UN Women is pleased to respond to the request by the Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity, for inputs to the report on Peace, Security, Sexual Orientation and Gender Identity. UN Women hopes that this submission amplifies the messages of our civil society partners around the world, and the clear call by people of diverse sexual orientations, gender identities and expressions, and sex characteristics (SOGIESC) for equality, peace and security.

UN Women’s inputs focus on (1) the overall relationship between sexual orientation and gender identity (SOGI) and peace and security, and links to the women, peace and security (WPS) agenda, (2) concrete examples of the types of conflict-related sexual and gender-based violence (SGBV) experienced by people of diverse SOGIESC, (3) information on gender persecution, including persecution of people on the basis of their SOGIESC, as a crime under international law and potential pathway to redress, and (4) an example from UN Women’s work in support of people of diverse SOGIESC in Colombia.

1. Background

The ten Security Council resolutions on WPS1 make clear that gender equality is inextricably linked with peace and security. Although the Security Council resolutions do not directly address people with diverse SOGIESC, they emphasize, among other issues, protection for all from SGBV in conflict,2 and the importance of addressing gender inequality as a means to advance peace and security.3

Evidence, including that detailed in section 2 of this submission, demonstrates the ways in which gender-based violence is used in conflict to target and silence those who break gender norms and stereotypes, whether that is because they work as peacebuilders or human rights defenders, or simply because they seek to participate in public life as women, girls, or lesbian, gay, swat

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2 The Security Council resolutions on WPS that include a specific focus on conflict-related sexual violence are: 1820 (2008), 1888 (2009), 1960, (2010), 2467 (2019).
3 See, e.g. S/RES/2242, “...reaffirming that women’s and girls’ empowerment and gender equality are critical to conflict prevention and broader efforts to maintain international peace and security.”
biphonal, transgender, intersex and queer (LGBTIQ+) people.

Through UN Women’s work to implement the WPS agenda, the organization supports efforts to prevent and respond to human rights violations that have a disproportionate or targeted impact on people because of their gender – particularly, women, girls and people with diverse genders – using a survivor-centered approach. UN Women also supports the meaningful participation of women, girls and people with diverse SOGIESC in public life, including in decision-making on peace and security issues. UN Women’s work also takes into consideration that women and girls who identify as LGBTIQ+ experience multiple forms of discrimination based on their gender and their SOGIESC, and it supports efforts to address their rights, needs and priorities through an intersectional approach.

2. Examples of Rights Violations Targeting People on the Basis of their SOGIESC

In this section of the submission, UN Women draws attention to the findings of recent UN human rights investigations, mandated by the UN Human Rights Council, which have highlighted the specific experiences of people with diverse SOGIESC in conflict and atrocity settings.

Since 2009, UN Women has partnered with the Office of the High Commissioner (OHCHR) and Justice Rapid Response to deploy gender advisors and SGBV investigators to investigations mandated by the Human Rights Council. These experts have contributed to documenting many of the findings highlighted below.

a. Belarus

In March 2021, the Human Rights Council requested OHCHR to monitor and report on the situation of human rights in Belarus, including any gendered dimensions of human rights violations. In March 2022, the report from High Commissioner for Human Rights to the Human Rights Council included detailed information on the ways in which women and men, including (perceived) LGBTIQ+ people, have been targeted in the run-up to elections, on the basis of their SOGIESC. In the report’s section on SGBV:

“Sexual and gender-based violence, including psychological violence, was regularly used against both women and men in detention to intimidate and punish protesters and those perceived as pro-opposition. The Special Rapporteur on the situation of human rights in Belarus has expressed concern that hundreds of women have been subjected to torture, ill-treatment and other forms of physical and psychological pressure while in detention, including gender-based violence and the threat of rape (A/76/145, para. 9). Acts of intimidation, including verbal insults, sexist and homophobic language were largely directed at women and individuals perceived as belonging to the LGBTIQ+ community.”

“Sexual and gender-based violence was often directed by men towards men. Male detainees spoke of anal penetration with batons amounting to rape, as well as having their genitals grabbed or twisted. Injuries documented by medics corroborate accounts of such penetration. Medical records reviewed by OHCHR also indicated traumatic injuries to male genitalia, including lesions, multiple abrasions and contusions. Sexist and homophobic remarks directed against the victims during torture confirm that sexual violence against men was used to deliberately humiliate, assert power over and emasculate them, as a form of punishment for perceived political allegiances.”

“Individuals not perceived as ‘mainstream’ – including LGBTIQ+ persons and those perceived to be – were significantly more likely to be singled out for especially cruel, inhuman or degrading treatment in detention or during house raids. In September 2020, a number of LGBTIQ+ rights activists were arbitrarily detained.”

b. Libya

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4 The below examples from investigation reports are only highlights and excerpts, and are not intended to be an exhaustive accounting of all references to violations targeting people of diverse SOGIESC in human rights investigations.


6 A/HRC/49/71 (2022), para. 75.

7 Ibid., para. 77

8 Ibid., para. 79
In June 2020, the Human Rights Council established the Independent Fact-Finding Mission on Libya, to document the human rights situation throughout the country since 2016, including any gendered dimensions of violations and abuses of international human rights law and international humanitarian law.\(^9\) In March 2022, the Mission reported to the Human Rights Council on its findings reached between October 2021 and March 2022. In a section on sexual and gender-based violence, the Mission reported:

“The Mission heard first-hand accounts of people being targeted for arrest and abuse, including sexual violence, solely on the basis of their sexual orientation or gender identity. Some armed groups with ostensible Salafist leaning views, including those affiliated to the State, seek to enforce their own interpretation of religious or societal norms and act with the stated objective to cleanse Libyan of “deviant” behaviours. In one such example, according to information the Mission received in interviews during the reporting period, two men in a car were accosted by an armed group and their mobile phones checked. After the members of the armed group found content on a phone suggesting that the men were gay, they arrested them. One man was reportedly held in Mitiga prison and sexually abused while there.”\(^10\)

c. Myanmar

In March 2017, the United Nations Human Rights Council established the Independent International Fact-Finding Mission on Myanmar to establish the facts and circumstances of the alleged human rights violations by military and security forces, and abuses, in Myanmar. In August 2019, the Mission published a conference room paper focused on SGBV and the gendered impacts of its ethnic conflicts.\(^11\) That report included information on the situation of people from the transgender community, in particular transgender Rohingya women, who had suffered SGBV, including rape, by the Tatmadaw (Myanmar military) and Border Guard Police:

“In the context of the violence against the Rohingya population, the Mission received consistent accounts from transgender women who authorities targeted with sexual violence because, some survivors said, of their gender and sexual orientation, in addition to their ethnicity as Rohingya. The Mission spoke to five transgender women, all of whom attested to discrimination and suffering endured as a result of not fitting within societal gender norms and the sex classification ascribed to them at birth. Against this background, transgender people of Rohingya ethnicity are victimised twice: as Rohingya and as transgender people. The result is a tolerance of sexual and gender-based violence that has included rape and other forms of sexual violence.

“Born male, the transgender people the Mission spoke to identified as female and wanted to live as female members of society, although Myanmar society generally does not accept this. One survivor stated that she was a woman in a man’s body.\(^404\) Another said, “I did not choose to be like this; I can’t be myself because of fear; I always wanted to be a girl but because it is troublesome we have to be careful. Sometimes we are insulted and called names, motherfuckers, all sorts of abusive language.

“The Mission documented several cases of rape, extortion and sexual violence against transgender people between 2016 and 2017, in police stations in Rakhine State. A survivor\(^406\) recounted her experience of police arrests in Taung Bazar, Buthidaung, where she was detained more than three times because of her gender. She stated: ‘They always tortured transgender women like myself. They threatened us and did bad things to us; they forced me to do bad things. They remove our clothes and did bad things if we refused. We were threatened and risked being killed.’

“In a separate incident in October 2016, she was arrested and taken by police to Thana police station in Buthidaung where she was beaten and one policeman was ready to do ‘bad things to her with his penis’. Her parents had to pay 200,000 kyat (132 USD) to a police officer for her to be freed. In 2017, at Thana Shok police station in Maungdaw, an 18 year-old transgender girl was raped anally almost weekly by police officers. During one such rape, she was forced to undress and stimulate the penises of police officers until they ejaculated. They would beat her if she refused. In August 2017, shortly before she fled the country, she ‘massaged to ejaculation the most important big officer’ at Thana

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\(^10\) A/HRC/49/4 (2022), para 42.
Shok police station. She was also raped at Tankaling camp no. 19.

“The Mission documented the rape of a transgender girl, from Pyar Pin Yin village under Ah Twin Hnget Thay village tract in Buthidaung Township, who was sexually abused and raped by the police when she was fifteen. She stated that ‘they removed my clothing and raped me, they forced me to do bad things.’

“Tatmadaw soldiers, police and members of ethnic Rakhine communities also gang raped, raped and committed other forms of sexual violence against transgender Rohingya persons as they fled Myanmar during the clearance operations that began on 25 August 2017.

“After the ‘clearance operations’ began, a transgender survivor was apprehended and gang raped by Tatmadaw soldiers wearing a green uniform at Tumburu Tala hills close to Bangladesh in Maungdaw Township. She was caught by three of these uniformed men as she tried to cross the hills. They ripped off her clothes, while they held her hands so she could not move. She told the Mission that she screamed as one soldier was on top of her “doing bad things” to her private parts. After they let her go, she was covered in blood but, when she met up with her family, she was too ashamed to tell her parents she had been gang raped by the military, instead stating she bumped into something as she fled.

“Three days after the ‘clearance operations’ began in 2017, in Ka Nyin Tan near Maung Ni in Maungdaw Township, a transgender person was gang raped multiple times by six men. Three wore black uniforms and white and red gloves while the other three were non-Rohingya in civilian clothes. They tied her hands, made her lie down and raped her repeatedly, forcefully inserting their penises inside her mouth and anus. The gang rape left her bleeding from her penis and anus and caused her to faint.

“Conclusions and legal findings: For all the cases documented in this section of the report, the Mission concludes on reasonable grounds that the violence amounted to torture or other forms of cruel, inhuman or degrading treatment or punishment. Similar to its conclusions above, the Mission also concludes on reasonable grounds that the sexual violence violated the Government’s obligation not to defeat the object and purpose of the International Covenant on Economic, Social and Cultural Rights under the Vienna Convention on the Law of Treaties. The Mission also concludes that the sexual violence against transgender people, as members of the Rohingya civilian population in Rakhine State, amounted to the crimes against humanity of torture, rape, other inhumane acts and persecution as part of the widespread and systematic attack against the Rohingya civilian population as documented in the Mission’s 2018 report. Additionally, some cases of sexual violence were sufficiently connected with the armed conflict between the Tatmadaw and ARSA in relation to the “clearance operations” that began on 25 August 2017 to warrant an investigation as a war crime of rape, sexual violence, torture, cruel treatment, and outrages upon personal dignity.”

**d. Yemen**

In 2017, the Human Rights Council established the Group of Eminent Experts on Yemen, to monitor and report on the situation of human rights since September 2014, including the possible gender dimensions of violations of international human rights law and other applicable fields of international law. In 2019, the Group published a conference room paper in 2019, with detailed information on gender-based violence targeting people on the basis of their SOGI:

“In 2019, the Group of Experts expressed concerns about the impact of a “resurgence” of oppressive gender norms as a result of the conflict on persons with non-conforming SOGI. Further investigation was required as to whether parties to the conflict were directly perpetrating violations based on the grounds of someone’s sexual orientation or gender identity. The Group of Experts has now investigated the cases of ten persons with nonconforming SOGI who survived such violations and witnessed violations against others. The Group interviewed four transgender women, one transgender man, two gay men, and three persons with non-binary gender identities. The investigation focused on violence ‘motivated by prejudice’ used against them by some parties to the conflict, including military and security forces, on the grounds of their real or perceived sexual orientation or gender identity.

“People in Yemen face severe repression from their families and society for expressing masculinity, femininity and sexual orientation outside of that

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12 Ibid., para. 6, 180-188.

‘expected’ according to, for instance, their sex ascribed at birth. Personal status in Yemen is predicated on a patriarchal caste-like system that affords men expansive privileges and rights over subordinate groups, within which binary ‘male’ and ‘female’ gender roles and sexuality are strictly defined. Perceptions of moving outside of these roles threatens these privileges, resulting in marginalisation, stigmatisation and potentially violent repercussions. Furthermore, the 1992 Personal Status Law reinforces gender binaries, and the 1994 Criminal Code criminalises homosexual practices by men and women. The offence attracts the death penalty if the accused is a married man.

“The Group interviewed persons with non-conforming sexual orientation and/or gender identity who live and survive in Yemen in a profoundly dangerous situation. Two transgender persons also told the Group about their struggle to access transition medication and therapies that they rely upon. Since the advent of the conflict, sources working - or who used to work - with civil society organisations and other service providers in Yemen informed the Group that specialist protection and services for persons with non-conforming SOGI are no longer present in Yemen. Reportedly operating such services may be considered “illegal” by certain authorities. Some survivors described to the Group that, prior to the conflict, they felt safer, and that at least in Sana’a and Aden, they were able to express themselves in a limited way in some safe spaces. However, since the conflict started, they felt that this had changed, due to insecurity, increased prejudice and discrimination, as well as increased violence against them by some parties to the conflict. ‘Up until the war we lived in fear of conservative society, but at least we could live without fear of being actively targeted by the authorities. I felt free. This all changed after the arrival of the Houthis.’ – ‘Third gender’ survivor of rape

“Violations by De Facto Authorities in Sana’a: The Group verified that between 2016 and July 2020 the de facto authorities’ Criminal Investigation Department (CID) and police forces violated the rights of two transgender women, one transgender man, two gay men and two persons with non-binary gender identity, in similar circumstances and using similar means and methods. All seven persons were initially arbitrarily detained based on their perceived sexual orientation or gender identity. Survivors also witnessed the detention of nine other gay men and one other person with nonbinary gender identity by the police and CID. The current whereabouts and welfare of these other ten persons are unknown to witnesses and the Group. De facto authorities also targeted and shut down some of the few existing services and safe gathering spaces that had ‘supported and welcomed survivors in areas under their control.

“Most of these violations occurred between December 2018 and July 2020, during the Houthis campaign against ‘immorality’ and prostitution. The seven survivors were detained by police and CID for between several hours to several months, during which they were subjected to interrogations and falsely accused of prostitution, spreading ‘immorality’ and homosexuality, corrupting society, and supporting the coalition through this. For instance, one of them was accused of ‘seducing the youth to prevent them going to the frontline.’ Four survivors detained at CID were subjected to torture, including sexual violence, during interrogations by beatings, electrocution, whipping with cables, hanging for long periods of time, dousing in cold water, burning with cigarettes, beating their sexual organs, interfering with their buttocks, and forced nudity. Four survivors were raped by police or CID forces. In two cases, this consisted of penile rape and rape with a bottle. In four cases, survivors were subjected to humiliating faux ‘examinations’ of their vagina or anus, supposedly as a means to ‘confirm’ their sex or whether they had been penetrated in their anus. In the course of these actions, as part of the ‘examination’, they were subjected to digital rape.

“Violations by UAE/STC-backed Security Belt forces: The Group verified that between 2018 and June 2020 the Security Belt forces, first backed by the UAE and after 1 August 2019 by the STC, perpetrated sexual violence, arbitrary detention, cruel, inhuman and degrading treatment, and threats and harassment against two transgender women and one person with non-binary gender identity. All three survivors described to the Group how they were targeted for having visibly and clearly feminine behaviour and appearance, thus not conforming with societal notions of being ‘male’ as they had been ascribed at birth, and posing a ‘threat’ to society because of this.

“All three survivors described how they were detained in Security Belt facilities, where they were interrogated, subjected to forced nudity, beaten and had their hair or eyebrows shaved. The male interrogators perpetrated sexual violence by way of beating and faux ‘examinations’ of their sexual organs. The transgender
women described how they were subjected to particularly cruel and humiliating violence.

“Survivors were told that they were being investigated and punished for deviant behaviour, ‘tarnishing’ the country, luring men, and being a threat to society. In one case, similar to the accusations made by members of the de facto authorities, a survivor was accused during interrogation of spreading homosexuality with the support of outside organisations and that thus they were ‘a danger to the South’ and ‘an enemy of the South’, as per the Security Belt’s area of control and wider objectives. At no point were survivors formally charged with any offences. The Group received further allegations, which are yet to be investigated, of violations perpetrated by Security Belt forces against refugees and migrants based on the grounds of their SOGI.

“Other findings: The Group received reports, including from two survivors, of abusive and violent practices used by health providers in order to ‘cure’ homosexuality and transgender persons, including electroconvulsive therapy and force-feeding drugs and hormones. The Group was not able to confirm whether such so-called “conversion therapies” were occurring prior to the conflict. This requires further investigation.”14

3. Gender Persecution as a Framework for Accountability

As part of UN Women’s efforts to promote accountability for human rights violations targeting people on the basis of their gender, UN Women has developed a publication with MADRE and the City University of New York, Identifying gender persecution in conflict and atrocities: A toolkit for documenters, investigators, and adjudicators of crimes against humanity. This publication is intended to provide a framework for recognizing and understanding illicit conduct that amounts to gender persecution to investigators, lawyers, advocates, documenters, first responders, and others who engage in identifying gender-based crimes in conflict and atrocity settings.

The inclusion of gender persecution as a crime against humanity in the Rome Statute, which governs the International Criminal Court (ICC), provides a pathway forward for the international community to meaningfully challenge gender-based violence, including violence targeting people on the basis of their sexual orientation or gender identity, and ensure that these crimes are a part of the historical record. Under Art. 7(1)(h) of the Rome Statute of the International Criminal court, persecution on political, racial, national, ethnic, cultural, religious, or gender grounds is a crime against humanity. Art. 7(2)(e) of the Rome Statute clarifies, “Persecution’ means the intentional and severe deprivation of fundamental rights contrary to international law by reason of the identity of the group or collectivity.” In instances where gender-based, severe deprivations of fundamental rights are connected to other widespread or systematic crimes, they can be prosecuted under international criminal law.

To date, however, there has not been a successful prosecution or conviction of the crime of gender persecution. Nonetheless, recognition of the crime opens up the possibility of redress for people who have been targeted on the basis of their gender identity or sexual orientation – and affords critical recognition that discrimination is at the heart of the crime.

4. UN Women’s Work with LGBTIQ+ People Affected by the Armed Conflict in Colombia

Desde 2007, ONU Mujeres Colombia apoya la transversalización del enfoque de género y los derechos de las mujeres en su diversidad en los mecanismos de justicia transicional derivados de la Ley de Justicia y Paz (2005), Ley de Víctimas (2011) y el Sistema Integral de Verdad, Justicia, Reparación y No Repetición, según el Acuerdo Final de Paz (2016), y en particular promueve el abordaje de la Violencia Sexual Relacionada con el Conflicto en los esfuerzos por garantizar los derechos a la verdad, la justicia, la reparación y la No Repetición desde una perspectiva transformadora gracias a la alianza sostenida desde esa fecha con Suecia y con iniciativas específicas con el Unión Europea y el PBF (UN Peacebuilding Fund).

De un importante impulso a la incorporación del enfoque de género en la reparación individual y colectiva, la recuperación de la memoria histórica y la restitución de tierras entre 2011 y 2018, paso a partir del 2017 a centrar sus esfuerzos en brindar no solo respaldo político sino asistencia técnica especializada al SIVJRNR.

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con el propósito de hacer realidad el enfoque de género derivado del Acuerdo de Paz. Bajo ese contexto, cuenta con marcos de cooperación con la Jurisdicción Especial para la Paz, -JEP- y la Comisión de la Verdad, así como líneas de colaboración con la Unidad de Búsqueda de Personas Desaparecidas.

De otra parte, a propósito del proceso de paz entre el gobierno colombiano y las FARC-EP, ONU Mujeres concentró sus esfuerzos en alianza con la comunidad internacional, en apoyar las iniciativas colectivas y de participación incidente de las mujeres en la negociación de la paz, buscando siempre reconocerlas en su diversidad y haciendo acción afirmativa para que las voces de aquellas más afectadas por la discriminación fueran escuchadas: mujeres étnicas y personas LGBTI+. Este apoyo derivó en un aumento progresivo de la participación de las mujeres no sólo de la sociedad civil sino de las mujeres que hacían parte de la Mesa de Conversaciones, y con ello, en su influencia y su contribución al logro de la incorporación del enfoque de género en el Acuerdo de Paz y que el mismo se constituyera en un ejemplo a nivel mundial de aplicación de los principios de la 1325.

En alianza con la Fundación de Ideas para la Paz y la Oficina del Alto Comisionado para la paz, ONU Mujeres en 2016 consolidó varios productos de conocimiento para dar cuenta del nivel del aporte de las mujeres colombianas y la población LGBTI+ a la Mesa de Conversaciones entre el Gobierno Colombiano y las FARC, derivado de su participación en los diferentes mecanismos establecidos por la Agenda de Negociación. Al respecto se cuenta con:

- Cuatro documentos de análisis sobre los aportes y la participación de organizaciones que representan mujeres y de organizaciones que representan población LGBTI+, respectivamente, en el marco de los espacios de consulta ciudadana y diálogo político derivados de la Mesa de Conversaciones y su base de datos oficial.
- Dos documentos sobre la transformación institucional y participación política para el postconflicto con enfoque de diversidad sexual; y desde la perspectiva de las organizaciones de mujeres con énfasis en educación, salud y seguridad, respectivamente.

En lo transcurrido de la implementación del Acuerdo de Paz, ONU Mujeres reconociendo la importancia de la participación y el acceso de las mujeres y la población LGBTI+ a la justicia transicional, ha promovido igualmente a través de iniciativas sociales, institucionales e interinstitucionales, que estas poblaciones víctimas del conflicto reciban acompañamiento especializado (jurídico, psicosocial) para documentar y entregar sus casos al SIVJRNR, al tiempo, ha buscado fortalecer el enfoque de género en el Sistema Integral de Verdad, Justicia, Reparación y Garantías de No Repetición (SIVJRNR), desde su diseño, aistamiento y puesta en marcha.

Al respecto es importante destacar los aportes a la elaboración del Informe Final de la Comisión de Esclarecimiento de la Verdad, no sólo en la transversalización del enfoque de género en todo sus 11 capítulos, sino en la elaboración de su capítulo de mujeres y personas LGBTI+, (que saldrá publicado a finales de junio de 2022), así como la contribución al desarrollo de piezas gráficas, sonoras, visuales y audiovisuales para la transversalización del enfoque de género en la estrategia de comunicación de la Comisión, la realización del capítulo transmedia sobre el informe final, y a la consolidación del mecanismo de diálogo permanente de la entidad con el movimiento de mujeres y la población LGBTI+.

Igualmente, es relevante destacar que gracias a la contribución de ONU Mujeres, la Jurisdicción Especial para la Paz, cuenta con una política de género y una estrategia de prevención del acoso por razones de género y orientación sexual en el entorno laboral en implementación; con documentos técnicos y de recomendaciones para el abordaje desde la interseccionalidad de la violencia sexual en el esclarecimiento judicial de la JEP así como para la incorporación de la perspectiva de género en la discusión sobre sanciones propias y TOARs; con personal de apoyo permanente para la identificación del universo de casos que contribuyan a la priorización y selección así como el desarrollo de líneas de investigación macro criminal, en torno a la violencia sexual; y con una estrategia de fortalecimiento de capacidades para incorporar y transversalizar el enfoque de género, bajo la cual se implementa, entre otros, una estrategia de cualificación de conocimiento para el abordaje y juzgamiento de las violencias de género en el marco del conflicto armado bajo su jurisdicción. Las incitativas previstas bajo esta
estrategia brindan herramientas útiles para los funcionarios y las funcionarias de la institución, que facilitan abordar adecuadamente las violencias de género cometidas en conflicto armado bajo sus competencias misionales, lo que permitirá incorporar el enfoque de género y el enfoque diferencial/intersectorial en la investigación y resolución de los casos concretos.

En diciembre 2020 se realizó el primer encuentro en esta línea estratégica y se mantuvo a lo largo del 2021, incluyendo un encuentro específico para aproximar a la JEP a las violencias de género y las violencias por prejuicio contra población LGBTI+ en los conflictos armados como elementos de estrategias de guerra. Desde diferentes disciplinas, distintas al derecho, se propuso con este encuentro abordar la funcionalidad de estos crímenes, determinada por las significaciones culturales que las sustentan. Las exposiciones de las académicas participantes permitieron brindar a la JEP elementos para comprender, desde un punto de vista interdisciplinario, el carácter sistemático de estas violencias y su utilización como estrategias de guerra.

For further information on UN Women’s work with and in support of the rights of people with diverse SOGIESC in conflict- and crisis-affected countries and in peacebuilding contexts, see, for example: