²⁰⁸ There is a Gender Desk in the Police Unit to support training efforts specifically on sexual exploitation and abuse as well as sexual and gender-based violence.²⁰⁹ There is no information indicating that there has ever been a female Head of Mission or Force Commander for AMISOM, nor is there information indicating that there has ever been a female SRSR or DSRSG for UNPOS. The Gender Advisor for UNPOS is Ms. Chantal Ekambi.²¹⁰

For the period under review in this report, the primary challenges for Somalia include the ongoing insecurity due to the fighting between pro-government forces and al-Shabab in southern and central Somalia, the lack of institutional structure or support for the population of Somalia, and the displacement of civilians and human rights violations. As laid out in the **NGOWG MAP**, women, peace and security challenges include the catastrophic humanitarian situation caused by the drought, which was exacerbating the ongoing food shortages and inability of many humanitarian agencies to provide services, continuing to cause a massive displacement of people as well as severe malnutrition, all of which contributed to the ongoing extreme insecurity for women, who are often targeted for acts of sexual and gender-based violence.²¹¹

In the period under review, the Security Council received, as per its request in previous resolutions and presidential statements, reports from the Secretary-General on the African Union Mission in Somalia (AMISOM) and on the issue of piracy in Somalia, as well as annual reports from the Secretary-General on the sanctions regime established pursuant to Security Council resolution 751 (1992).²¹² These reports informed the

²⁰⁴ UN, UNPOS, 2012. <http://unpos.unmissions.org/Default.aspx?tabid=9708¤tpage=28&language=en-US>

²⁰⁵ UN DPA, Somalia, 2012. http://www.un.org/wcm/content/site/undpa/main/activities_by_region/africa/somalia

²⁰⁶ Amnesty International, Annual Report: Somalia, 2012. <http://www.amnesty.org/en/region/somalia/report-2012>

²⁰⁷ UN AMISOM, 2012. <http://amisom-au.org/about/amisom-background/>

²⁰⁸ UN AMISOM, 2012. <http://amisom-au.org/about/amisom-background/>

²⁰⁹ UN AMISOM, 2012. http://au.int/RO/AMISOM/system/files/AMISOM_STRUCTURE.pdf

²¹⁰ UN, Somalia Women's Day, 2012 <http://www.unmultimedia.org/tv/unifeed/2012/09/somalia-womens-day/>

²¹¹ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/somalia/>

²¹² Resolutions 1863 (2009), 1872 (2009), 1910 (2010), 1950 (2010), 1964 (2010), 1976 (2011), 2010 (2011), 2015 (2011), 2036 (2012); S/PRST/2001/30 (31 October 2001) and S/PRST/2011/6 (10 March 2011)

negotiations on the mandate for AMISOM. In September 2011, the Security Council extended the authorization of AMISOM through 31 October 2012. In regards to the sanctions regime, relevant reports also inform the discussions on the Council's negotiations for the mandate of the Monitoring Group on Eritrea and Somalia: in July 2012 the Security Council reviewed and subsequently renewed the mandate of the Monitoring Group for 13 months until 25 August 2013. In the period under review, the Security Council received five Secretary-General reports on the mandate of UNPOS, adopted two UNPOS resolutions on piracy and armed robbery, and two resolutions on AMISOM.

Security Council Action on the Situation in Somalia				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	30-Aug-11	S/2011/549	Yes	*
	25-Oct-11	S/2011/662	No	*
	25-Oct-11	S/2011/661	No	*
	10-Nov-11	S/2011/694	No	No
	09-Dec-11	S/2011/759	Yes	Partially
	05-Jan-12	S/2012/7	Yes	*
	20-Jan-12	S/2012/50	No	*
	31-Jan-12	S/2012/74	Yes	Partially
	26-Mar-12	S/2012/176	No	Partially
	01-May-12	S/2012/283	Yes	Partially
	20-Jun-12	S/2012/468	No	*
	13-Jul-12	S/2012/544	Yes	*
	16-Jul-12	S/2012/546	Yes	*
Meetings	10-Aug-11	S/PV.6599	No	No
	14-Sep-11	S/PV.6614	Yes	Partially
	30-Sep-11	S/PV.6626	<i>No Debate</i>	<i>No Debate</i>
	24-Oct-11	S/PV.6635	<i>No Debate</i>	<i>No Debate</i>
	31-Oct-11	S/PV.6646	No	*
	22-Nov-11	S/PV.6663	<i>No Debate</i>	<i>No Debate</i>
	13-Dec-11	S/PV.6681	No	No
	11-Jan-12	S/PV.6701	No	Partially
	22-Feb-12	S/PV.6718	<i>No Debate</i>	<i>No Debate</i>
	22-Feb-12	S/PV.6719	No	Partially
	05-Mar-12	S/PV.6729	Yes	Partially
	15-May-12	S/PV.6770	Yes	Partially
25-Jul-12	S/PV.6814	<i>No Debate</i>	<i>No Debate</i>	
Presidential Statements	05-Mar-12	S/PRST/2012/4	No	Partially
Resolutions	30-Sep-11	S/RES/2010 (2011)	No	Partially
	24-Oct-11	S/RES/2015 (2011)	No	*
	22-Nov-11	S/RES/2020 (2011)	No	No
	22-Feb-12	S/RES/2036 (2012)	Yes	Partially
	25-Jul-12	S/RES/2060 (2012)	Yes	*

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

The NGOWG provided recommendations on the situation in Somalia in September, November, December 2011 and January, February and May 2012.

August / September 2011

Given the humanitarian crisis and ongoing attempts at conflict resolution in Somalia, the NGOWG **MAP recommendations** urged the Council to ensure that forthcoming reports provided gender-disaggregated data regarding the current situation, and that any outcome documents contained concrete recommendations on how to ensure support for women’s empowerment and protection.

Analysis

During Security Council meeting on 10 August 2011 (**S/PV.6599**), the SRSG for Somalia and the ASG for Humanitarian Affairs and Deputy Emergency Relief Coordinator briefed the Security Council on the situation in Somalia, highlighting the recent developments in the political process spearheaded by the Kampala Accord, and noting that the

Council Action	Date	Code	WPS Reference?
Meeting	10-Aug-11	S/PV.6599	No
Report	30-Aug-11	S/2011/549	Yes
Meeting	14-Sep-11	S/PV.6614	Yes
Meeting	30-Sep-11	S/PV.6626	<i>No Debate</i>
Resolution	30-Sep-11	S/RES/2010 (2011)	No

debilitating effects of the humanitarian crisis on the displaced and refugee population, exacerbated by continual famine and drought, presented persistent challenges in the region. The meeting was absent any women, peace and security component. Both speakers missed the opportunity to address the specific protection and assistance needs of refugee and internally displaced women and girls, particularly regarding gender-based violence, despite the noting of progress in addressing the challenges to providing humanitarian assistance for the displaced and refugee population.

The Secretary-General’s report of 30 August 2011 (**S/2011/549**) provided an overview of political developments, notably the unity of the transitional institutions. It also covered issues related to security, piracy, the humanitarian situation, human rights and the protection of civilians, targeted sanctions, DDR, and the activities/coordination of the UN and AMISOM. Women, peace and security issues were addressed in the report within a specific section detailing the effects of the massive famine, and an increased risk of sexual and gender-based violence for women and children caused by the conflict. The report also details a joint mission by DPA and UN Women to support the increase of women in Somalia’s reconciliation efforts, including a follow-up conference aimed at building women’s peacebuilding capacities and women’s participation in mediation; the report briefly touched upon this activity. Specific areas in which women, peace and security concerns were noted include in sections regarding violations of international humanitarian and human rights law, in underlining major challenges that emerged during the reporting period: the absence of women in formal peacebuilding; the need for a shared women’s agenda for peace in Somalia; and the commitment of the transitional federal institutions to ensure fair representation of women in formal mediation and political processes. Joint initiatives aimed at building Somali women’s capacities for peace and mediation and at abolishing female genital mutilation were also reported.

The Security Council met on 14 September 2011 (**S/PV.6614**) to hear a briefing from the SRSG for Somalia, as well as to generally discuss the situation in Somalia. Key issues discussed included the ongoing peace process and humanitarian crisis in Somalia, the implementation of transitional tasks and the need for benchmarks and timelines. Women, peace and security issues were substantively referenced in the statements of four delegates, with references both to protection of women from sexual and gender-based violence, and the importance of women’s participation in peace processes and conflict resolution initiatives.²¹³ Statements could have addressed the importance of women’s

²¹³ Statements containing gender-specific references were made by Portugal, United States, Bosnia and Herzegovina, and the EU.

civil society in peace negotiations, as well in the broader discussion of the situation in Somalia.

Security Council **resolution 2010 (2011)** was adopted at the meeting held on 30 September 2011 (**S/PV.6626**). Following the unanimous adoption of the resolution, there was one statement by the representative of Somalia, in which there was no reference to women, peace and security. The resolution extended the mandate of AMISOM until 31 October 2012 and called upon the transitional institutions to abide by the roadmap of key tasks and priorities, including development of effective policing, enhancing security, the protection of civilians, and better coordination between Member States, civil society and parties to the peace treaties. The resolution reflected NGOWG MAP recommendations by calling for the immediate cessation of all acts of violence, including sexual and gender-based violence (OPs 22, 25) as well as strengthening of the women's protection component of UNPOS (OP 22). There is a strong reference to the implementation of all women, peace and security resolutions by all parties to the conflict (OP 25). The document does not request gender-disaggregated data, which would be a strong tool for implementation of Security Council resolution 1325 (2000) in the mission.

October 2011

Analysis

Security Council **resolution 2015 (2011)** focused on piracy in Somalia, and was adopted at a meeting held on 24 October 2011 (**S/PV.6635**). Following the unanimous adoption of the resolution, there were no statements made. The resolution did not contain discussion of women, peace and security issues, missing opportunities to reinforce

Council Action	Date	Code	WPS Reference?
Meeting	24-Oct-11	S/PV.6635	<i>No Debate</i>
Resolution	24-Oct-11	S/RES/2015 (2011)	No
Report	25-Oct-11	S/2011/662	No
Report	25-Oct-11	S/2011/661	No
Meeting	31-Oct-11	S/PV.6646	No

the negative impact of piracy on women, specifically in regards to socio-economic ramifications, the role piracy plays in fuelling crime, including trafficking of drugs and humans, including women, and the general insecurity created by the presence of piracy in the region.

The Secretary-General report dated 25 October 2011 (**S/2011/661**) focused on the protection of Somali natural resources and waters. The report did not address women, peace and security issues, despite humanitarian repercussions of land and water degradation and pollution of the country's natural resources.

The Secretary-General's report also dated 25 October 2011 (**S/2011/662**) on the implementation of resolution 1950 (2010) and the situation concerning piracy and armed robbery at sea did not include women, peace and security elements, although it did address cases of rape and abduction regarding child rights violations. Women, peace and security issues the report could have addressed were the negative impact of piracy on women, specifically in regards to socio-economic issues, the role of piracy in fuelling crime, including trafficking, and the general insecurity created by piracy in the region.

The Security Council meeting on 31 October 2011 (**S/PV.6646**) addressed the situation in Somalia, specifically the ongoing issue of piracy. Speakers did not mention the wider scope of protecting civilians from violence, nor the situation of women. As noted in the discussion of the report, above, there are numerous relevant issues regarding piracy the statements could have address regarding women, peace and security.

November 2011

NGOWG MAP **recommendations** highlighted the insecure environment for civilians in Somalia, Somali

refugees, and asylum-seekers in Kenya, and that in IDP camps in South and Central Somalia, including Mogadishu, women and girls remained at serious risk of sexual and other gender-based violence. The NGOWG urged the Council to request a briefing on the protection of civilians, on aerial bombardments, and on acts of sexual and gender-based violence; calling for further measures to avoid civilian casualties; demand a prompt, full, impartial, and public investigation into reports of Kenyan aerial bombardments resulting in deaths and injury to civilians, as well as disrupting relief distribution; and demand rapid responses to allegations of rape and other crimes against women and girls, including care for survivors; and impartial investigations with a view to ensuring justice, including increased support to rebuild the justice system in Somalia.

Analysis

The Security Council received a report, dated 10 November 2011 (S/2011/694), from the Emergency Relief Coordinator on impediments to the delivery of humanitarian assistance in Somalia, and in accordance with paragraph five of resolution 1972 (2011). The report

Council Action	Date	Code	WPS Reference?
Report	10-Nov-11	S/2011/694	No
Meeting	22-Nov-11	S/PV.6663	<i>No Debate</i>
Resolution	22-Nov-11	S/RES/2020 (2011)	No

details constraints on provision of humanitarian services, risk mitigation measures, and the operational implications of recent Security Council action. There is no reference to women, peace and security issues, despite the fact that the humanitarian situation for women in Somalia is extremely insecure, particularly for refugees and IDPs. The Emergency Relief Coordinator, as well as the Committee monitoring the implementation of the sanctions, is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

Security Council **resolution 2020 (2011)** was adopted unanimously during the 22 November 2011 meeting (S/PV.6663) after which no statements were made. The resolution extended the authorization granted to all parties cooperating with the Transitional Federal Government of Somalia to fight against piracy and armed robbery in the waters off the coast of Somalia using “all necessary means.” The resolution requests the Council to ensure that pirates suspected of kidnapping are prosecuted and establishes special courts to prosecute pirates. The resolution focused solely on the issue of piracy and did not address the key areas of concern referred to in the MAP. Missed opportunities include recognizing the gendered impact of piracy, such as the socio-economic ramifications, the particular protection needs of women, strengthening and promoting human rights of women, and the role piracy plays in fuelling crime, such as trafficking of drugs and humans, including women.

December 2011

Given that protection of civilians, including women and girls from gender-based violence, remained an urgent concern, the NGOWG **MAP recommendations** stated that the effects of recent developments on the rights of women should be given special attention, including the Kenyan military incursion in Somalia and recurrent reports of looting of aid, and intra-TFG and clan militia fighting in Mogadishu. The Council was also urged to reinforce the central role women play in conflict resolution, and to require that UN’s human rights monitoring and reporting capacity be strengthened, to effectively enable – where security conditions allow – prompt and public reporting on the human rights situation of women affected by the conflict.

Analysis

The report of the Secretary-General dated 9 December 2011 (S/2011/759) provided an assessment of the political, security, humanitarian, recovery and development, and human rights situation

Council Action	Date	Code	WPS Reference?
Report	09-Dec-11	S/2011/759	Yes
Meeting	13-Dec-11	S/PV.6681	No

in Somalia since the Secretary-General's previous report (S/2011/549). It also assessed the progress made in carrying out the United Nations Strategy for Somalia, and implementation of the roadmap for transition. Women, peace and security issues were covered to varying degree in sections on police, stabilization and recovery efforts in Mogadishu, human rights and protection of civilians, women, peace and security, and observations/recommendations. There is a separate section on women, peace and security, which discusses women's engagement in the transitional process, and notes pre-deployment training for incoming peacekeepers. References to women's protection are made in the context of recognizing that most displaced persons are women, and expressing concern for the increasing sexual and gender-based violence. The Secretary-General details initiatives with representatives of 32 Somali women's organizations aimed at developing effective strategies for ensuring women's engagement in the transitional tasks. This report provides examples of good practice in terms of mainstreaming women, peace and security issues, improvements in terms of the provision of gender-disaggregated data and more detail regarding efforts to engage women and women's civil society in the transition process would be welcome in the future.

The Security Council met on 13 December 2011 (S/PV.6681) to discuss the recent report of the Secretary-General (S/2011/759) and receive a briefing from the Secretary-General, which focused on the role of AMISOM, relocation of UNPOS and the general humanitarian situation. In this briefing, women, peace and security issues were not discussed, missing a key opportunity to discuss women civilians in Somalia, as well as the state of women refugees in his briefing on displaced Somalis in the Dadaab refugee complex in Kenya.

January 2012

NGOWG **MAP recommendations** urged the Security Council to ensure discussions thoroughly address the impact of the Somali refugee crisis, specifically in Dadaab, on regional peace and security, including through supporting deployment of sufficient protection staff to Somali refugee camps in the region, and monitoring human rights violations against Somali refugees, including those committed by the Kenyan security forces. Host governments were urged to respect refugee law, and donor governments to provide necessary development and humanitarian assistance. In addition, the Council was urged to support the Kenyan government in deploying additional police officers to Dadaab to improve security, ensuring that they are trained in human rights, including gender issues and refugee law, and held accountable for any human rights violations they are found responsible for committing.

Analysis

The Security Council received the annual report, dated 5 January 2012 (S/2012/7), from the Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea. The report detailed activities of the Committee from 1 January to 31 December 2011, referring to women in

Council Action	Date	Code	WPS Reference?
Report	05-Jan-12	S/2012/7	Yes
Meeting	11-Jan-12	S/PV.6701	No
Report	20-Jan-12	S/2012/50	No
Report	31-Jan-12	S/2012/74	Yes

the context of the designation criteria which, as of 29 July 2011, included individuals responsible for violations of international law targeting civilians, including women, pursuant to Security Council resolution 2002 (2011). The Committee is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

The Security Council met on 11 January 2012 (S/PV.6701) to discuss the situation in Somalia and the letter dated 9 January 2012 from the Secretary-General addressed to the President of the Security Council (S/2012/19), which contained the communiqué of the 306th meeting of the African Union Peace and Security Council on the strategic concept for future operations of the African Union Mission in Somalia. The Council was briefed by the USG for

Political Affairs and the Commissioner for Peace and Security of the AU and statements were made by a number of Member States. Broadly, speakers discussed the upcoming year as crucial for Somalia, and focused on political reforms and the need to strengthen AMISOM in order to ensure it could complete its mission. Women, peace and security issues were addressed by two speakers, noting the constructive role that women can play, and the need to ensure full respect for human rights, including in supporting funding to UNHCR in order to improve protection and humanitarian assistance to refugees, reflecting the NGOWG MAP recommendations.²¹⁴ Missed opportunities for discussion of women, peace and security include discussion of refugees, and of the broader conflict resolution processes.

The report of the Secretary-General dated 20 January 2012 (S/2012/50), submitted pursuant to Security Council resolution 2015 (2011), focused on the logistics of establishing anti-piracy courts. The report does not contain any reference to women, peace and security issues, missing the opportunity to reinforce the gendered impact of piracy, and the importance of the justice system accounting for violations of human rights in committing acts of piracy.

The report of the Secretary-General dated 31 January 2012 (S/2012/74) included an update on progress and challenges in respect of the political strategy on Somalia and the United Nations broader security, humanitarian and recovery goals. Women's representation is mentioned in the constitution-drafting process, the Constituent Assembly and related governance institutions, and in the establishment of women's civil protection units. Missed opportunities for discussion of women, peace and security issues include in discussion of broader security and peacebuilding strategies, and in reinforcing the substantial role women must play in all efforts to establish a national government.

February / March 2012

NGOWG MAP recommendations urged the Council to call on all international forces engaged in Somalia to take all feasible precautions to protect civilians, including women and girls, and further allow entry to any individual fleeing from conflict in Somalia, to protect and assist them. Recommendations also called for the establishment of an independent and impartial commission of inquiry to investigate and map gender and other crimes under international law committed in Somalia, and further measures for accountability, and expressly require that all reports of unlawful attacks by all troops and militia are promptly and fully investigated and suspected perpetrators brought to justice in fair trials. In this vein, it recommended that Council call on the TFG to operate an impartial recruitment screening mechanism. Finally, it urges Council to call on all states to respect the UN arms embargo on Somalia.

Analysis

Security Council **resolution 2036 (2012)** was adopted during the 22 February 2012 meeting (S/PV.6718). The resolution expands the AMISOM mandate, as originally laid out in Security Council resolution 1772 (2007) by increasing troop levels and authorizing it to take all necessary measures to reduce the threat posed by Al-Shabaab and other armed groups in order to establish conditions for effective governance. The resolution's primary women, peace and security content is in its preambular paragraph recalling all previous resolutions on women, peace and security, and in a paragraph noting the dire humanitarian situation

Council Action	Date	Code	WPS Reference?
Meeting	22-Feb-12	S/PV.6718	<i>No Debate</i>
Meeting	22-Feb-12	S/PV.6719	No
Resolution	22-Feb-12	S/RES/2036 (2012)	Yes
Meeting	05-Mar-12	S/PV.6729	Yes
Presidential Statement	05-Mar-12	S/PRST/2012/4	No
Report	26-Mar-12	S/2012/176	No

²¹⁴ Representatives from Portugal and the United States referenced women, peace and security in their statements.

for women and children. The resolution makes no further references to women, peace and security, though it does partially reflect the NGOWG MAP recommendations by calling for full and unhindered access for the timely delivery of humanitarian aid to persons in need of assistance across Somalia, consistent with humanitarian, human rights and refugee law (OP 16).

The Security Council meeting on 22 February 2012 (**S/PV.6719**) discussed the report of the Secretary-General focused on specialized anti-piracy courts in Somalia and other states in the region (S/2012/50). Women, peace and security concerns were not mentioned, missing opportunities to reference the ways in which piracy negatively impacts the lives of Somali women.

The report received by the Security Council from the African Union Commission dated 26 March 2012 (**S/2012/176**) focused on the implementation of Security Council resolution 2036 (2012), concerned the mandate of AMISOM in terms of ensuring the security and stability of the region. Women, peace and security issues were not reflected, with only one related reference contained in the discussion of protection of civilians, however, it does not advocate or detail on the situation of gender-based crimes or response to those crimes, or the ways in which the unique protection needs of women are being addressed. Future reports should discuss progress made in drafting and implementing the Systematic Gender Based Violence Strategy for Somalia, as developed at a recent workshop on sexual and gender-based violence.

The Security Council met on 5 March 2012 (**S/PV.6729**) to hold an open debate which considered the special report on Somalia (S/2012/74), laying out, in the context of the change in AMISOM's operations, the details regarding the logistics and support needed to carry out the mission's new mandate. Participants were briefed by the UN Secretary-General and the SRSG and Head of UNPOS. Over 30 representatives of Council members and other Member States made statements, primarily focused on recognizing recent gains while also ensuring progress by reinforcing AMISOM, and supporting justice and security sector reform in Somalia. Women, peace and security references were made by six participants and focused primarily on women's participation in various governance institutions, both recognizing the importance of women's role and highlighting the barriers women face.²¹⁵ NGOWG MAP recommendations were partially reflected in these statements, as well as the few references to addressing sexual and gender-based violence, however most states did not make reference to the gendered impact of the situation in Somalia, failing to address the serious challenges women face and the importance of including women in any and all peace processes.

During the 5 March 2012 meeting, the President of the Security Council issued a presidential statement (**S/PRST/2012/4**) centered on the political, economic and humanitarian situation in Somalia. The Security Council welcomed commitments to work for a more representative government in Somalia, recalling its resolutions on the protection of civilians in armed conflict and urging AMISOM to continue to undertake enhanced efforts in this regard. It underlined the high number of internally displaced persons and noted those in need of emergency relief, emphasizing the need for the international community to provide well-coordinated, timely and sustained humanitarian assistance. There is not, however, reference to women, peace and security issues, therefore missing the opportunity to highlight the role of women in conflict resolution and peace processes, and in the justice and security sector reform which AMISOM is now mandated to support more directly.

May 2012

In its discussions regarding the situation in Somalia, the NGOWG **MAP recommendations** urged the Security Council to reiterate the imperative for all armed actors to protect civilians, including women and girls, in full

²¹⁵ Statements containing gender-specific references were made by: the UN Secretary-General, SRSG and Head of UNPOS, Portugal, United States of America, Guatemala, and Australia.

compliance with international humanitarian law; publicly denounce refolement whenever it is found to have occurred; and, in its review of the forthcoming report, inquire into information and analysis regarding women's full participation in all efforts to find a political solution to the ongoing armed violence in Somalia.

Analysis

The Secretary-General's report dated 15 May 2012 (S/2012/283) provided an update on major developments concerning the political, security and humanitarian situation in Somalia, in addition to assessing the progress made

Council Action	Date	Code	WPS Reference?
Report	01-May-12	S/2012/283	Yes
Meeting	15-May-12	S/PV.6770	Yes

in the implementation of the road map developed to end the transition. Women, peace and security references were contained in the sections of the report on the constitution, police, justice and corrections, stabilization and recovery efforts in Mogadishu, human rights and protection of civilians, women and peace and security, and observations. The report included a section on women, peace and security that detailed the work being done to ensure the implementation of previously decided quotas; the inclusion of a Ministry of Women and Family Affairs following the revision of the structure of the Joint Security Committee; the appointment of four women to the Anti-Corruption Commission and the provision to officers of pre-deployment training on human rights, conduct and discipline, gender awareness and sexual exploitation. Furthermore, the Secretary-General expressed deep concern about grave violations of international human rights and humanitarian law, especially against women and children, urging all parties to ensure that protection of civilians is integrated in all military operations.

The Security Council meeting held on 15 May 2012 (S/PV.6770) discussed the recent report of the Secretary-General (S/2012/283) and also contained a briefing by the SRSG and Head of UNPOS, and by the President of the Transitional Federal Government of the Somali Republic, as well as statements by Council members. Statements generally focused on concern regarding the challenges facing the country, urging the transitional leaders to further support key national institutions, and ensuring AMISOM had all the support needed to carry out its mandate. Women, peace and security issues were referenced by six speakers, partially reflecting MAP recommendations by calling for the inclusion of women's input during the development of the constitution and the electoral processes, stressing the importance of women's representation in parliament and the intention to protect women under the rules of international humanitarian law.²¹⁶ Increasing and training Somali national forces was also noted as a priority. Despite these references, however, the meeting failed to include a gender perspective in the outlining of steps needed to secure representation throughout the transition process, in the training of armed forces and in the strengthening of socio-economic services and infrastructure.

June 2012

Analysis

The report received by the Security Council from the African Union Commission, dated 20 June 2012 (S/2012/468), focused on progress made in the mandate of AMISOM, in terms of finalizing steps of ensuring the security and stability of the region,

Council Action	Date	Code	WPS Reference?
Report	20-Jun-12	S/2012/468	No

covers issues including the political and security situation, support for UNPOS, command and control, protection of civilians, outreach and stabilization in liberated areas, and justice and security sector reform. Women, peace and security issues are discussed in the context of political participation, noting the decision of signatories of the road map to include a quota of at least 30 per cent of members of the National Constituent Assembly to be

²¹⁶ Statements containing gender-specific references were made by the TFG, France, Togo, Colombia, Portugal, & Guatemala.

women. Concern is noted regarding the likelihood of this quota being respected. Due to continued failure of the protection of civilians, there is consideration given to the establishment of a Civilian Tracking, Analysis and Response Cell, though there is no detailing of efforts to provide a gendered component to this process. Additional gaps on women, peace and security include in the discussions regarding displaced persons, and justice and security sector reform.

July 2012

Analysis

The Security Council received the report, dated 13 July 2012 (**S/2012/544**), on Somalia from the Monitoring Group on Somalia and Eritrea pursuant to resolutions 751 (1992) and 1907 (2009). The report detailed security situation, violations of the arms embargo, obstruction of humanitarian assistance, and vio-

Council Action	Date	Code	WPS Reference?
Report	13-Jul-12	S/2012/544	Yes
Report	16-Jul-12	S/2012/546	Yes
Meeting	25-Jul-12	S/PV.6814	<i>No Debate</i>
Resolution	25-Jul-12	S/RES/2060 (2012)	Yes

lations of international humanitarian law. In terms of women, peace and security, instances and patterns of sexual and gender-based violence are described in depth in not only a short summary of the situation, but a longer Annex. The report states that IDPs, in particular, face the greatest risk for sexual and gender-based violence, especially when they are beneficiaries of humanitarian assistance, however women in both Al-Shabaab and TFG-controlled areas are at extreme risk overall. Noting that a climate of almost total impunity exists, the report's recommendations urge the TFG to establish strong protection mechanisms for women, particularly in IDP camps, and develop measures to hold perpetrators accountable. Additional references include mention of restrictions on women's labor force participation in Al-Shabaab-controlled areas as well as outbreaks of violence during food distribution, which particularly impacts women.

The Security Council received a report, dated 16 July 2012 (**S/2012/546**), from the Emergency Relief Coordinator on impediments to the delivery of humanitarian assistance in Somalia, and in accordance with paragraph five of resolution 1972 (2011). The report details constraints on provision of humanitarian services, risk mitigation measures, and the operational implications of recent Security Council action. There is no reference to women, peace and security issues, despite the fact that the humanitarian situation for women in Somalia is extremely insecure, particularly for refugees and IDPs. The Emergency Relief Coordinator, as well as the Committee monitoring the implementation of the sanctions, is encouraged to mainstream gender throughout its work, through recognizing that the flow of arms has a destabilizing effect, fuelling human rights violations, including sexual and gender-based violence.

Security Council **resolution 2060 (2012)** was unanimously adopted on 25 July 2012 (**S/PV.6814**), extending the mandate of the Somalia and Eritrea Monitoring Group until 25 July 2013. The original mandate, detailed in Security Council resolution 1558 (2004) is largely maintained, with the only modifications related to easing restrictions to allow for humanitarian assistance to reach Somali people, and to allow otherwise banned military equipment into the country for use by UN staff, media and humanitarian workers. References to women, peace and security are in the preambular section of the resolution, and refer only to sexual and gender-based violence, not to women. There are missed opportunities to discuss women, peace and security issues include throughout the resolution, particularly in regard to humanitarian assistance.

The Sudan

Explanatory note:

This section covers contested territory. As the region is discussed by the Security Council in its entirety as Sudan, South Sudan, and Abyei, the following provides background information on these areas, followed by a review of monthly Council activity on the United Nations Mission in South Sudan, (UNMISS) and the United Nations Interim Security Force for Abyei (UNISFA). The mission in Darfur (UNAMID) is covered at the end of this section.

Background on Sudan

The situation in the Sudan has been on the United Nations Security Council's agenda since 2003, following the signing of the Framework Agreement on Security Arrangements on 25 September 2003 by the Government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A). The United Nations Mission in Sudan (UNMIS) was established on 24 March 2005 to support the implementation of the Comprehensive Peace Agreement (CPA) signed by the Government of Sudan and the Sudan People's Liberation Movement (SPLM) on 9 January 2005. On 9 July 2011, UNMIS terminated its operations with the completion of the interim period as stated in the CPA, and all the appropriate staff, supplies, and assets were transferred to the United Nations Mission in South Sudan (UNMISS), which was established pursuant to Security Council resolution 1996 (2011).²¹⁷ There is no information available that indicates that UNMIS had a female SRSG or DSRSG.

For the period under review for this report, the primary challenges for Sudan include the slow progress in the negotiation process with South Sudan, specifically on the outstanding issues of border demarcation and prevailing security concerns; the status of Abyei; and oil wealth sharing.²¹⁸ Another challenge has been the humanitarian crisis in South Kordofan and Blue Nile states, which includes the plight of refugees who have fled the regions for South Sudan and Ethiopia, where aid agencies and NGOs are struggling to address their basic needs.²¹⁹ As reflected in the **NGOWG MAP**, key women, peace and security challenges in the Sudan include widespread sexual and gender-based violence, particularly targeting displaced persons; the indiscriminate bombing of civilians; the need for humanitarian access; and the challenge of operationalizing the women, peace and security elements of the UNMISS mandate.²²⁰

As UNMIS terminated its operations in July of 2011, the situation in Sudan is discussed in conjunction with Abyei, Darfur and South Sudan. Consequently, in the period under review, the Security Council received, as per its request in resolutions 1990 (2011), 2032 (2011) and 2047 (2012), reports from the Secretary-General every 60 days after the adoption of the resolution on the United Nations Interim Security Force for Abyei (UNISFA); as per its request in resolution 2003 (2011), reports from the Secretary-General on the UN-AU Mission in Darfur (UNAMID), no later than every 90 days after the adoption of resolution 2003 (2011); and as per its request in resolution 1996 (2011), triannual reports from the Secretary-General, after the adoption of the resolution on the UNMISS. The Security Council also received quarterly reports from the Secretary-General on the sanctions regime established pursuant to resolution 1591 (2005). In regards to the sanctions regime, relevant reports also inform the negotiations around the Council's discussions on the mandate for the Panel of Experts on the Sudan: in May of 2011, the Security Council reviewed and subsequently renewed the mandate of the Panel of Experts on the Sudan.

²¹⁷ UN DPKO, UNMISS Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/unmiss/mandate.shtml>

²¹⁸ SC Report, Sudan South Sudan, 2012. http://www.securitycouncilreport.org/site/c.gKWLeMTIsG/b.8278913/k.C65E/August_2012brSudan_and_South_Sudan.htm

²¹⁹ SC Report, Sudan and South Sudan, 2012. http://www.securitycouncilreport.org/site/c.gKWLeMTIsG/b.8278913/k.C65E/August_2012brSudan_and_South_Sudan.htm

²²⁰ For additional information regarding women, peace and security challenges, please visit: <http://www.womenpeacesecurity.org/rapid-response/sudan/>

Background on South Sudan

South Sudan first appeared on the Security Council's agenda on 13 July 2011, following its independence from the Republic of Sudan four days earlier on 9 July 2011.²²¹ The current peacekeeping mission, UNMISS, took up many of the duties of UNMIS, and was established via Security Council resolution 1996 (2011) on 8 July 2011 to consolidate peace and security and to help establish the conditions for development with a view to strengthening the capacity of the Government of the Republic of South Sudan to govern effectively and democratically and establish good relations with its neighbors.²²² Security Council resolution 2057 (2012), adopted on 5 July 2012, extended the mandate of UNMISS through 15 July 2013.²²³ As of June 2012 the size and composition of the mission is estimated at 6,112 total uniformed personnel including two female military experts, 105 female military troops and 75 female police.²²⁴ Currently, Hilde Johnson (Norway) holds the position of SRSG for UNMISS and Lise Grande (United States) holds the position of UN Resident and Humanitarian Coordinator.²²⁵ The Senior Gender Adviser for UNMISS is Amina Adam.²²⁶

For the period under review in this report, the primary challenges for South Sudan are the difficulties both it and Sudan have faced in negotiations that took place in Addis Ababa and Bahir Dar in Ethiopia. Evident issues of contention between the two states include border demarcation and prevailing security concerns, exacerbated by ongoing border clashes, the status of Abyei, inter-communal violence and oil wealth sharing.²²⁷ As reflected in the **NGOWG MAP recommendations**, key women, peace and security considerations include ensuring that women participate in all aspects of constitution building and political work, that DDR programs comprehensively support women associated with armed forces, ensuring humanitarian support and training for the large number of returnees, including those already in South Sudan, support for the revision of South Sudan's legal framework, providing women with true access to justice, including for crimes of sexual violence and domestic violence.²²⁸

In the period under review, the Security Council received, as per its request in resolution 1996 (2011), triannual reports (**S/2011/678**, **S/2012/140**, **S/2012/486**) from the Secretary-General, after the adoption of the resolution on UNMISS. These reports are relatively unique in that they contain benchmarks (more information and analysis below) which aim to measure progress in implementing relevant resolutions. The reports also include a summary of cooperation and information sharing between UNMISS, the African Union/United Nations Hybrid Operation in Darfur (UNAMID), the United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO), and regional and international partners in addressing the LRA threats (See also this report's section on the Central African Region for more on the LRA). These reports also inform the Council's discussions on the mandate negotiations for UNMISS. In July 2012 the Security Council reviewed, and subsequently renewed, the mandate of UNMISS.

Background on the disputed territory in Abyei

The disputed border area surrounding the town of Abyei became an issue of particular concern for the Security Council in 2011 following the renewal of violence, escalating tensions, and population displacement in the

²²¹ UN SC, Security Council Actions, 2012. <http://www.un.org/Depts/dhl/resguide/scact2011.htm>

²²² UN DPKO, UNMISS: Mission, 2012 <http://www.un.org/en/peacekeeping/missions/unmiss/background.shtml>; UN, Repertoire of the Practice of the SC, 2012. <http://www.un.org/en/sc/repertoire/data/First%20appearance%20of%20agenda%20item%201946-2010.pdf>

²²³ UN, S/RES/2057, 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=s/res/2057>

²²⁴ UN DPKO, UNMISS: Facts and Figures, 2012. <http://www.un.org/en/peacekeeping/missions/unmiss/background.shtml>; UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

²²⁵ UN DPKO, UNMISS: Leadership, 2012. <http://www.un.org/en/peacekeeping/missions/unmiss/leadership.shtml>

²²⁶ UN DPKO, UNMIS: Gender Leadership, <http://unmis.unmissions.org/Default.aspx?tabid=1658>

²²⁷ SC Report, August 2012 Forecast: Sudan / South Sudan, 2012 http://www.securitycouncilreport.org/site/c.gIKWLeMTIsG/b.8278913/k.C65E/August_2012brSudan_and_South_Sudan.htm

²²⁸ For additional information regarding women, peace and security challenges, please visit: http://www.womenpeacesecurity.org/rapid-response/south_sudan1/

resource-rich area leading up to South Sudan's secession.²²⁹ While the situation in Abyei does not have its own agenda item, the United Nations Security Council typically addresses it under items related to Sudan or South Sudan. The current peacekeeping mission, the United Nations Interim Security Force in Abyei (UNISFA) was established via Security Council resolution 1990 (2011) on 27 June, 2011 to monitor and verify the redeployment of any Sudan Armed Forces or Sudan People's Liberation Army (SPLA) forces in the area, provide security for oil infrastructure where appropriate, and assist in and facilitate the delivery of humanitarian aid.²³⁰ Security Council resolution 2047 (2012) adopted on 17 May 2012, extended UNISFA's mandate for a period of six months until 17 November 2012.²³¹ As of June 2012 the size and composition of the mission is estimated at 3,948 total uniformed personnel including four female military experts and 205 female military troops.²³² There is not information readily available indicating there has ever been a female SRSG or DSRSG of UNISFA.

For the period under review in this report, key challenges in Abyei for UNISFA include its inability to carry out its mandated border verification and monitoring mechanism (JBVMM) support role. This is largely due to disagreements between Sudan and South Sudan, hampering the establishment of the Safe Demilitarized Border Zone and the JBVMM.²³³ As reflected in the **NGOWG MAP recommendations**, key women, peace and security concerns include the continuing crimes in Southern Kordofan, which included indiscriminate bombing of civilians including women, blocking of humanitarian aid, extra-judicial executions, destruction of property, sexual and gender-based violence and coerced returns of displaced persons.²³⁴

In the period under review, the Security Council received, as per its request in resolutions **1990 (2011)**, **2032 (2011)** and **2047 (2012)** reports from the Secretary-General every 60 days following the adoption of the resolution on UNISFA (**S/2011/603**, **S/2011/741**, **S/2011/741**, **S/2012/175**, **S/2012/358**). These reports inform the discussions around the Council's negotiations on the mandate for UNISFA, which was reviewed and subsequently renewed 17 May 2012 with the adoption of **resolution 2047 (2012)**.

²²⁹ UN DPKO, UNISFA: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unisfa/background.shtml>

²³⁰ UN DPKO, UNISFA: Mandate 2012. <http://www.un.org/en/peacekeeping/missions/unmiss/background.shtml>

²³¹ UN SC, Sudan (S/RES/2047) 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2047>

²³² UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/missions/unisfa/facts.shtml>

²³³ SC Report, Sudan & South Sudan, 2012. http://www.securitycouncilreport.org/site/c.gKWLemTIsG/b.8278913/k.C65E/August_2012brSudan_and_South_Sudan.htm

²³⁴ For additional information regarding women, peace and security challenges, please visit: http://www.womenpeacesecurity.org/rapid-response/south_sudan/

Security Council Action on Sudan, South Sudan and the disputed Abyei				
Action	Date	Code	WPS Reference?	MAP Reference?*
Reports	29-Sep-11	S/2011/603	No	No
	02-Nov-11	S/2011/678	Yes	Yes
	27-Nov-11	S/2011/741	No	Partially
	27-Jan-12	S/2012/68	No	*
	07-Mar-12	S/2012/140	Yes	Partially
	23-Mar-12	S/2012/175	No	Partially
	24-May-12	S/2012/358	No	Partially
	26-Jun-12	S/2012/486	Yes	Partially
Meetings	06-Oct-11	S/PV.6628	No	No
	11-Nov-11	S/PV.6656	No	Partially
	15-Nov-11	S/PV.6660	No	Partially
	08-Dec-11	S/PV.6679	No	Partially
	14-Dec-11	S/PV.6683	No	No
	22-Dec-11	S/PV.6699	<i>No Debate</i>	<i>No Debate</i>
	06-Mar-12	S/PV.6730	No	Partially
	12-Apr-12	S/PV.6749	<i>No Debate</i>	<i>No Debate</i>
	17-May-12	S/PV.6773	<i>No debate</i>	<i>No Debate</i>
	02-May-12	S/PV.6764	No	Partially
	29-Jun-12	S/PV.6797	<i>Closed</i>	<i>Closed</i>
	05-Jul-12	S/PV.6800	No	No
Presidential Statements	06-Mar-12	S/PRST/2012/5	No	Partially
	12-Apr-12	S/PRST/2012/12	No	No
Resolutions	14-Dec-11	S/RES/2024 (2011)	No	No
	22-Dec-11	S/RES/2032 (2011)	Yes	Partially
	02-May-12	S/RES/2046 (2011)	Yes	Partially
	17-May-12	S/RES/2047 (2012)	Yes	Partially
	05-Jul-12	S/RES/2057 (2011)	Yes	Partially

The NGOWG provided recommendations on the situation in the Sudan in September, October and December 2011, and in March, April, May and July 2012.

September / October 2011

NGOWG **MAP recommendations**, in advance of the expected report of the Secretary-General and briefing on UNISFA, focused on requesting details in regards to the situation for civilians, particularly women, in light of the extreme insecurity in the disputed area of Abyei. Recommendations further urged the Council to firmly condemn and demand an end to Sudan's indiscriminate bombing in civilian populated areas and other violations; call for unfettered access for humanitarian agencies to all affected areas; and take concrete action to ensure an independent human rights monitoring presence across Southern Kordofan. The NGOWG called upon the Council to implement the recommendations of the UN High Commissioner for Human Rights to mandate an independent inquiry into violations of international human rights and humanitarian law, and hold perpetrators to account.

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Analysis

The Secretary-General's report on the situation in Abyei (UNISFA) dated 29 September 2011 (**S/2011/603**), which was submitted pursuant to Security Council resolution 1990 (2011), covers

Council Action	Date	Code	WPS Reference?
Report	29-Sep-11	S/2011/603	No
Meeting	06-Oct-11	S/PV.6628	No

issues related to security, implementation of the June 2011 agreement between the Government of Sudan and the SPLM/A, displacement and humanitarian access, protection of civilians, and mission support, deployment, and monitoring. There are no references to women in the report, with missed opportunities including in discussion of the human rights monitoring component of the mission, and within the section on protection of civilians and humanitarian assistance. Additionally, the Secretary-General fails to emphasize the importance of unfettered access for humanitarian agencies to this area, and no mention is made if gender sensitivity training was included in pre-deployment training. There is no sex-disaggregated data provided in the report, and there is no discussion of how the mission is supporting displaced women.

The Security Council met on 6 October 2011 (**S/PV.6628**) to discuss the report of the Secretary-General on Abyei (S/2011/603), receive a briefing from the USG for Peacekeeping Operations, and hear statements from the representatives of South Sudan and the Republic of Sudan. There were no references to women, peace and security, despite opportunities to discuss the importance of preventing and addressing human rights violations targeting women, and ensuring humanitarian access to displaced and insecure populations, in line with NGOWG recommendations.

November 2011

Analysis

The report of the Secretary-General on South Sudan (UNMISS) dated 2 November 2011 (**S/2011/678**) covers political and economic developments, as well as developments in regards to bilateral North-South relations, DDR, SSR, the protection of civilians and children, sexual violence, humanitarian

Council Action	Date	Code	WPS Reference?
Report	02-Nov-11	S/2011/678	Yes
Meeting	11-Nov-11	S/PV.6656	No
Meeting	15-Nov-11	S/PV.6660	No
Report	27-Nov-11	S/2011/741	No

access and recovery, displacement, rule of law, human rights, gender, and capacity-building of UNMISS. The report addresses some key women, peace and security issues in the sections on inter-communal conflict, protection of civilians, gender, sexual violence, conduct and discipline, mine action, and formation of the Government of South Sudan. The report includes focus on sexual and gender-based violence, and the institutional responses in place substantial references to women's empowerment and gender equality, specifically to UNMISS' programs on these areas, demonstrating good practice for reporting. Missed opportunities in the reporting include discussion of women staffing on the mission, whether any women were appointed to key political and judicial positions, and in the context of human rights instruments.

The Security Council met on 11 November 2011 (**S/PV.6656**) to discuss escalating tensions along the border between Sudan and South Sudan. Council members also received briefings from the USG for Peacekeeping Operations, the SRSG for the Sudan, the SRSG and Head of UNMISS, and heard statements from the representatives of the Sudan and South Sudan. Although speakers focused on the violence in Abyei, their statements did not reference women and children and the challenges they face in the region. In line with MAP recommendations from previous months, the representative from South Sudan did call on the Council to take up with urgency the issue of humanitarian access to the two areas.

During the Security Council meeting held on 15 November 2011 (S/PV.6660), the Council discussed the recent report of the Secretary-General (S/2011/678), as well as tensions between Sudan and South Sudan, and the ongoing failure to implement the CPA. Briefings were given by the USG for Peacekeeping Operations and the SRSG and Head of UNMISS, and the representatives of South Sudan and Sudan made statements. In regards to NGOWG MAP recommendations on the protection of civilians, the SRSG and Head of UNMISS noted the mission's asset mobilization for monitoring and early warning civilian assessments. Missed opportunities for reference to women, peace and security included in all discussions regarding reform of security and the rule of law institutions, and bolstering the Government's ability to protect its own citizens, as well as any reference to women's protection concerns.

The Secretary-General report on the situation in Abyei (UNISFA) dated 27 November 2011 (S/2011/741) discussed political and security developments, the humanitarian situation, and protection of civilians, and mission support, deployment and monitoring. There is a brief mention of women in the section on protection of civilians, but the report generally misses opportunities to discuss women's political participation, and the gender dimension of the humanitarian situation and protection of civilians.

December 2011 / January 2012

NGOWG MAP recommendations focused on the mandate of UNISFA and recommended the Security Council ensure the mission implement effective human rights monitoring with follow-up reporting; review access to the region by the OHCHR assessment mission; demand that all parties account for individuals still missing since the start of the violence, including women and children; express concern over the growing challenge of humanitarian access, and inquire as to what contingency plans are in place to protect women and girls, especially displaced and disabled populations. In addition, recommendations on the forthcoming UNMISS report included ensuring women, peace and security considerations were highlighted, particularly in regards to ongoing sexual and gender-based violence, displaced women, and women's role in the ongoing peace and reconciliation process.

Analysis

The Security Council held a meeting on 8 December 2011 (S/PV.6679) to discuss the recent report of the Secretary-General (S/2011/741), as well as continued border-security concerns, logistical obstacles to the work of UNISFA, the fragile security situation, and questions over assisting displaced peoples. The Council was briefed by the USG for Peacekeeping Operations, and statements were made by the representatives of Sudan and South Sudan.

Council Action	Date	Code	WPS Reference?
Meeting	08-Dec-11	S/PV.6679	No
Meeting	14-Dec-11	S/PV.6683	<i>No Debate</i>
Resolution	14-Dec-11	S/RES/2024 (2011)	No
Meeting	15-Dec-11	S/PV.6688	No
Meeting	15-Dec-11	S/PV.6689	<i>Closed</i>
Meeting	22-Dec-11	S/PV.6699	<i>No Debate</i>
Resolution	22-Dec-11	S/RES/2032 (2011)	Yes
Report	27-Jan-12	S/2012/68	No

As none of the statements addressed women, peace and security concerns, missed opportunities include in the discussions of humanitarian access, and the need for human rights monitoring and reporting.

Security Council resolution **2024 (2011)**, adopted on 14 December 2011 (S/PV.6683), broadened the mandate of UNISFA to include assistance in the process of border normalization, and supporting the development of bilateral management mechanisms, liaisons, and building mutual trust. As the resolution is solely a technical modification to the mandate, women, peace and security issues are not referenced, nor are they expected to be.

Security Council **resolution 2032 (2011)** was adopted on 22 December 2011 (S/PV.6699), extending the

mandate of UNISFA for a further five months until 22 May 2012. This resolution calls on the governments of Sudan and South Sudan to redeploy all remaining military and police personnel from the Abyei Area, to work together to ensure movement through safe zones, and to fully cooperate to ascertain the implementation of UNISFA's mandate. The resolution calls on both governments to fulfill their commitment under the CPA to peacefully resolve the status of Abyei. The resolution's addressing of women, peace and security concerns includes a fairly standard preambular paragraph in which women, peace and security resolutions are recalled in conjunction with protection of civilians and children and armed conflict resolutions, and an operative paragraph calling on the Secretary-General to ensure full compliance of UNISFA with the United Nations zero tolerance policy on sexual exploitation and abuse (OP 11). Although it does not employ gender-specific language in doing so, the resolution does reflect NGOWG MAP recommendations by urging all parties to allow humanitarian personnel access to civilians as well as to facilities for their operations (OP 9), and calling on the Secretary-General to ensure that human rights monitoring is taking place (OP 10). The resolution is fairly minimal, but there is nonetheless scope in which it could have supported the role of civil society, particularly women's groups in ongoing peace processes, as well as ensuring the displaced population has adequate protection.

The report of the Secretary-General dated 27 January 2012 on UNISFA (S/2012/68) provided details regarding the political, humanitarian and security situation, including that of displacement and the protection of civilians, as well as the general operations and logistics of the mission. There were no references to women, peace and security issues in the report, missing opportunities to provide information on how women have been impacted by the security and humanitarian situation in Abyei, to what extent women were engaged in peace and political processes during this period, or on the gender breakdown of staffing or personnel, whether UNISFA personnel, local authorities, or third party groups.

March 2012

NGOWG **MAP Recommendations** focused on the report of UNISFA and urged Security Council members to request information on current efforts to monitor human rights, as per Security Council Resolution 1990 (OP 10), and particularly to inquire into information on women's human rights. MAP recommendations included also that the Council should ensure UNISFA has the necessary resources to ensure effective protection of civilians, to disrupt possible attacks against local communities in line with UNISFA's mandate, and to ensure that security is restored to facilitate the return of the displaced population. The MAP recommended that all relevant parties account for individuals still missing since the start of the violence, including women and children, and that, given the growing challenge of humanitarian access, the Council should inquire as to contingency plans to protect women and girls, especially displaced and disabled populations.

Analysis

Presidential Statement (S/PRST/2012/5) was issued by the Security Council in its meeting on 6 March 2012 (S/PV.6730), following an increase in violent cross-border clashes between Sudan and South Sudan. Broadly, the presidential statement urges the Governments of Sudan and South Sudan to reach an agreement regarding the disputed border area, expressing concerns regarding the violence. Importantly, and reflecting some aspects of the NGOWG MAP recommendations, the statement underscores the importance of delivering humanitarian aid, calling for the Government of Sudan to cooperate with international organizations, and emphasizes the importance of human rights, rule of law, and accountability. The statement does not, however, include any specific references to women.

Council Action	Date	Code	WPS Reference?
Meeting	06-Mar-12	S/PV.6730	<i>No Debate</i>
Presidential Statement	06-Mar-12	S/PRST/2012/5	No
Report	07-Mar-12	S/2012/140	Yes
Report	23-Mar-12	S/2012/175	No

In the Security Council meeting (**S/PV.6730**) following the issuance of the presidential statement (S/PRST/2012/5), statements were given by the representatives of Sudan and South Sudan, covering issues such as the continued violence, protracted border disputes, the need for rule of law, human rights, and the need for political and economic development. Women, peace and security issues were not referenced by any speaker. Missed opportunities include discussing women's participation, women in civil society, access to justice, and services for survivors of sexual and gender-based violence, and the impact of insecurity on women.

The Secretary-General's report dated 7 March 2012 on UNMISS (**S/2012/140**) discussed issues related to political consolidation and advancement; regional cooperation; DDR, SSR, protection of civilians, sexual violence, rule of law, recovery and relief, peacebuilding, human rights and gender. Women, peace and security issues come up most often in the context of trainings held by UNMISS and partners, and in notes on the absence of reporting on occurrences of sexual and gender based violence. In the section on human rights, the Secretary-General reports on efforts undertaken by UNMISS concerning sexual violence against women, and on child marriage. The report provides information on efforts by UNMISS including on World AIDS day, and on support for a workshop on women's engagement in constitution-making processes. The report also details training programs initiated by UN-Women, including a train-the-trainers manual on women's rights. While the Secretary-General reports that UNMISS and the UN country team, with the government and partners, are developing a plan for UN support to peacebuilding in South Sudan, it is unclear to what extent, if at all, women, peace and security issues were discussed or embedded in this work.

The Secretary-General's report dated 23 March 2012 on UNISFA (**S/2012/175**) includes assessments of the security situation; political developments such as the implementation of the Joint Border Verification and Monitoring Mechanism; and issues related to refugees, IDPs, the protection of civilians, and mission support. The report partially reflects one of the NGOWG's MAP recommendations by raising human rights concerns, but there is no mention of women, peace and security issues in this section nor in the remainder of the report, despite discussion of the political developments, such as the progress on the 20 June Agreement, and of migration developments.

April 2012

As the Council was expected to discuss the Secretary-General's most recent report on the situation in Abyei, given ongoing attacks and counter-attacks, NGOWG **MAP recommendations** stressed that humanitarian concerns, particularly for women, should be central to the Council's review of the situation, including support for fact-finding investigations by the South Sudan Human Rights Commission and the human rights team of UNMISS to fulfill their commitment to investigate the inter-communal violence in Jonglei, and make their reports and recommendations publicly available.

Analysis

The Presidential Statement (**S/PRST/2012/12**) issued during Security Council meeting on 12 April 2012 (**S/PV.6749**) was in response to escalating violence between Sudan and South Sudan along the border, and in connection with

Council Action	Date	Code	WPS Reference?
Meeting	12-Apr-12	S/PV.6749	<i>No Debate</i>
Presidential Statement	12-Apr-12	S/PRST/2012/12	No

the Security Council's consideration of the Secretary-General's reports on the Sudan. The presidential statement centered on this continued violence and tension, and referred to issues surrounding security, regional cooperation, cessation of hostilities, and enhanced border management. The statement did not include discussion of women, peace and security issues, with missed opportunities including following up on previous positive policy work and reporting on women's key role in various aspects of peacebuilding and reform or in addressing of Sudanese women's

particular protection concerns.

May 2012

In the context of rapidly escalating tensions and conflict between Sudan and South Sudan, the NGOWG **MAP recommendations** urged the Security Council to insist that all parties end attacks on civilian areas and immediately allow aid into the state, and that the Sudanese Government allow a full and impartial investigation by OHCHR into events in both Southern Kordofan and Blue Nile.

Analysis

Security Council **resolution 2046 (2012)** was unanimously adopted under Chapter VII of the Charter of the United Nations on 2 May 2012 (**S/PV.6764**). The resolution called all parties to end hostilities no later than 48 hours from the adoption of the resolution, and further to engage in border security mechanisms and resume negotiations under the auspices of the AU High-level implementation Panel (AUHIP). Women, peace and security issues are referred to in a relatively standard preambular clause reaffirming resolutions on women, peace and security, as well as the other thematic resolutions on children and armed conflict and protection of civilians, and on humanitarian personnel. In addition, all parties are called upon to protect women's rights and comply with international law, further holding to account perpetrators of sexual and gender-based violence (OP 7). MAP recommendations were also partially reflected in the resolution in reference to concern over civilian attacks in Southern Kordofan and Blue Nile states, and the need for humanitarian assistance to affected areas (OP 4). A key missed issue is the lack of the Council's support for women's role in the peace process (OP 2).

Council Action	Date	Code	WPS Reference?
Meeting	02-May-12	S/PV.6764	<i>No Debate</i>
Resolution	02-May-12	S/RES/2046 (2011)	Yes
Meeting	17-May-12	S/PV.6773	<i>No Debate</i>
Resolution	17-May-12	S/RES/2047 (2011)	Yes
Report	24-May-12	S/2012/358	No

Following the unanimous adoption of the resolution, several Member States made statements, though none referenced women, despite discussion of humanitarian assistance and concern for the civilian population.

Security Council resolution **2047 (2012)** was adopted on 17 May 2012 (**S/PV.6773**) extending, for a period of 6 months, the mandate of UNISFA. The resolution urges both sides to withdraw all forces to their designated sides and to ensure safe and free movement through Abyei and demilitarized zones. The resolution stresses cooperation, the delivery of humanitarian goods, and human rights monitoring. The four main themes discussed in the resolution (demilitarization, extension of UNISFA's mandate, renewed displacement, and challenges delivering humanitarian aid) lack any gender perspective. Women, peace and security issues are referred to in a relatively standard preambular clause reaffirming resolutions on women, peace and security, as well as the other thematic resolutions on children and armed conflict and protection of civilians, and on humanitarian personnel. Apart from this, women, peace and security issues are only explicitly referred to in the context of sexual exploitation and abuse (OP 13). Although they do not include gender-specific language, the resolution does include operative paragraphs requesting that the Secretary-General ensure effective human rights monitoring, and that both the Government of Sudan and the Government of South Sudan fully cooperate (OP 12); and there are several operative paragraphs focusing on ending attacks on civilians and humanitarian access to civilians (OPs 11, 13, 15). As in resolution 2046 (2012), there is no explicit support for women's role in decision-making positions, particularly in all peace processes.

The report of the Secretary-General on the situation in Abyei, dated 24 May 2012 (**S/2012/358**), updates on progress made in the Joint Border Verification and Monitoring Mechanism, on the situation in Abyei, and on the deployment and operations of UNISFA since the previous report (S/2012/175) issued on 23 March 2012.

The report focuses on the security situation, political developments, humanitarian situation, protection of civilians and the status of UNISEFA mandated tasks in the Abyei area. The report is characterized by a general absence of gender perspective, and lack of specific references to women's protection and participation throughout.

June 2012

Analysis

The report of the Secretary-General on the situation in South Sudan dated 26 June 2012 (S/2012/486), covers developments on the establishment of UNMISS and its activities, as well as an assessment of the overall situation in Sudan since the Secretary-General's second progress report (S/2010/140) of 7 March 2012. Women, peace and security

Council Action	Date	Code	WPS Reference?
Report	26-Jun-12	S/2012/486	Yes
Meeting	29-Jun-12	S/PV.6797	<i>Closed</i>
Meeting	05-Jul-12	S/PV.6800	<i>No Debate</i>
Resolution	05-Jul-12	S/RES/2057 (2011)	Yes
Report	25-Jul-12	S/2012/583	No

issues, focusing on constitutional reform, political participation, and gender-based violence and in line with the NGOWG MAP recommendations, are made in the sections of the report on political developments, inter-communal conflict, civilian disarmament, protection of civilians, sexual violence, gender, and observations. Also in line with the NGOWG MAP recommendations, the report details the visit of the United Nations High Commissioner for Human Rights to South Sudan as part of its investigation, into, amongst other issues, protection of civilians and human rights issues, including inter-communal violence in Jonglei.

The Security Council meeting on 29 June 2012 (S/PV.6797) with countries contributing troops and police to UNMISS was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

July 2012

With the expected report and renewal of the mandate of UNMISS, NGOWG MAP recommendations urged the Security Council to ensure that provisions on women's empowerment are strengthened, particularly in ensuring women participate in all aspects of constitution building and political work, and in all negotiations underway to resolve current crises, noting that a key step would be supporting the development and implementation of a National Action Plan on women, peace and security. In addition, the Council was urged to ensure the protection component of UNMISS's mandate was supported and resourced; ensure DDR programs comprehensively support women associated with armed forces, including a comprehensive approach to mine action and small arms and light weapons; ensure concerted humanitarian support and training to the large number of returnees, both those in South Sudan and in preparation for those who are likely to return; support the revision of South Sudan's legal framework, particularly in ensuring that women have true access to justice; ensure support for coordination of funding, development, and capacity building initiatives by the international community; specifically request that the Secretary-General's regular report on UNMISS include comprehensive sex-disaggregated data, analysis, and recommendations; and ensure that there are provisions for crucial and long-term support to civil society, particularly women's rights organizations, and ensure that UNMISS is mandated to engage with and support the South Sudanese people, including in rural areas.

Analysis

Security Council **resolution 2057 (2012)**, adopted on 5 July 2012 (S/PV.6800) renewed the mandate of UNMISS until 15 July 2012. Following the unanimous adoption of the

Council Action	Date	Code	WPS Reference?
Meeting	7/5/2012	S/PV.6800	No
Resolution	7/5/2012	S/RES/2057 (2012)	Yes

resolution, the representative of South Sudan spoke, however no substantive remarks related to women, peace and security were made. The resolution does not change the previous mandate of the mission, and continues to prioritize the protection of civilians and improved security environment; demands the halting of human rights abuses and violence; and calls for cooperation along contested borders. The importance of women's human rights, and international obligations therein, are reinforced in the resolution (OPs 10, 13), as is combating impunity, and ending the inter-communal violence targeting women (OP 14). The resolution reflects the NGOWG MAP recommendations regarding increasing women's participation across peace processes, public decision-making and the constitutional process, also noting the importance of women's organizations (OP 15). This is also reiterated in the preambular paragraph recalling all resolutions on women, peace and security stands apart from the other thematic resolutions, and emphasizes the key role that women play in all stages of peace processes and peacebuilding. The preambular paragraphs also note the importance of civil society. Sexual violence is also a focus for UNMISS, with the Council calling for information, training of staff, and capacity building for the Government of Sudan in combatting sexual violence (OP 29).

The resolution details the prioritization of protection of civilians by both UNMISS and the Government of the Republic of South Sudan, also highlighted in MAP recommendations, (OPs 3, 4), though there is no gender-specific language in these paragraphs. Additional missed opportunities in the resolution include gender-specific language in the directives regarding the national DDR strategy, in which there is no detailing for the program to comprehensively support women associated with armed forces; and in its call on UNMISS to observe and report on any flow of personnel, arms, and related materiel across the border with Sudan. Finally, despite the resolution's generally positive language on women, peace and security, it does not refer to the development and implementation of a National Action Plan on women, peace and security.

Darfur

Background

Darfur, a region in western Sudan, has been on the United Nations Security Council's agenda since 2004, following the eruption of civil war in February 2003 between the Government of Sudan and its allied militia, and other armed rebel groups.²³⁵ During the initial conflict, tens if not hundreds of thousands of people were killed and it is estimated that 1.8 million people are now internally displaced.²³⁶ The current peacekeeping mission, the African Union / United Nations Operation in Darfur (UNAMID) was established on 31 July 2007 via Security Council resolution 1769 (2007), with the mandate to support the effective implementation of the Darfur Peace Agreement, monitor the security situation, deter violence and protect civilians, support the establishment of rule of law and governance institutions, promote and protect human rights, and effectively facilitate humanitarian assistance.²³⁷ Security Council resolution 2063 (2012) adopted on 31 July 2012, extended the mandate of UNAMID until 31 July 2013.²³⁸ As of June 2012, the size and composition of the mission is estimated at 22,445 personnel, including 488 female military, 512 female police and 37 female Formed Police Units.²³⁹ Currently,

²³⁵ UN DPKO, UNAMID: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unamid/background.shtml>

²³⁶ UN DPKO, UNAMID: Background, 2012. <http://www.un.org/en/peacekeeping/missions/unamid/background.shtml>

²³⁷ UN, Repertoire of the SC, 2012. http://www.un.org/en/sc/repertoire/subsidiary_organs/peacekeeping_missions.shtml#reg17

²³⁸ UN, Darfur (S/RES/2063), 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2063>

²³⁹ UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/contributors/gender/2012gender/june12.pdf>

Ms. Aichatou Mindaoudou Soulaymane, Niger, holds the position of Deputy Joint AU-UN Special Representative of Political Affairs.²⁴⁰ The Senior Gender Adviser for UNAMID is Yegeerawork Angagaw.

For the period under review in this report, the primary challenges for Darfur include the stymied efforts to implement the Doha Document for Peace in Darfur (DDPD), as well as the related issues of determining how to encourage or pressure all groups to agree to a ceasefire. An additional challenge is the ongoing lack of access to the region, including for the media and humanitarian agencies in Darfur. While UNAMID patrols have achieved more access recently, this continues to limit information on the humanitarian situation and resulting response.²⁴¹ As reflected in the NGOWG **MAP recommendations**, key women, peace and security concerns included continued aerial bombardment and attacks against civilians, as well as restrictions on humanitarian access to the region.²⁴² Additional challenges included the ongoing and widespread violations of human rights, specifically sexual and gender-based violence, and the need to institute accountability measures to ensure perpetrators are brought to justice for those crimes.²⁴³

In the period under review, the Security Council received, as per its request in resolution 2003 (2011), reports from the Secretary-General on UNAMID every 90 days (**S/2011/643**, **S/2011/814**, **S/2012/548**, and **S/2012/231**) and a proposed framework for AU-UN facilitation of the peace process in Darfur in a letter from the Secretary-General (**S/2012/166**). These reports informed the discussions around the Council's negotiations on the mandate for UNAMID, which was reviewed and subsequently renewed in February 2012 with the adoption of **resolution 2063 (2012)**. In regards to the sanctions regime, the Council received one report (**S/2012/18**) from the Committee monitoring the sanctions regime established pursuant to resolution 1591 (2005), which informed the discussion around the Council's negotiations on the mandate for the Panel of Experts on the Sudan. This mandate was extended in July 2012 with the adoption of Security Council **resolution 2035 (2012)**.

Security Council Action on Darfur				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	12-Oct-11	S/2011/643	Yes	Partially
	30-Dec-11	S/2011/814	Yes	*
	10-Jan-12	S/2012/18	Yes	*
	20-Mar-12	S/2012/166	Yes	*
	17-Apr-12	S/2012/231	Yes	*
	16-Jul-12	S/2012/548	Yes	*

²⁴⁰ PeaceWomen Project, Resolution Watch, 2012. http://peacewomen.org/security_council_monitor/resolution-watch/country/darfur

²⁴¹ Republic of Sudan, Darfur, 2012. <http://www.ind.homeoffice.gov.uk/sitecontent/documents/policyandlaw/coi/sudan/sudan-report.pdf?view=Binary>

²⁴² NGOWG, Darfur, 2012. <http://www.womenpeacesecurity.org/rapid-response/darfur/>

²⁴³ For more information, please visit: NGOWG, Darfur, 2012. <http://www.womenpeacesecurity.org/rapid-response/darfur/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Meetings	25-Oct-11	S/PV.6638	Yes	Partially
	11-Jan-12	S/PV.6700	Yes	*
	17-Feb-12	S/PV.6716	<i>No Debate</i>	<i>No Debate</i>
	26-Apr-12	S/PV.6762	No	Partially
	05-Jun-12	S/PV.6778	Yes	*
	18-Jul-12	S/PV.6806	<i>Closed</i>	<i>Closed</i>
	24-Jul-12	S/PV.6813	Yes	*
	31-Jul-12	S/PV.6819	<i>No Debate</i>	<i>No Debate</i>
Resolutions	17-Feb-12	S/RES/2035 (2012)	Yes	*
	31-Jul-12	S/RES/2063 (2012)	Yes	*

The NGOWG provided recommendations on the situation in Darfur, specifically, in October 2011.
(See above sections on The Sudan for all regional recommendations)

October 2011

The NGOWG **MAP recommendations**, in advance of the UNAMID report, called for an immediate end to the Government of Sudan's access restrictions on UNAMID and humanitarian organizations operating in Darfur, and further to end aerial bombardments, attacks against civilians, and the state of emergency in the area. Given that sexual violence has been endemic in the conflict, the NGOWG also called for an end to impunity for acts of sexual violence, including those perpetrated by security forces, and demanded that UNAMID and the relevant UN agencies and programs have access to all areas where civilians required protection, and furthermore called for UNAMID to regularly publish comprehensive information on the human rights and humanitarian situation.

Analysis

The Secretary-General's report dated 12 October 2012 (S/2011/643) provides an update on progress made towards implementing the mandate of UNAMID during the time period of 1 July to 30

Council Action	Date	Code	WPS Reference?
Report	12-Oct-11	S/2011/643	Yes
Meeting	25-Oct-11	S/PV.6638	Yes

September 2011, as pursuant to Security Council resolution 2003 (2011). It details political developments, the security and humanitarian situation, rule of law, governance and human rights activities, protection of civilians, mission operations, and progress against benchmarks (S/2009/592). Women, peace and security issues are addressed in varying levels of specificity in the report's sections on the humanitarian situation, rule of law, governance and human rights, operations of the mission and progress against mission benchmarks. Broadly, the themes discussed efforts to prevent and protect women against sexual and gender-based violence and enhancing women's participation across security sectors. The report discussed activities in the area of rule of law and human rights protection aimed at building capacity for justice officials, including training on women's rights and ways in which to address sexual and gender-based violence, including enhancing protection strategies, and addressing HIV/AIDS. In discussion of the benchmarks, the report noted that the human rights situation, particularly in regards to sexual and gender-based violence, remained unchanged. The report provides gender-disaggregated data in the context of arbitrary detentions undertaken by SPLM-North, female participation in UNAMID police, female prison staff, community policing volunteers, and DDR programs, further elaborating on the support UNAMID provided but not on the specific ways in which female ex-combatants were supported. Women's empowerment was referenced once in the context of efforts within the government to promote increased levels of women in decision-making positions. The report's discussion of activities of the security situation does not detail how the current security situation might impact women differently, nor what role they might play, nor does it discuss women's participation in, or access to, the Darfur-based political process. Another missed opportunity is in the section of the report detailing UNAMID's efforts to work with civil society representatives,

in which there is no reference to women's civil society.

The Security Council met on 25 October 2011 (**S/PV.6638**) to discuss the recent UNAMID report (S/2011/643), with a briefing from the USG for Peacekeeping Operations, and a statement from the representative of Sudan. The representative of Sudan referenced women, peace and security in the context of recent engagement between tribal chiefs and women as part of the process of implementing the Doha Document for Peace in Darfur (DDPD).

December 2011 / January 2012

Analysis

The report of the Secretary-General on UNAMID dated 30 December 2011 (**S/2011/814**) provides an update on the situation in Darfur, as well as an assessment of progress made against benchmarks set out in Annex II of the report dated 16 November 2009 (S/2009/592). It covers areas related to implementation of the Doha Document for Peace in Darfur (DDPD), the security situation, displaced persons, rule of law, human rights, governance, the protection of civilians, and support to the mission. The report addresses women, peace and security issues primarily in the context of sexual and gender-based violence. Specifically, the report provides data regarding the number of reported incidents of sexual and gender-based violence in the period under review, as well as UNAMID-run initiatives focused on capacity building for local government authorities and civil society on human rights and gender-related issues. Despite the strength of the reporting in these areas, in the report's in-depth analysis of many aspects of the situation in Darfur, including the political process, rule of law, the security situation, and protection of civilians, women, peace and security issues are rarely mentioned in this document aside from in the context of sexual and gender based violence. Indeed, though the report is expansive on the political process in Darfur, there is no mention of the involvement of women in the peacebuilding process. One of the most obvious absences of attention to women, peace and security is in the section outlining political developments, including the implementation of the DDPD. Reporting on the integration of women into peace processes or on women as political participants and leaders was absent from the report.

Council Action	Date	Code	WPS Reference?
Report	30-Dec-11	S/2011/814	Yes
Report	10-Jan-12	S/2012/18	Yes
Meeting	11-Jan-12	S/PV.6700	Yes

The report of the Security Council Committee, established pursuant to resolution 1591 (2005) concerning Sudan, dated 1 January 2012, (**S/2012/18**) covered the background and activities of the committee managing sanctions concerning Sudan, specifically focused on parties in Darfur, during 2011. Women, peace and security issues are discussed in the context of the work of the Panel of Experts, which focuses on gathering information regarding violations of international human rights or humanitarian law, including sexual and gender-based violence, as called for in Security Council resolution 1945 (2010). No further information is provided as to the strength of the information gathered and whether or not it is used in the work of the Committee.

The Security Council met on 11 January 2012 (**S/PV.6700**) to discuss the recent report on UNAMID (S/2011/814), receive a briefing from the USG of Peacekeeping, and hear statements from the representative of Sudan and South Sudan. There was one reference to women, peace and security in the context of sexual and gender-based violence, referring to the report (S/2011/814) for additional information. Missed opportunities for discussion of women, peace and security issues include in the discussion on the displaced population, and promoting women's participation in the peace process and decision-making positions.

February 2012

Analysis

Security Council resolution **2035 (2012)**, adopted on 17 February 2012 (**S/PV.6716**), renewed the mandate of the Panel of Experts on Darfur. The resolution tightened the existing mandate, imposing further targeted sanctions and ending exemptions to the embargo previously established, in addition to requesting additional reporting on non-compliance and continued investigations of the role of armed, military and political groups in attacks against UNAMID. Women, peace and security issues are discussed in the preambular paragraphs, and in the context of sexual and gender-based violence, stating that reports need to include information as to violations of international human rights and humanitarian law (OP 8). Criteria for implementing targeted sanctions should include sexual and gender-based violence, as per Security Council resolution 1820 (2008) (OP 5).

Council Action	Date	Code	WPS Reference?
Meeting	17-Feb-12	S/PV.6716	<i>No Debate</i>
Resolution	17-Feb-12	S/RES/2035 (2012)	Yes

March / April 2012

Analysis

The Security Council received a letter dated 20 March 2012 (**S/2012/166**) which contained the framework for the African Union and United Nations facilitation of the Darfur Peace Process, as called for in resolution 2003 (2011).

Council Action	Date	Code	WPS Reference?
Report	20-Mar-12	S/2012/166	Yes
Report	17-Apr-12	S/2012/231	Yes
Meeting	26-Apr-12	S/PV.6762	No

The Secretary-General notes that the signing of the Doha peace agreement provides a basis for an eventual political settlement of the conflict, moving forward a framework that reflects mediation and facilitation that will support peace justice and reconciliation in Darfur. The Secretary-General notes that the views of the civilian population, including women, need to be reflected in any political settlement to ensure broad ownership and support of the settlement in the section on internal dialogue and consultation. The report could be more specific on the role of women throughout the process, as negotiators and mediators, and broadly as participants in the process in consultations with the local population.

The report of the Secretary-General on UNAMID dated 17 April 2012 (**S/2012/231**) covered political developments, the security and humanitarian situation, rule of law, governance and human rights, protection of civilians, UNAMID deployment, progress against benchmarks, and review of uniformed personnel. Women are mentioned most frequently in discussion of sexual and gender-based violence, with few references to staffing of women in UN components and women's political participation. Sexual and gender-based violence is mentioned in the context of incidents reported to UNAMID, as part of the overall discussion of strengthening the institutional response, and enhancing protection initiatives. Though some staffing numbers for women in UNAMID were provided, the information was not provided for every group mentioned, absent from discussions of training police, justice authorities, and the Darfur Regional Authority. Missed opportunities for discussion of women, peace and security include in the peace process, where women should be prominent and active participants, and when discussing refugees and IDPs.

The Security Council met on 26 April 2012 (**S/PV.6762**) to discuss the recent report of the Secretary-General on UNAMID (S/2012/231) and receive a briefing from the USG for Peacekeeping Operations. The statement reviewed recent developments, including the ongoing peace process, the DDR program, the review of the uniformed personnel, and challenges related to the implementation of the protection mandate. The only reference to women was the discussion of the recent UNAMID personnel review, which recommended a

reduction of police troops, specifically a reduction of those with particular expertise on human rights, gender issues and child protection, in order to increase efficiency without UNAMID's capability to carry out its mandate. As strengthening the capacity of UNAMID to address gender issues should be paramount, such a reduction would seem counterproductive in ensuring that women, peace and security commitments are fully implemented. Further missed opportunities include in reference to the peace process, as well as in regards to the unique protection concerns of women, particularly displaced persons.

June 2012

Analysis

The Security Council met once on 5 June 2012 (S/PV.6778) to discuss the fifteenth and final report on the situation in Darfur from the prosecutor of the International ICC. The briefing detailed ongoing atrocities under President Al-Bashir, noting that there is no reason to believe that genocide and crimes against humanity have stopped. The sole focus of women, peace and security comments were on sexual and gender based violence.

Council Action	Date	Code	WPS Reference?
Meeting	05-Jun-12	S/PV.6778	Yes

July 2012

Analysis

The Secretary-General's report on UNAMID dated 16 July 2012 (S/2012/548) covers the security and humanitarian situation, rule of law and human rights, protection of civilians, UNAMID deployment and operations, and progress against operation benchmarks. The report discusses women, peace and security issues,

Council Action	Date	Code	WPS Reference?
Report	16-Jul-12	S/2012/548	Yes
Meeting	18-Jul-12	S/PV.6806	<i>Closed</i>
Meeting	24-Jul-12	S/PV.6813	Yes
Meeting	31-Jul-12	S/PV.6819	<i>No Debate</i>
Resolution	31-Jul-12	S/RES/2063 (2012)	Yes

primarily related to sexual and gender-based violence, in the sections on human rights, protection of civilians, and progress against benchmarks. The report covers the role of UNAMID in monitoring and reporting on acts of sexual and gender-based violence, and follows-up on police investigations and court proceedings to ensure human rights violations were prosecuted. The data provided in the report is disaggregated by age and compared to the previous month's data, which is good practice that should be repeated in future reports. The report also covers capacity building support for women's civil society in transitional justice, as well as efforts to diversify the UNAMID police force. There is a reference regarding women's participation in the peace process in discussion on the dissemination of the DDPD, of which 34% of all stakeholders consulted were women. In the reporting on UNAMID's benchmarks, specifically the third benchmark which pertains to strengthening the rule of law, governance and protection of human rights, the report notes that the situation is unchanged, and sexual and gender-based violence is prevalent. Missed opportunities include discussion and analysis of barriers to the women's role in the peace processes.

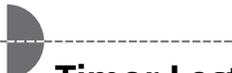
The Security Council meeting on 18 July 2012 (S/PV.6806) with countries contributing troops and police to UNAMID was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

The Security Council meeting on 24 July 2012 (S/PV.6813) was held to discuss the Secretary-General's recent report on UNAMID (S/2012/458) and receive a briefing from the Joint AU-UN Special Representative for

Darfur. The briefing focused on the importance of consolidating peace and working with groups currently outside the peace process, noting the continued violence was a barrier to reconciliation. Additionally, a recommendation was made to strengthen the future mandate of UNAMID in order to contain robust and binding language focused on groups that did not join peace process. Women, peace and security issues were specifically mentioned in how many women attended workshops on the dissemination of the Doha Document, noting that these levels were at approximately 30%. Missed opportunities to consider the women, peace and security agenda include in a more robust discussion of women's participation in all levels of the peace process and peacebuilding, and in regards to protection and security concerns.

Security Council **resolution 2063 (2012)** was adopted on 31 July 2012 (**S/PV.6819**), with a vote of 14 in favor and 1 abstention (Azerbaijan), extending the mandate of UNAMID until 31 July 2013. The resolution reconfigured the mandate in order to refocus personnel in specific regional areas with the highest security threats, in addition to requesting UNAMID share information on the Lord's Resistance Army (LRA) with relevant actors. In the Council's reaffirmation of the importance of a negotiated settlement to the ongoing conflict, it also strongly supports women's role in these processes, particularly emphasizing freedom of speech and freedom from harassment, and safety and security (OP 8). Women, peace and security issues are discussed in a relatively standard preambular paragraph referring to all women, peace and security resolutions, that also recalls other thematic issues including protection of civilians and children and armed conflict. Protection of civilians, including sexual violence, is also a focus of the resolution, which requests UNAMID to continue its work in this regard, including details of reported violations in regular reports, and ensuring all women, peace and security resolutions are implemented within the mission, including through the appointment of Women Protection Advisors (OP 21). Missed opportunities in the resolution including ensuring the UN zero-tolerance policy on sexual exploitation and abuse is referenced and enforced, as well as reference to the gender perspective in DDR programming.

Following the adoption of the resolution, Azerbaijan made a statement explaining their abstention, though there was no substantive debate, and no discussion of women, peace and security concerns.



Timor-Leste

Background

Timor-Leste has been on the United Nations Security Council's agenda since 1975, when the Revolutionary Front for an Independent East Timor (FRETILIN) declared Timor-Leste independent. The first political mission, the United Nations Mission in East Timor (UNAMET) (June – October 1999) was mandated to organize and conduct a popular consultation to ascertain whether or not the East Timorese people accepted a special autonomy within Indonesia.²⁴⁴ Following three peacekeeping missions, the most recent of which, the UN Mission of Support in East Timor (UNMISSET), ended in May 2005, the United Nations established the political mission in Timor-Leste, UNOTIL. The current peacekeeping mission, the United Nations Integrated Mission in Timor-Leste (UNMIT), which was established by Security Council resolution 1704 (2006), replaced this mission. UNMIT's mandate is to provide policy, political, technical and financial support to the government to help achieve peace and democratic governance. Security Council resolution 2037 (2012) adopted on February 23, 2012 extended the mandate of UNMIT until December 31, 2012.²⁴⁵ As of June 2012, the size and composition of the mission was estimated at 1,275 total uniformed personnel, including 2 female formed police units and 110 female police.²⁴⁶ From December 2009 to June 2012, Ms. Ameerah Haq held the position of Special Representative of the Secretary-General. As of July 2012, there is no female holding either the SRSG or

²⁴⁴ UN DPKO UNMIT Background, 2012. <http://www.un.org/en/peacekeeping/missions/unmit/background.shtml>

²⁴⁵ UN DPKO, UNMIT Mandate, <http://www.un.org/en/peacekeeping/missions/unmit/mandate.shtml>;

²⁴⁶ UN DPKO, UNMIT: Facts and figures, 2012. <http://www.un.org/en/peacekeeping/missions/unmit/index.shtml>

DSRSG position. Ms. Rita Reddy is the Gender Advisor of UNMIT.²⁴⁷

For the period under review in this report, the primary challenges for Timor-Leste include the security situation and stability in preparation for the 2012 elections; UNMIT’s anticipated withdrawal at the end of 2012, including the composition and role of the UN country team following UNMIT’s departure and the development of the transition process; the timing and the size of reductions in UNMIT’s police and military liaison units following the elections; and accountability for past crimes and rule of law questions. As reflected in the **NGOWG MAP**, key women, peace and security concerns include continued delays for justice regarding crimes committed in 1999, including gender-based crimes; ongoing support necessary for women’s full and equal political participation; strong human rights monitoring, including of women’s human rights; and ensuring that all UN presence in the transition includes a strong gender component.²⁴⁸

In the period under review, the Security Council received, as per its request in resolution 1969 (2011), two reports from the Secretary-General, which were focused on UNMIT (**S/2011/641** and **S/2012/43**). The Council adopted **resolution 2037 (2012)** to extend UNMIT’s mandate until 31 December 2012.

Security Council Action on Timor-Leste				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	14-Oct-11	S/2011/641	Yes	Yes
	18-Jan-12	S/2012/43	Yes	*
Meetings	22-Nov-11	S/PV.6664	Yes	Yes
	09-Feb-12	S/PV.6714	<i>Closed</i>	<i>Closed</i>
	22-Feb-12	S/PV.6720	Yes	Partially
	23-Feb-12	S/PV.6721	<i>No Debate</i>	<i>No Debate</i>
Resolutions	23-Feb-12	S/RES/2037 (2012)	Yes	Partially

The NGOWG provided recommendations on the situation in Timor-Leste in October 2011 and February 2012.

October / November 2011

With the Council expected to receive the Secretary-General’s report on UNMIT, the NGOWG noted that the last report on Timor-Leste (S/2010/522) failed to detail actions being taken in compliance with Security Council resolutions on women, peace and security. The NGOWG **MAP recommendations** urged the Council to request information on the post-conflict situation for women in Timor-Leste, and the relevant work of UNMIT, including gender training for the PNTL (police), and progress on gender mainstreaming.

Analysis

The Secretary-General’s report on UNMIT, dated 14 October 2011 (**S/2011/641**), covers issues related to political and security developments in

Council Action	Date	Code	WPS Reference?
Report	14-Oct-11	S/2011/641	Yes
Meeting	22-Nov-11	S/PV.6664	Yes

²⁴⁷ PeaceWomen, Timor Leste, 2012. http://www.peacewomen.org/security_council_monitor/resolution-watch/country/timor-leste

²⁴⁸ For more information, please visit: <http://womenpeacesecurity.org/rapid-response/timor-leste/>

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

preparation for the presidential and parliamentary elections in 2012, including enhancing democratic governance and security institutions, promoting and protecting human rights, alongside supporting humanitarian and socio-economic developments. The report also includes a progress update on the Joint Transition Plan following UNMIT mandate completion between the United Nations focal points and the Government of Timor-Leste. Reflecting the October MAP recommendations and better practices implementing women, peace and security obligations, the Secretary-General's report provided information on the situation for women in Timor-Leste in terms of political engagement, involvement in national institutions, domestic violence legislation, and women as police.

During the Security Council meeting on 22 November 2011 (**S/PV.6664**), held to discuss the situation in Timor-Leste following the Secretary-General's report on UNMIT (S/2011/641), statements reflected the October 2011 MAP recommendations. Both the SRSG of UNMIT and the Minister for Foreign Affairs in Timor-Leste strongly emphasized the importance of women's political participation in their speeches and demonstrated the progress made in Timor-Leste during this period. The SRSG for UNMIT discussed the current representation of women in Parliament (21 out of 65) and the recent amended parliamentary election law providing for an increase in the quota of women on party lists of candidates. She also stated that a national steering committee has been established to enhance women's participation in the elections as candidates and voters, including a national workshop to discuss strategies for bolstering participation. The head of UNMIT and the Minister for Foreign Affairs of Timor-Leste both stressed the gender training for police and the importance of women's engagement in political processes in Timor-Leste. These points were reflected in many of the responses of the member state representatives.²⁴⁹

January / February 2012

In advance of the Council's expected renewal of the UNMIT mandate, and in light of ongoing concerns regarding impunity for gender-based crimes, the NGOWG **MAP recommendations** urged the Council to demand results from the Timor-Leste government to advance investigations and prosecutions of crimes of international law committed in 1999, including implementation of the recommendations of the Commission for Reception, Truth and Reconciliation and the Commission of Truth and Friendship; to add a reference to Security Council resolution 1960 (2010) to the UNMIT mandate; and require that UN entities in the country maintain a strong human rights monitoring presence throughout 2012 and beyond any end to UNMIT's mandate. The Council was also urged to encourage Timor-Leste and UN entities to continue efforts to support the full and equal participation of women in the upcoming elections, both as voters and candidates.

Analysis

The Secretary-General's report dated 18 January 2012 (**S/2012/43**) includes a recommendation to extend the mandate of UNMIT until 31 December 2012 in view of the continued need for institutional strengthening and capacity-building of the National Police, political processes, election-related assistance, as well as implementation of the Joint Transition Plan. The report includes many references to women as part of the peace and political process. Women, peace and security concerns were included among the main issues covered, along with the transitional process, election preparations, and further institutional strengthening. The Secretary-General discussed voter and civic education efforts that targeted women, and noted that UNMIT

Council Action	Date	Code	WPS Reference?
Report	18-Jan-12	S/2012/43	Yes
Meeting	09-Feb-12	S/PV.6714	<i>Closed</i>
Meeting	22-Feb-12	S/PV.6720	Yes
Meeting	23-Feb-12	S/PV.6721	<i>No Debate</i>
Resolution	23-Feb-12	S/RES/2037 (2012)	Yes

²⁴⁹ Statements containing gender-specific references were made by Bosnia and Herzegovina, Lebanon, Germany, South Africa, Timor Leste, Papua New Guinea and the Philippines.

continued to give high priority to the zero-tolerance policy on sexual exploitation and abuse, including by providing conduct and discipline training and sexual exploitation and abuse awareness programs. Moreover, the Secretary-General reports that the government has continued development of a national action plan to combat gender-based violence. The report provides gender-disaggregated data on the security sector, and underlines efforts to address maternal health issues.

The Security Council meeting held on 22 February 2012 (**S/PV.6720**) discussed the Secretary-General's report on UNMIT (S/2012/43), covering issues such as the upcoming 2012 elections, the transition to a new government and post-UNMIT presence in Timor-Leste. The Council was briefed by the Secretary-General's Special Representative and Head of UNMIT, and by Timor-Leste's President, with statements made by numerous Member States, including Security Council members.²⁵⁰ Addressing some areas of the women, peace and security agenda, numerous references were made to the inclusion of women in the political process. Providing gender-disaggregated data in this regard, the Special Representative of the Secretary-General and Head of the UN Integrated Mission in Timor-Leste noted that two of the thirteen candidates in the upcoming presidential elections, are women. Member State representatives, including from Australia and Timor-Leste, noted both the women elected to Parliament and the increasing the number of female candidates for Parliament.

Security Council **resolution 2037 (2012)** unanimously adopted on 23 February 2012 (**S/PV.6721**) extended the UNMIT mandate to 31 December 2012. The resolution primarily focuses on preparing and implementing presidential and parliamentary elections, the transfer of responsibilities to a new Government including by effective implementation of the Joint Transitional Plan, continued security sector and judicial reform, and the National Strategic Development Plan. The resolution engages with both women's participation and with issues of gender-based violence, noting the importance of women's roles in the electoral processes, the centrality of resolution 1325 (2000), and the necessity of ending gender-based violence in the preambular paragraphs. In its operative paragraphs, of particular importance is the resolution's request for UNMIT to mainstream gender as a cross-cutting issue throughout its mandate, stressing the importance of strengthening the responsiveness of the security sector to specific needs of women (OP 17). The resolution encourages the Government to strengthen peacebuilding perspectives in areas such as employment and empowerment focusing on women in addition to rural areas and youth (OP 16). The resolutions also requests that measures are taken to ensure full compliance by UNMIT with the United Nations zero tolerance policy on sexual exploitation and abuse (OP 18).

West Africa

Background

The situation in West Africa has been discussed by the Security Council since 2001, following an effort by the United Nations to increase sub-regional cooperation and support for capacity building and peace consolidation in conflict-affected areas. As part of this effort, the United Nations Office for West Africa (UNOWA) was established by the Security Council on 29 November 2001 through an exchange of letters between the Secretary-General and the President of the Security Council.²⁵¹ UNOWA's mandate was focused on a number of priorities: encouraging recovery efforts in countries affected by crisis, consolidating good governance and the rule of law, promoting human rights and gender mainstreaming, and raising awareness of the imperative need for economic growth and the fair distribution of wealth.²⁵² The mandate of UNOWA has been renewed for three-year periods

²⁵⁰ Statements containing gender-specific references were made by the Minister for State and Minister for Foreign Affairs and Cooperation of Togo, European Union's delegation as well as representatives from the United States, Australia, Brazil, South Africa, India, the United Kingdom, Portugal, Russian Federation, France, Morocco, Azerbaijan, Guatemala, Colombia, China, Germany, Pakistan, Angola (on behalf of Portuguese-speaking countries), Malaysia and New Zealand.

²⁵¹ UN, Repertoire of the Practice of the Security Council, 2012. http://www.un.org/en/sc/repertoire/2000-2003/CHAPTER%208/Africa/00-03_8_Letter%20dated%2030%20April%202001%20from%20the%20SG.pdf

²⁵² UN, Repertoire of the Practice of the Security Council, 2012. <http://www.un.org/en/sc/repertoire/2000-2003/CHAPTER%208/Africa/00->

at a time, most recently in 2010 pursuant to a letter from the Secretary-General to the President of the Security Council (S/2010/66) until 31 December 2013. The current UN Missions based in West Africa that UNOWA works in cooperation with include Cote d'Ivoire (UNOCI), Guinea-Bissau (UNIOGBIS), Sierra Leone (UNIPSIL), and Liberia (UNMIL).²⁵³ UNOWA also has been responsible for leading the UN response to the recent instability in Guinea and Mali.²⁵⁴ There is not information readily available indicating there has ever been a female Special Representative or Deputy Special Representative, nor is gender disaggregated data available for UNOWA staff.

For the period under review in this report, the primary challenges for West Africa include recent seizures of power, armed insurrection, piracy, terrorist threats, and increased illicit drug traffic as well as the ongoing conflict in Mali that poses considerable threats to the overall stability of the region.²⁵⁵ As reflected in the NGOWG MAP, key women, peace and security concerns include the recent surge in the region of sexual and gender based violence, the need to ensure the rights and protection concerns of women, particularly those of women in custody and the need to ensure women's full engagement in all efforts at peace resolution in the region, and in Mali particularly.

In the period under review, the Security Council received, as per its request in its letter dated 20 December 2010 (S/2010/661), bi-annual reports (S/2011/811 and S/2012/510) from the Secretary-General. These reports are relatively unique in that they focus on the wider regional activities in West Africa including the work of the United Nations Office in West Africa (UNOWA) and the Economic Community of West African States (ECOWAS). These reports also inform Council's negotiations on the mandate for UNOWA, which was extended pursuant to **resolution 2039** (2012).

Security Council Action on West Africa				
Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	30-Dec-11	S/2011/811	Yes	Partially
	29-Jun-12	S/2012/510	Yes	Partially
Meetings	16-Jan-12	S/PV.6703	Yes	No
	27-Feb-12	S/PV.6723	No	No
	29-Feb-12	S/PV.6727	<i>No Debate</i>	<i>No Debate</i>
	11-Jul-12	S/PV.6804	No	No
Resolutions	29-Feb-12	S/RES/2039 (2012)	No	*

The NGOWG provided recommendations on the situation in West Africa in December 2011, and in May and June 2012.

December 2011 / January 2012

In advance of the December report on the UN Office in West Africa (UNOWA), the NGOWG **MAP recommendations** urged the Council to discuss the recent surge in sexual and gender-based violence, and the trafficking of small arms and light weapons and its impact on the safety of civilians, especially women.

²⁵³ UN, UNOWA: Mandate, 2012. <http://unowa.unmissions.org/Default.aspx?tabid=806>

²⁵⁴ For additional information on Mali, please see the section on Mali in this report

²⁵⁵ UN, S/PV.6804, 2012. http://www.un.org/ga/search/view_doc.asp?symbol=S/PV.6804

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

Analysis

In the Secretary-General's report dated 30 December 2011 (S/2011/811) focusing on the West African region overall, the Secretary-General provides an overview of national, cross-cutting and cross border

Council Action	Date	Code	WPS Reference?
Report	30-Dec-11	S/2011/811	Yes
Meeting	16-Jan-12	S/PV.6703	Yes

developments in West Africa and outlines the activities undertaken by UNOWA in preventive diplomacy and awareness-raising with regard to emerging threats and challenges to regional peace and stability. Reflecting the NGOWG MAP recommendations, the report notes that violence against women continued in a number of countries in the subregion. The report details encouraging progress toward the launching of a process of dialogue between the principal political stakeholders in Guinea after the Government agreed to temporarily suspend the activities of the Independent National Electoral Commission due to a request by the opposition. In his reporting on the overall activities of the UNOWA, the Secretary-General notes that the office continued to contribute to the promotion and protection of human rights and gender mainstreaming by undertaking several organized regional training sessions on mediation initiatives with UN-Women. There is no reference to the role of UNOWA in supporting the implementation of the ECOWAS regional action plan on Security council resolution 1325 (2000).²⁵⁶

The Security Council meeting held on 16 January 2012 on peace consolidation in West Africa (S/PV.6703) focused on the recent report on UNOWA (S/2011/811), covering the period from 1 July 2011 to 31 December 2011. The head of UNOWA gave a brief overview of recent activities and improvements in the region, including progress in Guinea, detailing the importance of working with national-level actors in achieving a sustainable solution. While his statement acknowledged the importance of women's civil society, and women's role in dialogue as stakeholders for regional stability, this is the only mention of women, peace and security in his statement. Missed opportunities regarding women, peace and security include in discussion of upcoming elections, such as how UNOWA would support women's political participation as both candidates and voters.

February 2012

Analysis

The Security Council meeting on peace consolidation in West Africa was held on 27 February 2012 (S/PV.6723) to discuss piracy in the Gulf of Guinea. The meeting included briefings by the USG for Political Affairs, the Special Representative of the Chairman of the

Council Action	Date	Code	WPS Reference?
Meeting	27-Feb-12	S/PV.6723	No
Meeting	29-Feb-12	S/PV.6727	No Debate
Resolution	29-Feb-12	S/RES/2039 (2012)	No

Economic Community of West African States Commission, and the Deputy Executive Secretary of the Gulf of Guinea Commission, as well as statements by 18 Member States. Statements did not include attention to women, peace and security concerns. Missed opportunities regarding women, peace and security include regarding unique concerns of women held captive, sexual and gender-based violence, and the impact of piracy on women, including its undermining economic empowerment, and contributing to insecurity broadly.

Security Council **resolution 2039 (2012)** on piracy and armed robbery in the Gulf of Guinea was adopted on 27 February 2012 (S/PV.6727). The resolution expresses concern over the general insecurity posed by piracy and armed robbery at sea, as well as threat of these criminal activities for seafarers. It does not, however, include attention to the specific concerns faced by women in this issue, including of sexual and gender-based violence.

²⁵⁶ UN, UNOWA: Mandate, 2012. <http://unowa.unmissions.org/Default.aspx?ctl=Details&tabid=765&mid=1796&ItemID=1870>

May 2012

NGOWG **MAP recommendations** on the Council's expected visit to the West African countries of Cote d'Ivoire, Sierra Leone, and Liberia stressed the importance that, on this mission, Council members should meet with women's rights advocates and civil society to discuss the concerns and solutions these groups have regarding the future of their countries; ensure they bring these messages to the attention of government and UN leaders in other meetings on the mission; and ensure the final mission report details the women, peace and security elements of the current situation in these countries, including in recommendations for future Council action.

Analysis

The Security Council held a meeting on 31 May 2012 (S/PV.6777) to discuss the Security Council Mission to West Africa that took place from 18 to 24

Council Action	Date	Code	WPS Reference?
Meeting	5/31/2012	S/PV.6777	Yes

May 2012. The Council received briefings by United States representative on the Liberian portion of the trip, the representative of France on the Côte d'Ivoire portion, and the representative of South Africa on the portion of the trip to Sierra Leone. Statements addressed the progress made in these missions and acknowledged existing challenges. In discussion of meetings with women's groups during the mission, and of hearing their concerns, the statements stressed the role that women can play as an early-warning system for potential conflict. Women's participation was not mentioned in the review of the Security Council mission to Cote d'Ivoire, although discussion of UNMIL included progress made in women's leadership in police units, as well as the current challenge of addressing human rights abuses, especially sexual and gender-based violence and female genital mutilation.

June / July 2012

NGOWG **MAP recommendations** urged the Council, in its consideration of the expected report on UNOWA, to support the full engagement of women in ongoing efforts for peaceful resolution in both the situation in Mali, as well as the region broadly. The NGOWG stressed that the Council should ensure it inquires into and takes action on the specific rights and protection concerns of women. Further, the MAP recommended that the Council urge all parties to the conflict in the region to immediately issue orders prohibiting mistreatment of persons in custody and prohibiting rape, pillage, and other violations of international humanitarian law, and should support monitoring and investigation of all human rights abuses.

Analysis

The Secretary-General's 29 June 2012 report (S/2012/510) on developments that occurred during the period between 2 January, when the Secretary-General made his last report, and 30 June 2012

Council Action	Date	Code	WPS Reference?
Report	29-Jun-12	S/2012/510	Yes
Meeting	11-Jul-12	S/PV.6804	No

provides an overview of national, cross-cutting and cross-border developments in West Africa, outlining the activities undertaken by UNOWA in the areas of preventive diplomacy, early warning and capacity-building to address threats and challenges to regional peace and stability in the West African region. Although it refers to women in sections specific to gender issues, speaking to the danger to women in conflict and the minimal effort being made to adhere to resolution 1325 (2000), the report does not mainstream a gender perspective. Inclusion of a gender perspective in regard to the political climate and peacebuilding process would have been most relevant. Despite references to the need for transparency and consistent dialogue within the region, the Secretary-General does not mention the need to include women in efforts toward peace resolution. Additionally, there is no reference to the role of UNOWA in supporting the implementation of the ECOWAS regional action plan on

The Security Council held a meeting on 11 July 2012 (**S/PV.6804**) to discuss the recent report of the Secretary-General on UNOWA (S/2012/510). The meeting consisted of briefings from the SRSG of UNOWA, and the Executive Director of the UN Office on Drugs and Crime, both of whom discussed issues ranging from the overall threat posed by transnational organized crime and terrorism, as well as developments in term of the relationship with ECOWAS, and the activities of UNOWA. There was no reference to women, peace and security issues, despite opportunities for discussion of the role of women in conflict resolution and peace processes, the impact of organized crime on women, the situation in Mali, and the role of women in related processes.

Western Sahara

Background

The situation in Western Sahara has been on the United Nations Security Council's agenda since 1976, following the withdrawal of Spain in 1976 and the ensuing conflict over the territory between Morocco and the Frente Popular para la Liberación de Saguia el-Hamra y de Río de Oro (Frente POLISARIO), supported by Algeria.²⁵⁸ In the intervening years, the situation has become entrenched. The current peacekeeping mission, the United Nations Mission for the Referendum in Western Sahara (MINURSO), was established on 29 April 1991 pursuant to Security Council resolution 690 (1991) in accordance with the settlement agreed to on 30 August 1988 by Morocco and the Frente POLISARIO. MINURSO has been mandated to monitor the ceasefire, verify the reduction of Moroccan troops, implement a repatriation program for refugees, identify and register qualified voters, and organize and ensure a free and fair referendum on Western Sahara's independence from Morocco.²⁵⁹ Security Council resolution 2044 (2012) adopted on 24 April 2012 extended the mandate until 30 April 2013.²⁶⁰ As of July 2012 the size and composition of the mission was estimated at 219 personnel, including 6 female military experts and 3 female troops.²⁶¹ There is no information readily available indicating that there has ever been a female Deputy Special Representative or Special Representative for MINURSO. The Focal Point for Best Practices, Gender & Women and HIV/AIDS in Amel El Bech.²⁶²

For the period under review in this report, the primary challenges in Western Sahara include the deadlock in the informal negotiations between Morocco and the Frente POLISARIO, the flow of small arms and light weapons which contributes to instability and violence, and the ongoing insecurity of displaced persons, particularly the Sahrawi refugee camps in refugee camps. Regarding women, peace and security, as noted in the **NGOWG MAP**, human rights violations remain a key concern, particularly violations targeting women in refugee camps, as does the absence of a human rights monitoring component of the MINURSO mandate. Additionally, women face barriers to political participation, which prevent them from being active in the peace process and broader peacebuilding measures.²⁶³

In the period under review, the Security Council received, as per its request in resolutions 1979 (2011) and 2044 (2012), one report from the Secretary-General (S/2012/197). This report informed the discussion around

²⁵⁷ UN, UNOWA: Mandate, 2012. <http://unowa.unmissions.org/Default.aspx?ctl=Details&tabid=765&mid=1796&ItemID=1870>

²⁵⁸ UN DPKO, MINURSO: Background, 2012. <http://www.un.org/en/peacekeeping/missions/minurso/background.shtml>

²⁵⁹ UN DPKO, MINURSO: Mandate, 2012. <http://www.un.org/en/peacekeeping/missions/minurso/mandate.shtml>

²⁶⁰ UN, S/RES/2044 (2012), 2012. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/2044>

²⁶¹ UN DPKO, Gender Statistics, 2012. <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

²⁶² PeaceWomen, Western Sahara, 2012. http://peacewomen.org/security_council_monitor/resolution-watch/country/western-sahara

²⁶³ For more information, please visit: http://womenpeacesecurity.org/rapid-response/western_sahara/

* Note that an asterisk in this column indicates that there was no applicable NGOWG MAP recommendation for this report, meeting, resolution or presidential statement.

the Council's negotiations on the mandate for MINURSO which, in April of 2012, it reviewed and subsequently renewed with the adoption of **resolution 2044 (2012)**.

Security Council Action on Western Sahara				
Council Action	Date	Code	WPS Reference?	MAP Reflected?*
Reports	05-Apr-12	S/2012/197	No	Partially
Meetings	12-Apr-12	S/PV.6750	<i>Closed</i>	<i>Closed</i>
	24-Apr-12	S/PV.6758	<i>No Debate</i>	<i>No Debate</i>
Resolutions	24-Apr-12	S/RES/2044 (2012)	No	No

The NGOWG provided recommendations on the situation in Western Sahara in April 2012.

April 2012

In light of the expected renewal of the MINURSO mandate, the NGOWG **MAP recommendations** urged the Council to ensure that the new resolution include a human rights monitoring mandate, which —unlike most other missions established under the authority of the Council— it does not have. The NGOWG recommended that this human rights monitoring mandate include both Western Sahara and the Tindouf camps, and provide independent reporting on the current human rights situation, including monitoring violations against women. MAP recommendations further stressed that any political negotiations should include the full and equal participation of women.

Analysis

The Secretary-General's report dated 5 April 2012 (**S/2012/197**) covers developments since the issuance of the previous report dated 1 April 2011 (**S/2011/249**). It described the situation on the ground and the status and progress of the negotiations and the existing challenges to the Mission's

Council Action	Date	Code	WPS Reference?
Report	05-Apr-12	S/2012/197	No
Meeting	12-Apr-12	S/PV.6750	<i>Closed</i>
Meeting	24-Apr-12	S/PV.6758	<i>No Debate</i>
Resolution	24-Apr-12	S/RES/2044 (2012)	No

operations, as requested by the Council in its resolution 1979 (2011). In it, the Secretary-General recommends that the Security Council extend the mandate of MINURSO for 12 months, until 30 April 2013. Reflecting the NGOWG MAP recommendations in regard to the importance of a human rights component, the Secretary-General notes that Frente Polisario continued to appeal for the protection of human rights in Western Sahara and for an independent monitoring mechanism in the region. The report is missing, however, substantial references to women, peace and security issues in this regard and in the remainder of reporting. Missed opportunities for discussion of women, peace and security issues include in the sections on the peace process, and on assistance and protection for Western Saharan refugees.

The Security Council meeting held on 12 April 2012 (**S/PV.6750**) with countries contributing troops and police to MINURSO was closed. Consequently there is no information readily available on whether references to women, peace, and security objectives and the NGOWG MAP recommendations were addressed.

Security Council **resolution 2044 (2012)**, adopted on 24 April 2012 (**S/PV.6758**), extended the mandate of MINURSO until 30 April 2013, focusing on overcoming barriers to implementation of previous resolutions on Western Sahara, and pushing forward the political solution to the protracted stalemate between the parties to conflict in the region. Additionally, while the resolution highlights concern for human rights and refugees, the resolution is notable for lacking almost any substantive reference to women, peace and security. The only related

reference is in relation to ensuring compliance in MINURSO with the United Nations zero- tolerance policy on sexual exploitation and abuse (OP 12). Although there are preambular paragraphs which stress the importance of improving the human rights situation in Western Sahara and for refugees in the Tindouf camps, mentioning the need to include independent and credible measures to ensure full respect for human rights, the resolution does not include a specific human rights mechanism. Another missed opportunity for discussion of women, peace and security concerns include the call for confidence building measures, which should include women, particularly women's civil society.

Following the adoption of the resolution, two Member States made statements, one of which reflected the NGOWG MAP recommendations by expressing concern regarding the lack of a human rights monitoring mechanism.

Appendices

Membership of the UN Security Council (2011)

Country	Term	Permanent Representative
Bosnia Herzegovina	2010-2011	Ivan Barbalic
Brazil	2010-2011	Maria Luiza Ribeiro Viotti
China	<i>Permanent</i>	Li Baodong
Colombia	2011-2012	Néstor Osorio
France	<i>Permanent</i>	Gérard Araud
Gabon	2010-2011	Nelson Messone
Germany	2011-2012	Peter Wittig
India	2011-2012	Hardeep Singh Puri
Lebanon	2010-2011	Nawaf Salam
Nigeria	2010-2011	U. Joy Ogwu
Portugal	2011-2012	José Filipe Moraes Cabral
Russian Federation	<i>Permanent</i>	Vitaly I. Churkin
South Africa	2011-2012	Baso Sangqu
United Kingdom	<i>Permanent</i>	Mark Lyall Grant
United States	<i>Permanent</i>	Susan E. Rice

Membership of the UN Security Council (2012)

Country	Term	Permanent Representative
Azerbaijan	2012-2013	Agshin Mehdiyev
China	<i>Permanent</i>	Li Baodong
Colombia	2011-2012	Néstor Osorio
France	<i>Permanent</i>	Gérard Araud
Germany	2011-2012	Peter Wittig
Guatemala	2012-2013	Gert Rosenthal
India	2011-2012	Hardeep Singh Puri
Morocco	2012-2013	Ahmed Snoussi
Pakistan	2012-2013	<u>Abdullah Hussain Haroon</u>
Portugal	2011-2012	José Filipe Moraes Cabral
Russian Federation	<i>Permanent</i>	Vitaly Churkin
South Africa	2011-2012	Baso Sangqu
Togo	2012-2013	Kodjo Menan
United Kingdom	<i>Permanent</i>	Sir Mark Lyall Grant

Presidents of the Security Council

Month	Country
August 2011	India
September 2011	Lebanon
October 2011	Nigeria
November 2011	Portugal
December 2011	Russian Federation
January 2012	South Africa
February 2012	Togo
March 2012	United Kingdom
April 2012	United States
May 2012	Azerbaijan
June 2012	China
July 2012	Colombia

Relevant Leadership of the United Nations

Role	Name
Secretary-General	Ban-Ki Moon
USG Department of Peacekeeping Operations	Hervé Ladsous
USG Department of Political Affairs	Jeffrey Feltman
UN High Commissioner for Human Rights	Navanethem Pillay
UN High Commissioner for Refugees	António Guterres
SRSG and Head of BNUB	Parfait Ononga-Anyanga
SRSG and Head of UNOCA	Abou Moussa
SRSG and Head of BINUCA	Margaret Vogt
SRSG and Head of UNOCI	Albert Gerard Koenders
SRSG for MONUSCO	Roger Meece
SRSG and Head of UNIOGBIS	Joseph Mutaboba
SRSG and Head of UNMIL	Karin Landgren
SRSG and Head of UNSMIL	Ian Martin
ERSG for UNIPSIL	Jens Anders Toyberg-Frandzen
SRSG and Head of UNPOS	Augustine Mahiga
SRSG and Head of UNMISS	Hilde Johnson
SRSG and Head of MINUSTAH	Kevin Kennedy
SRSG and Head of UNAMA	Ján Kubiš
Acting SRSG for UNMIT	Finn Reske-Nielsen
SRSG and Head of UNFICYP	Lisa Buitenheim
SRSG and Head of UNMIL	Farid Zarif
Special Coordinator for the Middle East Peace Process and Personal Representative of the SG to the PLO	Robert H. Serry
SRSG and Head of UNAMI	Martin Kobler
Special Coordinator of the SG for Lebanon	Derek Plumbly
Joint SR of the UN and League of Arab States for Syria	Lakhdar Brahimi
Head of Mission and Force Commander of UNDOF	Major-General Iqbal Singh Singha
Special Advisor to the SG on Yemen	Jamal Benomar
SRSG for Children and Armed Conflict	Leila Zerrougui
SRSG on Sexual Violence in Conflict	Zainab Hawa Bangura

Glossary of Terms

Indicators and Benchmarks

Broadly, benchmarks can be defined as a series of goals and targets that are set along social, economic, and political areas to measure and achieve progress towards peace consolidation. Benchmarks are increasingly being used in the work of the UN Peacebuilding Support Office. In terms of women, peace and security, as part of the toolkit for ensuring implementation of Security Council resolution 1325 (2000), **benchmarks** provide a framework containing concrete commitments for the advancement and assessment of progress made toward the Women Peace and Security agenda. **Indicators** refer to the number and quality of policies, systems and procedures functioning and in place to reach the strategic priorities set out in benchmarks.²⁶⁴

Communiqués

At the close of each private meeting the Security Council issues a **communiqué** summarizing meeting attendees and noting that the meeting took place. This is done pursuant to Rule 55 of the Council's provisional rules of procedure.²⁶⁵

Disarmament, Demobilization, Reintegration (DDR)

A process whereby former combatants are disbanded, trained and sensitized before they reenter into civilian society, used in peacebuilding efforts. The objective of the DDR process is to contribute to security and stability in post-conflict environments so that recovery and development can begin. DDR helps create an enabling environment for political and peace processes by dealing with security problem that arises when ex-combatants are trying to adjust to normal life, during the vital transition period from conflict to peace and development.²⁶⁶

- *Disarmament.* Disarmament is the collection, documentation, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population.
- *Demobilization.* Demobilization is the formal and controlled discharge of active combatants from armed forces or other armed groups.
- *Reintegration.* Reintegration is the process by which ex-combatants acquire civilian status and gain sustainable employment and income. Reintegration is essentially a social and economic process with an open time frame, primarily taking place in communities at the local level

Disarmament, Demobilization, Repatriation, Resettlement and Reintegration (DDRRR)

An expanded version of DDR (see above), **Disarmament, Demobilization, Repatriation, Resettlement and Reintegration** include the repatriation and resettlement of foreign-armed groups and militias and their dependents to their respective countries of origin. This is often the term used in the context of the Democratic Republic of the Congo and MONUSCO, which is explicitly mandated with undertaking DDRRR programs.

Gender

Gender is the term used to denote the *social characteristics* assigned to men and women. These social characteristics are constructed on the basis of different factors, such as age, religion, national, ethnic and social origin. They differ both within and between cultures and define identities, status, roles, responsibilities and power relations among the members of any society or culture. Gender is learned through socialization. It is not static or innate, but evolves to respond to changes in the social, political and cultural environment.

²⁶⁴ PeaceWomen, National Action Plans: Indicators, 2012. <http://www.peacewomen.org/naps/theme/indicators>

²⁶⁵ UN SC, Security Council Handbook Glossary, 2012. <http://www.un.org/en/sc/about/methods/glossary.shtml>

²⁶⁶ UN DPKO, DDR. <http://www.un.org/en/peacekeeping/issues/ddr.shtml>

Gender Advisors

Staff members in Peacekeeping Operations working to provide technical guidance to the heads of operations, and other leadership staff to ensure increased efforts to mainstream gender perspectives into all functional areas of peacekeeping and to increase the participation of women leaders and organizations in the implementation of the mandate of the operation.²⁶⁷

Gender Focal Points

According to the former Office of the Special Advisor on Gender Issues and the Advancement of Women, “The gender focal point position has the role to support the Under Secretary-General and senior managers to carry out their responsibility to implement gender mainstreaming in the substantive work programme....persons appointed as gender focal points normally have other areas of responsibility. The work of a gender focal point is to support gender mainstreaming by advocating, advising and supporting professional staff and monitoring and reporting on progress - if necessary through the use of / support from consultants or external specialists. Dissemination of information and competence development, through training and seminars, is also part of the work of the gender focal points.”

Gender Analysis ²⁶⁸

Gender analysis refers to the variety of methods used to understand the relationships, roles and responsibilities in regard to women, men, boys and girls, with a view to identifying gaps, raising concern and addressing them, investigating and identifying specific needs for policy and programme development and implementation. Included in the analysis is exploration of access to resources, and the constraints they face relative to each other. Gender analysis provides information that recognizes that gender, and its relationship with race, ethnicity, culture, class, age, disability, and/or other status, is important in understanding the different patterns of involvement, behavior and activities that women and men have in economic, social and legal structures.

Gender-Disaggregated Data

Gender-disaggregated data distinguishes and notes the differences of male and female gender in data sets.

Gender Equality

Equality between women and men (**gender equality**) refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a ‘women's issue’ but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.²⁶⁹

Gender Focal Points

Staff members assigned to support the incorporation of gender perspectives in the substantive work of their departments or offices.²⁷⁰

Gender Mainstreaming

In 1997, the Economic and Social Council (ECOSOC) defined **gender mainstreaming** as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programs,

²⁶⁷ UN SC, S/2004/814, 2004. p 7. <http://www.un.org/Docs/journal/asp/ws.asp?m=S/2004/814>

²⁶⁸ CIDA, 2012. <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/JUD-31194519-KBD#a1>

²⁶⁹ UN Women, Concepts and Definitions. <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

²⁷⁰ OSAGI, Job Description for a Gender Focal Point. <http://www.un.org/womenwatch/osagi/gmfpdrafttors.htm>

in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”

Internally Displaced Persons

Although they have been uprooted from their homes as a result of conflict, human rights violations and natural disasters, **Internally Displaced Persons** are citizens in their home countries thus retaining all of their rights under both human rights and international humanitarian law.²⁷¹

Mandate

The length of time and the governing principles under which various UN entities, including peacekeeping forces, assistance missions or offices, representatives of the Secretary-General, or groups of experts have been authorized to perform tasks assigned by the Security Council.²⁷²

Monitoring and Reporting Arrangements (MARA)

A mechanism aimed at ensuring a coherent and coordinated approach at the field-level by enhancing data collection and analysis of incidents, trends, and patterns of rape and other forms of sexual violence, Security Council resolution 1960 (2010) on sexual violence in situations of armed conflict requests, in operative paragraph 8, that the Secretary-General establish **Monitoring, Analysis and Reporting Arrangements (MARA)** on conflict-related sexual violence, including rape in situations of armed conflict and post-conflict and other situations relevant to the implementation of resolution 1888 (2009).

Meetings

The official records of public meetings of the Security Council, these documents are published in the official languages as soon as possible.

National Action Plans

As part of efforts to encourage and initiate implementation of Security Council resolution 1325 (2000) on Women Peace and Security, the Security Council, in S/PRST/2004/40 and S/PRST/2005/52 called on member states to initiate national level strategies, including National Action Plans (NAPs) to identify priorities, responsibilities and time frames for implementation.

Optional Protocol to CEDAW

The **Optional Protocol to CEDAW** is a 21 article long international treaty. Adherence to the protocol indicates that the Committee on the Elimination of Discrimination Against Women can hear complaints from individuals and conduct inquiries into violations of women’s rights. The Protocol was adopted in 1999 and there are currently 79 signatories and 99 parties.

Peacebuilding

According to a 2007 definition from the Secretary-General’s Policy Committee, “Peacebuilding involves a range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundations for sustainable peace and development. Peacebuilding strategies must be coherent and tailored to specific needs of the country concerned, based on national ownership, and should comprise a carefully prioritized, sequenced, and therefore relatively narrow set of activities aimed at achieving the above objectives.”

²⁷¹ UNHCR. Internally Displaced People, 2012. <http://www.unhcr.org/pages/49c3646c146.html>

²⁷² UN SC, Security Council Handbook Glossary, 2012. <http://www.un.org/en/sc/about/methods/glossary.shtml>

Presidential Statements

These statements, also known as PRSTs, are agreed upon by consensus amongst the Security Council members and tend to carry less weight than a resolution but more weight than a press statement. Dependent upon the issue under discussion, the Council can use a PRST to draw attention to a particular urgent issue, to request action of the UN Secretariat or of the broader international community, and to recommend steps be taken by key actors in a conflict or potential conflict area.²⁷³

Protection of Civilians

In light of the fact that civilians have more and more become victims in armed conflict, United Nations peacekeeping operations of the Security Council have included a Protection of Civilians PoC component in its mandates.²⁷⁴

Reports

Reports by the Secretary-General serve to inform the Council's deliberations and ultimately the council's actions. These reports can be country reporting as requested in mission mandates, reports on thematic issues, or other matters on which the Council has requested a report.

Resolutions

In its work maintaining international peace and security, the 15 members of the Security Council adopt these formal texts.

Rome Statute

The **Rome Statute** is the treaty that established the International Criminal Court (ICC) in 1998. 139 countries have signed the treaty since 1998, and 121 of those countries have ratified it since then. Signing the treaty obligates states to refrain from acts that would defeat its purpose. Sudan, Israel and the United States are the only states to have withdrawn their signatures from the Rome Statute, meaning they no longer have this obligation.

Sex

The term **sex** refers to the *biological characteristics* of males and females. These characteristics are congenital and their differences are limited to physiological reproductive functions.

Sexual and Gender Based Violence

The term sexual and gender based violence as defined by the World Health Organization comprises “not only rape and attempted rape, but also sexual abuse, sexual exploitation, forced early marriage, domestic violence, marital rape, trafficking and female genital mutilation”.²⁷⁵

Special Representative of the Secretary-General

As per the Security Council website, “the Secretary-General can appoint representatives and, if their work relates to the work of the Security Council, the appointment is usually confirmed in an exchange of letters between the Secretary-General and the Council President writing on behalf of the members. The representatives have various titles, including Special Representative, Special Envoy and Special Advisor, and they may serve as the head of a peacekeeping mission or of an assistance or political office, or represent the Secretary-General in negotiations.”

Subsidiary bodies

Subsidiary organs of the General Assembly include, inter alia, boards, commissions, committees, councils and panels and working groups.

²⁷³ UN SC, Security Council Handbook Glossary, 2012. <http://www.un.org/en/sc/about/methods/glossary.shtml>

²⁷⁴ UN DPKO, Protection of Civilians, 2012. <http://www.un.org/en/peacekeeping/issues/civilian.shtml>

²⁷⁵ World Health Organization, Health Action in Crisis, 2012. <http://www.who.int/hac/techguidance/pht/SGBV/en/index.html>

Security Sector Reform

A process, usually initiated in the post-conflict setting, security sector reform (SSR) consists of endeavors to transform structures, institutions and personnel responsible for the provision, management and oversight of security to become transparent, professional and accountable.²⁷⁶

Team of Experts

Established as per resolution 1888, and supporting UN offices and Special Representatives in efforts to fully this resolution on sexual violence in conflict, the **Team of Experts** responds to situations of particular concern with respect to sexual violence in armed conflict addressing impunity, identifying gaps in national response, recommending coordinated efforts to reinforce the governments' ability to address these crimes.²⁷⁷

Truth and Reconciliation Commissions

Convened to uncover past human rights abuses and violations as part of efforts to facilitate conflict resolution and peacebuilding, government **truth and reconciliation commissions** investigate violations by state and armed groups that took place during periods of internal armed conflicts and civil unrest. As transitional justice mechanisms, these commissions often provide a list of main recommendations that include reconciliation with justice, institutional reforms and proposals for making reparations to victims and their families.

Troop/Police-contributing countries

Countries which contribute troop and/or police to UN peacekeeping or assistance missions or office.²⁷⁸

Women Protection Advisors

Established as per Resolution 1888, **Women Protection Advisors** are placed within UN Peacekeeping missions to ensure systematic training for peacekeepers as well as support for missions in reporting incidents of sexual violence and implementing the resolutions on the ground.²⁷⁹

²⁷⁶ UN DPKO, Security Sector Reform, 2012. <http://www.un.org/en/peacekeeping/issues/security.shtml>

²⁷⁷ PeaceWomen, Debate Watch, 2012. http://www.peacewomen.org/security_council_monitor/debate-watch/all-debates/30/sexual-violence-in-conflict-security-council-resolution-1888

UN Resolution 1888 (2009). [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888\(2009\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888(2009))

²⁷⁸ UN DPKO, TCCs/PCCs. <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>

²⁷⁹ PeaceWomen, Debate Watch, 2012. http://www.peacewomen.org/security_council_monitor/debate-watch/all-debates/30/sexual-violence-in-conflict-security-council-resolution-1888; UN SC, S/RES/1888 (2009), 2009. [http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888\(2009\)](http://www.un.org/Docs/journal/asp/ws.asp?m=S/RES/1888(2009))

Helpful Resources

African Union/UN Hybrid operation in Darfur. <http://www.un.org/en/peacekeeping/missions/unamid/>
African Union Mission in Somalia. <http://amisom-au.org/>
Amnesty International. <http://www.amnesty.org>
European Military Force in Bosnia Herzegovina ALTHEA. <http://www.euforbih.org/>
European Union Force (EUROFOR). <http://www.euforbih.org>
Human Rights Watch. <http://www.hrw.org>
NGO Working Group on Women, Peace and Security, www.womenpeacesecurity.org
International Alert. <http://www.international-alert.org/>
PeaceWomen Project. <http://www.peacewomen.org/>
UN Assistance Mission in Afghanistan. <http://unama.unmissions.org/>
UN Disengagement Observer Force. <http://www.un.org/en/peacekeeping/missions/undof/>
UN Mission in Sudan. <http://unmis.unmissions.org/>
UN Office in Burundi. <http://bnub.unmissions.org>
UN Integrated Mission in Timor-Leste. <http://www.un.org/en/peacekeeping/missions/unmit/>
UN Integrated Peacebuilding Office in Guinea-Bissau. <http://uniogbis.unmissions.org/>
UN Integrated Peacebuilding Office in the Central African Republic. <http://binuca.unmissions.org>
UN Interim Administration Mission in Kosovo. <http://www.un.org/en/peacekeeping/missions/unmik/>
UN Interim Force in Lebanon. <http://www.un.org/en/peacekeeping/missions/unifil/>
UN Interim Security Force for Abyei <http://www.un.org/en/peacekeeping/missions/unmiss/>
UN Mission for the Referendum in Western Sahara. <http://www.un.org/en/peacekeeping/missions/minurso/>
UN Mission in Liberia. <http://www.un.org/en/peacekeeping/missions/unmil/>
UN Mission in the CAR and Chad. <http://www.un.org/en/peacekeeping/missions/minurcat/>
UN Mission in the Republic of South Sudan. <http://www.un.org/en/peacekeeping/missions/unmiss/>
UN Office for West Africa. <http://unowa.unmissions.org/>
UN Organization Stabilization Mission in the DRC. <http://www.un.org/en/peacekeeping/missions/monusco/>
UN Operations in Cote d'Ivoire. <http://www.un.org/en/peacekeeping/missions/unoci/>
UN Peacekeeping Force in Cyprus. <http://www.un.org/en/peacekeeping/missions/unficypr/>
UN Peacekeeping Operations. <http://www.un.org/en/peacekeeping/operations/>
UN Political Office for Somalia. <http://unpos.unmissions.org/>
UN Regional Office for Central Africa. <http://unoca.unmissions.org>
UN Stabilization Mission in Haiti. <http://www.un.org/en/peacekeeping/missions/minustah/>
UN Supervision Mission in Syria. <http://www.un.org/en/peacekeeping/missions/unsmis/>

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