

# SECURITY COUNCIL INFORMAL EXPERTS GROUP ON WOMEN, PEACE AND SECURITY

## MALI

February 29<sup>th</sup> 2016

### *Security Council Resolution 2242 (2015):*

*OP 5. Recognizes the ongoing need for greater integration of resolution 1325 (2000) in its own work in alignment with resolution 2122 (2013), including the need to address challenges linked to the provision of specific information and recommendations on the gender dimensions of situations on the Council's agenda, to inform and help strengthen the Council's decisions, and therefore in addition to elements set out in resolution 2122 (2013), and in accordance with established practice and procedure: (a) Expresses its intention to convene meetings of relevant Security Council experts as part of an Informal Experts Group on Women, Peace and Security to facilitate a more systematic approach to Women, Peace and Security within its own work and enable greater oversight and coordination of implementation efforts.*



RECOMMENDATIONS
Security Council mission to Mali (March 2016)
<p>Growing evidence at the global level as well as in relation to Mali specifically is demonstrating the impact of women's participation on stabilization and peace consolidation. Yet women remain extremely under-represented in the national institutions that will monitor and implement the peace agreement. The upcoming Security Council mission to Mali presents an <b>opportunity for strategic advocacy to welcome the recent adoption of a 30 percent quota in all national institutions and legislative bodies, and to press for its immediate implementation.</b> In preparation for the trip, Council members should request that specific background material on women, peace and security and a gendered conflict analysis are included in their information packages. These are examples of <b>specific questions that should be raised during the trip.</b></p> <p>To national authorities:</p> <ul style="list-style-type: none"> <li>• <i>What are the next steps to implement the 30 percent quota for women in national institutions recently adopted - including its application to institutions set up to monitor and implement the peace agreement?</i></li> <li>• <i>How will the current planned DDR process consider the role of women ex-combatants and those associated with fighting forces, ensure their reintegration, as well as invest in the role women play in ensuring long-term reintegration of former combatants in communities?</i></li> <li>• <i>What specific measures are being undertaken to address impunity and rebuild rule of law institutions, in particular to secure justice for sexual and gender-based crimes committed in relation to the conflict?</i></li> </ul> <p>To women's organizations:</p> <ul style="list-style-type: none"> <li>• <i>What are the factors that are preventing greater participation of women in monitoring and implementation of the peace agreement, from DDR to SSR and justice and reconciliation efforts?</i></li> <li>• <i>What is their analysis on the impact of extremism on the situation of women and girls and how women's traditional roles in the North can inform effective strategies to counter the spread of radicalization?</i></li> </ul>
Strategic Review of MINUSMA (March 2016)
<p>During pre-field trip consultations and post-field trip debriefing with Council experts, the strategic review should be encouraged to address:</p> <ul style="list-style-type: none"> <li>• <b>Gender analysis</b> within the updated conflict analysis.</li> <li>• The <b>gender balance of the mission</b> –the review should interrogate what measures will be taken to increase the gender balance in all mission components as well as levels of mission staffing.</li> <li>• <b>Gender architecture</b> - the review should look at the proposed changes to the gender architecture, including the implications of shifting protection capacity under human rights, and the specific gender capacities available across all thematic areas of the mission's work. Dedicated capacity and expertise on gender equality and women's protection must be strengthened.</li> <li>• If the future engagement of MINUSMA will be guided by specific <b>benchmarks</b>, these must include measurable impacts on key elements of women's rights and gender equality.</li> </ul>
Reporting to the Security Council
<p>The Council should request more specific analysis on gendered elements of political and security developments, gender-specific trends, sex-disaggregated data, and recommendations to address gaps in implementation of women, peace and security commitments.</p>
Other relevant actions
<p>Council members should give due consideration to strengthening relevant <b>sanctions regimes</b> in relation to Mali. In particular, given that the committees are specifically addressing financing of terrorism and growing evidence on the use of trafficking to finance these groups, there is an opportunity for these bodies be more effective in addressing <b>trafficking.</b></p>

## BACKGROUND INFORMATION<sup>1</sup>

The following is relevant information on four key aspects of implementation of women, peace and security in Mali: women's participation and representation in decision-making, violations of women's rights, including conflict-related sexual violence, the humanitarian situation of women and girls, and the peacekeeping mission's mainstreaming of gender throughout its mandate areas, including disarmament, demobilization, and reintegration.

### **I. Women's participation and representation in peace and security and decision-making**

1. **Women's participation in peace negotiations has been extremely low.** In the 2013 preliminary talks in Ouagadougou, there was only a handful of women out of 80 delegates. In the 2014-2015 peace talks in Algiers, women were only three out of 50 delegates initially, and five out of 100 delegates in the end, and their numbers in the mediation team were also negligible.
2. This has continued in the **very low representation of women in the institutions set up to implement the peace accord.**
  - The Algiers Accord establishes an international oversight and support mechanism (Comité de Suivi des Accords, or CSA) and four technical sub-committees (Political Institutions, Defense and Security, Development and Reconciliation, Justice and Humanitarian Questions). **Out of the 66 representatives of the government and the signatory parties in the CSA, there is only one woman in one of the sub-committees.**<sup>2</sup>
  - The Ministry for the Promotion of Women, Children and Family is not among the 14 ministries represented in the National Committee for the Coordination of the Implementation of the Peace Accord, and there is only one seat reserved for a representative of women's organizations among the 18 associated members (members of parliament, trade union representatives, religious leaders, civil society). This national committee has yet to be convened.
- There are four women out of 15 commissioners in the Truth, Justice, and Reconciliation Commission; no women in the Mixed Technical Committee on Security, and there is concern about

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*Women have played a central role in mobilizing for peace in Mali. Their traditional roles and positions in society also make them potentially critical actors for peace consolidation. Despite this, women were all but absent in the peace negotiations, and this level of under-representation has carried through the institutions set up for peace agreement implementation. Out of the 66 representatives of the government and the signatory parties in the CSA, there is only one woman in one of the sub-committees.*

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<sup>1</sup> This background note was prepared by UN Women with inputs from MINUSMA's Gender Affairs Advisory Unit and the Office of the Women Protection Advisor, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, and OCHA, as well as information published by WFP, UNHCR, OCHA, DCAF, NRC, the CEDAW Committee, and the Independent Expert on Mali.

<sup>2</sup> Among the international mediation nominees in the CSA, there are two women, one of them co-chairing the sub-committee on development, and eight women –four of them from MINUSMA- have a role in the secretariats of either the CSA or in one of the four subcommittees

the level of women's representation in the National DDR Commission and the National Integration Commission, which have been established but whose members have not been appointed yet.

3. This extremely low participation takes place **in spite of the significant mobilization of Malian women** and women's organizations since the conflict erupted in 2012. Two recent positive results of the strategic advocacy of women's organizations in close collaboration with the Ministry for the Promotion of Women, Children, and Family are the law for a **30 percent quota for women in national institutions**, which became effective in December 2015, and the launch in January 2016 of Mali's second **National Action Plan on Women, Peace and Security**.<sup>3</sup> These two instruments must be used to improve women's participation in the implementation of the peace agreement.
4. In the last four years, there have been numerous events, workshops, and trainings involving hundreds of women leaders. At the national level, the Mission has supported the establishment of a Platform of Women Leaders, with a committee of 10 members elected by women's networks. The Platform published a list of priorities, including gender parity on the Truth, Justice and Reconciliation Commission, increased representation in all national institutions implementing or monitoring the peace agreement, and the use of revenue from the exploitation of natural resources to women's economic empowerment. The Mission has organized Open Days on Women, Peace and Security, where women express their concerns and priorities and make recommendations to the Mission leadership and UNCT, while the UN responds to the recommendations made by the women during the Open Day of the previous year.
5. At the grassroots level, women have mobilized in women's peace huts, community dialogues on peace and reconciliation that have reached thousands of women in the North, peace caravans, and awareness-raising visits to women in IDP camps. MINUSMA's Civil Affairs Division reports that **women's associations and networks are amongst the most structured and active in Malian civil society**.<sup>4</sup>
6. Women's participation in **upcoming local elections** –postponed last year- is a concern due to the lack of security and the low participation of women in public life. The UN is supporting the *Cadre de Concertation des Femmes des Parties Politiques* to mobilize women both as voters and as candidates for the 2016 elections and to build the capacity of potential women candidates. In 2013, out of 28 presidential candidates only one was a woman, and 13.6 percent of candidates to parliament were women, a decrease compared to 16 percent in the 2009 elections, before the conflict. There are currently only 14 female parliamentarians out of 147 seats, a **worrisome decrease** from 12.24 percent in the late 1990s to 9.52 percent today.
7. **Women's participation in politics and public administration is very low across the board:**
  - The current cabinet has 6 female ministers out of 32.
  - There are only 3 women heading political parties out of more than 150 political parties.
  - All 11 governors (including those of the 2 new regions) are men.
  - There are only 8 female mayors out of 704.

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<sup>3</sup> The National Action Plan has an approximate budget of USD 15 million for three years and is focused on participation of women in prevention and management of conflict, protection and rehabilitation of the victims of conflict, participation and representation of women in the transition's political process, and inclusion of a gender perspective in conflict resolution.

<sup>4</sup> For example, MINUSMA Civil Affairs registered 182 women's groups and associations in the circle of Gao. In Kidal, where the Mission is the only UN entity present due to the security situation, the Kidal Field Office is supporting initiatives of 13 women's organizations with different political affiliations. On February 19<sup>th</sup> 2016, one of these organizations, with the support of MINUSMA and UN Women, organized a women's forum to promote reconciliation between women with different affiliations,

- There is not a female woman prefect or sub-prefect out of 56 and 280 prefectures and sub-prefectures respectively.
- Only 3 out of 22 ambassadors are women.
- The percentage of women in public administration was 11.6 percent in 2013, without counting the security and justice sectors.
- Women are between 8 and 12 percent of lawyers, magistrates, and judges.
- Women are 10 percent of the armed forces (6.3 percent of officers), 7.9 percent of the national police, 3 percent of officers in the Gendarmerie, 5 percent of officers in the National Guard, and 11.1 percent of corrections staff.

## II. Violations of women's human rights, including conflict-related sexual violence

### *Security Council Resolution 2227 (2015):*

*OP 14. Decides that MINUSMA shall perform the following tasks:*

*d) Protection of Civilians and Stabilization*

*iii) to provide specific protection for women and children affected by armed conflict, including through Child Protection Advisors and Women Protection Advisors, and address the needs of victims of sexual and gender-based violence in armed conflict.*

*e) Promotion and protection of human rights;*

*ii) to monitor, help investigate, and report to the SC and publicly, as appropriate, on violations of international humanitarian law and on violations and abuses of human rights, including violations and abuses against children and sexual violence in armed conflict committed throughout Mali and to contribute to efforts to prevent such violations and abuses.*

8. **When the conflict erupted, women and girls suffered many violations of their rights.** Women and girls were gang-raped in homes and detention centers, abducted and forced into marriage and sexual slavery, flogged and tortured for bearing children outside of marriage. In towns under occupation by the extremist groups, women were subjected to **severe restrictions imposed on their movement, dress code, daily activities, as well as to access to reproductive health, education, or humanitarian relief.** For example, Ansar Dine blocked humanitarian convoys bringing medical and food aid from reaching Timbuktu, objecting to the presence of women in the welcoming committee set by city residents, compiled lists of women who had children out of wedlock, or who were unmarried and pregnant, and stoned unmarried couples. During the peak of the hostilities, the armed groups engaged in a practice called “**requisition**” by which neighborhoods were targeted in rotation for the abduction of women and girls to be forcibly held overnight in rebel camps, where they would be raped.
9. The UN has continued to monitor, document and address **conflict-related sexual violence** in Mali since 2012, and **four actors (Ansar Dine, MNL, MUJAO, and AQIM) have been listed in the SG's report on conflict-related sexual violence since 2013.** Ansar Dine, MUJAO, and AQIM have been listed in the **1267/1898 Sanctions Committee.** The UN has established mechanisms to enhance the **collection, verification, documentation and analysis of information on CRSV.** Nonetheless, lack of access due to increased insecurity constitutes a major impediment to efforts aimed at documenting CRSV cases and the provision of services to victims. Cases documented in 2015 include rape, sexual slavery, and forced marriage occurring in the Northern regions and in displacement camps.
10. **Outstanding challenges** include inadequate provision of services to victims due to insecurity; under-reporting due to the fear of reprisals by victims and their families; inadequacy of the national legal

frameworks to address sexual violence; and lack of concrete actions to hold perpetrators accountable,<sup>5</sup> including to adjudicate on the existing backlog of cases filed by victims of sexual violence. Although the peace agreement precludes the possibility of amnesties to perpetrators of sexual violence, **the ceasefire agreements have not mentioned sexual violence in the list of acts that would breach the ceasefire.**

11. **Other types of violence against women and girls and rights violations** include sexual exploitation – and an observed increase in transactional or survival sex with the increased presence of military deployments, high rates of intimate partner violence –rarely prosecuted- and early marriage. **It is estimated that 1 in 2 girls are married before the age of 18, and 9 of 10 women are affected by female genital mutilation.** Malian law prohibits abortion and international adoption, which limits the coping mechanisms and options available to survivors of rape. In the majority of cases, these women are socially stigmatized and abandoned by their husbands and families, leaving them in extreme poverty. Their children often face abandonment and death. **A revision of the Family Code** that was very regressive with regards to gender equality and women’s rights immediately preceded the eruption of the conflict (for example lowering the age of legal marriage to 16 for girls in contravention of international treaties and even earlier by disposition of their parents in customary marriages, women compelled to always obey their husband, mothers unable to transfer their nationality to their son unless their father is stateless, and others). Women are likelier to **lack any form of civil documentation**, which impedes their access to education, public services, access to credit and markets, voting rights, and certain humanitarian services.

### **III. Humanitarian situation of women and girls**

#### ***Security Council Resolution 2242 (2015):***

*OP 16. (...) Further recognizes the importance of integrating gender considerations across humanitarian programming by seeking to ensure the provision of access to protection and the full range of medical, legal and psychosocial and livelihood services, without discrimination, and through ensuring women and women’s groups can participate meaningfully and are supported to be leaders in humanitarian action, and urges the Secretary-General to strengthen leadership and political will at all levels on this issue and ensure accountability to existing humanitarian frameworks related to women’s empowerment and gender equality which contribute to the implementation of the Women, Peace and Security agenda;*

12. Last year, the Humanitarian Response Plan received **only 35 percent of the required funding** (377 million dollars). Protection-related projects in the humanitarian appeal (which include prevention and response to gender-based violence) only received 10.9 percent out of the 77 million dollars that had been requested. In 2015, **projects whose principal goal was to advance gender equality, which constituted only 4 percent of projects as per the humanitarian gender marker, received proportionally less funding (2.4 million dollars)** than projects that contributed either significantly or in a limited way to gender equality.
13. Significant **reductions in humanitarian assistance will increase the risk of sexual abuse and exploitation and early marriage**, and make it harder for families to access water, food, electricity, health care and education in the North, where basic services have not been restored and continue to

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<sup>5</sup> For example, pre-trial hearings will be held on March 1<sup>st</sup> at the International Criminal Court to confirm the charges brought by the Prosecutor against Ahmad al-Faqi al-Mahdi in the first case in the ICC concerning Mali, and advocates have criticized that his indictment, focused on the destruction of cultural property and heritage, does not include sexual violence and forced marriage.

depend on humanitarian actors<sup>1</sup>. For example, more than 30 percent of people lack access to **safe water**, which has particular consequences for women and girls as responsible for water collection for their families.

14. As of February 2016, 61,920 people remained **internally displaced** in Mali in a total of 14,154 households. Of these, an estimated 53 percent are children, 26 percent women, and 20 percent men. This breakdown is particularly pronounced in Ségou, where 60 percent are children, 24 percent are women and only 16 percent are men.

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*Insecurity in the North and lack of resources have hampered humanitarian assistance efforts. Last year, the Humanitarian Response Plan received only 35 percent of the required funding. Given the specific targeting of women and women's rights by extremist groups, this has a disproportionate impact on women's access to assistance.*

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15. **Literacy** rates are 30 percent among women and 47.8 percent among men. School closures in the north due to security continue to hamper children's right to education. In Ségou, **enrolment rates** are 77 percent for boys and 69 percent for girls in primary school, and 55 and 45 respectively in secondary school. In Timbuktu, enrolment rates are 68 percent for boys and 61 percent for girls in primary school, and only 25 percent of boys and 18 percent of girls in secondary school.

16. There is only **one midwife per 17,117 people** (more than three times worse than the WHO standard). Mali has the **second highest birth rate in the world**, low life expectancy, and high maternal and infant mortality rates. **Young women have HIV/AIDS at almost double the rate as young men.**

17. **In November 2015, it was estimated that more than half of the country's women are anemic.** Three-quarters of households lost livestock due to the crisis (both the conflict and the drought in the Sahel region). The species most affected were goats and sheep that usually belong to women and which are their main source of livelihood. This has led to a deterioration of the **food security and nutrition of women** who are forced to sell productive assets to meet certain basic needs including health and education of their children. The **World Food Programme's** analysis of their sex-and-age disaggregated data reveals that **ration cards for general food distributions and cash and vouchers for food entitlements were mostly issued to female household members** as decisions on the utilization of food or cash were more likely to be made by women or shared between men and women, when entitlements were given directly to female household members.<sup>6</sup> **Women's decision-making power over the utilization of food entitlements at the household level increased significantly** during 2015 with a higher percentage of women deciding on how food entitlements should be used and an increase in joint decision-making between male and female household members. Despite active promotion to reinforce the participation of women in **project management committees** however, women only occupied **36 percent of leadership positions.**

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<sup>6</sup> According to WFP, approximately 70 percent of vouchers were distributed to female beneficiaries. The majority of volunteer school cooks involved in school feeding activities were women. Take Home Rations of vegetable oil were distributed to all school girls in WFP-supported schools at the beginning of the school year 2015-2016 in order to incentivize parents to send their girls to school. In addition, nutrition activities targeted pregnant and nursing women to prevent malnutrition and improve their nutritional status. In total, WFP reached close to 700,000 female beneficiaries in 2015.

#### IV. Gender mainstreaming in implementation of the mission mandate, including DDR

##### **Security Council Resolution 2227 (2015):**

*OP 23. (...) Requests MINUSMA to take fully into account gender considerations as a cross-cutting issue throughout its mandate and to assist the Malian authorities in ensuring the full and effective participation, involvement, and representation of women at all levels and at an early stage of the stabilization phase, including the security sector reform and disarmament, demobilization and reintegration processes, as well as in reconciliation and electoral processes, and further requests MINUSMA to assist the parties to ensure women's full and active participation in the implementation of the agreement.*

18. **Gender balance in the peacekeeping mission:** The representation of women in the military and police components of MINUSMA is low (below global averages for peacekeeping missions), and in the civilian component it has experienced a decrease:

	March 2014	February 2016
Military component	0.7 %	2 %
Police component	5 %	7 %
Civilians– international posts	33 %	32 %
Civilians – UN volunteers	42 %	32 %
Civilians – national posts	30 %	21 %

19. As per MINUSMA's 2015-2016 results-based framework, the mission has plans for a very **comprehensive list of interventions that are relevant to gender equality**, in all of its components.<sup>7</sup> As recommended by the peace operations review, the mission has plans to deploy gender expertise in all its relevant units and locate the senior gender advisor in the office of the SRSg.
20. Under **political reconciliation and democratic governance**, examples of indicators of achievement include increased participation of civil society groups (including youth, women, traditional and religious leaders and business community) in the political processes with authorities and state representatives; and inclusion of conflict related sexual violence in the peace negotiations and agreement pursuant to SCR 2106 (2013).
21. Under **security stabilization and protection of civilians**, examples of indicators of achievement include: increase in the number of former combatants of armed groups, associated members and community members, including women, benefiting from community-based violence reduction and reinsertion projects; Malian Defence and Security Forces to provide sexual violence-sensitive services, through the establishment of sexual violence cells, desks officers and sexual and gender-based violence focal points that implement sexual violence prevention activities, and receive, investigate, respond to sexual violence cases with appropriate standard operating procedures and referral pathways; mainstream conflict-related sexual violence awareness throughout security sector reform, in accordance with Security Council resolution 2106 (2013). The list of planned interventions that mention women's engagement or a focus on women's protection range from early warning, to community violence

<sup>7</sup> Dedicated capacity on gender equality is needed to ensure systematic integration of gender in the work of the mission, but the gender unit has a small team and has been affected by staffing issues over the past year (P5 vacant since March 2015 and covered by a secondment, and P3 vacant since November 2015). Mandatory induction training for all staff since July 2015, establishment of gender focal points in all substantive units and some support units and regular meetings of the gender task force, systematic review of programme documents and SG's reports, and internal advocacy with technical divisions working on SSR, DDR, stabilization and recovery, elections, or reconciliation are some of the measures being used to mainstream gender in mandate areas.

reduction, disarmament, demobilization and reintegration, and security sector reform, from increased gender balance and gender-responsiveness in the armed forces<sup>8</sup> to improvements in law enforcement and corrections.

22. There is a worrisome **risk of low participation of women in the DDR programme**, both former combatants as well as women and girls associated with the armed groups in various roles, and their **marginalization in the communities after their reinsertion**. The parties have not agreed on criteria for integration and demobilization, and the parties must hand in their lists of combatants by March 18<sup>th</sup>. The Mission has been working on **special arrangements for women in the camp layout of cantonment sites, currently under construction, but there is a need to ensure that gender considerations will be adequately monitored and prioritized throughout the process, including in the role women play in reintegration back into communities**.
- There is growing concern over marginalization of women in the disarmament, demobilization, and reintegration process.*
23. Under **promotion and protection of human rights and justice**, MINUSMA will continue to monitor incidents of conflict-related sexual violence, as well as violations of the rights of women, children, IDPs, and other vulnerable groups, as well as build and strengthen the capacity of government institutions, including the judiciary, law enforcement and security forces, as well key in-country partners on child rights and child protection and combatting sexual violence against women and girls.
24. Under **early recovery in northern Mali**, relevant outputs range from the Mission's quick impact projects to peacebuilding interventions in the areas of restoration of State authority. Both in 2014 and 2015, the mission rehabilitated water facilities (reducing the burden of women and girls in rural areas of Mopti, Gao, Kidal, and Timbuktu) and supported income-generation activities by women's associations in the Gao and Timbuktu regions. Last year, the Mission rehabilitated a detention center for women in Bamako and the Women's House in Timbuktu, and will rehabilitate the Women's House in Kidal.
25. In 2015, the UNCT began implementing four **PBF-funded projects** in Gao and Timbuktu. One is strengthening the capacity of women and youth and their resilience to conflict, and access to justice for female victims of SGBV. There is **insufficient consideration to gender equality in post-conflict programmes led by the Ministry of Reconciliation and Reconstruction in the north**.
26. The mission is operating within a **counter-terrorism setting**, as recognized by the Council in its meeting of the Working Group on Peacekeeping Operations, 31 July 2015. Evidence shows the strong **gendered dynamics which underpin this insecurity** – the use of anti-women's rights messaging to radicalize and recruit; the specific targeting of women's basic rights; the increased spread of early and forced marriage in rebel controlled areas; the use of trafficking as one source for financing terrorist groups. New research is also pointing to the traditional influence of women and their role in communities in the north as making them potentially important partners for prevention, early warning, and support to countering radicalization.

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<sup>8</sup> Several actors –MINUSMA, EUTM, EUCAP, UN Women- have trained thousands of members of the Malian Security and Defense Forces on the protection of women and children. There is a need for improved coordination of efforts and an assessment of results and take-up in national military basic instruction and doctrine.