



Tracking Implementation of Security Council Resolution 1325 (2000)

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Acknowledgement

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*Any reference to "UNIFEM" in the document must be understood to refer to "former UNIFEM", one of the four entities merged into the United Nations Entity for Gender Equality and the Empowerment of Women on 21st July, 2010 by United Nations General Assembly Resolution A/RES/64/289.

*Any reference to United Nations "resolution 1325 and subsequent resolutions or 5 WPS resolutions" in the document must be understood to refer to Security Council resolutions on women and peace and security 1325 (2000); 1820 (2008); 1888 (2009); 1889 (2009); and 1960 (2010). As of the reprint of this Sourcebook in 2014, two additional resolutions on women, peace and security have been passed: 2106 (2013) and 2122 (2013). The full texts of these new resolutions are provided as annexes, but have not been included in the text of this reprint.

On the cover: A wide view of the Security Council at its day-long debate on the role of women in peace and security, held on the eleventh anniversary of landmark resolution 1325 on the issue credit.

Credit: UN Photo/Eskinder Debebe

INTRODUCTION:

A brief history of the framework to track implementation of Security Council resolution 1325 (2000)

The year 2010 marked the tenth anniversary of the adoption of United Nations Security Council resolution 1325 (2000). Resolution 1325 (2000) recognizes women's contributions to global and national peace and security, and requires women's participation in all aspects of peacemaking, peacekeeping, and peacebuilding. Resolution 1325 (2000) calls on United Nations entities and Member States to undertake a range of actions to increase the representation and participation of women in preventing, managing and resolving conflict, to advance respect for and protection of women's rights, and to ensure women's security and wider needs are met in conflict-affected contexts. Resolution 1325 (2000) also addresses the means to achieve these objectives such as increased financial, technical and logistical support for gender-sensitive training efforts and the production of guidance and materials.

Four further resolutions strengthened the normative architecture for protection of women's rights during and after conflict and for addressing their needs in the recovery and peacebuilding period. Security Council resolutions 1820 (2008), 1888 (2009), and 1960 (2010) address the issue of widespread and systematic sexual violence as a tactic of warfare. Security Council resolution 1889 (2009) seeks to strengthen the United Nations commitment to engaging women in peace negotiations, in the governance and financing of post conflict recovery, and in peacebuilding initiatives.

While these resolutions together represent a shift in how national and international actors and institutions approach peace and security from gender perspectives, implementation of resolution 1325 (2000) has remained slow.

Security Council mandate to track implementation of resolution 1325 (2000)

To accelerate progress on implementation, the Security Council in its resolution 1889 (2009) requested the Secretary-General to:

“submit to the Security Council (...) for consideration, a set of indicators for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond” (Security Council resolution 1889 (2009), operational paragraph 17)

In 2009, a process (see “Development, mapping, and process” section below) was initiated to produce a draft set of indicators based on this mandate. In its Presidential Statement of 26 October 2010, the Security

Council supported taking forward this set of indicators presented “for use as an initial framework to track implementation” of resolution 1325 (2000). The Security Council urged the Secretary-General to “ensure that country-specific and relevant thematic issues reports and briefings” include information on implementation of resolution 1325 (2000) “using this set of indicators, as appropriate”. Member States were encouraged to “take into account the set of indicators” in implementing resolution 1325 (2000).

The Security Council “urges the Secretary-General to ensure that country-specific and relevant thematic issues reports and briefings, provide information on women and peace and security issues and on the implementation of resolution 1325 (2000) using this set of indicators, as appropriate.” (S/PRST/2010/22)

As defined by the Security Council mandate, development of indicators on women and peace and security aims to provide consistent tracking of progress towards achievement of the objectives of 1325 and related resolutions.

Development, mapping, and fine-tuning

Responding to this mandate, a United Nations interagency task force was set up to systematically review and prioritize existing indicators used to track resolution 1325 (2000). This task force initiated a comprehensive and inclusive process to collect information on indicators that were in use across the United Nations system and by national Governments and other organizations.¹

The interagency task force developed a list of indicators through a multi-stage process.

- » **Consultations.** Participating United Nations entities held a series of meetings and consultations with Member States, civil society and other stakeholders.
- » **Mapping process.** Over 2,500 indicators on women and peace and security were compiled and analyzed through desk review and analysis of existing relevant documentation. These indicators were collated into 400 groupings and categorized according to the pillar framework.
- » **Technical fine-tuning.** Review by technical experts and United Nations specialists, including the United Nations Statistics Division, contributed to a technical fine-tuning process of the indicators collected.

A set of core principles were used to develop a shortlist of indicators, including:

» **Specific, measurable, achievable, relevant and time-bound.** The indicators should aspire to be ‘SMART’ (see box 1), and be able to track changes at the local, national, regional and international levels and through time was applied.

» **Gender-sensitive, qualitative and quantitative.** The indicators were identified to be gender-sensitive, and to include both qualitative and quantitative features—capable of tracking changes at the local, national, regional and international levels.

» **Suggested collection and reporting systems.** That suggested responsibilities of United Nations entities and Member States in data collection was a forward-looking principle to ensure reporting on the indicators.

Box 1 – Formulating ‘SMART’ results and indicators

		Results (Impacts, outcomes, outputs)	Indicators
S	Specific	Results must use change language – they must describe a specific future condition	Is the indicator specific enough to measure progress towards the results?
M	Measurable	Results whether quantitative or qualitative must have measurable indicators making it possible to assess whether they were achieved or not	Is the indicator a reliable and clear measure of results?
A	Achievable	Results must be within the capacity of partners to achieve	Are the results against which the indicator seeks to chart progress realistic?
R	Relevant	Results must make a contribution to selected priorities of the national or local development framework	Is the indicator relevant to the intended outputs and outcomes?
T	Time-bound	There should be an expected date of accomplishment.	Are data available at reasonable cost and effort?

Source: United Nations Development Programme, 2009.

The process has emphasized the importance of collecting consistent data, and resulted in the identification of good practices and strengthened coordination on women and peace and security. It has led to the identification of areas in need of acute attention such as women’s representation in formal peace negotiations and gender content in peace agreements.

II. A FRAMEWORK TO TRACK IMPLEMENTATION OF RESOLUTION 1325 (2000)

The development, mapping and fine-tuning process led to a draft results framework to track implementation of resolution of 1325 (2000). This framework establishes results at the impact (the intended objective) and outcome (actual change) levels.² Four impact statements were established as the overarching long-term goals of resolution 1325 (2000):

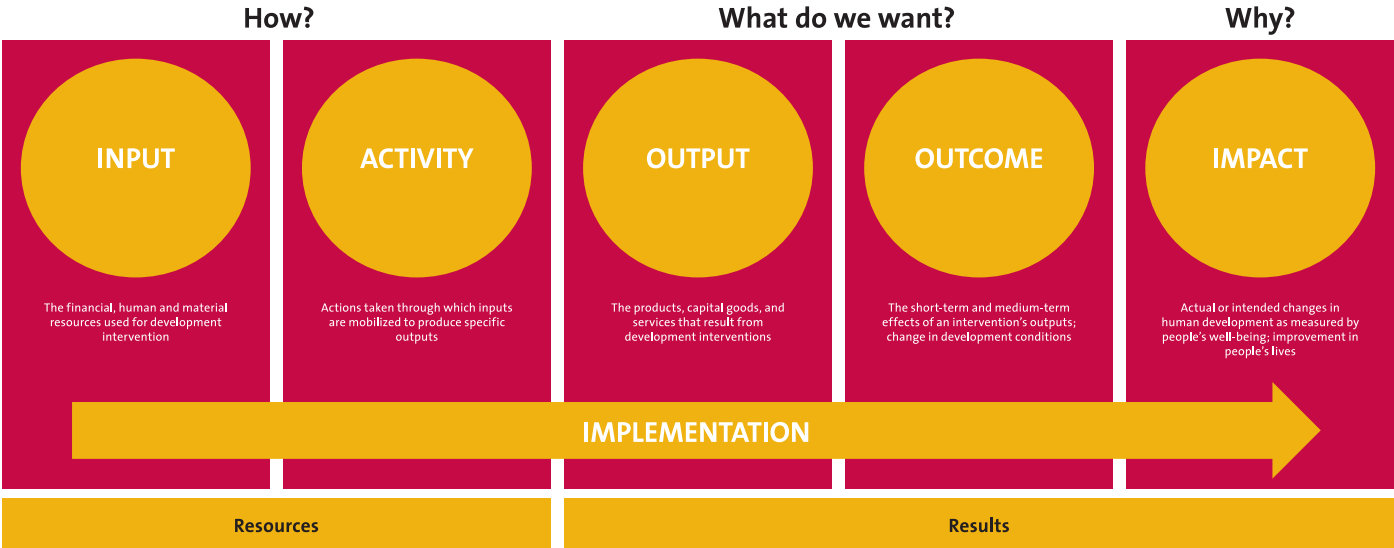
- » **Prevention.** Prevention of relapse into conflict and all forms of structural and physical violence against women and girls, including sexual and gender-based violence.
- » **Participation.** Inclusion of women and women’s interests in decision-making processes related to the prevention, management and resolution of conflicts.
- » **Protection.** Women and girls’ safety, physical and mental health and economic security are assured and their human rights respected.
- » **Relief and recovery.** Women’s and girls’ specific needs are met in conflict and post-conflict situations.

To track changes in each pillar, the draft results framework uses a “results chain”—a tool increasingly applied in international development to map how interventions are intended to result in the

desired change or impact. A “result” is a measurable change that is the direct consequence from a cause-and-effect relationship. For each element in the results chain, there is a desired result for which an indicator or set of indicators can be developed to show whether or not this is being achieved.

Applied to the framework to track implementation of resolution 1325 (2000), the results chain sets out how various actions called for in the resolution combine to produce the desired results and changes for women’s and girls’ rights in peace and security contexts. Given that impact and outcomes will often not be evidenced for many years, the results chain encourages development of indicators which can measure interim progress along links of the results chain, including at activity, output and outcome levels (figure 1).

Figure 1 – Results Chain



Source: United Nations Development Programme, 2009, p. 55.

Gender-sensitive qualitative and quantitative indicators were short-listed that correspond to the results chain. Moving beyond the initial development, mapping and fine-tuning process, reporting on the indicators has been organized in several phases.

- » **Phase 1.** In October 2011, the United Nations initiated reporting on over one-third of the indicators, primarily those referring to implementation by the United Nations system or for which various reporting systems were already in place.

» **Phase 2.** Data on additional indicators for which further coordination within the United Nations was needed were reported on in October 2012. Further reporting on these indicators will continue incrementally as systems are further constructed and consolidated at global and country levels.

» **Phase 3.** The third phase consists of information for voluntary reporting by Member States. For these, United Nations entities will develop guidance and provide technical support on request, beginning in 2013 (see box 2).

Box 2 – Indicators for voluntary reporting by Member States

A subset of indicators was designed for reporting on a voluntary basis by Member States. These require additional technical and guidance development, currently under production. These indicators can be organized in four groups.

- » One pair includes measures of women’s participation in justice, security, and foreign service sectors, and in executive positions in regional organizations.
- » The second group highlights good practices in the gender sensitivity of legislative and national security frameworks, including the regulation of illicit small arms and light weapons.
- » The third pair refers to information systems that need to be adapted to enable reporting (including cases of sexual and gender based violence reported, investigated and sentenced, and training of security and justice personnel on sexual and gender based violence).
- » The final two are survey-based indicators and will require specific module development (i.e., questionnaires, guidelines, codebooks). These indicators are expected to build on other planned surveys. They require application of consistent and comparable questions and pilot testing, which will be done if funding permits and on request of Member States that choose to participate.

The initial set of indicators was presented in the 2010 Secretary-General’s report to the Security Council on Women and Peace and Security (S/2010/498). In 2011, the Secretary-General’s report to the Security Council on Women and Peace and Security (S/2011/598) initiated reporting on Phase 1. The remainder of this section presents findings from that report.³

I. Pillar: Prevention

The prevention pillar measures progress towards the prevention of conflict and of violations of women’s and girls’ human rights, including sexual and gender-based violence (box 3). Indicators under this pillar respond to calls in resolution 1325 (2000) (operational paragraphs 5 to 12, 14 and 17) for the regular monitoring of the situation of women and girls, the development of specific guidelines and protocols for justice and security actors, as well as the development of systems for reporting abuses and ensuring accountability of both international peacekeepers and national security actors (box 4).

Box 3 – Prevention: impact and outcomes

Impact	Outcomes
<p>PREVENTION</p> <p>Prevention of relapse into conflict and all forms of structural and physical violence against women and girls, including sexual and gender-based violence</p>	<ol style="list-style-type: none"> 1. Operational gender-responsive systems in place to monitor and report on violations of women and girl’s rights during conflict, ceasefires, peace negotiations and post-conflict. 2. International, national and non-state security actors are responsive to and held to account for any violations of the rights of women and girls in line with international standards. 3. Provisions addressing the specific needs and issues of women and girls are included in early-warning systems and conflict prevention mechanisms and their implementation is monitored.

Box 4 – Prevention: indicators

Indicators are listed as presented in the 2010 Secretary-General's report to the Security Council on Women and Peace and Security (S/2010/498), and are reported on in a phased approach as described in the introduction to this section. Fine-tuning and reporting guidance for some indicators are under development.

- » Extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council
- » Number and type of actions taken by the Security Council related to resolution 1325 (2000)
- » Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports
- » Patterns of sexual violence in conflict and post-conflict situations
- » Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases
- » Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies
- » Prevalence of sexual violence
- » Extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions
- » Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks
- » Number and percentage share of women in executive positions of relevant regional and sub-regional organizations involved in preventing conflict

Indicator: extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council

Security Council resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013) give the United Nations Secretary-General the responsibility to ensure systematic reporting on violations of women and girls' rights, including on sexual violence during conflict, in all relevant reports to the United Nations Security Council. This includes regular reports from United Nations in-country peacekeeping and special political missions – tasked inter alia with reporting relevant gender aspects in political, socio-economic and mission-specific developments and, where relevant, steps taken to protect civilians, particularly women and children.

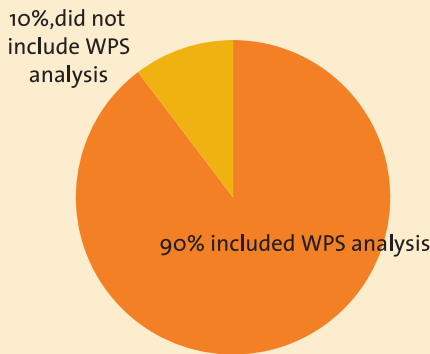
This output-level indicator⁴ provides a measure of the extent to which United Nations peacekeeping and special political missions are fulfilling this role in support of the Secretary General's mandate. Tracking this indicator, and especially the extent to which specific recommendations are included in reports, helps sustain the political momentum needed to improve country mission reporting on women and girls' human rights in peace and security contexts as well as help to develop best practice on the kinds of analysis and follow-up required.

Information on this indicator is collected from publically available United Nations peacekeeping and special political mission reports to the Security Council (see box 5).⁵

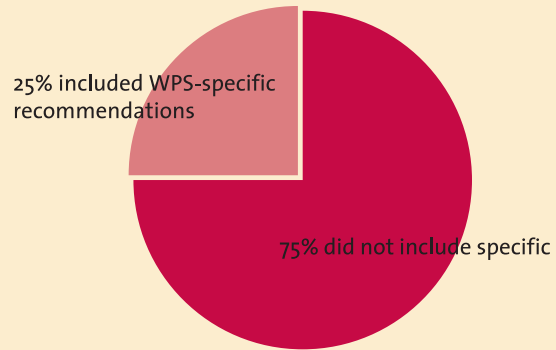
Box 5 – Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council

Of the 58 country reports submitted by peacekeeping and political missions to the Security Council during 2010, 52 (90 per cent) mentioned women and peace and security issues — mainly sexual and gender-based violence, human rights violations and political participation. However, only 13 of those 52 reports (25 per cent) made specific recommendations on gender issues.

Share of country reports incorporating analysis on women and peace and security (WPS)



Share of country reports incorporating women and peace and security analysis that made specific recommendations on women and peace and security (WPS)



Source: United Nations, 2011b.

Indicator: number and type of actions taken by the Security Council related to resolution 1325 (2000)

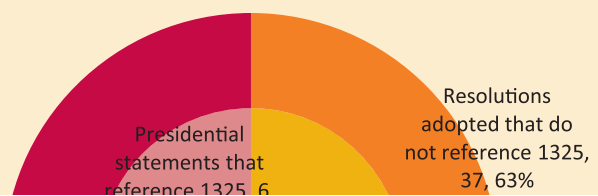
This indicator seeks to assess the extent to which the Security Council monitors and acts upon issues related to women and peace and security. It includes a description of the types of

actions taken, and provides an overview of where progress has been made and where gaps exist.

Information on this indicator is collected from publicly available information on Security Council actions (see box 6).⁶

Box 6 – Number and type of actions taken by the Security Council related to resolution 1325 (2000)

In 2010, a majority of the Council’s actions in this area involved requesting specific information in thematic and country-specific reports (including on Afghanistan, Côte d’Ivoire, Darfur, Haiti and Sudan) and establishing and renewing mission mandates with language on women’s rights or gender mainstreaming (for Chad, Democratic Republic of the Congo, Guinea-Bissau, Haiti and Timor-Leste).



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