

IMPLEMENTATION OF SECURITY COUNCIL RESOLUTION 1325 (2000): AN ANALYSIS OF THE GENDER CONTENT OF SECRETARY-GENERAL'S REPORTS TO THE SECURITY COUNCIL: JANUARY 2000 – SEPTEMBER 2003: A SUMMARY

Office of the Special Adviser on Gender Issues, October 2003

An analysis of 264 Secretary-General's reports to the Security Council dating from January 2000 to the present was conducted by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) to ascertain to what degree the reports address gender perspectives as required in Security Council resolution 1325 (2000). The analysis reveals that only 17.8 per cent of the reports make multiple references to gender concerns, while 15.2 per cent make minimal reference and 67 per cent of the reports make no or only one mention of women or gender issues. The majority of reports citing gender concerns mention the impact of the conflict on women and girls, primarily as victims of conflict – not as potential dynamic actors in early warning, reconciliation, peace building or post-conflict reconstruction.

A similar analysis was conducted on Security Council resolutions adopted during the same period. The analysis shows that 33 out of 225 or 14.7 per cent of resolutions include language on women or gender issues. During the last six months, there has been a positive trend towards reaffirming the need to have gender perspectives in peace operations consistent with resolution 1325 seen in resolutions on Liberia, Sierra Leone, DRC, Iraq and Cote d'Ivoire.

REVIEW OF SECRETARY-GENERAL'S REPORTS TO THE SECURITY COUNCIL

Two hundred and sixty-four reports were reviewed of which 244 were country reports and 20 thematic reports. Commencing the review in January 2000 was done to see if reporting on gender issues had changed since the adoption of 1325. In fact there has been no change. Sixty-seven per cent of all reports to the Security Council during the more than three-year period make no or only one mention of women or gender issues and 15.2 per cent make minimal reference (2-3 mentions) to gender perspectives. Only 17.8 per cent of the reports begin to discuss gender issues across a number of key thematic areas mentioning women or gender four or more times. Of the 244 reports prepared on 26 countries, only three missions, Afghanistan, Kosovo and Somalia, provided information on gender issues in more than 50 per cent of their reports. The reports on the Democratic Republic of Congo and Sierra Leone, have on an occasion, provided some useful information on gender and women's concerns. The recent report on Liberia (S/2003/875) serves as a good example on how to integrate gender concerns and issues throughout a report.

Of the 140 reports mentioning gender equality issues or women, the type of information being reported on falls roughly into five broad areas.

1. The impact of the conflict on women and girls: 54% of the reports mention the vulnerability of women and girls especially as they are innocent victims of the conflict and subjects of exploitation and abuse. Sierra Leone reports mass rape and abduction of women whereas the Liberia report cites the most vulnerable populations as those displaced and female-headed families.
2. Representation and participation of women: 38% of reports cite quantitative examples of women participating in various aspects of peace operations. In the Kosovo report, for example, 22% of police officers are said to be women, while in East Timor one third of district administrators are women.
3. Capacity building support for women and girls: 33% of reports document the training initiatives undertaken for women. Skills building focuses on such areas as leadership, human rights and HIV/AIDS, to name a few. In Somalia, for example, women are being trained in peace building and conflict resolution.
4. Violence against women: Roughly 23% of reports refer to gender-based violence and trafficking. The report from Bosnia and Herzegovina documents an increase in reported cases of trafficking, whereas in DRC, the mission is concerned about increasing incidents of violence against women by security and armed groups.
5. Human rights, legal and justice issues: 25% of reports mention work underway in the legal and justice arena. In Afghanistan, consultations were held on a national programme on human rights education;

approaches to human rights monitoring and the advancement of women's rights.

Of the 20 thematic reports less than 50% provide information on gender perspectives. Notably, the report on internally displaced persons (S/2001/513) makes no reference to gender while the report on small arms (S/2002/1053) has one reference. On the other hand, the thematic reports on children in armed conflict provide considerable information on women and girls whereas the report on the protection of civilians in armed conflict (S/2002/1300) does not address issues in relation to women and children as "those issues are dealt with in the reports on women, peace and security and children in armed conflict." This approach would not mainstream reporting on gender, but rather isolate it to one or two reports a year.

Finally, an overall observation on the reporting is, except for a few countries, data are not disaggregated by sex. In the reports from peacekeeping and peacebuilding missions, for example, the tables provided as annexes to the reports on number of military and police contributed by various countries, do not provide a breakdown by sex. This data do exist and could easily be added, thus providing a clearer picture of the gender balance in peacekeeping operations.

SUGGESTIONS FOR ENHANCING REPORTING ON GENDER PERSPECTIVES IN SECURITY COUNCIL REPORTS

Gender issues like human rights is a cross-cutting theme and work underway at mission level should be reported on a more consistent and comprehensive basis. While the mandates of the various missions reporting to the Security Council may differ, each operation should have conducted a gender analysis, have a plan for mainstreaming gender and an approach to incorporating information on women and men into their reports to the Security Council. "How does the impact of the conflict differ for men and women" and "do women and men have an equal share in the benefits and opportunities supported by the mission" are just a few questions that should be addressed in all reports.

Throughout all aspects of programme planning, implementation, monitoring and evaluation the mission should ensure gender equality.

Given the diversity of mission mandates, there is no blueprint or formula for reporting on gender perspectives in these reports. The aim would be to integrate information on men and women throughout the various sections of the report and, as appropriate have a specific section on gender or women's issues. The attached checklist provides possible questions to address under different report headings.

In addition to improved gender content in reports to the Security Council, other actions should be taken at mission level to ensure gender mainstreaming. These include:

- In preparing for new peace missions, especially in assessment missions, gender issues should be incorporated in all terms of reference and be mainstreamed in all sector reviews;
- Posts for gender advisers should be a routine part of new mission budgets. They should report directly to the SRSG as has been the case in the newly formed UN Mission in Liberia;
- Incorporating strong gender training components for military, police and civilian staff both at the time of induction and replicated on a regular basis thereafter;
- Ensuring codes of conduct are brought to the attention of peacekeepers and civilians alike. The newly issued Secretary-General's Bulletin (ST/SGB/2003/13) on special measures for protection from sexual exploitation and sexual abuse should be widely disseminated, discussed and used as another tool to ensure all staff are aware of the need to maintain the highest level of personal and professional behaviour.
- Working with and maintaining a productive dialogue with women's groups should also be a main function of the work of UN peace operations.

CONCLUSION

The Secretary-General will be preparing a report to the Security Council for October 2004 on the

implementation of Security Council resolution 1325 (2000). All United Nations departments, agencies, funds and programmes as well as Member States and non-governmental organizations will be invited to contribute to this report. The analysis of Secretary-General's reports to the Security Council for the period October 2003-October 2004 as well as Security Council resolutions adopted during the same period will be conducted to determine if any improvements in reporting of gender content have been observed. This information will be an input to the Secretary-General's report to the Security Council.

CHECKLIST FOR INCORPORATING GENDER ISSUES INTO SECURITY COUNCIL REPORTS

Political Situations or Political Developments

- β Does the political situation impact women and men differently?
- β Are political decisions being made that adversely affect women or men?
- β Do actions to promote dialogue or nation build involve men and women? Are women involved in negotiations and in what capacity?
- β Are women included in transitional governments and planning processes? Are they in decision-making positions?
- β Do constitutional committees ensure gender perspectives?
- β Do women and men have access to capacity building for peacebuilding initiatives?
- β Does the mission staff meet with women's representatives to hear their concerns?

Security and Military Situation

- β Does the security situation affect men and women differently? Are women targets of certain violations? Are systems in place to monitor possible gender inequalities? Are crime statistics sex disaggregated? Are women friendly security systems in place?
- β What role do women play in the various military, rebel, police forces? (% of forces)
- β Are women's and men's security issues known and concerns being met?
- β Are actions supported to ensure women can be part of military or police services?

Humanitarian Situation

- β Is the civilian nature of the refugee situations maintained?
- β What special systems are in place to ensure protection of refugee women/children?
- β Are women and men equally involved in planning and implementing the response?
- β Are there specific programmes to prevent and respond to violence against women? Are services based in needs accessible to both women and men?
- β Are programmes building capacity of women and men?
- β Do women have identification papers of their own?
- β Are there accountability structures in place to ensure that humanitarian assistance programmes do not exploit or abuse women or men, girls or boys?
- β Are programmes in place to prevent the recruitment of boys and girls?

Human Rights, Justice/Legal Issues

- β Are laws reformed with a gender viewpoint?
- β Do election processes involve women and men? Are procedures in place so that men and women vote without discrimination? Are a certain percentage of seats earmarked for women or minority groups? Do parties nominate women candidates?
- β Are there efforts to build capacity of women and men so as they can participate fully in legal/justice issues and governance?
- β How are women involved in peace and reconciliation processes? Does the mission monitor human rights violations including women's human rights?
- β If data on participation in various committees or groups is supported, provide sex disaggregated information.

Economic and Social Situation

β What are the changes for men and women due to the economic situation? Are there changes in the type of work, earning power, access to loans, credit or land, for example?

β Are social programmes targeted to women and girls? Are sex-disaggregated indicators for the population used and are programmes addressing inequalities in standards and norms?

β Are harmful cultural and traditional practices that affect women differently from men known and programmes in place to change behaviour?