

semi-permanent monitoring mechanism for the implementation of targeted sanctions.³⁴ Along similar lines, other members called for the establishment of an autonomous uniform mechanism for the monitoring of sanctions within the Secretariat. For instance, the representative of the United States recommended that the Secretariat establish an informal system that would document and categorize the relevant findings and recommendations of the various expert groups in order to generate commonalities, as well as reduce overlap and increase efficiency.³⁵ The representatives of France and Chile maintained that the idea of setting up a United Nations special coordinator for sanctions merited close attention.³⁶

Several speakers drew attention to the importance of coordination in the implementation of sanctions. The representative of Bulgaria, echoed by the representatives of Guinea and Mexico, advocated regular coordination between the sanctions committees, including through the holding of joint meetings, aimed at ensuring consistency and continuity among them and

avoiding duplication.³⁷ The representative of China called for greater communication and coordination among sanctions committees, monitoring mechanisms and expert bodies, while the representative of Guinea encouraged regular consultation and cooperation between the Secretariat and the sanctions committees on the one hand, and interested international, regional and subregional organization, on the other.³⁸ The representative of Mexico also stressed the importance of improving coordination between sanctions committees and other actors, including humanitarian agencies, international and local non-governmental organizations.³⁹

Finally, a number of speakers called for an enhancement of the capacity of the Secretariat in supporting the implementation of sanctions,⁴⁰ while others called for the provision of adequate financial resources to Member States lacking in resources.⁴¹

³⁴ Ibid., p. 8 (France); and p. 12 (United Kingdom).

³⁵ Ibid., p. 10.

³⁶ Ibid., p. 8 (France); and p. 12 (Chile).

³⁷ Ibid., p. 6 (Bulgaria); p. 9 (Guinea); and p. 18 (Mexico).

³⁸ Ibid., p. 7 (China); and p. 9 (Guinea).

³⁹ Ibid., p. 18.

⁴⁰ Ibid., p. 8 (France); and p. 19 (Mexico).

⁴¹ Ibid., p. 9 (Guinea); pp. 13-14 (Syrian Arab Republic); and p. 19 (Mexico).

46. Women and peace and security

Initial proceedings

Decision of 31 October 2000 (4213th meeting): resolution 1325 (2000)

At its 4208th meeting, on 24 October 2000, the Security Council included in its agenda the item entitled “Women and peace and security”. At the meeting, the Council heard briefings by the Secretary-General, the Assistant Secretary-General and Special Adviser on Gender Issues and Advancement of Women, and the Executive Director of the United Nations Development Fund for Women (UNIFEM), following which statements were made by all members of the Council¹ and the representatives of Australia, Belarus, Botswana, Croatia, Cyprus, the Democratic

Republic of the Congo, Egypt, Ethiopia, Guatemala, India, Indonesia, Japan, Liechtenstein, Malawi, Mozambique, Nepal, New Zealand (on behalf of the Pacific Islands Forum), Norway, Pakistan, the Republic of Korea, Rwanda, Singapore, South Africa, the United Arab Emirates, the United Republic of Tanzania and Zimbabwe.

The Secretary-General observed that the United Nations was making special efforts to recruit more women for its peacekeeping and peacemaking missions, and to make all its operations more aware of gender issues. He recognized that women were still grossly underrepresented at the decision-making level, from conflict prevention to conflict resolution to post-conflict reconciliation. He asked the Council to help ensure that women and girls in conflict situations were protected, that perpetrators of violence against women in conflict were brought to justice and that women

¹ The representative of France made a statement on behalf of the European Union: Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia and Slovenia aligned themselves with the statement.

were able to take their rightful and equal place at the decision-making table on questions of peace and security.²

The Assistant Secretary-General and Special Adviser on Gender Issues and Advancement of Women suggested that women needed to be part of all stages of the peace negotiations, in planning for the future, in rebuilding and in crafting preventive strategies to avoid conflict. Reporting on the results of a three-year study on mainstreaming a gender perspective in multidimensional peace operations, she explained that, having at least 30 per cent women in a mission, empowered local women and fostered confidence and trust among the local population, among other benefits. Noting that women at the local level were also a rich resource, she recognized that capacity-building for leadership and governance led by the United Nations Development Programme and UNIFEM had greatly facilitated women's ability to play constructive roles. She called for, *inter alia*, the integration of gender considerations into the mandate of missions and the guidelines for special representatives; the establishment of gender units on mission sites and in the Department of Peacekeeping Operations; and greater efforts to ensure the appointment of women as special representatives. Finally, she emphasized that without the equal and fair participation of women in decision-making positions in the United Nations and also in Member States as well as in the Council, the international community would never achieve the vision outlined in the Charter of the United Nations.³

The Executive Director of the United Nations Development Fund for Women informed Council members about the efforts of UNIFEM to leverage political, financial and technical support for women to participate in peacebuilding. She maintained that during the transition to peace, a unique opportunity existed to put in place a gender-responsive framework for a country's development. She expressed concern about, *inter alia*, the inadequate protection of and humanitarian assistance for women; and the failure of political settlements to protect women's rights. She pointed out the need to examine every aspect of the consequences of conflict for women to guide future action. Therefore, she recommended that the Council, *inter alia*, ensure that human rights observation and

verification and peacekeeping operations focus on gender-based violations and women's human rights; call for the training of all peacekeeping personnel in their responsibilities to women and children; elaborate a code of conduct for peacekeeping personnel and establish clear reporting requirements on sexual violence in a peacekeeping environment; ensure that field operations take special measures to protect women and girls from rape and other forms of sexual violence; and ensure that peacebuilding elements of an operation were gender-sensitive.⁴

In their statements, representatives expressed appreciation for the leading role played by UNIFEM and the other United Nations bodies and agencies to protect and secure peace and security for women and girls, and supported the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. Delegations welcomed the International Criminal Court definition of such crimes as rape, sexual torture, forced impregnation and sexual slavery as war crimes. A few representatives also expressed the view that gender issues were not sufficiently covered in the report of the Panel on United Nations Peace Operations (Brahimi report).⁵

Many representatives expressed concern about the exploitation and targeting of women and girls as a strategic weapon of war; nevertheless, they warned against seeing women and girls only as victims of conflicts and not as participants. Most speakers stressed the need to ensure women's representation at all levels of the decision-making process, including preventive diplomacy, peacekeeping and peacebuilding. Therefore, they called upon Member States to present for consideration qualified women for appointment at high levels.

In addition, many delegations advocated, *inter alia*, ending impunity for sexual and gender-based violence in situations of conflict; respect for international humanitarian and human rights law; mainstreaming of a gender perspective in all multidimensional operations; appropriate training and sensitization of personnel on gender issues; including a gender unit in all peacekeeping missions; greater representation of women as Special Representatives of the Secretary-General, Special Envoys and

² S/PV.4208, pp. 2-3.

³ *Ibid.*, pp. 3-6.

⁴ *Ibid.*, pp. 6-9.

⁵ S/2000/809.

ambassadors to the United Nations; a roster of qualified women; and recognition of women as peace educators.

The representative of the United States highlighted that as the international community moved forward, it needed to take care that its efforts to further empower women in no way disadvantaged men. The international community needed to strive for equality, not special treatment and develop concrete initiatives in support of the promises already made.⁶ The representative of Bangladesh insisted on avoiding tokenism and suggested that the international community needed to aim not only for visibility in the representation of women, but for representation that was wider and more effective.⁷ The representative of Indonesia recalled that an important step taken at the Fourth World Conference on Women in Beijing in 1995 was to stress that women's involvement in decision-making was not only a question of quotas for women, but a process that also entailed increased gender sensitivity in general.⁸ In the same vein, the representative of Nepal remarked that a gender-based quota as a quick fix made sense, but in the long run it was the quality that sustained the gains of women, not the quota.⁹

At the 4213th meeting, on 31 October 2000, the President (Namibia) drew the attention of the Council to a draft resolution;¹⁰ it was put to the vote and adopted unanimously as resolution 1325 (2000), by which the Council, *inter alia*:

Urged Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions for the prevention, management, and resolution of conflict;

Encouraged the Secretary-General to implement his strategic plan of action for the improvement of the status of women in the Secretariat;¹¹

Urged the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf;

Also urged the Secretary-General to seek to expand the role of women in United Nations field-based operations;

Requested the Secretary-General to provide to Member States training guidelines on the protection, rights and the particular needs of women;

Urged Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts;

Called upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians;

Also called upon all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse;

Invited the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peacebuilding and the gender dimensions of peace processes and conflict resolution.

**Decision of 31 October 2001 (4402nd meeting):
statement by the President**

At the 4402nd meeting, on 31 October 2001, the President (Ireland) made a statement on behalf of the Council,¹² by which the Council, *inter alia*:

Reaffirmed its strong support for increasing the role of women in decision-making with regard to conflict prevention and resolution and renewed its call on States to include women in the negotiations and implementation of peace accords, constitutions and strategies for resettlement and rebuilding, and to take measures to support local women's groups and indigenous processes for conflict resolution;

Underscored the importance of promoting an active and visible policy of mainstreaming a gender perspective in all policies and programmes while addressing armed conflicts, in particular peacekeeping operations;

Renewed its support for gender-sensitive training guidelines and material on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures; called upon all troop-contributing countries to include those elements in their national training programmes for peacekeepers;

Welcomed the specific proposals made by the Secretary-General aimed at strengthening the Best Practices Unit of the Department of Peacekeeping Operations through the appointment of gender advisers at sufficiently senior levels;

Urged the Secretary-General to appoint women as Special Representatives and Special Envoys to pursue good offices on his behalf, in accordance with his strategic plan of action.

⁶ S/PV.4208, p. 14.

⁷ *Ibid.*, p. 20.

⁸ S/PV.4208 (Resumption 1), p. 24.

⁹ S/PV.4208 (Resumption 2), p. 11.

¹⁰ S/2000/1044.

¹¹ See A/49/587 and Corr.1.

¹² S/PRST/2001/31.

Decision of 31 October 2002 (4641st meeting): statement by the President

At its 4589th meeting, on 25 July 2002, the Council heard briefings by the Under-Secretary-General for Peacekeeping Operations, the Assistant Secretary-General and Special Adviser on Gender Issues and Advancement of Women, and the Executive Director of UNIFEM, following which statements were made by all members of the Council and the representatives of Australia, Canada, Chile, Denmark (on behalf of the European Union¹³), Grenada, Jamaica, Japan, Liechtenstein, New Zealand, Nigeria and the Republic of Korea.

The Under-Secretary-General for Peacekeeping Operations observed that gender mainstreaming in peacekeeping was about recognizing that all segments of society were affected by conflict, sometimes in different ways, and that all segments of society also had a role to play in helping to end the violence and lay the foundation for sustainable peace. He recognized that the international community had wrongly assumed that conflict and peace were gender-blind, which they were not. He detailed the progress made by the Department in implementing resolution 1325 (2000), particularly in the areas of addressing gender-based violence; responding to trafficking in women and children; incorporating gender perspectives into the process of disarmament, demobilization and reintegration of refugees and displaced persons; facilitating the participation of women in constitutional and electoral reform and civil administration; and combating the spread of HIV/AIDS. Finally, he reiterated that the Council maintained a zero-tolerance policy on the engagement of peacekeepers in acts of sexual exploitation, harassment, and trafficking of women and girls.¹⁴

The Assistant Secretary-General and Special Adviser on Gender Issues and Advancement of Women pointed out that the main conclusion of the Secretary-General's study on women, peace and security mandated by resolution 1325 (2000), which was still under preparation, was that sustainable peace and lasting security could not be achieved without women's

empowerment and full involvement. She also highlighted that the challenges shown by the study were the lack of political will to recognize women as equal partners and insufficient understanding of how to translate gender equality into policies or adapt best practices. She also mentioned some of the study's recommendations, inter alia, the need for the full support of the Council for the incorporation of a gender perspective in peace and humanitarian operations; the establishment of gender advisers in all missions; the inclusion in the missions' budgets of the necessary financial resources for gender-related programmes; and the maintenance of a database of civil society organizations.¹⁵

The Executive Director of UNIFEM informed Council members that she had appointed two independent experts to carry out a global, field-based assessment of the impact of armed conflict on women and of women's role in peacebuilding. In advance of the release of the report, she shared with the Council the principal findings and recommendations, inter alia, the inclusion of women in disarmament, demobilization and reintegration programmes; the establishment of quotas for women in peace processes; and stronger investigative and disciplinary mechanisms to support the Secretary-General's call for zero tolerance for violations by United Nations personnel.¹⁶

Most of the delegations acknowledged resolution 1325 (2000) as a determining factor for strengthening the place of women in actions by the Council, and encouraged the Council to ensure its full implementation. They commended, inter alia, the Department's progress in implementing resolution 1325 (2000); the work of UNIFEM; and the positive developments in international humanitarian law, including the International Criminal Court definition of rape and other forms of sexual violence as war crimes and crimes against humanity.

Several representatives spoke in favour of the United Nations zero-tolerance policy towards sexual exploitation by United Nations personnel and called for a code of conduct and the implementation of a disciplinary mechanism for sexual violence. Some delegations supported, inter alia, the need to ensure the integration of gender perspective throughout the United Nations; more involvement of women at all

¹³ Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Iceland, Latvia, Lithuania, Malta, Poland, Romania, Slovakia, Slovenia and Turkey aligned themselves with the statement.

¹⁴ S/PV.4589, and Corr.1, pp. 3-5.

¹⁵ *Ibid.*, pp. 5-6.

¹⁶ *Ibid.*, pp. 6-8 and 13.

stages and all levels in peace operations, including more women appointed as Special Representative and Special Envoy of the Secretary-General; the establishment of a senior gender adviser in the Department of Peacekeeping Operations; closer collaboration with non-governmental organizations and the elimination of the root causes of conflicts. A number of speakers underlined that during conflict women were often both victims and perpetrators of violence, and that approaches needed to take that into account.

At its 4635th meeting, on 28 October 2002, the Council included in its agenda the report of the Secretary-General on women and peace and security.¹⁷ In the report, the Secretary-General observed that despite positive efforts undertaken, gender perspectives were still not systematically incorporated into all activities related to peace and security. He recognized that much remained to be done to ensure that the existing frameworks and the recommendations in Council resolution 1325 (2000) were fully implemented. He recalled that sustainable peace would not be achieved without the full and equal participation of women and men. Finally, he recommended, *inter alia*, recognizing the extent of the violations of the human rights of women and girls during armed conflict; ensuring that amnesty provisions excluded impunity from all war crimes, crimes against humanity and genocide, including gender-based crimes; ensuring consultation with women's groups and networks; integrating gender perspectives into Council missions and the mandates of all peacekeeping missions; disaggregating data collected in research, assessments and appraisals by sex and age; ensuring necessary financial and human resources for gender mainstreaming; and developing clear strategies and action plans on the incorporation of gender perspectives in disarmament, demobilization and reintegration programmes.

At the same meeting, the Council heard a briefing by the Secretary-General, following which statements were made by the President of the Economic and Social Council, all members of the Council, and the representatives of Australia, Austria (on behalf of the Human Security Network¹⁸), Bangladesh, Canada,

¹⁷ S/2002/1154.

¹⁸ Members of the Network include Austria, Canada, Chile, Greece, Ireland, Jordan, Mali, the Netherlands, Norway, Slovenia, Switzerland and Thailand; South Africa

Chile, Denmark (on behalf of the European Union¹⁹), Egypt, Fiji (on behalf of the Pacific Islands Forum group), India, Indonesia, Jamaica, Japan, Liechtenstein, Morocco, Namibia, New Zealand, Pakistan, the Philippines, the Republic of Korea, South Africa and Venezuela.²⁰

The Secretary-General stressed that if women suffered the impact of conflict disproportionately, they were also the key to the solution of conflict. He underlined the importance of, *inter alia*, greater representation of women in formal peace negotiations; more women's appointments at the highest levels of decision-making; a stronger response to the sexual exploitation of women and girls; and extensive capacity-building so that more women could play their full part in the many activities that support peace.²¹

In their statements, representatives endorsed the Secretary-General's recommendations and conclusions and asked for, *inter alia*, full implementation and regular and frequent follow-up of the provisions contained in resolution 1325 (2000); regular contacts between United Nations organs and women's organizations; a plan that prioritized the recommendations in the report for future action; adequate resources in support of gender issues; and a gender-based approach in the administration of international justice as well as a fair representation of female judges in the International Criminal Court. Many representatives commended the efforts of the Department of Peacekeeping Operations in implementing resolution 1325 (2000) and noted the successful experience of including a gender adviser in several peacekeeping missions, as well as the Secretary-General's intention of setting concrete targets to appoint women as his special representatives and special envoys, with a view to gender parity by 2015.

The representative of the United Kingdom pointed out that one element that was in the report was the need to place United Nations work on women, peace and security within the broader humanitarian framework. He also argued that the United Nations

participates as an observer.

¹⁹ Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Iceland, Latvia, Lithuania, Malta, Poland, Romania, Slovakia, Slovenia and Turkey aligned themselves with the statement.

²⁰ The Officer-in-Charge of the Office of the Special Adviser on Gender Issues and Advancement of Women was invited to participate in the discussion but did not make a statement.

²¹ S/PV.4635, pp. 2-4.

system should operate in cross-cutting ways that integrated that work into programmes on the ground.²² The representative of Denmark, speaking on behalf of the European Union, pointed out the lack of reference in the report to the Secretary-General's bulletin on the observance by United Nations forces of international humanitarian law,²³ which included some valid gender paragraphs, and expressed the view that all United Nations-mandated military operations should operate in accordance with the bulletin.²⁴

The representative of Venezuela regretted that the International Research and Training Institute for the Advancement of Women, despite its being the only United Nations organ that had a specific mandate to address gender issues and the training of women, had not been consulted in the elaboration of the report of the Secretary-General.²⁵

The representative of India affirmed that while there had been calls for gender balance in the composition of peacekeeping forces, his delegation had some doubts about the overall desirability of such a move.²⁶

At its 4641st meeting, on 31 October 2002, the Council again included in its agenda the report of the Secretary-General on women and peace and security.²⁷

At the same meeting, the President (Cameroon) made a statement on behalf of the Council,²⁸ by which the Council, *inter alia*:

Remained concerned about the slow progress in the appointment of women as special representatives and envoys of the Secretary-General and urged him to increase the number of women serving as high-level representatives to achieve the overall goal of gender balance; also urged Member States to continue to provide candidates for inclusion in a database;

Reaffirmed the importance of gender mainstreaming in peacekeeping operations and post-conflict reconstruction;

Requested the Secretary-General to establish a database of gender specialists;

Encouraged, *inter alia*, Member States, the entities of the United Nations system and civil society to develop clear strategies and action plans on the integration of gender perspectives in

humanitarian operations, rehabilitation and reconstruction programmes;

Deplored the continuing occurrence of sexual exploitation, including trafficking, of women and girls;

Condemned all violations of the human rights of women and girls in situations of armed conflict.

Deliberations of 29 October 2003 (4852nd meeting)

At its 4852nd meeting, on 29 October 2003, the Council heard briefings by the Under-Secretary-General for Peacekeeping Operations and the Senior Gender Adviser of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), following which statements were made by all members of the Council and the representatives of Australia, Azerbaijan, Bangladesh, Canada, Colombia, Croatia, the Democratic Republic of the Congo, Fiji (on behalf of the Pacific Islands Forum), Iceland, India, Indonesia, Italy (on behalf of the European Union²⁹), Japan, Liechtenstein, the Netherlands, Norway, the Philippines, the Republic of Korea, South Africa, Timor-Leste, Ukraine and the United Republic of Tanzania.³⁰

The Under-Secretary-General for Peacekeeping Operations informed Council members of the efforts of the Department of Peacekeeping Operations in five main areas that were highlighted in resolution 1325 (2000): increasing the number of women in peacekeeping operations; integrating a gender perspective into peacekeeping operations; training in gender awareness and HIV/AIDS issues; strengthening discipline for peacekeeping personnel; and combating trafficking in human beings. He thanked Member States for having approved the post of Gender Adviser, based at Headquarters, which had been filled temporarily. He pointed out that the Department had provided all missions with an updated set of disciplinary directives, which covered the issue of sexual abuse and exploitation as well as other types of

²⁹ Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia, Slovenia and Turkey aligned themselves with the statement.

³⁰ The representative of Egypt was invited to participate in the discussion, but did not make a statement. At the meeting, Fiji and Germany were represented by their respective Ministers for Foreign Affairs, and the Netherlands by its Minister for Development and Cooperation.

²² *Ibid.*, pp. 18-19.

²³ ST/SGB/1999/13.

²⁴ S/PV.4635, p. 24.

²⁵ S/PV.4635 (Resumption 1), p. 20.

²⁶ *Ibid.*, p. 23.

²⁷ S/2002/1154.

²⁸ S/PRST/2002/32.

serious misconduct. Finally, noting the grave allegations of sexual abuse by humanitarian workers and peacekeepers and the efforts made by the Department in improving its procedures, he recalled that personnel contributed for service in a peacekeeping operation were required to abide by the highest standards of integrity while in service for the United Nations.³¹

The Senior Gender Adviser of MONUC briefed Council members in detail about the Gender Unit of MONUC. She highlighted the ways in which the Gender Unit had facilitated the implementation of the Mission's mandate through such activities as training and research, communication and dissemination of gender-sensitive information, outreach to the Congolese population, capacity-building for women leaders and advocacy, monitoring and evaluation of women's participation in the peace and transition processes. Finally, she presented several priority action points, including the appropriate staffing of gender units, and the need for troop- and police-contributing countries to ensure a substantial proportion of women among personnel recruited for peacekeeping operations.³²

Most speakers observed progress towards implementing resolution 1325 (2000), including the new post of Gender Adviser within the Department of

³¹ S/PV.4852, pp. 3-6.

³² *Ibid.*, pp. 6-9.

Peacekeeping Operations, but agreed that much remained to be done. Therefore, they advocated, *inter alia*, the integration of gender perspectives into the analysis, decisions and new mandates of the Council, and the inclusion of information on the situation of women in the reports of the Secretary-General; the development of effective monitoring mechanisms to enable more systematic control of implementation; and the proposal, by Member States, of more women as candidates for posts and the appointment of more women as Special Representatives and Special Envoys of the Secretary-General. Many speakers recognized the important role of non-governmental organizations in women's participation and empowerment in conflicts, including the dissemination of resolution 1325 (2000). Several speakers welcomed the bulletin on special measures for protection from sexual exploitation and abuse developed by the United Nations system.

The representative of Mexico opined that a new resolution would serve to update and supplement resolution 1325 (2000) and keep the attention of the Council and the attention of the membership of the United Nations at large focused on the issue.³³

The representative of South Africa recommended that the international community consider establishing centres of excellence to train women for leadership positions in peacekeeping operations.³⁴

³³ *Ibid.*, p. 19.

³⁴ S/PV.4852 (Resumption 1), p. 5.

47. Items relating to peacekeeping

A. No exit without strategy

Initial proceedings

Deliberations of 15 November 2000 (4223rd meeting)

In a letter dated 6 November 2000 addressed to the Secretary-General,¹ the representative of the Netherlands referred to the report of the Panel on United Nations Peace Operations (the Brahimi report)² and related discussions, which showed the importance

that Member States placed on improving peace operations. He noted that the Security Council was often faced with the decision on whether to extend, modify or terminate a peace operation. However, there had been cases in which the Council had decided to end a mission or reduce its military component only to have the situations remain unstable or deteriorate, which would seem to contradict the Council's mandate as contained in the Charter of the United Nations that it should work towards a self-sustaining peace, or at least

¹ S/2000/1072.

² S/2000/809.