



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):

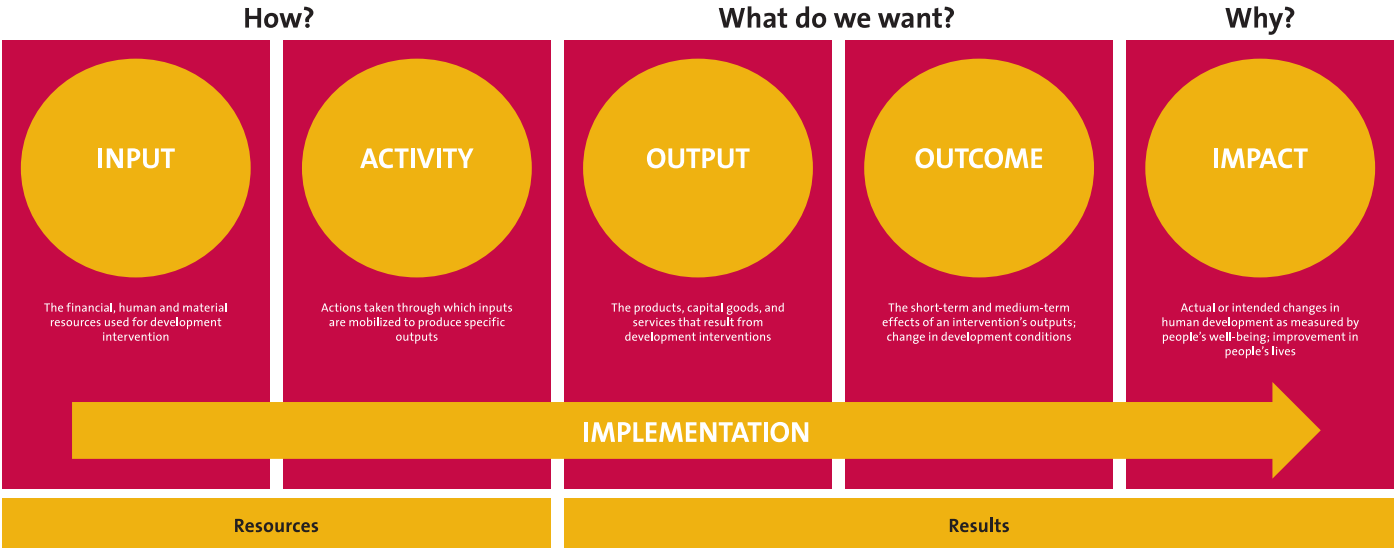
- » **Prevention.** Prevention of relapse into conflict and all forms of structural and physical violence against women and girls, including sexual and gender-based violence.
- » **Participation.** Inclusion of women and women’s interests in decision-making processes related to the prevention, management 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.

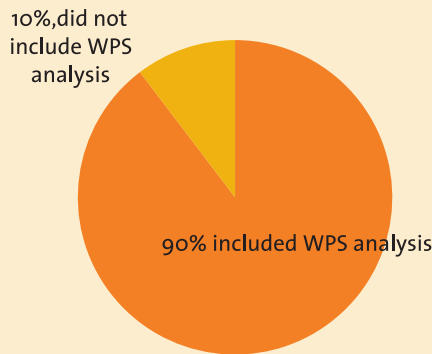
This output-level indicator⁴ provides a measure of the extent to which United Nations peacekeeping and special political missions are fulfilling this role in support of the Secretary General's mandate. Tracking this indicator, and especially the extent to which specific recommendations are included in 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

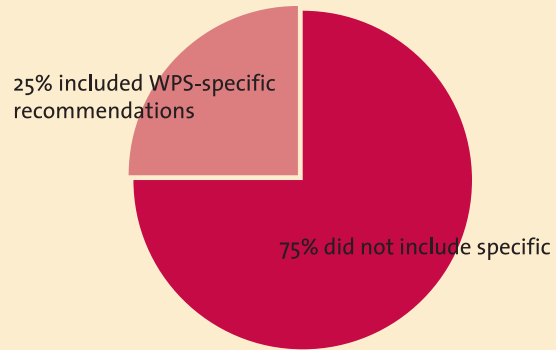
Box 5 – Extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council

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)

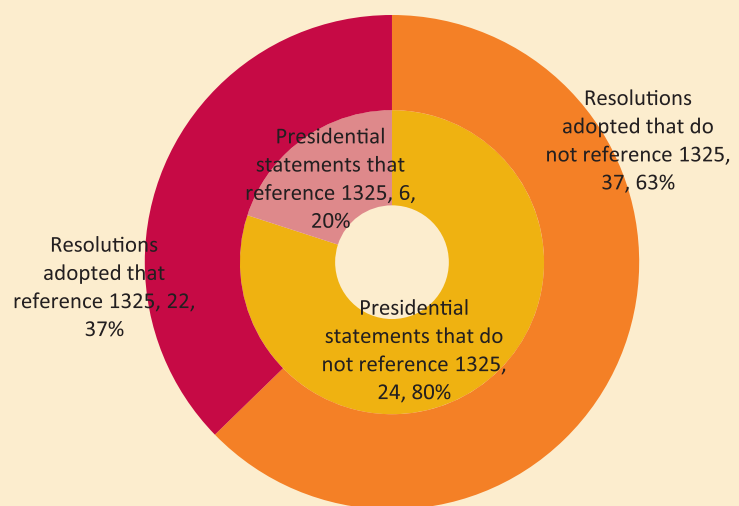
This indicator seeks to assess the extent to which the Security Council monitors and acts upon issues related to women and peace and security. It includes a description of the types of

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

Information on this indicator is collected from publically 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). For example, the Council strongly condemned mass rapes in Walikale and Fizi, Democratic Republic of the Congo, urged the Government to take action and expressed readiness to use all appropriate measures, including targeted sanctions, against perpetrators. The Security Council also adopted a resolution on sexual violence in conflict for the third consecutive year (resolution 1960 (2010)). Of the 59 resolutions adopted by the Council in 2010, 22 (37 per cent) made specific reference to resolution 1325 (2000).



Source: United Nations, 2011b.

Indicator: extent to which Security Council missions address specific issues affecting women and girls in their terms of reference and mission reports

Through Security Council resolutions 1325 (2000), the Security Council has expressed its determination to take gender issues and women's rights into account during its missions, including through meeting with women and women's organizations. This indicator tracks the extent to which gender issues are prioritized in Security Council missions.

Specifically, the indicator assesses whether gender and women's rights issues are included in the Terms of Reference for the mission, whether meetings with women's organizations are planned, and whether they take place. Ideally, this indicator

should also seek to provide information on specific situational analysis of women's needs and interests and recommendations to improve the situation of women, but these elements have not been addressed yet in mission reports. Tracking this indicator provides the Security Council information to reflect on its contribution towards increasing the priority accorded to women and women's needs in peace and security situations.

Information on this indicator is drawn from analysis of Security Council mission reports (see box 7).

Box 7 – Extent to which Security Council missions address specific issues affecting women and girls in their terms of reference and mission reports

All three Security Council missions undertaken during 2010 — to the Democratic Republic of the Congo (May 2010), Afghanistan (June 2010), and Uganda and Sudan (October 2010) — addressed issues affecting women and girls in their terms of reference and in their reports. The mission to the Democratic Republic of the Congo was briefed by the Prime Minister and the Minister of Justice on cases of sexual violence. The mission to Afghanistan met with women activists and opposition leaders, civil society and women's organizations, and was briefed on human rights crimes against women. The mission to Sudan met with representatives of women's groups in southern Sudan and internally displaced persons, including women and youth, and visited a hospital providing medical services to women in El Fasher.

Source: United Nations, 2011b.

Indicator: patterns of sexual violence in conflict and post-conflict situations

This measure builds on Security Council resolutions 1820 (2008), 1888 (2009) and 1960 (2010) and aims to capture the changing patterns of sexual violence over time in terms of the numbers and types of violations, the type of perpetrator and the identity of the victims. It provides an overview of cases of sexual violence in armed conflict.

Information on this indicator is drawn from annual reporting requested on sexual violence in armed conflict by the Security Council (e.g., S/2010/604 and subsequent reports, see box 8).

Box 8 – Patterns of sexual violence in conflict and post-conflict situations

In the report of the Secretary-General on implementation of Security Council resolutions 1820 (2008) and 1888 (2009) (S/2010/604) patterns of conflict-related sexual violence were identified in 12 situations: Afghanistan, Chad, the Central African Republic, the Democratic Republic of the Congo, Côte d'Ivoire, Haiti, Iraq, Liberia, Nepal, Somalia, South Sudan and Darfur, Sudan.

Source: United Nations, 2010a.

Indicator: 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

This indicator aims to track the accountability of United Nations peacekeeping and humanitarian staff for alleged violations of women's and girls' rights. It seeks to assess the extent to which actions are taken to address sexual exploitation and abuse.

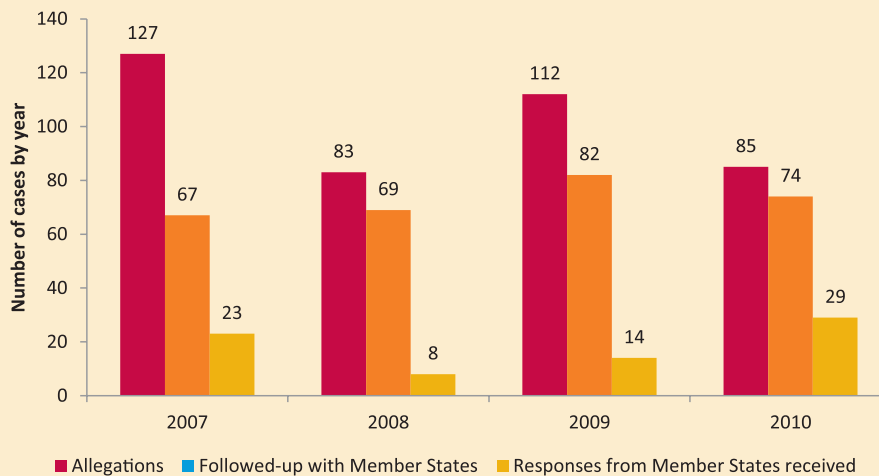
Sexual exploitation is defined by the United Nations Conduct and Discipline Unit as any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes,

including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Sexual abuse is the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions

The indicator uses information from records kept and data tracked on allegations of misconduct and subsequent actions by the United Nations Conduct and Discipline Unit (see box 9).⁷

Box 9 – 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

In 2010, 87 per cent of allegations of sexual exploitation and abuse were followed up with Member States.^a Of those followed up, 39 per cent received responses from Member States.



Source: United Nations Conduct and Discipline Unit, 2011.

^a Follow-up takes the form of issuing a note verbale, a diplomatic communication prepared in the third person and unsigned, sent and received by the United Nations, as recorded by the Conduct and Discipline Unit, updated through 19 July 2011.

Indicator: extent to which violations of women's and girls' human rights are reported and referred to and investigated by human rights bodies

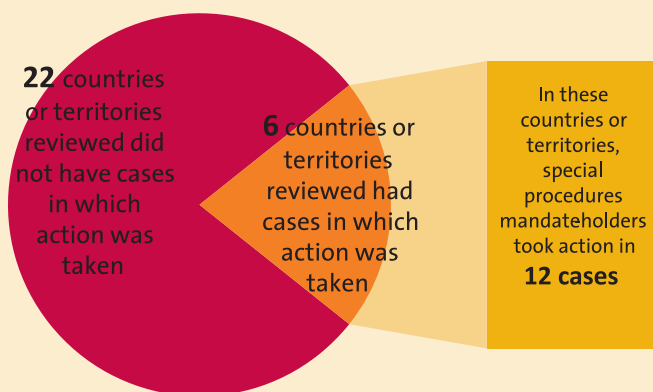
This indicator, by tracking action by international human rights mechanisms on alleged violations against women and girls, seeks to provide an overview of the main human rights violations suffered by women and girls. Over time, it enables assessment of trends in whether the violations of women's and girl's human rights are increasing or decreasing, with particular attention to escalating patterns.

The indicator uses cases of violations of human rights against women and girls considered by all human rights treaty bodies with an active individual complaint procedure in which the

committees found that there had been a violation of obligations under the relevant treaty (see box 10): the Human Rights Committee; the Committee on the Elimination of Racial Discrimination; the Committee Against Torture; the Committee on the Elimination of Discrimination Against Women; the Committee on Enforced Disappearances; and the Committee on the Rights of Persons with Disabilities). In addition, it uses incidents of alleged human rights violations against women and/or girls on which special procedures of the Human Rights Council have acted upon either by sending an allegation letter or an urgent appeal.

Box 10 – Extent to which violations of women’s and girls’ human rights are reported and referred to and investigated by human rights bodies

Between 30 April 2010 and 30 April 2011, special procedures mandate holders took action on 12 cases in 6 out of the 28 countries and territories reviewed.^a Most of these cases referred to arbitrary arrest and detention, summary executions, torture or intimidation of women human rights defenders, including journalists, lawyers and gender equality activists. At least three cases concerned human rights violations against women promoting women’s rights or working to assist victims of sexual violence.



Source: Information provided by the United Nations Office of the High Commissioner for Human Rights.

^a These included countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2010, or that were eligible for peacebuilding funds in 2010, or countries or territories with an issue of which the Security Council was seized between 1 January 2008 and 31 December 2010.

2. Pillar: Participation

Women’s full and equal participation in decisions related to political, economic and social affairs is valuable as a human right in itself. But women’s participation can also play an instrumental role in helping to ensure gender issues are addressed and included in peace and security contexts (box 11). The indicators under this

pillar show levels of women’s participation in decision-making processes related to the prevention, management and resolution of conflicts, as called for by Security Council resolution 1325 (2000) (operational paragraphs 1 to 5, 8, 15 and 16; see box 12).

Box 11 – Participation: impact and outcomes

Impact	Outcomes
<p>PARTICIPATION</p> <p>Inclusion of women and women’s interests in decision-making processes related to the prevention, management and resolution of conflicts</p>	<ol style="list-style-type: none"> 1. Increased representation and meaningful participation of women in United Nations and other international missions related to peace and security. 2. Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes. 3. Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision-makers. 4. Increased participation of women and women’s organizations in activities to prevent, manage, resolve and respond to conflict and violations of women’s and girls’ human rights.

Box 12 – Participation: 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.

- » Percentage of peace agreements with specific provisions to improve the security and status of women and girls
- » Women's political participation in parliaments and ministerial positions
- » Women's share of senior positions in United Nations field missions
- » Percentage of field missions with senior gender experts
- » Number and percentage share of women in governance bodies of national human right bodies
- » Representation of women among mediators, negotiators and technical experts in formal peace negotiations
- » Women's participation in official observer status, at the beginning and the end of formal peace negotiations
- » Women's political participation as voters and candidates

Indicator: percentage of peace agreements with specific provisions to improve the security and status of women and girls

Ceasefires and peace agreements signed between parties to a conflict establish the framework for political transition, security sector reform, justice for war crimes, wealth sharing arrangements, and social and economic recovery. The participation of women in peace processes and the inclusion of gender-responsive provisions in peace agreements are important prerequisites for the increased participation of women in post-conflict politics and civil society and essential for lasting peace.

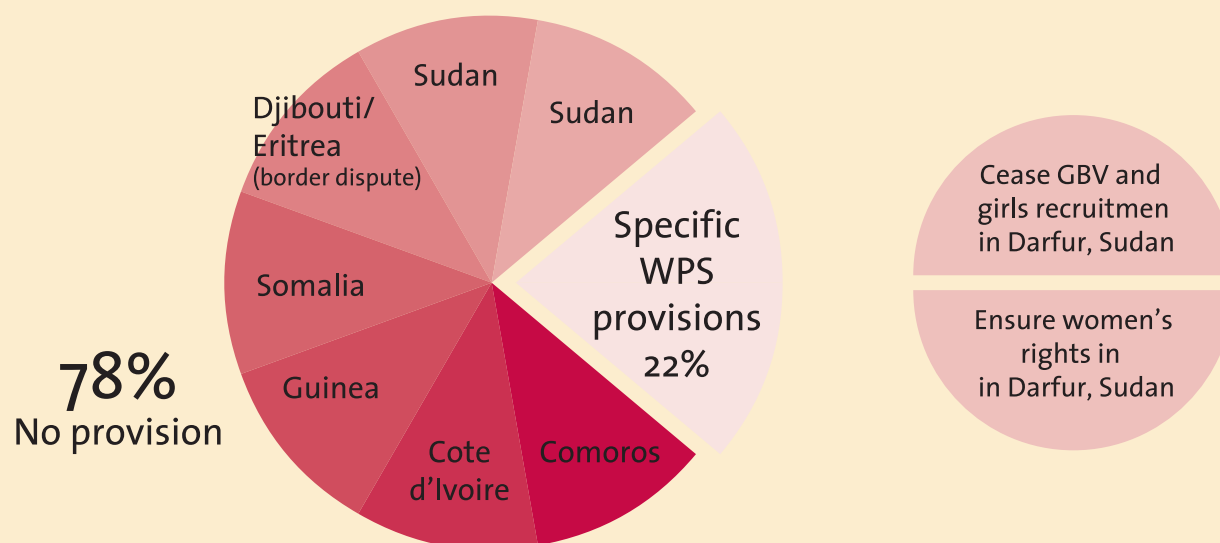
Specific language and provisions can be incorporated into peace agreements to promote gender equality and to make

commitments to improve women's rights and address their needs in key areas such as economic security, social development and political participation. This indicator measures in quantitative terms the share of agreements with such specific provisions for women's and girls' security and status.

Information for this indicator is based on review and analysis of peace agreement texts, conducting a gender-based content analysis of key terms, language and references within the text of peace agreements brokered in the specified timeframe (see box 13).

Box 13 – Percentage of peace agreements with specific provisions to improve the security and status of women and girls

In 2010, a total of nine peace agreements were signed involving six countries, with only two (22 per cent) having provisions ensuring women’s rights (both signed by the Government of Sudan and the Liberation and Justice Movement). One of these specifically called for an immediate cessation of gender-based violence and of the recruitment and exploitation of girls, and investigation of all crimes, including those committed against women. Included in the nine agreements mentioned above were four brokered by the United Nations vis-à-vis Sudan.



Source: Information provided by the United Nations Department of Political Affairs.

Indicator: women’s political participation in parliaments and ministerial positions

This indicator measures the participation and representation of women in governance structures as citizens, elected officials and decision-makers. It captures progress towards the broader goal of the inclusion of women and women’s interests in decision-making processes related to the prevention, management and

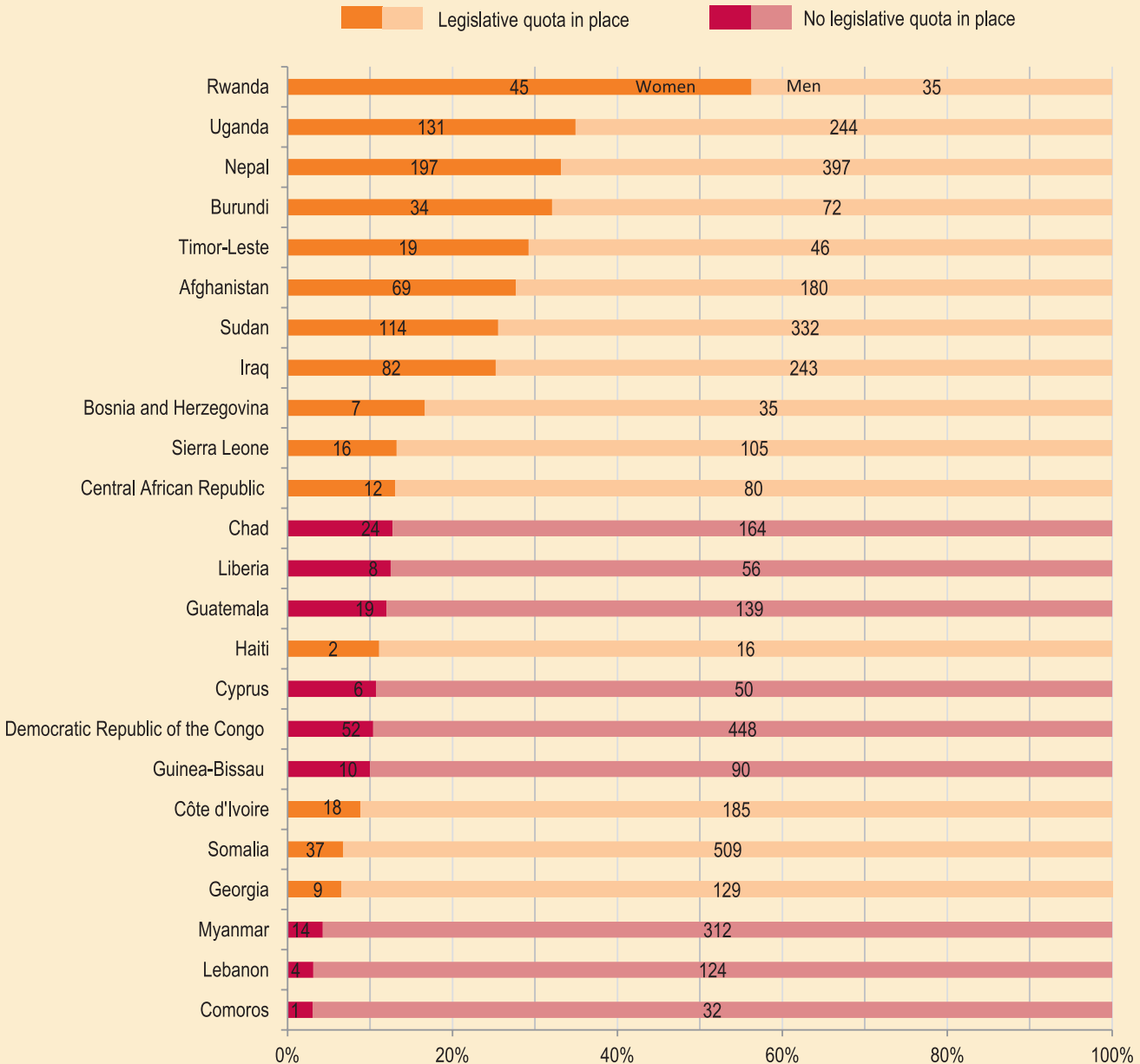
resolution of conflicts, as called for in Security Council resolutions 1325 (2000), 1820 (2008) and 1889 (2009).

This indicator is based on cross-country statistics collected by the Inter-Parliamentary Union (see box 14).

Box 14 – Women’s political participation in parliaments and ministerial positions

As of June 2011 women made up 19 per cent of parliamentarians globally. Out of the subset of countries and territories reviewed for this indicator, a women on average made up 18 per cent of parliamentarians, with only 4 countries with representation higher than 30 per cent (Burundi, Nepal, Rwanda and Uganda — all of which have legislated quotas) and 8 countries with 10 per cent or less (Comoros, Côte d’Ivoire, Democratic Republic of the Congo, Georgia, Haiti, Lebanon, Myanmar and Somalia). Burundi had the highest level of representation of women in the upper house, or senate (46 per cent), in Africa and the second highest in the world. Rwanda had the highest level of representation of women in the lower house (56 per cent) in the world. As of 1 January 2010, women held 14 per cent of ministerial positions in the countries reviewed.

Women's representation in parliaments (Lower or single House)



Source: Inter-Parliamentary Union, 2011.

^a These included countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2010, or that were eligible for peacebuilding funds in 2010, or countries or territories with an issue of which the Security Council was seized between 1 January 2008 and 31 December 2010.

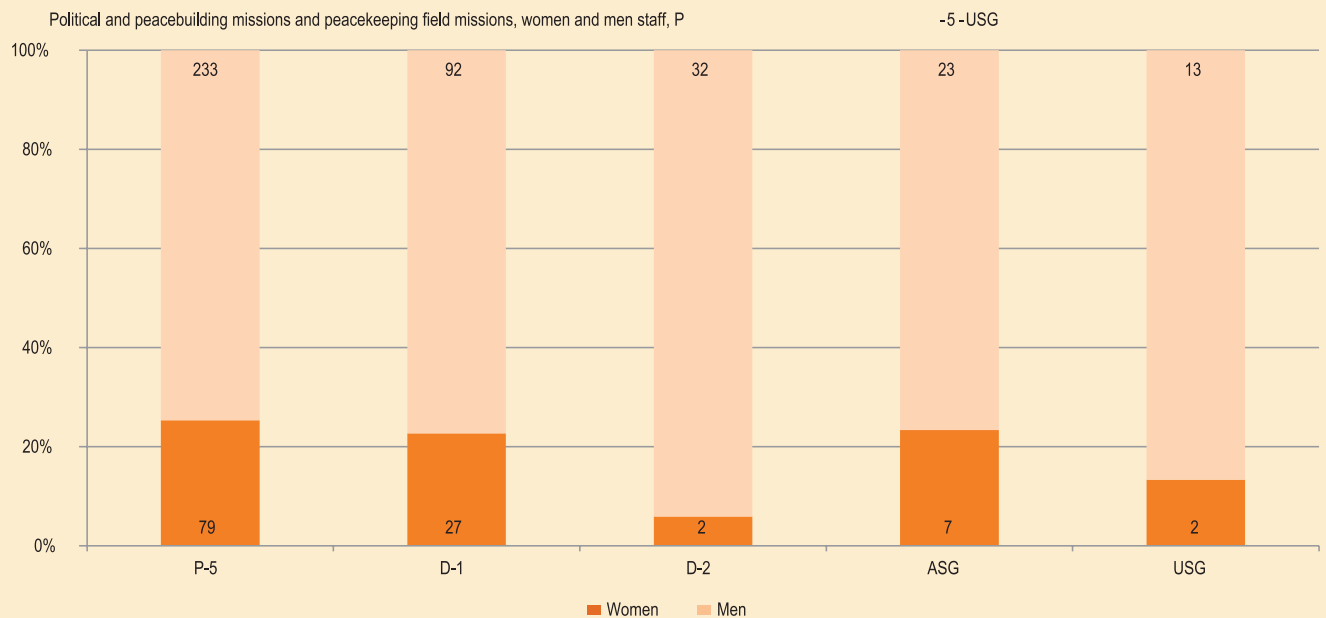
Indicator: women's share of senior positions in United Nations peacekeeping and political missions

This indicator is a proxy measure of the extent to which women's needs and interests are addressed in high-level decision-making in United Nations peacekeeping and political missions regarding the prevention, management and resolution of conflicts. While both female and male managers and decision-makers should be responsive to the challenges women and girls face during and after conflict, women are often more likely to be aware of these concerns and to bring them to decision-making processes.

Information in this indicator is based on sex-disaggregated human resources information reported by the respective missions, and on information collected regarding Special Representatives of the Secretary-General (see box 15). Data from 2011 indicate that at the professional level within the United Nations field missions, women's representation on average tends to decline with the seniority of the position, from over 20 per cent at the Professional level 5 (P-5) to less than 6 per cent at the Director level 2 (D-2).

Box 15 – Women's share of senior positions in United Nations peacekeeping and political missions

As of June 2011, of 28 peacekeeping operations, political and peacebuilding missions, women headed 5 (in Burundi, Central African Republic, Cyprus, Liberia and Timor-Leste) and were deputy heads of 5 (in Burundi, Democratic Republic of the Congo, Iraq, Liberia and Darfur). Women's share of senior positions (P-5 to D-2) is 23 per cent in political and peacebuilding missions and 24 per cent in peacekeeping missions.



Source: United Nations, 2011c; information provided by DPA and DPKO.

Indicator: percentage of peacekeeping and political missions with gender experts

This indicator tracks whether or not United Nations field missions have gender expertise, which is essential to ensure the integration of gender issues across their work and the implementation of the women and peace and security agenda. It therefore complements the indicator on women's share of senior United Nations positions by recognizing that female presence in senior

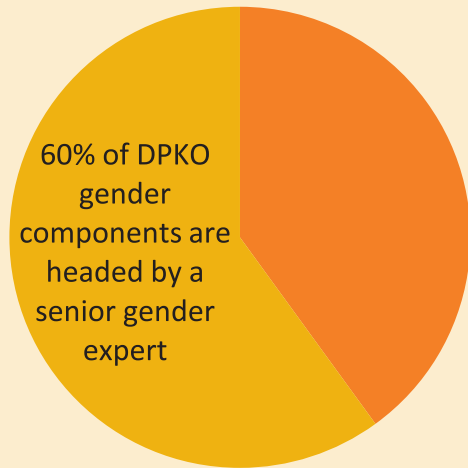
decision-making positions alone is insufficient to ensure a greater focus on provisions to improve the security and status of women. Rather, training and professional leadership on gender policy and programming is also required to address these issues.

Information in this indicator is based on statistics reported by the respective political and peacekeeping missions (see box 16).

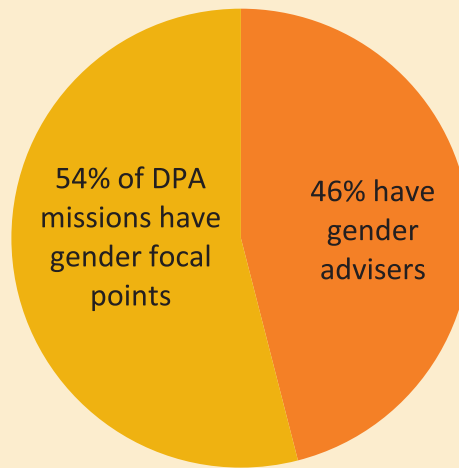
Box – 16 Percentage of field missions with gender experts

As of June 2011, 100 per cent of field missions managed by the Department of Peacekeeping Operations have gender components, and 60 per cent of these gender components are headed by a senior gender expert. Of the field missions managed by the Department of Political Affairs (including regional missions), 46 per cent have gender advisers; the rest have designated gender focal points.

Department of Peacekeeping Operations-led missions



Department of Political Affairs-led missions



Source: Information provided by the United Nations Departments of Political Affairs and Peacekeeping Operations.

Indicator: number and percentage of women in governance bodies of national human rights bodies

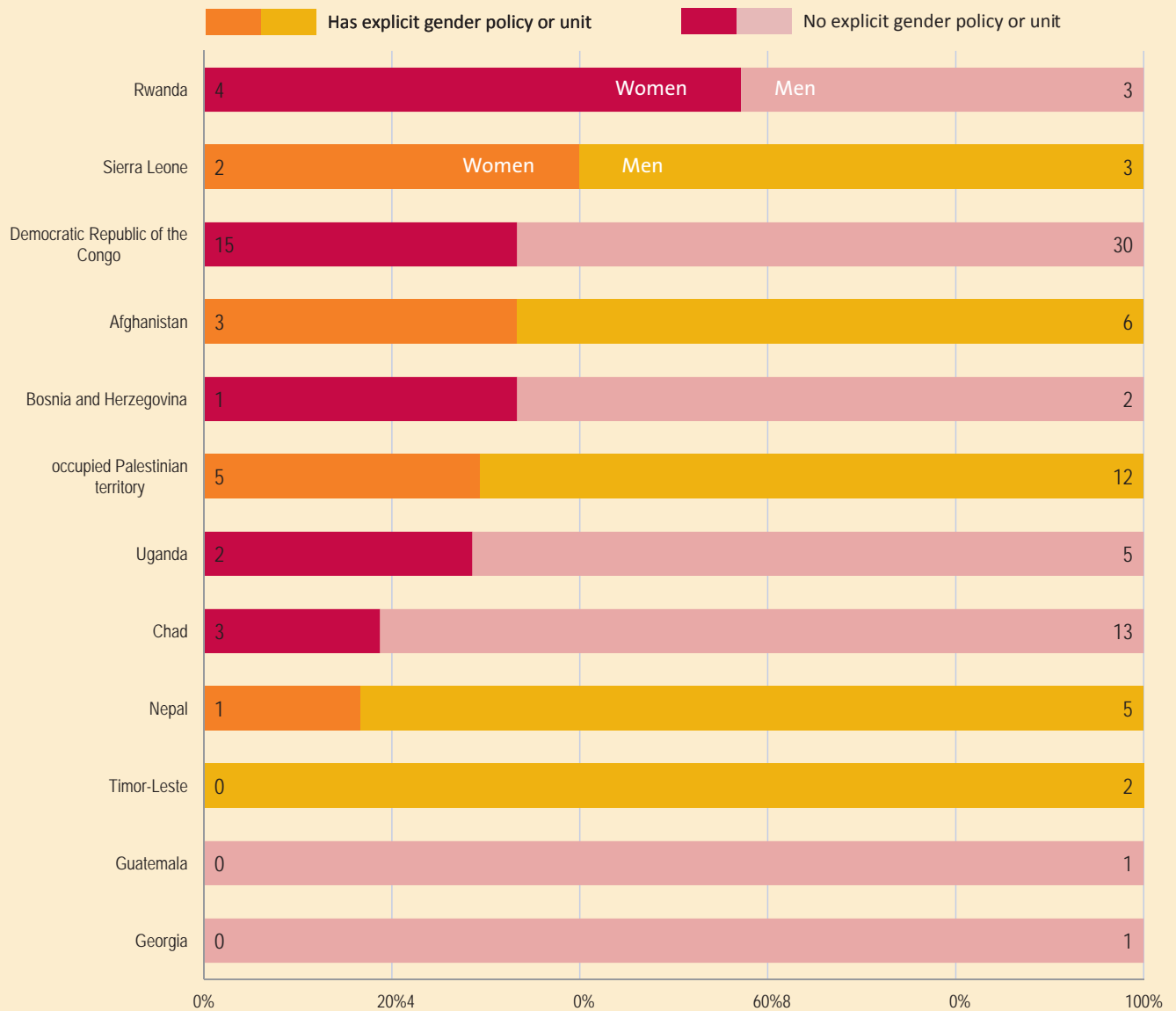
Women's levels of participation in national human rights institutions is an indication of women's participation in public life and the recognition of the role they can play in promoting respect for human rights. While it cannot be presumed, women's participation in governance bodies of national human rights bodies can contribute to the delivery of adequate attention of these bodies to women's human rights concerns. Women in the governance bodies of national human rights institutions are often more likely to bring women's human rights concerns to decision-making processes.

Information on this indicator is collected and analyzed by the United Nations Office of the High Commissioner for Human Rights (box 17).

This indicator considers women in the governance bodies (not secretariats) of national Human Rights Institutions that have been accredited with A or B status by the International Coordinating Committee of National Human Rights Institutions.⁸ The extent to which these bodies deal with women's and girls' rights including whether they have specific units and chapters in their annual reports devoted to these issues is also assessed.

Box 17 – Number and percentage of women in governance bodies of national human rights bodies

As of May 2011, 32 per cent of the commissioners of the governance bodies of the 12 accredited national human rights institutions were women.^a The information available indicated that less than half (5 of the 12) of these bodies have explicit gender policies or units.



Source: Information provided by the United Nations Office of the High Commissioner for Human Rights.

3. Pillar: Protection

Indicators in this pillar measure progress towards protecting and promoting the human rights of women and girls and ensuring their physical safety, health and economic security, as called for resolution 1325 (2000) (operational paragraphs 6 to 11, and 12; see boxes 18 and 19).

Box 18 – Protection: Impact and outcomes

Impact	Outcomes
PROTECTION Women and girls' safety, physical and mental health and economic security are assured and their human rights respected	<ol style="list-style-type: none">1. Women and girls' political, economic, social and cultural rights are protected and enforced by national laws in line with international standards.2. Operational mechanisms and structures in place for strengthening physical security and safety for women and girls.3. Women and girls at risk and sexual and gender-based violence victims have access to appropriate health, psycho-social and livelihood support services.4. Increased access to justice for women whose rights are violated.

Box 19 – Protection: 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.

- Index of women's and girls' physical security
- Extent to which national laws to protect women's and girls' human rights are in line with international standards
- Level of women's participation in the justice, security and foreign service sectors
- Existence of national mechanisms for control of illicit small arms and light weapons
- Percentage of benefits from temporary employment in the context of early economic recovery programs received by women and girls
- Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced
- Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence

Reporting on the indicators under this pillar is in the process of development at the time of publication.

4. Pillar: Relief and recovery

Indicators under this pillar measure whether women's and girls' specific needs and priorities are addressed during the relief and recovery phase after conflict (see boxes, 20 and 21).

They respond to operational paragraphs 7 to 9, 13 and 17 of resolution 1325 (2000).

Box 20 – Relief and recovery: Impact and outcomes

Impact	Outcomes
RELIEF AND RECOVERY Women's and girls' specific needs are met in conflict and post-conflict situations	<ol style="list-style-type: none">1. The needs of women and girls, especially vulnerable groups (e.g. internally displaced persons, sexual- and gender-based violence victims, female ex-combatants, refugees and returnees) are addressed in relief, early recovery, and economic recovery programmes.2. Post-conflict institutions and processes of national dialogue, transitional justice, reconciliation and post-conflict governance reforms are gender-responsive.3. Disarmament, Demobilization and Reintegration and Security Sector Reform programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups.

Box 21 – Relief and recovery: 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.

- » Proportion of disbursed Multi-Donor Trust Funds used to address gender equality issues
- » Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
- » Maternal mortality rate
- » Net primary and secondary education enrolment rates, by sex
- » Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks
- » Proportion of budget related to targets that address gender equality issues in strategic planning frameworks
- » Proportion of total disbursed funding to civil society organizations that is allocated to address gender equality issues
- » Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations
- » Proportion of total spending of the United Nations system used to support gender equality issues
- » Percentage of benefits from reparation programmes received by women and girls
- » Percentage of benefits from disarmament, demobilization and reintegration programmes received by women and girls

Indicator: proportion of disbursed multi-donor trust funds used to address gender equality issues

This indicator is a measure of the relative priority accorded to gender equality issues in the Multi-donor Trust Funds (MDTF). It measures progress towards ensuring that the needs of women, especially vulnerable groups are addressed in relief, early

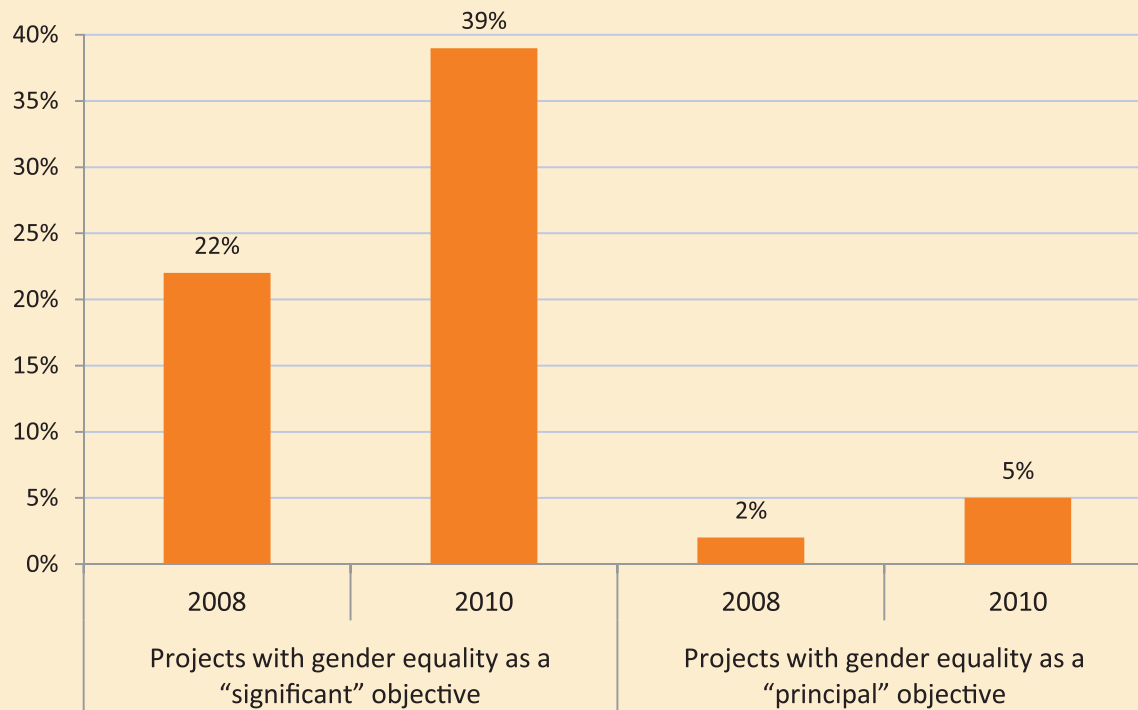
recovery, and economic recovery programmes as called for in resolution 1325 (2000).

Data and information collection on this indicator is increasing in terms of coverage and depth across countries and relevant multi-donor trust funds (see box 22).

Box 22 – Proportion of disbursed multi-donor trust funds used to address gender equality issues

Improved tracking mechanisms within the United Nations system are providing a better picture of how funds and projects support gender equality objectives. The Peacebuilding Fund, for example, adopted a gender marker system in 2009, based on the 0-3 scoring system pioneered by the United Nations Development Programme. A score of 2 means that projects have gender equality as a “significant” objective. A score of 3 means that projects have gender equality as a “principal” objective. During 2010, 39 per cent of the funds scored a 2, and 5 per cent of the funds scored a 3, compared to 22 per cent and 2 per cent, respectively, in 2008.

Peacebuilding Fund: Share of funding to projects with 'significant' and 'principal' gender equality objectives



Source: Information provided by the United Nations Peacebuilding Support Office

For further analysis on the gender-sensitivity of multi-donor trust fund financing mechanisms, see the companion paper in

this collection, *What Women Want: Planning and Financing for Gender-Responsive Peacebuilding*.

Indicator: extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls.

Truth and Reconciliation Commissions (TRCs) are increasingly important mechanisms to address abuses occurred during past conflict with a view to supporting processes of recovery and reconciliation. As such, reflecting women's experiences of conflict and needs for recovery helps ensure that women victims have a mechanism through which to speak of their suffering and seek redress. In addition, the engagement of women in the leadership

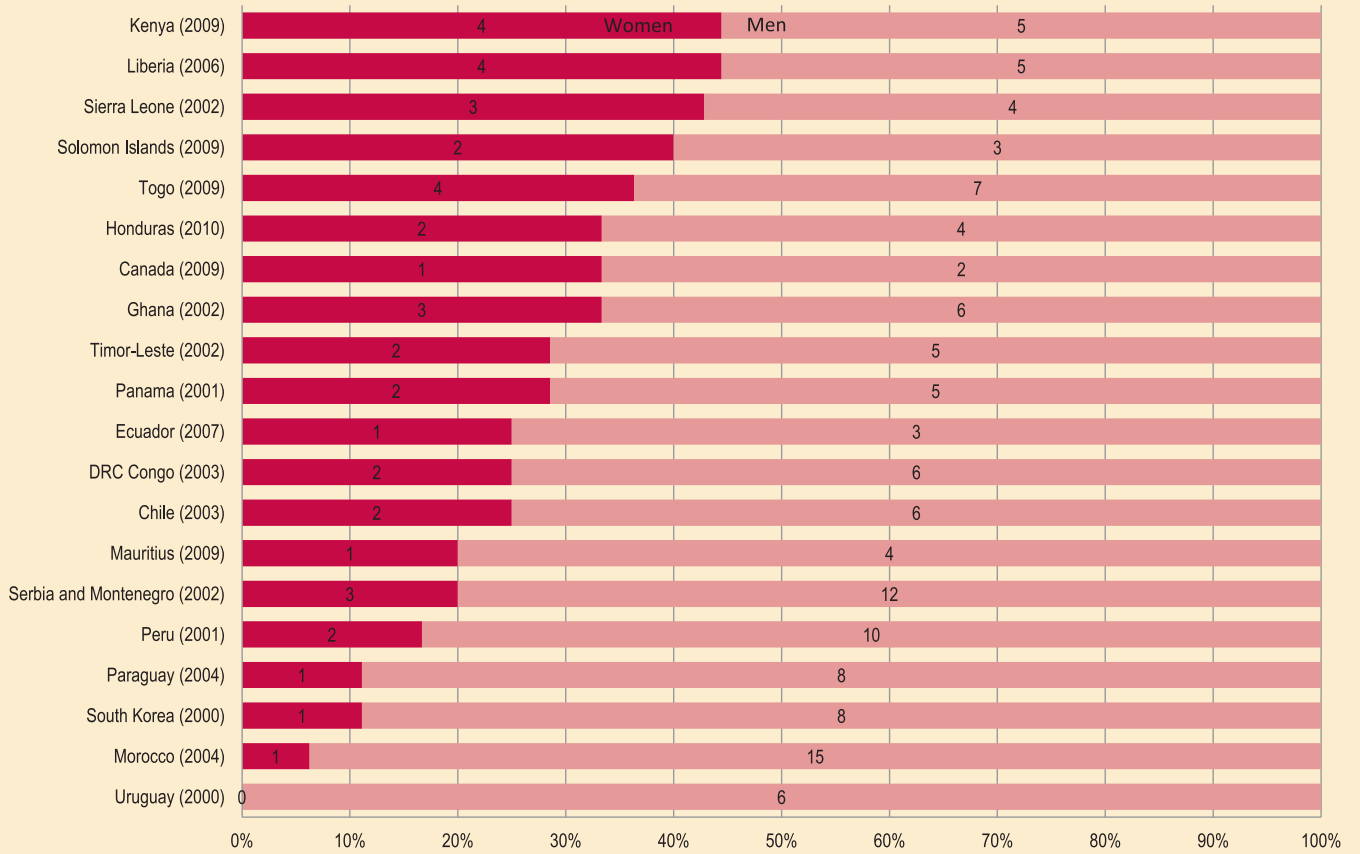
of these institutions is called for in United Nations Security Council resolutions.

As currently formulated, this indicator is measured as a proxy using women's participation in TRCs and is evolving to include other critical provisions (see box 23). For more information see *A Window of Opportunity? Making Transitional Justice Work for Women*, a companion paper in this collection.

Box 23 – Extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls

On average, since 2000, women have made up 25 per cent of commissioners in truth and reconciliation commissions. Of 20 truth and reconciliation commissions, 15 had 20 per cent or more women commissioners, and 8 had 33 per cent or more.^a

Women commissioners, % of all commissioners



Source: UN Women, 2012.

III. WOMEN AND PEACE AND SECURITY INDICATORS AND NATIONAL ACTION PLANS

National action plans and strategies for the implementation of resolution 1325 (2000) and related resolutions are important tools to track progress on women and peace and security issues. In its Presidential Statements S/PRST/2004/40 and S/PRST/2005/52, the Security Council called on Member States to implement resolution 1325 (2000) including through the development of national action plans or other national level strategies.

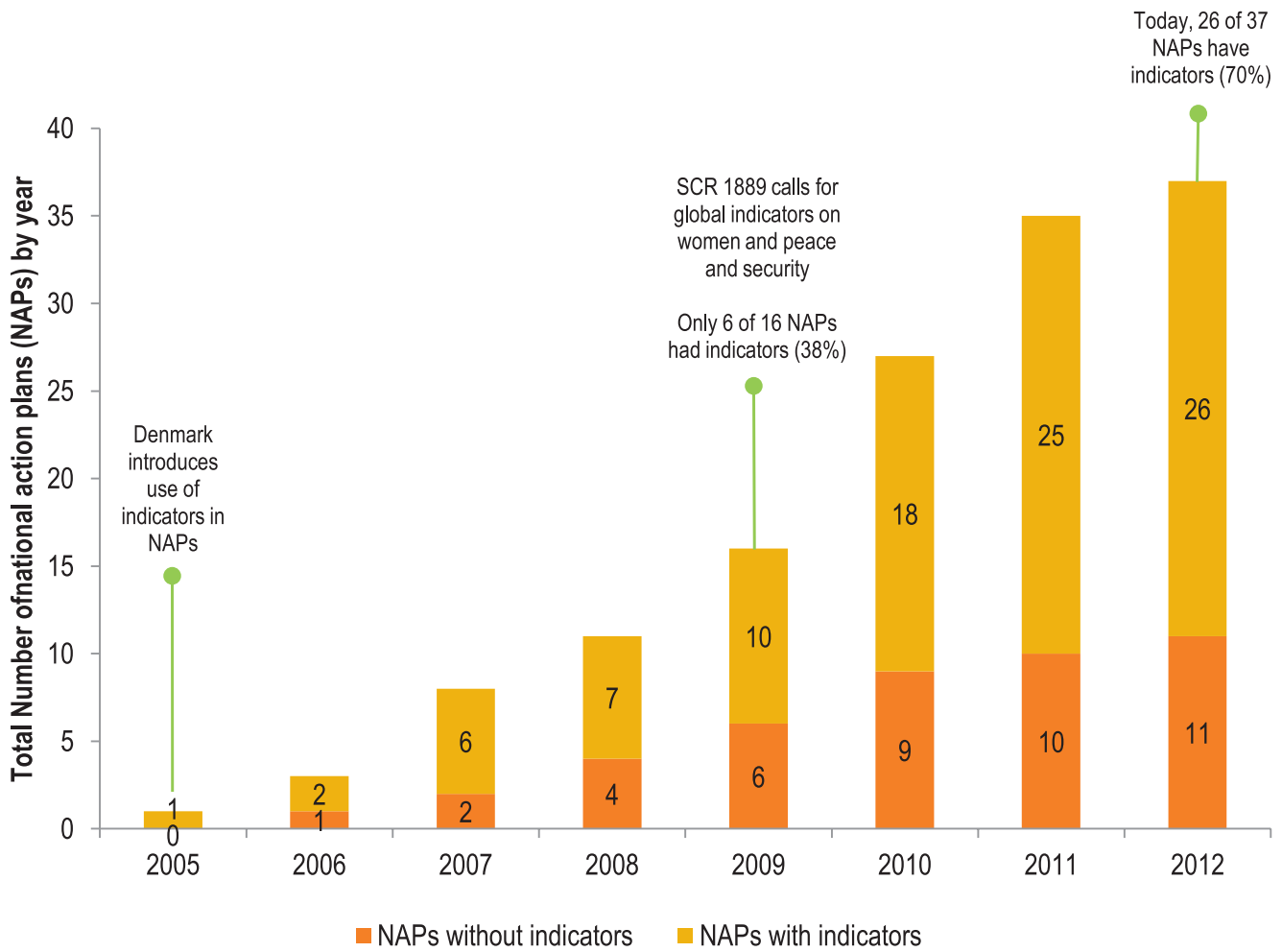
The creation of an action plan provides opportunity to initiate strategic actions, to identify priorities and resources, and determine responsibilities and time frames at a national level (see the companion paper in this collection, *Guidelines for the Development of a National Action Plan on Women, Peace and Security*). The process of developing a plan creates awareness and leads to capacity-building with the aim of overcoming gaps and challenges in the full implementation of resolution 1325 (2000).

Since Denmark's 2005 National Action Plan, indicators have been incorporated into national action plans on women and peace and security. This and other early experiences in using indicators to track implementation of women and peace and

security commitments informed development of the short-list of indicators to track implementation of Security Council resolution 1325 (2000). After the initial framework to track the resolution was presented to the Security Council in 2010, these indicators have in turn been used to track national-level implementation of action plans.

As of mid-2012, 26 (70 per cent) of 37 action plans have taken measures to include indicators to monitor progress on the implementation of commitments (see figure 2). Most of these action plans have indicators parallel to the pillars of the 1325 indicators presented to the Security Council in 2010, bringing the global and national-level indicators into close alignment.

Figure 2 – Use of indicators to track resolution 1325 (2000) implementation in national action plans (NAPs)



Source: Review of national action plans, available here: <http://www.peacewomen.org/pages/about-1325/national-action-plans-naps>
 Note: The graph shows, for each year, the total number of existing adopted national action plans.

Advancing the use of the framework to track resolution 1325 (2000) in national action plans holds potential to accelerate progress on the achievement of women and peace and security commitments.

IV. CONCLUSION

The framework to track implementation of resolution 1325 (2000) contains signposts of progress in the achievement and protection of women’s and girls’ human rights in peace and security situations. As part of the framework, the indicators facilitate understanding of current peace and security issues, trends, and the distance between the current situation and desired goals.

An indicator or measure, however, can only suggest progress or potential gaps—it is insufficient on its own, especially when presented in isolation from its context. Addressing this challenge, the framework to track implementation of resolution 1325 (2000) seeks to provide information on context as necessary for analysis.

To do this the set of indicators includes a mix of qualitative and quantitative indicators, which complement each other. Women’s participation in peace processes, for example, is accompanied by an indicator assessing the extent to which women’s concerns are reflected in peace agreements. Additionally, all quantitative indicators in the set are accompanied by qualitative commentary and analysis, taking into account unique contexts and explaining trends.

The framework to track implementation of Security Council resolution 1325 (2000) holds several features that complement or go beyond other international frameworks that use indicators.

- » ***Inherently adaptable to conditions.*** The 1325 indicators hold an inherent applicability to national conditions and circumstances. This makes them flexible to reflect and capture changes in specific peace and security contexts—a feature that several other international frameworks lack.
- » ***Indicator menu shifts to be relevant.*** The 1325 framework contain indicators relevant to global institutions such as the United Nations programme entities, to regional organizations, and to national and sub-national actors, including Member States and civil society. The menu of the 1325 indicators ranges beyond the national-level applicability of many other frameworks.
- » ***Normative indicators.*** The 1325 indicators include indicators that measure changes in results for women’s and girls’ well-being (similar to other international frameworks), but that also measure normative processes such as national legislation to protect women’s and girls’ rights.

Taking forward data collection of the resolution 1325 (2000) indicators continues to be the joint responsibility of United Nations entities and Member States, as requested in Presidential Statement (S/PRST/2010/22): “The Security Council encourages Member States to take into account the set of indicators contained in the Annex of the Report of the Secretary-General on Women and Peace and Security (S/2010/498), as appropriate, in implementing Security Council resolution 1325 (2000) and subsequent resolutions on women and peace and security.”

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Endnotes

1 This section draws on United Nations, 2010b.

2 "Impact indicators" describe the changes in people's lives and development conditions, and provide a broad picture of whether the development changes that matter to stakeholders are actually occurring. "Outcome indicators" assess progress against specified outcomes (the short and medium-term effects of a development intervention's outputs).

3 Information on indicators presented under the respective pillars is drawn from United Nations, 2011a.

4 "Output indicators" measure progress against specified products, results and services that result directly from interventions.

5 These reports can be accessed on the Security Council website, <http://www.un.org/Docs/sc/missionreports.html>.

6 See Security Council website, <http://www.un.org/Docs/sc/>.

7 Further information can be found at the Conduct and Discipline Unit website, <http://cdu.unlb.org/>.

8 For information on the accreditation procedure, see <http://nhri.ohchr.org/EN/Pages/default.aspx>.



United Nations Entity for Gender Equality
and the Empowerment of Women