

Attached is an advance copy of the **Report of the Secretary-General on women and peace and security** for the information of the members of the Security Council.

This report will be issued as a document of the Security Council under the symbol S/2013/525.

4 September 2013

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

I. Introduction

1. The present report is submitted pursuant to the presidential statement of the Security Council dated 26 October 2010 (S/PRST/2010/22), in which the Council requested me to continue to submit an annual report on the implementation of resolution 1325 (2000), and the presidential statement dated 31 October 2012 (S/PRST/2012/23), in which the Security Council requested me to include information on, inter alia, achievements, gaps and challenges to the implementation of the resolution as well as the statement of its President. It provides an overview of progress since last year in implementing resolution 1325 (2000), and puts forward recommendations for consideration by the Security Council, Member States, and regional organizations. The report draws on information provided by entities of the United Nations system,¹ including field missions and country offices, contributions from Member States,² regional organizations³ and civil society partners.

¹ Department of Economic and Social Affairs (DESA), Department of Field Support (DFS), Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), Department of Public Information (DPI), Economic Commission for Africa (ECA), Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic and Social Commission for Western Asia (ESCWA), Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD), International Labour Organization (ILO), International Organization for Migration (IOM), Office for the Coordination of Humanitarian Affairs (OCHA), Office for Disarmament Affairs (ODA), Office of the Special Adviser on the Prevention of Genocide, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, Office of the United Nations High Commissioner for Human Rights (OHCHR), Office of the United Nations High Commissioner for Refugees (UNHCR), the Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Peacebuilding Support Office, United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations Environment Programme (UNEP), United Nations Human Settlements Programme (UN-Habitat), United Nations Office on Drugs and Crime (UNODC), United Nations Population Fund (UNFPA), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), World Food Programme (WFP), and the World Bank.

² Argentina, Australia, Austria, Bosnia and Herzegovina, Burkina Faso, Colombia, Finland, France, Guatemala, Iceland,

II. Overview of progress

2. There are measurable advances across all areas of the women, peace and security agenda in the form of increased provision of technical resources such as expertise and training. National and regional action plans, the United Nation's strategic results framework and other coordination and coherence-building tools, and their use of indicators and data,⁴ have made possible a more accurate assessment of the rate of progress and have made gaps more visible. In the areas of prevention and protection, I note the significant heightening of policy and operational focus on the monitoring, prevention and prosecution of violence against women in conflict.

3. The Security Council continued to remain seized of this issue, including by adopting a new resolution, S/RES/2106 (2013), to strengthen monitoring and prevention of sexual violence in conflict. The new resolution invokes core elements of resolution 1325 (2000), including women's political, social and economic empowerment and their participation in conflict prevention and resolution, priority setting and developing response mechanisms essential to long-term prevention.

A. Prevention

Indonesia, Italy, Japan, Jordan, Lebanon, Moldova, Norway, Mexico, Peru, Portugal, Republic of the Congo, Qatar, Spain, Sweden, Switzerland, Thailand, the former Yugoslav Republic of Macedonia, United Kingdom of Great Britain and Northern Ireland, and Uruguay.

³ Commonwealth Secretariat, Council of Europe, European Union (EU), Intergovernmental Authority on Development (IGAD), Organization of American States (OAS), Organization of Islamic Cooperation (OIC), Organization for Security and Cooperation in Europe (OSCE), and the North Atlantic Treaty Organization (NATO).

⁴ Updated data is provided in this report against the initial set of indicators presented in S/2010/498, annex.

4. The past year has seen increased attention to prevention in relation to conflict-related sexual violence. I call for greater attention to the full spectrum of security threats faced by women and girls. In this regard, I remain concerned about the quality of gender analysis and actionable recommendations reaching the Council.

Gender issues in the Security Council's work

5. The Security Council has recognized the need for more systematic attention to the implementation of women, peace and security commitments in its own work (see e.g. S/PRST/2012/23). While improvements have been made in the provision of gender-specific information to the Council (Box 1), including through briefings by my Special Representative on Sexual Violence in Conflict and the Executive Director of UN-Women, analysis shows that linkages between women's participation and security and the core work of United Nations peace operations are often not made.⁵ The lack of sex and age-disaggregated data on security threats remains a challenge in some mission settings which means that potential actions that could contribute to greater security for women may not be taken.

6. I renew my request to all senior officials and field-based entities responsible for reporting to the Council to systematically include information on the situation of women and girls in reports and briefings. I will explore options for consistent guidance on this, in

⁵ NGO Working Group on Women, Peace and Security. *Report of the NGOWG Monthly Action Points for 2011-2012*. (New York, 2012)

particular in country-specific reporting. I also call on the Security Council to request such information on a systematic basis as well as to recognize and encourage efforts that explore synergies between the work of the Council and other intergovernmental bodies.⁶

Box 1

Indicator: Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council. In 2012, a total of 84 thematic and country-specific reports were submitted to the Security Council. 23 (72 per cent) of the 32 reports by peacekeeping missions contained some level of women, peace and security analysis, while 21 (95 per cent) of the 22 reports by special political missions contained such analysis. The priority focus of this analysis in most peacekeeping missions’ reports was sexual and gender-based violence, with less emphasis on other human rights violations experienced by women and girls. The priority focus of reports from special political missions was women’s political participation, elections, broader human rights concerns, and

⁶ See, e.g.: A/HRC/23/25

transitional justice issues. Linkages between gender and conflict data and analysis in reports and actionable recommendations are not made consistently.

7. A review of the Council's work in 2012 reveals good examples but also inconsistencies (see Box 2). Good practices include ensuring gender expertise is deployed when missions are established; regular consultations with women are convened at the beginning of a crisis, adequate capacity is in place for investigation of and accountability for human rights violations and abuses.

Box 2

Indicator: Number and type of actions taken by the Security Council related to resolution 1325 (2000). Out of the 53 resolutions adopted in 2012, 35 (66 per cent) contained women, peace and security related references of which 18 (34 per cent) made explicit reference to resolution 1325 (2000), a percentage slightly lower than in previous years (38 per cent in 2011 and 37 per cent in 2010).

Out of 19 resolutions that concerned mission mandate renewals, nine (47 per cent) have women, peace and security references pertaining to nine country situations (Afghanistan, the Democratic Republic of the Congo, Haiti, Liberia, Libya, Sierra Leone, Sudan, South Sudan and Timor-Leste). These include references to: women's empowerment and participation in political dialogue processes and in elections; the promotion and protection of women's human rights, and the development of police and security institutions accessible and responsive to women. The mandate renewal for Libya called for support to the further development of civil society. The resolutions establishing and renewing the United Nations Supervision Mission in Syria^a did not contain any women, peace and security related references.

The Council requested that specific information be included on the situation of women in country-specific and thematic briefings and reports by the Secretary-General, including in resolutions on Afghanistan, the Democratic Republic of the Congo, Mali and Sudan and in its presidential statement on peacebuilding in the aftermath of conflict. Such requests

help ensure that data and updates on the situation of women and gender-specific concerns are generated.

A notable advancement is the Council's growing practice of including sexual and gender-based violence in the designation criteria for targeted sanctions regimes, including in those applied in 2012 against individuals or entities operating in the Democratic Republic of the Congo and Sudan.

^a UNSMIS mandate came to an end on 19 August 2012.

8. The Council recognized the contributions of civil society, including women's organizations, through its 2012 Open Debate which focused on their contribution to the prevention and resolution of armed conflict (see S/PRST/2012/23) and through informal interactions with Council members at headquarters and during Council field missions. For example, in 2012, in advance of mandate renewals, Security Council experts met with women civil society representatives from Côte d'Ivoire, the Democratic Republic of the Congo, Iraq, Libya and South Sudan. Through such interactions, the Council receives women's independent perspectives on security threats and recommendations for action (Box 3). The terms of reference for Security Council missions should continue to include consultations with women leaders and civil society members during missions.

Box 3

Indicator: Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports. In 2012, the Security Council undertook three field missions visiting Haiti, West Africa (Liberia, Côte d'Ivoire, Sierra Leone), and Timor-Leste. The terms of reference for each mission included plans to meet with women leaders in each visit, with the exception of the Côte d'Ivoire leg of the West Africa mission. The mission report for Haiti underscored the Council's considerations of women's security and education concerns in displaced camps in Port-au-Prince after the earthquake. The mission to Timor-Leste met with women's groups to discuss security concerns in the wake of the UNMIT withdrawal.

Prevention of sexual and gender-based violence

9. An update on patterns of sexual violence and responses by the United Nations system and other actors is provided in my report on sexual violence in conflict (see S/2013/149 and Box 4). The report highlights emerging concerns, such as sexual violence against men and boys, particularly in detention; the practice of forced marriage by armed groups; links between sexual violence and natural resource extraction, security sector reform and disarmament, demobilization and reintegration efforts; as well as concerns linked to displacement of civilian populations. Progress has been made, including in changes in patrolling practice by United Nations military and civilian peacekeepers, training, civil-military liaison and information gathering, monitoring and reporting, as well as justice and security responses. Technical expertise is increasingly available, through the joint UN-Women/ Justice Rapid Response roster of justice experts, the United Nations Team of Experts on Rule of Law/Sexual Violence, and Member States efforts such as the UK Team of Experts. In line with the request made in my 2011 report (S/2011/598) UN-Women has, through its joint roster, ensured deployment of gender crimes investigators to all conflict-related United Nations commissions of inquiry since 2009. Important initiatives have been taken by Member States such as the April 2013 Group of Eight (G8) industrialized countries' Declaration on Preventing Sexual Violence in Conflict, committing the group to assist victims of sexual violence in war, preventing further attacks and holding perpetrators responsible for their crimes.

Box 4

Indicator: Patterns of sexual violence in conflict and post-conflict situations. The annex to the report of the Secretary-General on sexual violence in conflict (S/2013/149) contains a list of parties to conflict that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict: Central African Republic, Democratic Republic of the Congo, Côte d'Ivoire, Mali and Syria. Mali and Syria are new additions to the list since 2012, while South Sudan was removed.^a The 2013 report also references information on such parties in Afghanistan, Myanmar, Somalia, South Sudan, Sudan (Darfur) and Yemen, and lists information on sexual violence in post-conflict situations in Bosnia and Herzegovina, Liberia, Libya, Nepal, Sierra Leone, Sri Lanka and Timor-Leste. It also contains information on other situations of concern in Angola, Guinea and Kenya.

^a The names of countries are mentioned in order to indicate the locations or situations where offending parties are committing the violations in question. In South Sudan, there was no information suggesting that the Lord's Resistance Army was operating in the territory during the

reporting period.

10. Parallel to more effective mechanisms to prevent and respond to sexual violence in conflict, greater attention is needed to the full range of human rights violations experienced by women including the gender-specific impacts of forced displacement, family separation, withholding of humanitarian assistance, loss of land, property, and livelihood. Human trafficking and early and forced marriage in conflict settings are issues that demand greater attention. A recent study on gender-based violence among Syrian refugees in Jordan found high rates of early marriage.⁷ Evidence from a range of settings shows that violent conflict is correlated with elevated levels of intra-family violence.⁸ Greater attention to identification and mitigation of risk factors that increase vulnerability of women and girls during and after conflict is needed.

11. I welcome the Agreed Conclusions adopted at the 57th session of the Commission on the Status of Women in March (E/2013/27-E/CN.6/2013/11) which condemn violence against women and girls committed in armed conflict and post-conflict situations, call for accountability and redress, and stress the need to address root causes of structural violence against women and all physical, mental and sexual and reproductive health consequences of violence against women, including through provision of emergency contraception and safe abortion where such services are permitted by national law.

⁷ UN-Women. *Gender-based violence and child protection among Syrian refugees in Jordan, with a focus on early marriage* (New York, forthcoming 2013).

⁸ See e.g.: Small Arms Survey Issue Brief. Number 3. September 2012. "Liberia Armed Violence Assessment: Peace without Security - Violence against Women and Girls in Liberia."

Prevention of sexual exploitation and abuse

12. The United Nations continues to report on measures to prevent and respond to sexual exploitation and abuse by United Nations staff and related personnel (see A/67/766). While 2012 saw a continued downward trend in the number of allegations and an increase in follow-up with Member States (see Box 5), full enforcement of the zero tolerance policy and strengthening reporting mechanisms and services for victims are imperative. A team of experts will conduct assessments in the four field missions with the highest number of reported allegations: MONUSCO, MINUSTAH, UNMIL and UNMISS. An independent review shows that there has been inconsistent inclusion of references to zero tolerance in the establishment and renewal of mission mandates.⁹

Box 5

Indicator: Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases. In 2012, a total of 88 allegations of sexual

⁹ Security Council Report. *Cross-Cutting Report – Women, Peace and Security*. New York. April 2013.

exploitation and abuse were made across all United Nations entities that reported information^a — a drop from 102 allegations in 2011 (A/67/766). With regard to personnel in peacekeeping and special political missions, of the 60 allegations (31 civilians, 19 military, nine police personnel and one unidentified personnel) reported in 2012, 27 (45 per cent) involved the most egregious forms of sexual exploitation: 30 per cent regarded allegations of sexual activities with minors and 15 per cent allegations of rape with persons aged 18 or older (15 per cent). There were more allegations against civilians than military in 2012; the opposite pattern compared to 2011.

As of 31 December 2012, investigations had been completed for 11 of 60 allegations received in 2012. Of 24 allegations referred in 2012 or earlier, 13 (54 per cent) investigations were to be conducted by troop-contributing countries. In nine of those instances, the Member States involved indicated that they would investigate, while the United Nations undertook investigations in the remaining four.

Of 28 allegations against entities other than peacekeeping

and special political missions, 57 per cent were under investigation (up from 39 per cent in 2011), 32 per cent were closed due to unsubstantiated allegations or lack of sufficient evidence (up to 36 per cent), and 11 per cent were substantiated or under review (compared to 25 per cent).

^a These include departments and offices of the United Nations Secretariat, agencies, funds and programmes

Prevention of other human rights violations

13. Last year, the Security Council acknowledged that human rights of women and girls are at particular risk during armed conflict and post-conflict situations, and noted that civil society members working on women's human rights issues may be targeted in a number of these situations (see S/PRST/2012/23). The Council has also expressed its concern about acts of violence against journalists and media personnel in armed conflict (S/PRST/2013/2). Women journalists in conflict environments face gender-specific threats and violence. Both women and men journalists may suffer repercussions for reporting on women's human rights violations. In January 2013, a male reporter was imprisoned in Somalia for interviewing a woman who alleged she was raped by government security forces. Better data is needed on the extent to which national authorities investigate and ensure

accountability for the full range of women's human rights violations (Box 6). Box 7 shows that women in the leadership of national human rights bodies as well as specialized gender experts to support investigations remain uneven.

Box 6

Indicator: Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies. In the period 1 January - 31 December 2012, 14 allegation letters/urgent appeals were sent by United Nations special procedures mandate-holders to eight of the countries and territories reviewed.^a They concerned: the killing of women by stoning for adultery; the targeted killing of women political activists; violence and intimidation against women human rights defenders; physical violence and sexual abuse against women migrant domestic workers; extrajudicial executions, enforced disappearances, torture, arbitrary detentions, abduction, rape and other forms of conflict-related violence against women.

^a Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2012, or of which the Security Council was seized between 1 January 2010 and 31 December 2012, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2012.

Box 7

Indicator: Number and percentage share of women in governance bodies of national human right bodies. 12 out of the 31 countries and territories reviewed^a had National Human Rights Institutions accredited with A or B status,^b with women holding 27 per cent of their leadership positions. Five institutions had specific units/departments/committees dealing with women's rights and gender issues. Three had units dealing with discrimination and vulnerable groups, under which gender-based discrimination was specifically addressed. Three institutions released thematic reports on, respectively, the situation of widows, sexual violence against women and

girls and trafficking in women and girls.

^a See box 6, nota a.

^b For information on the accreditation procedure, see:

<http://nhri.ohchr.org/EN/Pages/default.aspx>

Strengthening efforts to prevent and mitigate conflict

14. To address the root causes of conflict and threats to the security of women and girls, I encourage stronger attention to means that bridge the gaps between the political, human rights and development arms of the United Nations, including in mission withdrawal or drawdown, to addressing the full range socio-economic and political drivers of lasting peace, and to strengthening community resilience and capacities for non-violent conflict resolution. For example, the United Nations Integrated Mission in Timor-Leste and the United Nations Country Team devised a joint work plan over the period of mission draw down to gradually hand over the mission's gender-related tasks to the Country Team. .

15. There is good practice in women's engagement in strengthening community security and preventing conflict. In Haiti, the Women's Association of Le Borgne convenes the Local Security Committee attended by local judicial, police, public health authorities and religious and civil society leaders, to identify and respond to security issues facing women and girls. In Kyrgyzstan, the Women's Peace Network works closely with communities and

local authorities to resolve local conflicts, contributing to sustaining peace, especially in the south of the country. Much of women’s conflict prevention work still goes unrecognized and lacks consistent funding and institutional support.

B. Participation

16. Resolution 1325 (2000) urges “increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict.” Data on women’s participation in formal conflict resolution in the past year indicates increases in the presence of women in negotiating parties’ delegations in United Nations-supported processes and in the extent to which mediators and negotiating parties receive advice from gender experts and consult with women’s civil society organizations as well as a the inclusion of gender-sensitive language in some peace agreements (see Boxes 8 and 9). These positive developments require continued effort and commitment by all actors involved. In mediation, historic firsts included the 2012 appointment of Aïchatou Mindaoudou Souleymane as Acting Joint African Union-United Nations Special Representative for Darfur, Head of UNAMID and Joint AU-UN Chief Mediator for Darfur ad interim and the 2013 appointment of Mary Robinson as the Secretary-General’s Special Envoy to the Great Lakes Region.

Box 8

Indicator: Representation of women among mediators, negotiators and technical experts in formal peace negotiations (and consultations with civil society). In 2012, the United Nations led or co-led 12 formal peace negotiation processes. In these processes all (100 per cent) United Nations mediation support teams included women staff, an increase from 86 per cent in 2011. Of the nine^a processes with active negotiations during 2012, six had at least one woman delegate. These women either held a significant position, including one as head of delegation, or provided technical expertise to the team. Gender experts were deployed to 85 per cent of UN (co-)led conflict resolution processes, an increase from 36 per cent in 2011. Consultations with women's civil society organizations were conducted on a regular basis in all of these processes, a significant increase from 50 per cent measured in 2011.

^a Of these, two negotiations took place at the Ministerial level to settle border and name disputes.

Box 9

Indicator: Percentage of peace agreements with specific provisions to improve the security and status of women and girls. Out of 10 peace agreements^a signed in 2012 around the world, three (30 per cent) include provisions on women, peace and security. This marks an increase from 22 per cent recorded in 2011 and 2010. The United Nations supported five of these ten peace mediations of which only one (20 per cent) included women, peace and security provisions – a proportion lower than the 50 per cent figure of 2011. The peace agreements with women, peace and security provisions include the United Nations-supported agreement in Somalia, signed in February 2012, with commitments to advance women’s political participation. Not brokered by the United Nations, the two agreements in the Philippines affirmed the rights of women to political participation, protection from all forms of violence, equal opportunity and non-discrimination.

^a For the purpose of data collection, the Department of Political Affairs includes, under the term “peace agreements”; cessation of hostilities, ceasefire- , framework- and overall peace agreements signed between at least two parties to a conflict, intended to end, prevent, or significantly transform a violent conflict so that it may be addressed more constructively.

Women’s participation in peace processes

17. High profile consultations were held to enable women to communicate their conflict resolution proposals. In April 2013, a High-Level Conference on Women’s Leadership in the Sahel region was organized by the EU, the Office of my Special Envoy for the Sahel, Romano Prodi, and UN-Women. Women participants called for efforts to engage women in all talks to resolve the crises in the region. They urged the international community to dedicate more funds to advance women’s rights and empowerment, endorsed temporary special measures to accelerate women’s access to political office, and support gender-sensitive transitional justice and rule of law reforms. In the Great Lakes Region in Africa, my Special Envoy Mary Robinson, as part of the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo, convened a regional conference on women, peace and security and development. The resulting July 2013

Bujumbura declaration is a roadmap for women’s participation in the implementation of the Framework. In the case of both Special Envoys, these consultations took place very early in their tenures – setting an excellent example for others to follow.

18. Capacity-building of women leaders advances the impact of these consultations. In Myanmar, UN-Women in partnership with the Shalom (Nyein) Foundation and Swisspeace brought together 22 women leaders from several areas of Kachin State for peer-to-peer mentoring, to build capacity to influence the on-going peace talks. Following her participation in the training, one woman Member of Parliament was included in the subsequent round of peace talks in the Kachin state in May 2013. In Colombia, the OAS Mission to Support the Peace Process (MAPP) established a round-table with women’s groups as part of the larger civil society round-table, monitored situations of violence against women and girls, and brought these to the attention of relevant authorities during high-level meetings. At the request of the parties to the negotiation and the Colombian Congress, the United Nations facilitated regional and national consultations, ensuring that approximately half of participants were women.

19. There has been a deepening of expertise on gender and mediation and greater uptake of these resources. The 2013 United Nations Standby Team of Mediation Experts included three women out of eight experts total (37 per cent), including one expert on gender and social inclusion, marking an increase from 2011 when only one woman was on the team. In addition, more guidance on gender-responsive mediation is being developed. The OSCE is

developing a toolkit on enhancing the role of women and mainstreaming gender perspectives in mediation and peace processes to be launched in 2013. IGAD and OIC reported on the establishment of mediation units and training targeting both women and men mediators.

20. DPA launched a three-year initiative conducting high-level seminars on Gender and Inclusive Mediation Processes for envoys, mediators and senior mediation experts to promote women's participation and build inclusive, gender-sensitive mediation capacity and introduce options for gender-relevant provisions, including specific language, for the key thematic areas of peace agreements. In 2013 so far, three seminars were convened and 75 envoys, mediators and senior staff from the United Nations, regional organizations and Member States participated. My Special Representative and Special Advisor on Post-Conflict Planning for Libya and my Special Envoys for the Sahel and to the Great Lakes region each requested a high-level gender advisor to support their teams, provided by UN-Women. These examples of gender-responsive mediation practice should become standard. I urge countries engaged in resolving conflict to appoint women to negotiation roles and to draw on technical gender expertise and guidance available from the United Nations and other sources.

21. Stronger incentives such as training and additional financing are needed to encourage negotiating parties to include women and consult gender experts. Potentially effective mechanisms include earmarking funds to cover the costs of women's participation in

negotiating delegations; supporting women's civil society and cross-party coalitions to feed recommendations into formal negotiations; and asking Member States to include women when hosting peace conferences, national dialogues, and friends meetings. Some progress has been made on women's participation in recent international donor and engagement conferences. For example, women civil society leaders participated in and presented their recommendations at the international donor conference for Mali held in Brussels in May 2013. These were reflected in the outcome document.

Women's participation in post-conflict elections and representation in non-elected bodies

22. Transitions can present opportunities to strengthen women's leadership, empowerment and rights in the process of restoring the rule of law and governance systems. Last year the Security Council stressed the importance of promoting women's full and equal participation in post-conflict electoral processes and constitutional reform. It noted that attention must be paid to women's safety prior to and during elections (S/PRST/2012/23). Progress was registered in some States. In the 2012 election in Timor-Leste, for example, women won 38.4 per cent of seats in parliament, surpassing the 30 per cent quota adopted that year. In other countries, there have been setbacks. In Afghanistan, the parliament passed a law in July 2013 reducing the provincial council seats reserved for women from 25 per cent to 20 per cent. Targeted efforts are still needed by all Member States to accelerate advancement in accordance with globally agreed goals and targets.

Box 10

Indicator: Women’s political participation in parliaments

and ministerial positions. As of 31 July 2013 women made

up 21 per cent of parliamentarians globally, one percentage

point increase from the 2012 figure. In the countries and

territories reviewed, women’s participation stood at 16.4 per

cent compared to 18 per cent for the aggregate of countries

reviewed in 2012 and 2011. While there is a wide variety of

electoral systems used by States, outcomes in these countries

show that more women have been elected under proportional

representation systems and mixed systems than under ‘first-

past-the-post’ majority or plurality systems. There is a large

differential between the proportion of women elected in

countries that have adopted temporary special measures in the

form of electoral quotas compared to those that do not – with

an average of 27.4 per cent women members in States with

electoral quotas in the countries and territories reviewed^a

compared to 10 per cent in States with no quotas. As of 1

January 2012, ^b women held 12.7 per cent of ministerial

positions in the aggregate of countries and territories reviewed

compared to 14.6 per cent for countries reviewed in 2012 and 14 per cent in 2011.

^a See box 6, note a. Of the 31 countries reviewed 26 had available data on representation of women in the single or lower house of parliament.

^b No new estimates have been published by IPU since.

23. The United Nations continues to encourage inclusive electoral processes, with specific attention to women and under-represented groups. In the past year, gender-sensitive technical advice on electoral reform was provided to several States, including Iraq, Libya, Nepal, and Somalia. In Iraq, the cabinet approved in 2012 a reform requiring a 25 per cent parliamentary quota for women and 30 per cent quota for ministerial posts. DPA and the United Nations country team provided technical advice for the 2013 provincial council elections in Iraq in which women secured 26 per cent of seats; just above the 25 quota.

24. In addition, greater efforts should be made to offer training to women candidates contesting elections and to those elected. Ahead of Sierra Leone's presidential, parliamentary and local council elections in November 2012, a mobile training programme was implemented supporting women to develop campaign strategies. For the first time, a female mayor was elected in the north where cultural and religious barriers have been obstacles to women seeking leadership positions. Women's civil society organizations play a vital role in raising awareness in their local communities about the importance of voting, providing information on polling day procedures, and by serving as official election observers. For example, women's groups in the Mano River Union countries of West Africa have joined forces to observe recent elections in the region. I encourage Member States to increase support for civilian observation and trainings for women candidates and new female parliamentarians as a long-term investment in strengthening good governance and inclusive politics.

25. More globally comparable data is needed on women's participation in politics at local levels, women's leadership in political parties and community-based organizations, and women's participation as voters and candidates. Special efforts must be made to collect and analyse women's voter registration and turnout data to inform future electoral assistance. Increasingly, more States, through their Electoral Management Bodies, have begun reporting this type of data. Measures for collection of sex-disaggregated data on voter turnout, for example, were recently approved in Iraq. Many factors constrain women's voter turnout and decision to run for office, including family and care-giving responsibilities that

limit women's time and mobility to engage in voting or political debates, lack of access to financial resources, and fear of political and gender-based violence. Concerns have also been raised about women's relatively poor access in some contexts to the required documents to register and vote, such as identification documents or citizenship certificates. This problem is particularly acute for refugee and displaced women. These constraints place significant obstacles to women's participation in elections – a gender-specific democratic deficit that is of serious concern in restoring inclusive governance.

26. It is essential to continue to improve systems promoting women's participation and representation in public decision-making in conflict-affected contexts. Beyond elections, this requires proactive steps to build women's leadership and participation in institutions such as electoral management bodies, disarmament, demobilization and reintegration commissions, constitutional committees, law reform commissions, peace committees, transitional justice authorities, border commissions, and security sector institutions, as well as in local-level governance and service delivery. Some progress has been made. For instance, Timor-Leste established a quota of 30 per cent women in public administration, and South Sudan mandated 25 per cent women in all levels of government. As a result of concerted efforts by a range of stakeholders, women currently make up 30 per cent of the participants in Yemen's National Dialogue Conference.

Women's share of senior positions in the United Nations and regional organizations

27. Recognizing the need to improve the presence of women in peacekeeping and political missions, DFS, DPA and DPKO launched a 12-month project on “Bridging the Civilian Gender Gap in Peace Operations” to develop concrete actions for attracting, retaining, and supporting female staff. The project addresses organizational challenges to women’s advancement and presents actionable, often resource-neutral, solutions. I expect this to contribute to reversing the decline in numbers of women in some areas of middle and senior mission management evident in Box 11.

Box 11

Indicator: Women’s share of senior positions in United Nations field missions. As of 31 December 2012, women headed four of the 27 (15 per cent) peacekeeping, political and peace building missions (in Central African Republic, Cyprus, Liberia and South Sudan) compared to six out of 28 (21 per cent) in December 2011, and were deputy heads of four (15 per cent) (in Burundi, the Central African Republic, Iraq, and Sudan (Darfur)), down from five (18 per cent) the year before. In the political and peace building missions in 2012, women’s share of senior positions (P-5 to D-2) rose to 25 per cent, seven percentage points higher than the previous

year. However, in peacekeeping missions this number remained unchanged at 21 per cent. Comparatively, in the 15 reporting United Nations programme entities,^a women's share of senior positions reached almost 36 per cent, up from the 31 per cent reported at the end of 2011.^b

^a FAO, IOM, IFAD, OCHA, UNDP, UNEP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNODC, UNRWA, UN-Women and WFP.

^b Because the number of reporting agencies has changed over time, the higher share of women in managerial positions does not necessarily imply a real increase.

28. Regional organizations have made progress in promoting women's participation and representation (Box 12). In this regard, I welcome the election of the first female Chairperson of the African Union Commission, Nkosazana Dlamini-Zuma.

Box 12

Indicator: Number and percentage share of women in executive positions of regional and sub-regional

organizations involved in preventing conflict. As of December 2012, a total of 105 women were working in executive positions^a in the six regional and sub-regional organizations involved in conflict-prevention that reported data.^b This means 24 per cent of the total leadership positions were occupied by women. Most of these high-level women executives were headquarters-based, where the percentage of women leaders reaches 37 per cent, compared to just 17 per cent of leadership posts occupied by women elsewhere in these organizations, including country offices, special representatives and mediators.

^a Including headquarters high level executives (Equivalent to International Standard Classification of Occupations (ISCO)-88 Major Group 1: Legislators, senior officials and managers), special representatives or envoys, heads of country offices, heads of missions and mediators.

^b The Commonwealth Secretariat, the Council of Europe, EU, IGAD, OAS, OSCE

Gender experts

29. In 2012, in follow-up to my report, *Civilian Capacities in the Immediate Aftermath of Conflict (A/66/311-S/2011/527)*, UN-Women, DPKO, DPA, UNICEF, UNDP and UNFPA jointly commissioned a review of gender expertise in post-conflict contexts¹⁰ to assess the adequacy of deployment and coherence across the United Nations system in addressing gender issues in peacekeeping and peacebuilding contexts. The review identified several good practices, including the placement of senior gender experts in the office of the Special Representative of the Secretary-General or Resident Coordinator to provide strategic gender mainstreaming advice, and the value of embedding sector-specific gender expertise in substantive sections. The review further recommended that gender advisers be placed at the sub-national level in mission settings; and that coordination and coherence be improved through the gender theme groups.

Box 13

Indicator: Percentage of field missions with senior gender experts. Continuing the trend from the previous year, as of December 2012, 60 per cent of all peacekeeping missions had gender advisors and 47 per cent had focal points, while 50 per cent of all DPA-managed field missions (including

¹⁰ Doucet, Carole. *Review of the United Nations Gender Architecture in Post-Conflict Countries*. (New York, 2012).

regional offices), had gender advisers, a similar proportion to that registered in December 2011, and 83 per cent had gender focal points. In addition, as of 31 December 2012, six women protection advisers had been deployed, all to South Sudan.

30. A number of regional organizations, including the EU, NATO, OAS, and OSCE, reported on recruitment and deployment of technical gender experts to operations and missions. For example, the EU's Common Security and Defense Policy military and civilian missions include gender and/or human rights advisers in their team.

C. Protection

31. Continued incidents of human rights abuses of civilians, including mass rape, killing and maiming, indicate that despite stronger policy frameworks, protection of civilians remains a serious challenge. For instance, in November 2012, the protection cluster in Somalia reported that gender-based violence increased tenfold over the previous year, up to 115,000 reported incidents. In Afghanistan in 2012, while the overall number of civilian casualties decreased for the first time since UNAMA started collecting this data, the number

of Afghan women and girls killed or injured increased by 20 per cent since 2011. The majority killed were targeted by anti-government elements while engaging in everyday activities, but some were high-level government officials targeted for working on women's rights, including Nadia Sidiqi, acting Director of the Laghman Province Women's Affairs Department. In the Eastern Democratic Republic of the Congo, mass rapes have accompanied the hostilities between the government and groups such as the M23. Syrian and Malian women and girls continue to be at great risk of human rights violations, whether in their communities or refugee settings.

32. The Security Council increasingly addresses protection of civilians issues in its situation-specific resolutions, in particular through mandates in United Nations peacekeeping operations, including concerns specific to women and girls. Since 2012, eight country situations were addressed by the Security Council's informal Expert Group on Protection of Civilians, namely, Afghanistan, Côte d'Ivoire, the Democratic Republic of the Congo, Iraq, Mali, Somalia, South Sudan and Sudan, in which OCHA briefed on women's and girls' protection issues. In the context of peacekeeping operations with expanded mandates, it is vital that the Council continue to carefully consider their implications for the protection of civilians and pay close attention to their impact on women and girls in particular.

Action to ensure more gender-responsive implementation of protection mandates and

tasks

33. A review of directives issued by heads of military and police components of United Nations peacekeeping missions (Box 14), indicate an increase in references to the protection of women and girls, a practice that should be continued and scaled up.

Box 14

Indicator: Extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions. 67 per cent (10 out of 15) of military strategic concepts of operations and force operation orders issued by mid-2013^a across eight peacekeeping operations included measures protecting the human rights of women and girls; this marks an increase from 56 per cent reported in mid-2012. 70 per cent of directives including such measures reported on implementation. Of police components in 19 missions, 93 per cent of directives included such measures.

^a The latest available data for this indicator dates mid-2013.

34. Initiatives to improve directives have been taken by regional security organizations. For example, NATO's Strategic Command revised the Directive on Integrating UNSCR 1325 and the Gender Perspective into the NATO Command Structure to ensure that all forces systematically integrate gender perspectives into planning and reporting mechanisms.

35. Several contributors to this report highlighted training on women's human rights, including prevention of and response to sexual and gender-based violence for military, police and civilian personnel deployed to international peace operations. Similar training is being developed for some national security and law enforcement institutions. For example, the International Security Assistance Force (ISAF) is making efforts to ensure that a gender perspective and human rights are taken into account in hand-over planning ahead of a possible 2014 Resolute Support Mission to train, advise and assist Afghan National Security Forces. In Mali, United Nations and EU actors collaborated to provide training for thousands of Malian armed forces on protection of women and girls and on international humanitarian law.

36. Increasing the proportion of women in uniformed components of peacekeeping operations and national security sector institutions is crucial to the effective implementation of protection mandates. Women can be better placed than men to carry out certain peacekeeping tasks, including working in women's prisons and assisting female ex-

combatants during demobilization. DPKO has set a target of 20 per cent female police participation in peacekeeping operations by 2014, and guidelines recommend Troop Contributing Countries send at least the same proportion of female military peacekeepers as in their national forces. As of December 2012, 10 per cent of all police (including formed police units) were women, holding constant from December 2011. Women's share of military posts also held constant, at three per cent of the 79,750 individual troops.¹¹ At present, 10 United Nations Police and Troop Contributing Countries have 20 per cent or more women military and police personnel,¹² though together these countries contribute less than 350 military and police personnel. Of the top 20 contributing countries, only two have 10 per cent or more women, South Africa (16 per cent) and United Republic of Tanzania (10 per cent).¹³ Several States contributing to this report, including Argentina, Australia, Austria, Bosnia and Herzegovina, Burkina Faso, Colombia, France, Guatemala, Italy, Mexico, Norway, Portugal, Republic of Moldova, Spain, Sweden, Switzerland, Thailand and Uruguay reported special measures to promote the recruitment and retention of women in the military and/or police. I continue to call on Member States to increase their contributions in this area.

Protection in situations of displacement

¹¹ Gender Statistics by Mission, for the month of December 2012. Available at:

<http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

¹² Belarus, Jamaica, Norway, Palau, Samoa, Sierra Leone, Sweden, Tajikistan, Thailand and Zimbabwe.

¹³ Ranking of Military and Police Contributions to United Nations Operations, as of 31 December 2012. Available at:

http://www.un.org/en/peacekeeping/resources/statistics/contributors_archive.shtml

37. For displaced and refugee women, vulnerability to sexual and gender-based violence is exacerbated by poor conditions of shelter whether in urban or camp settings, low availability of specialized services, weak implementation of referral pathways and standard operating procedures to deal with incidents and survivors, general insecurity and limited recourse to justice. Unaccompanied women and girls, those who head households, and pregnant, disabled or older women face particular challenges, linked to limited livelihood options and high vulnerability to violence. Such vulnerabilities often trigger responses that put women and girls' safety at risk, such as sex work or early marriage. The growing concentration of displaced people in urban areas raises new gender-specific challenges that require further analysis and specific responses.

38. Gender-based discrimination in nationality laws exacerbate the vulnerability of displaced women and their children. A UNHCR survey found unequal treatment of women in nationality laws in at least 25 countries where women cannot confer nationality to their children, resulting in some situations in statelessness for children whose families are displaced and fathers killed or missing. Women may also lack access to basic rights due to inadequate registration and personal documentation, including identity cards, marriage or divorce certificates, and birth certificates for their children. It is essential to promote equality in citizenship and nationality laws, and support governments to provide registration documents to all women and girls—including displaced women – in conflict-affected countries.

39. Gender-specific issues affecting refugee status deserve more attention. The Convention on preventing and combating violence against women and domestic violence of the Council of Europe, for example, requires States Parties to offer gender-sensitive reception procedures for refugees. It also requires a gender-sensitive interpretation of grounds for asylum to recognize that gender-based violence may constitute persecution within the meaning of Article 1A (2) of the 1951 Convention relating to the Status of Refugees.

Other emerging protection-related concerns

40. To date, scant attention has been paid to the role of women's economic and social rights as a fundamental component of protection. Access to land, inheritance and property are essential to women's livelihoods and security and directly linked to decreasing women's financial dependency and therefore vulnerability to violence. In many contexts women can only use or own land through their relationships with men, including fathers, brothers or husbands. If the relationship ends, women are at serious risk of losing land or property, resulting in economic and physical insecurity.

41. The proliferation of small arms and light weapons poses a serious security concern for women. The adoption of the Arms Trade Treaty (ATT) on 2 April 2013 is the first treaty to recognize the link between gender-based violence and the international arms trade. It calls on States Parties, when assessing whether or not to export items covered under the scope of

the Treaty, to take into account risks that these arms or items would be “used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children.” As of mid-July 2013 the treaty had been signed by 81 States and ratified by two – Guyana and Iceland.

42. Many contributors highlighted good and promising protection practices: special protection teams and patrols, family protection units in police stations, legal services, centres for integrated health, psychosocial and legal services and improving community and camp security through measures such as the instalment of solar street lamps. For example, 14 new family protection units were established in Iraq in 2012 with UNDP support. In addition, the swift deployment of human rights and humanitarian observers to situations of concern to monitor and report on gender-related protection issues and human rights violations is essential to informing policy and programmatic responses.

D. Peacebuilding and recovery

43. In its resolution 1889 (2009), the Council noted the central role that women play in peacebuilding, and called for action to overcome obstacles to their access to public services, economic resources, and opportunities to participate in public decision-making. On-going challenges faced by women and girls – especially those heading households and those from socially excluded groups – in securing services and livelihoods, protecting assets, seeking

justice and redress for wartime abuses of their rights – require targeted actions and resources from the outset.

Economic recovery and access to resources

44. During and after violent conflict, the proportion of female-headed households can increase and frequently have much higher dependency burdens than male-headed households. Poverty in these households is significantly exacerbated where gender-biased inheritance laws deprive women of access to the property of a deceased or missing spouse, while livelihood options for women are generally in the form of self-employment in informal work or unpaid family labour. Research indicates that an increase in women's income and control over income, results in higher spending on education and health, increases in child survival rates, higher girls' education rates, and improved domestic food security.¹⁴ Despite such findings, women's economic security post-conflict is rarely treated as a priority.

45. Efforts were made in the past year to ensure that post-conflict employment programmes specifically target women as beneficiaries. This includes UNDP-led work to meet the target of my Seven-Point Action Plan on Gender-Responsive Peacebuilding (see A/65/354–S/2010/466) of ensuring that women obtain at least 40 per cent of jobs available in post-conflict emergency employment programmes (Box 15).

¹⁴ UN-Women. *The impact of female employment on family and community welfare after conflict*. (New York, 2012).

Box 15

Indicator: Percentage of benefits from temporary employment in the context of early economic recovery programs received by women and girls. In 2012, UNDP's work towards the re-integration and livelihood stabilization of ex-combatants and conflict-affected populations through economic opportunities provided temporary employment to more than 165,000 individuals (34 per cent women) in Afghanistan, Burundi, Democratic Republic of the Congo, Haiti, occupied Palestinian territories and Somalia.^a The percentages of women beneficiaries^a varied from 15 to 55 per cent depending on the country.

^a The proportion of women beneficiaries is presented as a proxy for the official indicator. Data compilation processes and methodology are being developed to report on the percentage of benefits in the future.

Disarmament, demobilization and reintegration (DDR) and security sector reform

46. Security institutions and reform processes should be judged by the extent to which they deliver effective services to diverse groups of women, men, boys and girls. DDR programmes have seen an increase in the share of women participants (Box 19), with gender-tailored reintegration provided, for instance, in Burundi and Nepal as these programmes wound down. In December 2012, the United Nations launched the Integrated Technical Guidance Note on Gender Responsive Security Sector Reform, which provides strategic and operational advice on increasing the sector's responsiveness to women and girls and increasing women's participation in the security sector.

Box 16

Indicator: Percentage of benefits from DDR programmes received by women and girls. In 2012, 4,420 females (25 per cent) out of 17,668 participants were represented in United Nations-supported DDR programmes, compared to 20 per cent in 2011. The percentage of female beneficiaries continued to vary between countries and programmes ranging from 30 per cent in Burundi and South Sudan to 15 per cent

in Afghanistan and Sudan.

Rule of law and transitional justice

47. Rebuilding justice and the rule of law is critical to protecting women's equal rights in the aftermath of conflict. Gender-sensitive legal and institutional reform, in conformity with international standards, should be prioritized to stem on-going violence against women, and to protect social and economic rights so women can participate fully in recovery. A recent mapping of all United Nations' funding and programming in the area of women's access to justice in conflict and post-conflict settings¹⁵ found that there is a tendency to prioritize capacity development, while infrastructure and addressing gender-specific obstacles to accessing justice have lagged behind. Likewise, more effort is needed to engage with and secure women's rights within informal justice systems, and with community or religious leaders, as these are often the sites for dispute resolution most readily available post-conflict. Innovative measures that should be replicated include mobile courts in the Democratic Republic of Congo and women's paralegal groups in Nepal, supported by UNDP and others, as well as Guatemala's femicide courts. Women's representation in the justice sector plays an important role in increasing reporting of crimes as well as enhancing

¹⁵ UN-Women, *Mapping United Nations Rule of Law Engagement*. (New York, forthcoming, 2013).

public trust in rule of law institutions, and should feature more prominently in justice sector reform initiatives.

48. Possibilities offered by transitional justice processes (both judicial and non-judicial) in tackling root causes of impunity for violence against women and the links to on-going violence or exclusion are under-used. While there has been more attention than before to the prosecution of sexual violence crimes, more must be done to ensure that transitional justice addresses the full range of conflict-related violations of women's rights, including gender-specific impacts of forced displacement, violations of social and economic rights, enforced disappearances, and destruction of civilian infrastructure. Owing to discriminatory legal frameworks and practice, women and girls are both more vulnerable to conflict-related violations as well as suffer aggravated impacts as a result of these violations. Consistent efforts are needed to ensure representation of women's perspectives in the design, implementation and monitoring of transitional justice processes, as well as supporting women's access, including through provision of translation, transport, and child care. I welcome the efforts of the new Special Rapporteur on Truth, Justice, Reparations and Guarantees of Non-Recurrence to make recommendations to advance gender-responsive transitional justice measures, as well as the new General Comment on women affected by enforced disappearances adopted by the Working Group on Enforced or Involuntary Disappearances.

Box 17

Indicator: Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls.

From June 2012 to June 2013, three United Nations-supported truth commissions were on-going (Kenya, Côte d'Ivoire and Brazil) and one was established (Mali). Two of the commissions (50 per cent) had internal gender mechanisms: As reported last year, Kenya's TJRC had a special services unit whose mandate included gender issues; and Brazil's National Truth Commission developed a Working Group on 'Dictatorship and Gender' with a specific focus on sex and gender-based crimes. The percentage of women's representation amongst commissioners in Brazil rose from 33 per cent as reported last year to 40 per cent this year. In Mali 21 per cent of the appointed commissioners are women. Only one commission (Kenya) published a report over the relevant time period, which includes a chapter on sexual violence, as well as gender-specific recommendations.

49. Transitional justice measures should also be implemented comprehensively to secure victims' full rights to redress. I have noted a trend in recent years towards the use of reconciliation or dialogue commissions in conflict-affected states. While these bodies have a critical role to play in post-conflict recovery, they should neither be a substitute for accountability nor become a cover for impunity. Nor should they substitute for victims' rights and access to reparations, which is the most gender-responsive yet neglected transitional justice measure. In Kosovo, (under SCR 1244) efforts of women and gender advocates resulted this year in an amendment to a key law to include recognition of sexual violence survivors as civilian victims of war to qualify for pensions and financial support. While securing reparations for sexual violence survivors is important, greater attention is needed to the delivery and impact of reparations programmes and how they can be made to fulfil their transformative potential (A/HRC/14/22) in women's lives.

Access to basic services, including education and health services

50. Gender-based enrolment disparities are shrinking in aggregate but are still significant in some contexts, notably in countries affected by war. As of June 2013 in Somalia, only 710,860 children out of an estimated 1.7 million primary school-aged children are enrolled in school, and only 37 per cent of school learners are girls.¹⁶

¹⁶ See: http://www.unesco.org/new/en/no_cache/unesco/themes/pcpd/dynamic-content-single-view/news/working_through_the_challenges_unesco_helps_bring_hope_and_progress_in_somali_education_during_a_difficult_week/#

Box 18

Indicator: Net primary and secondary education enrolment ratios, by sex. The total net enrolment ratio (NER) in conflict and post-conflict settings^a remains below global rates, and gender disparities tend to be larger. In conflict-affected countries, only 47 per cent of girls of primary education age were enrolled in school in 1999 (compared to 79 per cent of girls globally) and this ratio increased to 74 in 2011 (88 globally). The gender gap seems to be closing over time even in conflict-affected countries, as girls' NER were four percentage points below the total rate in conflict environments in 2011, compared to eight percentage points in 1999.

Although the NER in conflict-affected countries has increased by 42 per cent since 1999, it reached a peak in 2007, when 84 per cent of primary school aged children were enrolled (80 per cent in the case of girls). Since then, the trend has reversed: total NER decreased by

seven per cent between 2007 and 2011 (8 per cent for girls).

In conflict-affected countries, net secondary enrolment ratios were 30 per cent in 1999, and 52 in 2011 (42 and 21 per cent lower than the global figures respectively). The gender gap is narrower at the secondary level, with female ratios fluctuating between parity and three percentage points below the total ratios in the last decade.

^a See box 6, note a. Of the 31 countries and territories reviewed 28 had available data. NER country estimates based on data from UNESCO institute for Statistics: <http://www.uis.unesco.org/DataCentre/Pages/Transition2.aspx?SPSLanguage=EN>

51. Initiatives to increase girls' access to education include efforts to improve security and provide incentives for girls to attend school in Afghanistan. The Ministry of Education clears land mines from primary school surroundings, and assigns protection officers for teachers and students. WFP distributed oil rations for girls in almost 2,500 Afghan schools in 2012 to encourage enrolment and attendance. In Yemen, UNICEF worked with national

authorities to establish temporary learning spaces, back-to-school campaigns, and psychosocial support, reaching 110,000 girl students out of 270,000 students.

52. Maternal mortality is an indicator of other factors related to women's well-being, such as overall health, distance to health facilities, ease of transport and security. Box 19 shows that the rates in conflict contexts are significantly higher than the global average.

Box 19

Indicator: Maternal mortality ratio. In conflict and post-conflict settings, maternal deaths tend to be approximately 50 per cent higher than the global average. For the countries and territories reviewed ^a maternal deaths reached 716 per 100,000 live births in 1990, and shifted to 438 in 2010. In 2010, only 58 per cent of all births in conflict-affected countries were attended by skilled health personnel. This figure was almost 10 percentage points lower than the aggregate figure for all countries with available data.^b Although skilled attendance at birth in conflict-affected countries has improved by 30 per cent since 1990, more than 40 per cent of deliveries are still not being attended by

professionals.

^a See box 6, note a. MMR aggregates for the 29 countries with data out of 31 were calculated using MMEIG global MMR estimates (<http://www.maternalmortalitydata.org/>) and United Nations Population Division birth estimates from their 2012 World Fertility Data (<http://www.un.org/esa/population/publications/WFD2012/MainFrame.html>). Where no population figures were available for the specific year of the MMR estimates, the closest available population data point was assigned. If two population estimates were equally close in time, the earlier one was assigned.

^b According to the regional groupings used to monitor progress towards the MDGs (<http://mdgs.un.org/unsd/mdg/Host.aspx?Content=Data/RegionalGroupings.htm>)

53. I urge Member States and donors to intensify efforts to reduce maternal mortality and expand access to sexual and reproductive health services. Various United Nations entities such as UNICEF, UNFPA, UN-Women and WHO are providing support in this area. For

example, in 2013, UNFPA established nine family health houses in three remote districts of Herat Province, Afghanistan. UNFPA also manages and stocks Inter-Agency Emergency Reproductive Health kits, including essential medical supplies for post-rape care, which can be delivered anywhere in the world within hours of a request.

54. Through my Seven-Point Action Plan on Gender-Responsive Peacebuilding, the United Nations is committed to increasing women's participation on the front line of public service delivery, based on evidence that increasing women's participation in delivering public services improves the extent to which services reach women and address their needs. I am deeply concerned about a pattern emerging in 2012 and 2013 where rural health workers, some of them women, were attacked in several countries while delivering services of particular importance to women. I urge Member States to ensure the safety of service providers. In addition, concerted efforts are needed to prioritize recruitment of women as public service providers in conflict-affected contexts.

Planning and financing

55. Progress towards meeting the United Nations goal of allocating a minimum 15 per cent of post-conflict peacebuilding projects on women's empowerment set forth in my Seven-Point Action Plan on Gender-Responsive Peacebuilding remains hard to assess given variations in resource tracking mechanisms or gender markers used by entities (see Box 20). To date only 22 per cent of United Nations entities have a gender marker, but a growing

number are piloting one. UNFPA is currently piloting the system and plans a global roll-out in 2014. World Bank data shows that lending operations in fragile and conflict states increasingly integrate gender considerations in their design, with a 17 percentage point increase in gender informed projects; from 62 per cent in 2010 to 79 per cent in 2012. Box 20 shows that allocations scoring high on the gender marker are still relatively modest, though a harmonized tracking measure is needed to enable proper comparison between entities.

Box 20

Indicator: Proportion of United Nations system funding used to address gender equality issues, including Multi-Donor Trust Funds (MDTFs). According to the gender marker system used by several United Nations agencies since 2009, projects are attributed scores between zero and three. For most agencies, a score of two means that projects have gender equality as a “significant” objective and a score of three means gender equality is a “principal” project objective. Within this framework, 75 per cent of the Peacebuilding Fund’s project allocations scored a two in 2012— slightly less than the 78 per cent allocated in 2011,

but up significantly from the 39 per cent in 2010. Projects that scored a three maintained the 11 per cent share of 2011, well above the five per cent allocated in 2010.

In the case of UNDP, the proportion of funds allocated to gender-related initiatives has remained relatively constant with a slight increase between 2011 and 2012. In 2012, 23 per cent of funds were allocated to projects scoring a 2 compared to 22 per cent in 2011. Funds allocated to projects scoring a three stood at six per cent in 2012 compared to five per cent in 2011.

UNICEF utilizes a similar methodology, which tracks budget expenditures at the intermediate results level, and provides a score of 3 when either gender equality or girls' or women's empowerment is a principal objective and a score of 2 when it is a secondary objective. In 2012, 45 per cent of funds scored a 2, while 13 per cent scored a 3. In 2011, the percentages were 48 and 10 respectively.

A gender marker is also applied to humanitarian Consolidated Appeal Projects (CAPs). As of the end of 2012,

53 per cent of CAP projects scored the equivalent of a two, meaning gender equality was a central objective, while only four per cent scored as having gender equality as a primary objective. Significant improvements in the application of the gender marker methodology were made in both Sudan and South Sudan 2013, aided by the provision of gender advisers by the Gender Standby Capacity Project.

56. In 2012, the United Nations Trust Fund in Support of Actions to End Violence against Women launched a Special Thematic Funding Window addressing violence against women in conflict-affected settings. A significant gap exists, however, between available funds and demand. In 2012 alone, this trust fund received a total of 2,210 applications from 121 countries, amounting to a request of US\$ 1.1 billion. However, only US\$ 8.4 million could be awarded – less than one per cent of total demand. Few funding mechanisms are available to support basic organizational capacity development for women’s groups. This year, the Netherlands launched ‘Women on the Frontline’, a fund tailored to support organization-building and financial management in start-up women’s groups in the Middle East and North Africa region to invest in organizational effectiveness. Despite the significant role of women’s civil society organizations in advancing peace, stability and women’s rights in the aftermath of war, little information is available on allocation to these organizations.

III. Coordination and accountability for results

57. I welcome that the accountability framework provided by the six Security Council resolutions on women, peace and security has been further operationalized into concrete policy frameworks, planning and programming by Member States, regional organizations and United Nations entities.

58. As of June 2013, 42 Member States¹⁷ have adopted national action plans and others are being finalized. Effective implementation requires robust monitoring, evaluation and reporting mechanisms, and clearly allocated and well-funded budgets. Also valuable are information-sharing initiatives aiming to engage civil society, and efforts engaging local governments. The Governments of Nepal and Sierra Leone published ‘localization guidelines’ in 2013, aiding local authorities to implement aspects of the women, peace and security resolutions. A growing number of regional and sub-regional strategies and action plans are being put in place. For example, the IGAD Secretariat developed a regional action plan and the OSCE is supporting one for its membership. ESCWA, continues to engage parliaments in the implementation of resolution 1325 (2000) in the region. UN-Women is undertaking a global review of national implementation of commitments on women, peace and security, building on initiatives underway or planned by NATO, the OSCE, the Commonwealth Secretariat and others.

¹⁷ Austria, Australia, Belgium, Bosnia and Herzegovina, Burundi, Canada, Chile, the Democratic Republic of the Congo, Côte d’Ivoire, Croatia, Denmark, Estonia, Finland, France, Georgia, Germany, Ghana, Guinea, Guinea-Bissau, Iceland, Ireland, Italy, Kyrgyzstan, Liberia, Lithuania, Nepal, the Netherlands, Norway, the Philippines, Portugal, Rwanda, Senegal, Serbia, Sierra Leone, Slovenia, Spain, Sweden, Switzerland, Uganda, the former Yugoslav Republic of Macedonia, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

59. Review processes linked to human rights instruments remain other useful mechanisms for supporting synergies between the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Security Council's women, peace and security resolutions. For example, in its 55th session in July 2013, the CEDAW Committee included discussion on the implementation of commitments linked to women, peace and security in its examination of State party periodic reports. Use of the forthcoming CEDAW General Recommendation on women in conflict prevention, conflict and post-conflict situations, will offer an additional means to strengthen accountability.

60. In the United Nations, my Seven-Point Action Plan on Gender-Responsive Peacebuilding introduced a set of pragmatic targets for gender-responsive change in the Organization's approaches to a range of peacebuilding priorities. Monitoring and reporting against these commitments as well as the complementary 2011 United Nations Strategic Results Framework on Women, Peace and Security (see S/2011/598) has helped identify good practice but also areas in need of more focused attention by the United Nations system. These efforts are supported through the implementation of the United Nations System-Wide Action Plan (UN-SWAP) to improve gender equality and the empowerment of women across the United Nation system. The commitment of senior management was rated most critical factor for progress by implementing entities (see E/2013/71).

IV. Observations and recommendations

61. Good practices have emerged across all areas covered in this report. I note that improved monitoring has delivered more effective identification of good practices as well as gaps. Nevertheless, across all areas, I regret to continue to see deficits in opportunities for women to exercise leadership, in resources provided to address their needs and which are necessary to exercise their rights, and in the capacities and commitment of peace and security actors to place women's participation and protection at the centre of all approaches. Women's leadership and increased capacity for organizing and participating in decision-making are key factors in accelerating progress. Specific measures are required to create mechanisms for sustained consultation between women and national and international decision-makers. Without a significant implementation shift, women's perspectives will continue to be underrepresented in conflict prevention, resolution, protection and peacebuilding for the foreseeable future.

62. To address persisting challenges, I propose strategic measures to remove obstacles to implementation and to respond to emerging issues. I also propose actions for the Council's consideration to accelerate progress and to prepare for the 2015 high-level review of the implementation of resolution 1325 (2000).

A. Implement existing commitments and identify and address gaps

63. I recommend that Member States, regional organizations, and United Nations entities start reviewing existing implementation plans and targets, assess progress and prepare to

formulate new and ambitious targets, where needed, in time for the fifteenth anniversary of resolution 1325 (2000) in 2015.

Prevention

64. To enhance women's contributions to and the gender-responsiveness of conflict prevention efforts, I encourage Member States to:

- a) Ensure that implementation of national action plans on women, peace and security are adequately resourced, that the lead government agency responsible for its implementation has a seat on the National Security or Defense Council or equivalent body, and provide public access to information about the implementation of action plans.
- b) Sign, ratify and implement the Arms Trade Treaty and adopt national laws and policies that link arms control initiatives to the prevention of violence against women and girls.
- c) Use human rights reporting processes, in particular reporting processes under CEDAW and the Universal Periodic Review, as opportunities for assessing and scaling up efforts for the implementation of women, peace and security resolutions and related human rights obligations.
- d) Ensure the women, peace and security agenda is incorporated in dialogues on the post-2015

development agenda.

- e) Develop dedicated funding mechanisms to support the work and enhance organizational capacities of women's civil society organizations in conflict-affected contexts; and increase contributions to existing mechanisms such as the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women.

65. I encourage regional organizations to build the capacity of women leaders to engage in mediation at all levels, as well as in conflict-resolution and peacebuilding efforts, including by establishing regional advisory bodies of women peace leaders to support conflict prevention efforts of regional institutions.

66. With regard to the United Nations, I encourage:

- a) UNEP, UNDP and UN-Women to document good practice on promoting women's participation in natural resource management, climate change adaptation and extractive industry decision-making in post-conflict contexts.
- b) UNHCR to continue to ensure the systematic inclusion of provisions in tripartite voluntary repatriation agreements, and in post-return advocacy initiatives, for the timely re-/acquisition by women of national identification documentation central to the enjoyment of their rights.

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- c) UNHCR to continue to ensure that the growing number of displaced women residing in urban settings are fully engaged in the design and delivery of humanitarian interventions undertaken to enhance their protection.

Participation

67. To increase the number and influence of women in public decision-making on conflict-resolution and post-conflict governance I call on the United Nations to:

- a) Support my Special Envoys, Special Representatives and mediators to establish regular consultations with women's organizations and women leaders as early as possible. Such consultations should seek to include marginalized or socially excluded groups of women.
- b) Strengthen the knowledge among negotiating delegations to peace talks, and members of mediation support teams, on the gender dimensions of peace making, including as part of mediation coaching sessions and training on provisions in peace agreements that support the realization of women's rights.
- c) Make gender expertise and/or gender advisors available to all United Nations mediation support teams, in line with recent good practice.
- d) Ensure that all United Nations support to national authorities, including in the areas of political

participation, constitutional reform and public sector reform includes dedicated gender expertise and/or is sufficiently gender mainstreamed and builds on good practices that promote gender equality and support women's participation.

68. I request UNDP and UN-Women to assess the impact of state-building and decentralization in post-conflict contexts on women's rights and capacities to participate in local decision-making and public service delivery.

69. In view of the growing importance of national dialogue and reconciliation processes in political transitions, I encourage UN-Women, relevant United Nations Secretariat entities and UNDP to review women's participation in these processes and their gender-specific impacts, and I call for vigilance that these processes not be used to facilitate impunity for serious crimes.

70. In order to meet globally established goals and targets on women's representation and gender balance in relevant institutions, I intend to:

- a) Address organizational barriers impacting the recruitment, retention and promotion of women civilian personnel in middle and senior management levels of United Nations peacekeeping and special political missions through internal reviews and actionable recommendations.

Protection

71. Good practices in relation to the protection of women and girls must be carried out on a larger scale and be conducted by security institutions as a matter of routine. I encourage Member States, regional organizations and United Nations entities, to:

- a) In the case of Troop and Police Contributing Countries, develop medium-term plans for meeting the global recruitment goal for increasing the number of women military and police personnel serving in United Nations peacekeeping operations.
- b) Update the *Analytical Inventory of Peacekeeping Practice*¹⁸ to review recent efforts by peace operations led by the UN, EU, AU, NATO, OSCE and other relevant organizations to address the protection and security concerns of women and girls.
- c) Assess the conflict-related security threats to, and ensure the protection of, women human rights defenders, women political leaders, those under threat of violence because of their sexual orientation or gender identity, women war correspondents and all media personnel reporting on women's rights issues.
- d) Ensure equal citizenship rights for women, including the ability for women to pass on their citizenship to children so that they are not rendered stateless.

¹⁸ UN-Women. *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice* (New York, 2010)

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- e) Ensure universal and free access to identity documentation and undertake proactive efforts to register women and girls, particularly those socially excluded due to rural location, disability, displacement, age, ethnicity, religion, race or other factors.
 - f) Adopt national policies on gender-sensitive asylum determination processes which acknowledge the particular forms of persecution that women and girls experience.
 - g) Support the United Nations Global Focal Point arrangement on justice, police and corrections in post-conflict and crisis areas to improve women's access to justice and security.

Peacebuilding and Recovery

72. Efforts to address and finance the recovery needs of women and girls, particularly female heads of household, must be accelerated, including through reaching the minimum 15 per cent spending targets for post-conflict peacebuilding projects on gender equality and women's empowerment, and strengthening women's economic security and ensuring their enjoyment of economic and social rights. Member States and United Nations entities should:

- a) Ensure that humanitarian aid and funding includes provision for the full range of medical, legal, psychosocial and livelihood services to victims of rape, including access to services for safe termination of pregnancies resulting from rape, without discrimination and in accordance

with international human rights and humanitarian law.

- b) Accelerate the harmonization and roll out of gender markers to better track the contribution of United Nations supported recovery programming to gender equality and women's empowerment.
- c) Encourage attention to reparations for specific harms inflicted on and human rights violations suffered by women during conflict which should aim to support non-repetition and to address the root causes of gender-based inequality.
- d) Ensure that compacts adopted between Member States as part of the implementation of the New Deal for Fragile States reflect women's priorities and rights in the peacebuilding and state-building process.

B. Support consistent implementation of the women and peace and security resolutions

73. My report notes areas of the Council's work that could benefit from stronger gender and conflict analysis. In addition, establishment and renewals of mission mandates could aim for a more consistent approach with regard to the inclusion of gender-specific provisions.

74. To address challenges linked to data gaps and the quality of gender and conflict analysis, I encourage Member States and the United Nations system to:

- a) Place gender experts with specific technical skills within the substantive sections in United Nations peace operations, deploy women protection advisers to monitor and report on sexual violence in all relevant situations, and provide training to relevant staff on undertaking conflict analysis from a gender perspective.

75. I call on the Security Council to:

- a) Ensure that all elements of United Nations Security Council resolution 1325 (2000) are systematically addressed, notably by focusing more attention on women's leadership and participation in conflict resolution and peacebuilding; and to make the implementation of the Council's women, peace and security mandates a focus of one of its periodic field visits in the coming year and in its consultations with regional bodies.
- b) Invite all United Nations established Commissions of Inquiry investigating situations on the Council's agenda to provide briefings to the Council on their findings on the gender-specific impacts of the conflict.
- c) Include briefings from the Under-Secretary-General and the Executive Director of UN-Women into its schedule with a view to raising gender issues pertinent to the Council's

upcoming agenda.

- d) Include where appropriate, when adopting or renewing targeted sanctions in situations of armed conflict, designation criteria pertaining to violations of women's rights, including acts of sexual violence, death threats or murder of women human rights defenders and journalists, and request that gender experts be included in monitoring groups of relevant Security Council sanctions committees to enhance information-gathering on alleged gender-based war crimes.
- e) Include women, peace and security issues in all thematic debates such as those relating to terrorism, counter-terrorism measures, transnational organized crime and conflict prevention and natural resources.

76. In 2010, the Council expressed its intention to convene in 2015 a High-level Review to assess progress in implementing resolution 1325, renew commitments and address obstacles and constraints (see S/PRST/2010/22). To prepare for this review, I recommend that an independent global study be carried out on the implementation of resolution 1325, highlighting good practice examples, implementation gaps and challenges, as well as emerging trends and priorities for action. I would report the results of the study to the Council in 2015 and make the study available to all Member States of the United Nations.