

**Security Council Open Debate on  
the Implementation of Resolution 1325 (2000)  
on Women, Peace and Security**

**Statement by the Under-Secretary-General  
for Peacekeeping Operations, Jean-Marie Guéhenno**

**28 October 2004**

Mr. President, Distinguished Delegates, Ladies and Gentlemen

Four years ago, the Security Council adopted its landmark resolution 1325 on Women, Peace and Security. Since then, there has been a tangible and positive shift in international understanding of the impact of armed conflict on women and girls. There has also been growing recognition that peace and security cannot be built through the exclusion of more than half of a country's or the world's population. Women and girls have an essential role to play in rebuilding war-shattered societies – not through token representation -- but as full-fledged and rightful participants in the process.

My distinguished and respected colleagues scheduled to speak throughout the day will elucidate, from various expert perspectives, the magnitude of the challenge that has been overcome and yet also remains to be tackled in the implementation of this historic resolution. For my part, I am honored to introduce the Secretary-General's report -- to which 25 countries contributed information -- and to highlight for you the range of issues that it addresses.

*Progress achieved*

I will begin with the good news, and hope you will not mind if I turn to DPKO and peacekeeping first. I am sincerely proud that, in his report, the Secretary-General highlights that it is in this sector where much of the most significant progress in implementing resolution 1325 has been achieved.

For example, full-time gender advisers are now deployed and are playing a prominent role in 10 of the 17 UN peacekeeping operations. In 2000, there were only 2 gender advisers in total.

Gender policies and training for peacekeeping personnel are now standard features of our daily discussions, whereas in 2000, they were considered novel innovations.

Furthermore, this year, DPKO adopted a policy on human trafficking and produced a package of anti-trafficking guidance for peacekeeping operations.

Humanitarian and development agencies have much to be proud of as well, as the report illustrates. The Inter-Agency Standing Committee Task Force on Gender and Humanitarian Assistance has developed strategies to facilitate gender mainstreaming in all humanitarian activities. Individual departments and agencies, such as the Office for the Coordination of Humanitarian Affairs (OCHA) have developed a gender mainstreaming policy and action plan; the United Nations High Commissioner for Refugees (UNHCR) has adopted five commitments to refugee women.

The report points to ongoing technical assistance activities provided to several countries, under the coordination of the Division for the Advancement of Women. It recognizes UNIFEM's initiative to advocate for a stronger system-wide approach to addressing gender justice issues in post-conflict situations. The report also illustrates the ongoing efforts by the Electoral Assistance Division of the Department of Political Affairs and the Office of the Special Adviser on Gender Issues to advance the participation of women in electoral processes.

The report describes the development of gender-sensitive disarmament, demobilization and reintegration (DDR) programmes in a number of post-conflict countries, although the report acknowledges that these are initial steps which need to be further elaborated. Agencies like UNICEF and UNDP are among those most actively engaged in these efforts. DPKO and UNIFEM are working in partnership to develop standard operating procedures on gender and DDR, and the Department of Disarmament Affairs in designing a gender mainstreaming action plan.

All of these different parts of the UN system are not working in isolation. The Office of the Special Adviser on Gender Issues and Advancement of Women and the Task Force on Women, Peace and Security, as the report describes, have played an important role in advocating and supporting a coordinated approach to the implementation of resolution 1325. The Mine Action Service has played an important coordinating role in its area of expertise.

Likewise, as the High Commission for Human Rights, Louise Arbour, knows best, there has been growing cooperation among all international human rights actors on the implementation of the resolution. The Secretary-General's report covers how human rights observers from the United Nations system, regional organizations such as the African Union and the Organization for Security and Cooperation in Europe, NGOs and civil society are forging critical alliances to ensure better monitoring, reporting and investigation of women's human rights violations.

***Challenges that remain***

I have mentioned just a sample of examples of how much has been accomplished to implement resolution 1325. But, the report equally calls attention to how much is left to be done.

In the humanitarian arena, the Secretary-General's report emphasizes that there is still ample scope for even more effective coordination among United Nations entities, non-governmental organizations and refugee and displaced women's groups, and for more funding for women-specific programmes.

The report calls for greater understanding of how truth and reconciliation processes have met the needs of women, calling for a review of the extent to which they have participated in them to date.

The findings of the report show that women's knowledge and experiences are underutilized in the prevention of violent conflict while gender perspectives have been neglected in early warning exercises and the development of response options.

The report further calls attention to the fact that peace processes and negotiations remain overwhelmingly male-dominated arenas where women's contributions largely remain outside of the formal processes. The report recommends a review of recent peace processes which analyze the obstacles and opportunities for full participation by women.

The report acknowledges the wide scope that exists for building gender-sensitive approaches to reporting, highlighting that a gender analysis of 264 reports of the Secretary General to the Security Council, reviewed from January 2000-September 2003, revealed that only 17.8 percent made multiple references to women and gender concerns, while 67 per cent of the reports made no or only one mention of women or gender issues.

The report also addresses the issue of gender recruitment. The number of female uniformed personnel in our peacekeeping operations is still far too low. As of June 2004, women constituted only 1 percent of military personnel and 5 percent of civilian police personnel assigned by Member States to serve in UN peacekeeping operations. As concerns international civilians in all UN peace support operations, the percentage of women increased from 24 in 2002 only to 27.5 in 2004.

At the highest level of decision-making in peace support operations, there are only 2 female Special Representatives of the Secretary General, out of a total of 27. To address this gap, the report proposes a two-pronged approach which emphasizes both the need to increase the participation of women in senior positions and for all senior staff to demonstrate commitment to the promotion of gender equality.

The report also stresses that there is still a lot that can be done to strengthen our collective ability to prevent and respond to gender-based violence. Member States and United Nations entities – notably OCHA, UNICEF, UNFPA, UNHCR, UNIFEM, WHO -- as well as international and national NGOs are conducting training, producing guidelines, and delivering medical supplies for treating the consequences of gender-based violence. The report notes these concrete actions but appeals for even greater effort in this area.

To attain sustainable results, gender-based violence, whether manifested in the form of mass rapes, sexual exploitation of women and girls, domestic violence or trafficking, must not be treated in isolation. We must recognize these crimes as part of a broader and endemic assault on the rights of women and girls in conflict. A commitment to preventing and responding to gender based violence must serve as a critical priority in any framework for post-conflict peace-building. This approach is lacking in our collective efforts.

This is also a collective responsibility. We cannot expect to effectively address the problem of gender-based violence if the burden of responsibility for doing so rests with women alone. This problem is one that plagues families, communities, nations and the global community as a whole and as such requires the engagement of men and women as partners, working hand in hand to end this scourge.

Finally, the report puts particular attention on one form of gender-based violence, namely sexual abuse and exploitation by humanitarian and peacekeeping personnel. The report notes that this year approximately 70 allegations of sexual exploitation and abuse were made against UN peacekeeping personnel in Bunia alone in the DRC. These allegations have been investigated by the UN office of Internal Oversight Service (OIOS) and we await the final conclusions.

To stop these abhorrent acts, the UN system needs to work hand-in-hand with Member States. In the report before you, the Secretary-General reiterates his full commitment to the full implementation of the special measures for protection from sexual exploitation and sexual abuse as set forth in his bulletin. He urges 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.

The report notes the efforts DPKO is undertaking – working within the framework of the UN system-wide Task Force on this issue -- to help Member States and its personnel address this problem. Disciplinary

directives for civilian, military and civilian police personnel have been compiled. Training materials on the prevention of sexual abuse and exploitation have been designed. And, Focal Points on this issue have been created in several peacekeeping missions.

This issue is being taken seriously in the Department, but it must and will be given even greater priority in the coming year. Our work cannot be considered complete on this front for as long as sexual exploitation or abuse is being committed by a single peacekeeper or humanitarian worker. Even one incident is simply unacceptable.

To conclude, Mr. President,

The report of the Secretary-General now before you illustrates the progress achieved to date in the implementation of resolution 1325. The status of implementation presented in the report is a faithful reflection of the fruits of our collective efforts, at the national, non-governmental and intergovernmental level. But, it is also an unequivocal call to action on several crucial fronts. It is a call that is to be heeded in the interests of the millions of women and girls in war-shattered societies who are victimized by conflict, but also who hold the key to building a sustainable peace in their countries, as they, themselves, know best.

I thank you.