

**Final Report of UNA011 – Narrative Report on the Activities of the Office of the
Special Representative on Sexual Violence in Conflict in 2010**

On 2 February 2010, the Secretary-General appointed Margot Wallström as his first Special Representative on Sexual Violence in Conflict, taking the first step towards establishing the Office of the Special Representative on Sexual Violence in Conflict (OSRSG-SVC). This appointment was the long-awaited and concrete culmination of a number of Security Council resolutions on Women, Peace, and Security, beginning with Resolution 1325 in 2000, which was the first Security Council resolution to link women's experience of conflict to the maintenance of international peace and security. Eight years later, in June 2008, the UN Security Council adopted Resolution 1820, which identified sexual violence as a tactic of war and an impediment to the maintenance of international peace and security. Then in September 2009, the Security Council adopted the follow-on Resolution 1888, calling for concrete measures to operationalise and institutionalise commitments made through Resolution 1820. Specifically, Resolution 1888 requested the Secretary-General to appoint a Special Representative on Sexual Violence in Conflict to provide coherent and strategic leadership, and to promote cooperation and coordination "primarily through the inter-agency initiative United Nations Action Against Sexual Violence in Conflict". It further called for a team of rapidly-deployable experts on the rule of law, Women Protection Advisers (WPAs) in Peacekeeping and Special Political Missions, the development of joint UN-Government Comprehensive Strategies to Combat Sexual Violence, improved data on trends and emerging patterns of attack, and early-warning indicators of sexual violence.

In line with Security Council Resolution 1888, the SRSR assumed her functions in April 2010. Upon assuming her post the SRSR also took the helm as Chair of United Nations Action Against Sexual Violence in Conflict, the 13-entity network referred to in SCR 1888 (2009). Her Office was initially composed of a skeletal staff consisting of the Chief of her Office and an Assistant. She was also supported at this time by the Secretariat of UN Action, consisting of three staff - the Coordinator of UN Action, an Advocacy and Women's Rights Officer, and an Assistant. Interim funding for the establishment of her Office was provided from the United Nations Action Multi-Donor Trust Fund (MDTF) in the amount of US \$1million, to bridge the gap between consideration of the Secretary-General's report (A/64/763) and any decision by Member States of further arrangements for her Office. This funding allowed the SRSR and her staff to come on board, and provided sufficient time for an in-depth review of the level of resources that would be appropriate for the efficient functioning of the Office taking into account the activities mandated for OSRSG-SVC by the Security Council. By the end of 2010, the SRSR had three core staff out of the 9 staff approved for her Office on board in the OSRSG-SVC. The Secretariat of UN Action, which reported directly to the SRSR, had also formally relocated to her Office.

One of the first priorities of the SRSR after taking office in April 2010 was to outline her five-point priority agenda, which included: ending impunity for perpetrators and seeking justice for victims; the

protection and empowerment of civilians who face sexual violence in conflict, in particular, women and girls who are targeted disproportionately by this crime; mobilising political leadership to address this issue; increasing recognition of rape as a tactic and consequence of conflict; and strengthening coordination and ensuring a more coherent response by the United Nations system. Seven (7) priority countries were identified by the OSRSG-SVC, in alignment with the priority countries identified by UN Action. These are the Democratic Republic of the Congo (DRC), Bosnia and Herzegovina, the Central African Republic (CAR), Colombia, Liberia, Sudan (Darfur and South Sudan), and Cote d'Ivoire.

The SRSR made travelling to conflict and post-conflict situations one of her priorities to bear witness to the plight of victims of sexual violence. In the course of travels by her team and engagements with her Office, it became increasingly apparent to the SRSR that there were thematic issues, including the issue of sexual violence against men and boys, and the issue of children born of rape, which were not yet well understood, and where the response was non-existent. These issues were included as part of the overall strategy by the OSRSG to address sexual violence in situations of concern. The SRSR undertook, with a team from the OSRSG-SVC and the UN Action Secretariat, four field visits during the first 7 months of her tenure: to the DRC in April and September 2010, to Liberia in June 2010, and to Bosnia and Herzegovina in November 2010. In the DRC she noted that sexual violence remained the dominant - even escalating - feature of the conflict, and noted that impunity was the core of the problem, and the rule rather than the exception. In Liberia the SRSR focused on the imprint that wartime sexual violence had left on the society and explored, with all relevant stakeholders, concrete ways in which her Office could assist in tackling the high rates of sexual violence and the disparity between the number of acts committed and the number of convictions through the courts. In Bosnia and Herzegovina, she met women's groups to learn more about their experience in seeking justice in the wake of conflict, which has been painfully slow. She noted that since the conflict in Bosnia and Herzegovina ended in 1995, there had been only 30 convictions in response to an estimated 50,000 rapes which occurred during the years of war, and that there was still no justice for the vast majority of survivors. The SRSR also travelled to Brussels, Geneva, The Hague, Sarajevo, Stockholm, and Washington to engage with donors, interlocutors, officials and civil society. In Geneva on 27 September 2010, she attended and briefed the Special Session of the Human Rights Council on the Democratic Republic of the Congo.

During 2010, SRSR Wallström also issued numerous statements/press releases including on the apprehension of Lt. Colonel Mayele in the DRC (5 October), the arrest of Callixte Mbarushimana in France after being indicted by the International Criminal Court (ICC) for crimes against humanity and war crimes, (11 October), the alleged reports of rape along the DRC-Angola border (28 October), and the opening of the ICC trial against Jean-Pierre Bemba (22 November). Additionally, SRSR Wallström addressed 15 press briefings, participated in 32 individual media briefings, and published four OP-ED/articles. The SRSR also participated in a high-level launch, hosted by the Government of Australia in June 2010, of the document *Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice*, which contains innovative practices employed by peacekeepers to protect civilians from conflict-related sexual violence. She noted that these *ad hoc* efforts need to be

systematized and included in pre-deployment training as model scenarios that can help peacekeepers recognize and react to sexual violence by armed groups. She also welcomed the examples provided in the inventory of early-warning systems, patrols tailored to women's mobility patterns, community liaison techniques and other tactics that illustrate a gradual shift from best intentions, to best practice.

During the calendar year ending December 2010, SRSG Wallström briefed the Security Council three times on this matter of grave concern to the international community, first on 27 April at the Security Council Open Meeting on Women Peace and Security, where she briefed on Sexual Violence in Situations of Armed Conflict under the Presidency of Japan, then on 14 October on the situation in Walikale in the DRC, and later at the end of the year on 16 December, when the Security Council convened an Open Debate on Sexual Violence in Conflict, during which the Council unanimously adopted Resolution 1960 (2010). The new resolution, which was co-sponsored by 60 States, defined the concept of conflict-related sexual violence, illustrated its nexus with international peace and security using examples from the field, and proposed a new accountability architecture built around this concept. The accountability regime under Resolution 1960 is structured around four pillars. Firstly, monitoring, analysis and reporting arrangements in relevant countries, specific to conflict-related sexual violence; secondly, it aims to seek justice for perpetrators and combat impunity by requiring the Secretary-General to list, in an annex to his annual reports, those parties credibly suspected of committing or being responsible for patterns of sexual violence; thirdly, it provides for the use of this list as a platform for engaging those parties in a structured dialogue to obtain protection commitments; and finally, tracking measures to prevent and punish sexual violence that can result in either de-listing or, in the case of persistent violators, referral to Sanctions Committees of the UN Security Council. Resolution 1960 also calls for improved information on patterns, trends and early-warning indicators of sexual violence, the deployment of more Women Protection Advisers, and better access to services for survivors. The basis for Security Council Resolution 1960 (2010) was the Secretary-General's second report on the implementation of Resolution 1820, as well as 1888 (S/2010/604).

In order to operationalise key elements of Resolution 1960, the Office of the SRSG, in partnership with UN Action against Sexual Violence in Conflict, completed the global guidance, which is the baseline document that informs the establishment of monitoring, analysis and reporting arrangements (MARA) on conflict-related sexual violence. Together with its accompanying "Analytical and Conceptual Framing of Conflict-Related Sexual Violence" document, the guidance was disseminated to heads of UN presence globally by mid-2011. The OSRSG-SVC is providing technical and substantive support to UN field teams in the implementation and roll-out of the MARA

Also in 2010, the OSRSG-SVC worked with UNDP, DPKO and OHCHR, on behalf of the broader UN Action network, on the creation of the Team of Experts (TOE), established by Security Council Resolution 1888 to assist Member States in addressing sexual violence. The UN Action network provided US \$1million through the MDTF to expedite the recruitment of a Team Leader and three

experts, from DPKO, OHCHR and UNDP respectively, until more sustainable sources of funding for the Team could be secured. The Team Leader who is in the OSRSG-SVC, and the Experts, who work out of their respective offices when not deployed to “situations of concern”, are mandated to work with legal and judicial experts to identify gaps in the national response and help tackle impunity, and will “assist national authorities to strengthen the rule of law” as relates to sexual violence crimes. The members are dedicated full-time to the work of the Team but by being located in their parent department/entity when not deployed, it allows them to retain their institutional linkages, and promote a coordinated and coherent United Nations approach to rule of law assistance, and help prevent the duplication and fragmentation of efforts being undertaken by their respective department/entity.