

Requested the Secretary-General to report to the Council within 60 days on options for the further implementation of resolution 1625 (2005);

Stressed the need to carry out efforts to increase women's participation as contributors and beneficiaries in conflict prevention and peacebuilding, and called for the further implementation of its resolution 1325 (2000);

Supported the comprehensive and global approach recommended by the Secretary-General in his report on the prevention of armed conflict,¹¹³ namely, structural prevention, to address the root causes of conflict; operational prevention, to ensure the effective operation of early warning mechanisms, mediation, humanitarian access and response, the protection of civilians and targeted sanctions in the face of immediate crises; and systemic prevention, to prevent existing conflicts from spilling over into other States;

Recognized that effective coordination between and within United Nations organs was vital for ensuring better coherence of the existing mechanisms and the appropriate balance between peacekeeping operations and preventive activities;

Welcomed recent developments regarding the long-term prevention of conflict, including policy work on security sector reform, disarmament, demobilization and reintegration, transitional justice and the rule of law, electoral practices, peacebuilding, democratic governance, development, humanitarian assistance and protection, and safe and voluntary return of refugees and internally displaced persons;

Encouraged the Secretary-General to continue efforts in order to improve the United Nations early warning, mediation support and other preventive activities;

Stressed the importance of a regional approach to conflict prevention and welcomed the growing contribution being made by regional organizations;

Underlined the need for a stronger and more structured relationship between the Security Council and the Peace and Security Council of the African Union;

Encouraged Member States to make further efforts to ensure adequate consultation between civil society and national institutions, on the one hand, and the United Nations and the international community, on the other hand, so as to be better equipped to address the global character of questions of peace and security.

¹¹³ A/60/891.

43. Women and peace and security

Decision of 28 October 2004 (5066th meeting): statement by the President

At its 5066th meeting, on 28 October 2004, the Security Council included in its agenda the report of the Secretary-General on women and peace and security.¹ At the meeting, all Council members and 27 other representatives made statements.²

Pursuant to a statement by the President of the Council of 31 October 2002,³ the report of the Secretary-General was a follow-up report on the implementation of resolution 1325 (2000), in which he presented recommendations for enhanced implementation of the resolution in the areas of intergovernmental processes; conflict prevention and

early warning; peace processes and negotiation; peacekeeping operations; humanitarian response; post-conflict reconstruction; disarmament, demobilization and reintegration; and preventing and responding to gender-based violence in armed conflict. He also stated his intention to present a system-wide action plan to increase attention to gender perspectives in conflict prevention and peacekeeping operations.

At the meeting, statements were made by the Under-Secretary-General for Peacekeeping Operations; the United Nations High Commissioner for Human Rights, and Executive Director of the United Nations Population Fund (UNFPA). Statements were made by the representative of the Women's Network for the Protection of Human Rights and Peace; the Executive Director of the United Nations Development Fund for Women (UNIFEM); the Deputy Secretary-General of the Commonwealth Secretariat; and Director of the International Research and Training Institute for the Advancement of Women (INSTRAW).

Introducing the report of the Secretary-General, the Under-Secretary-General cited as remaining challenges the following points with respect to women and security: more effective coordination among the

¹ S/2004/814.

² The representatives of Argentina, Australia, Bangladesh, Canada, El Salvador, Fiji, Guatemala, Honduras, Iceland, India, Indonesia, Japan, Kenya, Liechtenstein, Mali, Mexico, Myanmar, Namibia, the Netherlands, New Zealand, Nigeria, Norway, the Republic of Korea, South Africa, Sweden, the Syrian Arab Republic and the United Republic of Tanzania.

³ S/PRST/2002/32.

United Nations, non-governmental organizations and civil society; better truth and reconciliation processes; better utilization of women's knowledge and experience in conflict prevention and early warning; the need to enhance female representation in peace processes and negotiations; and the need to strengthen the ability to prevent and respond to gender-based violence. He stressed that, to attain sustainable results, gender-based violence, whether manifested in the form of mass rapes, sexual exploitation of women and girls, domestic violence or trafficking, must not be treated in isolation. What was lacking was the commitment to preventing and responding to gender-based violence as a critical priority in any framework for post-conflict peacebuilding. He reaffirmed that his Department was taking seriously the issue of sexual abuse and exploitation by humanitarian and peacekeeping personnel, adding that "our work cannot be considered complete on that front for as long as sexual exploitation or abuse is being committed by a single peacekeeper or humanitarian worker". To stop these abhorrent acts, he said that the United Nations system needed to work hand in hand with Member States.⁴

Stressing that the violations women experienced would never be dealt with appropriately until justice issues received sufficient attention both nationally and internationally, the United Nations High Commissioner for Human Rights argued that the international community and national Governments must address more effectively impunity and the reconstruction of the justice system. She called on the Council to provide explicitly, wherever relevant, for compliance with all aspects of resolution 1325 (2000), particularly the obligations to protect women and girls during conflict; to ensure the equal participation of women in peace negotiations as well as conflict prevention; to ensure access to justice for women; and to integrate a gender perspective into all peacekeeping and humanitarian activities. She urged the Council to combat impunity for gender-based violence by advocating the training of security forces and law enforcement agencies in accordance with international humanitarian law and human rights law, in particular women's rights.⁵

The Executive Director of UNFPA called for the following actions to be taken immediately in order to respond to the victims of gender-based violence: increasing political will to ensure that women and girls

received real protection from gender-based violence in their homes, in refugee camps or other locations; increasing the collection of evidence of sexual violence, and bringing perpetrators to justice; ensuring that peacekeeping and humanitarian personnel were trained to respond to gender-based violence; ensuring training of health personnel in caring for victims of sexual violence; providing victims with adequate legal, psychological and reproductive health services; and targeting community leaders with programmes on the importance of not stigmatizing victims of sexual violence. She also pointed to the devastating consequences of the transmission of HIV/AIDS through sexual violence. She called for increased funding to programmes addressing gender-based violence.⁶

The representative of the Women's Network for the Protection of Human Rights and Peace recommended that funding be increased to the human rights and gender sections of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) so that the Mission could establish a genuine partnership with women's groups, especially in the most backward, rural regions of the Democratic Republic of the Congo. She also urged that MONUC be strengthened so that it would have the capacity to locate girl soldiers and ensure their inclusion in disarmament, demobilization, rehabilitation and reintegration programmes.⁷

The Executive Director of UNIFEM asserted that the world was at a historical crossroads where the opportunity now existed to make the rule of law and the gender equality perspective central to peace and reconstruction processes. To this end, she urged that the participation of women, and the incorporation of gender dimensions, be increased in all stages of the conceptualization, planning and implementation of United Nations peacekeeping operations. With respect to post-crisis situations, she recommended that the United Nations should have a central mechanism to focus on coordinated assistance for gender justice.⁸

The Deputy Secretary-General of the Commonwealth Secretariat observed that, notwithstanding the fact that women and children remained deliberate targets in armed conflicts, women

⁴ S/PV.5066, pp. 3-5.

⁵ Ibid., pp. 6-7.

⁶ Ibid., pp. 7-8.

⁷ S/PV.5066 (Resumption 1), pp. 2-3.

⁸ Ibid., pp. 3-6.

had continued to play a crucial role in maintaining and rebuilding the social fabric during conflicts and their aftermath. Highlighting the integrated approach developed by the Commonwealth Secretariat involving men, women and young persons, he affirmed that only through education in support of peace could conflicts be prevented and their harmful effects on women be avoided.⁹

The Director of INSTRAW contended that the designation of a focal point and an expert-level working group on the integration of resolution 1325 (2000) in the Security Council's work, the establishment of a United Nations system-wide action plan as well as national action plans, and annual reporting were initiatives that deserved consideration and support.¹⁰

Speakers were unanimous in welcoming the progress made since the adoption of resolution 1325 (2000) four years previously. They noted that women had achieved greater equality and were better represented in the area of peace and security. Specific actions had been taken by the United Nations, civil society and non-governmental organizations in this respect. Furthermore, there was now a better understanding of the serious and disproportionate effects of armed conflicts on women and girls. At the same time, however, all speakers agreed that much remained to be done for further progress, stressing the urgent need to narrow a wide gap between the realities and the objectives envisioned in resolution 1325 (2000).

Speakers expressed deep concern about the increasing trend of sexual violence against women and girls, particularly when this type of violence was used as an instrument of war. They maintained that the international community should assist countries in need in bringing an end to impunity to gender-based crimes. Pointing out that the Rome Statute of the International Criminal Court defined rape and other forms of violence against women as war crimes and crimes against humanity, many speakers hoped that the Court would play an important role in prosecuting those accused of serious gender-based violence.¹¹

⁹ Ibid., pp. 25-26.

¹⁰ Ibid., pp. 26-27.

¹¹ Ibid., pp. 27-29 (Canada); pp. 29-31 (Netherlands); pp. 21-23 (Brazil); pp. 31-32 (Australia); and pp. 35-36 (South Africa).

In the same vein, most speakers argued that the United Nations must enhance its response to gender-based violence not only during conflicts but also in pre-conflict as well as post-conflict situations. The representative of Germany stated that gender-based violence could only be overcome by empowering women in all aspects of public and private life.¹² The representatives of Chile and the United Republic of Tanzania emphasized that more women needed to be included in peace agreements and peacekeeping operations.¹³ The representative of the Netherlands, speaking on behalf of the European Union, praised the gender resources package of the Department of Peacekeeping Operations as an "impressive piece of work".¹⁴ The representative of Liechtenstein observed that the United Nations "should lead by example" in the appointment of women as special envoys, special representatives and other senior operational officials.¹⁵ However, the representative of India cautioned that, while increasing the number of women in high-level positions was essential, attempts to artificially raise the number of women in peace negotiations would not necessarily guarantee enduring results.¹⁶

The representatives of Benin and the Philippines suggested that all United Nations structures should develop comprehensive strategies to combat gender-based violence.¹⁷ The representatives of France and Canada, speaking for the Human Security Network, emphasized the need to ensure the systematic inclusion of gender-specific contents in the mandates of peacekeeping operations.¹⁸ While supporting the need for a comprehensive strategy, the representative of the Russian Federation cautioned against "general stereotypical recommendations", adding that preparing such an inclusive approach should not impede the search for solutions to specific problems in specific situations.¹⁹

The representatives of Angola and the Philippines suggested that a monitoring system should be established to ensure the implementation of resolution

¹² S/PV.5066, pp. 20-21.

¹³ Ibid., pp. 10-11 (Chile); and S/PV.5066 (Resumption 1), pp. 12-13 (United Republic of Tanzania).

¹⁴ S/PV.5066, pp. 9-30.

¹⁵ S/PV.5066 (Resumption 1), pp. 8-9.

¹⁶ S/PV.5066, pp. 34-35.

¹⁷ Ibid., pp. 11-12 (Benin); and pp. 12-13 (Philippines).

¹⁸ Ibid., pp. 15-17 (France); and pp. 27-29 (Canada).

¹⁹ Ibid., pp. 25-27.

1325 (2000) in the field.²⁰ As part of such a monitoring system, the representative of Romania suggested that a mechanism should be developed to monitor human trafficking.²¹ However, the representative of Algeria cautioned that such a measure might run the risk of going beyond resolution 1325 (2000), raising the question whether the Council was the best place to carry out such a multidimensional activity.²²

Most speakers expressed concern about the conduct of peacekeepers and other United Nations personnel in the field, welcomed the commitment of the United Nations to zero tolerance of trafficking in every peace operation, and sought a similar commitment to zero tolerance of prostitution. The representative of Germany held that all substantive units of a peacekeeping operation should include specialists with gender expertise.²³ The representative of Sweden contended that abused women must have the opportunity to interact with female members of a peacekeeping operation, and suggested that civilian observers be included in military observer teams, which often constituted the only presence of a peacekeeping operation in a given area.²⁴ The representative of Nigeria regretted that the Office of the Special Adviser on Gender Issues was not adequately staffed and funded.²⁵

The representative of the United States agreed with the point made by the High Commissioner for Human Rights that human trafficking was often worsened by the upheaval of post-conflict situations.²⁶

As follow-up measures, the representative of France suggested that the Council should meet periodically, perhaps at the expert level, to discuss the implementation of resolution 1325 (2000).²⁷ The representative of the United Kingdom stressed the importance for the Council to maintain cooperation with non-governmental organizations and civil society representatives.²⁸ Most delegations voiced support for the Secretary-General's proposal of a comprehensive strategy and action plan for mainstreaming a gender

perspective into peacekeeping activities. The representative of Sweden recommended that such an action plan should have specific timelines, resource implications, and clear targets and responsibilities, adding that the focal point might be supplemented by a working group.²⁹ The representative of Pakistan suggested that issues of women and peace and security should be included in the terms of reference for all Council missions, and that the Council should periodically hold Arria-formula meetings with non-governmental organizations and civil society representatives on the question.³⁰

After the debate, the President (United Kingdom) made a statement on behalf of the Council,³¹ by which the Council, *inter alia*:

Strongly condemned the continued acts of gender-based violence in situations of armed conflict; requested the Secretary-General to ensure that human rights monitors and members of commissions of inquiry had the necessary expertise and training in gender-based crimes and in the conduct of investigations, including in a culturally sensitive manner favourable to the needs, dignity and rights of the victims;

Reaffirmed the important role of women in the prevention of conflict and supported the Secretary-General's intention to develop a comprehensive system-wide strategy and action plan for increasing attention to gender perspectives in conflict prevention;

Considered that an increase in the representation of women in all aspects of conflict prevention, peacekeeping and peacebuilding operations and humanitarian response was urgently needed;

Recognized the vital contribution of women in promoting peace and their role in reconstruction processes.

Decision of 27 October 2005 (5294th meeting): statement by the President

At its 5294th meeting, on 27 October 2005, the Council included in its agenda the report of the Secretary-General on women and peace and security.³² The Council heard briefings by the Deputy Secretary-General, the Under-Secretary-General for Peacekeeping Operations, the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, the Executive Director of UNIFEM, the Country Director for Afghanistan of Women for Women International, the

²⁰ *Ibid.*, pp. 17-18 (Angola); and pp. 12-13 (Philippines).

²¹ *Ibid.*, pp. 23-24.

²² *Ibid.*, pp. 14-15.

²³ *Ibid.*, pp. 20-21.

²⁴ S/PV.5066 (Resumption 1), pp. 15-16.

²⁵ *Ibid.*, pp. 24-25.

²⁶ S/PV.5066, pp. 8-10.

²⁷ *Ibid.*, pp. 15-17.

²⁸ *Ibid.*, pp. 25-27.

²⁹ S/PV.5066 (Resumption 1), pp. 15-16.

³⁰ S/PV.5066, pp. 18-20.

³¹ S/PRST/2004/40.

³² S/2005/636.

Regional Adviser for West Africa of the Network of African Women for Peace, the Gender Adviser of the Commonwealth Secretariat, and the Secretary-General of the Inter-Parliamentary Union.

All Council members and 25 other representatives made statements during the meeting.³³

In his report, the Secretary-General presented a United Nations system-wide action plan on the implementation of resolution 1325 (2000), as requested by the Council in its presidential statement of 28 October 2004.³⁴ The action plan would be used by United Nations entities to formulate concrete strategies, actions and programmes, in a consistent and effective manner, to advance the role of women in peace and security areas; ensure more efficient support to Member States and other actors in national and regional-level implementation of resolution 1325 (2000); strengthen the commitment and accountability of the United Nations system at the highest levels; and enhance inter-agency cooperation. In the framework of enhanced coordination and accountability, the action plan would be utilized by intergovernmental and inter-agency bodies as a yardstick against which to assess periodically the United Nations system's efforts. The Secretary-General further proposed in his report that the plan would cover the period from 2005 to 2007. In keeping with the mandates given by the Security Council in resolution 1325 (2000) and the relevant presidential statements, the plan had been structured according to the following 12 areas of action: conflict prevention and early warning; peacemaking and peacebuilding; peacekeeping operations; humanitarian response; post-conflict reconstruction and rehabilitation; disarmament, demobilization and reintegration; preventing and responding to gender-based violence in armed conflict; preventing and responding to sexual exploitation and abuse by United Nations staff, related personnel and United Nations partners; gender balance; coordination and partnership; monitoring and reporting; and financial resources.

³³ The representatives of Australia, Austria, Bangladesh, Canada, Croatia, Egypt, El Salvador, Fiji, Germany, Guinea, Iceland, Indonesia, Israel, Italy, Kenya, Liechtenstein, Malaysia, Myanmar, Namibia (on behalf of the Southern African Development Community), Norway, Peru, Samoa (on behalf of the Pacific Islands Forum), South Africa, Sri Lanka and Sweden.

³⁴ S/PRST/2004/40.

At the outset, the Deputy Secretary-General stated that five years after the adoption of resolution 1325 (2000), women were still not adequately represented at the negotiating table, the Cabinet table or the conference table. Governments clearly needed to redouble their efforts, and the United Nations needed to be more proactive. She underlined that the United Nations needed to develop a more systematic approach to consulting with women in the earliest stages of a peace process, including in discussions on constitutional development, judicial reform and reconciliation. The Organization also needed to maintain the utmost vigilance in preventing further instances of sexual exploitation and abuse by United Nations peacekeepers and personnel.³⁵

The Under-Secretary-General for Peacekeeping Operations agreed that major challenges remained, such as the shameful engagement of some peacekeepers in sexual exploitation. He intended to vigorously address the remaining challenges in the coming years, focusing on the broadening of responsibility for gender mainstreaming and ensuring that all policies were consistent with resolution 1325 (2000). He would work towards increasing the number of women in peacekeeping and refine the partnership frameworks that guided collaboration with United Nations agencies and Member States in the implementation of the resolution.³⁶

The Special Adviser on Gender Issues and Advancement of Women, presenting the Secretary-General's United Nations system-wide action plan for implementing resolution 1325 (2000), said the Council's historic resolution had fundamentally changed the image of women from that of exclusively victims of war to that of active participants as peacemakers, peacebuilders and negotiators. Despite the progress achieved, many gaps remained to be filled. Women's and girls' bodies had become battlegrounds, and they shouldered the main burden of post-conflict problems and were the primary victims of unspeakable sexual and gender-based violence.³⁷

The Executive Director of UNIFEM gave many examples of the Fund's activities to enhance women's situation in conflict-affected societies. In terms of achieving justice for women, she stated that peace

³⁵ S/PV.5294, pp. 3-4.

³⁶ *Ibid.*, pp. 4-6.

³⁷ *Ibid.*, pp. 6-8.

agreements often fell short of providing any strategy or resources to ensure implementation or measures to sanction non-action, especially with regard to issues affecting women. At the heart of the implementation of any real justice in countries recovering from conflict was the demand that human rights violations against women and girls be regarded and treated as crimes by the criminal justice system, and not be left to the rules of customary and traditional legal systems. In terms of moving forward, she suggested that the United Nations needed to adopt a more holistic one-system approach to systematically address the needs and capabilities of women throughout all phases from conflict to peace.³⁸

Given the unfinished agenda for Afghan women, the Country Director for Afghanistan of Women for Women International urged the international community to support the rule of law, not the rule of individuals, warlords or fundamentalists in her country. She urged the Council to consider extending the mandate of the International Security Assistance Force and expanding its work throughout Afghanistan.³⁹

The Regional Adviser for West Africa of the Network of African Women for Peace pointed out that a number of peace agreements in Côte d'Ivoire were agreed without the effective participation of women. She called for better implementation of resolution 1325 (2000), and for enhanced efforts to increase women's awareness of the resolution.⁴⁰

In the discussion that followed, speakers emphasized the need for vigilance in addressing the "disgraceful" issue of sexual exploitation. Agreeing that many gaps remained in implementing the resolution, most speakers agreed that the establishment of the Peacebuilding Commission, as well as the Secretary-General's proposed United Nations system-wide action plan, would provide an opportunity to capitalize on gains already achieved, including by systematically incorporating women at the earliest stages of peace processes.

Welcoming the proposed United Nations system-wide action plan, many representatives opined that the plan responded to the need for more systematic and coordinated implementation of resolution 1325 (2000) in all United Nations activities related to conflict and

for greater coordination throughout the United Nations system.⁴¹

The representatives of Romania, Namibia and Iceland believed that the action plan would be a useful tool and framework of action for gender mainstreaming in all activities being carried out by the United Nations system.⁴² The representative of the United Republic of Tanzania opined that the action plan presented an implementation framework that would allow for coordination and collaboration among the various United Nations bodies. It would also provide a monitoring framework upon which to measure results.⁴³

At the close of the meeting, the President (Romania) made a statement on behalf of the Council,⁴⁴ by which the Council, *inter alia*:

Welcomed the system-wide action plan for the implementation of resolution 1325 (2000) across the United Nations system, and requested the Secretary-General to update, monitor and review its implementation and integration on an annual basis, and report to the Council, starting in October 2006; urged the Secretary-General to proceed with the appointment of a gender adviser within the Department of Political Affairs and to continue to identify women candidates for senior-level positions within the United Nations system, including as special representatives;

Requested the Secretary-General to ensure that all peace accords concluded with United Nations assistance addressed the specific effects of armed conflict on women and girls, as well as their specific needs and priorities in the post-conflict context;

Called upon all parties to armed conflict to ensure full and effective protection of women and emphasized the necessity to end impunity of those responsible for gender-based violence;

Urged troop-contributing countries to take appropriate preventive action, including conducting predeployment awareness training, and to take disciplinary action and other action to ensure full accountability in cases of misconduct involving their personnel.

³⁸ *Ibid.*, pp. 8-10.

³⁹ *Ibid.*, pp. 10-12.

⁴⁰ *Ibid.*, pp. 12-14.

⁴¹ *Ibid.*, pp. 22-23 (Denmark); pp. 24-26 (United Kingdom, on behalf of the European Union); pp. 29-30 (Japan); S/PV.5294 (Resumption 1), pp. 2-3 (Russian Federation); pp. 3-4 (Philippines); pp. 19-20 (Bangladesh); pp. 21-22 (Peru); pp. 24-26 (Canada, on behalf of the Human Security Network); and pp. 27-28 (Malaysia).

⁴² S/PV.5294 (Resumption 1), pp. 4-5 (Romania); pp. 10-12 (Namibia); and pp. 12-13 (Iceland).

⁴³ S/PV.5294, pp. 14-15.

⁴⁴ S/PRST/2005/52.

**Decision of 26 October 2006 (5556th meeting):
statement by the President**

At its 5556th meeting, on 26 October 2006, the Council included in its agenda the report of the Secretary-General dated 27 September 2006.⁴⁵ The President (Japan) drew the attention of the Council to a letter dated 4 October 2006 from the representative of Japan addressed to the Secretary-General, transmitting a concept paper for the meeting.⁴⁶ The Council heard briefings by the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, the Under-Secretary General for Peacekeeping Operations, the Executive Director of UNIFEM and the Assistant Secretary-General in the Peacebuilding Support Office. In addition to all Council members, 29 representatives made statements.⁴⁷

In his report, the Secretary-General stated that a significant amount of work to implement resolution 1325 (2000) was under way. Many activities were relevant, effective, innovative and important. Progress in implementing a wide array of activities envisaged in the system-wide action plan had been achieved, albeit to a different extent in each area of action. Despite overall positive assessment of the stage of the implementation plan, the review identified a number of gaps and challenges that generally arose in situations of conflict and post-conflict, namely, lack of stability and security; violence, including gender-based violence; poverty, discrimination, democracy deficits, impunity and weak public institutions. In addition, a number of common institutional gaps and challenges to the systematic implementation of the action plan were identified.

The Special Adviser on Gender Issues and Advancement of Women, presenting the report of the Secretary-General, said that the collective efforts to ensure women's equal participation in peace

consolidation had generally fallen short in the past year. From the Democratic Republic of the Congo to the Sudan, and from Somalia to Timor-Leste, women continued to be exposed to violence and to be marginalized in formal processes. While States had a vested interest in maintaining peace and security, it was no secret that, even with political will at the top and pressure from women's groups below, many Governments were hesitant to challenge pre-conflict societal values. The full and effective implementation of resolution 1325 (2000) would require all the will and creativity the international community could muster.⁴⁸

The Under-Secretary-General for Peacekeeping Operations stressed three priority issues facing peacekeeping missions as they endeavoured to provide support for women's participation in transitional processes and beyond, and which required the urgent attention of the Council. First, he highlighted the problem of insecurity and the use of sexual violence as a way to control the movement and actions of women and girls as they worked to rebuild their homes and communities, also after the guns fell silent. Secondly, he emphasized the need to ensure sustained support for women in the political arena in order that they might be part of the decision-making process. To date, the most notable successes in electing women to political office had been achieved in situations where constitutional guarantees had been put in place, establishing quotas regarding the participation of women. Thirdly, he stressed the need to amend and reform discriminatory laws that undermined equality of rights so as to enable the effective participation of women in peacebuilding processes. He further noted that, despite the efforts of his Department to implement resolution 1325 (2000), real gaps remained. He recognized the need to build a critical mass of male champions to advocate and support the translation into practice of commitments to gender equality. Thus, he believed his Department needed a senior male envoy to support the political advocacy efforts. With a view to engaging more effectively with the local population, he suggested that deploying a greater number of women peacekeepers would be an operational imperative.⁴⁹

The Executive Director of UNIFEM, describing peace consolidation as an uncertain enterprise, stated that peace consolidation must include ending impunity

⁴⁵ S/2006/770.

⁴⁶ S/2006/793.

⁴⁷ The representatives of Australia, Bangladesh, Canada, Colombia, the Comoros, Croatia, Egypt, El Salvador, Fiji, Finland (on behalf of the European Union), Germany, Guatemala, Guinea, Iceland, Indonesia, Israel, Kenya, Lesotho, Liechtenstein, Myanmar, the Netherlands, Norway, Papua New Guinea (on behalf of the Pacific Islands Forum), Slovenia (on behalf of the Human Security Network), South Africa, Spain, the Sudan, Sweden and Uganda. The Coordinator of the Dushirehamwe Association and the President of Rede Feto also made statements.

⁴⁸ S/PV.5556, p. 3.

⁴⁹ *Ibid.*, pp. 4-6.

for sexual violence and raising the political and economic costs to those who engaged in it. On the ground in places like Iraq, Afghanistan and Somalia, UNIFEM was seeing the public space for women shrink. Women were becoming targets for assassination when they defended their rights in public decision-making, and violence was brought into homes and communities after conflicts had ended.⁵⁰

The Assistant Secretary-General in the Peacebuilding Support Office stressed the need to support women's roles in the fabric of communities and as agents of change in peacebuilding support. For that reason, her Office was exploring ways to further engage women's civil society organizations in reconstruction efforts. In her view, the Peacebuilding Commission provided an unprecedented opportunity to improve on past practices. Indeed, resolution 1325 (2000) was one of the underpinnings of the Commission's architecture. She opined that as women were disproportionately affected by conflict they must be given disproportionate attention as well.⁵¹

The Coordinator of the Dushirehamwe Association said that Burundian women had long committed themselves to peace. Highlighting the most pressing issues facing women, she said the 30 per cent quota for women's participation in decision-making should not only be raised to 50 per cent, but should also be applied to women at the local level. With women unable to inherit land, she hoped that the Peacebuilding Commission would consider support for Burundi's land commission as one of its top priorities. Appealing for women not to be held hostage to the political situation in Burundi, she stated that women should be enabled to have direct access to financing that allowed them to undertake and consolidate the work that they had been doing at the grassroots level.⁵²

Speaking of the situation for women in Timor-Leste, the President of Rede Feto urged the United Nations to set up formal mechanisms for consultation that would enable women and young people of both sexes to be heard.⁵³

Speakers welcomed the positive developments in the implementation of resolution 1325 (2000), such as increased participation of women in the peace

processes in western Africa as well as the Democratic Republic of the Congo and other places. The representative of South Africa noted with appreciation that women had come together in the Great Lakes region and the Mano River Basin to decide on their own future and to organize their participation in national reconciliation. Also encouraging was the fact that an increasing number of countries had adopted their own national programmes with a view to implementing the resolution.⁵⁴ Speakers were unanimous, however, in acknowledging that much remained to be done at all levels, and called for a more coherent and systematic approach to address the requirements and obligations of the resolution.

The representative of Ghana lamented that the international community had only "paid lip service" to the aspirations underpinning the "epoch-making" resolution, through inconsistent implementation, especially in most developing countries.⁵⁵ The representative of Uganda regretted that not much had been done to implement resolution 1325 (2000), in particular in elaborating on reporting and monitoring mechanisms.⁵⁶ Speakers highlighted the Council's role in supervising the resolution's full and speedy implementation. As the resolution reaffirmed the role of women in preventing and resolving conflicts, the representative of Australia stated that it had made "gender equality and a gender perspective relevant to all Security Council actions".⁵⁷ The representative of Slovenia called for the creation of a mechanism for the Council to monitor its own actions in integrating resolution 1325 (2000) into its work.⁵⁸ For the Council to assess progress in a systematic way, the representative of the United Kingdom stressed the need to develop an action plan for each country with the agreement of the Government, which would ensure that all funds, programmes and agencies assumed particular responsibility for the separate elements of the resolution.⁵⁹ The representative of Indonesia suggested that a focal point or working group of the Council should be considered.⁶⁰

⁵⁰ Ibid., pp. 6-7.

⁵¹ Ibid., pp. 7-10.

⁵² S/PV.5556 (Resumption 1), pp. 2-3.

⁵³ Ibid., pp. 3-4.

⁵⁴ S/PV.5556, pp. 21-22.

⁵⁵ Ibid., pp. 11-13.

⁵⁶ S/PV.5556 (Resumption 1), pp. 10-12.

⁵⁷ S/PV.5556, pp. 20-21.

⁵⁸ Ibid., pp. 22-23.

⁵⁹ Ibid., pp. 26-27.

⁶⁰ S/PV.5556 (Resumption 1), pp. 17-18.

Speakers reaffirmed the need to ensure women's full participation in all phases of the peace processes. Noting that there remained resistance to the notion that women could make a difference, the representative of the United States argued that exclusion in leadership roles was a result of deeply engrained perceptions and change would require deliberate efforts by all.⁶¹ The representative of the United Kingdom noted with concern that, thus far, gender had not been included in a systematic way in peacekeeping missions.⁶²

Together with the representative of China, the representative of the United Kingdom called on the Peacebuilding Commission to accord priority to women in post-conflict situations.⁶³ The representative of Canada urged the Commission to develop modalities to ensure the active participation of civil society, particularly women's groups.⁶⁴ The representative of the Congo maintained that gender issues should be a human rights issue first and foremost and that discrimination must be erased in development programmes as well as post-conflict reconstruction.⁶⁵ The representative of Norway considered it necessary for United Nations country teams to strive for a fully integrated gender plan that reflected the objectives of the resolution, including clear accountability, division of labour and specific actions to be taken.⁶⁶

Most speakers voiced concern at the continuation of sexually based violence in conflict areas, and called for further implementation of the system-wide action plan.

At the end of the meeting, the President (Japan) made a statement on behalf of the Council,⁶⁷ by which the Council, *inter alia*:

Requested the Secretary-General to collect and compile good practices and lessons learned and identify remaining gaps and challenges in order to further promote the efficient and effective implementation of resolution 1325 (2000);

Requested the Secretary-General to ensure that United Nations assistance in gender mainstreaming appropriately addressed the needs and priorities of women in the post-conflict process;

⁶¹ S/PV.5556, pp. 7-8.

⁶² *Ibid.*, pp. 26-27.

⁶³ *Ibid.*, pp. 26-27 (United Kingdom); and pp. 17-18 (China).

⁶⁴ *Ibid.*, pp. 16-17.

⁶⁵ S/PV.5556 (Resumption 1), pp. 4-7.

⁶⁶ S/PV.5556, pp. 15-16.

⁶⁷ S/PRST/2006/42.

Requested the Secretary-General to ensure that disarmament, demobilization and reintegration programmes took specific account of the situation of women ex-combatants and women associated with combatants, as well as their children, and provided for their full access to those programmes;

Remained deeply concerned by the pervasiveness of all forms of violence against women in armed conflict, including killing, maiming, grave sexual violence, abductions and trafficking in persons; reiterated its utmost condemnation of such practices and called upon all parties to armed conflict to ensure full and effective protection of women, and emphasized the necessity to end the impunity of those responsible for gender-based violence;

Reiterated its condemnation, in the strongest terms, of all acts of sexual misconduct by all categories of personnel in United Nations peacekeeping missions; urged the Secretary-General and troop-contributing countries to ensure the full implementation of the recommendations of the Special Committee on Peacekeeping Operations;⁶⁸

Requested the Secretary-General to include in his reporting to the Council progress in gender mainstreaming throughout United Nations peacekeeping missions;

Reiterated its call to Member States to continue to implement resolution 1325 (2000), including through the development and implementation of national action plans or other national-level strategies;

Requested the Secretary-General to continue to update, monitor and review the implementation and integration of the action plan and report to the Council.

Decision of 7 March 2007 (5636th meeting): statement by the President

At the 5636th meeting, on 7 March 2007, no Council members made statements. The President (South Africa) made a statement on behalf of the Council,⁶⁹ by which the Council, *inter alia*:

Reaffirmed its commitment to the full and effective implementation of resolution 1325 (2000);

Reaffirmed the important role of women in the prevention and resolution of conflicts and peacebuilding;

Urged the Secretary-General to continue to appoint more women as special representatives and envoys; and to expand the role and contribution of women in United Nations field-based operations;

Emphasized the need for the inclusion of gender components in peacekeeping operations;

⁶⁸ A/60/19.

⁶⁹ S/PRST/2007/5.

Remained deeply concerned by the pervasiveness of all forms of violence against women and girls in armed conflict, including killing, maiming, grave sexual violence, abductions and trafficking in persons; reiterated its utmost condemnation of such practices and called upon all parties to armed conflict to take specific measures to protect women and girls;

Requested the Secretary-General to ensure that disarmament, demobilization and reintegration programmes took specific account of the situation of women and girls associated with armed forces and armed groups;

Decided to remain actively seized of the matter.

Decision of 23 October 2007 (5766th meeting): statement by the President

At its 5766th meeting, on 23 October 2007, the Council held an open debate on the item. The Council included in its agenda a report of the Secretary-General dated 12 September 2007,⁷⁰ and a letter dated 8 October 2007 from the representative of Ghana addressed to the Secretary-General.⁷¹

The Council heard statements by the Secretary-General, the Under-Secretary-General for Peacekeeping Operations, the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, the Ad Interim Executive Director of UNIFEM, and the Coordinator of the NGO Working Group on Women, Peace and Security. In addition to Council members, 38 representatives made statements.⁷²

In his report, the Secretary-General stated that analysis of the responses received from United Nations entities during the second implementation review had revealed that important groundwork had been laid for a longer-term effort by the United Nations system towards the full implementation of resolution 1325 (2000). Many entities had reported an increased political commitment to gender equality and women's

empowerment in peace processes; strengthened capacity-building, an enhanced institutional environment; improved advocacy, enhanced leadership and greater support by senior officials; and better engagement with Member States and partnerships with national machineries for women, women's associations and networks.

Opening the debate, the Secretary-General said that, since the adoption of the landmark resolution, women had increasingly participated at all levels of peacemaking and peacebuilding, and peace processes had increasingly empowered women and advanced gender equality. However, countries in conflict or those emerging from it needed to establish their own national action plans and take ownership of the implementation of resolution 1325 (2000). He stressed that the collective and individual response to violence against women, which had reached hideous and pandemic proportions, must be strengthened. The Secretary-General reiterated his call that the Security Council establish a mechanism dedicated to monitoring violence against women and girls. For their part, Member States should actively consider proposals to strengthen the Organization's gender architecture, replacing several current structures with one dynamic United Nations entity.⁷³

The Under-Secretary-General for Peacekeeping Operations said that 2007 had seen a number of significant advances in the contribution of women to the prevention and resolution of conflicts and in peacebuilding. Some of those advances had occurred in countries where peacekeeping operations were deployed, such as Haiti and Liberia. On the implementation of resolution 1325 (2006), he noted that in November 2006, the Department of Peacekeeping Operations had adopted a policy directive on gender equality in peacekeeping operations that obliged all uniformed and civilian staff to ensure the equal participation of women, men, boys and girls in all peacekeeping activities. In addition, since February, the number of women in senior civilian positions had increased by almost 40 per cent, and included the appointment of Ellen Margrethe Løj as Special Representative of the Secretary-General to lead the United Nations Mission in Liberia. He stated that over the past seven years the Department's strategy had been to focus on implementation of the individual parts

⁷⁰ S/2007/567.

⁷¹ S/2007/598.

⁷² The representatives of Argentina, Australia, Austria, Bangladesh, Benin, Canada, Colombia, Costa Rica, Croatia, the Democratic Republic of the Congo, Denmark, Egypt, Finland, Germany, Guatemala, Guinea, Honduras, Iceland, Israel, Japan, Kazakhstan, Kenya, Liechtenstein, Malawi, Mexico, Myanmar, the Netherlands, New Zealand, Nicaragua, Norway, Portugal (on behalf of the European Union), the Republic of Korea, Spain, the Sudan, Sweden, the United Arab Emirates, Viet Nam and Zambia (on behalf of the Southern Africa Development Community).

⁷³ S/PV.5766, pp. 2-3.

of resolution 1325 (2000). However, a concerted, integrated approach was needed to address rape and sexual violence in conflicts and in post-conflict situations. While rape was used as a weapon of war in situations like those in the Democratic Republic of the Congo and Darfur, addressing that war crime required going beyond political compromise, and power- and resource-sharing agreements. In combating such crimes, the role of the Security Council was important in ensuring that the mandates and resources it authorized took into account the situation faced by women and girls on the ground.⁷⁴

The Special Adviser on Gender Issues and Advancement of Women, presenting the report of the Secretary-General, stressed that it was imperative for international organizations, national Governments and civil society to work together to identify priorities and develop a practical approach to implementation strategies on women and peace and security. She said that resolution 1325 (2000) was primarily about how to make the world safe for equal participation by women and girls in matters of peace and security. Impunity for perpetrators and an insufficient response to the needs of survivors were morally reprehensible and unacceptable. She stressed that the Council could help by establishing a dedicated mechanism to monitor the situation of women and girls in conflict situations and hold parties to conflicts accountable for sexual and gender-based violence.⁷⁵

The Ad Interim Executive Director of UNIFEM highlighted three main challenges in the implementation of resolution 1325 (2000). First, while there were positive exceptions, women's access to peace processes in conflict-affected countries had been highly uneven. Secondly, enhanced efforts were required to ensure women's representation in democratic institutions in post-conflict contexts. Thirdly, she stressed the need to address sexual violence. She presented two suggestions to which she hoped the Council would give due consideration: to call for more holistic and concerted action by Member States and regional organizations to protect women and girls from gender-based violence; and to request more detailed reporting on the implementation of resolution 1325 (2000).⁷⁶

⁷⁴ Ibid., pp. 3-6.

⁷⁵ Ibid., pp. 6-7.

⁷⁶ Ibid., pp. 7-8.

The Coordinator of the NGO Working Group on Women, Peace and Security said was unfortunate that the implementation of resolution 1325 (2000) could not be said to be coherent and effective, but at the same time noted that the opportunity to discuss that assessment was nevertheless valuable. The integration of resolution 1325 (2000) into the Security Council's work had been inconsistent. Resolutions should contain gender-specific language and standard provisions for regular and adequate monitoring of and reporting on the implementation of the resolution by field missions.⁷⁷

Speakers welcomed the progress made since the adoption of resolution 1325 (2000), but acknowledged that much remained to be done to fulfil the objectives contained therein. They expressed deep concern that armed conflicts still persisted and civilians, particularly women and children, continued to account for the vast majority of victims of violence, in particular of sexual violence.

The representative of Portugal, speaking on behalf of the European Union, stated that the European Union was extremely concerned about recent reports on the "appalling and unprecedented phenomenon of systematic rape and brutality against women" in the eastern Democratic Republic of the Congo.⁷⁸ The representatives of Slovakia, France, Liechtenstein, Austria, the Republic of Korea and Croatia supported the idea of establishing a comprehensive and effective monitoring and reporting mechanism that would help the Council to identify the victims, patterns, scale and perpetrators of sexual violence in armed conflicts.⁷⁹ The representatives of Canada, Malawi and Bangladesh called for the creation of a Security Council mechanism to monitor the implementation of resolution 1325 (2000).⁸⁰

The representative of the Russian Federation maintained however that the Council's work should not duplicate the activities of other United Nations bodies, such as the Human Rights Council, the Committee on the Elimination of Discrimination against Women, the

⁷⁷ Ibid., pp. 9-10.

⁷⁸ Ibid., pp. 30-31.

⁷⁹ Ibid., pp. 10-11 (Slovakia); pp. 21-23 (France); S/PV.5766 (Resumption 1), pp. 7-8 (Liechtenstein); pp. 15-16 (Austria); pp. 20-21 (Republic of Korea); and pp. 24-25 (Croatia).

⁸⁰ S/PV.5766 (Resumption 1), pp. 17-18 (Canada); pp. 28-30 (Malawi); and pp. 35-36 (Bangladesh).

Peacebuilding Commission and the General Assembly. He stated that his delegation did not agree with the proposal to create a Council machinery for monitoring the implementation of the resolution, as that would duplicate efforts of other United Nations bodies.⁸¹ The representative of Colombia did not think it appropriate for the Council to set up a monitoring mechanism, because it would eventually result in the creation of a mechanism whereby the Council would single out countries on the basis of thematic issues that should, according to the Charter, be discussed and dealt with in the General Assembly.⁸² Similarly, the representative of Egypt doubted the merit of creating a mechanism that would be “scrutinizing” Member States.⁸³ The representative of China stated that the Council should work within its terms of competence, focusing on conflict prevention, peacekeeping and post-conflict reconstruction. He further stated that countries should be encouraged to formulate national action plans for the implementation of resolution 1325 (2000), with support from the United Nations.⁸⁴

The representative of Indonesia noted that in many conflicts women were marginalized in the political process.⁸⁵ The representative of Qatar called on the international community to provide generous support to countries in their efforts to align their national legal systems with international standards and to build their national capacity in the fight against gender-based crimes.⁸⁶ The representative of Myanmar categorically rejected the “unfounded allegations” made by the United Kingdom regarding sexual violence reportedly committed by the Burmese military. He claimed that the military had been falsely accused of gang rape based on reports of the expatriate Shan Women’s Action Network, the Shan Human Rights Foundation and the Kareni Human Rights Group, pointing out that the two latter entities had been identified in the 2002 country report of the United States State Department as organizations associated with the insurgency. He noted that separate investigations into those allegations had been carried out by the authorities and organizations concerned, including the Myanmar Women’s Affairs Federation,

and, in “genuine cases”, perpetrators were prosecuted in accordance with the law.⁸⁷

The representative of the Sudan stressed that, at the national level, the empowerment of women had been one of the country’s top priorities, as its traditions and values accorded women a particularly prominent position. He assured the Council that as the Sudan was preparing for the Darfur peace talks to be held in the Libyan Arab Jamahiriya in less than a week, the participation of women in the peace process would undoubtedly give dynamism and direction needed for the success of the talks.⁸⁸

The representatives of France and the United Kingdom regretted that some Council members had resisted the inclusion in the draft presidential statement of a request for the submission of a special report of the Secretary-General on gender violence within six months. The representative of the United Kingdom hoped that the reporting of other bodies would fill the resulting gap.⁸⁹ The representative of Italy asked whether the presidential statement to be adopted could really be seen, from the point of view of those who suffered on the ground, as a message of hope. There was no need for more messages and more information to stop their suffering.⁹⁰

At the end of the meeting, the President (Ghana) made a statement on behalf of the Council,⁹¹ by which the Council, *inter alia*:

Reaffirmed its commitment to the full and effective implementation of resolution 1325 (2000) on women and peace and security;

Recognized the importance of ensuring respect for the equal rights of women and, in this regard, reaffirmed the importance of the equal role of women in the prevention and resolution of conflicts and in peacebuilding, and stressed the need for their full and equal participation in peace processes at all levels;

Remained concerned about the low number of women appointed as Special Representatives or Special Envoys of the Secretary-General to peace missions; urged the Secretary-General to appoint, taking into account the principle of equitable geographical representation, more women to pursue good offices on his behalf;

⁸¹ S/PV.5766, pp. 14-15.

⁸² S/PV.5766 (Resumption 1), pp. 13-15.

⁸³ *Ibid.*, pp. 10-11.

⁸⁴ S/PV.5766, pp. 19-20.

⁸⁵ *Ibid.*, pp. 13-14.

⁸⁶ *Ibid.*, pp. 20-21.

⁸⁷ S/PV.5766 (Resumption 1), pp. 34-35.

⁸⁸ *Ibid.*, pp. 18-19.

⁸⁹ S/PV.5766, pp. 21-23 (France); and pp. 17-18 (United Kingdom).

⁹⁰ *Ibid.*, pp. 26-27.

⁹¹ S/PRST/2007/40.

Strongly condemned all violations of international law, including international humanitarian law, human rights law and refugee law, committed against women and girls in situations of

armed conflict, including killing, maiming, sexual violence, exploitation and abuse; urged the complete cessation by all parties of such acts with immediate effect.

44. Post-conflict national reconciliation: role of the United Nations

Initial proceedings

Decision of 26 January 2004 (4903rd meeting): statement by the President

At its 4903rd meeting, on 26 January 2004, the Security Council included in its agenda the item entitled “Post-conflict national reconciliation: role of the United Nations”. The Council was briefed by the Assistant Secretary-General for Political Affairs, the Administrator of the United Nations Development Programme and the Deputy Emergency Relief Coordinator. Statements were made by all Council members and the representatives of Afghanistan, Argentina, Bosnia and Herzegovina, Burundi, Cameroon, Costa Rica, Côte d’Ivoire, Croatia, Egypt, Guatemala, India, Ireland (on behalf of the European Union),¹ Japan, Liechtenstein, Mexico, Morocco, Nigeria, Peru, the Republic of Korea, Rwanda, Serbia and Montenegro, Sierra Leone and South Africa.

In her introductory remarks, the President (Chile) underlined that post-conflict national reconciliation, which lay at “the intersection of the ethical responsibility and the political responsibility of the international community”, should be systematically integrated in the United Nations in order to prevent the resurgence of conflicts. She highlighted the involvement of the United Nations in post-conflict situations and said that the questions which should be asked were what role the United Nations should have in processes of national reconciliation; whether the need for reconciliation could be incorporated into exit strategies for post-conflict situations; whether the United Nations should design strategies for reconciliation; and what should be the role of other principal United Nations organs.²

¹ Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, the Czech Republic, Estonia, Hungary, Iceland, Latvia, Lithuania, Malta, Norway, Poland, Romania, Serbia and Montenegro, Slovakia, Slovenia, the former Yugoslav Republic of Macedonia and Turkey aligned themselves with the statement.

² S/PV.4903, pp. 2-3.

In his briefing, the Assistant Secretary-General noted that, for reconciliation to last, it would require the settling of the past, an accounting of prior wrongs and an acceptance of responsibility for abuses. The achievement of those requirements would vary according to specific national circumstances. He observed that the pursuit of justice, accounting for past atrocities, restitution for victims and regeneration of severed bonds of trust and civility should not be overlooked when dealing with pressing matters of restoring stability and must be borne in mind when peace agreements were being negotiated. Such tensions between peace and justice were common in post-conflict societies and the international community should play a key role in helping war-shattered people to resolve those tensions. He further referred to a number of instruments such as tribunals, truth and reconciliation commissions, amnesties and return of displaced populations employed by the international community in addressing reconciliation in post-conflict situations and stated that those instruments needed to be “combined in a social process of catharsis” for them to be successful. Noting that the particular formula for any given country should be determined on the basis of appropriately facilitated national consultation, he stated that the international community could offer assistance, outline options and provide information about what other countries in similar circumstances had done. While amnesties could sometimes be seen as the price to be paid for peace agreements to succeed, he warned that the United Nations could not condone agreements arrived at through negotiations that violated the principles of the Charter.³

The Administrator of the United Nations Development Programme referred to the issue of building democracy as part of the political economy of reconciliation and cautioned that moving too quickly from an armed competition to a democratic one without addressing the underlying causes of conflict could drive the parties further apart. He emphasized that a dialogue that brought together different civil society groups with

³ Ibid., pp. 3-5.