



COMPILATION OF SECRETARY-GENERAL RECOMMENDATIONS ON WOMEN, PEACE AND SECURITY RELEVANT TO PEACE OPERATIONS (2002-2014)

UN WOMEN POLICY BRIEF FEBRUARY 2015

This brief compiles the relevant recommendations on gender equality and peacekeeping included on Secretary-General reports on women, peace and security since 2002 until 2014, and all the relevant language for peacekeeping missions in Security Council resolutions on Women, Peace and Security. They are grouped as per the following themes:

- Gender mainstreaming (mandates, action plans, indicators, budgets, monitoring and reporting)
- Women's participation (overall numbers, senior positions)
- Gender expertise (including both gender advisors and women protection advisors)
- Violations of women's human rights in conflict
- Sexual exploitation and abuse
- Training

Gender Mainstreaming

The SG has recommended a gender perspective to be mainstreamed into all areas of peacekeeping activities in his reports on WPS, from mandates and directives to specific action plans, monitoring and reporting, and indicators. The SG's reports on conflict-related sexual violence since 2009 have recommended to systematically reflect sexual violence in conflict in all relevant country-specific resolutions and in authorizations and renewals of the mandates of peacekeeping and special political missions. This extends to reporting requirements, from mandating sex-disaggregated data to be collected and reported to the Council to the establishment of monitoring, analysis and reporting arrangements devoted to sexual violence. Some examples below:

2002 (S/2002/1154):

- Incorporate gender perspectives explicitly into mandates of all peacekeeping missions, including provisions to systematically address this issue in all reports to the Security Council.
- Ensure necessary financial and human resources for gender mainstreaming, including the establishment of gender advisers/units in multidimensional peacekeeping operations and capacity-building activities, as well as targeted projects for women and girls as part of approved mission budgets.
- Require that data collected in research, assessments and appraisals, monitoring and evaluation and reporting on peace operations is systematically disaggregated by sex and age and that specific data on the situation of women and girls and the impact of interventions on them is provided.

2004 (S/2004/418):

- I intend to develop a comprehensive strategy and action plan for mainstreaming gender perspectives into peacekeeping activities at Headquarters and in peacekeeping operations, in

particular in the planning of new operations, with specific monitoring and reporting mechanisms, and urge the Security Council to monitor the implementation of the strategy and action plan.

2005 (S/2005/636):

- Action plans on mainstreaming gender would be developed, inter alia, for the areas of peacekeeping and political affairs. Emphasis would be given to monitoring compliance with international humanitarian and human rights laws and preventing and reporting on violations of women's rights. (S/2005/636).

2006 (S/2006/770)

- Working closely with the Security Council, the Peacebuilding Commission and other United Nations bodies, integrate women's rights and concerns into the United Nations peace and security, humanitarian and development agendas throughout all phases of conflict prevention, management, peacebuilding, peacekeeping and post-conflict reconstruction and consolidation.
- Intergovernmental bodies should strengthen mandates and increase resources of peacekeeping operations to prevent sexual and gender-based violence in conflict and post-conflict situations and to ensure specific and clear operational guidance.

2011 (S/2011/598):

- I note with appreciation that the Security Council is increasingly giving specific instructions in resolutions containing or renewing mandates of United Nations missions with regard to addressing gender issues in sector-specific aspects of peace consolidation and recovery. My report has shown that mere reference to women and peace and security resolutions is not enough; instead, detailed instructions are highly productive in driving resource allocation and institutional provisions on the ground in ways that deliver results for gender equality and improve accountability. I encourage the Council to continue this excellent practice and to add women and peace and security elements, as appropriate, to mandates of peacekeeping and political missions that do not contain these elements.

2012 (S/2012/732):

- I encourage the Council to consistently continue this practice and ensure that all country-specific and thematic decisions and the establishment of or renewal of mission mandates are reviewed from the perspective of their impact on the empowerment and human rights of women and girls, and that related instructions are included in mandates.

2013 (S/2013/149, and similar language in S/2014/181):

- To systematically reflect sexual violence in conflict in all relevant country resolutions and in authorizations and renewals of the mandates of peacekeeping and special political missions through the inclusion of the specific language of its resolution 1960 (2010), calling, inter alia, for the cessation of sexual violence, the implementation of monitoring, analysis and reporting arrangements as a basis for evidence-based actions, dialogue with parties to conflict with a view to achieving protection commitments and the deployment of women's protection advisers.

Women's Participation

In his reports on WPS, the SG has recommended to increase women's participation in peacekeeping in terms of overall numbers in 2004, 2009, 2010, 2011, 2013, as well as in senior positions in 2004, 2007, 2009, 2010, and 2013, as well as women's participation in consultations and community outreach. Women's participation and leadership in the context of peacekeeping has also been central to relevant language in Security Council resolutions on women, peace and security. Some examples below:

2004 (S/2004/814):

- I call on Member States, United Nations entities and civil society organizations to: further analyse the obstacles to increasing women's representation in peace operations and humanitarian response and develop and implement recruitment strategies aimed at increasing the number of women, particularly in decision-making positions, including in military and civilian police services;
- Create a pool of precertified female candidates for senior level positions to ensure rapid deployment.
- An outstanding challenge is increasing the number of women in high-level decision-making positions in peacekeeping operations. In the areas of conflict prevention, peace negotiations and post-conflict reconstruction, women do not participate fully and more needs to be done to ensure that the promotion of gender equality is an explicit goal in the pursuit of sustainable peace.

2007 (S/2007/567)

- Recruit and appoint women to senior positions in the United Nations, including Special Representatives of the Secretary-General, and in peacekeeping forces, including military, police and civilian personnel.

2009 (S/2009/465):

- The Security Council should vigorously pursue a strategy to ensure an increase in women's participation in all peace processes, particularly in negotiation and mediation, as well as in post-conflict governance and reconstruction, including an increase in the number of women Special Representatives of the Secretary General as well as in peacekeeping missions, as military, police and civilian members.

2011 (S/2011/598):

- I am encouraged by increases in the number of women in police and troops contributed to the United Nations and I urge Member States to continue their efforts to increase the number of women in security forces so as to increase the pool available for deployment as peacekeepers.

2013 (S/2013/525):

- In the case of troop- and police-contributing countries, to develop medium-term plans for meeting the global recruitment goal of increasing the number of women military and police personnel serving in United Nations peacekeeping operations.
- To meet globally established goals and targets on women's representation and gender balance in relevant institutions, I intend to address organizational barriers affecting 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.

SCR 1325 (2000):

- OP 4: Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel.

SCR 1820 (2008):

- OP 3: Requests the Secretary-General, where appropriate, to encourage dialogue to address this issue in the context of broader discussions of conflict resolution between appropriate UN officials and the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities
- OP 8: Encourages troop and police contributing countries, in consultation with the Secretary-General, to consider steps they could take to heighten awareness and the responsiveness of their personnel participating in UN peacekeeping operations to protect civilians, including women and children, and prevent sexual violence against women and girls in conflict and post-conflict situations, including wherever possible the deployment of a higher percentage of women peacekeepers or police.

SCR 1888 (2009):

- OP 15: Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training on sexual and gender-based violence, inter alia, to carry out their responsibilities.
- OP 19: Encourages Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations, and to provide all military and police personnel with adequate training to carry out their responsibilities.

SCR 2122 (2013):

- OP 9: Encourages troop- and police-contributing countries to increase the percentage of women military and police in deployments to United Nations peacekeeping operations,

Gender Expertise

The SG has recommended for the establishment of gender expertise posts to be established in peacekeeping operations in his reports on WPS from 2002, 2010, 2012, 2013, and 2014, including women protection advisors in his reports on conflict-related sexual violence since 2009. Some examples below:

2002 (S/2002/1154):

- Ensure necessary financial and human resources for gender mainstreaming, including the establishment of gender advisers/units in multidimensional peacekeeping operations and capacity-building activities, as well as targeted projects for women and girls as part of approved mission budgets

2012 (S/2012/33):

- To continue to call for and remain seized of the deployment of women's protection advisers to United Nations peacekeeping and special political missions to coordinate, inter alia, the implementation of the resolutions on conflict-related sexual violence. Where possible, women's protection advisers are being identified from within existing resources in United Nations peacekeeping and special political missions. Where such resources are limited, Member States are requested to ensure that funds are made available to establish these posts.

2013 (S/2013/525):

- To take on challenges linked to data gaps and the quality of gender and conflict analysis, I encourage Member States and the United Nations system to place gender experts with specific technical skills within the substantive sections of United Nations peace operations, to deploy women protection advisers to monitor and report on sexual violence in all relevant situations and to provide training to relevant staff on undertaking conflict analysis from a gender perspective. (S/2013/525).

2014 (S/2014/181):

- Ensuring the deployment of women protection advisers, in line with the agreed operational concept and terms of reference and the provisions of Security Council resolution 2106 (2013), in order to facilitate the full and timely implementation of Council resolutions on sexual violence in conflict and by ensuring that those posts are included in the regular budgets of United Nations missions.

SCR 1888 (2009):

- OP 12: Decides to include specific provisions, as appropriate, for the protection of women and children from rape and other sexual violence in the mandates of United Nations peacekeeping operations, including, on a case-by-case basis, the identification of women's protection advisers (WPAs) among gender advisers and human rights protection units, and requests the Secretary-General to ensure that the need for, and the number and roles of WPAs are systematically assessed during the preparation of each United Nations peacekeeping operation;

Violations of women's human rights in conflict

The SG has recommended for peacekeeping operations to reflect and address violations of women's human rights in conflict, including sexual and gender based violence. This extends to reporting requirements, from mandating sex-disaggregated data to be collected and reported to the Council to the establishment of monitoring, analysis and reporting arrangements devoted to sexual violence.

2002 (S/2002/1154):

- Recognize the extent of the violations of the human rights of women and girls during armed conflict and ensure that awareness of these violations is a factor in planning and implementation of all peace support operations.
- Identify and utilize local sources of information on the impact of armed conflict, the impact of interventions of peace operations on women and girls and the roles and contributions of women and girls in conflict situations, including through the establishment of regular contacts with women's groups and networks.

2005 (S/2005/636):

- Action plans on mainstreaming gender would be developed, inter alia, for the areas of peacekeeping and political affairs. Emphasis would be given to monitoring compliance with international humanitarian and human rights laws and preventing and reporting on violations of women's rights.

2008 (S/2008/622):

- The Security Council, in order to strengthen its capacity to end sexual violence, should be prepared to dispatch missions to assess situations when violence is used or commissioned as a tactic of war or as a part of a widespread or systematic attack against civilians.

2012 (S/2012/33):

- To ensure that regional and subregional organizations address conflict related sexual violence in their advocacy, policies, programmes, mediation activities, peacekeeping and peacebuilding engagements. This may include the appointment of high-level focal points or envoys within their secretariats; development of operational guidelines; training for military and police personnel.

SCR 1888 (2009):

- OP 24: Requests that the Secretary-General ensure more systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators of the use of sexual violence in armed conflict in all relevant reports to the Council.
- OP 25: Requests the Secretary-General to include, where appropriate, in his regular reports on individual peacekeeping operations, information on steps taken to implement measures to protect civilians, particularly women and children, against sexual violence;
- OP 27: Requests that the Secretary-General continue to submit annual reports to the Council [...] including [...] information regarding parties to armed conflict that are credibly suspected of committing patterns of rape or other forms of sexual violence, in situations that are on the Council's agenda.

SCR 1960 (2010):

- OP 3: Encourages the Secretary-General to include in his annual reports submitted pursuant to resolutions 1820 (2008) and 1888 (2009) detailed information on parties to armed conflict that are credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence, and to list in an annex to these annual reports the parties that are credibly suspected of

committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict on the Security Council agenda; expresses its intention to use this list as a basis for more focused United Nations engagement with those parties, including, as appropriate, measures in accordance with the procedures of the relevant sanctions committees.

- OP 6: Requests the Secretary-General to track and monitor implementation of these commitments by parties to armed conflict on the Security Council's agenda that engage in patterns of rape and other sexual violence, and regularly update the Council in relevant reports and briefing.
- OP 7: Reiterates its intention, when adopting or renewing targeted sanctions in situations of armed conflict, to consider including, where appropriate, designation criteria pertaining to acts of rape and other forms of sexual violence; and calls upon all peacekeeping and other relevant United Nations missions and United Nations entities [...] to share with relevant United Nations Security Council Sanctions Committees [...] all pertinent information about sexual violence.
- OP 8: Requests the Secretary General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence, including rape in situations of armed conflict and post-conflict and [...] to engage with United Nations actors[...] to enhance data collection and analysis of incidents, trends, and patterns of rape and other forms of sexual violence to assist the Council's consideration of appropriate actions, including targeted and graduated measures[...].

SCR 2122 (2013)

OP 5: Requests United Nations peacekeeping mission leadership to assess the human rights violations and abuses of women in armed conflict and post-conflict situations, and requests peacekeeping missions, in keeping with their mandates, to address the security threats and protection challenges faced by women and girls in armed conflict and post-conflict settings;

PP 7: Expressing deep concern at the full range of threats and human rights violations and abuses experienced by women in armed conflict and post-conflict situations, recognizing that those women and girls who are particularly vulnerable or disadvantaged may be specifically targeted or at increased risk of violence, and recognizing in this regard that more must be done to ensure that transitional justice measures address the full range of violations and abuses of women's human rights, and the differentiated impacts on women and girls of these violations and abuses as well as forced displacement, enforced disappearances, and destruction of civilian infrastructure.

Sexual exploitation and abuse

In his reports on WPS, the Secretary-General has urged for standards on protection from sexual exploitation and sexual abuse to be applied to peacekeeping personnel, and recommended for determined actions to be taken to prevent and combat sexual exploitation and abuse. The SG also proposed indicators to measure reported cases sexual exploitation and abuse allegedly perpetrated by peacekeeping personnel. The SG's reports on conflict-related sexual violence have also urged troop and police contributing countries to rigorously address allegations of sexual violence and sexual exploitation and abuse by peacekeepers.

2004 (S/2004/814):

- I reaffirm my conviction that sexual exploitation and sexual abuse are totally unacceptable forms of behaviour and reiterate my commitment to the full implementation of the special measures for protection from sexual exploitation and sexual abuse as set forth in my bulletin. I further urge

Member States, intergovernmental and regional organizations, international and national aid and civil society organizations to apply the same standards to peacekeeping personnel, including military and civilian police.

2014 (S/2014/181):

- (...) encouraging troop- and police-contributing countries to rigorously address allegations of sexual violence and sexual exploitation and abuse by peacekeepers.

SCR 1820 (2008):

OP 7: Requests the Secretary-General to continue and strengthen efforts to implement the **policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations**; and urges **troop and police contributing countries to take appropriate preventative action, including pre-deployment and in-theater awareness training, and other action to ensure full accountability** in cases of such conduct involving their personnel;

SCR 1888 (2009):

OP 21: Requests the Secretary-General to continue and strengthen efforts to implement the **policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations**; and urges troop and police contributing countries to take **appropriate preventative action, including predeployment and in-theater awareness training**, and other action to ensure **full accountability** in cases of such conduct involving their personnel;

SCR 1960 (2010):

OP 16: Requests the Secretary-General to continue and strengthen efforts to implement the **policy of zero tolerance on sexual exploitation and abuse by United Nations peacekeeping and humanitarian personnel**.

Trainings

The Secretary-General has recommended trainings for peacekeeping personnel on gender issues, sexual exploitation and abuse, and conflict-related sexual violence in his reports on women, peace and security and conflict-related sexual violence, and in resolutions 1325, 1820, 1960 and 2122.

2005 (S/2005/636):

- Training, gender sensitization and capacity-building for United Nations staff, uniformed personnel and civilian police would be stepped up.

2011 (S/2011/598):

- I also encourage Member States to continue efforts to ensure predeployment training for military and police on gender issues.

2012 (S/2012/33):

- To integrate scenario-based training on conflict-related sexual violence into the predeployment training curriculum of troop- and police-contributing countries, drawing upon United Nations resources in this regard.

2014 (S/2014/181):

- Continuing to encourage and support the training of all United Nations peacekeeping personnel using the innovative tools developed by United Nations Action partners, including Addressing Conflict-related Sexual Violence: an Analytical Inventory of Peacekeeping Practice and the matrix of early-warning indicators.

SCR 1325 (2000):

OP 6: Requests the Secretary-General to provide to Member States **training guidelines and materials 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, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their **national training programmes for military** and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training.

SCR 1820 (2008):

OP 6: Requests the Secretary-General, in consultation with the Security Council, the Special Committee on Peacekeeping Operations and its Working Group and relevant States, as appropriate, to develop and implement appropriate **training programs for all peacekeeping and humanitarian personnel** deployed by the United Nations in the context of missions as mandated by the Council **to help them better prevent, recognize and respond to sexual violence** and other forms of violence against civilians;

OP 8: Encourages **troop and police contributing countries**, in consultation with the Secretary-General, to consider steps they could take to **heighten awareness and the responsiveness** of their personnel participating in UN peacekeeping operations to protect civilians, including **women and children, and prevent sexual violence against women and girls** in conflict and post-conflict situations, including wherever possible the **deployment of a higher percentage of women peacekeepers** or police.

SCR 1960 (2010):

OP 10: Welcomes the elaboration by the Secretary-General of **scenario-based training materials on combating sexual violence for peacekeepers** and **encourages Member States to use them as a reference for the preparation and deployment of United Nations peacekeeping operations**;

SCR 2122 (2013):

OP 9: Encourages troop- and police-contributing countries to **increase the percentage of women military** and police in deployments to United Nations peacekeeping operations, and further encourages troop- and police-contributing countries to **provide all military and police personnel with adequate training** to carry out their responsibilities, and relevant United Nations entities to make available appropriate **guidance or training modules**, including in particular the United Nations **predeployment scenario-based training on prevention of sexual and gender-based violence**.

The peace operations review is likely to hold extensive discussions on the Protection of Civilians, which has emerged as an overarching priority for all multidimensional peacekeeping operations since 1999 and

an important pillar of the Security Council's thematic agenda. Below is a very succinct summary of our two main messages and concerns with regards to POC.

The first one is that missions are meant to implement their duty to protect civilians not only through the provision of direct physical protection, but also through dialogue and engagement and the establishment of a protective environment. **Women's leadership becomes a key protection strategy** in its own right. The connection is twofold:

- 1) **Women's empowerment** and the protection of women's rights **reduces women's vulnerability** and enhances their ability to protect themselves and claim their rights.
- 2) Women's representation, participation, and **leadership in protection mechanisms**, from political leadership and public administration to security forces, both military and police, refugee camp committees, community protection mechanisms, and accountability bodies among others are essential to **ensure better protection for women and girls**.

The second one is that in mission reporting and HQ deliberations on POC, women's protection issues are too often narrowed down to conflict-related sexual violence. The specific focus on sexual violence in conflict that has emerged over the last years and that has resulted in naming and shaming of parties and dedicated monitoring and reporting in the field, the signing of specific commitments with parties, and the establishment and deployment of women protection advisers in peacekeeping and political missions – a new staff category in peace operations, focused on monitoring and reporting on conflict-related sexual violence – is a very welcome development. But it also means that field actors and Council members must make sure that other protection issues that affect women particularly are not neglected or become invisible. It was never the intention of women, peace and security advocates to equate women's protection needs and gender-based crimes or violence solely with sexual violence. And POC normative and guidance documents have reflected this broader understanding as well. For example, as shown in Security Council resolutions on POC:

- OP 13 of 1265 asks for special **protection and assistance provisions for women in mandates** of peace operations.
- OP 14 of 1265 asks for personnel to receive **special training, including on gender**.
- OP 9 of 1296 speaks of the **impact of armed conflict on women** and reiterates the need for special mentions in mandates of peace missions.
- OP 10 of 1296 calls parties to conflict to make special arrangements to meet the **protection and assistance requirements of women**.
- OP 19 of 1296 reiterates the importance of specialized training on **gender-related issues**.
- OP 5 of 1674 speaks of **gender-based** and sexual violence.
- OP 11 of 1674 calls parties to ensure that **peace processes, peace agreements, and post-conflict reconstruction and recovery** have regard for the **special needs of women**.

Furthermore, the **POC Aide Memoire** makes reference to many areas that are important for women's empowerment or protection more broadly, including parties' obligations under international humanitarian law on the protection of women and girls; the importance of equal protection under the law and equal access to justice for women; the need to ensure that the protection, rights, and well-being of women and girls affected by armed conflict are specifically integrated into all peace processes, peace agreements, and post-conflict recovery and reconstruction planning and programmes; the need for governments to implement multi-sectoral strategies to prevent and respond to sexual and gender-based violence; the inclusion of specific provisions for the protection of women and girls in the mandates of UN missions and specific sections devoted to the protection challenges faced by women and girls in the reports of the Secretary-General on countries in the agenda of the Council; the full representation of women at all decision-making

levels in national, regional, and international institutions and mechanisms for the prevention, management, and resolution of conflict; the need to expand the role and numbers of women in UN operations; appropriate action against SEA and compliance with the SG's special measures; and the participation of women, including from civil society, in consultations and outreach activities.

The protection of civilians from physical violence as a priority for peace operations is crucial for women and girls. Sexual violence in all its forms deserves the special attention and focus that is increasingly receiving in peace operations. But women's protection needs also encompass, among others, conflict-related killings and injuries, threats and attacks against women political leaders, media personnel, women human rights defenders and civil society organizations, abduction and forced marriage of women and girls, attacks on schoolgirls or destruction of school facilities, enforcement of dress codes and restrictions of movement or other rights by violence, so-called "honor" killings and stonings, sex trafficking, elections-related violence against women, arbitrary detention, intimidation, and harassment of lesbian, gay, bisexual and transgender persons, and the increased risk and vulnerability experienced by women refugees, asylum seekers, returnees, stateless persons and IDPs as a result of the lack of safety, services, and the existence of discriminatory gender norms.

This is important because the mission's protection tasks and activities must respond to the most prevalent threats against women and girls in the area of operations. A non-exhaustive list of these interventions may include:

- Special attention to women's protection risks or threats in joint protection teams and joint investigation teams.
- Consultation of women in threat assessments and community engagements (from the establishment of community protection mechanisms to alert networks, to the design of camp layouts).
- Tailor protection activities to women's mobility patterns and economic activity (firewood patrols, water-route patrols, field patrols, market patrols and escorts).
- Establishment of safe spaces in camps for women and girls.
- Appointment of female election monitors and special attention to gender-based electoral violence.
- Dial-in radio programmes for women to report threats and ensure the community is informed of risks.
- Provision of security umbrella for women's rights defenders and organizations working on women's rights or gender-based violence.
- Establishment of perpetrator profiling systems by the Joint Mission Analysis Centre that include patterns of attacks against women and girls, and sex-disaggregated tracking of civilian casualties.
- Public information campaigns to promote women's rights and help strengthen the capacity of state and civil society in promoting gender equality and women's rights.
- Special attention to women's protection in the implementation of mission's substantive areas, such as disarmament and demobilization activities, security sector reform, transitional justice, mine clearance, and small arms control.
- Evacuation of women and girls at risk from danger zones.

Both the whole range of women's protection issues and the interventions to address them, including women's leadership and women's empowerment, must be taken into account in mission planning, implementation, and reporting, as well as in policy discussions on the protection of civilians in the context of peace operations.