



# Security Council

Sixty-seventh year

**6759**<sup>th</sup> meeting

Tuesday, 24 April 2012, 10.30 a.m.

New York

*Provisional*

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<i>President:</i>	Ms. Rice . . . . .	(United States of America)
<i>Members:</i>	Azerbaijan . . . . .	Mr. Mehdiyev
	China . . . . .	Mr. Wang Min
	Colombia . . . . .	Mr. Osorio
	France . . . . .	Mr. Araud
	Germany . . . . .	Mr. Berger
	Guatemala . . . . .	Mr. Rosenthal
	India . . . . .	Mr. Hardeep Singh Puri
	Morocco . . . . .	Mr. Bouchaara
	Pakistan . . . . .	Mr. Ahmad
	Portugal . . . . .	Mr. Cabral
	Russian Federation . . . . .	Mr. Karev
	South Africa . . . . .	Mr. Sangqu
	Togo . . . . .	Mr. Menan
	United Kingdom of Great Britain and Northern Ireland . . . .	Sir Mark Lyall Grant

## Agenda

Women and peace and security

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*The meeting was called to order at 10.30 a.m.*

### **Adoption of the agenda**

*The agenda was adopted.*

### **Women and peace and security**

**The President:** Under rule 39 of the Council's provisional rules of procedure, I invite Ms. Michelle Bachelet, Under-Secretary-General, Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women, to participate in this meeting.

In accordance with rule 39 of the Council's provisional rules of procedure, I invite Mr. Hervé Ladsous, Under-Secretary-General for Peacekeeping Operations, to participate in this meeting.

The Security Council will now begin its consideration of the item on its agenda.

I now give the floor to Ms. Bachelet.

**Ms. Bachelet:** I wish to thank you, Madam President, for inviting me to brief the Council on recent developments in the area of women, peace and security.

Today I will focus on advancing resolution 1325 (2000) through women's engagement in conflict resolution and transitional justice and touch briefly on some patterns that we have observed in recent post-conflict elections.

Since January 2011, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the Department of Political Affairs (DPA) have pursued a joint strategy on gender and mediation to increase the availability of gender expertise to mediation teams and the number of women mediators, observers and negotiators in peace processes managed by the United Nations.

The Department of Political Affairs has increased the number of women candidates on its rosters of mediators to 36 per cent. Rapid-response capacity has been strengthened. The United Nations Mediation Support Standby Team has a gender expert for the second year running. Guidance on how to address sexual violence in peace talks has been developed, and Member States are now invited to make active use of that expertise to render conflict mediation and prevention efforts more inclusive.

In 2011, we supported mediation training for more than 200 women leaders and some men leaders from West Africa, the Balkans, and Central and South-East Asia.

The West Africa mediation trainings have already yielded results. In Senegal, participants took action during last month's elections to create a "women's situation room for peaceful elections", working to ensure women's protection in campaigning and voting and providing early alerts of electoral violations.

In Sierra Leone, participants from the same mediation training are now being encouraged to take this situation-room approach in the upcoming elections. In the current crisis in Mali, participants in last week's Ouagadougou dialogue on political stabilization succeeded in ensuring that there is mention of gender-based violence in the resulting declaration.

Unfortunately, as a rule, the high level of women's engagement in informal efforts does not translate into a significant presence or influence in formal conflict resolution or political dialogue. In some Arab States, women's contributions to the front lines of democratization have in the main not yet translated into leadership roles in decision-making institutions.

On my recent visit to Libya, I met, of course, with the Government, but also with women leaders from civil society. They conveyed their perception that their contributions to the struggle for democratization had been under-recognized and that they were not playing the meaningful role they aspired to in the building of a new, democratic Libya. They raised concerns in relation to the upcoming elections and voiced support for sex-segregated polling stations to counteract pressure to follow family voting patterns.

I reminded them that they must make themselves relevant to the political process, to demonstrate they are an important constituency for peace and democracy.

We know full well that in political transformations, already organized political interest groups are the most successful at seizing power. Women's groups tend to be underfunded and are often poorly positioned to seize opportunities to influence politics.

Given the current crisis in Syria, this remains a matter of concern. Women's participation is vital both in resolving the crisis and in making sure that women's interests are addressed in agreements moving forward.

Women's participation is also needed to improve reporting on the gender-specific impacts of violence. To date it has been difficult to obtain information, and I would urge the Council to be attentive to the gender dimensions of the crisis.

In conflict resolution, women's participation and gender expertise provide a firm foundation for women's post-conflict participation. Both numeric and substantive representation are needed. To that end, special measures must be taken.

In Yemen, there is now heightened determination among women's civil society groups to be involved in the forthcoming national dialogues. UN-Women, the United Nations Population Fund and the United Nations Development Programme are supporting women's engagement in Yemen's upcoming transition. I am concerned about the early findings of a joint United Nations assessment of rising levels of violence against women and of abduction and early marriage among displaced populations.

In Somalia, during the Second National Constitutional Conference, held in February, DPA staff advised the adoption of measures to ensure that women represent at least 30 per cent of the members of the future Interim Independent Electoral Commission, the National Constituent Assembly and the new Federal Parliament.

Women should also be supported in terms of their engaging in other peacebuilding encounters such as international contact group meetings and donor conferences. In December 2011, efforts were made to ensure women's participation in both the Bonn Conference on Afghanistan and the Washington, D.C., Conference for South Sudan.

However, I would like to stress that women's participation in such processes should not be dependent on the willingness of conference organizers to extend invitations to them.

We need to address the obstacles that women face in being informed about, and participating in, formal conflict resolution. An important resource in this regard is the Council's continued encouragement to mediators, envoys, advisers and Member States to bring women into the process of conflict resolution.

By requesting updates about outreach to women's groups, the Council encourages stronger attention to gender issues on the part of mediators. In that regard, I

know that mandate renewals for United Nations missions, such as the recent one for Afghanistan, have been explicit about the imperative of women's participation. This can be extended to all types of national, regional and international engagement processes designed to support reconciliation.

I would note here that progress has been made in addressing gender issues in rule-of-law and transitional justice measures.

As the Security Council noted in January, the rule of law is "one of the key elements of conflict prevention, peacekeeping, conflict resolution and peacebuilding" (see S/PV.6705). Since 2004, the Council has made reference to the rule of law and transitional justice in more than 160 resolutions.

As the Secretary-General has said, we have entered into a new age of accountability. That accountability must include the effective prosecution of war crimes against women and adequate redress.

In recent months, we have seen an amnesty law passed in Yemen, amnesty granted in Mali and blanket amnesties debated in other settings, including Nepal. One of the concerns raised by women's groups is that amnesty for war crimes against women contributes to a post-conflict environment of impunity for gender-based violence.

Prosecutions are crucial for the credibility of efforts to reassert the rule of law after conflict. In that regard, I welcome the completion of the first case of the International Criminal Court.

The Council, through its referral mechanism, has contributed to ensuring the effectiveness of the Court. In relation to the two ad hoc international courts — the International Criminal Tribunals for Rwanda and the former Yugoslavia — in the past year the Council has established a follow-up body that will take over when they close. It is important that this mechanism include a specific review of the lessons learned from the prosecution of sexual and gender-based crimes. These lessons should be applied in the work of the International Criminal Court and in United Nations peacekeeping missions assisting domestic actors to prosecute these crimes. UN-Women will work with the International Criminal Tribunal for Rwanda on such a review.

While prosecutions of individual perpetrators are crucial, transitional justice measures can ensure truth-

telling and a process of repair and redress. I draw the Council's attention to the fact that, in the past two years, there has been strong gender analysis evident in the reports of commissions of inquiry. In the past year alone the commissions established for Libya, Syria and Côte d'Ivoire have included gender experts and produced important findings on sexual and gender-based crimes. The United Nations Office of the High Commissioner for Human Rights is to be commended for this.

What is needed now is implementation and support for follow-up. The Commission of Inquiry for Libya found that, in cases of sexual and gender-based crime, few victims were willing to come forward due to the severe obstacles to reporting, including stigma, family pressure and fear of reprisals. The Commission concluded that sexual violence played a significant role in provoking fear in various communities. I had a meeting with one minister involved in that inquiry who is seeking methods for encouraging people to tell the truth in ways that avoid their being stigmatized.

I commend the Government and the National Transitional Council for implementing many of the recommendations of the Commission of Inquiry by partnering with the United Nations to address conflict-related sexual and gender-based violence. In Libya, UN-Women has provided the Special Representative of the Secretary-General with a senior gender advisor to support the efforts of the Libyan authorities and civil society on women's engagement in the transitional process.

Reparations programmes are also needed in transitional justice processes. Reparations for survivors of sexual and gender-based violence can link redress for individuals with efforts to eliminate economic and social marginalization, thus addressing some of the root causes of violence against women. As the role of peacekeeping missions grows in the area of rule of law and support for transitional justice, the Council can make a major difference to women survivors of violence by supporting the early establishment of comprehensive national reparations programmes.

Allow me to register a particular concern about the instability of legal frameworks on women's rights in post-conflict countries and the threat of a loss of gains on women's legal rights.

In March, religious leaders in Afghanistan called for restrictions on women's rights, including their

mobility and social standing. In countries undergoing transition, the combination of recent conflict and weakened social protection threatens to undermine progress in women's rights. As a matter of principle, women's rights must never be used as negotiating instruments or a soft bargaining chip to placate certain social groups. Particular attention should be paid by the Council to ensuring that women's rights are not eroded during mission drawdown.

Country-specific resolutions should encourage gender-sensitive constitutional and legal reform, ensuring women's rights and protection. I strongly urge the Council to support increased numbers of women in leadership positions, constitution-making processes and inclusion in the justice and security sector work of United Nations missions. Women's participation in political, legislative, judicial and security institutions is perhaps the greatest resource on offer to promote peaceful and inclusive transitions.

Throughout this briefing, I have stressed that the implementation of the Council's resolutions on women, peace and security requires women's leadership. Elections are the key means for the legitimate entry of more women to public office and for bringing women's issues into policy debates. Therefore, I will now make a few observations about recent post-conflict elections before handing over to Under-Secretary-General Ladsous to elaborate further on this topic.

In the five parliamentary elections held in countries with United Nations missions in 2011, there were either small declines or just a modest increase in the number of women elected. The result was an average of a low 10 per cent of seats in parliaments for women. Looking ahead, 10 elections in countries on the agenda of the Council are expected in 2012. To increase women's representation, temporary special measures such as positive action, preferential treatment and quota systems are required as recommended in the Convention on the Elimination of All Forms of Discrimination against Women.

In conclusion allow me to quickly restate some of our suggestions to the Council.

First, continued consultations with envoys, special representatives of the Secretary-General, advisors and Member States on women's participation in conflict resolution and political dialogue create an incentive to engage more women in peace making and peacebuilding processes.

Secondly, more opportunities must be made available to women to engage in conflict resolution and peacebuilding forums, and this can be done by ensuring that women are invited to a wider range of international engagement processes and donor conferences.

Thirdly, the follow-up mechanism for the International Criminal Tribunals in Rwanda and the former Yugoslavia offers the opportunity for a review of lessons learned from the prosecution of sexual and gender-based crimes; these lessons can be applied to future international tribunals and domestic judicial processes.

Fourthly, country-specific resolutions and mandate renewals should encourage gender-sensitive constitutional and legal reform and discourage legal restrictions on women in the name of reconciliation.

Fifthly, early technical assistance to post-conflict Governments to support reparations programmes can help address gender-based inequalities and promote inclusive and sustainable peacebuilding.

Sixthly and finally, steps must be taken to address the barriers to women's participation in the upcoming elections in countries on the Council's agenda.

Once again, Madam President, I thank you for this opportunity and I look forward to our discussions.

**The President:** I now give the floor to Mr. Ladsous.

**Mr. Ladsous** (*spoke in French*): I am grateful for this opportunity to discuss the critical issue of women and peace and security. My purpose today is to provide an update on security, protection and equal participation of women in countries where our peacekeepers are operating.

For more than 10 years, resolution 1325 (2000) has guided us in supporting women in post-conflict societies. Peacekeeping operations are well positioned to help advance all the goals of resolution 1325 (2000). The political engagement and eloquent advocacy of special representatives of the Secretary-General at the highest levels are clearly critical factors that increase the impact the United Nations can have on the ground. Under their leadership, missions can provide an extremely powerful platform for support to women in post-conflict situations.

Last year, the Department of Peacekeeping Operations and the Department of Field Support completed an impact study on the implementation of

resolution 1325 (2000) in peacekeeping. It was a wake-up call. It showed that peacekeeping missions have supported important progress in some areas, including in the area of women's participation in elections and political institutions. It also showed that in other areas, including protection, not enough has been achieved.

Today, I shall focus my remarks on these two critical areas: political participation and protection. They are especially critical because they represent both the opportunity for women to make their voices heard and to shape the peace, but also the risk that women face from insecurity, sexual violence and targeting of civilians. Peacekeepers must do their utmost to maximize the former and minimize the latter.

During my recent visits to peacekeeping operations, I have seen women participating in greater numbers as candidates and voters where basic security is assured. In other contexts, where electoral processes were marred by violence and intimidation, we must note that women's participation remained low. Lack of freedom of movement, intimidation and all such factors contribute to lowered participation by women in electoral processes not only as voters but also as candidates.

Elections offer the opportunity to advance the goals of resolution 1325 (2000) in a number of ways, including temporary special measures to increase women's opportunities to win elected office, outreach to women's groups, training for female candidates, better national police protection for women and encouraging political parties to elicit women's participation. As for electoral assistance, we work in close coordination with the Department of Political Affairs, which has the General Assembly-mandated system-wide leading role in United Nations electoral assistance activities and policies.

With regard to temporary special measures, as we head towards the June parliamentary elections in Timor-Leste, the United Nations Electoral Support Team helped Timorese authorities to draft an amendment to the electoral law. That amendment instated proactive policies specifically aimed at temporary special measures for women, setting allocations for women in political parties' slates and in Parliament. The United Nations Integrated Mission in Timor-Leste and UN-Women co-chair a women's political participation action group, which coordinates the work of the Mission and the country team.

In preparation for the 2011 elections, the United Nations Stabilization Mission in Haiti (MINUSTAH) provided financial and technical support for a review of the Haitian Constitution and for a constitutional amendment to specify temporary special measures for women. However, while such measures won acceptance in principle, the amendment itself was stalled over alleged discrepancies between the published text and the text voted on in Parliament. No new women were elected to the Senate — whereas four took office in 2006 — and in the lower house only five women were elected out of 99 seats.

In the Democratic Republic of the Congo, no temporary special measures were adopted. According to preliminary results of the November elections, 47 of the 483 members of Parliament are women — 9.7 per cent. That represents a slight increase of 1.3 per cent over the 2006 elections. Despite that increase, however, the Congo still has the lowest female representation in the parliaments of the Great Lakes region.

Clearly, instituting special measures to increase women's representation in legislative bodies is up to national authorities alone. But such measures deserve consideration because of the real opportunities they offer for advancing women's rights, in keeping with Committee on the Elimination of Discrimination against Women general recommendation No. 25.

Through outreach to women's groups, United Nations actors on the ground can help provide space for women to increase their participation in political processes. Thanks to a generous contribution from the Government of Luxembourg, MINUSTAH organized 360 election-related workshops for 6,500 people, of which 70 per cent were women. The workshops sought to augment the number of women in leadership positions and to foster awareness of the importance of women's participation in decision-making at all levels.

Training for female candidates is also an important activity for some missions. The United Nations Mission in Liberia (UNMIL) promoted awareness of gender perspectives in the elections of 2011. It provided training for female candidates and other women engaged in voter registration. The Department of Peacekeeping Operations (DPKO) also developed tools for United Nations personnel, non-governmental organizations and political party representatives responsible for facilitating the

process — for example through checklists for monitoring gender mainstreaming.

*(spoke in English)*

Security is a major determining factor for women's participation in elections. The case of Liberia highlights the need to help national police provide security for women to participate in elections. Even though no major security incidents were recorded during the parliamentary and presidential elections in Liberia, early reports of possible political violence resulted in intensified prevention efforts by national and United Nations actors. United Nations police supported the Liberian National Police in its planning to prevent violence during the electoral cycle. The number of female candidates, however, declined from nearly 15 per cent to 11 per cent, and the percentage of women elected to the House of Representatives decreased from 16.6 per cent in 2005 to 11 per cent.

The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) trained more than 500 police officers on the prevention of sexual and gender-based violence for the 2011 elections. The United Nations Operation in Côte d'Ivoire (UNOCI) has developed sensitization campaigns in working with political parties, some of which have in fact pledged to enrol more women in their parties. Female representation in the National Assembly grew slightly from 8 per cent in 2001 to 10.5 per cent this year.

More support should be provided to women's legislative caucuses at both the regional and the State levels in countries where elections have recently been held, in order to ensure that newly elected women parliamentarians are empowered to enact gender-responsive laws. Our missions remain engaged in that process, and we welcome our partnership with UN-Women and other United Nations country team actors.

I turn now to the broader issue of sexual violence and the protection of civilians. It is important to reiterate that national Governments are ultimately responsible for the protection of their civilian populations. Our peacekeeping missions cannot act as a surrogate for State authority. We must do our best to strengthen frail State institutions and to improve their ability to protect civilians, but we must also be prepared to protect civilians directly. Our missions have received guidelines on developing comprehensive

strategies for civilian protection, which bring together all mission elements. We can contribute to the protection of civilians by helping in vetting and training national security personnel and by ensuring that women become an integral part of security institutions in high-ranking, decision-making functions. We can also do so by strengthening awareness of the link between stronger national security institutions and lower instances of sexual violence in areas where conflict still occurs.

In Haiti, United Nations police have a Gender Adviser who helps implement protection measures in the camps for internally displaced persons (IDPs), and a sexual and gender-based violence team that also supports the Haitian National Police. Gender training in the curriculum for national police cadets and training on sexual and gender-based violence for police investigators have also been developed. We also help the Government of Haiti to provide shelter to victims of sexual and domestic violence. Safe houses for taking in victims of sexual and gender-based violence are available in three IDP camps and seven police stations in the West Department, where the largest number of rape allegations have been reported. The representation of women in the national police has grown from 8 per cent in 2010 to 12 per cent this year. That is also partly due to the example provided by our international police units, and I would like to highlight the fact that the Bangladeshi formed police unit has the highest percentage of female police officers in the mission.

In Liberia, it is clear that recruiting women into the security sector remains high on UNMIL's agenda. UNMIL works to enhance the capacity of the national security institutions to respond to the increasing number of reports of gender-based violence, including rape. The weakness of the legal and judicial institutions in Liberia has highlighted the need to develop a Liberian national police gender policy, as well as to establish a gender unit and a women's protection section at the Liberian national police headquarters. Again, our mission provides a strong example to national institutions, and I wish to commend the Indian Government, which has deployed a female formed police unit to Liberia.

Similar efforts are being made by UNOCI in Côte d'Ivoire, where the gender focal point in UNPOL has helped coordinate gender mainstreaming in all areas of national police activity. UNOCI also continues to develop and deliver training on the prevention of

gender-based violence to the national police. In the Democratic Republic of the Congo, MONUSCO has conducted sensitization campaigns targeting local women with regard to their role in mitigating conflict-related sexual violence. I again wish to thank Bangladesh for having loaned a female formed police unit, which acts as a role model for the Congolese.

Let me now provide the Council with a brief update on identifying women protection advisers in our missions. The strong and close working relationship that has been established between DPKO, the Department of Field Support, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict and the Office of the United Nations High Commissioner for Human Rights is enabling progress to be made regarding women protection advisers. A small number of women protection focal points have been designated from existing resources in MONUSCO, UNOCI and the African Union-United Nations Hybrid Operation in Darfur. The United Nations Action Against Sexual Violence in Conflict Multi-Donor Trust Fund will also fund a total of three dedicated women protection advisers between MONUSCO and UNOCI. And I am pleased to inform the Council that nine women protection adviser posts have been approved in the budget of the United Nations Mission in South Sudan, and their recruitment is under way.

DPKO remains committed to implementing the sexual violence mandate, of which the time-bound commitments are an important component. Those commitments are part of security sector reform and are a strong tool for preventing sexual violence in the first place and for ensuring accountability when it does occur. DPKO is also rolling out new protection-related training materials for troop-contributing countries.

Our missions are ready to support host Governments in addressing those commitments. We are ready to work with national security sectors to ensure that appropriate procedures are followed when armed groups are integrated into national security forces. We are ready to work in close support of national military and civilian justice systems to ensure accountability for incidents of sexual violence.

While I have highlighted many activities and new initiatives, I must say that in too many cases we remain dissatisfied with the protection offered to women in many places where we are deployed. Host countries must do more, and peacekeepers must also do more to

redress the threats faced by women in our mission areas. In States where both the civilian and military justice systems remain weak, renewed efforts must be made to strengthen judicial and military institutions. That is definitely the long-term solution to the problem of providing protection for civilians. The aim is to support the growing number of military trials of security personnel found guilty of serious crimes, including rape and other gender-based violence. We welcome the support of Member States in ensuring that such efforts can be sustained and multiplied.

Finally, in order to prevent violence it is essential to establish security institutions with clear modalities of operation and with elements that are regularly trained and that act in compliance with international law and standards. With regard to implementing more effective policing on the ground, the formed police units provided by the Governments of India and Bangladesh serve as an inspiration to Haitian and Liberian women and girls and are examples that could be followed by other police-contributing countries.

I have touched on a few issues that I consider to be of mutual interest to our two partner agencies, DPKO and UN-Women. I believe that the synergy created by our coordinated and coherent actions and policies will support women's roles in their societies and increase their security and freedom from sexual violence. The political participation and protection of women are cornerstones of our efforts in supporting the implementation of resolution 1325 (2000). I have sought to outline a range of priorities, to provide the Council with some examples of how peacekeeping operations can assist national actors in taking advantage of the opportunities that can arise in a post-conflict environment.

**The President:** There are no more items on our agenda. We have thus concluded our work for this morning, and I now invite members to consultations.

*The meeting rose at 11.05 a.m.*