

**MAPPING WOMEN, PEACE AND SECURITY
IN THE UN SECURITY COUNCIL: 2012-2013
REPORT OF THE NGOWG MONTHLY ACTION POINTS**

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The NGOWG on Women, Peace and Security advocates for the equal and full participation of women in all efforts to create and maintain international peace and security. Formed in 2000 to call for a Security Council resolution on Women, Peace and Security, the NGOWG now focuses on implementation of Security Council resolution 1325 and all other Security Council resolutions that address this issue. The NGOWG serves as a bridge between women's human rights defenders working in conflict-affected situations and policy-makers at UN Headquarters. As a coalition of international non-governmental organizations, the NGO Working Group on Women, Peace and Security uses its strategic positioning in New York at United Nations headquarters to promote a gender perspective and respect for human rights in all peace and security, conflict prevention and management and peacebuilding initiatives of the United Nations. Sustainable peace depends on the full participation of women in all decision-making to prevent violent conflict and to protect all civilians. The NGO Working Group believes that a broad and positive impact on the lives of all people experiencing conflict will result from full implementation of all Women, Peace and Security resolutions, and through promotion of the Beijing Platform for Action, CEDAW, and other supporting instruments.

Coalition members are: Amnesty International; Consortium on Gender, Security and Human Rights; Femmes Africa Solidarité; Global Action to Prevent War; Global Justice Center; Human Rights Watch; The Institute for Inclusive Security; International Action Network on Small Arms; International Alert; International Rescue Committee; Refugees International; International Women's Program of the Open Society Foundations; Social Science Research Council; Women's Refugee Commission; Women's Action for New Directions; Women's International League for Peace and Freedom.

About the Authors

Sarah Taylor, the Executive Coordinator of the NGO Working Group on Women, Peace and Security (NGOWG), researches and writes on women, peace and security. She has worked and conducted research in Mexico, Guatemala, and El Salvador, and has taught on gender, violence, and education. Her tenure at the NGOWG has included the production of expert guidance via security policy briefs such as the Monthly Action Points on Women, Peace and Security (maps); the development of new programs to bring women's rights defenders to United Nations Headquarters in advance of key policy decisions; and representing the NGOWG both at UNHQ and internationally. She received her M.A. with distinction in Political Science from the University of Canterbury in New Zealand with a focus on nationalism and gender in Eastern Europe, and is a Ph.D. Candidate in Political Science at the New School University in New York, conducting a comparative analysis of high-level women negotiators.

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Tali Herskowitz, served as intern at the NGOWG on Women, Peace and Security over Summer 2013, where she was responsible for supporting advocacy efforts focused on the Middle East and providing support for special projects. Prior to her role at NGOWG, she worked as an Outreach Coordinator for an organization advocating for the rights of refugees and asylum seekers in Israel. Tali also worked and volunteered with sexual assault and domestic violence survivors and in youth education programs. Tali holds an MA in Government specializing in Diplomacy and Conflict Resolution from the Interdisciplinary Center in Israel, and a BA in Mathematics and Gender Studies from Tel Aviv University.

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Acknowledgements

This report reflects more than a year of work by NGO Working Group Members and the NGO Working Group office, both in New York and in conflict-affected countries. It is the outcome of monitoring women, peace and security in the work of the UN Security Council, using the NGOWG's Monthly Action Points (MAPs) as a benchmark. The MAPs, an initiative of the NGOWG that has provided key Women, Peace and Security policy guidance for the UN Security Council since November, 2009, is the result of the expertise and local knowledge of our coalition members.

The 2012-2013 report is the result of a truly collaborative effort in the NGOWG office. Kristina Mader deserves much credit and thanks for managing the research team, drafting, writing, and overseeing the analysis. Much gratitude is due to the team in the NGOWG office for their work with researching and drafting, to Chloe Lewis and Tali Herskowitz, for their extensive editing and support; and Kaitlin Stewart, Sarah Mirza, Erin Hogeboom, Mignonne Fowles, Stephanie Bloom, Francesca Overwater, and Hannah Mora for their invaluable contributions over the last year. This report would not have happened without their dedicated work collecting and conducting preliminary analysis. Grateful acknowledgement is due to Raul Cano, the graphic designer for this report, for his excellent and timely work.

We would like to thank the government of Switzerland and the Principality of Liechtenstein for their financial and political support in the development and ongoing work of the MAPs, and the governments of Finland and the United Kingdom, and UN Women and the International Women's Program at the Open Society Foundations for funding and supporting this and other ongoing work of the NGOWG. Their recognition of the need for this type of guidance and analysis has been of great help in our work to push for implementation of the women, peace and security agenda.

Finally, I would like to thank the members of the osn(s). Our consensus-driven group initially came together to advocate for the adoption of a Security Council resolution on Women, Peace and Security in 2000, and this latest project demonstrates the osn(s)'s ability to constantly evolve as policy and security landscapes change, always pushing to ensure women's rights in conflict are integral to policymakers' decisions. I am most thankful that I have the opportunity to work with such a group of dedicated and insightful colleagues.

This year's MAP report comes at an interesting time in the development of the women, peace and security agenda. With the substantial recent increase in policy frameworks, such as resolutions 2106 and 2122, it is more urgent than ever that the focus of advocacy groups such as ours maintain their concentration on how policy can concretely support women's rights, participation, and protection in conflict settings. I am more than proud that, as we prepare for the 15th anniversary of SCR 1325 in 2015, the NGOWG and our partners are doing our part to ensure that this is indeed the concentration and focus of our work. This includes, of course, the following report.

Sarah Taylor
Executive Coordinator,
NGOWG on Women, Peace and Security

Acronyms

AMISOM	African Union Mission in Somalia
AU	African Union
BiH	Bosnia and Herzegovina
BINUB	UN Integrated Office in Burundi (formerly ONUB)
BINUCA	United Nations Integrated Peacebuilding Office in the Central African Republic (formerly BONUCA)
CAAC	Children and Armed Conflict
CAR	Central African Republic
CEDAW	Committee on the Elimination of Discrimination Against Women
COI	Commission of Inquiry
CPA	Comprehensive Peace Agreement
DDPD	Doha Document for Peace in Darfur
DDR	Disarmament, Demobilization and Reintegration
DDRRR	Demobilization, Disarmament, Repatriation, Resettlement and Reintegration
DPA	UN Department of Political Affairs
DPKO	UN Department of Peacekeeping Operations
DRC	Democratic Republic of the Congo
DSRSG	Deputy Special Representative of the Secretary General
ECOMOG	Military Observer Group (Liberia)
ECOWAS	Economic Community of West African States
EU	European Union
EUFOR/ALTHEA	European Military Force in Bosnia and Herzegovina
EULEX	European Union Rule of Law Mission (Kosovo)
ICC	International Criminal Court
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the former Yugoslavia
IDPs	Internally Displaced Persons
ISAF	International Security Assistance Force

KFOR	Kosovo Force
LRA	Lord's Resistance Army
MAPs	Monthly Action Points
MARA	Monitoring and Reporting Arrangements (SCR 1888)
MINURCAT	United Nations Mission in the Central African Republic and Chad
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Organization Mission in the Democratic Republic of Congo (now known as MONUSCO)
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (formerly MONUC)
NAP	National Action Plan
NATO	North Atlantic Treaty Organization
NGOWG	NGO Working Group on Women, Peace and Security
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
ONUB	United Nations Operation in Burundi
OP	Operative Paragraph of Security Council Resolution
OSCE	Organization for Security and Cooperation in Europe
PBC	Peacebuilding Commission
PCC	Police-Contributing Country
PoC	Protection of Civilians
PRST	Security Council Presidential Statement
RtoP	Responsibility to Protect

RUF	Revolutionary United Front (Liberia/Sierra Leone)
SALW	Small Arms Light Weapons
SC	Security Council
SCR	Security Council Resolution
SCWG CAAC	Security Council Working Group on Children and Armed Conflict
SEA	Sexual Exploitation and Abuse
SFOR	Stabilization Force in Bosnia and Herzegovina
SGBV	Sexual and Gender Based Violence
SRSQ	Special Representative of the Secretary-General
SSR	Security Sector Reform
TCC	Troop-Contributing Country
TRC	Truth and Reconciliation Commission
UN	United Nations
UNAMA	United Nations Assistance Operation in Afghanistan
UNAMI	United Nations Assistance Mission for Iraq
UNAMID	African Union – United Nations Operation in Darfur (formerly known as AMIS)
UNAMSIL	United Nations Mission in Sierra Leone
UNDOF	United Nations Disengagement Observer Force
UNDP	United Nations Development Program
UNFIL	United Nations Interim Force in Lebanon
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNHQ	United Nations Headquarters
UNICEF	United Nations Children’s Fund
UNIFEM	United Nations Development Fund for Women
UNIFIL	United Nations Interim Force in Lebanon
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNIOSIL	United Nations Integrated Office in Sierra Leone (formerly UNAMSIL)
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
UNISFA	United Nations Interim Security Force for Abyei

UNMIBH	United Nations Mission in Bosnia and Herzegovina
UNMIK	United Nations Interim Administration in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Missions in Sudan
UNMISS	United Nations Mission in the Republic of South Sudan
UNMISET	United Nations Mission of Support in East Timor (currently known as UNMIT)
UNMIT	United Nations Integrated Mission in Timor-Leste (formerly UNMISET)
UNOCA	United Nations Regional Office for Central Africa
UNOCI	United Nations Operation in Cote D'Ivoire (formerly known as MINUCI)
UNOGBIS	United Nations United Nations Integrated Peace-Building Office in Guinea-Bissau
UNIOGBIS	UN Integrated Peace-Building Support Office in Guinea-Bissau (formerly UNOGBIS)
UNOL	United Nations Peace-building Support Office in Liberia
UNOTIL	United Nations Office in East-Timor
UNOWA	United Nations Office for West Africa
UNPOS	United Nations Political Office in Somalia
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
UNSC	United Nations Security Council
UNSCOP	United Nations Special Committee on Palestine
UNSMIL	United Nations Mission in Libya
UNSMIS	United Nations Supervision Mission in Syria
UNTSO	United Nations Truce Supervision Organization
UNV	UN Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USG	Under-Secretary General
WPAs	Women Protection Advisors
WPS	Women, Peace, Security

Executive Summary

This year's NGOWG MAP report covers the work of the UN Security Council during the period of 1 August 2012 through 31 July 2013. This is the same period covered by the official "Annual Report of the Security Council," produced each year to chronicle the issues the United Nations Security Council addressed in a given year.¹ The MAP report provides a type of shadow report to this official record, analyzing the Council's work for effectiveness through the lens of women, peace and security, and providing recommendations and guidance for improvement.

In the period under review in this report, the global community writ large and the United Nations Security Council specifically continued to struggle to meet obligations of the women, peace and security agenda, including continuing gaps in strengthening conflict prevention and women's full and equal participation, and addressing a number of protection threats to civilian populations in conflict settings. Despite the overwhelming need for both a political solution to the crisis and humanitarian services in Syria, the Council managed only minimal policy headway on this urgent crisis. Within even the limited action it did take, women's voices, rights, and concerns were often marginalized. A far less well-known case, that of the Central African Republic, saw little support from the Council during the reporting period, despite months of appeals regarding the rapidly deteriorating situation in that country.

The Council took a number of innovative actions during this period. In the Democratic Republic of Congo, the Council decided on controversial steps with potentially far-reaching impact by authorizing a United Nations "intervention brigade." This force with explicit mandate to intervene in the conflict, meant to bolster both the current DPKO forces and the national armed forces in addressing militias such as the M23, has raised concerns regarding the impact on

¹ United Nations Security Council, <<http://www.un.org/en/sc/documents/reports/>>

civilian populations, including women, and regarding implications both for MONUSCO and other peacekeeping missions.

In regards to women, peace and security, the Council had some success in certain areas of both policy and rapidity of response. Specifically in certain work on Somalia and Mali, a number of the Council's resolutions and presidential statements included strong support for women's full engagement in political processes and peace processes. However, for new and relatively new missions established by the Council, including in Libya, Mali, and Somalia, the grim realities of violence and political instability meant ongoing violence for women, and additional barriers to their participation in efforts to build stable futures for their communities. The reports in Somalia of sexual violence, the destabilization in Libya and continuing challenges there to women's political participation, the sexual violence and ongoing struggle for women's activists in Mali, all point to the need for any and all policy that is developed at UN headquarters in New York to be truly seized of the situation for women in these conflicts, to be responsive to their concerns, and to their rights.

The period under review also saw a number of normative developments specifically on the women, peace and security agenda. The Security Council, with its mandate to maintain international peace and security, first recognized the centrality of women, peace and security in 2000 by adopting a resolution on the issue, SCR 1325 (2000). With this recognition that women's rights are not secondary concerns to the Council's mandate, but rather at its core, the challenge has been to demonstrate true accountability to these obligations, ensuring that they do not remain solely on paper. During the period under review in this report, the Council held three open debates on women, peace and security, adopted a PRST on the matter with a focus on civil society, and adopted SCR 2106 (2013), the fourth women, peace and security resolution to have a specific focus on sexual violence in conflict.



In terms of the numbers, more of the Council's products are referring to at least some aspect of the women, peace and security agenda than in previous years. This is most noticeable in presidential statements by the Council, as noted below in the dedicated section. The question remains, however, as to how consistently the Council is addressing the full WPS agenda, and whether this agenda is truly prioritized in the Council's negotiations. In other words, is there an actual trend towards an increasing implementation by the Council? Or are we seeing peaks and troughs due to political considerations that bore more weight, in which women, peace and security is trumped by what are perceived to be more important political concerns?

As the findings of this year's report indicate below, inasmuch as causality can be inferred, there are a number of conclusions to be drawn. *First*, there is increasing attention being paid to women, peace and security concerns in the work of the Council. This is evident in the "wordsmithing" of negotiations on PRSTs and resolutions, particularly those resolutions that renew Security Council mandates. This conclusion is also bolstered by the increase in language in PRSTs, and the increasing attention to the agenda item in thematic debates, with three meetings of the Council in the period under review in this report.² Finally, during the period under review in this report the Council not only held three open debates on various aspects of the women, peace and security agenda, but also adopted a new resolution, SCR 2106 (2013), on sexual violence in conflict.

Second, this attention to women, peace and security concerns is not being deployed with consistency nor with full knowledge and expertise on the women, peace and security agenda. This is perhaps best exemplified by the imbalance in supportive language on Women Protection Advisors (WPAs) and Gender Advisors. During the period under review in this report, resolutions that establish or renew peacekeeping and special political / peacebuilding missions were imbalanced in requesting and supporting the work of these advisors,

² The meetings in October and November 2012 are substantively one meeting, as they mark the 12th anniversary of SCR 1325 (2000), and were held separately solely due to Hurricane Sandy.

with the vast majority requesting WPAs. While this indicates a growing and necessary recognition of the importance of addressing sexual violence in conflict, it also indicates an apparent lack of willingness on the part of Council members to support the broader agenda, and especially women's participation and agency within the core work of its mission mandates.

This leads to the *third* conclusion, that women, peace and security issues, while increasingly referenced in products of the Council, are still not at the core of the Council's work. While the closed nature of Council negotiations makes it impossible to know what considerations are given priority, it is clear that women, peace and security still does not "trump" other political considerations. In other words, women, peace and security continues to be something that the Council is willing to include when it does not challenge the true priorities of that body. Despite the years of work to gain recognition that this agenda is fundamental to successful prevention, conflict resolution, protection, and post-conflict rebuilding efforts, women, peace and security is an item that is an add-on, and certainly never a "red-line" for the Council, despite it spanning concerns of international humanitarian law, effective DDR and SSR programming, being central to effective and inclusive peace dialogue, and at the core of conflict prevention.

2012-2013 can be seen, then, in some ways, as the year of the paradox. Indeed, the period just after the period under review in this report saw the adoption of SCR 2122 (2013), an additional resolution on women, peace and security, with a welcome focus on women's participation and support for local civil society. However, there is a concern that the talk and debates about gender might be leading to what might termed "gender fatigue" in policy arenas like the Security Council. This is juxtaposed, ironically, with the reality that in conflict situations there is stasis and even backsliding on women, peace and security concerns. Actual funding for women human rights defenders remains woefully inadequate, while these defenders themselves are at great risk; service provision continues to lack the necessary good practice gender dimension; and peace processes rarely include women and women's rights as a matter of course.

One antidote to this is the need for a clear and continued focus on ensuring the inclusion of robust women, peace and security elements in all engagement on country situations, not only the ongoing development of the normative framework. As noted in our previous report, it may seem obvious, but it is important to remember that Security Council action and policies have a direct impact on what happens in country situations. The divide between policy makers at United Nations Headquarters and women’s rights advocates in Afghanistan, Mali, or Haiti can seem — and is — vast, but this does not mean the decisions made in New York do not fundamentally affect resources, policies, and access for women in their communities. Though the UN Security Council is but one of the actors with women, peace and security obligations, its role is important one on both practical and symbolic levels.

Summary of Findings

The following trend analysis and accompanying in-depth country situation and thematic analyses show the growing complexity in implementing the women, peace and security agenda.³ The period under review in this report — August 2012-July 2013 — was a busy one for all thematic agendas on the UNSC schedule. Despite ongoing and even increased discussion of what is referred to as the women, peace and security agenda, implementation of this agenda in 2012-2013 remained not only inconsistent, but confused. Indeed, the Council’s actions on this agenda in the 2012-2013 year are somewhat baffling, as they ranged from robust in certain country situations — canvassing the entire scope from prevention to protection to participation — to completely absent in others. This may suggest that progress remains dependent on individual policymakers taking the initiative in negotiations and deliberations, rather than the Council approaching these matters via institutionally engrained mechanisms of accountability.

³ The full analysis of each country situation and thematic issue is available in digital form on the NGOWG website: <www.womenpeacesecurity.org>.

The approach of the NGOWG report, “Mapping Women, Peace and Security in the UN Security Council: 2012-2013,” is to examine the cycle of information into the Security Council, the deliberations of the Council on this information (in the form of public meetings), and the outcome of these deliberations in the form of presidential statements by the Council and resolutions it adopts.⁴ This year’s NGOWG report provides analysis on nine thematic issues and 30 country situations, listed below. For a full analysis of the Council’s work on each of these situations and thematic issues, please refer to the individual analyses available at <www.womenpeacesecurity.org>.

Thematic issues covered in the report are:

- Children and armed conflict
- Conflict prevention and resolution in Africa
- Counterterrorism
- Peace and security in Africa
- Peacekeeping operations
- Protection of civilians
- Post-conflict peacebuilding
- Rule of law
- Women, peace and security

Country situations covered in the report are:

- Afghanistan
- Bosnia Herzegovina
- Burundi
- Central African Republic
- Central African Region
- Cote d’Ivoire
- Cyprus
- Democratic Republic of Congo
- Guinea-Bissau
- Haiti
- Iraq

⁴ The full methodology of the report is discussed in the following section, “About This Report”.

- Kosovo
- Liberia
- Libya
- Mali
- Middle East, including:
 - Golan Heights
 - Lebanon
 - Occupied Palestinian Territories / General
 - Syria
 - Yemen
- Sahel
- Sierra Leone
- Somalia
- Sudan - South Sudan
 - Darfur
 - Sudan-South Sudan
 - South Sudan
- Timor-Leste
- West Africa
- Western Sahara

Country Reports

An ongoing recommendation from the NGOWG is, “In its regular work, the Council should ensure that all country reports and mandate renewals evaluate the level of protection and promotion of women’s human rights, as per SCRs 1325, 1820 (OP 9), 1888 (OP 11), 1889 (OP 5), 1960 (OPs 6, 13), 2106 (OPs 5, 6), and 2122 (OP 2(d)).⁵ Member States should inquire about any lack of such reporting.”

In 2012-2013, the NGOWG analyzed **120 total reports** received by the Council, of which 92 (77%) addressed some element of the women, peace and security agenda, though rarely its full scope. Of

⁵ SCR 2122 (2013) was adopted outside of the scope of this report.

the 111 relevant country reports, 84 (76%) referenced women, peace and security issues. Of the 85 reports from the Secretary-General on country situations, 68 (80%) referenced women, peace and security issues. While there are exceptions, the reports that do contain women, peace and security language, continue to be primarily descriptive, lacking analysis and recommendations on key issues regarding this agenda, and continue to be inconsistent in their addressing of the broad scope of the issues.

Council Meetings

In 2012-2013, of the 110 relevant **debates or briefings**, **86 meetings, or 78%, contained at least some reference to women, peace and security issues**. Discussion of women, peace and security was completely absent in meetings on Bosnia and Herzegovina, West Africa, South Sudan, and Somalia (Piracy), despite clear situation-specific concerns.

Council Action

As covered in this report, the Council's actions are in the form of its presidential statements and resolutions.

Presidential Statements

In 2012-2013, of the **21** relevant Presidential Statements (PRSTs) the Council adopted, **14** contained women, peace and security elements (67%). Of the 14 relevant PRSTs that focused on country situations, **9 addressed at least one aspect of the key women, peace and security issues**. A total of 7 PRSTs were adopted on thematic issues, with **5 (71%)**, addressing aspects of the women, peace and security agenda. The 2 PRSTs that did not contain WPS were on aspects of the counterterrorism agenda. PRSTs that contained women, peace and security references dealt with the situations in Sierra Leone, DRC, Mali, Central African region, Somalia, and the Sahel. Those PRSTs with no reference to women, peace and security concerns reveal the **internal inconsistency in the Council's work** – e.g. additional PRSTs on Sierra Leone and Somalia have **no** reference to WPS issues.



Resolutions

In 2012-2013, **31 of the 42 relevant resolutions** adopted by the Security Council during the reporting period referenced some aspect of the women, peace and security agenda.⁶ Of the 31 resolutions renewing mission mandates, **25 (81%)** contained some WPS element. Of the 6 resolutions solely focused on renewing sanctions mandates, **5 (83%)** addressed WPS.

- **11 of the 15 (73%) UN Peacekeeping mission mandates** referenced the women, peace and security agenda. The **mandates that did not reach the WPS threshold** were UNDOF, UNIFIL, and MINURSO.⁷
- **All 10 of the UN political and peacebuilding mission mandates** referenced the women, peace and security agenda.
- **4 of the 6 (67%)** resolutions renewing missions managed by other entities contain reference to women, peace and security.

Recommendations

- **There is still a clear need for better information — including analysis and recommendations — in the Council’s discussions.** This includes a need for gender / sex disaggregated data, for the peace consolidation benchmarks — when they are developed — to be thoroughly gender sensitive and particularly responsive to the women, peace and security agenda, and for the Council to receive timely information on urgent country situations. Good practice has been established this year, for example, with briefings by Special Envoy Mary Robinson, who actively supported women’s engagement in the Peace, Security and Cooperation Framework for DRC.

As supported in SCR 2122 (2013), adopted after the period under review in this report, the Council has many of the tools

⁶ Please note that an operative paragraph referring to Sexual Exploitation and Abuse (SEA) in the absence of other key WPS language results in that document being determined to not reach the threshold of a WPS reference.

⁷ Only reference SEA.

it needs to improve the information flow on key women, peace and security matters. These include:

- Briefings from special envoys, SRSGs that include analysis and recommendations on women's security concerns and engagement in key political processes;
- Regular and strategic meetings with civil society actors, including Arria formula meetings, to ensure that
- recommendations are acted upon;
Taking advantage of open debates to highlight the full scope of women's engagement in peacebuilding and the challenges
- women are facing in these situations
Ensuring the opportunities of closed briefings are leveraged to raise the confidential and more sensitive – and time-sensitive
- issues
Ensuring country reports better reflect reality for women's rights and full scope of women, peace and security, and asking
- questions when that information is not included
Ensuring gender disaggregated data, from the global indicators on WPS and peace consolidation benchmarks, is included in all reports. The Council has a number of these tools at its disposal already, particularly regarding sexual violence in conflict, that would also benefit the broader WPS agenda.

• **The working methods of the Council itself need to be improved,** with clear policy guidance on the women, peace and security options on both country situations and thematic issues. The Council should be engaging actively and consistently on the women, peace and security agenda within the full scope of its work. This entails ensuring mandates and presidential statements include specific language on gender in both the protection and participation elements of its work, and that the Council is leveraging all of the tools in its “toolkit,” including Commissions of Inquiry, Sanctions, and cooperation with regional organizations to not only support women's participation and gender expertise in all levels of decision-making, and women's protection concerns in conflict, but to support women's role and gender expertise in conflict prevention.



- **The Council needs to challenge itself to overcome the political hurdles** it faces on the women, peace and security agenda, and on the entirety of its obligations on international peace and security. Some of the challenges the UNSC faces regarding its inconsistent implementation of this agenda have to do with ensuring, establishing and improving information flows, with ensuring gender analysis, and with requesting and following up on particular information. However, a very real barrier to implementing the agenda are the vagaries of international politics, and women, peace and security concerns are often subjugated to a lack of prioritization of these issues, or to political calculations. Council members and the wider international community must hold themselves to the standards of the women, peace and security agenda, remembering that this is not a secondary concern to their core work, but is in fact fundamental to their mandate on international peace and security. It is time for the women, peace and security agenda to start trumping other political concerns. The case that has been most on the global conscience in the period under review is Syria, however we must not forget other crisis areas such as the Central African Republic, where information has been available to Council members for months, but where necessary action on this dire situation has been woefully lacking.
- The WPS agenda is of course not solely the responsibility of the UN Security Council. **At the national and regional levels, UN, all actors in the international community** need to take responsibility for institutionalizing outreach to and engagement of women at all levels, including funding, particularly for local women-led civil society. This is particularly important given the findings of the recent Secretary-General's report on "Peacebuilding in the aftermath of conflict" (S/2012/746) which notes the worrying drop in women's civil society participation in **international donor conferences**. In the preparations for the 15th anniversary of SCR 1325 (2000) in 2015, all actors must take the necessary steps— including through funding — to remove remaining barriers to the implementation of the full women, peace and security agenda.

About this Report

This year's NGOWG MAP report covers the work of the UN Security Council during the period of 1 August 2012 through 31 July 2013. This is the same period covered by the official "Annual Report of the Security Council," produced each year to chronicle all the issues the Security Council addressed in a given year.¹ The MAP report provides a type of shadow report to this official record, analyzing the Council's work for effectiveness through the lens of women, peace and security, and providing recommendations and guidance for improvement.

This report flows from the fourth year of the NGOWG's innovative policy guidance project, the Monthly Action Points on Women Peace and Security. These regular briefs, which provide concise and concrete recommendation on issues the UN Security Council is expected to address in a given month, are produced every month with the input and expertise of the 16 Working Group members. The analysis is primarily focused on Security Council oversight of UN peacekeeping, political, and peacebuilding field missions, operated by the UN Department of Political Affairs (DPA) and UN Department of Peacekeeping Operations (DPKO). Typical MAP recommendations seek to operationalize broad women, peace, and security concerns in the most concrete manner possible: how country reports and mission mandate renewals can adequately address existing commitments on women and girls in conflict, what a gender perspective looks like with regard to thematic issues discussed by the Council, and how concern for women and girls can be addressed in urgent matters before the Council, such as recent events in Syria and Mali.

In each month's MAP, the NGOWG addresses pertinent issues on the Council's agenda, drawing on information provided by NGOWG members in the field about women's key concerns, then providing recommendations on actions the Council should take, or that should be reflected in the Secretary-General's reports on these country situations.

¹ United Nations Security Council: <<http://www.un.org/en/sc/documents/reports/>>



The MAPs do not cover all issues the Council will be discussing in a given month; rather they present good practice each month as to how the Council can meet its women, peace, and security obligations on a wide range of country and thematic issues.

Historically, elected Council members have played a strong role on women, peace and security.² It is up to both permanent and elected Security Council members to take leadership on women, peace and security. To this end, each MAP begins with an outline of the current Security Council President's stated objectives during its Council membership, and details a number of key treaty obligations that particular Member State has ratified. These treaty obligations include whether the Security Council member has signed/ratified the Rome Statute of the International Criminal Court, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and its Optional Protocol.

A note on methodology

The 2012-2013 NGOWG MAP report focuses on two primary areas of the Security Council's work: its work on **thematic issues** including women, peace and security, and **country situations**, primarily those in which there is either a UN peacekeeping or UN special political mission. All of the situations and themes discussed in this report are ones the Council has discussed during the period under review, and are situations in which there is a clear women, peace and security component.

Each section of the report provides *background* on the particular topic, and a *brief summary of Security Council action* on the topic. This is followed by a chronological detailing of the Council's action on the situation, with MAP recommendations when applicable, and our qualitative analysis of the Council's implementation of women, peace and security obligations in relation to the subject.

² For example, Bangladesh played a key role in getting Security Council resolution 1325 (2000) adopted and Vietnam likewise pushed for the adoption of Security Council resolution 1889, which contained the request for global indicators.

The evaluation of when a report, meeting, presidential statement, or resolution meets the threshold of having women, peace and security content is a qualitative one. We then use our Monthly Action Points as a guide and benchmark to assess the content of these elements.

We have evaluated these documents and meetings for addressing at least one of the core elements of the women, peace and security agenda in a manner that is more than solely one mention, and that has some level of analysis, recommendation, or action attached to it.

This means that country reports, for example, *would not* meet the threshold if they only contain a breakdown of the gender disaggregated data of mission staff or thanked the women serving in the mission for their service. For example, a country report *would* meet the threshold if it contained gender-disaggregated data on mission staff, police, parliamentarians, and addressed barriers to women's participation and how to overcome them.

It is important to note that we have erred on the side of generosity when evaluating the Council's work for women, peace and security content. A resolution would not meet the threshold if it solely contained an operative paragraph regarding the mission's obligations regarding sexual exploitation and abuse, while it *would* meet the threshold if it contained a preambular paragraph recalling all relevant Security Council resolutions on women, peace and security.

While we record the relevant meetings, reports, and Security Council output on the thematic issues and country situations addressed in this report, there are certain meetings and resolutions that we do not evaluate for women, peace and security content. Sometimes this is due to there being no information available, such as when Security Council meetings are closed and no records are available. We only evaluate meetings defined as "debates" or "briefings," by the Security Council's own programme of work, in which the substance of an issue is discussed. We do not include in our numerical tallies meetings in which the primary purpose is a technical one, such as to adopt a resolution. However, when Member States take the opportunity to



raise relevant issues in these technical meetings, we provide qualitative evaluations in the relevant section of this report.

Similarly, when resolutions do not address the substance of a situation, but are primarily adopted to fulfill a technical requirement such as meeting a particular deadline, sometimes called a technical rollover, as in the case of the December 2012 resolution on Somalia, we do not evaluate such a resolution for women, peace and security elements.

Trends in the UN Security Council

The following section provides an overview of trends in women, peace and security in the reports the Council receives, the public meetings the Council holds, and the presidential statements and resolutions the Council produces. When analysis is by country, the inconsistency in the Council's work becomes clearer. This helps to illuminate that while there is clear, strong expertise and knowledge as to good practice, women's rights and concerns are not being addressed consistently either within individual country situations or in cross-country comparisons.

Women, Peace and Security Developments

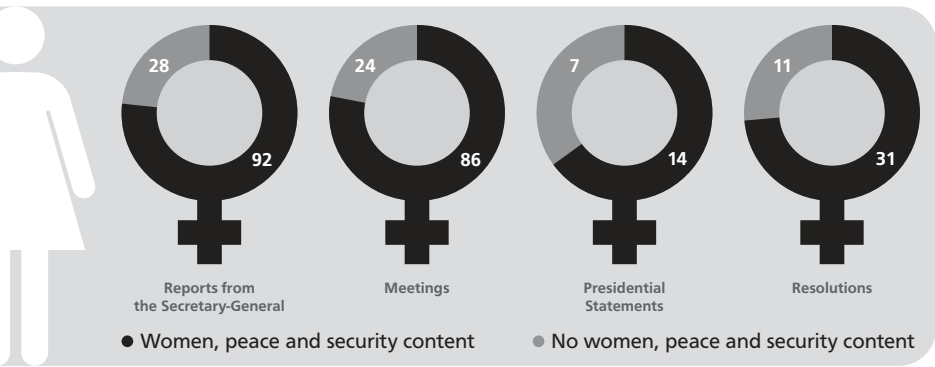
During the period under review, in this report, the Council held three open debates on women, peace and security, adopted a presidential statement on the matter with a focus on civil society, and adopted SCR 2106 (2013), the fourth women, peace and security resolution to have a specific focus on sexual violence in conflict. The first of these, the Council statement on civil society, provided additional support for the central role of these actors in the work of peace and security, an area that has been particularly contentious on the issue of women's human rights defenders. The focus on sexual violence, a primary element for the second half of the year under review in this report, saw the adoption of a new resolution that focused not on major normative developments, but rather on drawing out further specificity on existing obligations.

Reports, Meetings, PRSTs, Resolutions

Put most simply, an assessment of the work of the UN Security Council on women, peace and security, must address the cycle of information into the Council, the Council's discussion of that information, and the Council's subsequent action on that information. The following data reflects qualitative assessment of the inclusion of key women, peace



and security concerns in reports, Security Council meetings, Security Council presidential statements and resolutions in **30 country situations** and **7 thematic issues** during the reporting period from August 2012 to July 2013.



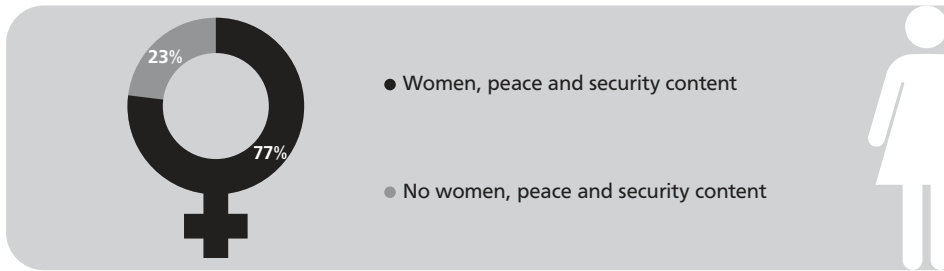
Reports

Reports by the Secretary General serve to inform the Council’s deliberations and ultimately the Council’s actions. These include country reporting as requested in mission mandates, reports on thematic issues, and reporting on other matters on which the Council has requested a report. Security Council resolution 1325 (2000) requested that the Secretary-General include in these reports reporting on the concerns of women and girls, as well as include progress on gender mainstreaming throughout peacekeeping missions.¹

In 2012-2013, the NGOWG analyzed **120 total reports** received by the Council, of which **92 (77%)** addressed some element of the women, peace and security agenda, though rarely its full scope. Of the 111 relevant country reports, **84 (76%)** referenced women, peace and security issues. Of the 85 reports from the Secretary-General on country situations, **68 (80%)** referenced women, peace and security issues. While there are exceptions, the reports that do contain women, peace and security

¹ OP 17, SCR 1325: Requests the Secretary General, where appropriate, to include in his reporting to the Security Council gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls.

language, continue to be primarily descriptive, lacking analysis and recommendations on key issues regarding this agenda, and continue to be inconsistent in their addressing of the broad scope of the issues.



The reports of the Secretary-General on Afghanistan, the Central African Republic, and Haiti are examples of reports that tend to address elements of the broader spectrum of the women, peace and security agenda. The Secretary-General's thematic reporting on the Protection of Civilians also reflected better practices for successfully integrating a gender perspective throughout the entirety of the reporting.

Reports on the country situations in the Democratic Republic of Congo, which include attention to sexual and gender-based violence in conflict, are notable for focusing solely on one issue and neglecting to integrate a gender perspective in other key areas, such as in discussion of the equal and active participation of women in peacebuilding and security processes. Similarly, reports on Lebanon and Golan Heights limit references of women, peace and security to sexual exploitation and abuse.

As discussed in the previous report of the NGOWG, there has been significant progress made in levels of inclusion of the women, peace and security framework in these Security Council documents, there remain a substantial number of reports that are characterized by a notable lack of attention to the women, peace and security agenda, neglecting to detail the particular concerns of women and girls in conflict. Notable in this regard are reports on Bosnia Herzegovina and on Golan Heights, both of which have clear women, peace and security concerns on which to report.

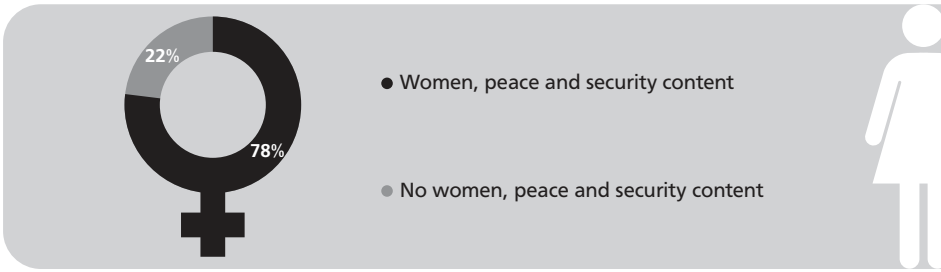
One of the continuing challenges in reports on country situations is the absence of sufficient and appropriate data on women, peace and security concerns. Unfortunately, the women, peace and security indicators (requested in SCR 1889 (2009) and currently reported in the Secretary-General's annual report on women, peace and security) are not yet being reported on in individual reports.

An additional important opportunity to embed women, peace and security matters into peace and security efforts is through the peace consolidation benchmarks developed for numerous missions. Unfortunately, these are also often gender blind: reports that include these, *inter alia* those that follow, are very inconsistent.² The relevant report on Cote d'Ivoire contains virtually no gender reference in its peace consolidation benchmarks, nor does the relevant report on the situation in Burundi. In Afghanistan, however, the design of these benchmarks and reporting on them has been better than most, with their discussion of the women's committee of the High Peace Council and workshops held on women's roles in peace and security; women's political participation constitutional guarantees of gender equality; legal and policy measures to combat violence against women and girls; women's participation in peace processes; as well as the implementation of 1325.

Meetings

In 2012-2013, of the 110 relevant debates or briefings, 86 meetings, or 78%, contained at least some reference to women, peace and security issues. Discussion of women, peace and security was completely absent in meetings on Bosnia and Herzegovina, West Africa, South Sudan, and Somalia (Piracy), despite clear situation-specific concerns (please see relevant NGOWG on WPS MAPs for details).

² Please see individual country analyses for additional information.



As a note, these numbers reflect meetings defined by the Council’s practice as debates. However, in more than 15 of the meetings not defined as debates, Council members or countries with a particular interest in the situation at hand made statements that dealt with issues of human rights and other issues in which there is a reasonable expectation that women, peace and security concerns should have been addressed. While we do not include these in our tallies, above, we do note these in our qualitative analysis throughout the report.

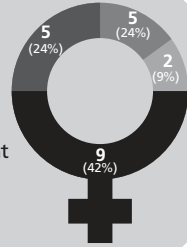
The clearest gaps can be seen in Council meetings on country-situations where statements fail to address the women, peace and security agenda entirely. South Sudan is one of the starkest cases in which meetings in the Council did not follow up on information it had received in the Secretary-General’s reports on women, peace and security. The mandates and reports on UNMISS regularly contain a number of aspects of the women, peace and security agenda, and yet, despite a clear need to address women’s continuing exclusion from political processes, the public meetings in the Council omitted all reference to women.

Presidential Statements

Presidential statements, also known as PRSTs, are agreed upon by consensus amongst the Security Council members and tend to carry less weight than a resolution but more weight than a press statement. Depending on the issue under discussion, the Council can use a PRST to draw attention to a particularly urgent issue, to request action of the UN Secretariat or of the broader international community, and to recommend that key actors in a conflict or potential conflict area take certain steps.

There were **22** presidential statements adopted by the Security Council, **21** of which were on relevant agenda items.³

- Country PRSTs 9 (43%) have women, peace and security content
- Country PRSTs 5 (24%) no women, peace and security content
- Thematic PRSTs 5 (24%) have women, peace and security content
- Thematic PRSTs 2 (9%) no women, peace and security content



In 2012-2013, of the **21** relevant PRSTs the Council adopted, **14** contained women, peace and security elements (67%). Of the 14 relevant PRSTs that focused on country situations, **9 addressed at least one aspect of the key women, peace and security issues**. This is a considerable improvement over the previous year, in which only 3 of the 15 relevant country situation PRSTs addressed women, peace and security.

A total of 7 PRSTs were adopted on thematic issues, with 5 (71%), addressing aspects of the women, peace and security agenda.

The 2 PRSTs that did not contain WPS were on aspects of the counterterrorism agenda. PRSTs that contained women, peace and security references dealt with the situations in Sierra Leone, DRC, Mali, Central African region, Somalia, Yemen, and the Sahel. Those PRSTs with no reference to women, peace and security concerns **reveal the internal inconsistency in the Council's work** – e.g. additional PRSTs on Sierra Leone and Somalia have **no** reference to WPS issues.

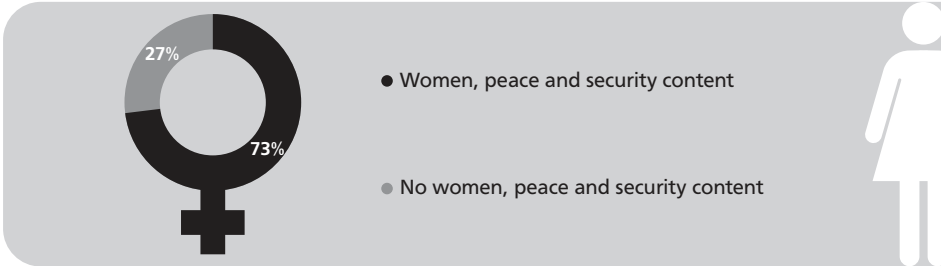
In many instances, presidential statements are issued in response to crisis or flare-ups of violence. The PRSTs in the period under review showed markedly more women, peace and security content than in the

³ Technically Presidential Statements (or Statements by the President) are consensus and thus are not adopted, however for ease of language we use the term “adopted” in reference to PRSTs.

previous report. However, there is still — as in the other work of the Council — a tendency to focus solely on the protection aspect of the agenda. Of the country-specific PRSTs adopted during this period, only two — on Yemen and the DRC — devoted any significant attention to women’s participation in peace and reconciliation efforts. It is at these moments that Council members must remember their obligations on this agenda and ensure they are fully addressing the core components of this issue in these statements.

Resolutions

In 2012-2013, **31 of the 42 relevant resolutions, or 73%**, adopted by the Security Council during the reporting period referenced some aspect of the women, peace and security agenda.⁴ Of the 31 resolutions renewing mission mandates, **25 (81%)** contained some WPS element. Of the 6 resolutions solely focused on renewing sanctions mandates, **5 (83%)** addressed WPS.



- **11 of the 15 (73%) UN Peacekeeping mission mandates** referenced the women, peace and security agenda. The **mandates that did not reach the WPS threshold** were regarding situations in Golan Heights (UNDOF), Lebanon (UNIFIL), and Western Sahara (MINURSO).⁵

⁴ Please note that an operative paragraph referring to Sexual Exploitation and Abuse (SEA) in the absence of other key WPS language results in that document being determined to not reach the threshold of a WPS reference.

⁵ Only reference SEA.

- All 10 of the UN political and peacebuilding mission mandates referenced the women, peace and security agenda.
- 4 of the 6 (67%) resolutions renewing missions managed by other entities contain reference to women, peace and security.

Despite the strength with which Council addressed the women, peace and security agenda in resolutions such as those listed above, the Council's integration of this agenda was often not consistent across country specific resolutions, as noted above in cases as varied as Afghanistan, DRC, and Mali.

As noted in the previous NGOWG report, one of the key areas of the Council's work, and an area in which there has been a great deal of development women, peace and security work, including in DPKO, is in the gender components of disarmament, demobilization, and reintegration programs (DDR). However, there appears to have been a decrease in the Council's willingness to support women's engagement in these programs, regardless of whether it is the mission or the host country developing and implementing them. This is a shift from previous years. The Council's appears to remain reluctant to include WPS in DDR language, with the exception of language in the South Sudan mandate renewal.

Conclusion

As noted above, this report seeks to illuminate the cycle of reporting, deliberation, and decision making that represents the Security Council's work, and to highlight where that work does and does not meet women, peace and security commitments and obligations. Following are two graphics that illuminate the inconsistency within a particular case study and amongst case studies to address the full scope of the women, peace and security agenda.

Democratic Republic of Congo

Recommendations from NGOWG MAP	Strongly emphasized the necessity of full scope of women's rights addressed: full and meaningful participation; and accountability for full scope of rights violations.
Secretary-General reports received by the Council	Focused almost entirely on protection, particularly on sexual violence in conflict, not on empowerment / full scope as per MAP recommendations
Security Council meetings	Focus solely on women in context of sexual violence. There is one meeting that references women's participation, but it is re. Special Envoy to Great Lakes, not in context of MONUSCO.
2013 MONUSCO mandate	Only reference is to protection, almost exclusively to sexual violence in conflict, marking a significant change from previous mandate.

Analysis across countries – inclusion and absence of WPS substance and language:

Mali	Reports: Generally reflect points on women's participation, and broader discussion of women's rights: protection needs, and reports of grave violations of human rights by non-state actors, including sexual and gender-based violence; the establishment of a core group of women leaders to contribute to the Malian peace process; the participation of	Absent gender-disaggregated data; displacement and humanitarian assistance; the security and justice sectors; as well as in ECOWAS mediation efforts
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Analysis across countries – inclusion and absence of WPS substance and language:



<p>Mali</p>	<p>women in the electoral process; the promotion of respect for international human rights, international humanitarian and refugee law, including with respect to women and children; support for women and youth in the political process; mainstreaming of gender concerns and prevention and response to conflict-related sexual violence.</p>	
	<p>Mandate: support for women’s participation in peace process; support for WPAs; mainstreaming gender throughout work of mission</p>	<p>Absent humanitarian assistance and delivery.</p>
<p>Afghanistan</p>	<p>Reports: include information on UNAMA consultations with civil society representatives, including women’s organizations; the signing of a strategic partnership between the President and Norway until 2017, including women’s rights; SSR; sexual and gender-based violence, including response mechanisms; sex-disaggregated data on civilian casualties; systematic monitoring and reporting on gender commitments; political participation and representation; and judicial sector reform. Benchmarks</p>	<p>Absent references to gender dimension of humanitarian situation, including displacement and the development of durable solutions; humanitarian assistance and delivery; as well as counter-narcotics efforts</p>

Analysis across countries – inclusion and absence of WPS substance and language:

Afghanistan

reporting includes information on women’s committee of the High Peace Council and workshops held on women’s roles in peace and security; women’s political participation constitutional guarantees of gender equality; legal and policy measures to combat violence against women and girls; women’s participation in peace processes; as well as the implementation of 1325.

Mandate: Maintains WPS rights language, and addresses women’s equal and effective participation at all stages of the peace processes; SSR, including vetting and training mechanisms; violence against women; as well as the implementation of the National Action Plan for Women in Afghanistan, the Elimination of Violence Against Women law; and the National Action Plan on Women, Peace and Security.

Absences include in respect to: the transition process; the forthcoming elections; Afghanistan’s National Priority Programme, addressing security, governance, justice, and economic and social development; resource mobilization and allocation; the coordination of international donors and organizations; the implementation of the Afghan Peace and Reintegration Programme; confidence building measures; the rule of law and transitional justice; monitoring the situation of civilians, ensuring their protection and promoting



Analysis across countries – inclusion and absence of WPS substance and language:



Afghanistan		accountability; the protection of human rights defenders; humanitarian assistance, access and delivery; as well as displacement, including refugee return.
Libya	<p>Reports: Generally refer to women’s political participation, and promotion of women’s rights; highlight absence of services for survivors of SGBV; SSR, and the rule of law.</p>	Absent is analysis of women’s role in DDR; the protection of civilians; emergency humanitarian assistance, access and delivery
	<p>Mandate: Promotes women and civil society participation in political processes; underscores concern re. conflict-related sexual violence and emphasizes need for accountability; the protection of women’s rights; and SSR.</p>	Absent support for women’s inclusion in peace processes; gender mainstreaming practices of the Mission; and DDR.

Clearly, there is inconsistency in country situations from report to meeting to Council output. Often, a country report that addresses certain key women, peace and security elements will not result in a meeting that addresses these issues, nor in Council action that acts on these matters.

The country-specific graphic above on the Democratic Republic of Congo (DRC) demonstrates some of the gaps in the Council’s current receipt of information, deliberations, and policy prescriptions. This is out of sync with, for example, how actively

women are engaged in conflict prevention and resolution efforts, in civil society, in human rights monitoring and political engagement, and there is a clear need for gender sensitive disarmament, demobilization and reintegration programmes, and for gender sensitive security sector reforms. However, reporting to the Security Council from the DPKO mission in the DRC, and the Security Council's mandate to that mission focus almost exclusively on the protection aspect of women, peace and security, and within that protection element, primarily on sexual violence. Indeed, while addressing sexual violence is a tremendous need in the DRC, it can only be done comprehensively with the full support of women's active engagement and leadership in the areas listed above.

The additional graphic above with cross-country comparisons illustrates the differences and challenges in ensuring the full scope of the women, peace and security agenda is reflected in both country reports and in directives from the Security Council. In some cases, women's roles are supported in certain parts of a process and not in others, as in Libya. In others, such as Afghanistan, the challenges to women's political participation is clearly recognized in country reports, but key specific support for women's engagement in electoral processes is absent the mandate.

What is unclear is where from where this inconsistency arises: lack of capacity in the missions themselves, the need for additional programming, lack of political will in the field and / or at UN Headquarters, etc. The Security Council certainly has a large role to play in this cycle. While major steps have been taken in, inter alia, SCR 2122 (2013), the requests in this thematic resolution need to be operationalized via specific requests in each country situation, and in turn these requests followed up with subsequent information requests in briefings, etc.

With no regular method of monitoring, assessing, and prompting action on its own women, peace and security obligations, the Council's work remains inconsistent within country situation work. Though outside of the reporting period of this report, there is hope that SCR 2122, the newest resolution of the Council on women, peace and security, will indeed address some of these significant gaps in the Council's mandate on international peace and security.



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