



### **3. Forum Globale Fragen "kompakt"**

Auswärtiges Amt  
Berlin, 27. Oktober 2004

**Frieden braucht  
Frauen**  
-  
**Sicherheitspolitik braucht  
Geschlechterperspektive**

**- Dokumentation -**



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Herausgeber: Auswärtiges Amt  
Arbeitsstab Globale Fragen  
Werderscher Markt 1  
10117 Berlin  
Tel.: 030/5000-1923  
Fax: 030/5000-1885  
E-Mail: GF09-S@diplo.de

Redaktion: Dr. Thomas Fitschen, Karin Jank

Liebe Leserinnen und Leser,

„Frieden braucht Frauen – Sicherheitspolitik braucht Geschlechterperspektive“ war das Thema des dritten, vom Arbeitsstab Globale Fragen diesmal in Zusammenarbeit mit dem Frauensicherheitsrat und dem Feministischen Institut der Heinrich-Böll-Stiftung ausgerichteten "Forums Globale Fragen *kompakt*" am 27. Oktober 2004. Auf der von Dr. Patricia Flor geleiteten Konferenz im Europasaal des Auswärtigen Amts diskutierten Staatsministerin Kerstin Müller, Dr. Hanna Beate Schöpp-Schilling (deutsches Mitglied im CEDAW), Dr. Renée Ernst vom Internationalen Zentrum für Konversionsforschung (BICC) und Heide Schütz (Frauennetzwerk für Frieden e.V. und Frauensicherheitsrat) mit ca. 150 Gästen aus Zivilgesellschaft, Politik, Wissenschaft, Wirtschaft und Verwaltung über die Rolle von Frauen in den institutionellen Strukturen der Sicherheitspolitik, insbesondere im Rahmen von multilateralen friedensschaffenden und friedenserhaltenden Maßnahmen im Rahmen der Vereinten Nationen und bei gesellschaftlichen Wiederaufbauprozessen.

Angesichts des großen Interesses an den Beiträgen der Panelistinnen und der Thematik insgesamt möchte der Arbeitsstab Globale Fragen mit dieser Dokumentation abweichend von unserer üblichen Praxis nicht nur die Redebeiträge selber – teilweise in erweiterter und aktualisierter Fassung – veröffentlichen, sondern auch einige Schlüsseldokumente der Vereinten Nationen aus der Debatte über die Sicherheitsrats-Resolution 1325 ("on Women, peace and Security") der Öffentlichkeit zugänglich machen.

Ich hoffe, dass unsere Veranstaltung und diese Broschüre dazu beitragen, die Diskussion über dieses wichtige Thema weiter voranzubringen und auch in der Sicherheitspolitik eine neue (Geschlechter-)Perspektive zu eröffnen.

Dr. Otto Lampe  
Arbeitsstab Globale Fragen



**Beiträge der Panelistinnen**

<i>Eröffnungsrede von Staatsministerin Kerstin Müller, Auswärtiges Amt:</i> Frieden braucht Frauen – Sicherheitspolitik braucht Geschlechterperspektive	1
<i>Dr. Hanna Beate Schöpp-Schilling, Sachverständige im CEDAW:</i> Affirmative Action and Security Council Resolution 1325 - CEDAW General Recommendation 25 and Women's Participation in Conflict Prevention and Resolution: Obligations for the Federal Republic of Germany	5
<i>Dr. Renée Ernst, Bonn International Center for Conversion:</i> Zur Bedeutung der Genderperspektive in Sicherheitsstrukturen aus wissenschaftlicher Sicht	11
<i>Heide Schütz, Frauennetzwerk für Frieden e.V.:</i> Die Umsetzung von Resolution 1325 aus der Sicht des Frauensicherheitsrats	15

**Ausgewählte VN-Dokumente**

Resolution des Sicherheitsrates 1325 (2000) vom 31.10.2000

Women, peace and security, Statement by the President of the Security Council vom 31.10.2001 (VN-Dok. S/PRST/2001/31)

Women, peace and security, Report of the Secretary-General vom 16.10.2002 (VN-Dok. S/2002/1154)

Women, peace and security, Statement by the President of the Security Council vom 31.10.2002 (VN-Dok. S/PRST/2002/32)

Women's equal participation in conflict prevention, management and resolution and in post-conflict peace-building  
Agreed Conclusions der Frauenrechtskommission (48. Sitzung 2004) in der vom ECOSOC am 21.07.2004 gebilligten Fassung (ECOSOC-Res. 2004/12, in: VN-Dok. E/2004/INF/2/Add.2)

Bericht der Bundesregierung der Bundesrepublik Deutschland zur Umsetzung der Sicherheitsrats-Resolution 1325 (2000), Juli 2004

Women and peace and security, Report of the Secretary-General vom 13.10.2004 (VN-Dok. S/2004/814)

Women and peace and security, Statement by the President of the Security Council vom 28.10.2004 (VN-Dok. S/PRST/2004/40)

## "Frieden braucht Frauen – Sicherheitspolitik braucht Geschlechterperspektive"

Kerstin Müller,  
Staatsministerin im Auswärtigen Amt

Meine sehr geehrten Damen und Herren,

ich freue mich, Sie heute, nachdem der Termin mehrmals wegen dringender Reisen in die Konfliktgebiete Afrikas verschoben werden musste, hier zu unserem Forum zum Thema "Frieden braucht Frauen – Sicherheitspolitik braucht Geschlechterperspektive" begrüßen zu können.

Für die Geschlechterperspektive in der Friedenspolitik engagiert sich die Bundesregierung sowohl im übergeordneten Rahmen der SR Resolution 1325 als auch konkret bei der Krisenprävention und der Konfliktbeilegung. Dass Frauen in Konfliktsituationen eine entscheidende Größe sind, ist keine neue Erkenntnis. Aber neben ihrer Rolle als Hauptleidtragende bleibt auch ihre Bedeutung zur Vermeidung und Befriedung von Konflikten noch immer viel zu häufig unbeachtet.

Ein aktuelles Beispiel wie insbesondere Frauen von Krisen und Konfliktsituationen betroffen sind, ist der Darfur-Konflikt im Westen des Sudan. Dieser Konflikt zeigt deutlich, dass bisweilen ganz bewusst darauf gezielt wird, Frauen zu den größten Opfern von Krisen zu machen. Ja, es ist Teil der Kriegsstrategie von mordenden und brandschatzenden Milizen in Darfur, schwarzafrikanische Frauen systematisch zu vergewaltigen. Vergewaltigung wird als Kriegswaffe eingesetzt. Das bestätigen auch die drastischen Beschreibungen im Bericht der Hochkommissarin für Menschenrechte, Frau Arbour. Und deshalb begrüßen wir auch den Besuch der Sonderberichterstatterin des VN-Generalsekretärs für Gewalt gegen Frauen, Yakin Ertürk in Darfur.

Ich selbst habe bei meinen Gesprächen mit Flüchtlingen in den Lagern in Süd-Darfur und im Tschad die Erkenntnis gewonnen, dass oft die gesamte Verantwortung für die Flüchtlingsfamilien auf den Frauen lastet. Sie sind diejenigen, die das Überleben organisieren. Ich engagiere mich auch deshalb so hartnäckig/nachdrücklich in der Darfur-Problematik, damit diese aktuelle humanitäre Krise schnellstmöglich beendet wird und eine dauerhafte politische Lösung gefunden wird. Dazu gehört für mich auch die Berücksichtigung der Geschlechterperspektive bei den Friedensgesprächen in Abuja.

Was wir mit einer richtig angelegten Politik in wenigen Jahren auch selbst bei einer für Frauen sehr nachteiligen Ausgangslage erreichen können, das zeigt das Beispiel Afghanistan: Trotz der weiterhin schwierigen Sicherheitslage und der weiter fortbestehenden traditionellen Verhaltensmuster haben sich die Lebensbedingungen für Frauen seit dem Sturz der Taliban verbessert. Ich habe im August Afghanistan besucht und mit Frauenorganisationen in Kabul und Kundus gesprochen. Die Fortschritte für Frauen machen sich dort nicht an der Zahl der Burkas im Straßenbild fest – in Kunduz etwa trägt jede Frau eine Burka. Für Frauen dort ist es bereits ein großer Schritt nach vorne, dass sie sich versammeln und für ihre Rechte öffentlich eintreten können. Trotz einer insgesamt



schwierigen Lage herrscht dort eine Aufbruchstimmung. Dabei dürfen wir die Frauen dort nicht alleine lassen!

Auch deshalb sind wir mit unseren Maßnahmen bewusst in die Breite gegangen:

Wir haben keine vorgefertigten Lösungen angeboten, sondern haben – ganz im Sinne des Konzepts der 'afghan ownership' - solche Initiativen aufgegriffen, bestärkt und befördert, die in Afghanistan selbst entstanden sind.

Wir haben absichtlich einen Schwerpunkt auf die Provinzen gelegt, um vorrangig bislang vernachlässigte Gebiete abzudecken.

Wir unterstützen afghanische Frauen bei der Übernahme einer aktiveren Rolle im öffentlichen Leben. Ohne in Einzelheiten zu gehen, gehören dazu unsere Maßnahmen zur Qualifizierung von Polizistinnen oder weiblichem Justiz- und Vollzugspersonal.

Wir haben auch ganz bewusst traditionelle Kräfte mit in unsere Aktivitäten einbezogen, weil wir erkannt haben, dass wir mit deren Unterstützung bessere Ergebnisse erzielen. Und ich finde, es hat sich gelohnt, zum Beispiel mit vielen Mullahs zu reden und sie von der Wichtigkeit der Wahlen und der Bedeutung der Teilnahme von Frauen an den Wahlen zu überzeugen. Denn eine Registrierung von 42% ist ein schöner Erfolg. Und soweit man das derzeit beurteilen kann, haben Frauen auch weitgehend von ihrem Wahlrecht Gebrauch gemacht.

Natürlich gibt es noch viel zu tun. Aber ich bin davon überzeugt, dass wir in Afghanistan den richtigen Weg eingeschlagen haben. Allerdings müssen wir einen langen Atem beweisen, bis wir auch dort eine Situation erreicht haben, in der Frauen eine realistische Perspektive auf gleichberechtigte Teilhabe in der Gesellschaft haben.

Es ist genau diese Arbeit, dieses hartnäckige Bohren dicker Bretter, aus der die Umsetzung der SR-Resolution 1325 besteht. Und Kofi Annan sieht das ähnlich. Denn in seinem Umsetzungsbericht im Vorfeld des 4. Jahrestags der Resolution hat er genau solche Maßnahmen auch beispielhaft hervorgehoben. Für die diesjährige Sondersitzung – die morgen am 28 Oktober - stattfinden wird, hatte der VN-GS alle Mitgliedstaaten gebeten, ihm Informationen zur Verfügung zu stellen, wie sie konkret die Resolution 1325 umsetzen. Leider haben nicht einmal 30 Regierungen geantwortet und viele der Berichte - auch von anderen SR-Mitgliedern - sind sehr allgemein geblieben. Dennoch denke ich, dass der Bericht seinen Zweck erfüllen kann, nämlich Tendenzen bei der Umsetzung aufzuzeigen.

Wir haben Kofi Annan sehr konkrete Informationen geliefert, was wir in Konfliktgebieten und in Kooperation mit der Zivilgesellschaft zur Umsetzung der Resolution beitragen. Und dabei kam eine ganze Menge zusammen. Wir sind in Deutschland auf eine Vielzahl von Projekten gekommen, die von der Bundesregierung mit über 50 Mio. Euro gefördert wurden. Hervorzuheben sind insbesondere Projekte zur Wahlbeteiligung von Frauen in Afghanistan und zum gleichberechtigten Zugang von Frauen zu Re-integrationsleistungen durch Entwaffnungsprogramme. So werden zum Beispiel bei dem von uns unterstützten Demobilisierungsprogramm ruandischer Kombattanten Soldatinnen als besondere Exkombattanten-Zielgruppe anerkannt. Sie haben also gleichberechtigten Zugang zu

Wiedereingliederungs- und Reintegrationsleistungen. Dazu gehören auch genderorientierte Regelungen in Demobilisierungseinrichtungen und der Zugang zu genderspezifischer Gesundheitsfürsorge.

Ich meine: Den Vergleich mit anderen Ländern brauchen wir nicht zu scheuen - das deutsche Engagement wird gut sichtbar sein in der diesjährigen Sondersitzung des Sicherheitsrates. Im letzten Jahr habe ich selbst die Sondersitzung des Sicherheitsrates zur Resolution 1325 genutzt, um für die Bundesregierung eine Erklärung abzugeben. Zur Umsetzung dieser wegweisenden Resolution habe ich unter anderem den Appell an den VN-Sicherheitsrat gerichtet, die Genderperspektive bei allen zukünftigen Resolutionen und bei Mandaten für Friedensmissionen umfassend zu berücksichtigen. Auch wenn noch nicht alle Sicherheitsrats-Resolutionen einen Gender-Aspekt enthalten, so ist es aus meiner Sicht derzeit entscheidend, dass in Grundlagen-Resolutionen für - neue - VN-Missionen mittlerweile ein klarer Bezug zu Gender-Aspekten (u.a. Resolution 1325 ) vorhanden ist.

Selbst der VN-Generalsekretär hat anerkannt, dass, seit Deutschland im Sicherheitsrat ist, alle neuen Peacekeeping-Mandate Gender-Fragen berücksichtigen. Außerdem haben mittlerweile 10 von 17 Peacekeeping-Operationen vollzeitbeschäftigte Genderberaterinnen - oder Berater. Darüber hinaus gibt es immer häufiger spezifische Mandate zum Schutz von Frauen in den Missionen, etwa in Burundi, Cote d'Ivoire, Haiti oder Liberia. Dies hat zusätzlich die positive Folge, dass bei friedenserhaltenden Operationen eine Erhöhung des Frauenanteils angestrebt wird.

Auch in anderen Bereichen setzen wir uns verstärkt dafür ein, dass der SR selbst der Thematik aufgeschlossener gegenüber steht, zum Beispiel bei seiner Behandlung der Themen "Rolle der Zivilgesellschaft" oder "Justizfragen und Rechtsstaatlichkeit in Postkonfliktsituationen". Bei Letzterem waren wir die einzigen die darauf gedrängt hatten, dass der 'gender aspect' Eingang in die Abschlussklärung fand.

In diesem Zusammenhang möchte ich an die Bedeutung der Aufnahme von geschlechtsspezifischen Straftaten und Straftaten, die sexuelle Gewalt beinhalten, in das Römische Statut des Internationalen Strafgerichtshofs erinnern. Aus meiner Sicht wäre eine universelle Mitgliedschaft im IStGh der beste Garant für Geschlechtergerechtigkeit.

Als nichtständiges Mitglied im Sicherheitsrat und auch als Mitglied der Freundesgruppe der Resolution 1325 in New York hat Deutschland sich in den letzten 2 Jahren aktiv für die Umsetzung der SR-Resolution eingesetzt.

Trotz aller Fortschritte zeigt der jüngste Bericht des VN-GS zur Umsetzung der Resolution aber auch, dass noch viel zu tun bleibt. Eine ähnliche Einschätzung wurde auch während der Diskussion über die Umsetzung der SR Resolution deutlich, die letzte Woche Mitgliedstaaten des VN-Sicherheitsrates mit NROen in New York führten.

Wie wird es weitergehen? Wichtig und richtig ist, dass die Verpflichtungen in 1325 immer wieder in allen relevanten Bereichen in Erinnerung gerufen werden. Wir werden darauf achten, dass sich der Sicherheitsrat weiterhin aktiv mit dem Thema befasst - auch wenn wir ab Januar nicht mehr mit am Tisch sitzen. Voraussichtlich wird der SR morgen in Form einer Präzidentuellen Erklärung den Generalsekretär zu einem VN-weiten Aktionsplan mit Zeitvorgaben zur Umsetzung von 1325 auffordern. Ich bin gespannt darauf, welche nachprüfbareren Vorgaben für das VN-System darin enthalten sein werden. Die sofortige Umsetzung aller Aspekte der SR-Resolution 1325 erscheint jedoch zum jetzigen Zeitpunkt kaum realistisch. Diese Arbeit bedarf eines langen Atems, denn derartige Prozesse benötigen Zeit.

Wichtig ist dabei auch der Beitrag der Zivilgesellschaft. Die nichtstaatlichen Organisationen spielen bei der Beteiligung von Frauen und der Stärkung ihrer Position in der Konfliktbeilegung, in Friedensprozessen und der Konfliktnachsorge oft eine entscheidende Rolle. Wir müssen die Zivilgesellschaft aktiver fördern und unterstützen, damit sie ihren Einfluss gerade in den kritischen Phasen der Konfliktnachsorge verstärkt geltend machen kann. Wir wissen auch, dass das mitunter bedeutet, Frauen überhaupt erst in die Lage zu versetzen, mitzumischen und sich einzubringen. Umso wichtiger ist eine zielorientierte Aus- und Fortbildung, was wir – beispielsweise in Afghanistan – bei unserer Aufbauarbeit berücksichtigen.

Wir werden uns auch weiterhin sowohl im multilateralen Rahmen als auch in den vom Auswärtigen Amt geförderten und durchgeführten Projekten für die Stärkung der Teilnahme von Frauen auf allen Ebenen zur Verhütung, Bewältigung und Beilegung von Konflikten einsetzen. Denn, wie der Titel dieser Veranstaltung sagt: Frieden braucht Frauen. Und ich freue mich, wenn wir dabei weiter auf Ihre Unterstützung zählen können.

**Affirmative Action and Security Council Resolution 1325**  
**CEDAW General Recommendation 25 and Women's Participation in Conflict**  
**Prevention and Resolution: Obligations for the Federal Republic of Germany\***

Dr. Hanna Beate Schöpp-Schilling  
Sachverständiges Mitglied des  
Ausschusses für die Beseitigung der Diskriminierung der Frau (CEDAW)

Security Council Resolution 1325<sup>1</sup> points to women (and children) as being the vast majority of victims of armed conflict, including as refugees and internally displaced persons. The Resolution also points to women as important agents in the processes of conflict prevention, conflict management, conflict resolution and post-conflict peace-building efforts at the national and international levels and within UN entities. The Resolution, therefore, calls for

- the protection of and respect for women's and girls' human rights, in particular from all forms of violence, including gender-specific violence,
- the inclusion of a gender perspective into all processes, missions, institutions,
- an increase in the number of women in decision-making positions within the processes of conflict prevention, management and resolution, and in post-conflict peace-building efforts, in order to ensure women's equal participation and full involvement.

Consequently, since women are currently under-represented in these processes, Resolution 1325 calls for changes in the behaviour of, *inter alia*, Member States of the UN, of international agencies and institutions, of the Security Council, of the UN Secretariat and many other parts of the UN who are responsible for including women in the relevant processes, entities and bodies.

Unfortunately, four years after the adoption of the Resolution, not much has changed. Thus, I want to argue that the Convention on the Elimination of All Forms of Discrimination Against Women offers a *legal* basis for applying temporary special measures to *accelerate* the implementation of SC Resolution 1325. My reasoning will be based in particular on the nature of the relevant article 4 (1) of the Convention, which was recently elucidated by the Committee in its General Recommendation 25.

The Convention is the most important human rights instrument for women. It legally obliges States parties to eliminate all forms of discrimination against women and to ensure the full development and advancement of women for the purpose of guaranteeing them the exercise and enjoyment of their human rights and fundamental freedoms on a basis of equality with men. There are, as of 6 October 2004, 179 States parties to the Convention. This means that the vast majority of the Governments of the Member States of the United Nations, in fact more than 90% of them, have voluntarily subjected themselves to the legally binding obligations of respecting, protecting, promoting and fulfilling the human rights of women under the Convention in all circumstances.

The Federal Republic of Germany ratified the Convention in 1985 and it has the status of simple law within the German legal system.

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\* Erweiterte Fassung des Vortrags der Autorin in deutscher Sprache am 27. 10. 2004.

<sup>1</sup> Adopted by the Security Council at its 4213<sup>th</sup> meeting, on 31 October 2000.

While the Convention as a whole is of relevance for the implementation of SC Resolution 1325, I will point to some of the articles which are the most relevant ones regarding the equal participation of women in the processes of conflict prevention, management, resolution and post-conflict peace-building efforts, i.e.

- article 1: defining discrimination as encompassing both intent and of effect,
- article 2: obligation to eliminate de jure and de facto discrimination by state and non-state actors,
- article 3: obligation to fully develop and advance women through all appropriate measures,
- article 5 (a): obligation to modify social and cultural patterns of conduct in order to eliminate prejudices and customary and all other practices based on the alleged inferiority of either of the sexes or on stereotyped sex roles,
- article 6: obligation to suppress all forms of traffic in women and exploitation of prostitution of women,
- article 7: obligation to eliminate of discrimination in public and political life,
- article 8: obligation to eliminate discrimination in representing one's government,
- article 10: obligation to eliminate discrimination in education,
- article 11: obligation to eliminate discrimination in all forms of employment,
- and most important in this context
- article 4 (1): defining the application of temporary special measures as not being discriminatory.

Moreover, the CEDAW Committee, based on the examination of States parties' reports and on information received from them, formulates, according to its mandate under article 21, so-called general recommendations which clarify the articles of the Convention and the legal obligations contained therein. So far, the Committee adopted 25 such general recommendations. Of particular importance to the life situations of women, covered SC Resolution 1325, are

- General Recommendation 9 (statistical data disaggregated according to sex),
- General Recommendations 12 and 19 (violence against women defined as discrimination),
- General Recommendation 23 (prohibition of discrimination in political and public life),
- General Recommendation 21 (equality in marriage and family relations),
- General Recommendation 24 (equality in access to health care), and
- General Recommendation 25 (application of temporary special measures).

General Recommendation 25 interprets article 4 (1) of the Convention. It was most recently adopted during the 30<sup>th</sup> session of the Committee in January 2004. Article 4 (1) itself is of an explanatory nature. It defines temporary special measures<sup>2</sup> as not being discriminatory when their application is aimed at *accelerating* the achievement of *de facto* equality between women and men. In General Recommendation 25 the Committee explains the meaning of this definition in the context of the Convention as a whole and thus of the obligations of States parties when implementing the Convention. The Recommendation gives an in-depth analysis of the reasons for applying article 4 (1) as well as of the circumstances when and how to do so. While it is relevant to familiarize oneself

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<sup>2</sup> They are called "positive measures" in Europe and "affirmative action" in the U.S.A. and in other countries. The term "reverse discrimination" should be avoided.

with the complete text of this General Recommendation (and of all the other relevant General Recommendations<sup>3</sup>), I will highlight its most salient messages:

- The purpose of the CEDAW Convention is to eliminate de jure and de facto discrimination against women and to achieve substantive equality of women with men.
- The achievement of substantive equality for all groups of women may encompass non-identical treatment of women and men due, firstly, to their biological differences (maternity function) and, secondly, to the need to accelerate the process for achieving this goal.
- The implementation of the Convention also entails the recognition and elimination of multiple or intersectional discrimination of women, i.e. discrimination based on the grounds of sex and gender and additional grounds such as race, ethnic identity, religious belief, disability, age, class, caste and other factors.
- The application of temporary special measures, according to General Recommendation 25, should not be confused with general social policies which are being adopted to improve the situation of women.
- Article 4 (1) must be read in conjunction with the other framework articles of the Convention, i.e. articles 1, 2, 3, 5, and 24; its application must be considered in relation to all the substantive articles 6-16 which stipulate that States parties “shall take all appropriate measures.”
- Following this reasoning, the Committee considers that States parties are obliged to adopt and implement temporary special measure in relation to any of these articles, if such measures can be shown to be necessary and appropriate in order to accelerate the achievement of the overall, or of a specific goal of, women’s substantive equality.

General Recommendation 25 also clarifies the components of temporary special measures:

- Temporary special measures are “temporary,” i.e. they should not be applied forever. The duration of their application, however, should be determined by their functional results in response to a concrete problem and not by a passage of time determined independently of the goal to be solved.
- Temporary special measures are called “special,” not because women should be considered as a “special group,” but because these measures are designed to serve a specific goal, i.e. the achievement of substantive equality of women with men in an accelerated fashion.
- The term “measures” encompasses a wide variety of legislative, executive, administrative and other regulatory instruments, policies, and practices such as outreach and support programs; allocation and/or reallocation of resources; preferential treatment; targeted recruitment, hiring and promotion; numerical goals connected with time-frames; and quota systems.

Opponents to temporary special measures refer to factors of "qualification" and "merit" as obstacles to preferential treatment of individuals or groups. With regard to the employment of women in the civil or wider public, but also in the private sector, the Committee is of the opinion, that these factors of "qualification" and "merit," which are normatively and culturally determined, must be carefully reviewed for a potential gender bias. The Committee is also of the opinion that regarding

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<sup>3</sup> The *Deutsches Institut für Menschenrechte* in Berlin will publish all General Recommendations/General Comments of all UN human rights treaty bodies in German in 2005.

the appointment, selection or election to public and political office, factors other than "qualification" and "merit," including the application of principles of democratic fairness and electoral choice, must also be considered.

In General Recommendation 25 the Committee also highlights various elements of the processes when applying temporary special measures. These encompass:

- the inclusion of affected women in the processes of designing, implementing, enforcing, monitoring and evaluating the action plans for such measures as well as the consultation of and collaboration with women's and human rights groups in these efforts,
- the setting of concrete goals, to be achieved through the application of such measures, in a way appropriate to the respective national or international context, including the setting of a timetable which is deemed necessary for achieving these goals,
- the creation, if necessary, of a legal or administrative basis within the respective national or international context for adopting them (Constitution, national legislation, decrees, executive orders, administrative guidelines), or, the clarification of the basis and framework for a voluntary adoption of such measures by state and non-state actors,
- the establishment of a monitoring and enforcing institution,
- the creation of a guarantee for access to such measures by the affected women as well as for enabling conditions for maintaining the results achieved for them.

When fulfilling their reporting obligations to the CEDAW Committee, States parties should provide adequate explanations, if they fail to adopt temporary special measures or, in case they have adopted them, but have covered only the public sector, for not covering actors other than state actors. The application of temporary special measures also implies the collection of statistics disaggregated by sex in order to be able to measure the effectiveness and success of such measures.

Lastly, temporary special measures should be applied in a number of fields as the necessary strategy to accelerate the achievement of substantive equality for women with men regarding their equal access to participation and the distribution of resources and power. While respecting the various national contexts and not wanting to be prescriptive, the Committee, nevertheless, cites as potential fields, in which temporary special measures should be applied, the areas of

- political and public life at the national and international levels,
- education,
- employment,
- the economy,
- all other fields (including health, modification of cultural stereotypes, legal awareness, credit and loans, sports, culture, etc.).

In this context, the role of the Beijing Declaration and Platform for Action must also be considered. In contrast to the Convention, the Beijing Platform for Action is not a legally binding instrument for Member States of the United Nations. Many of them, however, accepted the proposals contained in the Platform on a voluntary basis and formulated national action plans to implement them. Many of the proposals, connected with the twelve areas of concern and addressed to a variety of actors,

include the application of “positive action.” In addition, one may argue that these twelve areas can easily be linked to specific articles of the Convention. States parties to the Convention, when voluntarily adopting proposals for action from the Platform, are thus doing it within the framework of their legal obligations under the Convention and thus within a human rights framework.<sup>4</sup> Of particular interest in the context of SC Resolution 1325 is area of concern “E: Women in Armed Conflict,” though most of the other areas of concern are also of relevance and can be connected to the Resolution.

Thus – given the Convention’s almost universal ratification, States parties’ “good faith” acceptance of the Committee’s general recommendations as legitimate interpretations of the Convention as well as States parties’ willingness to pursue the concrete action proposals of the Beijing Platform for Action –, I do not see any obstacles for Governments and the United Nations system, including its entities with a mandate on peace and security, to apply temporary special measures, including the setting of quotas for women’s representation at all required and appropriate levels within the context of SC Resolution 1325. In fact, I see an *obligation* for Governments and entities of the United Nations system to apply such measures in order to *accelerate* the full implementation of Resolution 1325. By doing so, according to article 4 (1) of the Convention, they would adopt measures which would be *the most appropriate and necessary* ones under the circumstances to accelerate the increase of women’s equal access to and equal representation in all processes of preventing, managing and resolving armed conflicts as well as in the processes and institutions of post-conflict peace-building efforts at national and international levels. In addition, as outlined above, all other relevant articles of the Convention and general recommendations should also be complied with.

So far, the CEDAW Committee, in its “constructive dialogue” with States parties has not addressed the issue of implementing SC Resolution 1325, though it commended application of temporary special measures, *inter alia*, under articles 7, 8 and 11. On the other hand, in previous years, it asked for reports outside the normally required periodicity from Bosnia-Herzegovina, Croatia, Serbia and Montenegro as well as from Rwanda and Zaire,<sup>5</sup> in order to discuss the situation of women in these countries in times of conflict and war. It also addressed letters to relevant authorities at national and international levels in the case of Afghanistan and Iraq in order to safeguard the human rights of women in these countries. In the future, it may be advisable for the CEDAW Committee to include questions concerning the implementation of SC Resolution 1325 in its “constructive dialogue” with States parties when talking about the implementation of relevant articles of the Convention. The inquiry procedure under the Optional Protocol to CEDAW will offer additional opportunities for scrutiny of alleged violations of women’s human rights in times of war, conflict management, conflict resolution and post-conflict peace-building efforts, if a respective State party to CEDAW ratified the Protocol and did not opt out of the inquiry procedure.

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<sup>4</sup> See K. Timothy, M. Freeman, MOVING BEYOND BEIJING. The CEDAW Convention and the Beijing Platform for Action: Reinforcing the Promise of the Rights Framework. International Rights Women Watch (1996).

<sup>5</sup> Zaire was renamed Democratic Republic of the Congo effective 17 May 1997.



The Committee did not address the issue of SC Resolution 1325 when it discussed Germany's Fifth Report under the Convention in January 2004. However, the recommendations to Germany as contained in the Committee's concluding comments regarding the Government's obligations in eliminating sex-role stereotypes, in the application of gender mainstreaming in all governmental policies and programs, and in the prevention of the exploitation of women in prostitution and of trafficking of women<sup>6</sup> may easily be applied in this specific context, too. While recognizing the commendable efforts by the Government of the Federal Republic of Germany regarding the implementation of SC Resolution 1325 so far, it may be advisable for the German Government to strengthen these efforts by considering the formulation, adoption and implementation of a national action plan, inclusive of the application of temporary special measures according to article 4 (1) of the Convention, as well as by supporting the creation and implementation of such action plans on regional and international levels.

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<sup>6</sup> These Concluding Comments can be accessed on the website of the Division for the Advancement of Women: [www.un.org/womenwatch/daw/cedaw](http://www.un.org/womenwatch/daw/cedaw) They can also be accessed in German on the website of the Deutsches Institut für Menschenrechte [www.institut-fuer-menschenrechte.de](http://www.institut-fuer-menschenrechte.de)



## **Zur Bedeutung der Genderperspektive in Sicherheitsstrukturen aus wissenschaftlicher Sicht**

Dr. Renée Ernst,  
Bonn International Center for Conversion

Wie Sie vielleicht wissen, arbeitet das Internationale Konversionszentrum in Bonn (kurz BICC) in sehr anwendungsorientierten Beratungs- und Forschungsvorhaben zu der gesamten Problematik der Abrüstung und Umwidmung ehemalig militärischer Ressourcen zur zivilen Nutzung und das in Projekten weltweit (verkürzt könnte man also sagen wir arbeiten unter dem Motto "Schwerter zu Pflugscharen").

Dabei reicht die Palette von Projekten, Studien, Forschungsaufträgen vom Monitoring von Rüstungskontrollvereinbarungen und der Wirkungsentfaltung von Sanktionen über Projekte zur Stärkung des Zivil-Militärischen Dialogs und der Unterstützung der Sicherheitssektorreform bis hin zu dem gesamten Komplex der Demobilisierung, Entwaffnung und Reintegration von Ex-Kombattanten und der Thematik der Kleinwaffenkontrolle (siehe [www.bicc.de](http://www.bicc.de)).

Welche Rolle spielt bei all diesen Projekten die Genderperspektive? Und wieso engagieren wir uns im Frauensicherheitsrat, der sich für die beschleunigte Umsetzung der Resolution 1325 einsetzt?

Dazu ist es vielleicht notwendig zu erläutern, auf welcher Basis die Friedensforschung sich diesem Thema nähert. Worum handelt es sich bei "Gender"? So lapidar es klingen mag, aber ich habe immer wieder den Eindruck, dass der Begriff Gender sehr häufig fälschlicherweise auf das Thema "Frauenförderung" verkürzt wird - und dass man damit sehr schnell in eine Sackgasse gerät.

Es kann nicht ausschließlich darum gehen, eine Erhöhung der Frauenquote zu fordern, denn nur mit der stärkeren Einbeziehung von Frauen ist noch nichts gewonnen. Zwar ist meines Erachtens rein aus Gründen der Gerechtigkeit und demokratischen Gründen eine gleichberechtigte Teilhabe und Einbeziehung von Frauen in alle gesellschaftlichen Prozesse notwendig. Aber das heißt noch lange nicht, dass die Welt anders aussähe, wenn sie von Frauen regiert würde. Bekanntlich gibt es auch viele Frauen die "genderblind" sind und sich in keiner Weise anders verhalten, als Männer, die nicht gendersensibel sind. Es muss meines Erachtens vielmehr darum gehen, zu verdeutlichen, was wir an Mehrwert haben, wenn wir die Genderperspektive mit einbeziehen – und dafür brauchen wir Männer ebenso wie Frauen, die sich mit diesem Sachverhalt auskennen und ihn für wichtig erachten.

Auch wenn "Gendersensibilität" zunehmend in den internationalen Debatten rund um gewaltsame Konflikte und beim Wiederaufbau von Nachkriegsgesellschaften hoffähig wird, so heißt

das noch lange nicht, dass Gender als Analysekategorie in der Konfliktforschung und -bearbeitung verankert und als politische Kategorie wirklich etabliert ist.

Was heißt Gender überhaupt? Die Genderforschung widmet sich der Beziehungen zwischen den Geschlechtern, d.h. es geht hier nicht um die biologischen Differenzen zwischen Männern und Frauen, sondern um deren sozialen Rollen, die Geschlechterrollen, -verhältnisse, -hierarchien und -identitäten, die sowohl individuell als auch gesellschaftlich konstruiert sind und sich wandeln.

Gender ist somit kein statisches, sondern vielmehr ein prozessbezogenes Konzept, welches immer Männer wie Frauen einbezieht. D.h. bei allen Maßnahmen müssen wir mitdenken, wie und ob sich diese unterschiedlich auf Männer und Frauen auswirken. *Gendermainstreaming* hat folglich einerseits das Ziel, Geschlechtergerechtigkeit zu erreichen, andererseits ermöglicht dieser Ansatz in der praktischen Umsetzung effizientere und zielgruppengenaue Projekte.

Verständlicherweise gibt es Widerstände gegen die konsequente Umsetzung von Gendermainstreaming, weil man mit dieser Forderung an alten etablierten Machtverhältnissen rührt; nichts anderes beobachten wir gerade in Afghanistan und Irak, wo die Beteiligung von Frauen im Wiederaufbau der Länder auf erhebliche patriarchale Widerstände stößt.

Um so wichtiger ist es meines Erachtens, dass die Forschung nachweislich belegt, dass „Gender als Analysekategorie in der Konfliktforschung“ einen wesentlichen Beitrag zur nachhaltigen Konfliktlösung leistet. Es gibt zahlreiche Untersuchungen, die in diese Richtung deuten, aber die Zusammenschau und vor allem die Bewertung bzw. Gewichtung, wie wichtig dieser Aspekt im Vergleich zu den übrigen Analysekategorien ist, steht noch aus.

Dass rassistische oder nationalistische Gesellschaften gewaltbereiter sind, ist inzwischen vielfach belegt, dass aber bestimmte Konstruktionen von Gender für die Entwicklung von Frieden bedeutsam sind und dass z.B. sexistische Gesellschaften eher zu gewaltsamen Konfliktaustragungen neigen, wird zwar von einigen Wissenschaftler/innen deutlich formuliert, aber die Antwort auf die Frage: welche Chance wird vertan, wenn man „Gender“ nicht mitdenkt? - ist noch nicht letztlich geklärt.

Zwar hat Erich Fromm in seinem Buch zur Anatomie der Menschlichen Destruktivität bereits 1974 gesagt, dass Geschlechterregalität und weitgehende Friedfertigkeit von Völkern untrennbar mit einander verknüpft sind. In seinen Untersuchungen von 30 Stammesgesellschaften hat er einen deutlichen Zusammenhang zwischen steigender Frauenunterdrückung und allgemeiner Aggressivität festgestellt<sup>7</sup>.

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<sup>7</sup> Vgl. Schmölzer, Hilde, "Krieg ist männlich, ist der Friede weiblich?"

Und auch neuere Untersuchungen von Reimann (2000<sup>8</sup>) und auch von Caprioli (2000<sup>9</sup>) ergaben, dass große Disparitäten zwischen den Geschlechtern mit sozialen Ungerechtigkeiten und größerer Kriegsneigung einhergehen und dass "Ursachen und Verläufe sowie die Beendigung gewaltsamer Konflikte...sehr stark von der Rolle und gesellschaftlichen Position von Frauen und Männern mitbestimmt werden."

Aber erst wenn der Nachweis erbracht ist, dass der Genderaspekt eine für die Entwicklung von Konfliktlösungsstrategien unerlässliche und wesentliche Komponente darstellt, die unbedingt berücksichtigt werden muss, um zu langfristig tragfähigen Friedensprozessen zu kommen, wird es leichter sein, die Genderkategorie zu promoten.

Ein Bereich, in dem es mir sehr deutlich wurde, weshalb die Genderperspektive ein wichtiger, wenn nicht gar wesentlicher Bestandteil unserer Untersuchungen sein muss, ist das Feld der Kleinwaffenkontrolle – und zwar in der Hinsicht, dass wir insbesondere bei der Fragestellung hinsichtlich der Gründe für die Nachfrage nach Waffen, sehr schnell bei genderspezifischen Fragen ankommen:

Was bedeuten Waffen in einer bestimmten Kultur und inwieweit sind sie an Männlichkeitskonzeptionen geknüpft? Und welche Rolle spielen Frauen bei der Unterstützung dieser Klischees: wollen sie auch einen starken Mann, der sie beschützt, und fühlen sie sich von einer Waffe im Haus eher bedroht - oder sind sie bereit, ihr karges Haushaltseinkommen auch für die Anschaffung einer Waffe zur Verfügung zu stellen? Wieso sind z.B. Frauen an der Grenze zwischen Somalia und Kenia bereit, sich im Waffen- und Munitionsschmuggel zu beteiligen, in dem sie das Klischee ausnutzen, dass Frauen erstens harmlos sind und zweites den Vorteil nutzen, dass sie von männlichen Grenzbeamten nur selten überprüft werden. Ebenso wie die ersten weiblichen Selbstmordattentäterinnen davon profitierten, dass sie weniger streng kontrolliert wurden (inzwischen hat sich das geändert).

Erst wenn uns diese Fragen beantwortet wurden und wir die Motive der Menschen nachvollziehen können, weshalb sie sich bewaffnen, erst dann können wir gemeinsam mit ihnen nach Lösungsansätzen für Entwaffnung bzw. Kontrolle über Waffen reden. Denn bekanntlich sind es nicht die technischen Probleme bei der Entwaffnung, die uns Probleme bereiten. Waffeneinsammlung, -registrierung und -verschrottung ist schnell bewerkstelligt, aber die Bereitschaft der Menschen, sich diesem Prozess anzuvertrauen, ihre Waffen herzugeben und andere gemeinsam alternative, tragfähige Konfliktlösungsmodelle zu entwickeln – also die "Entwaffnung in den Köpfen", das ist die Herausforderung, der wir uns stellen müssen.

Die Genderperspektive rückt den Mensch in den Mittelpunkt und gibt uns damit einen ganz anderen Einblick in die komplexen gesellschaftlichen Zusammenhänge – und damit auch An-

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<sup>8</sup> Reimann, Cordula: Konfliktbearbeitung in Theorie und Praxis: Spielt Gender eine Rolle?, AFB Texte 1/2000

<sup>9</sup> Caprioli, Mary: Gendered Conflict, In: Journal of Peace Research 37-1/2000. S.51-68

satzpunkte für nachhaltige Konfliktlösungsmechanismen, die oft tragfähiger sind, als die herkömmlichen, meist sehr eingegengten Konfliktlösungsstrategien. Wenn ich hier von „dem Menschen“ rede, so bedeutet das, dass es eben keinen geschlechtsneutralen Menschen gibt und es sich unweigerlich um Männer und Frauen handelt und diese getrennt wahrgenommen werden müssen.

In der im Juli 2004 vom United Nations Department for Peacekeeping Operations (DPKO) veröffentlichten Studie "Gender Resource Package for Peacekeeping Operations" werden eine Vielzahl konkreter Empfehlungen mit Blick auf Frauen und Mädchen im Demobilisierungs- und Reintegrationsprozess gemacht. Das Bewusstsein für diese Problematik hat in den letzten Jahren zwar zugenommen, doch mangelt es noch an der konsequenten Umsetzung. Insbesondere in der ersten Phase der Demobilisierung werden Frauen häufig nicht in die Liste der Ex-Kombattanten aufgenommen. Wie wir aus Gesprächen mit ehemaligen Kämpferinnen aus vielen Ländern wissen, ist es ihnen ein Hauptanliegen, ihre Positionen auch nach der Demobilisierung zu erhalten. Für diese Frauen, die im Krieg Seite an Seite mit männlichen Soldaten gekämpft haben und zum Teil Führungspositionen innehatten, ist es nur schwer nachvollziehbar, weshalb ihre männlichen Kollegen nach der Demobilisierung häufig hohe Posten in Politik und Wirtschaft zugewiesen bekommen, während sie zurück in ihre häusliche Rolle schlüpfen sollen. Um den Friedensprozess nachhaltig zu gestalten, ist zentral, die Interessen der Kämpferinnen zu berücksichtigen und ihre Bereitschaft zur Entwaffnung ebenso wie ihre Beteiligung am Wiederaufbau zu fördern sowie ihre Rolle in der Politik und Wirtschaft nach Beendigung der bewaffneten Auseinandersetzungen zu stärken.

Ich werde es hierbei belassen, obwohl ich noch sehr viele andere, spannende Beispiele geben könnte, in denen die Bedeutung der Genderperspektive in Sicherheitsfragen sehr deutlich wird. Stichworte wären etwa die unterschiedlichen Auswirkungen von Sanktionsregime auf Männer und Frauen, oder der ganze Komplex von sexualisierter Gewalt in Kriegen und Nachkriegszeiten und die Frage nach der Rolle von Frauen in Armeen oder auch in Friedenstruppen. Ich möchte aber meine Redezeit nicht ungebührlich überziehen, und wir haben ja auch noch Zeit während der Diskussion. Tatsache ist jedenfalls, dass wenn man einmal die Genderbrille aufgezogen hat, man schnell in den Bann dieses, wie ich finde, sehr erhellenden Analyseinstruments gezogen wird, weil es de facto den Blickwinkel um mindestens 180 Grad erweitert. Es wäre schön, wenn ein paar mehr unserer männlichen und weiblichen Kollegen einen Blick durch diese Brille wagen würden.

# Die Umsetzung von Resolution 1325 aus der Sicht des Frauensicherheitsrats

Heide Schütz

Frauen Netzwerk für Frieden e. V., Vorsitzende

Mitglied des Frauensicherheitsrats

Der Blick dieses Kompaktforums ist zu Recht ein doppelter. Er fällt sowohl auf das Defizit der Geschlechterperspektive in der Sicherheitspolitik als auch auf das Defizit der gleichberechtigten Beteiligung von Frauen in den verschiedenen Aktionsfeldern, in denen Frieden aufgebaut, bewahrt oder (wieder) hergestellt wird, denn es geht sowohl um Konzepte der Friedens- und Sicherheitspolitik als auch um deren Umsetzung. Das Eine bedingt das Andere. Wenn aber nur das Eine ohne das Andere verändert wird, bleibt beides im politischen Alltag der internationalen Außen- und Sicherheitspolitik nur eine vorübergehende Erscheinung. Der von den Frauen gewünschte und von manchen, meist sehr mächtigen Männern gefürchtete Politikwechsel im Sinne einer Veränderung der Jahrtausende alten Tradition, dass Männer bestimmen, wann Krieg gemacht wird, wie lange er dauert, welches die Bedingungen für einen Frieden sind und wer in dieser Post-Konflikt-Gesellschaft wiederum das Sagen hat, bleibt somit aus.

Seit fast 30 Jahren, seit der ersten Weltfrauenkonferenz in Mexiko 1975, ist das Thema „Frieden“ neben „Gleichberechtigung“ und „Entwicklung“ eines der Schwerpunktthemen, die in ihrer Interdependenz bei der positiven Veränderung der Situation für Frauen, aber auch unserer Gesellschaften insgesamt, entscheidend sind. In allen Abschlussdokumenten der vier Weltfrauenkonferenzen bis hin zur Aktionsplattform von Peking im Jahr 1995 wurde das Recht, aber auch das Potential der Frauen formuliert, als Friedensakteurinnen ernst genommen und auf allen Ebenen der politischen und gesellschaftlichen Entscheidungsfindungen voll beteiligt zu werden. Dies zog jedoch keine bemerkenswerten Veränderungen nach sich, wie folgende Beispiele belegen:

- Das ethnisch übergreifend arbeitende Frauennetzwerk im Kosovo wird bis heute weitgehend ignoriert.
- Die kongolesischen Frauen und ihre Organisationen werden im nationalen Friedensprozess übergangen.
- Der israelisch-palästinensische Jerusalem Link der Frauen fordert seit Jahren vergeblich die Einbeziehung von Frauen in die nahöstlichen Friedensverhandlungen.

Daher war es einerseits erstaunlich, andererseits aber auch voll im Trend der traditionellen Geschlechterrollenwahrnehmung, dass in der „*Agenda für den Frieden*“, die der damalige Generalsekretär der Vereinten Nationen Boutros Boutros-Ghali im Jahr 1992 formulierte, Frauen keinen Platz hatten. Sie wurden nicht erwähnt, was gleichbedeutend mit der Tatsache ist, dass sie als Akteurinnen als irrelevant angesehen wurden. Dass sie jedoch auf der praktischen politischen Ebene, wenngleich auch nur auf der untersten, *Track III* genannten, alles andere als irrelevant waren und sind, wurde durch ihre internationale Vernetzung im Bereich

der Nichtregierungsorganisationen und Frauengruppierungen für eine interessierte Öffentlichkeit ins Licht gehoben. Hier sind u.a. das WILFP, das *Komitee der russischen Soldatenmütter*, die *Frauen in Schwarz* und der *Jerusalem Link* zu nennen. Doch auch internationale Programme wie das „*Women Building Peace*“-Programm von International Alert, das „*Women Peace Makers*“-Programm des Internationalen Versöhnungsbundes (IFOR), die Gründung von „*Women Waging Peace*“ sowie die Auszeichnung einzelner Frauen gehören dazu, und nicht zuletzt muss das Schweizer Projekt der „*1000 Frauen für den Friedensnobelpreis*“ (2003-2005) in diesem Zusammenhang erwähnt werden. Allerdings war auch dies alles nicht gleichbedeutend mit einer Veränderung der politischen Agenda bzw. Auswirkung auf den öffentlichen Raum.

Dieses Agenda-Setting hat eine radikale Zäsur erlebt: die Resolution 1325 des UN Sicherheitsrates aus dem Jahr 2000. Die Quintessenz der siebzehn Artikel ist die Forderung an die Adresse der Mitgliedstaaten einerseits nach Opferschutz für Frauen und Mädchen in Kriegs- und Krisensituationen, andererseits nach einer stärkeren Beteiligung der Frauen „in den nationalen, regionalen und internationalen Institutionen und Mechanismen zur Verhütung, Bewältigung und Beilegung von Konflikten auf allen Entscheidungsebenen“. Dieser Blick auf die doppelte Rolle der Frauen, sowohl passiv als Opfer von Kriegs- und Gewalthandlungen, als auch aktiv als Friedensakteurinnen und Wegbereiterinnen von Versöhnungsprozessen, ist international ein zentrales Thema. Es basiert auf den umfassenden Erfahrungen von Frauen weltweit und findet auch in unserem Nationalen Aktionsplan nach Beijing seinen Ausdruck. Empfehlungen aus den Frauen-, Friedens- und Entwicklungs-NGOs finden hier in einem Anhang Berücksichtigung. Eine inhaltliche Verknüpfung ist wünschenswert und notwendig, nicht nur im ökonomischen Sinn.

Die Resolution 1325 des UN Sicherheitsrates ist für die Mitgliedsstaaten bindend, wenngleich ohne Sanktionsmechanismus. Doch sie mahnt nur eine stärkere Beteiligung von Frauen an, schreibt aber keine Gender Balance (d.h. mindestens 40%, besser 50%ige Beteiligung von Frauen) oder Parität fest. Auch dies steht im Gegensatz zu den Absichtserklärungen des Nationalen Aktionsplanes zu Peking. Erfreulich ist jedoch, dass der UN Sicherheitsrat in Ziff. 18 beschlossen hat, „mit der Angelegenheit befasst zu bleiben“, was bedeutet, dass eine jährliche Berichterstattung über die nationale Umsetzung durch die Mitgliedsstaaten eingefordert wird.

Es ist wichtig festzuhalten, dass von einer ernsthaften Umsetzung der Resolution in praktische Politik noch nicht die Rede sein kann. Es gibt aber „Good Practices“, aus denen wir lernen können. In allen Konfliktgebieten existiert und engagiert sich eine hohe Zahl lokal wie regional organisierter Frauenfriedensgruppen und -netzwerke, die in Postkonflikt- oder Transitionsprozessen sehr aktiv und kompetent sind. Sie werden jedoch nicht ernst, ja zum Teil in ihrer Existenz nicht einmal wahr genommen. Das ethnisch übergreifend arbeitende Frauennetzwerk im Kosovo wird bis heute weitestgehend ignoriert, die kongolesischen Frauen und ihre Organisationen werden im nationalen Friedensprozess übergangen; der israelisch-palästinensische Jerusalem Link der Frauen fordert seit Jahren vergeblich die Einbeziehung



von Frauen in die nächstlichen Friedensverhandlungen. Beispiele dafür, dass "lessons learned" nicht ein Problem der fehlenden Praxis ist, sondern der fehlenden Ressourcen und Evaluierung, gibt es viele.

In Deutschland gründete sich im März 2003 der Frauensicherheitsrat (FSR), um die Umsetzung dieser Resolution durch die deutsche Regierung kritisch zu begleiten, und eigene Vorschläge zur Implementierung auf den unterschiedlichsten Handlungsfeldern in den politischen Dialog einzubringen. Daher sind wir sehr erfreut über Veranstaltungen wie diese und hoffen auf weitere Zusammenarbeit auch über den Zeitpunkt hinaus, an dem Deutschland keinen Sitz mehr als nicht-ständiges Mitglied im Sicherheitsrat innehat. Denn die Implementierung der Resolution 1325 ist nicht der einzige, aber der entscheidende Schlüssel für konkrete Veränderungen bei den Themen „Frieden braucht Frauen“ und „Sicherheitspolitik braucht die Geschlechterperspektive“. Der FSR hat den Regierungsbericht in einem 15-seitigen sogenannten „Schattenbericht“ kritisch kommentiert. Er ist in seinem vollen Umfang über die Homepage [www.un1325.de](http://www.un1325.de) öffentlich zugänglich.

Wir begrüßen es sehr, dass Generalsekretär Kofi Annan sich der Umsetzung dieser Resolution annimmt, indem er zum unmittelbar bevorstehenden 4. Jahrestag der Resolution einen UN-Bericht aus den Regierungsberichten an die Öffentlichkeit zurückspiegelt. Deutschland hat einen umfangreichen Bericht vorgelegt, was sich im Vergleich mit vielen anderen Nationen positiv darstellt. Allerdings wurden nach unserer Einschätzung zwar viele Einzelmaßnahmen genannt, aber keine Gesamtstrategien entwickelt.

Wir vermissen auch einen nationalen Aktionsplan mit festen Quoten und Fristen, der die dominierenden Ziele der Resolution, die sogenannten „drei Ps“ – **P**rävention von Kriegen, **P**artizipation von Frauen auf allen Ebenen von Friedensprozessen, **P**rotektion von Frauen und Mädchen in Kriegs- und Krisenregionen, insbesondere Protektion vor sexualisierter Gewalt, deutlich auf die Agenda setzt. Die Sensibilisierung für die Geschlechterperspektive in allen Ausbildungsprogrammen des Peace Keeping und der Wahlbeobachtung, bei Projekten der Entwicklungszusammenarbeit, der Krisenprävention, der Konfliktbeilegung und des demokratischen und friedlichen Aufbaus von Nachkriegsgesellschaften (Peace Building) muss systematischer als bisher konzipiert, eingeübt und angewandt werden. Ferner muss die als Waffe eingesetzte sexualisierte Gewalt gegen Frauen und Mädchen in Kriegs- und Krisensituationen nicht nur international geächtet und grundsätzlich strafrechtlich verfolgt werden, sondern sie muss auch in Deutschland endlich als Asylgrund anerkannt werden. Strafrechtliche Verfolgung erwarten wir auch, wenn deutsche Bundeswehrsoldaten sich an Zwangsprostitution oder der Prostitution mit Minderjährigen beteiligen und sich der Beteiligung oder der Duldung bei Frauen- und Mädchenhandel schuldig machen.

Zum Abschluss möchte ich einige Beispiele aus dem detaillierten Katalog der Empfehlungen des Frauensicherheitsrats zur Umsetzung der SR-Resolution 1325 geben:

- Entwicklung einer durchgängigen Konzeption und eines nationalen Aktionsplans mit Maßnahmen zur Umsetzung der UN-Resolution 1325 unter Hinzuziehung zivilgesellschaftlicher und geschlechtssensibler Organisationen und Gruppierungen. Dazu gehört u.a.:
- Präzisierung bzw. Neudefinition des Sicherheitsbegriffs, der auch die elementaren (Sicherheits-)Probleme von Frauen in Kriegs- und Nachkriegszeiten angemessen berücksichtigt, wenn es darum geht, „Sicherheit“ und „Frieden“ zu definieren bzw. zu konstatieren.
- Entwicklung eines Kriterienkatalogs zur Bewertung der Umsetzung der UN-Resolution 1325 sowie die Entwicklung von Standards. Hierzu bedarf es einer präzisen Definition was „angemessene“ Beteiligung von Frauen im Einzelnen ist und was dies in den verschiedenen Ländern bedeutet, wonach zu beurteilen ist, ob eingeleitete Maßnahmen im Sinne der Resolution erfolgreich waren, etc.
- Angehörige von Bundeswehr und zivilgesellschaftliche Organisationen im Dienste der Bundesrepublik werden nur auf Auslandseinsätze entsandt, wenn die TeilnehmerInnen nachweislich Geschlechterkompetenz einbringen können.
- Einrichtung einer nationalen Monitoring-Stelle zur Umsetzung von Resolution 1325 unter Hinzuziehung zivilgesellschaftlicher Gruppen.
- Organisierung eines internationalen ExpertInnentreffens zur Umsetzung der UN-Resolution 1325.
- Bestrafung von Bundeswehrsoldaten, die sich im Auslandseinsatz sexualisierter Gewalt schuldig gemacht haben.

Empfehlungen für den internationalen Kontext sind u.a.

- die Einrichtung von Pools nationaler und internationaler Expertinnen und Experten zur Umsetzung von Resolution 1325 in Nachkriegsländern wie Afghanistan,
- die traumasensible gynäkologische und psychosoziale Unterstützung für Überlebende sexualisierter Kriegsgewalt, die die Potenziale von Frauen und Mädchen stärkt,
- die grundsätzliche Entsendung von UN-Beobachterinnen und Beobachtern in Nachkriegsregionen zum Monitoring des Nachkriegsprozesses und der humanitären Situation. Diese Missionen müssen einen Mindestanteil von 40 Prozent Frauen haben,
- die Einrichtung einer Monitoring-Stelle innerhalb des UN-Systems, die die Umsetzung von Resolution 1325 unter Hinzuziehung der „NGO Working Group on Women, Peace and Security“ sowie anderen NGOs und Repräsentanten und Repräsentantinnen der Zivilgesellschaft überwacht,
- eine ergänzende Regelung zur UN-Resolution 1325, die eine Präzisierung der quantitativen Beteiligung von Frauen in allen Friedensprozessen und in allen Gremien, die mit ihrer Konzeption, vertraglichen Regelung und deren Umsetzung betraut sind nach dem Prinzip der Gender Balance vorsieht.

Die UN Resolution 1325 verdankt ihre Entstehung einer herausragenden Kooperation von UN- und Regierungsvertretern und –vertreterinnen sowie Frauen aus Organisationen der Zi-

vilgesellschaft, die bei den Vereinten Nationen akkreditiert sind. (*NGO Working Group on Women, Peace and Security*). Zur beschleunigten und effektiven Umsetzung dieser Resolution bedarf es allerdings auch eines Dialogs und der Zusammenarbeit auf der jeweils nationalen Ebene von Regierung und Zivilgesellschaft. Dies gilt nicht nur für Deutschland, sondern weltweit.

Diese Interaktion von Vereinten Nationen, Regierungen und Zivilgesellschaft im Bereich der Verhütung bewaffneter Konflikte und der Friedenskonsolidierung in der Konfliktnachfolge ist auch das Thema einer großen internationalen UN-NGO-Konferenz, die im Juli nächsten Jahres bei den Vereinten Nationen in New York stattfinden wird („Conference on the Role of Civil Society in the Prevention of Armed Conflict and Peacebuilding“).

Bisher ist die Rolle der Frauen in Friedensprozessen im Zuge der Vorbereitung auf diese Konferenz in der „Globalen Partnerschaft/ Global Partnership“ leider kaum diskutiert worden, so als hätte es Nairobi und Peking, geschweige denn eine Resolution 1325 des UN Sicherheitsrates nicht gegeben. Deutschland zählt sowohl zu den Freunden der Resolution 1325 als auch zu den Freunden dieser UN-NGO-Konferenz. Hier wünschen wir uns eine Verknüpfung der Politikziele.

Dieses Kompaktforum ist aus unserer Sicht ein guter Anfang für den Dialog zwischen Regierungsebene und Zivilgesellschaft in Deutschland, nicht nur im Bereich der Umsetzung des Resolution 1325, sondern auch darüber hinaus. Wir hoffen auf eine nachhaltige Entwicklung!



# **Anlage I**



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**Sicherheitsrat**Verteilung: Allgemein  
31. Oktober 2000

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**Resolution 1325 (2000)****verabschiedet auf der 4213. Sitzung des Sicherheitsrats  
am 31. Oktober 2000***Der Sicherheitsrat,*

*unter Hinweis* auf seine Resolutionen 1261 (1999) vom 25. August 1999, 1265 (1999) vom 17. September 1999, 1296 (2000) vom 19. April 2000 und 1314 (2000) vom 11. August 2000 sowie auf die einschlägigen Erklärungen seines Präsidenten, *sowie unter Hinweis* auf die Presseerklärung seines Präsidenten vom 8. März 2000 anlässlich des Tages der Vereinten Nationen für die Rechte der Frau und den Weltfrieden (Internationaler Tag der Frau) (SC/6816),

*sowie unter Hinweis* auf die Verpflichtungen aus der Erklärung von Beijing und der Aktionsplattform (A/52/231) sowie aus dem Ergebnisdokument der dreißigsten Sondertagung der Generalversammlung der Vereinten Nationen "Frauen 2000: Gleichstellung, Entwicklung und Frieden für das 21. Jahrhundert" (A/S-23/10/Rev.1), insbesondere betreffend Frauen und bewaffnete Konflikte,

*eingedenk* der Ziele und Grundsätze der Charta der Vereinten Nationen und der Hauptverantwortung des Sicherheitsrats nach der Charta für die Wahrung des Weltfriedens und der internationalen Sicherheit,

*mit dem Ausdruck* seiner Besorgnis darüber, dass Zivilpersonen, insbesondere Frauen und Kinder, die weitaus größte Mehrheit der von bewaffneten Konflikten betroffenen Personen stellen, namentlich auch als Flüchtlinge und Binnenvertriebene, und dass sie in zunehmendem Maße von Kombattanten und bewaffneten Elementen gezielt angegriffen werden, sowie *in der Erkenntnis*, dass dies Folgen für einen dauerhaften Frieden und eine dauerhafte Aussöhnung nach sich zieht,

*erneut erklärend*, welche wichtige Rolle Frauen bei der Verhütung und Beilegung von Konflikten und bei der Friedenskonsolidierung zukommt, und *betonend*, wie wichtig es ist, dass sie an allen Anstrengungen zur Wahrung und Förderung von Frieden und Sicherheit gleichberechtigt und in vollem Umfang teilhaben und dass ihre Mitwirkung an den Entscheidungen im Hinblick auf die Verhütung und Beilegung von Konflikten ausgebaut werden muss,

*sowie erneut erklärend*, dass die Bestimmungen des humanitären Völkerrechts und der Menschenrechtsinstrumente, die die Rechte von Frauen und Mädchen während und nach Konflikten schützen, vollinhaltlich verwirklicht werden müssen,

*betonend*, dass alle Parteien sicherstellen müssen, dass Minenräumprogramme und Aufklärungsprogramme über die Minengefahr den besonderen Bedürfnissen von Frauen und Mädchen Rechnung tragen,

*in Anerkennung* der dringenden Notwendigkeit, in alle Bereiche von Friedenssicherungseinsätzen eine Geschlechterperspektive zu integrieren, und in diesem Zusammenhang *Kenntnis nehmend* von der Windhuk-Erklärung und dem Aktionsplan von Namibia zur Integration einer Geschlechterperspektive in mehrdimensionale Friedensunterstützungsmissionen (S/2000/693),

*sowie in Anerkennung* der Bedeutung der in der Presseerklärung seines Präsidenten vom 8. März 2000 abgegebenen Empfehlung, das gesamte Friedenssicherungspersonal im Hinblick auf den Schutz, die besonderen Bedürfnisse und die Menschenrechte von Frauen und Kindern in Konfliktsituationen speziell auszubilden,

*aner kennend*, dass ein Verständnis der Auswirkungen bewaffneter Konflikte auf Frauen und Mädchen, wirksame institutionelle Vorkehrungen zur Gewährleistung ihres Schutzes und ihre volle Mitwirkung am Friedensprozess in erheblichem Maße zur Wahrung und Förderung des Weltfriedens und der internationalen Sicherheit beitragen können,

*in Anbetracht* der Notwendigkeit, das Datenmaterial zu den Auswirkungen bewaffneter Konflikte auf Frauen und Mädchen zu konsolidieren,

1. *fordert* die Mitgliedstaaten *nachdrücklich auf*, dafür zu sorgen, dass Frauen in den nationalen, regionalen und internationalen Institutionen und Mechanismen zur Verhütung, Bewältigung und Beilegung von Konflikten auf allen Entscheidungsebenen stärker vertreten sind;

2. *legt* dem Generalsekretär *nahe*, seinen strategischen Aktionsplan (A/49/587) umzusetzen, in dem eine stärkere Mitwirkung von Frauen in Entscheidungsfunktionen bei Konfliktbeilegungs- und Friedensprozessen gefordert wird;

3. *fordert* den Generalsekretär *nachdrücklich auf*, mehr Frauen zu Sonderbeauftragten und Sonderbotschafterinnen zu ernennen, die in seinem Namen Gute Dienste leisten, und *fordert* die Mitgliedstaaten in diesem Zusammenhang *auf*, dem Generalsekretär Kandidatinnen zur Aufnahme in eine regelmäßig aktualisierte zentrale Liste vorzuschlagen;

4. *fordert* den Generalsekretär *ferner nachdrücklich auf*, die Ausweitung der Rolle und des Beitrags von Frauen bei den Feldmissionen der Vereinten Nationen anzustreben, insbesondere bei den Militärbeobachtern, der Zivilpolizei, bei Menschenrechts- und humanitärem Personal;

5. *bekundet* seine Bereitschaft, in die Friedenssicherungseinsätze eine Geschlechterperspektive zu integrieren, und *fordert* den Generalsekretär *nachdrücklich auf*, sicherzustellen, dass bei Bedarf auch für Geschlechterfragen zuständige Elemente in Feldmissionen aufgenommen werden;

6. *ersucht* den Generalsekretär, den Mitgliedstaaten Leitlinien für die Aus- und Fortbildung sowie Material über den Schutz, die Rechte und die besonderen Bedürfnisse von Frauen sowie über die Wichtigkeit der Beteiligung von Frauen an allen Friedenssicherungs- und Friedenskonsolidierungsmaßnahmen zur Verfügung zu stellen, *bittet* die Mitgliedstaaten, diese Elemente sowie Aufklärungsmaßnahmen über HIV/Aids in ihre einzelstaatlichen Ausbildungsprogramme zur Vorbereitung von Militärpersonal und Zivilpolizisten auf ihren Einsatz aufzunehmen, und *ersucht* den



Generalsekretär *ferner*, sicherzustellen, dass das Zivilpersonal bei Friedenssicherungseinsätzen eine ähnliche Ausbildung erhält;

7. *fordert* die Mitgliedstaaten *nachdrücklich auf*, ihre freiwillige finanzielle, technische und logistische Unterstützung von Trainingsmaßnahmen zur Sensibilisierung in Geschlechterfragen zu verstärken, namentlich Maßnahmen der einschlägigen Fonds und Programme, unter anderem des Entwicklungsfonds der Vereinten Nationen für die Frau, des Kinderhilfswerks der Vereinten Nationen, des Amtes des Hohen Flüchtlingskommissars der Vereinten Nationen und anderer zuständiger Organe;

8. *fordert* alle beteiligten Akteure *auf*, bei der Aushandlung und Umsetzung von Friedensübereinkünften eine Geschlechterperspektive zu berücksichtigen, die unter anderem auf Folgendes abstellt:

a) die besonderen Bedürfnisse von Frauen und Mädchen während der Rückführung und Neuansiedlung sowie bei der Normalisierung, der Wiedereingliederung und dem Wiederaufbau nach Konflikten;

b) Maßnahmen zur Unterstützung lokaler Friedensinitiativen von Frauen und autochthoner Konfliktbeilegungsprozesse sowie zur Beteiligung von Frauen an allen Mechanismen zur Umsetzung der Friedensübereinkünfte;

c) Maßnahmen zur Gewährleistung des Schutzes und der Achtung der Menschenrechte von Frauen und Mädchen, insbesondere im Zusammenhang mit der Verfassung, dem Wahlsystem, der Polizei und der rechtsprechenden Gewalt;

9. *fordert* alle Parteien bewaffneter Konflikte *auf*, das auf die Rechte und den Schutz von Frauen und Mädchen, insbesondere als Zivilpersonen, anwendbare Völkerrecht vollinhaltlich zu achten, insbesondere die auf sie anwendbaren Verpflichtungen aus den Genfer Abkommen von 1949 und den dazugehörigen Zusatzprotokollen von 1977, dem Abkommen vom 1951 über die Rechtsstellung der Flüchtlinge und dem dazugehörigen Protokoll von 1967, dem Übereinkommen von 1979 zur Beseitigung jeder Form von Diskriminierung der Frau und dem dazugehörigen Fakultativprotokoll von 1999 sowie dem Übereinkommen von 1989 über die Rechte des Kindes und den beiden dazugehörigen Fakultativprotokollen vom 25. Mai 2000, und die einschlägigen Bestimmungen des Römischen Statuts des Internationalen Strafgerichtshofs zu berücksichtigen;

10. *fordert* alle Parteien bewaffneter Konflikte *auf*, spezielle Maßnahmen zum Schutz von Frauen und Mädchen vor geschlechtsspezifischer Gewalt zu ergreifen, insbesondere vor Vergewaltigung und anderen Formen des sexuellen Missbrauchs und allen anderen Formen der Gewalt in Situationen bewaffneter Konflikte;

11. *hebt hervor*, dass alle Staaten dafür verantwortlich sind, der Straflosigkeit ein Ende zu setzen und die Verantwortlichen für Völkermord, Verbrechen gegen die Menschlichkeit und Kriegsverbrechen, namentlich auch im Zusammenhang mit sexueller und sonstiger Gewalt gegen Frauen und Mädchen, strafrechtlich zu verfolgen, und *betont* in diesem Zusammenhang, dass diese Verbrechen soweit möglich von Amnestieregelungen ausgenommen werden müssen;

12. *fordert* alle Parteien bewaffneter Konflikte *auf*, den zivilen und humanitären Charakter von Flüchtlingslagern und -siedlungen zu achten und namentlich auch bei ihrer Errichtung die besonderen Bedürfnisse von Frauen und Mädchen zu berücksichtigen, und *verweist* auf seine Resolutionen 1208 (1998) vom 19. November 1998 und 1296 (2000) vom 19. April 2000;

13. *legt* allen an der Abrüstungs-, Demobilisierungs- und Wiedereingliederungsplanung Beteiligten *nahe*, die unterschiedlichen Bedürfnisse weiblicher und männlicher ehemaliger Kombattanten sowie die Bedürfnisse der von ihnen abhängigen Personen zu berücksichtigen;

14. *bekräftigt* seine Bereitschaft, bei allen Maßnahmen, die nach Artikel 41 der Charta der Vereinten Nationen ergriffen werden, zu erwägen, welche Auswirkungen sie auf die Zivilbevölkerung haben können, und dabei die besonderen Bedürfnisse von Frauen und Mädchen zu berücksichtigen, damit angemessene humanitäre Ausnahmeregelungen geprüft werden können;

15. *bekundet* seine Bereitschaft, dafür zu sorgen, dass bei Missionen des Sicherheitsrats die Geschlechterperspektive sowie die Rechte von Frauen berücksichtigt werden, namentlich auch durch Konsultationen mit Frauengruppen auf lokaler wie internationaler Ebene;

16. *bittet* den Generalsekretär, die Durchführung einer Studie über die Auswirkungen bewaffneter Konflikte auf Frauen und Mädchen, die Rolle der Frauen bei der Friedenskonsolidierung und die Geschlechterdimensionen von Friedensprozessen und der Konfliktbeilegung zu veranlassen, und *bittet ihn ferner*, dem Sicherheitsrat einen Bericht über die Ergebnisse dieser Studie vorzulegen und diesen auch allen Mitgliedstaaten der Vereinten Nationen zugänglich zu machen;

17. *ersucht* den Generalsekretär, in seine Berichterstattung an den Sicherheitsrat gegebenenfalls auch Informationen über Fortschritte bei der Integration einer Geschlechterperspektive in alle Friedenssicherungsmissionen sowie über alle anderen Frauen und Mädchen betreffenden Gesichtspunkte aufzunehmen;

18. *beschließt*, mit der Angelegenheit aktiv befasst zu bleiben.

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## **Anlage II**





## Security Council

Distr.: General  
31 October 2001

Original: English

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### Statement by the President of the Security Council

At the 4402nd meeting of the Security Council, held on 31 October 2001, in connection with the first anniversary of the Council's adoption of its resolution 1325 (2000) of 31 October 2000 on the item entitled "Women and peace and security", the President of the Security Council made the following statement on behalf of the Council:

"The Security Council reaffirms its commitment to the implementation of its resolution 1325 (2000) of 31 October 2000 and welcomes the efforts by the United Nations system, Member States, civil society organizations and other relevant actors in promoting the equal participation and full involvement of women in the maintenance and promotion of peace and security and in implementing the provisions of resolution 1325 (2000).

"The Council further reaffirms its strong support for increasing the role of women in decision-making with regard to conflict prevention and resolution and renews 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. In this regard it recognizes the efforts of the Mano River Women's Peace Network in facilitating peace and dialogue in the Mano River Union region. It is also encouraged by the inclusion of women in the political decision-making bodies in Burundi, Somalia and in East Timor.

"The Security Council underscores 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 in keeping with the statement of the President of the Security Council on 8 March 2000.

"The Council therefore reiterates its request to the Secretary-General to include, where appropriate, in his reporting to the Security Council, progress in gender mainstreaming throughout United Nations peacekeeping missions and on other aspects relating to women and girls. It expresses its intention to give full consideration to these reports and to take appropriate action. The Council also reaffirms its call for the inclusion of gender components as appropriate, in peacekeeping operations.



“The Security Council renews 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 peace-building measures. The Council calls upon all troop-contributing countries to include these elements in their national training programmes for peacekeepers.

“The Council welcomes the specific proposals made by the Secretary-General aimed at strengthening the Best Practices Unit of the Department of Peacekeeping Operations with the appointment of gender advisers at sufficiently senior levels.

“It also welcomes the practical efforts including the preparation of complementary reports, already made by the United Nations and its agencies, funds, programmes and regional bodies, in particular those participating in the Administrative Committee on Coordination (ACC) Inter-agency Task Force on Women, Peace and Security to implement all aspects of resolution 1325 (2000), as well as the timely issuance of the publication *Gender Perspective in Disarmament*, which gives a clear indication of ways in which women can be fully involved and the benefits to the parties concerned.

“The Security Council notes with satisfaction that the Secretary-General’s study requested under paragraph 16 of its resolution 1325 (2000) on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution is under way and welcomes the coordinated comprehensive input of the United Nations and all the relevant agencies, funds and programmes of the United Nations system and looks forward to its review.

“The Security Council is concerned that there are still no women appointed as Special Representatives or Special Envoys of the Secretary-General to peace missions, and urges Member States to redouble their efforts to nominate women candidates to the Secretary-General. The Council also urges the Secretary-General to appoint women as Special Representatives and Envoys to pursue good offices on his behalf in accordance with his strategic plan of action (A/49/587, para. 2).

“The Security Council recognizes the need to implement fully international humanitarian and human rights law that protects the rights of civilians including women and girls during and after conflicts and calls on all parties to armed conflicts to take special measures to protect women and girls from gender-based violence, and all other forms of violence.

“The Security Council remains actively seized of the matter and expresses its willingness to consider as appropriate, the gender dimensions of armed conflict in carrying out its responsibility of maintaining international peace and security under the Charter of the United Nations.”

# **Anlage III**







## Security Council

Distr.: General  
16 October 2002

Original: English

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### Report of the Secretary-General on women, peace and security

#### I. Introduction

1. The Security Council, by paragraph 16 of its resolution 1325 (2000) of 31 October 2000, invited me to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution and to submit a report to the Council on the results of that study. The present report is submitted pursuant to that request.

2. The study on women, peace and security builds on existing research and inputs of the United Nations, its programmes, funds and specialized agencies, Member States, scholars and local and international non-governmental organizations. The preparation of the study was overseen by my Special Adviser on Gender Issues and Advancement of Women in close cooperation with the Inter-Agency Task Force on Women, Peace and Security.

3. Security Council resolution 1325 (2000) marks a landmark in the recognition of women's contribution to the maintenance and promotion of peace and security and their specific needs and concerns in armed conflict and its aftermath, as well as the responsibilities of the international community to provide effective responses, building on the Council's interest in the situation of children in armed conflict, the protection of civilians and the prevention of armed conflict.<sup>1</sup> In requesting the study and the report, the Council has created an opportunity to further highlight the roles and experiences of women and girls in armed conflict and its immediate aftermath.

4. The present report highlights the major findings and conclusions of the study on women, peace and

security. It focuses on the challenges that must be addressed if progress is to be made in the achievement of the goal of gender equality in relation to peace and security. It includes recommendations for action (points 1-21), which the Security Council may wish to consider in order to strengthen and accelerate implementation of the objectives and recommendations already contained in resolution 1325 (2000).

#### II. Impact of armed conflict on women and girls

5. Women do not enjoy equal status with men in any society. Where cultures of violence and discrimination against women and girls exist prior to conflict, they will be exacerbated during conflict. If women do not participate in the decision-making structures of a society, they are unlikely to become involved in decisions about the conflict or the peace process that follows.

6. Women and children are disproportionately targeted in contemporary armed conflicts and constitute the majority of all victims. Women and children also constitute the majority of the world's refugees and internally displaced persons.

7. Civilian women and girls, like men and boys, die during armed conflict, are forcibly displaced, are injured by landmines and other weapons and lose their livelihoods, although there are important differences in the experience of women and girls. During conflict, women and girls are vulnerable to all forms of violence, in particular sexual violence and exploitation, including torture, rape, mass rape, forced pregnancy, sexual slavery, enforced prostitution and trafficking.

These acts of violence have a political and symbolic significance and are often endorsed at the highest levels of leadership. Torture is also used against women and girls to violate their sense of self and as an attack on their communities and the men to whom they are related. A proliferation of small arms increases the risk of interpersonal violence, including domestic violence, which often continues after the conflict.

8. In addition to the gender-based and sexual violence women and girls experience during armed conflict, the impact of armed conflict on their physical and mental health is incalculable, especially the consequences of violence. They face numerous health threats grounded in biological differences. The use of sexual violence as a strategic and tactical weapon of war places women and girls at increased threat of contracting sexually transmitted infections and HIV/AIDS. This is heightened by systematic gender-based discrimination, which reduces their potential to protect themselves from such infections. The high rate of infection and death increases women's workload in maintaining their households and communities and providing care to orphaned children.

9. With the loss of men and boys from households and communities through participation in armed forces, detention or disappearance, women and girls are forced to take on more responsibility for family security and well-being, often without the necessary resources or social support. Lack of land and property rights and lack of access to, or control over, resources threaten women's livelihoods. Women's daily tasks as providers and caregivers become increasingly dangerous and difficult, especially as the availability of and access to public services and household goods shrink. The role of women in relation to ensuring food security, the provision of water and energy for household use and their responsibility for health care — in both urban and rural contexts — may also put them at risk of being injured by landmines, in cross-fire and by sexual abuse. As women become the main or only source of income for their families, they often pursue new or non-traditional occupations. Forced out of the formal sector, and facing increased competition in the informal sector, they may also be pushed into illegal activities, such as trafficking in drugs. Often controlled by organized criminal groups, these activities carry a high risk of violence.

10. Armed conflict also changes social structures and relationships. The number of child-headed households

increases during conflict. Within those circumstances, girls heading households face particular marginalization owing to their low status as female adolescents and their lack of protection. Girls may also be forced into early marriages as a coping strategy in economically desperate households.

11. The differential impact of armed conflict and the specific vulnerabilities of women and girls can be seen in all phases of displacement, including initial displacement, flight, protection and assistance in refugee and displaced persons camps and resettlement and reintegration. Women encounter discrimination and human rights abuses, sexual violence and exploitation, including domestic violence, and are disadvantaged by laws, policies and programming that do not take their concerns into consideration. For example, procedures for the determination of asylum status may not take gender-based persecution into consideration. Weakened or lost social support structures lead to reduced security for women and girls, who are at risk of harassment or abuse, and to problems in accessing the assistance necessary for survival.

12. Women are also victims of detention or "disappearance". The "disappearance" of male relatives affects women, in particular in societies where their status is directly linked to their relationships with men. Women are traumatized and cannot find closure as long as they still hope for the return of their relatives. They also face additional responsibilities for the well-being of their families.

13. Women and girls are not only victims in armed conflict: they are also active agents. Driven by commitment to the political, religious or economic goals of the conflict, some women become armed combatants or collude in acts of violence. Women and girls may also be forced to follow camps of armed forces, providing domestic services and/or being used as sexual slaves. Women play an active role in informal peace processes, serving as peace activists, including by organizing and lobbying for disarmament and striving to bring about reconciliation and security before, during and after conflicts.

14. The differential impact of conflict on women and girls calls for specific responses from the international community. While the knowledge about these gender-based differences and inequalities is increasing rapidly, it is still far from comprehensive. Of much greater concern, however, is the failure to incorporate existing

knowledge on the subject into policies, planning and implementation processes in all peace operations, humanitarian activities and reconstruction efforts.

15. I submit the following for the attention of the Security Council:

**Action 1**

**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.**

**Action 2**

**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.**

### III. International legal framework

16. International law provides a framework of protection for individuals affected by armed conflict. International humanitarian law, in particular the four Geneva Conventions of 1949 for the protection of victims of war and their two Additional Protocols of 1977, is the area of law of primary relevance to the protection of women and girls during armed conflict. International human rights law is also applicable in times of armed conflict. International refugee law offers protection to women and girls prior to, during and in the aftermath of armed conflict. International criminal law has come to assume increasing significance in relation to crimes against women and girls during armed conflict, in particular crimes of sexual violence.

17. The protections of international humanitarian law and human rights law apply on the basis of non-discrimination. In addition, some of the provisions of international humanitarian law are of particular relevance to women, such as those seeking to reduce women's vulnerability to sexual violence. Other provisions are only applicable to women, for example, those requiring treatment of women with all

consideration due to their sex. Additional protection is provided to pregnant women and mothers of young children.

18. The protections available under international human rights law apply to women and girls on the basis of non-discrimination. Key human rights instruments include the Convention on the Elimination of All Forms of Discrimination against Women, which specifically addresses traffic in, and the exploitation of prostitution of, women, a frequent occurrence in situations of conflict and their aftermath. Trafficking is comprehensively covered by the United Nations Convention against Transnational Organized Crime and its supplementary protocols, which have not yet entered into force. Girls benefit from the specific protections for children set out in instruments such as the Convention on the Rights of the Child and its Optional Protocols on the sale of children, child prostitution and child pornography and on the involvement of children in armed conflict.

19. During the last decade, the international legal framework has expanded to address some of the particular crimes experienced by women in armed conflict. The statutes of the two International Tribunals created by the Security Council to address crimes committed in the former Yugoslavia and in Rwanda, the Rome Statute of the International Criminal Court and the statute of the Special Court for Sierra Leone all include gender-based violence, such as rape, enforced prostitution and trafficking during armed conflict, as well as torture or other cruel, inhuman and degrading treatment, and enslavement, within the definition of war crimes, crimes against humanity and as components of the crime of genocide. Other extra-legal mechanisms, such as truth and reconciliation processes, also provide avenues of redress.

20. The International Tribunals for the former Yugoslavia and for Rwanda have issued several indictments relating to sexual violence. Sexual violence has been charged as a grave breach of the Geneva Convention relative to the Protection of Civilian Persons in Time of War before the International Tribunal for the Former Yugoslavia.<sup>2</sup> The International Criminal Tribunal for Rwanda has convicted a defendant of crimes against humanity and genocide, inter alia, through acts of sexual violence.<sup>3</sup>

21. The constituent documents of the two International Tribunals, the International Criminal

Court and the Special Court for Sierra Leone include provisions to ensure the delivery of gender-sensitive justice, including victim and witness protection measures. The Rome Statute has provisions for achieving fair representation of male and female judges and for ensuring the availability of legal expertise on specific issues such as violence against women and children.

22. Protection for refugee and displaced women offered by the international legal framework is supplemented by policy directives and guidelines, which, for the most part, have been formulated by the Office of the United Nations High Commissioner for Refugees (UNHCR) over the past 15 years. The gender-sensitive interpretation of the definition of refugee contained in the Convention relating to the Status of Refugees of 1951 allows for women and girls to seek refugee status on the basis of gender-based persecution, including sexual violence. The 1998 Guiding Principles on Internal Displacement also pay particular attention to the rights and needs of women and children.

23. This comprehensive international legal framework has been increasingly responsive to the experiences of women and girls, particularly where sexual violence is concerned. It is critical that these achievements are built upon by any future ad hoc tribunals that the Security Council might create. The determination of individual command responsibility for many of the offences involving sexual violence against women and girls in armed conflict has been a major advance and has undermined the culture of impunity that previously pervaded discussion in this context.

24. These advances must be maintained and further expanded. Other forms of violence affecting women and girls must also be recognized and adequately acknowledged in the legal regime. Compliance with international norms must be improved and preventive measures must be implemented, especially in light of the changed nature of conflict where combatants include non-State actors, including private militias and children, who pay little attention to the rules of international law that provide protection for women and girls in conflict, and frequently target women and girls in gender-specific ways. Women and girl victims of gender-based and other forms of violence should have the opportunity to pursue claims for compensation for injuries and other damage incurred during armed conflict.

25. I submit the following for the attention of the Security Council:

#### **Action 3**

**Condemn all violations of the human rights of women and girls in situations of armed conflict; take all necessary measures to bring to an end such violations; and call upon all parties involved in conflict to adhere at all times to their obligations under applicable principles of international humanitarian law, human rights law and refugee law as they pertain to women and girls.**

#### **Action 4**

**Ensure that amnesty provisions included in conflict settlement agreements reached under the auspices of the Security Council exclude impunity from all war crimes, crimes against humanity and genocide, including gender-based crimes.**

#### **Action 5**

**Monitor the extent to which judicial or quasi-judicial mechanisms that are established by the Security Council as part of conflict settlement arrangements interpret and apply the international legal framework pertaining to armed conflict and its aftermath in a gender-sensitive, consistent and systematic manner.**

#### **Action 6**

**Ensure that future ad hoc tribunals created by the Security Council build on existing statutes and include judges and advisers with legal expertise on specific issues, such as violations of the rights of women and girls, including gender-based and sexual violence; ensure that prosecutors of such ad hoc international tribunals respect the interests and personal circumstances of women and girls victims and witnesses and take into account the nature of crimes involving gender-based violence, sexual violence and violence against children.**

#### IV. Peace processes

26. The participation of women and girls and the inclusion of gender perspectives in both formal and informal peace processes are critical to ensuring that political structures, economic and social institutions and security sectors negotiated through peace talks facilitate the achievement of greater equality between women and men.

27. There are many positive examples of women making a critical difference in the promotion of peace, particularly in preserving social order and educating for peace. Women's grass-roots organizations have sponsored peace education in many countries, including by encouraging child soldiers and others to lay down their arms. They have organized groups across party and ethnic lines, advocating for peace, and have been active in reconciliation efforts, often with the support of regional and international networks. They have advocated for the elimination of weapons of mass destruction, campaigned against small arms, participated in weapons collection programmes and disseminated information on landmines. Because of their active interest in and support of disarmament processes, consultations with women's groups and networks can provide important information regarding perceptions of the dangers posed by the number or types of weapons, the identification of weapons caches and the transborder weapons trade. The role of women's groups and networks in informal peace processes has, however, not always been sufficiently recognized and supported.

28. The lack of access to mechanisms or channels for bringing the priorities and recommendations of women's informal groups and networks into more formal processes remains a particular constraint. Although the understanding of the contributions women can and do make to peace-building through informal processes is increasing, women, with few exceptions, are not present at formal peace negotiations. Often women are excluded because they are not military leaders or political decision-makers or because they did not participate in the conflict as combatants. Women are assumed to lack the appropriate expertise to negotiate, or they are left out owing to discrimination and stereotypical thinking. They may also be excluded from peace negotiations because their interests are viewed as broader than those of the men involved in the negotiations.

29. Peace negotiations and peace accords lay the foundation for rebuilding societies after conflict. They commonly determine the political, civil, economic and social structures in post-conflict situations. Concerns specific to women do not always reach the negotiating table. This is particularly so in the absence of women's participation. It has been observed that women's political mobilization prior to and their participation in negotiations make a difference in the degree of attention given to gender equality issues and the pursuit of gender-sensitive approaches in a wide range of issues, including the drafting of constitutions, implementation of land reform, access to economic opportunities and development of social policies. However, the presence of women does not guarantee attention to gender issues. All actors in peace processes have the responsibility and capacity to ensure attention to gender equality concerns in peace agreements.

30. There are a number of positive examples where the Security Council has recognized and supported the informal peace initiatives of women's groups and networks, including its meetings with women's groups and networks during its missions to the Democratic Republic of the Congo, Kosovo and Sierra Leone. Since the adoption of resolution 1325 (2000), Arria formula meetings with women representatives of non-governmental organizations (NGOs) have also contributed to Council debates on peace processes.

31. The Secretariat and other United Nations entities have also supported the informal peace activities of women's organizations as well as their efforts to participate in formal peace processes and to contribute to the development of new political structures in post-conflict situations. However, further systematic efforts need to be made to fully involve women at all stages of consolidating peace.

32. All international actors involved in peace processes should be familiar with the extent of women's peace-related activism at grass-roots level. Efforts are needed to achieve greater representation of women in formal peace negotiations. Women's capacities as participants and leaders in peace negotiations need to be further enhanced, including through training and participation in Track II negotiations. Information collection processes, especially those that target civil society and research institutes, must also identify and involve women's groups and networks. Ongoing United Nations cooperation with women's groups and networks during

peace processes should be more fully documented, including in my reports to the Council.

33. To facilitate greater contact with women's groups and networks, I intend to establish a database of gender specialists as well as women's groups and networks in countries and regions in conflict. I also encourage Member States, donors and civil society to provide financial, political and technical support for women's peace-building initiatives and networks.

34. The effectiveness of preventive diplomacy and fact-finding could be enhanced by soliciting the opinions of local women's groups. Greater attention to the gender norms and customs of a society can also provide useful insights in refining early warning indicators and strengthening conflict prevention mechanisms. I have observed elsewhere that strengthening of the rule of law is an essential element of conflict prevention and, within that, the protection of women's human rights through a focus on gender equality in constitutional, legislative, judicial and electoral reform.<sup>4</sup> I will also call for a review of the gender perspectives in conflict prevention, early warning systems and preventive diplomacy.

35. Attention to gender-specific consequences of sanctions, based on collection and use of data disaggregated by sex and age, would allow the Council to fine-tune sanctions so as to minimize negative consequences for all civilians.

36. I submit the following for the attention of the Security Council:

**Action 7**

**Explicitly integrate gender perspectives into the terms of reference of Security Council missions to countries and regions in conflict; request briefings for the Security Council members on the situation of women and girls in conflicts; include gender specialists in the teams wherever possible; and ensure consultation with women's groups and networks.**

**Action 8**

**Ensure that all peace accords brokered by the United Nations systematically and explicitly address the consequences of the impact of armed conflict on women and girls, their**

**contributions to the peace processes and their needs and priorities in the post-conflict context.**

**Action 9**

**Ensure full involvement of women in negotiations of peace agreements at national and international levels, including through provision of training for women and women's organizations on formal peace processes.**

## V. Peacekeeping operations

37. Multidimensional peacekeeping operations may include mandates to assist in elections, monitor human rights and carry out police functions. Mandates may encompass the development of institutions to support the rule of law, the creation of State administrative structures, the establishment of mine action programmes, the repatriation of refugees and the delivery of humanitarian aid. There is great potential in multidimensional peacekeeping operations for addressing gender perspectives, especially in areas such as human rights monitoring, establishment or restructuring of institutions and police training.

38. Clear reference to gender equality issues in mandates for missions and adequate budgetary provisions can facilitate the integration of gender perspectives in all substantive activities and provide criteria to measure performance. Few mandates of peacekeeping missions make explicit reference to women and girls, or to the different impact of armed conflict or post-conflict recovery on women and girls. None have included a commitment to gender equality as part of a mission's mandate.

39. A fundamental aspect of peacekeeping operations is to establish security. Differences in men's and women's security priorities and needs, both in the home and in the public sphere, need to be identified when working to establish a safe environment. Civilian police components, in their work with new or reconstructed police forces, as well as in human rights monitoring, need to be able to address crimes committed against women and girls in a gender-sensitive manner. Public information activities of a mission should ensure that both women and men have access to information. Peacekeeping missions benefit from contacts with and access to the knowledge and expertise of local women's organizations.

40. A number of ways to enhance attention to gender perspectives in peace operations need to be addressed. A clear commitment to the promotion of gender equality throughout the entire mission is required, from the inception of its mandate to its end. This commitment must be translated into concrete actions in all areas of the mission and should be the responsibility of all mission staff, particularly senior managers. Many managers and professional staff are still uncertain about the relevant gender perspectives in their areas of work and as to how they can integrate these perspectives in different areas of peacekeeping. More systematic training of all staff on gender perspectives before and after their deployment is necessary. Gender perspectives have to be integrated into all standard operating procedures, manuals, instructions and other instruments offering guidance to peacekeeping operations.

41. Lack of appropriate tools such as guidelines and training programmes, as well as lack of financial resources, hamper attention to gender perspectives. The concrete tools being developed by the Department of Peacekeeping Operations to help mainstream gender perspectives into the daily work of all mission components should help to meet these needs.

42. Gender expertise at both Headquarters and mission levels is necessary to support top management in carrying out their responsibility for gender mainstreaming. The experience of gender units and gender advisers in missions such as the United Nations Transitional Administration in East Timor (UNTAET) (now the United Nations Mission of Support in East Timor (UNMISSET)), as well as the United Nations Interim Administration Mission in Kosovo (UNMIK), the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), the United Nations Mission in Bosnia and Herzegovina (UNMIBH), and the United Nations Mission in Sierra Leone (UNAMSIL), should provide useful insights on the mandates, location, reporting lines and resources of such units or advisers for maximum effectiveness. Gender specialists in the field do require backstopping from Headquarters. In June 2001, the Special Committee on Peacekeeping Operations recognized the need for gender expertise at Headquarters and recommended the establishment of a dedicated gender capacity for the Department of Peacekeeping Operations, for which resources have not yet been approved.<sup>5</sup>

43. A number of important efforts have been made, and some successes achieved, in incorporating gender perspectives into peacekeeping operations. These include measures taken by UNMIBH, UNMIK and UNTAET to promote gender balance in the local police forces and to work with new or restructured police forces on issues related to domestic violence and trafficking in women and girls. The missions in Kosovo and East Timor also actively supported the increased participation of women in governmental and administrative structures through training and capacity-building workshops. The Gender Affairs Unit of UNTAET facilitated the integration of gender perspectives into its programmes and policies, building capacity both within the Mission and in East Timorese society.

44. The need to increase the participation of women in all aspects of peace operations, among international and local staff, and particularly at the highest levels of decision-making, has been raised as a priority concern. I have taken a number of steps to increase the number of female staff in peace operations, although we are as yet far from the goal of 50-50 gender balance. The first female Special Representative of the Secretary-General was appointed in 1992. Now, 10 years later, there is still only one female Special Representative. There are three female Deputy Special Representatives. The Secretariat will make more determined efforts to increase the appointment of women at the Special Representative and Deputy Special Representative levels. In addition, I reiterate my appeal to Member States to provide names of qualified women candidates to serve in high-level positions. I will set concrete targets for the appointment of women as my Special Representatives and Special Envoys in order to reach the overall target of 50 per cent by 2015. I also call on Member States to act in a proactive manner by identifying women to serve in senior decision-making positions and increasing the recruitment of women as military observers, peacekeeping troops and civilian police. It should be noted, however, that promoting gender equality is not women's responsibility alone, nor will women's participation automatically lead to greater attention to women's needs and priorities in peacekeeping activities.

45. Codes of conduct establish expected standards of behaviour from United Nations staff. Because it is evident that prostitution, often combined with trafficking, increases in the context of international

interventions, further measures are needed to prevent trafficking and the sexual exploitation of women in the context of international peace operations. Violence against women and girls and trafficking cannot be tolerated. All missions have clear instructions to thoroughly investigate any allegations of sexual exploitation or assault by any peacekeeping personnel and to ensure that offenders are duly disciplined. In addition, the Department of Peacekeeping Operations is reviewing and improving its procedures on disciplinary matters and has requested missions to improve monitoring mechanisms to ensure appropriate action. I call on troop-contributing States to enhance their own efforts to ensure that such violations do not occur, to investigate and prosecute effectively cases of alleged misconduct and to set up adequate accountability mechanisms and disciplinary measures.

46. I submit the following for the attention of the Security Council:

**Action 10**

**Incorporate gender perspectives explicitly into mandates of all peacekeeping missions, including provisions to systematically address this issue in all reports to the Security Council.**

**Action 11**

**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.**

**Action 12**

**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.**

## **VI. Humanitarian operations**

47. Today's complex humanitarian operations, which often begin even prior to the cessation of hostilities,

commonly involve a large and diverse number of humanitarian and development organizations. Given the many ways in which humanitarian operations and development interventions overlap, it is critical to ensure that gender perspectives are systematically integrated into the full range of emergency operations from their initial stages.

48. Many of the experiences and needs of women and girls in armed conflict continue on during humanitarian and emergency situations. The specific protection needs of women and girls have to be identified and addressed in the delivery of humanitarian aid, including through the promotion of access to vulnerable populations and the separation of civilians and armed elements.

49. Pressure to design programmes rapidly should not lead to a neglect of gender perspectives. It is critical that the needs and priorities of women and girls are given attention in initial surveys, appraisals and assessment missions so that they are fully incorporated into the policy frameworks, strategies and programming processes that guide the choice of activities and resource allocations in humanitarian phases. Women should be actively involved in needs assessments and the distribution of aid.

50. An understanding of the vulnerability of women and girls in camps, particularly where there is a proliferation of weapons, should inform all management and operational decisions and should lead to the establishment of adequate protection mechanisms. Protection from and prevention of violence, including gender-based and sexual violence, requires practical steps. Women and girls face the risk of violence when camps are poorly designed and security inside and outside of camps is inadequate. The presence of military forces and crossfire near camps poses additional risks. Refugee and internally displaced women and girls also face the risk of violence at the hands of those who are in a position to facilitate their passage, determine their refugee status or issue their identity cards, as well as during forced return to their homes. Women may be forced to engage in prostitution in exchange for food or other essential goods and services.

51. Effective distribution of relief and of other benefits requires awareness of the experiences and needs of women and girls in a given crisis. Women should be fully involved in the management of refugee



camps, including in decision-making. Particular attention has to be paid to the manner in which refugees and displaced persons are registered so that women are not excluded from direct access to basic goods and services, from social and economic programmes or from decision-making opportunities. Gender issues in relation to livelihoods, food security and health in post-conflict situations require adequate responses. Based on the principles of non-discrimination and equality between women and men, United Nations entities and other organizations must counter any resistance to providing relief or work opportunities to women and girls.

52. Entities providing humanitarian assistance, especially those that are members of the Inter-Agency Standing Committee, have developed many constructive policies, strategies and guidelines to ensure that gender perspectives and the needs of women are consistently addressed by all staff involved in humanitarian operations. The challenge is to ensure that these methods and tools are fully utilized. All categories of staff require adequate and appropriate training, and the recruitment of women for humanitarian operations should be increased. Recent reports of sexual abuse of refugees by humanitarian workers in West Africa have demonstrated that more specific and more strictly enforced codes of conduct and disciplinary measures are necessary. The Office of Internal Oversight Services has conducted an investigation of these allegations and will present a report on its findings to the General Assembly. I welcome the Inter-Agency Standing Committee's plan of action on sexual exploitation and abuse in humanitarian crises as a positive initiative of the United Nations system and call upon all Committee members and others concerned to ensure its swift implementation.

53. I submit the following for the attention of the Security Council:

#### **Action 13**

**Urge parties to conflict to ensure that agencies of the United Nations and other international organizations, regional organizations and NGOs have safe and unhindered access to populations in need, especially women and girls.**

#### **Action 14**

**Increase the participation of women and girls, fully utilize their capacities and give attention to their needs and priorities in the initial stages of programming and service delivery in humanitarian crises in order to optimize the benefits for women and girls.**

## **VII. Reconstruction and rehabilitation**

54. Sustainable and durable peace requires the participation of women and girls, as well as the integration of gender perspectives in all reconstruction processes to ensure the creation of more equitable and sustainable societies. Reconstruction efforts must be based on human rights principles, including non-discrimination, to ensure that inequalities and discrimination that existed prior to conflict, which may have deepened during conflict, are not perpetuated or exacerbated.

55. Constitutional reform processes provide opportunities for codifying principles of non-discrimination and equality on the basis of sex. Legislative reform should repeal discriminatory provisions in areas such as nationality, property rights, and inheritance, as well as address violence against women. Gender-sensitivity of courts, which is important to remove any possible bias, requires awareness-raising and training. Ensuring justice for victims of gender-based violations of international humanitarian and human rights law is a critical aspect of reconstruction. Where truth and reconciliation commissions are established, equitable access and gender-sensitive procedures must be assured.

56. The creation of electoral systems should guarantee free and fair elections and universal suffrage. Special measures, including quota and training for women as voters and candidates, may be needed to ensure that women can exercise these rights and that their equitable representation in elected office can be increased. While women may have successfully organized during conflict, additional support, including financial support, may be necessary to ensure their continuing active participation in civil society organizations and public life once conflict is ended.

57. Economic reconstruction must be informed by an understanding of the challenges women and girls face in accessing employment in both the formal and

informal sectors, as well as in areas of agricultural production and food security, particularly in regions where women are the principal food producers. The needs and priorities of women as well as men should be taken into account in economic policy reform. Microcredit should not be seen as a panacea for increasing women's access to economic resources and incorporating gender perspectives in economic development. Women should be fully represented in economic decision-making.

58. Social reconstruction includes the reconstruction of damaged or destroyed social sectors, notably health care, education and social service institutions, and involves a long-term process of social healing and reintegration. The severe disruption of social networks caused by armed conflict contributes to growing numbers of marginalized groups, including war widows, child-headed households, orphans, the disabled and former child soldiers. Addressing the needs and priorities of women and girls should be an integral part in the design and implementation of social healing processes. The problems women and girls have faced in conflict and displacement, in particular with regard to human rights, reproductive health, domestic violence and trafficking, must be directly addressed.

59. Effective progress in promoting gender equality in reconstruction processes is hampered by under-resourcing and marginalization of targeted interventions for women as well as by the lack of systematic attention to gender perspectives in all mainstream policies, strategies and activities. The extent to which gender perspectives are factored into the design and implementation of programmes on the ground in all areas of reconstruction needs to be more systematically monitored, evaluated and documented.

60. Member States, United Nations entities and civil society organizations play a critical role in reconstruction processes. I call upon all actors involved in reconstruction processes to:

**Action 15**

**Develop clear strategies and action plans (with targets and timetables) on the incorporation of gender perspectives in rehabilitation and reconstruction programmes, including monitoring mechanisms, and incorporate explicit attention to the situation of women and girls in needs assessments, initial appraisals and**

**implementation plans for all sectors; and also develop targeted activities, with adequate resources, focused on specific constraints facing women and girls.**

**Action 16**

**Ensure that, in efforts to secure local ownership for reconstruction processes, women's groups and networks are actively involved, particularly at decision-making levels.**

**Action 17**

**Identify and address social and legal barriers to education and employment for women and girls, through both mainstream and targeted interventions.**

**Action 18**

**Ensure that attention to gender perspectives in economic reconstruction entails analysis of economic policy-making and planning from a gender perspective, as well as the increased participation of women in economic decision-making; and incorporate gender perspectives into all support for national budget processes, in line with the outcome of the International Conference on Financing for Development (2002).**

## **VIII. Disarmament, demobilization and reintegration**

61. Disarmament, demobilization and reintegration processes are integral components of the peace process and post-conflict activities, which are increasingly incorporated in formal peace accords. One of the most important goals of disarmament relates to the collection, safe storage and destruction of armaments and ammunition following conflicts, along with the demobilization of combatants and their reintegration into society. In recent years, national governments and regional and international organizations have been involved in disarmament activities, some of which entail the provision of various material incentives, such as community development assistance, to encourage the surrender of weapons. Such disarmament activities are of great importance to women and girls because of the heightened threat to their personal security owing

to the proliferation of weapons in post-conflict situations. For this reason, women and girls are often actively involved in weapons collections programmes.

62. Successful disarmament, demobilization and reintegration initiatives are based on an understanding that combatants are not only men, but also women, girls and boys. Initiatives that target only males above the age of 18, who fit the international definition of soldiers, fail to identify the needs and priorities of women and girl combatants. If women and girl combatants are not registered in disarmament, demobilization and reintegration programmes they cannot access the different forms of assistance provided.

63. A limited notion of combatants also restricts the chances that those women and children who, willingly or unwillingly, supported the fighters as “camp-followers” will be able to access assistance through these programmes. The status and situation of women and girls used as domestic servants and sexual slaves needs to be explicitly addressed, including, in particular, the effects of sexual and other forms of abuse and resulting trauma.

64. Even where women and girls have not been actively involved in armed conflict it is important to take into account its disruptive impact on family structures and relations and to be aware of the problems both demobilized combatants and their families and communities may encounter in reintegration processes. The risks of increased domestic violence have to be taken into account and strategies developed to address this problem.

65. I call upon all Member States, United Nations entities and civil society organizations involved in the disarmament, demobilization and reintegration processes to:

**Action 19**

**Incorporate the needs and priorities of women and girls as ex-combatants, “camp-followers” and families of ex-combatants in the design and implementation of disarmament, demobilization and reintegration programmes, including the design of camps, the distribution of benefits and access to basic resources and services, such as food, water, health care and counselling, in order to ensure the success of such programmes**

**and the participation and full access to benefits for women and girls.**

**Action 20**

**Increase the number of programmes for child soldiers, fully incorporate attention to the specific situation and needs of girl soldiers and identify means to support child soldiers, including girls, who do not enter disarmament, demobilization and reintegration programmes.**

**Action 21**

**Recognize the impact of armed conflict and displacement on family relations and develop awareness of the risk of increased domestic violence, especially in the families of ex-combatants; and develop programmes on the prevention of domestic violence, targeting families and communities, and especially male ex-combatants.**

## **IX. Concluding observations**

66. Security Council resolution 1325 (2000) has galvanized the Member States, the United Nations system and civil society, including at the grass-roots level. The suffering of women and girls during armed conflict and its aftermath has been widely documented. Women’s contributions to peacemaking and peace-building are still less recognized and utilized. During the last two years, the Security Council has increasingly focused its attention on the situation of women and girls in armed conflict. However, these issues are often discussed as a separate item rather than being integrated into the Council’s deliberations. In order to effectively respond to the needs and priorities of women and girls during armed conflict, gender perspectives have to be systematically integrated into all peace-building, peacekeeping and peacemaking efforts and during humanitarian operations and reconstruction processes.

67. International law and existing strategies and guidelines within United Nations entities provide a strong framework for addressing gender perspectives within the context of armed conflict and its aftermath. Despite positive efforts undertaken, gender perspectives are still not systematically incorporated into all activities related to peace and security. Much

remains to be done to ensure that the existing frameworks and the recommendations in Security Council resolution 1325 (2000) are fully implemented. Challenges to fully utilizing women's contributions across the wide range of activities relevant to peace and security persist at many levels.

68. We can no longer afford to minimize or ignore the contributions of women and girls to all stages of conflict resolution, peacemaking, peace-building, peacekeeping and the reconstruction processes. Sustainable peace will not be achieved without the full and equal participation of women and men. It is my hope that the Security Council, Member States, the United Nations system, NGOs, civil society and others will take further decisive action to ensure the participation of women and girls and fully incorporate their concerns into all our efforts to promote peace and security.

*Notes*

<sup>1</sup> See A/55/163-S/2000/712, A/56/342-S/2001/852, S/1999/957, S/2001/331 and A/55/985-S/2001/574 and Corr.1.

<sup>2</sup> *Prosecutor v. Delalic and Others*, Case No. IT-96-21, Judgement (16 November 1998).

<sup>3</sup> *Prosecutor v. Akayesu*, Case No. ICTR-96-4, Judgement (2 September 1998).

<sup>4</sup> A/55/985-S/2002/574 and Corr.1.

<sup>5</sup> Recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations (A/55/977), annex C.

## **Anlage IV**





## Security Council

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### Statement by the President of the Security Council

At the 4641st meeting of the Security Council, held on 31 October 2002 in connection with the 2nd anniversary of the Security Council's adoption of its resolution 1325 (2000) of 31 October 2000 on the item entitled "Women, Peace and Security", the President of the Security Council made the following statement on behalf of the Council:

"The Security Council reaffirms its commitment to the continuing and full implementation of resolution 1325 (2000), and welcomes the increasing focus over the last two years on the situation of women and girls in armed conflict, and recalls the Statement by its President of 31 October 2001 (S/PRST/2001/31) and the meetings held on 25 July 2002 and 28 October 2002 as expressions of that commitment.

"The Security Council welcomes the Report of the Secretary-General on women, peace and security (S/2002/1154) and expresses its intention to study the recommendations contained therein. The Council also welcomes the efforts of the United Nations system, Member States, civil society and other relevant actors, to promote equal participation of women in peace and security.

"The Security Council remains concerned about the slow progress in the appointment of women as special representatives and envoys of the Secretary-General, and urges the Secretary-General to increase the number of women serving as high-level representatives to achieve the overall goal of gender balance. The Council also urges Member States to continue to provide candidates to the Secretary-General for inclusion in a database.

"The Security Council, reaffirming the importance of gender mainstreaming in peacekeeping operations and post-conflict reconstruction, undertakes to integrate gender perspectives into the mandates of all peacekeeping missions, and reiterates its request to the Secretary-General to ensure that all reports submitted to the Security Council in accordance with such mandates systematically address gender perspectives. The Council also requests the Secretary-General to provide systematic training of all staff in peacekeeping operations on gender perspectives, and to integrate gender perspectives into all standard operating procedures, manuals and other guidance materials for peacekeeping operations.

"The Security Council considers that the appointment of gender advisers at sufficiently senior levels at Headquarters is necessary. The Council notes



that some progress has been made in gender mainstreaming at mission level, specifically through the establishment of gender units and gender advisers, but that more remains to be done in order to ensure that gender mainstreaming in peacekeeping operations and post-conflict reconstruction is thorough and effective, and applied systematically.

“The Security Council undertakes to integrate gender perspectives into the terms of reference of its visits and Missions to countries and regions in conflict. To that end, the Council requests the Secretary-General to establish a database of gender specialists as well as women’s groups and networks in countries and regions in conflict, and to include gender specialists in the teams where relevant.

“The Security Council recognizes the vital role of women in promoting peace, particularly in preserving social order and educating for peace. The Council encourages its Member States and the Secretary-General to establish regular contacts with local women’s group and networks in order to utilize their knowledge of both the impact of armed conflict on women and girls, including as victims and ex-combatants, and of peacekeeping operations, to ensure that those groups are actively involved in reconstruction processes, particularly at decision-making levels.

“The Security Council, recalling its resolutions 1265 (1999), 1296 (2000), 1324 (2000) and 1379 (2001), encourages Member States, the entities of the United Nations system, civil society and other relevant actors, to develop clear strategies and action plans with goals and timetables, on the integration of gender perspectives in humanitarian operations, rehabilitation and reconstruction programmes, including monitoring mechanisms, and also to develop targeted activities, focused on the specific constraints facing women and girls in post-conflict situations, such as their lack of land and property rights and access to and control over economic resources.

“The Security Council deplores the continuing occurrence of sexual exploitation, including trafficking, of women and girls in the context of peacekeeping operations and humanitarian activities, and calls for the further development and full implementation of codes of conduct and of disciplinary procedures to prevent such exploitation. The Council encourages all actors, in particular troop-contributing countries, to enhance monitoring mechanisms, and to investigate and prosecute effectively cases of alleged misconduct.

“The Security Council condemns all violations of the human rights of women and girls in situations of armed conflict, and the use of sexual violence, including as a strategic and tactical weapon of war, which, inter alia, places women and girls at increased risk of contracting sexually-transmitted infections and HIV/AIDS.

“The Security Council decides to remain actively seized of this matter and requests the Secretary-General to prepare a follow-up report on the full implementation of resolution 1325 to be presented to the Security Council in October 2004.”



# **Anlage V**



gender equality and the full enjoyment of all human rights by women, including in relation to HIV/AIDS and violence against women;

(w) Develop and use statistics to support and/or carry out research, inter alia, on the cultural, social and economic conditions that influence the attitudes and behaviour of men and boys towards women and girls, their awareness of gender inequalities and their involvement in promoting gender equality;

(x) Carry out research on the views of men and boys on gender equality and their perceptions of their roles, through which further programmes and policies can be developed, identify and widely disseminate good practices, and assess the impact of efforts undertaken to engage men and boys in achieving gender equality;

(y) Promote and encourage the representation of men in institutional mechanisms for the advancement of women;

(z) Encourage men and boys to support the equal participation of women in conflict prevention, management and resolution and in post-conflict peace-building;

7. The Commission urges all entities within the United Nations system to take into account the recommendations contained in the present agreed conclusions and to disseminate the agreed conclusions widely.

*47th plenary meeting  
21 July 2004*

## **2004/12**

### **Agreed conclusions of the Commission on the Status of Women on women's equal participation in conflict prevention, management and resolution and in post-conflict peace-building**

*The Economic and Social Council,*

*Endorses* the following agreed conclusions adopted by the Commission on the Status of Women at its forty-eighth session with respect to women's equal participation in conflict prevention, management and resolution and in post-conflict peace-building:

1. The Commission on the Status of Women recalls and reiterates the strategic objectives and actions of the Beijing Declaration<sup>52</sup> and Platform for Action,<sup>53</sup> the outcome document of the twenty-third special session of the General Assembly, entitled "Gender equality, development and peace for the twenty-first century",<sup>54</sup> and its agreed conclusions on women and armed conflict adopted at its forty-second session in 1998. It also recalls the Convention on the Elimination of All Forms of Discrimination against Women,<sup>55</sup> Security Council resolution 1325 (2000) on women, peace and security and all relevant resolutions of the General Assembly, including resolution 58/142 of 22 December 2003 on women and political participation.

<sup>52</sup> *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex I.

<sup>53</sup> *Ibid.*, annex II.

<sup>54</sup> General Assembly resolution S-23/3, annex.

<sup>55</sup> General Assembly resolution 34/180, annex.

2. The Commission calls for the full respect of international human rights law and international humanitarian law, including the four Geneva Conventions of 1949,<sup>56</sup> in particular the Fourth Geneva Convention relative to the Protection of Civilian Persons in Time of War.

3. The Commission calls for the promotion and protection of the full enjoyment of all human rights and fundamental freedoms by women and girls at all times, including during conflict prevention, conflict management and conflict resolution and in post-conflict peace-building. It further calls for protection and security for women and girls under threat of violence and their freedom of movement and participation in social, political and economic activities.

4. The Commission recognizes that the root causes of armed conflict are multidimensional in nature and thus require a comprehensive and integrated approach to the prevention of armed conflict.

5. International cooperation based on the principles of the Charter of the United Nations enhances women's full and equal participation in conflict prevention, conflict management and conflict resolution and in post-conflict peace-building and contributes to the promotion of sustainable and durable peace.

6. To achieve sustainable and durable peace, the full and equal participation of women and girls and the integration of gender perspectives in all aspects of conflict prevention, management and resolution and in post-conflict peace-building is essential. Yet women continue to be underrepresented in the processes, institutions and mechanisms dealing with these areas. Further effort is therefore needed to promote gender equality and ensure women's equal participation at all levels of decision-making in all relevant institutions. Further effort, including consideration of adequate resourcing, is also needed to build and consolidate the capacity of women and women's groups to participate fully in these processes, as well as to promote understanding of the essential role of women. In this regard, the international community should use lessons learned from actual experience to identify and overcome barriers to women's equal participation.

7. The Commission recognizes that while both men and women suffer from the consequences of armed conflict, there is a differential impact on women and girls, who are often subject to, and affected by, particular forms of violence and deprivation. The Commission calls for measures to prevent gender-based violence, including sexual violence against women and girls, as well as trafficking in human beings, especially trafficking in women and girls, arising from armed conflict and in post-conflict situations and to prosecute perpetrators of such crimes.

8. The Commission encourages the collection and dissemination of sex-disaggregated data and information for planning, evaluation and analysis in order to promote the mainstreaming of a gender perspective into conflict prevention, management and resolution and in post-conflict peace-building.

9. Peace agreements provide a vehicle for the promotion of gender equality and the participation of women in post-conflict situations. Significant opportunities for women's participation arise in the preparatory phase leading up to a peace agreement. The content of a peace agreement likewise offers significant scope for ensuring that the rights, concerns and priorities of women and girls are fully

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<sup>56</sup> United Nations, *Treaty Series*, vol. 75, Nos. 970-973.

addressed. Finally, once a peace agreement has been concluded, its implementation should be pursued with explicit attention to women's full and equal participation and the goal of gender equality.

10. Women's full and equal participation and the integration of gender perspectives are crucial to democratic electoral processes in post-conflict situations. A gender-sensitive constitutional and legal framework, especially electoral laws and regulations, is necessary to ensure that women can fully participate in such processes. Political parties can play a crucial role in promoting women's equal participation. Steps are also necessary to ensure that women participate fully in, and that a gender perspective is incorporated throughout, the design and implementation of voter and civic education programmes and in election administration and observation.

11. Governments in particular, as well as the United Nations system, especially those United Nations entities having a mandate with regard to peace and security, and other relevant international, regional and national actors, including civil society, have a responsibility for advancing gender equality and ensuring women's full and equal participation in all aspects of peace processes and in post-conflict peace-building, reconstruction, rehabilitation and reconciliation, where they are participants in these processes.

12. In regard to conflict prevention, the Commission on the Status of Women calls on Governments, as well as all other relevant participants in these processes:

(a) To improve the collection, analysis and inclusion of information on women and gender issues as part of conflict prevention and early warning efforts;

(b) To ensure better collaboration and coordination between efforts to promote gender equality and efforts aimed at conflict prevention;

(c) To support capacity-building, especially for civil society, in particular for women's organizations, in order to increase community commitment to conflict prevention;

(d) To continue to make resources available nationally and internationally for the prevention of conflict and ensure women's participation in the elaboration and implementation of strategies for preventing conflict.

13. In regard to peace processes, the Commission on the Status of Women calls on Governments, as well as all other relevant participants in these processes:

(a) To promote women's full, equal and effective participation as actors in all peace processes, in particular negotiation, mediation and facilitation;

(b) To ensure that peace agreements address, from a gender perspective, the full range of security aspects, including legal, political, social, economic and physical, and also address the specific needs and priorities of women and girls;

(c) To ensure, in the implementation phase of a peace agreement, that all provisions concerning gender equality and the participation of women are fully complied with and that all provisions of the peace agreement, including those concerning demobilization, disarmament, reintegration and rehabilitation, are implemented in a manner that promotes gender equality and ensures women's full and equal participation;

(d) To promote women's full and equal access to public information relative to peace processes;

(e) To review, on a regular basis, their contributions to the promotion of gender equality and the full and equal participation of women, and to fulfil their monitoring, accountability and reporting obligations in the implementation of peace agreements;

(f) With regard to gender mainstreaming, to ensure and support the full participation of women at all levels of decision-making and implementation in development activities and peace processes, including conflict prevention and resolution, post-conflict reconstruction, peace-making, peacekeeping and peace-building and, in this regard, support the involvement of women's organizations, community-based organizations and non-governmental organizations;

(g) To develop and strengthen the provision of gender advisory capacity and gender sensitive training programmes for all staff in missions relating to armed conflicts.

In this regard, the Commission takes note of the report of the Secretary-General.<sup>57</sup>

14. In regard to post-conflict peace-building, the Commission on the Status of Women calls on Governments, as well as all other relevant participants in these processes,

Concerning elections:

(a) To ensure equal access of women in all stages of the electoral process and to consider the adoption of measures for increasing women's participation in elections through, inter alia, individual voter registration, temporary gender-specific positive actions and access to information, representation on bodies administering elections and as election monitors and observers, as well as encouraging political parties to involve women fully and equally in all aspects of their operations;

(b) To ensure equal access for women to voter and civic education, to provide women candidates with full support, training and financial resources and to eliminate discriminatory practices hampering women's participation either as voters or candidates.

Concerning reconstruction and rehabilitation:

(a) To ensure the full participation of women on an equal basis in the reconstruction and rehabilitation process;

(b) To ensure the equal access of women to social services, in particular in the areas of health and education, and, in this regard, to promote the provision of adequate health care and health services, assistance for women and girls in conflict and post-conflict situations and counselling for post-conflict trauma;

(c) To facilitate equal employment opportunities for women to achieve economic empowerment.

15. The realization and the achievement of the goals of gender equality, development and peace need to be supported by the allocation of the necessary human, financial and material resources for specific and targeted activities to ensure

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<sup>57</sup> E/CN.6/2004/10.

gender equality at the local, national, regional and international levels, as well as by enhanced and increased international cooperation.

16. The Commission on the Status of Women requests the Secretary-General to disseminate the present agreed conclusions widely, including to the high-level panel on global security threats and reform of the international system.

*47th plenary meeting  
21 July 2004*

## **2004/13 Celebration of the tenth anniversary of the International Year of the Family and beyond**

*The Economic and Social Council,*

*Recommends* to the General Assembly the adoption of the following draft resolution:

*“The General Assembly,*

*“Recalling* its resolutions 44/82 of 8 December 1989, 45/133 of 14 December 1990, 46/92 of 16 December 1991, 47/237 of 20 September 1993, 50/142 of 21 December 1995, 52/81 of 12 December 1997, 54/124 of 17 December 1999, 56/113 of 19 December 2001, 57/164 of 18 December 2002 and 58/15 of 3 December 2003 concerning the proclamation of, preparations for and observance of the International Year of the Family in 1994 and its tenth anniversary in 2004,

*“Recalling also* that relevant United Nations instruments on human rights as well as relevant global plans and programmes of action call for the widest possible protection and assistance to be accorded to the family, bearing in mind that in different cultural, political and social systems various forms of the family exist,

*“Recalling further* that the family is the basic unit of society and, as such, should be strengthened, and that it is entitled to receive comprehensive protection and support,

*“Noting* that the family-related provisions of the outcomes of the major United Nations conferences and summits of the 1990s and their follow-up processes continue to provide policy guidance on ways to strengthen family-centred components of policies and programmes as part of an integrated comprehensive approach to development,

*“Recognizing* that the preparations for and observance of the tenth anniversary of the International Year of the Family provided a useful opportunity for drawing further attention to the objectives of the Year for increasing cooperation at all levels on family issues,

*“Also recognizing* the commendable efforts made by Governments at the local and national levels in carrying out specific programmes concerning families,

# **Anlage VI**





**Bundesregierung der  
Bundesrepublik Deutschland**

**Umsetzung der Sicherheitsrats-Resolution  
1325 (2000)**

**Informationen der Bundesregierung  
der Bunderepublik Deutschland**

**(Juli 2004)**

# **Bericht der Bundesregierung an den Generalsekretär der Vereinten Nationen zur Umsetzung von SR-Resolution 1325**

Stand Juli 2004

## **Vorbemerkung:**

Der vorliegende Bericht der Bundesregierung zur Umsetzung der Sicherheitsratsresolution 1325 zu Frauen, Frieden, Sicherheit gründet sich auf die VN-Note OSAGI/04/WPS vom 7. April 2004. Darin wird auf das presidential statement (PRST/2002/32) vom 31. Oktober 2002 und die Berichtsaufforderung an den VN-Generalsekretär verwiesen sowie darum gebeten, dem VN-GS Informationen zur Verfügung zu stellen über die Umsetzung der Resolution.

Deutschland misst der Sicherheitsratsresolution 1325 als Mitglied der Gruppe "friends of the resolution 1325" und als nichtständiges Sicherheitsratsmitglied besondere Bedeutung zu.

Der Berichtszeitraum umfasst die Jahre 2002 und 2003. Der Bericht erhebt keinen Anspruch auf Vollständigkeit, sondern soll einen Überblick über deutsche Projekte und Maßnahmen geben, die die Umsetzung der einzelnen Forderungen der Resolution 1325 betreffen.

## **Genderperspektive in friedenserhaltenden Maßnahmen**

*Pp8 in Anerkennung der dringenden Notwendigkeit, in alle Bereiche von Friedenssicherungseinsätzen eine Geschlechterperspektive zu integrieren, und in diesem Zusammenhang Kenntnis nehmend von der Windhuk-Erklärung und dem Aktionsplan von Namibia zur Integration einer Geschlechterperspektive in mehrdimensionale Friedensunterstützungsmissionen (S/2000/693).*

"Gender Mainstreaming" ist im Jahr 2000 als Leitprinzip in die "Gemeinsame Geschäftsordnung" der Bundesregierung (GGO) aufgenommen worden. Auch die Bundeswehr ist, besonders nach der Öffnung aller Bereiche der Streitkräfte für den freiwilligen Dienst von Frauen, den Zielen der "Gender-Mainstreaming-Strategie" verpflichtet.

Derzeit setzt die Bundeswehr die "Gender-Mainstreaming-Forderungen" mit einem Multiplikatorenbildungsprogramm "Partnerschaftlich handeln" an allen Schulen der Streitkräfte um. Das Ausbildungsprogramm ist in enger Zusammenarbeit mit der Bundeszentrale für ge-

sundheitliche Aufklärung entwickelt worden und wird mit Trainern von "PRO FAMILIA" vermittelt. Mit den fünf Themenschwerpunkten "Männer und Frauen in der Bundeswehr", "Diskriminierung, Mobbing, sexuelle Belästigung", "Partnerschaftliches Verhalten", "Vereinbarkeit von Familie und Beruf" sowie "Kommunikatives Verhalten" wurde ein Sozialprozess initiiert, der "Gender-Mainstreaming" Rechnung trägt und damit wesentlich zur Verhaltenssicherheit im Umgang mit dem jeweils anderen Geschlecht beiträgt.

### **Frauenanteil in Entscheidungsgremien (national, regional, international)**

Op1 *fordert* die Mitgliedstaaten *nachdrücklich auf*, dafür zu sorgen, dass **Frauen** in den nationalen, regionalen und internationalen Institutionen und Mechanismen zur Verhütung, Bewältigung und Beilegung von Konflikten **auf allen Entscheidungsebenen stärker vertreten sind**;

#### national:

Die Verpflichtung der Bundesregierung zur Umsetzung einer effektiven Gleichstellungspolitik ergibt sich aus Art 3 Abs. 2 GG. Mit Kabinettsbeschluss vom 23. Juni 1999 erkannte die Bundesregierung die Gleichstellung von Frauen und Männern als durchgängiges Leitprinzip ihres Handelns im Sinne von Gender Mainstreaming an. Entsprechend wurde Gender Mainstreaming im Jahr 2000 in die Gemeinsame Geschäftsordnung der Bundesregierung aufgenommen.

Im Oktober 2003 wurde das GenderKompetenzZentrum eröffnet, das die Einführung des Gender Mainstreaming in alle Bereiche der Gesellschaft, Wirtschaft, Politik und Verwaltung unterstützen wird. Es soll beraten, Forschung auswerten, Wissen bündeln sowie Drehscheibe zu Expertinnen und Experten sein.

Durch das Gesetz zur Gleichstellung von Frauen und Männern in der Bundesverwaltung und in den Gerichten des Bundes (Bundesgleichstellungsgesetz – BgleiG), das am 05. Dezember 2001 in Kraft trat, wurde ein grundlegendes Instrument zur Gleichstellung von Frauen und Männern in der öffentlichen Verwaltung geschaffen. Es fördert mit effektiven Regelungen die Gleichstellung von Frauen im öffentlichen Dienst und stärkt auch die Rechte der Gleichstellungsbeauftragten.

Der Anteil der Frauen im Deutschen Bundestag ist in den letzten Jahren kontinuierlich gestiegen und liegt nunmehr bei 32,8%.

Der Anteil der weiblichen Mitglieder der Bundesregierung ist mit sechs Ministerinnen im Vergleich zur 14. Legislaturperiode konstant geblieben.

In den letzten Jahren haben die Parteien darüber hinaus vermehrt Maßnahmen zur Erhöhung des Frauenanteils getroffen, um die Gleichstellung der Frau in den eigenen Organisationen zu fördern.

Im September 2004 wird Staatsministerin Müller (Ausw. Amt) als Schirmherrin der vom Deutschen Frauenrat, dem Dachverband der deutschen Frauenorganisationen, veranstalteten Konferenz im Auswärtigen Amt, mit Teilnehmerinnen und Teilnehmern aus Staaten der Europäischen Union sowie Mittel- und Osteuropas zum Thema "Geschlecht und Demokratie" diskutieren. Die Konferenz wird möglich durch die Förderung der Bundesregierung.

Die Gleichstellung von Frauen und Männern in der Privatwirtschaft wird durch verschiedene Maßnahmen wie z.B. die Einrichtung einer Nationalen Antidiskriminierungsstelle gemäß den Vorgaben der EU-Richtlinie 2002/73, die Umsetzung der Vereinbarung mit den Spitzenverbänden der deutschen Wirtschaft, die Förderung des Vereins Total E-Quality, die Entwicklung eines verbesserten Monitorings von Frauen in Führungspositionen, die Einrichtung eines Bundesfrauenportals im Internet sowie die für 2004 geplante EU-Konferenz „Towards Power - Frauen in Entscheidungspositionen in der Wirtschaft“ weiter vorangetrieben.

Den Frauenanteil in den Einsatzkontingenten der Bundeswehr zu erhöhen, wird erst im Laufe der nächsten Jahre möglich sein. Dadurch, dass erst im Jahre 2001 alle Laufbahnen in den Streitkräften für Frauen geöffnet wurden, sind Frauen bisher nur in den unteren Dienstgradgruppen stark repräsentiert bzw. noch in der Ausbildung. Angesichts der guten Bewerberlage wird prognostiziert, dass der Frauenanteil in den deutschen Streitkräften mittelfristig auf 7 bis 8 % steigen wird. Dann wird sich auch die Anzahl der Soldatinnen im Einsatz erhöhen können. Zur Zeit sind rund 250 Soldatinnen in den Einsatzkontingenten eingesetzt. Dies entspricht - bezogen auf den Gesamtumfang der Kontingente - einem Anteil von 3,2 %. Der Anteil von Frauen - bezogen auf Zeit- und Berufssoldaten in der Bundeswehr - beträgt aktuell 3 %.

### Regional:

Der einstimmig beschliessende NATO-Rat hat am 19.11.2003 Leitlinien für die Sicherstellung der Chancengleichheit bei den Mitarbeitern des Internationalen Stabes/Internationalen Militärstabes der NATO angenommen. Darin ist festgelegt, daß die Personalauswahl und die Entscheidung über den beruflichen Aufstieg auf der Grundlage objektiver und relevanter Kriterien vorzunehmen sind, so dass jeder Diskriminierung vorgebeugt ist. In der Verfolgung des Ziels der Geschlechtergerechtigkeit wurde ein Aktionsplan aufgestellt. Er zielt auf eine Erhöhung der Attraktivität der NATO-Stellenausschreibungen für Bewerberinnen ab, sieht regelmäßige Erhebungen über den Stand der Geschlechterausgewogenheit zur Kenntnisnahme durch das NATO-Führungspersonal vor und fordert eine kontinuierliche Steigerung des Bewußtseins der Bedeutung dieser Aspekte unter den Bediensteten. Es wurde Einvernehmen über ein förmliches Beschwerdeverfahren erzielt.

Die Bundesregierung unterstützt im Rahmen der laufenden Überarbeitung des "OSCE Gender Action Plan" die Strategie der OSZE zur Umsetzung der SR-Resolution 1325.

Im Hinblick auf das darin genannte Ziel, dafür zu sorgen, dass mehr Frauen in nationalen und internationalen Einrichtungen und Mechanismen zur Verhütung, Bewältigung und Beilegung von Konflikten vertreten sind, gewährleistet Deutschland, dass alle Bemühungen unternommen werden, dieses Ziel zu erreichen, indem sichergestellt wird, dass immer mehr Frauen in

- (1) nationalen Einrichtungen zur Ausbildung und Rekrutierung zivilen Personals für internationale Friedenssicherung und
- (2) Missionen zur Beilegung von Konflikten sowie deutschen Kontingenten für solche Operationen

vertreten sind.

Zwei Drittel des Personals des Zentrums für Internationale Friedenseinsätze (ZIF), das für die Ausbildung und Rekrutierung für internationale Missionen zuständig ist, sind Frauen. Genderaspekte werden bei der Gestaltung der Ausbildungsmodule konsequent berücksichtigt. Dies schließt insbesondere auch eine Beachtung der Rolle der Frauen bei der Lösung von Konflikten mit ein, was von besonderer Bedeutung für zu Feldmissionen entsandtes Personal ist. Die Teilnehmer an den Ausbildungskursen sind zu 45 % Frauen.

Deutschland zielt darüber hinaus darauf ab, sicherzustellen, dass Frauen beim deutschen Personal der OSZE-Missionen und -Institutionen gleichberechtigt vertreten sind. Der derzeitige Frauenanteil am deutschen OSZE-Personal liegt nahe 45 %.

In der großen Mehrheit der Fälle werden die Bewerbungen auf jene offenen Stellen der OSZE eingereicht, in denen das Personal mit genderbezogenen Entscheidungen zu tun hat, die die Arbeit der jeweiligen Mission oder Institution im Rahmen ihres Mandats oder ihrer internen Arbeitsabläufe betreffen.

Weibliches Personal aus Deutschland besetzt folgende Positionen in der OSZE, die einen beträchtlichen Einfluss auf Genderfragen bei Aktivitäten der Konfliktverhütung oder Konfliktnachsorge haben, z.B.:

- Experte im Bereich Menschenhandel im Büro für demokratische Institutionen und Menschenrechte (ODIHR) in Warschau;
- Leitender Berater des Direktors des ODIHR;
- Leiter der Demokratisierungsabteilung, OSZE-Mission in Serbien und Montenegro;
- Akademischer Direktor der OSZE-Akademie (Zentralasiatische Sicherheitsstudien) in Bischkek, Kirgisistan;
- Beauftragter für die menschliche Dimension, OSZE-Zentrum in Taschkent, Usbekistan.

### International

Deutschland setzt sich als nichtständiges Mitglied im Sicherheitsrat der Vereinten Nationen 2003/2004 für Genderaspekte in allen relevanten SR-Resolutionen ein.

So hat sich Deutschland zum Beispiel kürzlich bei der Erarbeitung des "Statement of the President of the Security Council" zu Peacekeeping-Operationen im Mai 2004 für die Aufnahme eines Paragraphen zu 1325 eingesetzt (S/PRST/2004/16 "The Security Council further recognizes the importance of a gender perspective, including gender training for peacekeepers, in Peacekeeping Operations, in accordance with Security Council Resolution 1325 (2000) and the importance of protection of children in armed conflict in accordance with Security Council Resolution 1379 (2001)."

Deutschland ist ausserdem Mitglied der informellen "Freundesgruppe der SR-Resolution 1325" und nützt die Treffen zum Informationsaustausch.

Deutschland veranstaltete gemeinsam mit dem VN Hochkommissariat für Menschenrechte am Rande der diesjährigen Menschenrechtskommission (MRK 2004) eine Diskussionsveranstaltung zum Thema "Affirmative Action and SC Res. 1325: CEDAW General Recommendation 25 and Women's Participation in conflict prevention and resolution", an der auch Carolyn Hannan, Direktorin der Division for the Advancement of Women (DAW), teilgenommen hat.

Die Förderung der gleichberechtigten Beteiligung von Frauen und Männern an Entwicklungsprozessen ist in die gesamten Abläufe und Planungsmethoden der deutschen Entwicklungszusammenarbeit integriert (gender mainstreaming). Die deutsche Entwicklungszusammenarbeit unterstützt die Partnerländer in ihrer Gleichberechtigungspolitik auf allen Ebenen (politisch-institutionell und zivilgesellschaftlich), wie dies an den folgenden Projektbeispielen deutlich zu erkennen ist:

In Guatemala fördert die Bundesregierung die Beachtung einer Genderperspektive im Friedensprozess mit einem Projekt das bis Ende 2008 dauern wird und mit insgesamt 4,2 Mio. € gefördert wird. Das Vorhaben begleitet die Entwicklung wirksamer Mechanismen zum Schutz von Frauen vor Gewalt, die Förderung ihrer Menschenrechte sowie die Stärkung ihrer staatsbürgerlichen Beteiligungsrechte und leistet einen substanziellen Beitrag zum Friedensprozess und zur Verbesserung der gesellschaftlichen Stellung von Frauen. Die entwicklungspolitische Besonderheit des Vorhabens liegt in der Verknüpfung von Friedensprozess und Gendergerechtigkeit.

In Nicaragua fördert die Bundesregierung Genderpolitik bis Mitte 2006 mit 5,09 Mio. €. Dieses Projekt hat die Prävention geschlechtsspezifischer Gewalt gegen Frauen, Abbau der Diskriminierung und eine stärkere Beteiligung der Frauen in der Zivilgesellschaft zum Ziel. Staatliche Stellen werden bei der Entwicklung einer integralen Frauenförderpolitik unterstützt.

Das Projekt "Ombudsfrau" in Bolivien (Durchführung in Zusammenarbeit mit der GTZ, Programmzeitraum 2003-2004, Umfang 1,022 Mio. €) fördert spezifisch die Teilnahme von Frauen an der Konfliktprävention. Das Vorhaben unterstützt die Institution der Ombudsfrau. Die in Bolivien neuartige Institution der Ombudsfrau hat zur Aufgabe, mit außergerichtlichen Mitteln umfassende politische Veränderungen im Verhalten des Staates zu induzieren, der strukturell für massive Menschen- und Bürgerrechtsverletzungen verantwortlich ist. Dies kann ihr nur gelingen, wenn sie die Menschen- und Bürgerrechtsverletzungen in den Mittel-



punkt des Handlungsbewusstseins in den staatlichen Institutionen und bei den Mitarbeitern sowie in der Bevölkerung stellt. Ziel des Vorhabens ist es, die Ombudsfrau zu befähigen, ihre verfassungs- und rechtmäßigen Aufgaben wirksamer zu erfüllen, insbesondere im Bereich der inneren Sicherheit und der Bürgerrechte in der Gemeindeverwaltung.

Der Kulturdialog ist eine der Säulen einer langfristigen Strategie zur Bekämpfung des internationalen Terrorismus als Beitrag zur Konfliktprävention.

Als vorrangige Zielgruppe wurden angesichts der demographischen Entwicklungen in der islamischen Welt vor allem junge Menschen und besonders Frauen sowie als Schwerpunktbereich Bildungsarbeit identifiziert. Die im Jahre 2002 und 2003 veröffentlichten Arab Human Development Reports des United Nations Development Programme empfehlen genau dies.

Im Dialogkonzept und bei der Umsetzung konkreter Projekte spielt der Gendermainstreaming-Aspekt als Querschnittsaufgabe eine entscheidende Rolle.

Projekte, in denen der Gender-Aspekt im Vordergrund steht, sind z. B.:

- Förderung der Bildung eines Frauennetzwerkes in Djidda / Saudi-Arabien (2004, 4.000€)
- Förderung einer palästinensischen Frauenorganisation, die sich mit feministischer Koraninterpretation beschäftigt (2004, 3.600€)
- Programm für Lehrerinnen aus arabisch-islamischen Ländern (2002 - 2004 insgesamt 390.000€)
- Ab Mitte 2004 unterstützt die Bundesregierung den Arab Regional Trust Fund for the Empowerment of Women von UNIFEM (2004-2006, 840.000 €)

Die Konferenz Frauen in der islamischen Welt – Musliminnen in Deutschland: Positive Rollenmodelle fand am 24.05.04 unter der Leitung von Staatsministerin Kerstin Müller im Auswärtigen Amt statt. Über 20 muslimische, beruflich aktive Frauen aus 20 islamisch geprägten Ländern und Musliminnen aus Deutschland diskutierten über Erfolg im Beruf, Durchsetzung ihrer Rechte und Wege zum Erreichen der Ziele, die sie in ihren Gesellschaften anstreben. Einhellig wurde eine Neuinterpretation der Scharia zugunsten der Frauen und ihrer Rechte gefordert. Der Gedanke, dass Koran und Scharia Frauen alle Rechte, die sie benötigen, einräumen, und lediglich das von Männern dominierte Rechtswesen bzw. die patriarchalisch geprägten konservativen Gesellschaften den Frauen den Zugang zu ihren Rechten verwehrt, war Konsens. Es wurde auch festgestellt, dass eine Förderung von Frauen nur im Kontext umfassender Reformen möglich ist, die auch und besonders die Männer mit einbeziehen.

Dies ist eine wichtige Erkenntnis für weitere frauenfördernde Projektarbeit in der Region. Es muss darum gehen, die Frauen an allen Schnittstellen und in allen relevanten Bereichen (Bewusstsein bzw. Kenntnis der eigenen Rechte; Zugang zu Bildungsinstitutionen auf allen Ebenen; Zugang zum Justizwesen und zu entscheidungstragenden Ämtern in der Politik) in ihren eigenen Reformbestrebungen zu unterstützen. Die Konferenz diene dem Aufbau sowohl eines inner-islamischen als auch eines europäisch-islamischen Frauennetzwerks, in dem sich friedensfördernder Kulturdialog fortsetzen kann.

Die Bereiche Frauenförderung / Gender stellen einen Schwerpunkt des deutschen Engagements in Afghanistan dar. Die Missachtung der Rechte von Frauen in Afghanistan ist durch 23 Jahre Krieg geprägt und ist zudem Ausdruck der religiösen und kulturellen Spannungen zwischen Traditionalisten und Modernisierern in der afghanischen Gesellschaft, auch nach dem Sturz der Taliban. Auf Grund dessen setzt sich die Bundesregierung für ein langfristiges Engagement für die Rechte der afghanischen Frauen ein, das kulturelle und religiöse Faktoren berücksichtigt. Es gilt die Beteiligung von Frauen und Mädchen am politischen, wirtschaftlichen und sozialen Leben voranzutreiben, damit das volle Entwicklungspotential des Landes ausgeschöpft werden kann. Die Bundesregierung fördert die Stärkung der afghanischen Frauen auf allen Ebenen, wie die folgende Auswahl an Projekten aus den letzten Jahren zeigt.

- Deutschland unterstützt die afghanischen Frauen bei der Übernahme einer aktiveren Rolle im öffentlichen Leben, u.a. durch die Qualifizierung von Polizistinnen sowie von weiblichen Justiz- und Vollzugspersonal bei der Rechtsanwendung in enger Kooperation mit dem deutschen Polizeiprojekt in Kabul, durch die Ausbildung afghanischer Juristinnen und von Beamtinnen und Wahlhelferinnen zur Erleichterung der Registrierung und Wahlbeteiligung von Frauen (1,5 Mio. €).
- Aufklärungs- und Öffentlichkeitsarbeit speziell für Frauen soll das Selbstbewusstsein der Frauen in Afghanistan stärken. So wurden Rechtsberatungsstellen eingerichtet, die zur Rechtsaufklärung der Frauen beitragen sollen, um eine Reduzierung von Zwangssituationen (Zwangsverheiratung, Frauentausch, Gewalt gegen Frauen) herbeizuführen (0,1 Mio. €).
- Im Rahmen der Förderung der Privatwirtschaft und der beruflichen Qualifizierung werden institutionelle Strukturen aufgebaut, um Qualifizierungsmaßnahmen auch für Frauen bedarfsorientiert und schnell umsetzen zu können. Neben Durchführung von Trainingskur-

sen und der Unterstützung ausgewählter Frauenzentren, um deren Dienstleistungsangebote zu verbessern, werden auch Existenzgründungszuschüsse gewährt (2,5 Mio. €).

- Hinzu treten Aktivitäten, die die desolate Situation für Frauen im Gesundheitswesen verbessern: Trainings- und Qualifizierungsmaßnahmen für Frauen in Gesundheitsverwaltungen, zur frauenspezifischen Traumaarbeit, Hebammen, aber auch Maßnahmen zur Verbesserung der Trinkwasserversorgung (2,0 Mio. €).

Weitere Projekte waren 2002:

- Sofortmaßnahmen der humanitären Hilfe mit Schwerpunkt Hilfe für Frauen: Verbesserung der Gesundheitssituation schwangerer Frauen, UNICEF (500.000 €);
- Hilfslieferung für 4 Mädchenschulen in Herat, HELP e.V. (183.000 €), Schutzhaus für Witwen und alleinstehende Frauen mit ihren Kindern in Kabul, Medica Mondiale (46.000 €), medizinische Versorgung von Frauen und Kindern in Kabul, Kinderberg International (290.000 €);
- Förderung von Veranstaltungen, Konferenzen und nationalen / regionalen Konsultationen in Zusammenarbeit mit UNIFEM und dem Büro der VN HKMR (u.a. der internationale Frauentag am 8. März 2002 und zum Tag der Gewalt gegen Frauen) mit dem Schwerpunkt Arbeit mit traumatisierten Frauen (250.000 €);
- Unterstützung einer Beraterin (Rachel Wareham, medica mondiale) der afghanischen Frauenministerin und einer zusätzlichen Fachkraft der NGO medica mondiale in Kabul zur Unterstützung der zuvor genannten Beraterin (€ 180.000).
- Außerdem wurden Mittel für Schulspeisung für Mädchen, Nahrungsmittel für Frauen und Kinder in Flüchtlingslager, ein Schutzhaus für Witwen und alleinstehende Frauen mit Kindern in Kabul sowie Minenschulung für Frauen bereitgestellt (OMAR, € 123.600).
- Förderung der Entstehung und Arbeit eines Frauenzentrums in der Provinz Parwin in Zusammenarbeit mit der afghanischen Frauenministerin und UNIFEM (Rechtsberatung, Gesundheitsberatung usw.) (€ 5.000);
- Fortbildungskurs der Deutschen Welle für Radio-Journalistinnen in Kabul;
- Erarbeitung einer grundlegenden Analyse der Situation der Frauen in AFG durch die Referentin für Zivilgesellschaft und Frauenförderung an der Botschaft Kabul. Ihre Aufgabe ist die Gewährleistung der gendersensiblen Analyse der politischen Lage vor Ort, mit dem Ziel vergangene Diskriminierungen bei der Beteiligung von Frauen und Mädchen in der sozialen, politischen und wirtschaftlichen Teilhabe, auch durch Projekte der humanitären Hilfe und Entwicklungsprojekten, aufzufangen.

- Gemeinschaftsprojekt mit dem Finanzministerium Mecklenburg-Vorpommern: PC-Ausstattung eines Weiterbildungszentrums (Stärkung der politischen, sozialen, ökonomischen Situation von Frauen in Kabul durch gezielte Weiterbildung), die Kurse wurden durch die NGO AGEF durchgeführt. Fortführung der Maßnahme für 2003 vorgesehen (€ 4.500).
- Förderung der Einschulung und des Schulbesuchs von Kindern und insbesondere von Mädchen (1999 wurden nur 38% der Jungen und nur 3 % der Mädchen eingeschult, in den höheren Klassen lag die Rate noch niedriger) durch das "Back to School-Project" in Zusammenarbeit mit UNICEF (€ 300.000); außerdem Winterschulprogramm Kabul, Deutscher Caritasverband (€ 393.000); aus ATP-Mitteln außerdem Notinstandsetzung 5 Schulen in Kabul durch BMVg (€ 342.000), Rehabilitierung Schule in Herat, World Vision (€ 81.000), in Kunduz, Katachel e.V. (€ 25.000), Winterschulprogramm Kabul, Caritas, € 360.000.
- Förderung der Menschenrechtsausgabe einer Kinderzeitung, ebenfalls im Hinblick auf die Verankerung eines Rechtsgedankens/Rechtsbewusstsein insbesondere bei Mädchen (€ 31.000)

Schwerpunkte des Engagements deutscher Einrichtungen in Afghanistan sind die Aus- und Fortbildung von Frauen, Förderung der Beteiligung von Frauen am politischen Leben, Förderung der Umsetzung der Rechte der Frau und Verbesserung ihres rechtlichen, ökonomischen, politischen und sozialen Status in der Gesellschaft, psycho-soziale Beratung von Frauen, Einkommen schaffende Maßnahmen insbesondere auch für Witwen, Förderung von Frauen in ländlichen Gebieten außerhalb Kabuls, Sensibilisierung von Männern. Dazu wurden 2003 im einzelnen folgende Projekte finanziert:

- Fortsetzung der Beratung der AFG Frauenministerin im Rahmen eines Projekts der NGO medica mondiale (€ 200.000);
- Instandsetzung der Klinik Qalae Bachtiar mit Schwerpunkt Versorgung der weiblichen Bevölkerung (€ 144.000);
- Frauenkonferenz "Woman and the Constitution" am 8./9.12. 2003 in Kabul (SwissPeace) (€ 1.400);
- Rechtsberatung für Frauen im Frauengefängnis Kabul (medica mondiale) (€ 54.000);
- Dokumentation der Wiederentstehung des Frauenparks in Kabul (Bagh e Zanana) (€ 39.000);
- Gendermainstreaming Workshop Kabul (€ 17.500);

- Women's Shout Magazine zum Frauentag (3.500);
- Gedenkstein AWLA zum Frauentag (€ 2.500);
- Parvaz Kinderzeitung (€ 70.000);
- Unicef Girls Education Programm (€ 750.000);
- Unicef Birth Registration Programm (€ 175.500) (Protection Early Marriages, Girls Rights);
- Swisspeace: Constitutional Workshops (Frauenwahlbeteiligung als Querschnittsaufgabe) (€ 218.400);
- GTZ: MR und die Polizei (Frauenbeteiligung als Querschnittsaufgabe) (€ 50.000);
- Swisspeace: Wahlregistrierungskampagne (Querschnittsaufgabe Registrierung von Frauen zur Wahl) (€ 387.000);
- Frauenförderung in den paschtunischen Stammesgebieten; vorrangig Kandahar, umgesetzt von Auftragnehmer GTZ, die auch die Projektdurchführung in Zusammenarbeit mit lokalen NROen und staatlichen Stellen (Frauen-, Bildungs- und Gesundheitsministerium) gewährleistet. Schwerpunkte sind die Wiederaufnahme der universitären Ausbildung von Frauen in Kandahar und Aufbau eines provisorischen Wohnheims für Studentinnen. (800 000 €).

Nachdem bisher der Schwerpunkt unserer Aktivitäten in Kabul und Umgebung lag, werden die Projekte 2004 in die Provinzen (insbesondere Raum Kunduz und Herat, wo das AA Außenstellen eingerichtet hat) ausgeweitet. Ein Schwerpunkt des deutschen Engagements für Afghanistan ist der Aufbau einer multiethnischen nationalen Polizei, die den Menschenrechten verpflichtet ist. Dabei wird Genderfragen durchgängig ein hoher Stellenwert eingeräumt. Um das öffentliche Bewusstsein auch in den Provinzen zu sensibilisieren, wurden z.B. Menschenrechts- und Polizeiworkshops in Herat, Bamyan, Mazar-i-Sharif, Kandahar und Gardez abgehalten, in denen gesellschaftlichen Entscheidungsträgern allgemeine Grundlagen rechtsstaatlichen Denkens und Handelns vermittelt wurden. Die Respektierung und Beachtung von Menschen- und Frauenrechten ist und bleibt dabei ein zentraler Themenpunkt.

Im Rahmen der internationalen Afghanistan-Konferenz in Berlin (31.3.- 1.4.2004) hat sich die AFG-Regierung verpflichtet, die Rechte der Frauen weiter zu stärken und ihre Situation im Alltag zu verbessern (Annex 1 zur Berliner Erklärung). Hoffnungsvoll stimmen die relativ hohen Registrierungsdaten (über 20 Prozent) von Afghaninnen für die bevorstehenden Wahlen.

Im Vorfeld der Konferenz fand in Berlin eine Zivilgesellschaftskonferenz statt, die vom Auswärtigen Amt mitfinanziert wurde. Die Staatsministerin im Auswärtigen Amt hat in diesem Rahmen mit den Vertreterinnen der afghanischer Zivilgesellschaft und Frauenministerin Sorabi ein round-table Gespräch zur Lage der Frauen in Afghanistan geführt.

Konkrete Projekte 2004 sind:

- Durchführung freier Wahlen (Querschnittsaufgabe Frauenwahlbeteiligung) (€ 2.200.000).
- Gewaltprävention, Traumabewältigung, Zugang zu Rechtsberatung nach westlichen Standards unschuldig inhaftierter Frauen und deren Kinder (Förderbetrag nach offen ca. € 300.000).
- Weiterführung der Frauenprojekte in paschtunischen Siedlungsgebieten.

### Frauen bei der Zivilpolizei

Op4 *fordert* den Generalsekretär *ferner nachdrücklich auf*, die Ausweitung der Rolle und des Beitrags von Frauen bei den Feldmissionen der Vereinten Nationen anzustreben, insbesondere bei den Militärbeobachtern, der **Zivilpolizei**, bei Menschenrechts- und humanitärem Personal;

In mandatsgebundenen Einsätzen sind momentan (Stand 11. Juni 2004) bei

- UNMIK 26 weibliche von 263 deutschen Polizeivollzugsbeamten = 9,90 %.
- EUPM 6 weibliche von 73 deutschen Polizeivollzugsbeamten = 8,00 %.

### HIV-Training und Training zu Schutz und Bedürfnissen von Frauen

Op6 *ersucht* den Generalsekretär, den Mitgliedstaaten Leitlinien für die Aus- und Fortbildung sowie Material über den Schutz, die Rechte und die besonderen Bedürfnisse von Frauen sowie über die Wichtigkeit der Beteiligung von Frauen an allen Friedenssicherungs- und Friedenskonsolidierungsmaßnahmen zur Verfügung zu stellen, **bittet die Mitgliedstaaten, diese Elemente sowie Aufklärungsmaßnahmen über HIV/Aids in ihre einzelstaatlichen Ausbildungsprogramme zur Vorbereitung von Militärpersonal und Zivilpolizisten auf ihren Einsatz aufzunehmen**, und *ersucht* den Generalsekretär *ferner*, sicherzustellen, dass das Zivilpersonal bei Friedenssicherungseinsätzen eine ähnliche Ausbildung erhält;

Das Zentrum Innere Führung der Bundeswehr hat mit der Herausgabe des Arbeitspapiers "Entscheiden und Verantworten - Konfliktsituationen in Auslandseinsätzen" (Juli 2003) Seminarunterlagen erarbeitet, die den Umgang deutscher Soldatinnen und Soldaten mit Not, Elend und Unterdrückung von Zivilbevölkerung in Einsatzländern thematisiert. Dieses Arbeitspapier wird dazu beitragen, die Verhaltenssicherheit der Soldatinnen und Soldaten noch weiter zu steigern.

Seit 1987 informiert die Bundeszentrale für gesundheitliche Aufklärung im Auftrag des Bundesministeriums für Gesundheit und Soziale Sicherung mit dem Logo „Gib AIDS keine Chance“ zum Thema HIV/AIDS. Ziel dieser bundesweiten Präventionskampagne ist vor allem die Verhinderung von Neuinfektionen und die Motivation zum eigenverantwortlichen Schutz, aber auch die soziale Integration von Menschen mit HIV/AIDS. Die Kampagne umfasst insbesondere

- massenmediale Maßnahmen wie Broschüren, Plakate, TV-, Kino- und Radiospots
- anonyme, bundesweite Telefonberatung
- personalkommunikative Veranstaltungen über mobile, interaktive Ausstellungen und Mitmachaktionen.

Zentrale Zielgruppen sind Jugendliche und junge Erwachsene, wobei den besonderen Belangen von jungen Mädchen und Frauen durch eigenes und an sie gerichtete Aufklärungsmaterialien und -aktivitäten entsprochen wird. Im Rahmen des Bildungs- und Erziehungsauftrages wird seit 1985 in den Schulen über Entstehung, Verbreitung und Bekämpfung von AIDS informiert. Es ist insbesondere Aufgabe im Rahmen der Gesundheits- und Sexualerziehung, die Schülerinnen und Schüler in altersgerechter Form über AIDS zu informieren, ggf. auch in nach Geschlechtern getrennten Gruppen, wenn es die mit dem Thema verbundene Befangenheit zu überwinden gilt.

Dank dieser bundesweiten, an alle Bevölkerungskreise gerichteten Maßnahmen hat der Kenntnisstand der Bevölkerung zu AIDS schon bald nach Beginn der Aids-Aufklärungskampagne ein sehr hohes Niveau erreicht. Nahezu 100 Prozent der Allgemeinbevölkerung besitzt das zum Schutz vor AIDS notwendige Basiswissen über die wichtigsten Infektionsrisiken, aber auch das Wissen über Situationen ohne Infektionsrisiken, das Voraussetzung ist für das Zusammenleben mit HIV-Infizierten und AIDS-Kranken.

Die AIDS-Präventionskampagne wird ständig neuen Entwicklungen angepasst. So werden beispielsweise Angebote fortentwickelt, damit unter Berücksichtigung des jeweiligen kulturellen Hintergrundes auch Migranten besser erreicht werden. Vor dem Hintergrund der die Allgemeinbevölkerung umfassenden AIDS-Präventionskampagne erübrigt sich eine besondere Hervorkehrung der Zielgruppe Soldatinnen. Die Bundeswehr setzt vorliegende Materialien ein. So sind aktuell 35.000 Exemplare der Broschüre „Safer Sex...sicher!“ bei der Bundeszentrale für gesundheitliche Aufklärung zur Verteilung bei der Bundeswehr bestellt.

### **Freiwillige finanzielle Beiträge für Gender-Training durch Funds and Programmes**

Op7 *fordert die Mitgliedstaaten nachdrücklich auf, ihre freiwillige finanzielle, technische und logistische Unterstützung von Trainingsmaßnahmen zur Sensibilisierung in Geschlechterfragen zu verstärken, namentlich Maßnahmen der einschlägigen Fonds und Programme*, unter anderem des Entwicklungsfonds der Vereinten Nationen für die Frau, des Kinderhilfswerks der Vereinten Nationen, des Amtes des Hohen Flüchtlingskommissars der Vereinten Nationen und anderer zuständiger Organe;

2002 wurde von der Bundesregierung ein Projekt des DPKO zu dem Thema "mainstreaming a gender perspective in Multidimensional Peace Operations " mit 60.000 € gefördert. Es ging darum, Standards, benchmarks, Fragebögen etc. zu entwickeln.

Das Engagement UNIFEMs im Bereich „Frauen in bewaffneten Konflikten / Frauen als Friedensstifterinnen“ hat die Bundesregierung veranlasst, 2002 erstmalig Mittel in Höhe von 750.000 € für ein Treuhandvorhaben zur Bekämpfung von Gewalt gegen Frauen in Zentralasien bereit zu stellen (Laufzeit 2002-2004).

### **Genderperspektive in Verhandlungen, Verfassung, Polizei, Wahlsystem, Rechtssystem**

Op 8 *fordert alle beteiligten Akteure auf, bei der Aushandlung und Umsetzung von Friedensübereinkünften eine **Geschlechterperspektive** zu berücksichtigen, die unter anderem auf Folgendes abstellt:*

(a) die besonderen Bedürfnisse von Frauen und Mädchen während der Rückführung und Neuansiedlung sowie bei der Normalisierung, der Wiedereingliederung und dem Wiederaufbau nach Konflikten;



(b) Maßnahmen zur Unterstützung lokaler Friedensinitiativen von Frauen und autochtoner Konfliktbeilegungsprozesse sowie zur Beteiligung von Frauen an allen Mechanismen zur Umsetzung der **Friedensübereinkünfte**;

(c) Maßnahmen zur Gewährleistung des Schutzes und der Achtung der Menschenrechte von Frauen und Mädchen, insbesondere im Zusammenhang mit **der Verfassung, der Polizei und der rechtsprechenden Gewalt**;

Eine Gender-Perspektive wurde von der Bundesregierung bei Aushandlung des Petersberg-Abkommens zu Afghanistan vom Dezember 2001 ausdrücklich berücksichtigt.

Ein Schwerpunkt des deutschen Engagements für Afghanistan ist der Aufbau einer multiethnischen nationalen Polizei, die den Menschenrechten verpflichtet ist. Dabei wird Genderfragen durchgängig ein hoher Stellenwert eingeräumt. Ziel unserer Aktivitäten ist es, Frauen für den Polizeidienst zu gewinnen und eine Gleichstellung von Frauen in der neuen afghanischen Polizei zu erreichen. Deutschland unterstützt den Polizeiaufbau mit einem Team von 14 Ausbildern, in dem auch zwei deutsche Polizeibeamtinnen tätig sind. Der Genderperspektive wird auch bei den Ausbildungsinhalten der Polizeiakademie und den landesweiten Fortbildungsmaßnahmen betont. Probleme u.a: häusliche Gewalt gegen Frauen, hohe Dunkelziffer bei Körperverletzungsdelikten und Sexualverbrechen an Frauen, Zwangsehen, "Ehrenmorde" und andere repressive Maßnahmen gegen Frauen, die gegen traditionelle Sittenvorstellungen verstoßen.

Deutschland setzt sich von Anfang an für Gleichstellung von Frauen im afghanischen Polizeidienst ein. Ziel ist eine deutliche Erhöhung der Frauenquote in der Polizei von 0 % auf langfristig 40 %. Die Aufnahme von Frauen in den Polizeidienst hat nicht nur eine wichtige ausstrahlende Symbolfunktion für die Gleichberechtigung von Frauen im Staatsdienst. Mit der Aufnahme von Frauen soll auch der zivile Charakter der neuen afghanischen Polizei unterstrichen werden. Zu betonen sind aber auch die fachlichen Gründe für den Einsatz von Frauen im Polizeidienst:

Es wurden in Afghanistan auch die folgenden Maßnahmen mit Gender-Bezug durchgeführt: Menschenrechts- und Polizeiworkshops; Unterstützung von Rechtsanwältinnen zur Verteidigung inhaftierter afghanischer Frauen; finanzielle Hilfe für Zeitschrift "Women and Law"; Organisation einer zweiwöchigen Reise nach Deutschland für sieben Polizistinnen; zwei Ju-

ristinnen und eine Journalistin; Training in Strafverteidigung für 20 Juristinnen. Zudem fördert Deutschland die Entwicklung der Zivilgesellschaft und Bildung, z.B. durch die Wiederaufnahme der universitären Ausbildung von Frauen in Kandahar, Förderung von Mädchenschulen und (Weiter-) Bildung für Frauen.

Die Bundesregierung hat ausserdem im Vorfeld der verfassungsgebenden Loya Jirga Workshops der Zivilgesellschaft in den afghanischen Regionen mit Mitteln in Höhe von 218.000 € gefördert. Dabei stand im Vordergrund, der Gesellschaft im Vorfeld der Verfassungskonsultationen sowie den Teilnehmern der Loya Jirga eine informierte Entscheidung über den Verfassungsprozess und den Inhalt der Verfassung zu ermöglichen. Eine Komponente der Workshops bildete die Bedeutung einer formalen Gleichstellung der Geschlechter in der afghanischen Verfassung. Bei der Förderung wurde besonderes Augenmerk auf eine möglichst ausgeglichene Teilnahme von Frauen und Männern gelegt.

Mit Mittel der Bundesregierung werden zur Zeit folgende Projekte durchgeführt:

- Ziviler Friedensdienst (ZFD) Friedenspädagogik und zivile Konfliktbearbeitung bei Viehhalterethnien und Ackerbauern in der Region Soroti/ Uganda bis 2007.  
Ziel ist die Stärkung von lokalen Friedenspotenzialen im Bereich der zivilen Konfliktbearbeitung. Es sollen insbesondere Frauen in die Projektmaßnahmen einbezogen werden, die Einfluss auf Entscheidungsprozesse in ihren Gemeinschaften sowie auf Führer der Zivilgesellschaft ausüben können.  
Zielgruppen sind Frauenorganisationen (besonderes Gewicht wird auf die Bildung von Friedensgruppen von Frauen gelegt, da sie ihr starkes Interesse an friedensschaffenden Maßnahmen bekundet haben und ihren Einfluss auf die Entscheidungsträger und deren Einstellung zum Friedensprozess geltend machen können), NROen und Friedensinitiativen in der Region Teso, Führer der Zivilgesellschaft in der Region Teso.
- Die Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) führt eine Kampagne zur Rekrutierung von Polizistinnen in Nicaragua durch.  
Ziel ist, dass die nicaraguanische Polizei bei der Rekrutierung von neuem Personal gendersensible Strategien ein setzt, um so sicherzustellen, dass die Polizei besser auf Bedürfnisse und Belange von Frauen eingehen kann. Die Personalabteilung, Polizeiakademie und Abteilung für Öffentlichkeitsarbeit der nationalen Polizei von Nicaragua sind bezüglich

der Planung und Durchführung einer Kampagne zur Rekrutierung weiblichen Personals umfassend beraten.

In der Kampagne sollen 500 neue Polizeibeamte für den einfachen Dienst sowie 125 neue Rekruten für den gehobenen und höheren Dienst gewonnen werden, wovon gemäß den Zielvorgaben der nicaraguanischen Polizei 30% weiblichen Geschlechts sein sollen. Da der Polizeiberuf traditionell zu den eher männlichen Berufsgruppen gehört, soll die Attraktivität dieses Berufs mit Hilfe einer Medienkampagne vor allem für Frauen herausgestellt werden. Darüber hinaus sollen Personalabteilungen und Auswahlkomitees innerhalb der Polizei darin beraten werden, bei der Auswahl von Nachwuchskräften geschlechtsspezifische Stereotypen identifizieren und entsprechend abbauen zu können. Veröffentlichung der Ergebnisse und begleitendes Monitoring geplant.

- Internationale Weiterbildung und Entwicklung gemeinnützige GmbH (InWEnt) führt bis 2006 ein Projekt zur Multiplikatorenfortbildung zu Friedenspädagogik in Zentralamerika (El Salvador, Guatemala, Mexico und Kolumbien) durch.  
Ziel ist die Stärkung der personellen Kapazität der NROen im Bereich der Friedenspädagogik, die Voranbringung der Friedenspädagogik insgesamt, die Vorbereitung der TeilnehmerInnen auf eine anschließende Mediatorenausbildung.  
Inhalte sind Reflektion über Krieg, Gewalt und Frieden; Menschenrechtserziehung, Genderarbeit, Interkulturelle Erziehung, Mediation, Erinnerungsarbeit.  
Teilnehmer und Teilnehmerinnen sind NGO-Personal (mit Erfahrungen in Friedenspädagogik), Kräfte aus Erziehungsministerien, die mit Lehrerausbildung und Qualität beschäftigt sind.
- Die Friedrich-Ebert-Stiftung führt eine Schulung von Journalistinnen und Journalisten zu friedensförderndem Journalismus und Möglichkeiten einer Rehabilitation von BerichterstatteInnen frauenspezifischer Belange in Krisengebieten in Nepal durch.  
Ziel ist das Vorantreiben eines Journalismus, der friedensfördernd wirkt. Und die Entmarginalisierung von JournalistInnen, die sich frauenspezifischen Belangen in den Konfliktgebieten widmen.
- Die Friedrich-Ebert-Stiftung unterstützt darüber hinaus Partnerorganisationen bei der Gründung von Organisationen für verwitwete Frauen und bei der Etablierung von gendersensiblen Hilfeleistungen in Nepal.

Ziel ist die Gründung von Organisationen für verwitwete Frauen, die Institutionalisierung von frauenspezifischen Hilfeleistungen auf NRO-Ebene, insbesondere eines Counseling-Trainings.

- Die Friedrich-Ebert-Stiftung hat 2003 ausserdem den „Empowering for Reconciliation“ - Workshop in Indonesien durchgeführt.

Ziel ist die Schulung von Gemeinde-, Regierungs- und NRO-Führungskräften sowie von religiösen Führern zu regionaler Konflikttransformation. Eine praktische Lernerfahrung im Bereich Konfliktresolution erfolgt darüberhinaus als unterstützendes Element. Frauen können einen besonderen Beitrag zur Verhinderung und Beendigung von Krisen, zur Versöhnung sowie zum Wiederaufbau leisten, deshalb gilt es insbesondere sie zu fördern. Die TeilnehmerInnen sind Mitglieder verschiedener Organisationen, die in die Prozesse und Anstrengungen zur nationalen Versöhnung Indonesiens eingebunden sind (z.B.: Universitäten, Regierungsorganisationen, NROs and religiöse Institutionen).

### **Schutz von Frauen vor sexualisierter Gewalt**

Op10 *fordert* alle **Parteien bewaffneter Konflikte auf**, spezielle Maßnahmen zum Schutz von Frauen und Mädchen vor **geschlechtsspezifischer Gewalt** zu ergreifen, insbesondere vor Vergewaltigung und anderen Formen des sexuellen Missbrauchs und allen anderen Formen der Gewalt in Situationen bewaffneter Konflikte;

Die Bundesregierung ( Bundesministerium für Familie, Senioren, Frauen und Jugend) hat im Rahmen des Aktionsplans der Bundesregierung zur Bekämpfung von Gewalt gegen Frauen ein Handbuch der NRO Medica Mondiale finanziell unterstützt. Das Handbuch hat den Titel "Sexualisierte Kriegsgewalt und ihre Folgen - Handbuch zur Unterstützung traumatisierter Frauen in verschiedenen Arbeitsfeldern". Es ist das erste Handbuch dieser Art in Deutschland und beinhaltet für die verschiedenen relevanten Berufsgruppen wichtige Hinweise für die Arbeit und den Umgang mit kriegstraumatisierten Frauen.

In Honduras wird ein Schutz- und Ausbildungszentrum zur sozialen Wiedereingliederung von weiblichen zur Prostitution gezwungenen Straßenkindern mit 29.000,- € im Jahr 2004 errichtet (Casa Allianz).

Die Bundesregierung unterstützt weltweit NROen in ihrer Arbeit zur Aufklärung über Frauenrechte / Menschenrechte von Frauen, juristische (Wehr-)Möglichkeiten von Frauen im Kampf gegen jegliche Form von Gewalt gegen Frauen (u.a. schädliche traditionelle Praktiken, häusliche Gewalt, Frauenhandel / Kinderhandel). Bei der Projektdurchführung wird auf die größtmögliche Beteiligung von Frauen geachtet.

Das Auswärtige Amt hat des weiteren zum Weltfrauentag 2003 ein internationales Expertentreffen zum Erfahrungsaustausch / zur Sammlung von "best practices" zur Bekämpfung von weiblicher Genitalverstümmelung (FGM) ausgerichtet. Es richtete gemeinsam mit Polen und der NRO Franciscans International eine Paneldiskussion am Rande der 59. VN-Menschenrechtskommission (2003) zum Thema "Opferschutz als grenzüberschreitende Aufgabe bei der Bekämpfung des Menschenhandels" aus. Deutschland setzt sich konstruktiv für eine Verbesserung des Schutzes für Opfer von Menschenhandel bei der Erarbeitung der Konvention des Europarates zur Bekämpfung des Menschenhandels ein. Im Oktober 2001 richtete Deutschland die OSZE-Konferenz "Europa gegen Menschenhandel" aus.

Gewalt gegen Frauen ist als asylrelevanter Fluchtgrund Komponente in Asyllageberichten des Auswärtigen Amtes (so u.a. Ehrenmorde, weibliche Genitalverstümmelung (FGM), Menschenhandel, Witwenverbrennung etc) .In den thematisch relevanten Resolutionen des VN-Menschenrechtskommission und der VN- Generalversammlung setzt sich Deutschland für eine menschenrechtssichernde und gleichzeitig praxisrelevante Haltung ein. Deutschland unterstützt die Arbeit der Sonderberichterstatterin zum Thema "Gewalt gegen Frauen" unter anderem im Rahmen von freiwilligen Beiträgen an das VN Hochkommissariats für Menschenrechte.

Die Bundesregierung finanziert zum Schutz von Frauen vor sexualisierter Gewalt folgende Projekte:

- Der Zivile Friedensdienst (ZFD) führt bis 2007 ein Projekt zur Stärkung der Menschenrechte der Frau in Ecuador durch als Teilprojekt des Gesamtkonzepts „Zivile Konfliktbearbeitung und politische Sicherheit in Esmaldas, Macas und Quito, Ecuador“. Durch die Unterstützung von zivilgesellschaftlichen Initiativen die Verbreitung der besonderen Menschenrechte von Frauen zu fördern und dadurch einen Beitrag für die Verringerung der Gewalt gegen Frauen zu erreichen.

Inhalte sind die Stärkung der lokalen Partnerorganisationen durch die Durchführung von Fortbildungsmaßnahmen, Aufbau und Förderung von Instanzen des Dialogs und des Interessenausgleichs, Beitrag für die Kampagne zur Unterstützung der UN-Konvention für die Beendigung aller Formen der Diskriminierung, Stärkung der Führungskapazitäten von Frauen, die wegen des Bürgerkriegs in Kolumbien geflüchtet sind oder vertrieben wurden. TeilnehmerInnen sind Zivilgesellschaftliche Initiativen, die die Menschenrechte von Frauen fördern.

- Die Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) führte einen Workshop zum Thema „Häusliche Gewalt und Polizeiarbeit“ in Uganda im Rahmen des GTZ-Projekts „Frauen stärken“ durch. Ziel ist die Unterstützung der NRO MIFUI bei der Durchführung eines Workshops zum Thema „Häusliche Gewalt und Polizeiarbeit“ mit VertreterInnen der ugandischen Polizei und anderen lokalen NROs. Inhalte sind die Aufklärung über Mythen und Fakten häuslicher Gewalt, Interventionstraining, Möglichkeiten für bessere Polizeiarbeit etc.

40 ugandische Polizeibeamte und -beamtinnen sind in der Bearbeitung von Fällen häuslicher Gewalt fortgebildet und sensibilisiert worden. Die Zusammenarbeit zwischen der ugandischen Polizei und lokalen Frauenrechtsorganisationen ist gestärkt worden.

### **Achtung der Bedürfnisse von Frauen in Flüchtlingslagern**

Op12 *fordert* alle Parteien bewaffneter Konflikte *auf*, den zivilen und humanitären Charakter von **Flüchtlingslagern und -siedlungen** zu achten und namentlich auch bei ihrer Errichtung die besonderen **Bedürfnisse von Frauen und Mädchen** zu berücksichtigen, und *verweist* auf seine Resolutionen 1208 (1998) vom 19.November 1998 und 1296 (2000) vom 19.April 2000.

Die Friedrich-Ebert-Stiftung führt einen Fortbildungsworkshop „Die Genderperspektive in der Ausarbeitung und Durchführung von Projekten“ für Partnerorganisationen der Friedrich-Ebert-Stiftung in Kamerun durch.

Ziel ist die gendersensible Konzeptionierung und Durchführung von Projekten. Eine Liste von Ansprechpartnern regionaler Partnerorganisationen der Friedrich-Ebert-Stiftung in Kamerun bezüglich Genderfragen und gendersensibler Arbeit in Institutionen soll zur Verfügung gestellt werden.

## **Genderperspektive beim Planen von "disarmament, demobilization and reintegration"**

Op13 legt allen an der **Abrüstungs-, Demobilisierungs- und Wiedereingliederungsplanung** Beteiligten *nahe*, **die unterschiedlichen Bedürfnisse weiblicher** und männlicher ehemaliger Kombattanten sowie die Bedürfnisse der von ihnen abhängigen **Personen zu berücksichtigen**;

Die Bundesregierung hat Mitte Mai 2004 den Aktionsplan "Zivile Krisenprävention, Konfliktlösung und Friedenskonsolidierung" verabschiedet, an dem auch die Zivilgesellschaft mitgewirkt hat. Der Aktionsplan zieht Bilanz über die bisherige Umsetzung des Gesamtkonzepts der Bundesregierung zur zivilen Krisenprävention aus dem Jahr 2000 und legt die Schwerpunkte für die künftige Arbeit fest.

Ziel ist es, in potentiellen Krisenregionen der gewaltsamen Austragung von Konflikten frühzeitig vorzubeugen und bereits ausgebrochene Gewalt einzudämmen. Nach dem Ende bewaffneter Auseinandersetzungen soll durch effektive Maßnahmen der Friedenskonsolidierung und durch den Wiederaufbau ziviler Strukturen das erneute Aufflammen von Gewalt verhindert werden.

Seit 1998 hat die Bundesregierung ihre Handlungsfähigkeit in diesem Bereich durch zahlreiche Maßnahmen gestärkt. Beispiele dafür sind der Aufbau des Zivilen Friedensdienstes und die Gründung des Berliner Zentrums für Internationale Friedenseinsätze, das ziviles Personal für internationale Friedens- und Beobachtungsmissionen rekrutiert und ausbildet.

Der Aktionsplan definiert Krisenprävention als übergreifende Aufgabe in der Gestaltung aller relevanten Politikfelder und zeigt über 160 konkrete Aktionen für die nächsten fünf bis zehn Jahre auf. Dabei stehen Maßnahmen zur Unterstützung verlässlicher staatlicher Strukturen, zur Sicherung von Lebensgrundlagen in Krisenregionen sowie zur Förderung von Friedenspotenzialen in der Zivilgesellschaft im Vordergrund.

Der gleichberechtigte Zugang zu und die uneingeschränkte Teilhabe von Frauen an den Machtstrukturen und ihre volle Mitwirkung an allen Bemühungen um Krisenprävention und Konfliktbeilegung sind für die Wahrung und Förderung des Friedens und der Sicherheit unverzichtbar. Frauen spielen zwar inzwischen eine wichtigere Rolle bei der Konfliktbeilegung, in der Friedenssicherung, bei der Landesverteidigung und in den auswärtigen Angelegenheiten. In Leitungspositionen sind sie jedoch weiterhin unterrepräsentiert. Dies gilt mit Abstufungen für die meisten Länder und auch die internationalen Organisationen. Die Teilhabe von Frauen an politischer und wirtschaftlicher Macht sowie ihre angemessene Vertretung auf allen

Entscheidungsebenen ist erforderlich. Gerade in Wiederaufbauprozessen spielt die Aus- und Fortbildung von Frauen eine wichtige Rolle.

Unter anderem formuliert eine der Aktionen des Papiers explizit das Anliegen der Bundesregierung, dass die Bemühungen von UNIFEM, die besondere Rolle und das Potenzial von Frauen als Friedensaktivistinnen gezielt zu fördern, aktiv unterstützt werden. Die Bundesregierung wird sich dafür einsetzen, dass in Gremien, die mit der Umsetzung von Friedensabkommen beauftragt werden, Frauen angemessen beteiligt werden. Auch fördert die Bundesregierung Reformprozesse in den Partnerländern in den Bereichen Demokratie und Rechtsstaatlichkeit mit dem Ziel einer gerechten Teilhabe der gesamten Bevölkerung – insbesondere auch von Frauen – am Entwicklungsprozess und der Schaffung oder Konsolidierung friedlicher Verfahren der Konfliktaustragung.

Aus Mitteln der Bundesregierung wurden seit Ende 1999 insgesamt 250 Projekte von Nichtregierungsorganisationen im Bereich der Krisenprävention mit 21 Mio. € gefördert. Mit Unterstützung der Bundesregierung wurden seit dem Jahr 2000 über 400 deutsche Zivilisten zu Missionen der Vereinten Nationen entsandt. Bei den Missionen der Organisation für Sicherheit und Zusammenarbeit in Europa (OSZE) stellt Deutschland knapp 10 % des Personals.

Die Bundesregierung hat folgende Maßnahmen im Einklang mit Artikel 13 der VN-Sicherheitsratsresolution 1325 (2000) und zur Förderung seiner Umsetzung ergriffen. Eines der Ziele ist Bewusstseinsbildung und Genderförderung in diesem Bereich durch folgende Publikationen:

- "Towards Gender Mainstreaming in Crisis Prevention and Conflict Management". Leitlinien für die deutsche technische Zusammenarbeit, GTZ 2001.

Die Studie gibt Empfehlungen für Gender Mainstreaming bei Krisenpräventions- und Konfliktbewältigungsaktivitäten einschließlich DD&R-Programme (Abrüstung, Demobilisierung und Wiedereingliederung). Sie gibt Leitlinien für Gender Mainstreaming in diesem Bereich der deutschen Entwicklungszusammenarbeit vor.

- Brothers in Arms – Sisters of Mercy? Genderperspektiven bei der Kleinwaffenkontrolle, GTZ 2004 (erscheint in Kürze).

Die Veröffentlichung enthält Berichte von GTZ-Gender-Fachkräften in DD&R-Programmen in Sierra Leone und Somaliland.

Zudem wurde im Januar 2004 eine Konferenz zu dem Thema "Brothers in Arms – Sisters of Mercy?" Gender Perspectives on Small Arms Control" von der GTZ organisiert. Die Konfe-



renz richtet sich an politische Entscheidungsträger, staatliche und nichtstaatliche Entwicklungsorganisationen, Militär und Polizei sowie Sozialwissenschaftler und internationale Organisationen und sollte das Bewusstsein für Genderfragen schärfen und einen Erfahrungsaustausch fördern. Aufgrund von Berichten aus Somalia und Sierra Leone wurden Genderaspekte von DD&R-Programmen erörtert.

Deutsche bilaterale Projekte der Entwicklungszusammenarbeit, die von der GTZ durchgeführt werden, werden systematisch auf ihre Folgen für die Genderpolitik geprüft. Ein Beispiel für Gender Mainstreaming von DD&R-Programmen ist die Demobilisierung ruandischer Kombattanten in der östlichen Demokratischen Republik Kongo.

Im Rahmen des Mehrländerdemobilisierungs- und Wiedereingliederungsprogramms (MDRP) für die weitere Region der Großen Seen fördert und gewährleistet die Bundesregierung aktiv Gendergleichheit auch im multilateralen Rahmen.

Soldatinnen werden als besondere Exkombattanten-Zielgruppe anerkannt. Es wird ein gleichberechtigter Zugang zu Wiedereingliederungs- und Reintegrationsleistungen, genderorientierten Regelungen in Demobilisierungseinrichtungen und genderspezifischer Gesundheitsfürsorge gewährleistet. Ferner wird die Zielgruppe auf Nichtkombattanten ausgedehnt, die in Verbindung zu bewaffneten Gruppen stehen, und auf andere vom Krieg betroffene Bevölkerungsgruppen, zu denen viele Frauen zählen (MDRP Position Paper. Targeting MDRP Assistance: Ex-Combatants and Other War-Affected Populations, November 2003 - MDRP-Positionspapier. Ausrichtung der MDRP-Hilfe: Ex-Kombattanten und andere vom Krieg betroffene Bevölkerungsgruppen, November 2003).

In Sierra Leone wurde der Ex-Kombattanten-Status im nationalen Demobilisierungsprogramm an die Waffenabgabe bei der Entwaffnung gekoppelt. Da viele Kombattantinnen bereits im Vorfeld durch männliche Kombattanten entwaffnet worden waren bzw. keine ‚eigenen‘ Waffen besaßen, hatten sie keine offizielle Anerkennung und damit verbundene Wiedereingliederungshilfe bekommen. Im Rahmen eines GTZ-Projekts (REACT, Auftraggeber waren BMZ, KfW, DFID, UNHCR u.a.) wurde in Reaktion auf die Versäumnisse die Stelle eines Technical Advisors für Gender and Child Protection eingerichtet. Bei der Gemeindebasierten Projektarbeit werden Frauen über Quoten gleichberechtigt eingebunden.

## **Genderperspektive in VN-SR-Missionen, Treffen mit lokalen Frauengruppen**

Op15 *bekundet* seine Bereitschaft, dafür zu sorgen, dass bei **Missionen des Sicherheitsrats** die Geschlechterperspektive sowie die Rechte von Frauen berücksichtigt werden, namentlich auch durch **Konsultationen mit Frauengruppen auf lokaler wie internationaler Ebene;**

Der VN-SR führte vom 31.10. - 07.11.03 eine Mission nach Afghanistan durch. Ziel der Mission war es, den Stand der Umsetzung des Bonn-Abkommens sowie der Mandate von UNAMA und ISAF zu evaluieren und bei Gesprächen in Herat und Mazar-i-Sharif die lokalen Machthaber nachdrücklich zur rückhaltlosen Unterstützung des Friedensprozesses aufzufordern. Die Mission sprach mit Vertreterinnen und Vertreter der afghanischen Zivilgesellschaft, NROen und mit der afghanischen Frauenministerin über die Situation der Frauen in Afghanistan.

## **Anlage VII**





# Security Council

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## Women and peace and security

### Report of the Secretary-General

#### I. Introduction

1. On 31 October 2002, the Security Council adopted the statement of the President (S/PRST/2002/32), in which it requested the preparation of a follow-up report on the full implementation of resolution 1325 (2000) on women and peace and security to be presented to the Security Council in October 2004. The present report is prepared pursuant to that request.

2. Building on the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly, as well as the work of the Security Council and other legislative bodies on peace and security, resolution 1325 (2000) called for women's equal participation with men and their full involvement in all efforts for the maintenance and promotion of peace and security. It reaffirmed the need to fully implement international humanitarian and human rights law to protect women and girls from human rights abuses, including gender-based violence. It identified the need to mainstream gender perspectives in relation to conflict prevention, peace negotiations, peacekeeping operations, humanitarian assistance, post-conflict reconstruction and disarmament, demobilization and reintegration initiatives.

3. This report provides illustrative examples of the progress achieved thus far and identifies gaps and challenges in the implementation of resolution 1325 (2000), as well as recommendations for further action which the Security Council and other actors may wish to consider. It is based on contributions from Member States<sup>1</sup> and entities of the United Nations system.<sup>2</sup> It draws on the assessment of progress and recommendations made in my report of 16 October 2002 on women, peace and security,<sup>3</sup> an in-depth study mandated by resolution 1325 (2000), and other studies and reports, including the assessment of an independent expert commissioned by the United Nations Development Fund for Women (UNIFEM).<sup>4</sup>

#### II. Progress in implementation

4. Initiatives have been taken by a broad range of actors to implement resolution 1325 (2000), inter alia, by developing policies, action plans, guidelines and indicators; increasing access to gender expertise; providing training; promoting

consultation with and participation of women; increasing attention to human rights; and supporting the initiative of women's groups. Resolution 1325 (2000) has been effectively utilized by civil society organizations as an advocacy and monitoring tool. Despite significant achievements, major gaps and challenges remain in all areas, including, in particular, in relation to women's participation in conflict prevention and peace processes; the integration of gender perspectives in peace agreements; attention to the contributions and needs of women in humanitarian and reconstruction processes; and representation of women in decision-making positions. Increased incidence of sexual and gender-based violence in recent years and the failure to provide adequate protection is a critical issue and will be treated in a separate section of this report.

## **A. Intergovernmental processes**

### **1. Security Council**

5. The Security Council held three open debates in 2002 and 2003 at which progress and challenges in implementation of resolution 1325 (2000) were discussed. Two presidential statements<sup>5</sup> were issued calling on Member States, entities of the United Nations system, civil society and other relevant actors to develop clear strategies and action plans with goals and timetables, including monitoring mechanisms on the integration of gender perspectives in peace support and humanitarian operations and in post-conflict reconstruction.

6. In recent resolutions, the Security Council reaffirmed resolution 1325 (2000) and included specific mandates<sup>6</sup> for the protection of women and children in the United Nations Operation in Burundi (ONUB), the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Stabilization Mission in Haiti (MINUSTAH) and the United Nations Mission in Liberia (UNMIL). Overall, in 15.6 per cent of Security Council resolutions adopted from January 2000 to June 2004 attention was paid to women or to gender concerns. In addition, discussions by the Council have increasingly recognized the interrelationship between gender perspectives and other thematic issues before the Council, such as children in armed conflict, protection of civilians, conflict prevention, the rule of law and transitional justice.

7. In adopting resolution 1325 (2000), the Security Council expressed its willingness to ensure that missions mandated by the Council take into account gender considerations and the rights of women including through consultation with local and international women's groups. Members of the Council met with local women's groups during all Council missions to West Africa, the Democratic Republic of the Congo, the Great Lakes Region and Afghanistan in 2003 and 2004. The Council mission to West Africa in June 2004 specifically called on UNOCI to mainstream gender perspectives into its operations. As a comparison, from 2000 to 2002, the Council consulted with women's groups at 4 out of 10 missions. Briefing notes, prepared by the Inter-Agency Task Force on Women, Peace and Security since 2003 provided information on women's groups and on gender equality concerns in the countries visited.

8. Members of the Security Council also expanded their engagement with civil society through several "Arria Formula" meetings. Two round tables hosted in 2004 by the Permanent Missions of Canada, Chile, and the United Kingdom of Great

Britain and Northern Ireland in coordination with the NGO Working Group on Women, Peace and Security, brought together Council members, Member States, United Nations entities and non-governmental organizations (NGOs)<sup>7</sup> and civil society representatives to discuss linkages between the various thematic reports and resolutions, and the importance of participation of women, the incorporation of gender perspectives and the protection of civilians. These interactions resulted in a draft checklist for integrating attention to the needs, priorities and contributions of women into the work of the Council.

## **2. General Assembly**

9. The General Assembly has considered women, peace and security issues in some of its discussions and resolutions<sup>8</sup> on country and thematic issues, including on protection and assistance to internally displaced persons, the situation of human rights in the Democratic Republic of the Congo, human rights and mass exoduses, trafficking in women and girls and the girl child. The Assembly condemned the widespread use of sexual violence against women and children as a weapon of war. It urged all parties to conflict to meet the special needs of women and girls in post-conflict reconstruction. It also urged all parties to conflict to implement all necessary measures to put an end to the widespread violations of human rights and impunity, in particular with regard to sexual violence against women and children. In 2003, the Assembly adopted a resolution on women and political participation,<sup>9</sup> in which it reaffirmed the important role of women in the prevention and resolution of conflict and stressed the importance of their full and equal participation in all efforts to promote and maintain peace and security in accordance with resolution 1325 (2000) and other relevant resolutions of the Assembly.

## **3. The Economic and Social Council and its functional commissions**

10. At its substantive session of 2004, the Economic and Social Council, following up on its agreed conclusions 1997/2 on gender mainstreaming in all programmes and policies of the United Nations, adopted resolution 2004/4, in which it requested all United Nations entities to strengthen their efforts at gender mainstreaming and to develop action plans with specific timelines for implementing the gender mainstreaming strategy. The resolution also called for measures to strengthen commitment and accountability at the highest levels within the United Nations and underscored the importance of monitoring and reporting. United Nations entities were also asked to provide effective support to gender specialists, gender focal points and gender theme groups. The resolution urged continued efforts towards full implementation of resolution 1325 (2000).

11. At its forty-eighth session, the Commission on the Status of Women reviewed the thematic issue of women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peace-building. Building on resolution 1325 (2000), the Commission, in its agreed conclusions,<sup>10</sup> made a number of recommendations to Governments and other relevant participants on the participation of women and incorporation of gender perspectives in conflict prevention, peace processes, and post-conflict peace-building, including in elections and reconstruction and rehabilitation.

## **B. Conflict prevention and early warning**

12. In its resolution 1325 (2000) the Security Council reaffirmed the important role of women in the prevention of conflict and stressed the need to increase their role in decision-making in conflict prevention. Women's contributions to preventing conflicts are particularly important in "people to people" diplomacy. Women can call attention to tensions before they erupt in open hostilities by collecting and analysing early warning information on potential armed conflict. Women play a critical role in building the capacity of communities to prevent new or recurrent violence. Women's organizations can often make contact with parties to conflict and interface with Governments and the United Nations.

13. Reflecting the importance of women's participation in conflict prevention, in my report on prevention of armed conflict,<sup>11</sup> I encouraged the Security Council to give greater attention to gender perspectives in its conflict prevention efforts; and in my interim report<sup>12</sup> I recognized the need to prioritize the proactive role women can play in peace-building.

14. At the forty-eighth session of the Commission on the Status of Women, Member States emphasized the need to: improve the collection, analysis and inclusion of information on women and gender issues as part of conflict prevention and early warning efforts; ensure better collaboration and coordination between efforts to promote gender equality and efforts aimed at conflict prevention; support capacity-building, especially for civil society and in particular for women's organizations, to increase community commitment to conflict prevention; and ensure women's participation in the elaboration and implementation of strategies for preventing conflict.

15. Member States, United Nations entities, civil society and NGOs are engaged in a constructive dialogue to support the process of the Global Partnership for the Prevention of Armed Conflict in follow-up to the open debate on the role of civil society in the prevention of armed conflict held on 4 September 2003.<sup>13</sup> The Global Partnership is organizing consultations in the lead up to an international conference planned for June 2005. Women's involvement in the Global Partnership needs to be strengthened. On a regional level, the African First Ladies Peace Mission, currently chaired by the First Lady of Burkina Faso, has worked to enhance women's role in conflict prevention.

16. The Swedish International Development Cooperation Agency has developed an overall strategy for conflict management and peace-building and has supported NGOs on implementation of resolution 1325 (2000), including on conflict prevention. Between 2001 and 2002, the Swiss Peace Foundation, International Alert and the Forum on Early Warning and Early Response developed a set of gender-sensitive early warning indicators, which allows for previously overlooked signs of instability to be taken into account and concentrates on early warning at the grassroots level.

17. Within the United Nations system, UNIFEM has developed a set of gender-based early warning indicators that are currently being tested in four field-based pilots in Colombia, the Democratic Republic of the Congo, the Solomon Islands and areas of central Asia. These indicators, drawn from a wide range of women's experiences in the build-up to and during armed conflict, vary from such obvious signs as sex-specific refugee migrations and rising violence against women to less



obvious measures such as media scapegoating of women and the silencing of women leaders through intimidation.

18. The Department of Economic and Social Affairs of the Secretariat has established a Task Force on Conflict Prevention, Peace-building and Development, which is developing a work plan covering the underlying causes of conflicts such as poverty, socio-economic and gender inequalities, endemic underdevelopment, weak or non-existent institutions and the absence of effective governance. The Office of the Special Adviser on Gender Issues and Advancement of Women has compiled a list of gender contacts on peace and security, including on conflict prevention and resolution.

19. Despite these efforts, 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. System-wide efforts, such as the Interdepartmental Framework for Coordination on Early Warning and Preventive Action, should draw more systematically on women's contributions to conflict prevention and fully incorporate gender perspectives into responses at Headquarters and on the ground. Special representatives and envoys, regional and country teams and other relevant actors should identify, engage and support local women and their associations in conflict prevention efforts.

**20. I intend to develop a comprehensive system-wide strategy and action plan for increasing attention to gender perspectives in conflict prevention, with particular emphasis on monitoring and reporting mechanisms.**

**21. I urge Member States, United Nations entities, NGOs and other relevant actors to work collaboratively to ensure the full participation of women and incorporation of gender perspectives in all conflict prevention work and to strengthen interaction with women's organizations to ensure that their contributions as well as their needs and priorities are included in the collection and analysis of information to guide conflict prevention strategies and early warning efforts.**

### **C. Peace processes and negotiations**

22. Resolution 1325 (2000) calls on all actors to ensure the full participation of women in peace processes and to adopt gender perspectives when negotiating peace agreements. Various initiatives of Member States, the United Nations and civil society have focused on supporting and increasing the representation of women in peace negotiations and mainstreaming gender perspectives into peace agreements.

23. The Government of the Philippines has sought women's participation in the peace process, involving them in dialogues and workshops to integrate their experiences and perspectives. The Australian Government has provided support to organizations that promote women's participation in peace processes, including the Bougainvillean Women's Forum, which drew up recommendations to further the peace process and to identify post-conflict development priorities. The Canadian International Development Agency has supported Sudanese women on building consensus on a platform for peace. In Sri Lanka, the Government and the Liberation Tigers of Tamil Eelam, supported by Norway, established a subcommittee on gender issues to elaborate gender-sensitive guidelines for the peace process.

24. The Division for the Advancement of Women of the Department of Economic and Social Affairs provided technical support and training to 70 African women leaders on negotiation and mediation skills from 2001 to 2003, to support their integration into formal peace negotiations. The United Nations Children's Fund (UNICEF) advocated the inclusion of gender-specific responses in the peace process in Liberia, and in particular, for the prioritization and recognition of the rights of women and girls associated with fighting forces. In Somalia, UNIFEM helped women to come together across factional lines to define a common agenda for women's role in peace and reconstruction focusing on issues of women's representation.

25. There is increasing recognition that efforts to enhance women's participation at the peace table must be complemented by steps to give systematic attention to gender issues in all aspects of peace processes. Within the United Nations system, in December 2003, the Division for the Advancement of Women, in collaboration with the Department of Political Affairs and the Office of the Special Adviser on Gender Issues, convened an expert group meeting on peace agreements as a means for promoting gender equality in preparation for the forty-eighth session of the Commission on the Status of Women. A framework of model provisions<sup>14</sup> on promoting gender equality was developed, providing a set of standards for mediators, facilitators and funding entities involved in preparing peace agreements. It has been widely disseminated to field offices. During the annual meeting of field presences of the Department of Political Affairs in May 2004, the Special Representatives of the Secretary-General held a special session on gender mainstreaming to exchange field experiences on achievements and obstacles.

26. Indigenous women play a unique role in conflict resolution as mediators and peace builders. At its third session, the Permanent Forum on Indigenous Issues acknowledged these contributions and recommended that United Nations entities integrate the special concerns, priorities and contributions of indigenous women in all aspects of conflict prevention, peace-building and post-conflict reconstruction.

27. The women's movement has made major contributions to building partnerships for peace. In Azerbaijan, Colombia, the Democratic Republic of the Congo, the Great Lakes Region, Liberia, the Middle East, Nepal, Northern Ireland and Somalia, for example, women have worked collaboratively across ethnic and religious lines to make valuable contributions to peace processes. One lesson learned from the peace negotiations in Liberia is that women need to receive early support and training in order to facilitate their active participation in the negotiation of peace agreements. There are also a number of regional and international efforts to support women as peacemakers, for example the Mano River Women's Peace Network, which was awarded the United Nations Prize in the Field of Human Rights in 2003 and the Women's International League for Peace and Freedom.

28. While the impact of the contribution of women to informal peace processes is well known, obstacles to their participation and to the systematic incorporation of gender perspectives in formal peace processes remain. The number of women who participate in formal peace processes remains small. The leadership of parties to conflict is male-dominated and men are chosen to participate at the peace table. The desire to bring peace at any cost may result in a failure to involve women and consider their needs and concerns. In addition, women's organizations often do not

have the resources needed to effectively influence lengthy peace negotiation processes.

**29. I urge Member States, entities of the United Nations and civil society to develop comprehensive guidelines and training initiatives based on the framework of model provisions on promoting gender equality in peace agreements.<sup>14</sup>**

**30. I intend to review recent peace processes and analyse the obstacles to and missed opportunities for women's full participation in peace negotiations and develop strategies accordingly.**

#### **D. Peacekeeping operations**

31. The most significant progress in the implementation of resolution 1325 (2000) has been made in the peacekeeping arena. The Special Committee on Peacekeeping Operations has increasingly paid attention to issues concerning women, peace and security and has called for the full implementation of the resolution.<sup>15</sup> In 2000, there was minimal mention of gender issues in peacekeeping mandates and only two gender advisers were assigned to peacekeeping operations. Today, gender concerns are raised in all new peacekeeping mandates and there are 10 full-time gender adviser positions in 17 peacekeeping operations, including those in: Afghanistan, Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Kosovo (Serbia and Montenegro), Haiti, Liberia, Sierra Leone and Timor-Leste as well as in the advance mission in the Sudan. Every new multidimensional peacekeeping operation created since 2000 has included gender advisers. In 2003, Member States approved the creation of a post of gender adviser at the Headquarters level within the Department of Peacekeeping Operations. The gender adviser will work primarily as a catalyst in supporting the mainstreaming of gender perspectives in all offices of the Department; provide ongoing support and policy and operational guidance to gender advisers in the field; and capture and disseminate lessons learned and best practices related to gender and peacekeeping.

32. Gender units and advisers in peacekeeping operations are working to provide technical guidance to the heads of operations, to ensure increased efforts to mainstream gender perspectives into all functional areas of peacekeeping and to increase the participation of women leaders and organizations in the implementation of the mandate of the operation.

33. The incorporation of gender perspectives from the inception of a mandate has proven to be crucial. Gender advisers participated in inter-agency assessment missions conducted prior to the establishment of the mandates of operations in Burundi, Côte d'Ivoire, Haiti and Liberia, which resulted in a better reflection of gender issues in reports submitted to the Security Council prior to the establishment of peacekeeping operations in these four countries and translated into explicit references to gender issues in the ensuing Security Council resolutions. Gender checklists for needs assessments have been developed to guide this process.

34. Training of military, civilian police and civilian peacekeeping personnel on the protection, rights and particular needs of women, as well as the importance of involving women in all peacekeeping functions, has received considerable attention from Member States, the United Nations and civil society. Canada and the United

Kingdom of Great Britain and Northern Ireland have developed a gender training initiative for military and civilian personnel involved in peace support operations that educates personnel on the topic of gender issues. Several other countries, including Argentina, Australia, Germany and Switzerland, reported on measures taken to incorporate gender perspectives in training for personnel involved in peace support operations. Within the United Nations system, the Department of Management has supported a variety of capacity-building initiatives on mainstreaming gender perspectives in peace and security, including in peacekeeping.

35. The Department of Peacekeeping Operations has focused on improving the training materials and tools available to all staff on mainstreaming gender perspectives into their daily work. In 2003, the Department developed gender-awareness training materials for use in pre-deployment and induction training for military and civilian police personnel. In 2004, it produced a “Gender Resource Package for Peacekeeping Operations”, providing guidance on gender issues in the various functional areas covered by multidimensional peacekeeping operations. In addition, the United Nations Institute for Training and Research (UNITAR) conducted training on women and children for civilian personnel in peacekeeping operations in Afghanistan, Bosnia and Herzegovina, the Democratic Republic of the Congo, Eritrea, Ethiopia, Kosovo (Serbia and Montenegro) and Timor-Leste.

36. Training for peacekeepers on HIV/AIDS has also progressed under the guidance of the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the Department of Peacekeeping Operations. Gender-sensitive HIV/AIDS awareness training is included in induction training, and all peacekeeping operations have either an HIV/AIDS focal point or an adviser and are establishing voluntary counselling and testing facilities. In June 2004, UNAIDS and Department of Peacekeeping Operations undertook a joint mission to Haiti to establish an HIV/AIDS programme before the arrival of the main contingents, setting an important precedent for future operations. In Sierra Leone an inter-agency project on HIV/AIDS training for peacekeepers was undertaken by UNAIDS, the Department of Peacekeeping Operations, the United Nations Population Fund (UNFPA) and UNIFEM.

37. An emerging problem in some peacekeeping operations is the issue of human trafficking. The Department of Peacekeeping Operations developed a policy on human trafficking in 2004 and is producing a package of guidance for peacekeeping operations, supported by the United States of America. The package includes model legislation and awareness-raising materials. It will assist operations, including operations in Kosovo (Serbia and Montenegro) and Timor-Leste, which have already developed legislation on human trafficking but face challenges in implementation, as well as operations, such as the United Nations Assistance Mission in Afghanistan (UNAMA), which support capacity-building of national actors on this issue. The International Organization of Migration (IOM) is working with the United Nations Mission in Kosovo (UNMIK) to combat trafficking through prevention and assistance to trafficked persons, including by providing shelter and assistance with voluntary return home. Up until June 2004, 430 trafficked persons had been assisted by IOM in Kosovo (Serbia and Montenegro).

38. A number of peacekeeping operations have established specific units in police stations to assist victims of sexual violence. For instance, at operations in Kosovo

(Serbia and Montenegro), Sierra Leone and Timor-Leste, United Nations civilian police have created units to improve assistance in the context of specific crimes such as sexual violence, child sexual and physical abuse and domestic violence.

39. Continued attention needs to be paid to the incorporation of gender concerns into the planning of new operations. A more coherent strategy for gender mainstreaming in peacekeeping is needed to increase the understanding of the relevance of gender issues to peacekeeping and to detail how to integrate gender concerns into the various pillars of an operation, including greater attention to data collection and reporting. Experience reveals that gender units in peacekeeping operations are most effective when adequately staffed at sufficiently senior levels and where they have direct access to and support of senior management.

**40. 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.**

## **E. Humanitarian response**

41. Resolution 1325 (2000) calls on all actors to respect the civilian and humanitarian character of refugee camps and settlements and to take into account the particular needs of women and girls, in particular in their design. Use of gender analysis should ensure that the different experiences and contributions of women and men are brought into the planning and implementation of emergency relief efforts. Placing refugee and displaced women in decision-making positions and involving them in camp design and management needs to be complemented with skills-building and support. There have been repeated calls for proper individual documentation and registration of women affected by conflict, including refugee women. Despite improvements made in registration, women, including heads of households, may be without the documentation they need to access basic supplies and services.

42. A number of actors have worked to strengthen women's participation and gender mainstreaming in humanitarian situations. Member States have provided assistance in ensuring that gender perspectives are incorporated in humanitarian interventions. A strategy and action plan for promoting gender equality included in Finland's policy for development cooperation for 2003-2007 requires that humanitarian partner organizations have gender expertise and mainstream gender perspectives into their work. Similarly, when supporting humanitarian action, Norway requests implementing partners to incorporate gender perspectives in their efforts.

43. The Inter-Agency Standing Committee Task Force on Gender and Humanitarian Assistance has developed strategies to ensure that gender perspectives are mainstreamed into all humanitarian activities. In 2003, the Task Force commissioned an external evaluation of gender mainstreaming in the Consolidated Appeals Process. The evaluation noted that gender mainstreaming in the Process was limited, gender analysis was not systematically undertaken and data was not usually disaggregated by sex. Subsequently, the Technical Guidelines and the Needs

Assessment Matrix and Framework for the Consolidated Appeals Process were revised to provide adequate direction concerning gender mainstreaming. Gender experts participated in the training of trainers for facilitators of the Process. In 2004, the Inter-Agency Standing Committee undertook an evaluation of its 1999 gender policy, in which it noted that, while some progress had been achieved in the integration of gender perspectives in all humanitarian protection and assistance activities, important gaps remained, and recommended that the policy be implemented fully.

44. The majority of United Nations agencies working in the humanitarian field have produced policies, guidelines and action plans and supported training efforts on gender mainstreaming. The Office for the Coordination of Humanitarian Affairs has developed a policy and plan of action on gender mainstreaming in humanitarian advocacy and information management, humanitarian policy development, coordination of humanitarian response and resource mobilization. The Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) have jointly produced guidelines on socio-economic and gender analysis in emergency and rehabilitation programmes to assist staff at Headquarters and in the field to integrate gender perspectives into all phases of the emergency project cycle, including needs assessment, project formulation, targeting and monitoring and evaluation. Gender policies and guidelines, which have long been in place in humanitarian agencies, need to be operationalized and monitored and accountability mechanisms established or reinforced.

45. In 2002, an independent 10-year assessment of the implementation of the policy and guidelines of the Office of the United Nations High Commissioner for Refugees (UNHCR) on refugee women was conducted by the Women's Commission for Refugee Women and Children. UNHCR is now updating its policy and guidelines to reflect the recommendations of the assessment. A mainstreaming methodology based on gender and age is being tested in 10 countries. This process actively engages refugees in planning, implementation, monitoring and data collection on the gender and age dimensions of displacement and the related protection risks. The United Nations High Commissioner for Refugees also made five commitments to refugee women, principal among which is to ensure 50 per cent representation of women in refugee management committees. Field operations have reported difficulties in achieving quality participation owing to persistent gender discrimination.

46. Greater coordination among United Nations entities, non-governmental organizations (NGOs) and refugee and displaced women's groups is needed. While the Consolidated Appeals Process has worked to improve the incorporation of gender concerns, gender mainstreaming and women-specific programmes remain underfunded.

47. **I urge Member States and entities of the United Nations to:**

(a) **Strengthen the incorporation of gender perspectives in the Consolidated Appeals Process and ensure routine monitoring of the Process from a gender perspective, including the financial resources provided;**

(b) **Establish a coordinated humanitarian response monitoring system with specific indicators to determine attention to gender perspectives at field level.**

## F. Post-conflict reconstruction

48. In resolution 1325 (2000), the Secretary-General called on all actors to incorporate gender perspectives in post-conflict reconstruction efforts and to take into consideration the special needs of women and girls. In its presidential statement (S/PRST/2002/32), the Security Council reaffirmed the importance of gender mainstreaming in post-conflict reconstruction and encouraged the development of targeted activities, focused on the specific constraints facing women and girls in post-conflict situations, including their lack of land and property rights and access to and control over economic resources.

49. The need to include gender perspectives in the rebuilding and reforming of the judicial, legislative and electoral sectors in countries emerging from conflict has received increased attention in the last few years. In my report on the rule of law and transitional justice in conflict and post-conflict societies,<sup>16</sup> I specifically recommended that the differential impact of conflict and rule of law deficits on women and children be recognized and that all initiatives ensure gender sensitivity in restoration of rule of law and transitional justice, as well as the full participation of women.

50. The Convention on the Elimination of All Forms of Discrimination against Women provides the basis for realizing equality between women and men and creates obligations for States parties to take all appropriate measures towards this end. Of the countries with United Nations peace support missions, all but Somalia and the Sudan have ratified the Convention; however, a large number of them have never reported on the implementation of the Convention or their reports are overdue. The Division for the Advancement of Women is implementing technical assistance activities with several countries emerging from conflict, including Afghanistan, Sierra Leone and Timor-Leste with financial support from New Zealand. UNIFEM based its support for constitutional, legal, electoral and administrative reform in Afghanistan, Iraq, Rwanda and Timor-Leste on the Convention.

51. A conference on gender justice in post-conflict situations, co-organized by UNIFEM and the International Legal Assistance Consortium, was held in September 2004, bringing together a wide range of women in legal and judicial positions from conflict-affected countries and representatives from Member States, the entities of the United Nations, NGOs and civil society. The conference provided a platform for views on critical gender justice concerns, best practices and actions required to ensure gender-responsive institutional and legal reforms in countries emerging from conflict.

52. While it is recognized that truth and reconciliation commissions facilitate the healing process in post-conflict societies, the involvement of women in these processes, and the degree to which the processes address the needs and concerns of women, is not well known. In Timor-Leste, the Commission on Reception, Truth and Reconciliation highlighted the impact of the conflict on women and held a public hearing dedicated to women's experiences. Concerns were raised, however, that there was insufficient time and support provided to women victims asked to provide testimony to the Commission. Fears of reprisals by victims and witnesses may hamper women from coming forward and telling their personal stories. The Truth and Reconciliation Commission of Sierra Leone is in the process of finalizing

its report, which should provide greater insights on women's participation and the inclusion of their concerns, or lack thereof, in the proceedings of the Commission. More information is needed on how these commissions directly or indirectly support women as well as on other mechanisms used by women to promote healing from the suffering faced during conflict.

53. At a meeting in Skopje in January 2003, Ministers of the Council of Europe's Steering Committee for Equality between Women and Men agreed that if women were not fully involved in rebuilding democracy, efforts to create a stable society were likely to fail. Policy guidelines were drawn up for incorporating gender perspectives into all activities related to peace and security, including democracy-building and eliminating policies that marginalize women, such as family voting at elections. The Development Assistance Committee (DAC) Network on Gender Equality of the Organization for Economic Cooperation and Development (OECD) held a joint workshop with the United Nations Inter-Agency Network on Women and Gender Equality entitled "Gender and post-conflict reconstruction: lessons learned from Afghanistan". The meeting identified good practices and lessons learned from promoting gender equality in post-conflict reconstruction, drawing on experiences from Afghanistan and other post-conflict contexts.

54. Women have increasingly participated in the formulation of new constitutions. In Afghanistan, women were involved in the drafting of the new constitution and held approximately 100 seats, or 20 per cent, of the 500 seats of the constitutional *Loya Jirga*, a major advance compared with the constitutional *Loya Jirgas* in 1964 and 1977 when only 4 and 12 women participated, respectively.<sup>17</sup> The Afghan constitution adopted on 4 January 2004 provides for equal rights before the law.

55. Elections can provide an opportunity for change, including for the increased participation of women and the integration of gender perspectives in democratic electoral processes in post-conflict situations. A notable example is Rwanda where the constitution set aside 24 of 80 seats for women in the Chamber of Deputies, the lower house of Parliament. In the October 2003 elections, women won an additional 15 seats bringing the total number of women in the Chamber to 39. Women now hold nearly 49 per cent of the seats, a greater proportion than in any other parliament worldwide.<sup>18</sup>

56. The United Nations assists the holding of democratic elections in countries emerging from conflict. In January 2004, the Department of Political Affairs and the Office of the Special Adviser on Gender Issues convened an expert group meeting at which obstacles, lessons learned and good practices on women's participation in electoral processes in post-conflict countries were analysed. A set of briefing notes on ways to ensure women's participation throughout the electoral process are under preparation.<sup>19</sup>

57. The United Nations Assistance Mission in Afghanistan (UNAMA) has instituted a number of measures to ensure that women participate in all aspects of the electoral process, including registration. Some 4,000 single-sex voter registration sites have been set up and a public information campaign was launched including posters and leaflets that urged women to register to vote and participate in the reconstruction of the country. Nearly half of the 14,000 registration workers are women. As of September 2004, some 10.5 million voters were registered, with women accounting for approximately 41 per cent of that total. In accordance with



the new constitution, on average, two seats per province will be held by women, or 68 of the total 249 seats in the lower house.<sup>20</sup>

58. Beyond ensuring that women register to vote, women running for office need skills building and support. Political parties need to have internal democratic and transparent nomination procedures and adopt voluntary targets or quotas for women on their candidate lists. One area vital to women's full participation, and one often overlooked, is the involvement of women in electoral management bodies. In Iraq, the presence of women in the electoral management body has been a critical element in ensuring that women can participate and that their needs and priorities are addressed at all stages of the process.

59. Member States, United Nations entities and other actors have also made efforts to ensure that gender perspectives are incorporated in social and economic reconstruction efforts. The United Nations Development Group has been working with UNIFEM to promote the incorporation of gender issues as a cross-cutting theme in the needs assessment processes in countries emerging from conflict, including Haiti, Iraq, Liberia and the Sudan. Sector-specific gender checklists, covering areas such as health, education, shelter and employment, were developed and utilized. The Food and Agriculture Organization of the United Nations (FAO) has incorporated gender perspectives in policies and programmes for sustainable agriculture and rural development in post-conflict settings. In Kosovo (Serbia and Montenegro), FAO supported training of rural development officers on gender analysis with the Ministry of Agriculture, Forestry and Rural Development. In Iraq, UN-Habitat delivered some 22,000 housing units to displaced populations, targeting mainly war widows, and conducted training on gender issues with local government officials. The International Labour Organization (ILO) has worked to incorporate gender perspectives in employment, income generation and skills training in post-conflict situations.

60. Targeted support has also been provided for women's groups and networks in post-conflict situations by Member States, United Nations entities and NGOs. The United Nations regional commissions in Africa and Western Asia provided assistance to skills building in women's groups and networks and supported national machineries in countries emerging from conflict.

61. Member States and other actors have an important role in ensuring that funds are available for initiatives aimed at promoting gender equality. In Afghanistan, several Member States have funded projects for women and girls, including Belgian Development Cooperation, which provided funding for the strengthening of the Ministry for Women's Affairs. The United States has allocated funding for projects that assist women with democratic organization and advocacy. The World Bank has supported a number of gender initiatives through its Post Conflict Fund.

62. A majority of reconstruction efforts do not, however, systematically include gender perspectives into initial surveys, appraisals and needs assessments of programmes and projects; target initiatives for women and girls; or include a gender analysis of budgets. Without such measures, reconstruction efforts may not identify or address gender-specific problems relating to issues such as land, property and inheritance rights, health, education, employment or security concerns. Sustained attention by national and international partners is needed to ensure gender analysis is systematically utilized when developing reconstruction strategies and programmes.

**63. I urge Member States, United Nations entities and civil society to:**

**(a) Develop approaches and guidelines and guidelines for ensuring that all programmes and policies in support of the rule of law, including constitutional, judicial and legislative reform, promote gender equality and women's human rights;**

**(b) Systematically use the Convention on the Elimination of All Forms of Discrimination against Women as a guiding framework in programmes and other support in post-conflict countries;**

**(c) In consultation with women and girls, plan and implement specific initiatives for women and girls and systematically incorporate gender perspectives in the planning, implementation and monitoring of all reconstruction programmes and budgets to ensure that women and girls benefit directly from resources mobilized through multilateral and bilateral sources.**

**64. I intend to review the extent to which women have participated and their concerns have been met in truth and reconciliation processes and make recommendations to guide the development of future reconciliation processes.**

**65. I also intend to set indicators and benchmarks for women's equal participation in all aspects of elections process, based on a review of good practice.**

## **G. Disarmament, demobilization and reintegration**

66. Disarmament, demobilization and reintegration programmes have increasingly acknowledged and provided support to women and girls as combatants, abductees, supporters of armed groups, wives and dependants of male combatants and as community members to provide assistance both in disarming fighters and reintegrating them into families and communities, as encouraged in resolution 1325 (2000). In September 2003, in its resolution 1509 (2003) on Liberia the Security Council called, for the first time, for a disarmament, demobilization and reintegration programme that specifically included attention to the special needs of children and women. In 2004, stronger resolutions on Burundi, Côte d'Ivoire and Haiti called for the needs of women and children associated with armed groups to be comprehensively included in disarmament, demobilization and reintegration programmes.

67. Some progress has been made on incorporating gender perspectives in the disarmament, demobilization and reintegration programmes in the Democratic Republic of the Congo, Liberia and Sierra Leone and, very recently, in planning under way in the Sudan. However, in general, disarmament, demobilization and reintegration programmes remain primarily focused on male ex-combatants even though women and girls are involved in all aspects of armed groups, either voluntarily or forcibly. The use of gender analysis is crucial to understanding the different needs, concerns and contributions of women and men, girls and boys, although it has not been consistently or effectively used in planning, implementing and evaluating disarmament, demobilization and reintegration programmes.

68. In April 2003, the Department of Disarmament Affairs prepared a gender mainstreaming action plan for the work of the Department. Its implementation will be systematically monitored and reported on. The United Nations Institute for Disarmament Research (UNIDIR) has dedicated an issue of *Disarmament Forum* to women, men, peace and security, which provides further insight into how women and men participate in and are affected by conflict.

69. Under the auspices of the Department of Peacekeeping Operations, UNIFEM drafted standard operating procedures on gender and disarmament, demobilization and reintegration, which provide field-based guidance on incorporating the needs and concerns of women and girl combatants in peace agreements and utilizing gender analysis in the planning of disarmament, demobilization and reintegration, including in the social reintegration of combatants into communities. The United Nations Mine Action Service of the Department of Peacekeeping Operations is developing a guide to gender mainstreaming for mine action. UNICEF has completed the mine risk education component of the International Mine Action Standards, which includes gender-specific standards to which all United Nations entities and their operational partners should adhere. UNICEF coordinates all disarmament, demobilization and reintegration programmes for children associated with fighting forces and armed groups. Girls remain disadvantaged both in their access to demobilization and in their reintegration into communities. Many girls who become pregnant during armed conflict face stigmatization on return.

70. In the Sudan, the United Nations Development Programme (UNDP) has employed a gender adviser who works directly with national counterparts to ensure gender concerns are fully integrated in the planning of the comprehensive disarmament, demobilization and reintegration programme. These initiatives should be monitored closely to ascertain their effectiveness and documented, where appropriate, as good practices.

71. The involvement of women and women's groups in all aspects of disarmament, demobilization and reintegration programmes should be strengthened, including their involvement in arms collection. Increased attention must be paid to procedures that verify eligibility of women and girls associated with fighting forces. Separate procedures should be established to ensure that women and girls who have been involved in armed conflict receive medical care and psychosocial support.

**72. I call on Members States, entities of the United Nations system and NGOs to develop guidelines, based on a review of good practice, on increasing attention to the needs and contributions of women and girls in disarmament, demobilization and reintegration programmes and to monitor and report regularly on their implementation.**

### **III. Preventing and responding to gender-based violence in armed conflict**

73. In its resolution 1325 (2000), the Security Council called on all parties to conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict. The resolution has contributed to increased recognition of the escalation in scope and intensity of sexual and gender-based

violence as one of the most visible and insidious impacts of armed conflict on women and girls and of the need for improved prevention and protection mechanisms.

74. Faced with massive incidents of gender-based violence during armed conflicts, Member States, entities of the United Nations system and civil society have focused on addressing the consequences of violence against women and girls. Thus far, the international community has not been able to prevent acts of violence against women from occurring during armed conflict. Early warning mechanisms either do not exist, or we have not been able to respond effectively to indications of impending hostilities.

75. My reports to the Security Council on the protection of civilians in armed conflict,<sup>21</sup> children and armed conflict<sup>22</sup> and country-specific reports provide stark and disturbing evidence of gender-based violence and of the fact that compliance of parties to conflict with international humanitarian, human rights, refugee and criminal law remains woefully inadequate.

76. Gender-based violence is a form of discrimination that seriously inhibits the ability of women to enjoy their rights and freedoms on a basis of equality with men. The unacceptable violence against women and girls in peacetime is further exacerbated during armed conflict and in its aftermath. Both State and non-State actors are responsible for severe violations of women's human rights, including killings, abductions, rape, sexual torture and slavery, as well as denial of access to food and health care, with dramatic consequences. Although the occurrence of violence against women in armed conflict is now increasingly acknowledged and widely documented, our collective response, as measured against the magnitude of this violence, remains inadequate. The facts on the ground point to our collective failure in preventing such violence and protecting women and girls from the horrors of gender-based violence and heinous violations of international human rights, criminal and humanitarian law. Sexual and gender-based violence has been recently reported in Afghanistan, Burundi, Chad, Côte d'Ivoire, the Democratic Republic of the Congo and in Darfur, the Sudan.<sup>23</sup>

77. States on whose territory conflict and its resulting evils of war crimes, genocide, sexual violence and gender-based crimes occur have the primary responsibility for the protection of women and children. Where a State is unable or unwilling to provide protection and assistance to its citizens, the United Nations system is increasingly called upon to work with Member States to develop an integrated response. In several instances, the Security Council has expanded the mandates of multidimensional peacekeeping operations to assist in carrying out protective and monitoring functions to address the security challenges and threats to women and girls. However, factors such as delay in deployment, low numbers of peacekeepers or insufficient financial resources have hampered the successful implementation of such mandates.

78. The United Nations system has established and implemented strategies and programmes to prevent, monitor and respond to gender-based violence. 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 critical for ensuring women's rights violations are monitored and reported on and for investigating allegations of sexual violence. The Office of the United Nations High Commissioner for Human Rights intensified its efforts to

monitor and report on gender-based violence, and human rights officers are now a standard component in new peace operations. Within the framework of their mandates, the Special Rapporteurs of the Commission on Human Rights have paid particular attention to the occurrence of gender-based violence, the special vulnerability of displaced women, the needs of women heads of household in times of war, the role of women in conflict resolution and the situation of women in countries in transition. The Special Rapporteur on violence against women, its causes and consequences, has a particularly important role to play in this regard. Since 2000, an annual report<sup>24</sup> has been presented to the Subcommission on the Promotion and Protection of Human Rights, outlining new developments in international criminal, human rights and humanitarian law on the issue of systematic rape, sexual slavery and slavery-like practices in situations of armed conflict.

79. Efforts to monitor and report gender-based violence in situations of armed conflict must be complemented by practical measures to end impunity and to bring those who are responsible for abhorrent crimes against women and girls to justice. International humanitarian, human rights and criminal law provides a solid framework of protection of individuals affected by armed conflict. More recently, this framework has been significantly strengthened to address crimes of sexual and gender-based violence experienced by women and girls. The establishment of the International Criminal Court holds promise for meaningful accountability for gender-based crimes against women in armed conflict. The formal referrals from the Governments of Uganda and the Democratic Republic of the Congo will provide opportunity for the Court to implement its statute, which includes provisions for improved investigation of gender-based crimes, protection of female witnesses, appointments of advisers with legal expertise on sexual and gender violence and direct participation of the victims in the proceedings of the Court.

80. The International Tribunal for the Former Yugoslavia and the International Criminal Tribunal for Rwanda have broken new ground in the area of jurisprudence on sexual violence under international law. While both Tribunals have charged a number of individuals for crimes that involved either rape or sexual assault, progress in carrying out investigations and creating systems to protect victims and witnesses has not been commensurate with the requirements of timely justice, thus resulting in few guilty verdicts.<sup>25</sup> The Special Court for Sierra Leone has included crimes of sexual violence in a number of its indictments. The Court includes two gender crimes investigators and has conducted gender sensitivity training for its investigation teams.

81. While the International Tribunals have played an important role by providing a direct form of accountability for perpetrators of gender-based crimes, it is critical that States recognize their responsibility and have the capacity to enforce law, end impunity, prosecute perpetrators of violence and provide redress and compensation to survivors of gender-based violence.

82. Many Member States, United Nations entities, including the Office for the Coordination of Humanitarian Affairs, UNICEF, UNFPA, UNHCR, UNIFEM and the World Health Organization (WHO), and international and national NGOs have conducted training programmes for their staff, partners and local populations on the prevention of sexual and gender-based violence, and appropriate care for survivors. In 2003, UNHCR revised its 1995 guidelines on sexual and gender-based violence to better reflect lessons learned through field-based practice. Inter-agency task

forces on gender-based violence have been established in some refugee settings to coordinate multisectoral responses and set local protocols for interventions.

83. In Rwanda, Belgium and other international donors have supported programmes for survivors of physical and sexual abuse resulting from the genocide. In Haiti, under the leadership of the Ministry for the Status of Women, United Nations entities have emphasized the need to strengthen coordinated actions on prevention and support to victims of gender-based violence. UNFPA provided Governments and implementing partners with emergency reproductive health kits in order to treat survivors for sexually transmitted infections and other consequences of sexual violence. Health partners in some refugee situations are equipped to care for survivors of violence with HIV/AIDS, but this is not a universal practice.

84. Innovative strategies need to be developed to ensure compliance with international humanitarian and human rights law by a variety of actors, including the military and non-State armed groups. Parties to conflict must be forcefully reminded of their responsibilities to protect women and girls and to cease their attacks on civilians or face sanctions. Member States need to send stronger signals to parties to conflict that gender-based violence will be investigated and perpetrators will be prosecuted.

85. One of our key challenges is to bring perpetrators of violence against women to justice through international tribunals, mixed tribunals and national courts. To ensure effective prosecution of gender-based violence, witness and victim protection programmes need to become more effective, and judges, prosecutors and investigators need to be trained on gender issues.

86. The consistent provision of human and financial resources to deliver care to women victims of violence as well as ongoing training for all actors continues to be of critical importance. Deploying human rights and other monitors at an early stage can serve as a potential deterrent to violence. Effective monitoring and reporting mechanisms to gather timely and accurate data on gender-based violence are essential both in terms of identifying potential situations of armed conflict and providing information on the perpetrators of violence.

**87. I submit the following actions for the attention of the Security Council, Member States, United Nations entities and other relevant bodies:**

**(a) Apply increased pressure on parties to armed conflict, including during missions and peace negotiations, to cease all violations of the human rights of women and girls, including sexual and gender-based violence;**

**(b) End impunity for genocide, crimes against humanity and war crimes, including sexual and gender-based violence, and ensure that international and national courts have adequate resources, access to gender expertise, gender training for all staff and gender-sensitive programmes for victim and witness protection in order to more effectively prosecute those responsible for such crimes;**

**(c) Ensure that human rights and other monitors have gender expertise, conduct gender-responsive investigations and report findings systematically to the Council.**

88. **I call on the General Assembly to ensure adequate human and financial support to programmes that provide care and support through legal, economic, psychosocial and reproductive health services to survivors of gender-based violence.**

#### **IV. Enhancing implementation**

89. The following issues need to be specifically addressed in order to further enhance the implementation of resolution 1325 (2000) in all areas discussed above.

##### **A. Gender balance in recruitment**

90. Increasing women's representation in decision-making and expanding the roles and contributions of women in peace and security issues was a major element of resolution 1325 (2000). Many Member States reported on national initiatives designed to improve gender balance and representation of women in civilian and uniformed services and to increase their participation in international peace operations. Denmark has developed a long-term strategy for the recruitment of women in armed forces. In France, the percentage of women in the military increased from 6.9 per cent in 1998 to 13 per cent in 2004. Germany opened all career tracks to women in the armed forces. Spain has a number of highly qualified women participating as international observers in electoral processes, and 15 per cent of its personnel serving in peace operations are women. The United Kingdom has been actively deploying female officers to peace operations, including as senior gender experts to Iraq. Several other countries, including Argentina, Australia, Malawi and Switzerland, also reported on efforts to actively recruit more women to serve in international peace operations. A senior Australian policewoman served as the United Nations Police Commissioner in Timor-Leste from June 2003 to May 2004.

91. As of June 2004, women constituted 1 per cent of military personnel and 5 per cent of civilian police personnel assigned by Member States to serve in United Nations peacekeeping operations. These figures remain unchanged since 2002. With regard to international civilian staff administered by the Department of Peacekeeping Operations,<sup>26</sup> women constituted 27.5 per cent overall, and 12 per cent at the D-1 level and above, up from 24 and 4.2 per cent respectively in 2002.<sup>27</sup>

92. Resolution 1325 (2000) called for the appointment of more women as special representatives and envoys. Currently, out of 27 peace operations, 2 are headed by women: ONUB and the United Nations Observer Mission in Georgia (UNOMIG). Three women serve as deputy Special Representatives in the United Nations Verification Mission in Guatemala (MINUGUA), UNAMA and the United Nations Observer Mission in Georgia (UNOMIG).

93. In order to encourage female candidates to apply for peacekeeping operations, the Department of Peacekeeping Operations has introduced specific language into vacancy announcements, targeting professional women's organizations. The Department has also made efforts to increase the representation of women among uniformed personnel serving under United Nations auspices, including by highlighting the need for greater numbers of women, when corresponding with

troop- and police-contributing countries. Efforts should be made by Member States to increase the representation of women in military and police contributions and strive for levels commensurate with respective national representation.

94. Within humanitarian entities in the United Nations system, as of August 2004, none of the 18 humanitarian coordinators was a woman. At UNHCR and the World Food Programme (WFP), women constitute 40 per cent of professional staff, making up 23 and 26 per cent, respectively, at senior levels. Individual agencies have made commitments to ensure the representation of women on their staff. At least 50 per cent of the staff recruits and 75 per cent of all local food aid monitor recruits at WFP are to be qualified women. The Office of the Special Adviser on Gender Issues and Advancement of Women has also encouraged the broadening of the recruitment base for peace operations to cover international and national professional and civil society organizations and has regularly supplied lists of suitable women candidates for special representatives and envoy posts and for regular peace operations staff to the Department of Peacekeeping Operations, the Department of Political Affairs and the offices of the Special Representatives of the Secretary-General.

95. Within the resident coordinator system, which includes organizations of the United Nations system dealing with operational activities for development in post-conflict reconstruction, the representation of women was 21 per cent as of August 2004 (26 of 122).

96. Mechanisms to target women in the recruitment process for senior-level posts in all areas of peace and security need to be strengthened. These include: the use of specialist headhunting agencies; allocation of funds for outreach activities to attract women candidates; and the further development of a database of precertified women candidates.

97. While recruitment of women at senior level is critical, a clear understanding of gender perspectives in peace and security should become a key criteria for recruitment of all senior and middle-level staff. Training on gender issues should be provided to all staff at decision-making levels, men as well as women. Predeployment briefing of Special Representatives of the Secretary-General is critical.

**98. I call on Member States, United Nations entities and civil society organizations to:**

(a) **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;**

(b) **Create a pool of precertified female candidates for senior level positions to ensure rapid deployment.**

## **B. Preventing and responding to sexual exploitation and abuse by humanitarian and peacekeeping personnel**

99. Sexual exploitation and abuse are forms of gender-based violence that can be perpetrated by anyone in a position of power or trust.<sup>28</sup> The involvement of United Nations personnel, whether civilian or uniformed, in sexual exploitation and sexual



abuse of local populations is particularly abhorrent and unacceptable and a serious impediment to the achievement of the goals of resolution 1325 (2000) on the protection of women and girls. In May 2004, the United Nations Mission in the Democratic Republic of the Congo (MONUC) uncovered allegations of sexual exploitation and abuse, including of minors, by civilian and military personnel in Bunia. Such abuses must be prevented and the perpetrators must be held accountable.

100. Initiatives have been taken by some Member States to address sexual exploitation and abuse. Finland has developed a code of conduct for peacekeeping missions that includes information on sexual exploitation and forbids the use of prostitutes. The code of conduct is monitored and immediate action taken in the case of any violation.

101. The United Nations, working with NGOs, has instituted a number of measures to address sexual exploitation and abuse by personnel. The Inter-Agency Standing Committee created the Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises, co-chaired by the Office for the Coordination of Humanitarian Affairs and UNICEF, which led to the issuance of a Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse.<sup>28</sup> The Task Force developed a number of tools to facilitate the implementation of the bulletin such as implementation guidelines, model information sheets on sexual exploitation and abuse for local communities and model complaints forms. In addition, focal points on sexual exploitation and sexual abuse are to be appointed in each United Nations entity and NGO at country level, creating a network to ensure the full implementation of the bulletin in both emergency and development contexts.

102. The Department of Peacekeeping Operations has made progress in implementing the Secretary-General's bulletin in peacekeeping operations through improved training materials, complaints mechanisms and the production of a compilation of its disciplinary directives for civilian, military and civilian police personnel. In addition, MINUSTAH, MONUC and ONUB now have Personnel Conduct Officer positions to support mission efforts to address misconduct. The Department is currently conducting a review of its procedures for addressing sexual exploitation and abuse, including human trafficking, with a view to improving its ability to prevent, identify, respond to and report on this problem, as well as to advocate with Member States on their role in addressing this issue. However, significant challenges remain.

**103. 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.**

### **C. Coordination and partnership**

104. Coordination is critical to ensure complementarity among all actors and effective use of resources. Member States, United Nations entities and non-

governmental and civil society actors at all levels have worked together in innovative ways to implement resolution 1325 (2000). Spearheaded by Canada, an informal group of approximately 25 Member States, the “Friends of Women, Peace and Security”, acts as an advocate for and supports intergovernmental coordination, allocation of resources and acceleration of implementation of resolution 1325 (2000) by United Nations entities.

105. In recognizing that effective institutional arrangements and improved collaboration can significantly contribute to the full implementation of resolution 1325 (2000), a number of Member States have set up working groups and task forces at the national level. In 2001, Canada created the Canadian Committee on Women, Peace and Security, which is a national coalition, comprised of parliamentarians, civil society representatives and government officials that focuses on advocacy, capacity-building and training. In Colombia, the Ministry of Foreign Affairs, in collaboration with the Presidential Advisory Office on Gender Equality, set up a working group on women, peace and security, which supports women’s participation related to the promotion of peace in Colombia. In 2003, the Ministries of Defense, Foreign Affairs and the Interior and Kingdom Affairs of the Netherlands established a task force on women in conflict situations and peacekeeping, which is charged with implementing resolution 1325 (2000). In Norway, a forum comprised of representatives from relevant ministries and members of civil society has been established to follow up the implementation of resolution 1325 (2000). In Azerbaijan, a national “Coalition 1325”, comprised of women parliamentarians, NGOs and media representatives, has been established to raise awareness of resolution 1325 (2000) and women’s role in decision-making processes, including in conflict resolution and peace-building.

106. I have requested my Special Adviser on Gender Issues and Advancement of Women to play a lead advocacy role and to promote a wide variety of actions in support of gender mainstreaming, including on peace and security. My Special Adviser has provided regular updates on women, peace and security issues to the Executive Committee on Peace and Security and has urged that gender equality issues be incorporated in discussions and recommendations. To support my Special Adviser, the Finnish Government provided funding support for a full-time P-5 position to work on peace and security for one year.<sup>29</sup>

107. My Special Adviser also chairs the Inter-Agency Task Force on Women, Peace and Security of the Inter-Agency Network on Women and Gender Equality, which is comprised of 20 United Nations entities, with 5 NGOs as observers. The Task Force has ensured a coordinated approach to gender mainstreaming in peace and security activities within the United Nations, supported and monitored implementation of resolution 1325 (2000) and carried out liaison activities with Member States and NGOs. It facilitated the development of gender checklists for needs assessments and a roster of gender experts. It is critical that my Special Adviser and the Inter-Agency Task Force continue to play a catalytic role in promoting full implementation of resolution 1325 (2000), in close coordination with all entities working on peace and security.

108. The inter-agency task forces under the umbrella of the Inter-Agency Standing Committee on gender and humanitarian response and protection from sexual exploitation and abuse as well as the United Nations Mine Action Service gender working group, are also good examples of United Nations coordination efforts to mainstream gender issues into substantive work areas.

109. In post-conflict countries United Nations theme groups on gender equality, for example in Afghanistan, have achieved some success in providing a platform for joint planning among United Nations entities, governmental and non-governmental actors. However, more efforts are needed to strengthen such theme groups to facilitate systematic and effective inter-agency coordination and attention to gender perspectives at the field level in post-conflict countries.

110. Resolution 1325 (2000) has been an effective advocacy tool, which has galvanized actors at different levels to develop alliances and partnerships and work in a coordinated manner to support its implementation. This momentum needs to be reinforced and sustained. Enhanced coordination with regional and subregional intergovernmental entities and at the local level with women's groups and networks is needed in order to maximize progress in the incorporation of gender perspectives in the promotion of peace and security.

**111. I call on Member States, entities of the United Nations, NGOs and civil society to:**

**(a) Enhance coordination to facilitate the implementation of resolution 1325 (2000) at all levels in developing partnerships with key actors at the regional level and with women's groups and networks at the local level;**

**(b) Strengthen gender theme groups in countries emerging from conflict by ensuring clear mandates and authority, staff with sufficient levels of seniority and expertise, adequate resources and access to senior managers.**

#### **D. Monitoring and reporting**

112. An analysis of gender perspectives in 264 of the reports of the Secretary-General to the Security Council prepared from January 2000 to September 2003 revealed that only 17.8 per cent of the reports made multiple references to women and gender concerns, while 15.2 per cent made minimal reference and 67 per cent of the reports made no or only one mention of women or gender issues.<sup>30</sup> The majority of reports referring to gender issues described women and girls primarily as victims of armed conflict and not as potential actors in early warning, reconciliation, peacebuilding or post-conflict reconstruction. A checklist to support improved reporting on gender issues in the reports of the Secretary-General was widely disseminated to peace support operations at headquarters and in the field. The analysis was updated in July 2004. In the first six months of 2004, a trend of improved reporting was noted, with 23.5 per cent of reports having multiple references to gender issues.

113. It is important to continue to ensure that all reports to the Security Council make appropriate reference to gender perspectives and the advancement of women, including by providing data disaggregated by sex and age. The Council is urged to monitor the incorporation of gender perspectives in reports that provide an important basis for resolutions adopted.

**114. I intend to routinely incorporate gender perspectives in all thematic and country reports to the Security Council and continue to monitor the progress made.**

**115. I urge the Security Council to review the issue of women, peace and security on an annual basis.**

## **E. Information dissemination and exchange**

116. Resolution 1325 (2000) has been broadly disseminated and utilized and has been translated into approximately 60 languages.<sup>31</sup> Member States, United Nations entities and NGOs have held numerous conferences to increase awareness of the resolution and have produced a wide range of practical resources to assist policy makers, actors at the field level and the general public on gender issues in peace and security. The Ministry of Foreign Affairs of Denmark, in cooperation with the Committee on International Gender Equality, hosted a conference on “Women, Peace and Security” in Copenhagen in September 2004. A number of Member States, including Canada, the Netherlands, Senegal, Sweden and the United Kingdom, prepared, or are in the process of launching, major reports on women and peace and security which will guide national policy initiatives related to women’s roles in conflict prevention, conflict resolution and post-conflict reconstruction.

117. Within the United Nations system, UNIFEM has created a web portal<sup>32</sup> as a centralized repository of information on women, peace and security. The International Research and Training Institute for the Advancement of Women (INSTRAW) has developed a special collection of information resources on gender aspects of conflict and peace.<sup>33</sup> An inventory of resources, including operational guidelines, training materials, manuals and reports on the different thematic areas concerning women, peace and security, produced by 20 United Nations entities, was compiled by the Inter-Agency Task Force on Women, Peace and Security. In the area of awareness raising and advocacy, the Department of Public Information has underscored the issue of women as peacemakers as one of the top 10 unreported stories.

## **V. Conclusions and the way forward**

**118. In the four years since the adoption of resolution 1325 (2000), there has been a positive shift in international understanding of the impact of armed conflict on women and girls and the importance of women’s participation as equal partners in all areas related to peace and security. Member States, United Nations entities and civil society actors have made significant strides in implementing the resolution, including by incorporating gender perspectives in policies, programmatic tools and capacity-building activities. The real test of the adequacy of these efforts is, however, in their impact on the ground. In no area of peace and security work are gender perspectives systematically incorporated in planning, implementation, monitoring and reporting. The peacekeeping and humanitarian arenas have seen the most dramatic improvement in terms of new policies, gender expertise and training initiatives. 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.**

119. The protection and promotion of the human rights of women and girls in armed conflict is a pressing challenge. The reality on the ground is that humanitarian and human rights law are blatantly disregarded by parties to conflicts and that women and girls continue to be subject to sexual and gender-based violence and other human rights violations. Much more sustained

**commitment and effort, including partnerships with men and boys, is required to stop the violence, end impunity and bring perpetrators to justice.**

**120. Much of the work on increasing attention to gender perspectives, protecting the human rights of women and promoting women's participation has been done on an ad hoc basis through voluntary contributions. Inadequate specific resource allocations have contributed to slow progress in the implementation of the resolution in practice. We must ensure that regular budgetary resources are specifically allocated for both gender mainstreaming and initiatives targeted at women and girls.**

**121. Resolution 1325 (2000) holds out a promise to women across the globe that their rights will be protected and that barriers to their equal participation and full involvement in the maintenance and promotion of sustainable peace will be removed. We must uphold this promise. To achieve the goals set out in the resolution, political will, concerted action and accountability on the part of the entire international community are required. I urge the Security Council, Member States, United Nations entities and civil society organizations to reaffirm their commitment and strengthen efforts to fully implement resolution 1325 (2000), and call for regular monitoring of its implementation through the Security Council.**

#### *Notes*

<sup>1</sup> The Member States responding to the note verbale were: Argentina, Australia, Azerbaijan, Belgium, Burkina Faso, Canada, Colombia, Denmark, France, Finland, Germany, Kyrgyzstan, Malawi, Malta, the Netherlands, Norway, Panama, the Philippines, the Russian Federation, Senegal, Spain, Sweden, Switzerland, the United Kingdom and the United States of America.

<sup>2</sup> United Nations entities responding to the questionnaire were: Department for Disarmament Affairs, Department of Economic and Social Affairs, Department of Management, Department of Peacekeeping Operations, Department of Political Affairs, Department of Public Information, Economic Commission for Africa, Economic and Social Commission for Western Asia, Food and Agriculture Organization of the United Nations, International Atomic Energy Agency, International Civil Aviation Organization, International Civil Service Commission, International Telecommunication Union, Joint United Nations Programme on HIV/AIDS, Office for the Coordination of Humanitarian Affairs, Office of the United Nations High Commissioner for Human Rights, Office of Legal Affairs, United Nations Children's Fund, United Nations Conference on Trade and Development, United Nations Development Fund for Women, United Nations Development Programme, Office of the United Nations High Commissioner for Refugees, United Nations Institute for Disarmament Research, United Nations Institute for Training and Research, United Nations International Research and Training Institute for the Advancement of Women, United Nations Population Fund, United Nations University, World Bank, World Food Programme, World Health Organization, World Meteorological Organization and International Organization for Migration.

<sup>3</sup> S/2002/1154.

<sup>4</sup> Elisabeth Rehn and Ellen Johnson Sirleaf, *Women, War and Peace: The Independent Experts' Assessment*, Progress of the World's Women, vol. I (New York, United Nations Development Fund for Women, 2002).

<sup>5</sup> S/PRST/2001/31 and S/PRST/2002/32.

<sup>6</sup> For example, see Security Council resolutions on Burundi 1545 (2004), Côte d'Ivoire 1528 (2004), Haiti 1542 (2004) and Liberia 1509 (2004).

- <sup>7</sup> Femmes Africa Solidarité, Hague Appeal for Peace, International Alert, International Women's Tribune Centre, Women's Action for New Directions, Women's Commission for Refugee Women and Children, Women's Division of the General Board of Global Ministries, the United Methodist Church and the Women's International League for Peace and Freedom. Affiliate members include: Amnesty International and the Women's Environmental and Development Organization.
- <sup>8</sup> General Assembly resolutions 58/177, 58/196, 58/169, 57/176 and 57/189.
- <sup>9</sup> General Assembly resolution 58/142.
- <sup>10</sup> *Official Records of the Economic and Social Council, 2004, Supplement No. 7 (E/2004/27)*, chap. I, sect. IV.
- <sup>11</sup> A/55/985-S/2001/574.
- <sup>12</sup> A/58/365-S/2003/888.
- <sup>13</sup> A/57/864, annex.
- <sup>14</sup> Peace agreements as a means for promoting gender equality and ensuring participation of women — A framework of model provisions (EGM/PEACE/2003/REPORT), December 2003.
- <sup>15</sup> *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 18 and corrigendum (A/58/18 and Corr.1)*.
- <sup>16</sup> S/2004/616.
- <sup>17</sup> E/CN.6/2004/5.
- <sup>18</sup> Inter-Parliamentary Union ([www.ipu.int](http://www.ipu.int)).
- <sup>19</sup> See [www.un.org/womenwatch/osagi/meetings/2004/EGMelectoral/index.html](http://www.un.org/womenwatch/osagi/meetings/2004/EGMelectoral/index.html).
- <sup>20</sup> A/58/868-S/2004/634.
- <sup>21</sup> S/2004/431.
- <sup>22</sup> A/58/546-S/2003/1053 and Corr.1.
- <sup>23</sup> See A/59/1.
- <sup>24</sup> See E/CN.4/Sub.2/2004/35.
- <sup>25</sup> Human Rights Watch World Report, 2004.
- <sup>26</sup> A/59/357.
- <sup>27</sup> A/57/447.
- <sup>28</sup> ST/SGB/2003/13.
- <sup>29</sup> E/2004/CRP.3.
- <sup>30</sup> "An analysis of the gender content of the reports of the Secretary-General to the Security Council, 2000-2003", Office of the Special Adviser on Gender Issues and Advancement of Women, September 2003.
- <sup>31</sup> See [www.peacewomen.org](http://www.peacewomen.org).
- <sup>32</sup> [www.womenwarpeace.org](http://www.womenwarpeace.org).
- <sup>33</sup> [www.un-instraw.org](http://www.un-instraw.org).
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# **Anlage VIII**







## Security Council

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### Statement by the President of the Security Council

At the 5066th (resumed) meeting of the Security Council, held on 28 October 2004, in connection with the Council's consideration of the item entitled "Women and peace and security", the President of the Security Council made the following statement on behalf of the Council:

"The Security Council reaffirms its commitment to the continuing and full implementation of resolution 1325 (2000), and welcomes the increasing focus on the situation of women and girls in armed conflict since the adoption of resolution 1325 (2000) in October 2000. The Council recalls the Statement by its President of 31 October 2002 (S/PRST/2002/32) and the meeting held on 29 October 2003 as valuable demonstrations of that commitment.

"The Security Council also recalls the Beijing Declaration and Platform for Action (A/52/231) and the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century (A/S-23/10/Rev.1), in particular the commitments concerning women and armed conflict.

"The Security Council welcomes the Report of the Secretary-General on women, peace and security (S/2004/814) and expresses its intention to study its recommendations. The Council welcomes the efforts of the United Nations system, Member States, civil society and other relevant actors, to promote the equal participation of women in efforts to build sustainable peace and security.

"The Security Council strongly condemns the continued acts of gender-based violence in situations of armed conflict. The Council also condemns all violations of the human rights of women and girls in situations of armed conflict and the use of sexual exploitation, violence and abuse. The Council urges the complete cessation by all parties of such acts with immediate effect. The Council stresses the need to end impunity for such acts as part of a comprehensive approach to seeking peace, justice, truth and national reconciliation. The Council welcomes the efforts of the United Nations system to establish and implement strategies and programmes to prevent and report on gender-based violence, and urges the Secretary-General to further his efforts in this regard. The Council requests the Secretary-General to ensure that human rights monitors and members of commissions of inquiry have the necessary expertise and training in gender-based crimes and in the conduct of investigations, including in a culturally sensitive manner favourable to the

needs, dignity and rights of the victims. The Council urges all international and national courts specifically established to prosecute war-related crimes to provide gender expertise, gender training for all staff and gender-sensitive programmes for victims and witness protection. The Council emphasizes the urgent need for programmes that provide support to survivors of gender-based violence. The Council further requests that appropriate attention is given to the issue of gender-based violence in all future reports to the Council.

“The Security Council reaffirms the important role of women in the prevention of conflict and supports the Secretary-General’s intention to develop a comprehensive system-wide strategy and action plan for increasing attention to gender perspectives in conflict prevention. The Council urges all relevant actors to work collaboratively, including through strengthened interaction with women’s organizations, to ensure the full participation of women and the incorporation of a gender perspective in all conflict prevention work.

“The Security Council also welcomes the Secretary-General’s intention to develop a comprehensive strategy and action plan for mainstreaming a gender perspective into all peacekeeping activities and operations and to incorporate gender perspectives in each thematic and country report to the Council. In support of this process, the Council reaffirms its commitment to integrate fully gender perspectives into the mandates of all peacekeeping missions. The Council recognizes the contribution of the gender adviser within the Department of Peacekeeping Operations to advancing the implementation of resolution 1325 (2000), and requests the Secretary-General to consider an equivalent arrangement within the Department of Political Affairs to further support such implementation.

“The Security Council considers that an increase in the representation of women in all aspects of conflict prevention, peacekeeping and peace-building operations and humanitarian response is urgently needed. To that end, the Council urges the Secretary-General to strengthen his efforts to identify suitable female candidates, including, as appropriate, from troop-contributing countries, in conformity with Article 101 of the Charter of the United Nations and taking into account the principle of equitable geographical balance. Such efforts should include the implementation of targeted recruitment strategies and also seek to identify candidates for senior level positions, including in the military and civilian police services.

“The Security Council recognizes the vital contribution of women in promoting peace and their role in reconstruction processes. The Council welcomes the Secretary-General’s intention to develop strategies to encourage women’s full participation in all stages of the peace process. The Council also requests the Secretary-General to encourage gender mainstreaming in disarmament, demobilization and reintegration programmes by developing guidelines to increase attention to the needs of women and girls in such programmes. The Council further requests the Secretary-General to mainstream a gender perspective in all aspects of post-conflict reconstruction programmes, including through the strengthening of gender theme groups in countries emerging from conflict, and to ensure that all policies and programmes in support of post-conflict constitutional, judicial and legislative

reform, including truth and reconciliation and electoral processes, promote the full participation of women, gender equality and women's human rights.

“The Security Council recognizes the important contribution of civil society to the implementation of resolution 1325 (2000) and encourages Member States to continue to collaborate with civil society, in particular with local women's networks and organizations, in order to strengthen implementation. To that end, the Council welcomes the efforts of Member States in implementing resolution 1325 (2000) at the national level, including the development of national action plans, and encourages Member States to continue to pursue such implementation.

“The Security Council recognizes that significant progress has been made in the implementation of resolution 1325 (2000) in certain areas of the United Nations peace and security work. The Council expresses its readiness to further promote the implementation of this resolution, and in particular through active cooperation with the Economic and Social Council and the General Assembly. In order to further consolidate this progress, the Council requests the Secretary-General to submit to the Security Council in October 2005 an action plan, with time lines, for implementing resolution 1325 (2000) across the United Nations system, with a view to strengthening commitment and accountability at the highest levels, as well as to allow for improved accountability, monitoring and reporting on progress on implementation within the United Nations system.”

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