Flygtningenævnets baggrundsmateriale

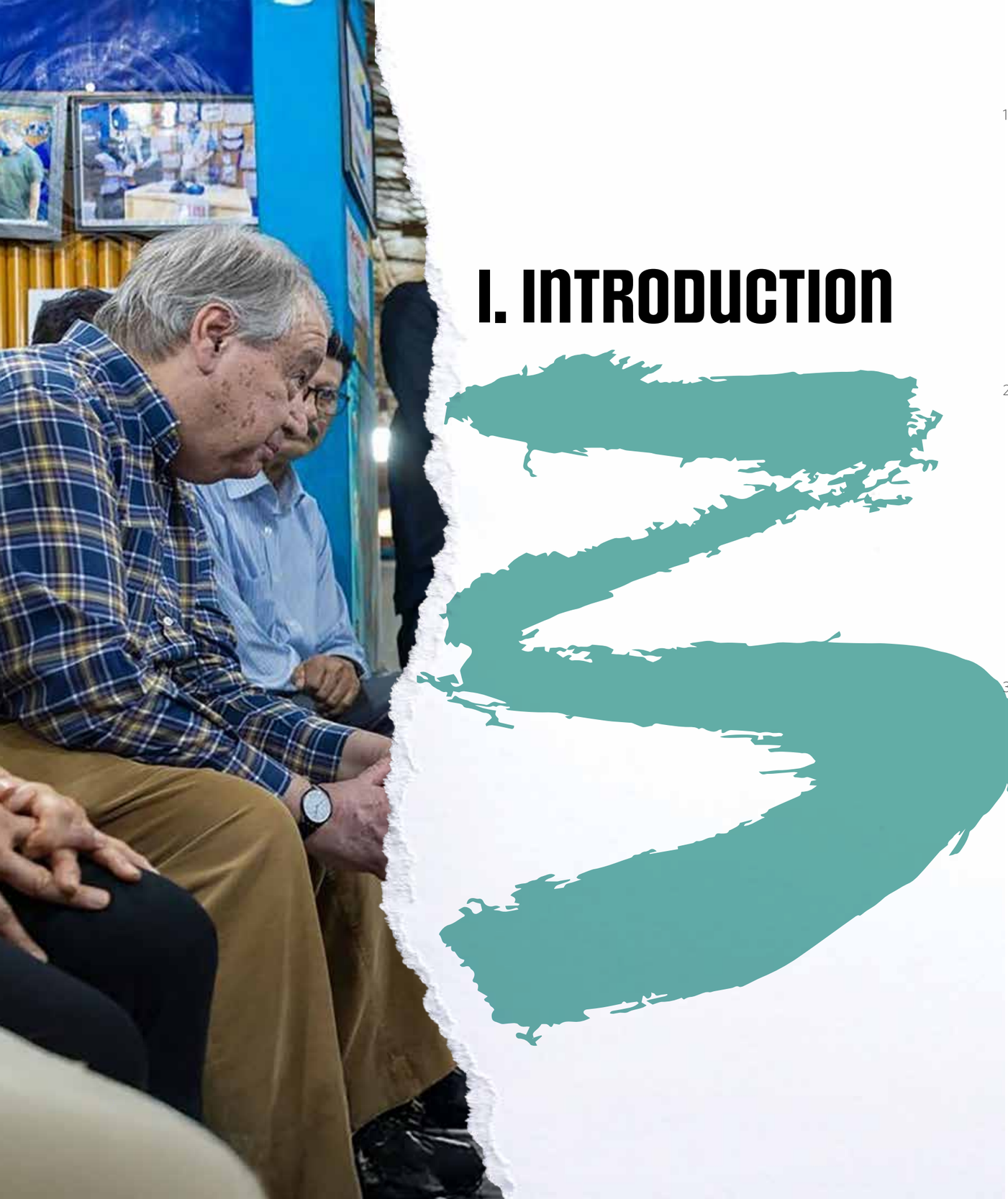
Bilagsnr.:	**1054**
Land:	Den Demokratiske Republik Congo
Kilde:	UN Secretary-General
Titel:	Report of the Secretary General on Conflict-related sexual violence
Udgivet:	15. juli 2025
Optaget på baggrundsmaterialet:	20. marts 2026

S/2025/389
15/JULY/2025

CONFLICT-RELATED SEXUAL VIOLENCE

REPORT OF THE UNITED NATIONS SECRETARY-GENERAL

OFFICE OF THE SPECIAL REPRESENTATIVE OF THE SECRETARY-GENERAL ON
SEXUAL VIOLENCE IN CONFLICT



I. INTRODUCTION

1. The present report, which covers the period from January to December 2024, is submitted pursuant to Security Council resolution 2467 (2019), in which the Council requested me to report annually on the implementation of resolutions 1820 (2008), 1888 (2009), 1960 (2010) and 2106 (2013), and to recommend strategic actions. The present report does not make any legal determination as to whether situations referred to in the report are or are not armed conflicts under international law, nor does it prejudge the legal status of the non-State parties involved in these situations.

2. In 2024, proliferating and escalating conflicts were marked by widespread conflict-related sexual violence, amid record levels of displacement and increased militarization. Twenty-five years after the adoption by the Security Council of its resolution 1325 (2000) on women and peace and security, conflict-related sexual violence continues to primarily affect women and girls. In the Pact for the Future, Member States committed to take concrete steps to eliminate and prevent the full range of human rights violations and abuses experienced by women and girls in armed conflict, including conflict-related sexual violence.

3. The term "conflict-related sexual violence", as used in the present report, refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage, and any other form of sexual violence of comparable gravity perpetrated against women, men, girls and boys that is directly or indirectly linked to a conflict. This link may become evident through the profile of the perpetrator, who may often be affiliated with a State or non-State armed group, including those designated as terrorist groups by the Security Council; through the profile of the victim, who may frequently be an actual or perceived member of a persecuted political, ethnic or religious minority, or targeted on the basis of actual or perceived sexual orientation or gender identity; or through other existing circumstances, such as a climate of impunity; cross-border consequences, such as displacement or trafficking; and/or violations of the provisions of a ceasefire agreement. The term also encompasses trafficking in persons for the purpose of sexual violence and/or exploitation, when committed in situations of armed conflict. It should be noted that acts of sexual exploitation and abuse that may be committed by United Nations staff, related personnel and implementing partners do not fall within the purview of this report (see A/79/789).

4. While many communities are affected by the threat, occurrence or legacy of conflict-related sexual violence, the present report is focused on countries for which information verified by the United Nations exists. It should be read in conjunction with the 15 previous reports, which provide a cumulative basis for the listing of 63 parties (see annex). The majority of listed parties are non-State actors, several of which are currently under sanctions enacted by the Security Council. All parties to conflict are required to adopt specific, time-bound commitments and action plans to address conflict-related sexual violence in accordance with their obligations under international humanitarian law and relevant Security Council resolutions. National military and police forces repeatedly listed in the annex to the present report are prohibited from participating in United Nations peace operations, in line with Security Council resolution 2242 (2015). Effective implementation of commitments, including the cessation of such violence, is a key consideration for the delisting of parties. The present report also includes an appendix setting out parties implicated in patterns of conflict-related sexual violence, who are being put on notice for potential listing in forthcoming reporting cycles.

5. Women's protection advisers, who engage with parties to conflict and lead the monitoring, analysis and reporting arrangements on conflict-related sexual violence, have ensured the availability of timely and accurate information. Although their deployment was mandated by the Security Council in all resolutions on sexual violence and relevant country-specific resolutions, due to insufficient resources, they have been deployed in only 10 of the more than 20 countries covered in the report, most of them funded through extrabudgetary resources

and they often lack sufficient capacity to deliver on the full range of their mandate. In 2024, despite two new deployments, one to Haiti and one regional deployment in Thailand, to address the situation in Myanmar and Bangladesh, the overall deployment of women's protection advisers remained limited. Following the closure of some United Nations peace operations, notably in Mali and the Sudan, United Nations entities encountered challenges in ensuring the continued functioning of the monitoring, analysis and reporting arrangements and in sustaining engagement with parties. It is imperative that transition planning incorporate measures to address conflict-related sexual violence and must include the allocation of adequate resources for the effective implementation of Security Council mandates, regardless of the United Nations operational configuration on the ground. In November, during the annual meeting of the Informal Expert Group on Women and Peace and Security with senior women's protection advisers (see S/2024/951, annex), the importance of integrating these posts into the regular budgets of United Nations peace operations, particularly during transition processes, was emphasized, with a call for earmarked contributions for the deployment of women's protection advisers to all situations of concern, including in the offices of resident and humanitarian coordinators, and for the establishment of national and regional monitoring, analysis and reporting arrangements on conflict-related sexual violence.

6. In 2024, the inter-agency network, United Nations Action against Sexual Violence in Conflict, a coalition of 26 member entities spanning the humanitarian-development-peacebuilding nexus, continued its work to prevent and address conflict-related sexual violence. The network's operations are funded exclusively by extrabudgetary contributions to the conflict-related sexual violence multi-partner trust fund, and its work continued in the form of strategic advocacy, knowledge generation, coordination and catalytic country-level support. The network has supported 60 joint projects across 18 conflict settings, enabling thousands of survivors to gain access to multisectoral services that are aimed at mitigating stigmatization and supporting reintegration. While these projects provide a lifeline to survivors in some of the world's most harrowing situations, their continuity is threatened by chronic funding gaps. In 2024, the network launched a groundbreaking initiative for survivors in Ukraine, involving six United Nations entities collectively delivering holistic recovery services. Survivors now benefit from improved access to medical care, educational and employment opportunities and financial aid, with online psychotherapy provided to those displaced by conflict. The project strengthened the technical capacities of 12 survivor relief centres and front-line civil society organizations that bring psychosocial, legal and medical aid to survivors across Ukraine, enabling the expansion of peer-to-peer survivor networks, including the first male survivor support network, and the training of 192 journalists in ethical, trauma-informed reporting. In July, the network led a mission to frontline areas to monitor the programme and convened a symposium in Kyiv, with 67 stakeholders in attendance, to adapt the framework of cooperation for the prevention and response to conflict-related sexual violence to local contexts, in support of efforts by the Government of Ukraine to develop its next national action plan on the implementation of Security Council resolution 1325 (2000). In South Sudan, the network's joint project bolstered socioeconomic resilience and reintegration by providing psychosocial support to 195 survivors and facilitated access to economic empowerment opportunities for 200 survivors, including through small-scale businesses and communal farming. A monitoring mission by the network to Juba and Yambio in September strengthened political support and engagement and paved the way for future phases of the project. Amid the crisis in the Sudan, a statement by the network in April advocated political and financial support for survivors. A new project in Darfur addresses critical protection risks, enhances access to essential services, including emergency medical relief and safe shelter, and fosters social solidarity and cohesion among displaced communities, including survivors. In the Gao and Ménaka Regions of Mali, the network contributed to the operationalization of one-stop centres that provide access to holistic care services and livelihood support to displaced persons at risk of conflict-related sexual violence and to survivors. At the global level, the network developed resources on emerging issues, including regarding online threats of sexual violence and on the nexus between physical and economic insecurity in conflict situations. Furthermore, the network convened system-wide strategic reflections on: the establishment of a global support hub for the monitoring, analysis and reporting arrangements to improve data collection and harmonization; gaps in mental health and psychosocial support in the context of holistic and integrated service provision; and operational continuity in the context of mission transitions.

7. In accordance with its mandate under Security Council resolution 1888 (2009), the Team of Experts on the Rule of Law and Sexual Violence in Conflict continued to assist national authorities in 12 countries in strengthening rule of law institutions and advancing accountability for conflict-related sexual violence. In 2024, the Team made significant progress towards justice for survivors in several contexts and there were increasing demands for the Team's assistance. In the Central African Republic, the Team and its co-lead entities provided material and financial support to the joint rapid response unit to prevent sexual violence against women and children, the Courts of Appeal of Bangui and Bouar and the Special Criminal Court to investigate, prosecute and adjudicate sexual violence crimes. In the Democratic Republic of the Congo, the Team conducted a mapping of cases pending before military courts, which resulted in the High Military Court and the High Military Prosecutor updating provincial prosecution strategies in North Kivu, South Kivu and Ituri Provinces. Amid a spike in the level of sexual violence in North Kivu, the Team deployed two experts to assess the needs of national authorities so as to accelerate the rule of law response. In Guinea, the Team, together with United Nations partners, continued to advise and train judicial authorities and survivors in the trial concerning the events of 28 September 2009, which resulted in the historic conviction of the former President, Moussa Dadis Camara, and seven other high-ranking officials for crimes against humanity, including sexual violence. In Ukraine, to support the implementation of the framework of cooperation, the Team completed the delivery of a foundational capacity-building series on trauma-informed investigations to 100 prosecutors, law enforcement officers and judges; provided mentoring to the specialized conflict-related sexual violence unit in the Office of the Prosecutor General and to the National Police; concluded the first mapping of the national protection framework for victims and witnesses; supported efforts to include a provision on crimes against humanity in the Criminal Code and to develop a law on interim reparations to survivors of sexual violence, which was adopted in November 2024. In September, the Team deployed experts to Juba to co-host a workshop on criminal law reform with the Government and the United Nations Mission in South Sudan, based on the Model Legislative Provisions and Guidance on the Investigation and Prosecution of Conflict-Related Sexual Violence. In Colombia, the Team conducted a mission to assess the technical needs of the judicial system in addressing conflict-related sexual violence. Since my Special Representative's visit to Colombia in November 2024, the Team has provided technical guidance to the Office of the Attorney General and the Special Jurisdiction for Peace on addressing accountability for cases of conflict-related sexual violence. In March 2024, in The Hague, the Team organized the first international conference of prosecutors on accountability for conflict-related sexual violence, which brought together over 50 prosecutors from 30 countries to share best practices in achieving holistic justice for survivors in domestic courts. The participants recommended establishing a community of practice around criminal accountability for sexual violence. Finally, across multiple contexts, the Team continued to support national police in strengthening capacity to investigate sexual violence.

II. Sexual violence including as a tactic of war and terrorism: patterns, trends and emerging concerns

8. The present report outlines incidents of conflict-related sexual violence that have been verified by the United Nations. While it conveys the severity and brutality of recorded cases, it does not purport to reflect the global scale and prevalence of these crimes. Sexual violence continued to be used as a tactic of war, torture, terrorism and political repression, while multiple and overlapping political, security and humanitarian crises deepened. Civilians were targeted with rape, gang rape and abductions by both State and non-State actors amid a rising number of armed conflicts. The spillover effects of war and hostilities affected neighbouring States or whole subregions, thereby exacerbating the risks of conflict-related sexual violence. In an increasing number of contexts, non-State armed groups, including organized criminal groups, groups under sanctions enacted by the Security Council and transnational criminal networks used sexual violence as a tactic to gain and consolidate control over territory and lucrative natural resources. In addition, women and girls perceived to be associated with rival armed forces were targeted with rape and other forms of sexual violence in the Central African Republic, the Democratic Republic of the Congo and Haiti. The proliferation and widespread availability of small arms and light weapons and their ammunition directly fuelled these violations in almost all settings covered in the present report, and Member States committed themselves to address sexual violence in conflict through arms control at the Fourth United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade of Small and Light Weapons in All Its Aspects, in the outcome document adopted by consensus in June 2024 (A/CONF.192/2024/RC/3, annex). Amid prevailing insecurity, humanitarian access was significantly curtailed in Libya, Myanmar, the Sudan and Yemen, and in Gaza and other locations, which limited the provision of life-saving services, including healthcare, while attacks on health centres persisted in Haiti, Myanmar, the Sudan and Ukraine, and in the Occupied Palestinian Territory. Threats and attacks against humanitarian workers, United Nations personnel and human rights defenders reached unprecedented levels and expanded to include a range of individuals and entities that support survivors, including health workers, which curtailed efforts relating to monitoring, service provision, referral pathways and the pursuit of justice and accountability.

9. In 2024, in the wake of the withdrawals of United Nations peace operations in Mali and the Sudan following the termination of their mandates by the Security Council, and amid ongoing discussions on the phased transitions in the Democratic Republic of the Congo, Iraq and Somalia, civil society organizations and networks that provide support to survivors had to operate under a reduced security umbrella. In addition to assisting many human rights defenders to relocate to safer locations, peacekeeping missions, such as the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), also contributed to obtaining convictions of members of armed groups and armed forces, including for conflict-related sexual violence. Special political missions have also supported steady gains in addressing sexual violence, as was the case in Somalia. In 2024, in the context of ongoing withdrawals of peace operations, elements of the national defence forces deployed were themselves implicated in patterns of conflict-related sexual violence. Vetting of the armed and security forces to exclude individuals who are credibly suspected or convicted of these crimes is all the more critical. Overall, the withdrawals and drawdowns of peace operations have led to security vacuums and the diminished capacity of the United Nations to support stakeholders in addressing sexual violence in investigations, reporting violations and providing assistance to survivors. At present, when United Nations peace operations close or are undergoing a gradual transition, the assessed contributions that were funding these missions are not reallocated to peacebuilding, humanitarian action or sustainable development, which are generally funded through voluntary contributions. Accordingly, hard-won gains in terms of the women and peace and security agenda, including on the prevention of and the response to conflict-related sexual violence, are jeopardized during transitions and drawdowns, despite the need to prevent protection gaps, as called for by the Security Council in its resolution 2594 (2021).

10. National authorities continued to deliver services to survivors in several settings covered in the present report, while challenges and long-standing gaps persisted. These include the lack of trained professionals for the clinical management of rape and the shortage of post-rape kits, with devastating consequences for survivors and their communities. Survivors were rarely able to reach providers during the crucial 72-hour window when specialized life-saving services for the clinical management of rape, including HIV prevention treatments, are most effective. In the Central African Republic, the Democratic Republic of the Congo, Haiti, Mali, Myanmar, Nigeria, South Sudan, the Sudan and elsewhere, prevailing insecurity, stigma, the concentration of services in urban areas and the cost and insecurity associated with travel from remote areas impeded survivors' access to services. Failure to deliver multisectoral services multiplies the harms of sexual violence, leaving survivors, particularly women and girls, grappling with long-term health consequences, socioeconomic exclusion and stigma. Yet, in too many contexts, service provision is donor-dependent and is often delivered through time-bound projects and programmes, which cannot meet the scale of the needs. Reduced funding resulted in a 7 per cent decrease in the number of beneficiaries in Somalia and curtailed socioeconomic reintegration measures in Mali. The long-lasting effects of conflict-related sexual violence were clearly evident in the long-term physical injuries and trauma experienced by victims. Immediate humanitarian relief, in the short term, must be followed by sustained support to survivors in the medium to long term, including for survivors in remote and rural areas, which underscores the importance of building lasting national capacities for effective survivor-centred multisectoral service delivery.

11. Displaced, refugee and migrant women and girls faced widespread patterns of conflict-related sexual violence, notably in Burkina Faso, the Democratic Republic of the Congo, Haiti, Libya, Mozambique, Myanmar, Somalia, South Sudan and the Sudan. Sexual violence perpetrated by State and non-State actors propelled displacement, while the persistence of these violations in areas of origin prevented returns. Over 1 million Rohingya refugees continue to reside in Cox's Bazar, Bangladesh, amid rising attacks against Rohingya in Rakhine State, Myanmar. In the Sudan, the conflict created the world's largest displacement crisis linked to unabated violence in El Fasher and other areas in the country. Climate insecurity, triggered by flooding in South Sudan and drought in Somalia, exacerbated competition for scarce resources, which increased risks of intercommunal violence, including sexual violence. Displaced and refugee women and girls were exposed to heightened risks of trafficking in persons for the purposes of sexual exploitation, including in and around displacement sites, in the Democratic Republic of the Congo, Haiti, Libya and Myanmar, underscoring the need for enhanced monitoring and protection. In regions affected by conflict, migrant and refugee women and girls were displaced from one conflict setting to another. The influx of displaced persons added pressure on scant resources in situations where host governments are grappling with prolonged humanitarian, financial and security crises. As thousands of refugees and returnees fled from the Sudan to neighbouring countries, the United Nations deployed border monitoring teams in South Sudan to provide support to refugees and returnees, including to women and girls who reported having been subjected to conflict-related sexual violence. The strengthening of monitoring and service delivery to survivors across borders is essential for women and girls exposed to risks of conflict-related sexual violence as displaced persons, returnees and/or refugees.

12. Sexual violence and exploitation in the context of abduction and trafficking in persons, including by entities under sanctions enacted by the Security Council and organized criminal groups, continued to be reported in several conflict-affected settings where the rule of law and State authority remained weak. In the Sudan, women and girls abducted in Darfur and greater Khartoum by elements of the Rapid Support Forces were in some cases transported to remote locations, where they were raped while being forcibly held, for several days or months. In Nigeria, the abduction of women and girls by non-State armed groups was used to incentivize and recruit fighters. In Burkina Faso, a spike in the abduction of women and girls living in remote and rural areas by armed members of Jama'a

Nusrat ul-Islam wa al-Muslimin (JNIM) and Islamic State in the Greater Sahara (ISGS) was observed. In northern Mozambique, women and girls were subjected to abduction, trafficking and sexual slavery by armed groups employing sexual violence to fracture social cohesion and enforce control. Yazidi women and girls, abducted in Iraq in 2014 and sold multiple times as sexual slaves, have been rescued in some cases after nearly a decade of captivity. Upon release, these women and girls remained at risk of continued long-term health and psychological impacts.

13. Sexual violence was perpetrated in detention, including as a form of torture, reportedly in Israel and the State of Palestine, Libya, Myanmar, the Sudan, the Syrian Arab Republic, Ukraine and Yemen. Most of the reported incidents against men and boys occurred in detention, consistent with previous years, and included rape, threats of rape and the electrocution and beating of genitals. The Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment found that sexual violence as a form of torture was perpetrated against men and boys in order to humiliate them, dominate them or strip them of their humanity and dignity (see A/79/181). Patterns of conflict-related sexual violence in detention also affected women and girls. In Libya, the United Nations continued to document a concerning trend of prison guards or armed individuals exploiting difficult conditions of detention to coerce detainees into performing sexual acts, including in exchange for food and other services. In several settings, humanitarian access to detention sites was severely constrained or blocked, which impeded monitoring and reporting and also raised protection concerns, including for migrant, refugee and displaced women and girls at heightened risk of conflict-related sexual violence.

14. Survivors of conflict-related sexual violence are not a homogenous group, hence there is the need for a survivor-centred approach to address specific contexts and individual needs. Women and girls were attacked in their homes, on roads and while undertaking essential livelihood activities. Victims ranged in age from one to 75 years old. In 2024, reports of summary executions of victims after rape persisted in the DRC and Myanmar, demonstrating the need to build up forensic capacity to strengthen investigations and accountability for conflict-related sexual violence. While women and girls continued to constitute the vast majority of victims, men and boys were also affected. Male survivors grappled with the lack of specialized services, creating barriers for assistance, justice and redress. Lesbian, gay, bisexual, transgender, queer and intersex persons were at acute risk of sexual violence in conflict-affected and displacement settings, including as a form of persecution, in contexts where laws that criminalize same-sex relations fostered impunity. Survivors who become pregnant as a result of conflict-related rape, and their children, including those born of rape, continue to endure trauma and marginalization, which may be further exacerbated by domestic legal frameworks that render children stateless, including in cases in which a child is born of sexual violence perpetrated by a foreign terrorist fighter (see S/2022/77).

15. Stigma, rooted in harmful practices, continued to result in the socioeconomic exclusion and impoverishment of survivors. Violations perpetrated in front of family members, including children, unravelled family ties and networks. For survivors who become pregnant as a result of rape, pregnancy may be seen as proof of association with an armed group, or as a loss of "honour", thereby exacerbating ostracization and endangering victims and their children. In Afghanistan, Libya and the Syrian Arab Republic, women who had been in detention were often presumed to have been victims of rape while in detention, resulting in severe stigma, which led to rejection by families and communities. Similarly, women held by Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad (Boko Haram) and Da'esh (Islamic State in Iraq and the Levant), suffer from stigma and social isolation after their release. Moreover, the specific stigma of a perceived affiliation with a terrorist group can dramatically affect the lives of survivors and their children, reducing their prospects of social acceptance, integration and economic survival.

16. Impunity for conflict-related sexual violence remained the norm in 2024. In the majority of settings covered in the present report, continuing conflict and a lack of political will curtailed accountability processes at the national level. Often, the formal justice system is inaccessible for survivors owing to a lack of legal aid and the need to travel long distances in order to reach competent authorities, the security risks and costs associated with travel and the judicial process proving prohibitive. Victims often abstained from lodging a complaint due to fear of reprisals and stigma. In some instances, the lack of formal accountability processes resulted in recourse to customary justice, which is often detrimental to survivors who, in some cases, are forced to marry perpetrators. Nonetheless, some progress was made in prosecuting conflict-related sexual violence. In July 2024, in Guinea, the former President, Moussa Dadis Camara, and seven other high-ranking officials were convicted of crimes against humanity, including sexual violence. However, the decision in March 2025 to grant a presidential pardon to the former President raises serious concerns. In 2024, Trial Chamber IX of the International Criminal Court awarded reparations to victims and their communities in the case of The Prosecutor v. Dominic Ongwen. In Iraq, the Government continued to disburse reparations under the Law on Support to Female Yazidi Survivors, including for survivors of sexual violence, and had approved a total of 2,276 applications as of December 2024. In September, following the conviction of Yaouba Ousmane, Mahamat Tahir and Issa Sallet Adoum (alias "Bozize") for crimes against humanity and war crimes, with the latter convicted for rape perpetrated by his subordinates, the Appeals Chamber of the Special Criminal Court in the Central African Republic announced that individual and collective reparations had been disbursed to five victims of conflict-related sexual violence. In Colombia, the Special Jurisdiction for Peace attributed responsibility for child recruitment, sexual violence and other crimes to six former members of the secretariat of Fuerzas Armadas Revolucionarias de Colombia-Ejército del Pueblo (FARC-EP).

17. Overall, the level of compliance by parties to conflict with applicable international norms remained low despite the robust framework put in place by the Security Council, including through its resolutions 1888 (2009), 1960 (2010), 2106 (2013), 2331 (2016) and 2467 (2019). Over 70 per cent of the parties listed in the present report are persistent perpetrators, appearing in the annex for five years or more without putting in place preventive measures. Consistent consideration by the sanctions committees of persistent perpetrators listed in the present report in the context of their designations of sanctions against individuals and entities would promote and strengthen compliance measures. In June 2024, the Security Council, in its resolution 2734 (2024), referred to sexual and gender-based violence explicitly as sanctionable by the Security Council Committee pursuant to resolutions 1267 (1999), 1989 (2011) and 2253 (2015) concerning Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities. This sanctions regime extends to Boko Haram, while the sanctions regime maintained by the Security Council Committee pursuant to resolution 2713 (2023) concerning Al Shabaab also incorporates a listing criterion for acts involving sexual and gender-based violence, thereby establishing a pathway for sanctions designations on the basis of sexual violence. It is increasingly clear that all diplomatic tools, including arms embargoes, asset freezes and travel bans, must be brought to bear in order to drive behavioural change and break cycles of impunity.

18. Throughout 2024, my Special Representative engaged with parties to conflict, advocating for the provision of life-saving services in conflict settings and the reconfiguration of the United Nations presence and capacity so as to address these violations.

III. Sexual violence in conflict-affected settings

AFGHANISTAN

19. The Taliban de facto authorities pursued the erasure of women and girls from public life, in a context marked by overlapping humanitarian needs, a climate of impunity and fear of reprisals, hindering the monitoring and reporting of conflict-related sexual violence. In 2024, the United Nations Assistance Mission in Afghanistan (UNAMA) verified incidents of sexual violence, including rape and forced marriage, against five women, four girls and two boys, implicating de facto officials and unidentified men.

20. In August, the Law on the Propagation of Virtue and the Prevention of Vice was published, codifying existing restrictions, including the mahram requirement that women travel with a male family member or "guardian", mandatory dress codes and the segregation of women and men in public places (see A/79/675-S/2024/876). The Special Rapporteur on the situation of human rights in Afghanistan received information regarding torture and sexual violence directed against women held in detention, including those arrested while demonstrating (see A/HRC/56/25), as well as information regarding physical and sexual violence being perpetrated in prisons against persons based on their sexual orientation or gender identity (see A/HRC/55/80). In January 2025, the Office of the Prosecutor of the International Criminal Court concluded that, regarding the persecution of women, Taliban elements had committed numerous crimes since April 2021, including rape and other forms of sexual violence, against women perceived to be breaching, or voicing their protest against, the Taliban's discriminatory prohibitions and rules, or at random when women were in public or in vulnerable situations, such as being held in detention.

21. Against this backdrop, while frontline providers continued to deliver services, such as psychosocial support services including case management, shelter and legal assistance, the availability of and access to services was significantly curtailed. The Law on the Propagation of Virtue and the Prevention of Vice constrained the work of Afghan women in non-governmental organizations and the United Nations (see S/2024/876). In addition, restrictions imposed on healthcare providers treating patients of the opposite sex and on women working in healthcare severely limited women's and girls' access to medical treatment (see A/HRC/56/25), including their access to services for survivors of gender-based violence (see A/HRC/55/80). Moreover, the suppression of civic space persisted through online hate speech directed against politically active Afghan women, along with threats of sexual violence and death (see A/HRC/55/80).

Recommendation

22. I call upon the de facto authorities in Afghanistan to immediately reverse all laws, policies and practices that restrict the human rights and fundamental freedoms of women and girls and to comply with the international obligations of Afghanistan, as well as with relevant Security Council resolutions, including resolution 2681 (2023). I call upon the de facto authorities to reverse the ban on Afghan women working for the United Nations and non-governmental organizations.

CENTRAL AFRICAN REPUBLIC

23. In 2024, in the western and eastern regions of the Central African Republic, women and girls were exposed to heightened levels of conflict-related sexual violence as the security situation deteriorated, with recurrent clashes in the context of ongoing military operations by the national armed forces of the Central African Republic and other security personnel (see S/2024/730). The monitoring and reporting of sexual violence remained challenging owing to the lack of services, particularly in remote areas. In 2024, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) documented cases of conflict-related sexual violence, including rape, gang rape, forced marriage and sexual slavery, affecting 215 women, 191 girls and 7 men. Retour, réclamation et rehabilitation (3R), other factions from the Coalition des patriotes pour le changement (CPC), the newly formed Coalition des patriotes pour le changement Fondamentale (CPC-F), and Unité pour la paix en centrafrique (UPC) were the main perpetrators. Victims were targeted during village raids and on their way to or from school or agricultural fields. In Yade Region, 3R elements used sexual violence to assert control over mining sites. In Mbomou, elements of the Front populaire pour la renaissance de la Centrafrique (FPRC) and UPC raped and abducted women and girls, with UPC elements targeting some victims due to their perceived collaboration with the national defence forces and other security personnel. In Haut-Mbomou and Mbomou, the group Wagner Ti Azande, including former Azande Ani Kpi Gbe combatants, was implicated in numerous violations, including rape and gang rape, targeting Muslim communities in particular over alleged affiliation with UPC. With respect to national defence and security forces, instances of rape or gang rape, including in military bases, were recorded, affecting 104 victims. Humanitarian service providers further registered a total of 1,679 cases of sexual violence allegedly committed by armed group members and 165 by internal security forces.

24. The Government continued to strengthen legal and policy frameworks. The President launched the second national action plan on addressing conflict-related sexual violence (2024–2028). With the support of the United Nations, the Government took steps to develop an action plan for the national armed forces on addressing conflict-related sexual violence, in line with the 2019 joint communiqué, and appointed the Deputy Chief of Staff of the army to oversee its implementation. The joint rapid response unit to prevent sexual violence against women and children prepared a five-year strategic plan, with the support of MINUSCA and international partners, to address structural challenges, including the lack of sustainable human and financial resources. In September, the Special Criminal Court implemented reparations, disbursing some $32,000 to victims of the Limouna and Koundjouli attacks on 21 May 2019 (see S/2024/730). Specialized legal and health services remained inaccessible for survivors, particularly in remote areas, as a result of active conflict and the fact that they were often located at a significant distances from survivors' places of residence.

Recommendation

25. I reiterate my call for the parties to the Political Agreement for Peace and Reconciliation to cease all forms of sexual violence and urge them to recommit to the agreement. I welcome the adoption of the national action plan on addressing conflict-related sexual violence (2024–2028) and call upon the authorities to ensure adequate funding to the joint rapid response unit to prevent sexual violence against women and children. I urge the authorities to accelerate the elaboration of an action plan for the national armed forces to address conflict-related sexual violence, including through effective vetting and accountability measures.

COLOMBIA

26. Eight years after the signing by the Government and FARC-EP of the Final Agreement for Ending the Conflict and Building a Stable and Lasting Peace, the implementation of the gender-related provisions remained limited. Protection risks for civilians, including conflict-related sexual violence, were exacerbated by active hostilities between non-State armed groups and with national armed forces, the expiration or non-renewal of ceasefires and disputes over the control of illegal economies. Against this backdrop, the Government intensified efforts to make progress in peace talks with armed actors, including factions of the group known as Estado Mayor de los Bloques y Frentes, the group Coordinadora Nacional Ejército Bolivariano and Comuneros del Sur in Nariño Department. The peace talks with the Ejército de Liberación Nacional (ELN) were suspended in January 2025, following the ELN offensive in the Catatumbo region (see S/2025/188).

27. In 2024, the National Victims' Unit recorded cases of conflict-related sexual violence that affected 1,009 women, 73 men and 15 persons of diverse sexual orientation and gender identity. The reported cases represented a 68 per cent increase compared with the previous year, occurring mainly in the Departments of Antioquia, Bolívar, Cauca, Chocó, Nariño and Valle del Cauca. Violations perpetrated against ethnic groups, including Black and Afro-Colombians (350 cases) and Indigenous People (68 cases) account for 37 per cent of the total number of cases. Elements of the Autodefensas Gaitanistas de Colombia (also known as Clan del Golfo), ELN, FARC dissident factions and Estado Mayor de los Bloques y Frentes were identified as perpetrators. Members of the police and national armed forces were reportedly also implicated. Of the 27 early warnings issued by the Office of the Ombudsman, 10 highlighted risks of conflict-related sexual violence, including as a tool for social control over women and lesbian, gay, bisexual, transgender, queer and intersex human rights defenders, and in the context of trafficking in persons for sexual exploitation, particularly in border areas and regions affected by illegal economies. In 2024, the United Nations recorded 80 allegations of sexual violence, almost exclusively affecting women and girls, a third of whom belonged to Indigenous or Afro-Colombian communities. Children were involved in 49 cases (46 girls and 3 boys), including in the context of recruitment and use, which resulted in sexual exploitation, unwanted pregnancies, forced marriages and severe trauma. Survivors continued to experience barriers to reporting and in accessing legal, psychological and health services, particularly in rural areas.

28. In 2024, the Government launched its first national action plan on the implementation of Security Council resolution 1325 (2000), which includes specific budgeted measures to address sexual violence. My Special Representative visited Colombia in November 2024 to engage with authorities on the need to hold perpetrators accountable and integrate specific provisions into peace agreements to address these crimes in ongoing and future negotiations (see S/2024/968). The Special Jurisdiction for Peace issued 15 decisions related to conflict-related sexual violence, including in Macro Case 7, attributing responsibility for child recruitment, sexual violence and other crimes to six former FARC-EP secretariat members. Concerning Macro Case 11 on sexual and gender-based violence, the Special Jurisdiction for Peace carried out an accreditation campaign that comprised psychosocial support and risk mitigation measures for victims, and the registration of 127 individuals as victims. In 2024, the Office of the Attorney General initiated 99 criminal proceedings relating to conflict-related sexual violence. Furthermore, the National Victims' Unit provided reparations to 191 victims in 2024. In order to strengthen the protection of women journalists against sexual violence, the Government established a dedicated fund, in response to the Inter-American Court of Human Rights ruling in Bedoya Lima et al v. Colombia.

Recommendation

29. I commend the Government for adopting its first national action plan on the implementation of Resolution 1325 (2000) and call for its effective implementation through the allocation of sufficient financial resources and in consultation with survivors and women-led organizations. I once again urge the authorities to accelerate the implementation of the gender-related provisions of the 2016 Peace Agreement, to include all forms of sexual violence as a prohibited act in ceasefire agreements, and to monitor compliance through verification mechanisms. I call upon the Colombian ordinary and transitional justice entities to improve access to justice for victims of conflict-related sexual violence.

DEMOCRATIC REPUBLIC OF THE CONGO

30. In 2024, hostilities between the Armed Forces of the Democratic Republic of the Congo and armed groups propelled mass displacement and exacerbated risks of trafficking for the purposes of sexual slavery and exploitation in and around displacement sites. The advance of Mouvement du 23 mars (M23) continued in North Kivu and South Kivu, with the support of the Rwanda Defence Force. The intensification of conflict in North Kivu and its spillover in South Kivu (see S/2024/482), in the context of the withdrawal of MONUSCO from South Kivu in June, resulted in a dramatic surge in sexual violence. While from 2020 to 2022, service providers had registered an average of 10,000 cases of sexual violence annually, in 2023, in collaboration with the Ministry of Public Health, more than 22,000 cases were registered in North Kivu alone, mainly perpetrated by armed men. This trend persisted in 2024, with more than 17,000 victims treated between January and May in North Kivu. Many survivors sought care after violent sexual attacks, including penetration with objects, perpetrated by multiple perpetrators.

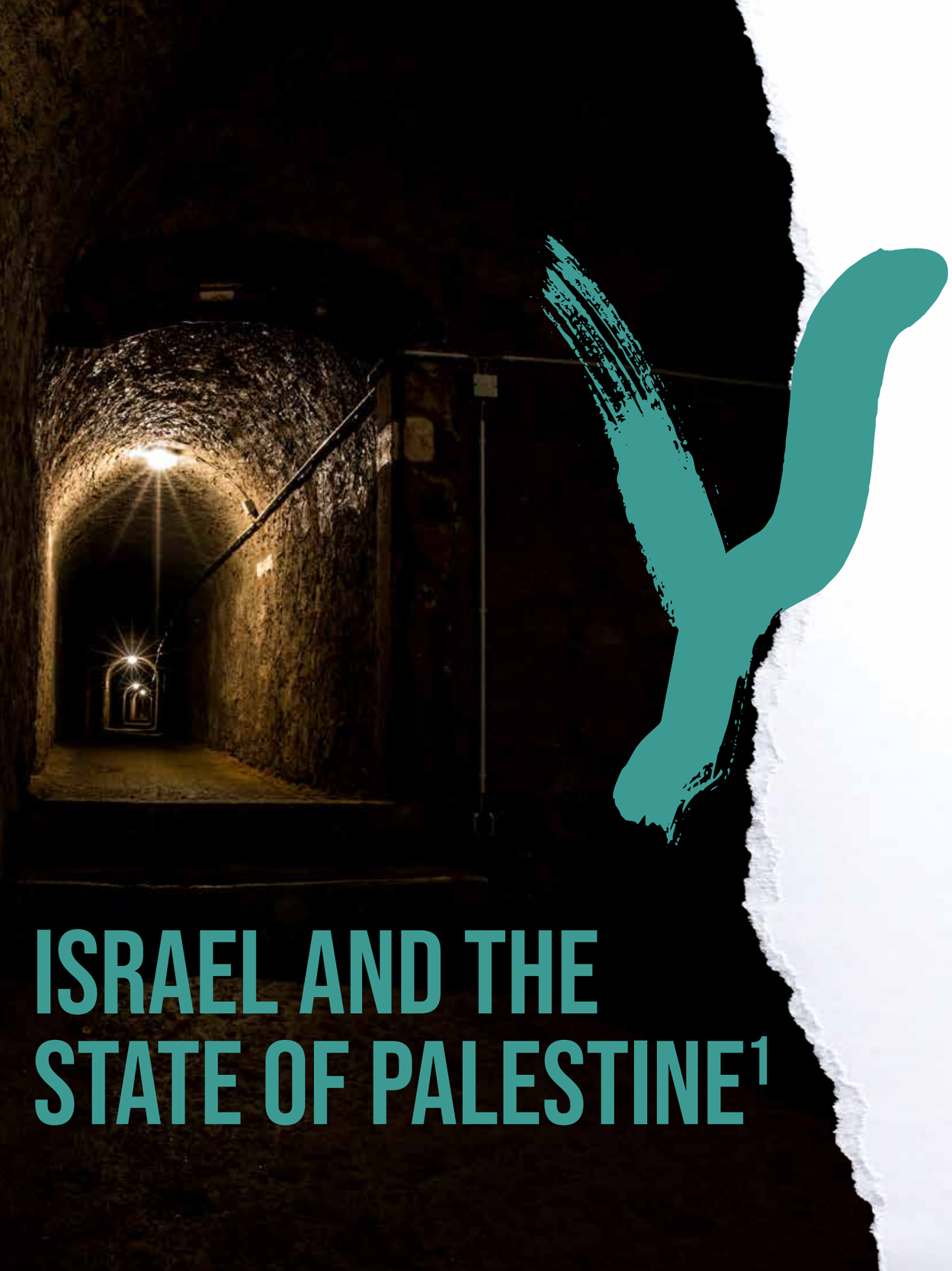
31. Amid unprecedented levels of conflict-related sexual violence (see S/2024/432), the operating space for the United Nations to monitor these violations narrowed owing to military operations and widespread insecurity. In 2024, MONUSCO documented 823 cases, including rape, gang rape, sexual slavery and forced marriage, often accompanied by extreme physical violence, affecting 416 women, 391 girls, 7 boys and 9 men. Of that total, 29 cases occurred in previous years. The majority of cases (625) were attributed to non-State armed groups. Survivors reported that, due to food shortages, they were compelled to go to the fields and areas around displacement sites to search for food, putting them at increased risk of sexual violence. Moreover, forced prostitution remained a means of survival for displaced women and girls, highlighting the nexus between food insecurity and sexual violence. State actors accounted for 198 cases, including 178 perpetrated by the Armed Forces, 13 by the Congolese National Police and 7 by other State actors. Elements of the Armed Forces were implicated in cases of forced marriage and rape, and in some cases in the alleged killing of victims after rape, while members of the Congolese National Police were implicated in incidents of rape, including in detention.

32. Armed groups continued to use sexual violence as a tactic to assert control over territory and natural resources. The number of cases of sexual violence implicating M23 elements in North Kivu rose from 43 in 2022 to 152 in 2024. While no cases of conflict-related sexual violence have been attributed to the Rwanda Defence Force, M23 has continued to receive instructions and support from the Rwanda Defence Force, which exercises de facto control and direction over the group (see S/2024/432). Members of the Nyatura factions were implicated in cases against 44 women and girls perpetrated during village incursions or ambushes on roads. In South Kivu, Mai-Mai Raia Mutomboki terrorized mining communities with looting and sexual violence. In Ituri, over 50 cases implicated members of the Coopérative pour le développement du Congo (CODECO), who perpetrated gang rape during village incursions. Members of the Allied Democratic Forces (ADF) abducted and sexually enslaved girls during village raids and forced them to marry fighters. In Tanganyika Province, Mai-Mai Apa Na Pale and former Twa militia were implicated in cases, including rapes perpetrated in front of family members, against 34 women and girls. In the eastern part of the country, human rights defenders were subjected to threats or reprisals for denouncing violations and/or assisting victims.

33. In 2024, MONUSCO conducted three missions to investigate human rights violations and abuses, including sexual violence, and supported the organization of four mobile courts. Judicial authorities prosecuted and convicted 15 members of the Armed Forces, including one high-ranking officer, two members of the Congolese National Police and 19 members of armed groups including ADF, CODECO and Mai-Mai Raia Mutomboki factions for sexual violence crimes. In cases involving children, health professionals noted unwanted pregnancies and physical injuries, including to survivors' genitals, and long-lasting trauma, in a context of persistent gaps in multisectoral assistance.

Recommendation

34. I call upon all parties to address conflict-related sexual violence in all mediation and peace processes. I urge the authorities to fully implement the 2019 addendum to the joint communiqué by making progress in the implementation of the national action plans of the national armed forces and police and ensuring sustained funding for reparations. I commend the authorities for their efforts to hold perpetrators accountable and further call for the prosecution of members of the armed forces and police who are responsible for violations of international law, including sexual violence. I urge the government to ensure the safety of displaced persons and the delivery of multisectoral services.



ISRAEL AND THE STATE OF PALESTINE[1]

35. In March 2024, the mission led by my Special Representative found clear and convincing information that some hostages taken to Gaza were subjected to various forms of conflict-related sexual violence during their time in captivity (see S/2024/217). My Special Representative also found reasonable grounds to believe that sexual violence occurred during the attacks of 7 October 2023 in multiple locations, including rape and gang rape. Several fully naked or partially naked bodies from the waist down were recovered – mostly women – with hands tied, who had been shot multiple times, often in the head. Although circumstantial, such a pattern of undressing and restraining of victims may be indicative of some forms of sexual violence. These findings were corroborated by the Independent International Commission of Inquiry on the Occupied Palestinian Territory, including East Jerusalem, and Israel, which also found reasonable grounds to conclude that sexual violence was committed on 7 October at the Nova festival, on Road 232, at the Nahal Oz military outpost and at kibbutzim Re'im, Nir Oz and Kfar Aza (see A/HRC/56/CRP.3). The Commission of Inquiry also received credible information about some hostages being subjected to sexual and gender-based violence, including sexualized torture, while in captivity (see A/79/232). Both my Special Representative and the Commission of Inquiry found that the 7 October attacks were led and coordinated by Hamas, joined by other Palestinian armed groups, including the military arms of Palestinian Islamic Jihad, the Al-Aqsa Martyrs Brigade, the Popular Front for the Liberation of Palestine, the Democratic Front for the Liberation of Palestine, the Popular Resistance Committees and the Palestinian Mujahideen Movement, as well as civilians from Gaza. My Special Representative concluded that the complexity and modus operandi of the attacks demonstrated a significant level of planning, coordination and detailed prior knowledge of the targets selected (see S/2024/217). In May 2024, the Prosecutor of the International Criminal Court submitted applications for warrants for the arrest of three political and military commanders of Hamas, citing reasonable grounds to believe that they bear criminal responsibility for war crimes and crimes against humanity, including rape and other forms of sexual violence, committed on the territory of Israel and the State of Palestine from at least 7 October 2023. These proceedings were halted by the Court following confirmation of their deaths. Throughout 2024, the Government of Israel continued to engage with my Special Representative and established an interministerial "National Committee for Gender Violence focusing on the 7 October 2023 attacks", but did not grant access to relevant United Nations bodies to carry out fully fledged and independent investigations. My Special Representative engaged with relevant judicial actors and families of hostages. During the reporting period, Hamas did not grant humanitarian access to hostages.

36. Military operations in Gaza by the Israel Defense Forces and hostilities in Gaza following the 7 October attacks have resulted in a catastrophic humanitarian situation. Since November 2023, Israeli armed and security forces have arrested and detained thousands of Palestinian men, women and children, with a dramatic deterioration in conditions of detention. The United Nations verified 12 incidents of conflict-related sexual violence perpetrated by Israeli armed and security forces, including the Israel Defense Forces, the Israel Prison Service including the "Nachshon" Unit and Keter special forces, the Israel Security Agency (also known as Shin Bet) and the Police Counter-Terrorism Unit (Yamam), in Naqab/Ketziot and Ofer prisons and Etzion detention centre against seven Palestinian men, including one rape; one attempted rape; three incidents of squeezing or pulling detainees' genitals; and seven incidents of kicking, or beatings to, genitals. These detainees also reported forced public nudity and repeated strip searches conducted in an abusive and degrading manner. In addition, the Commission of Inquiry documented at least two cases of rape and four incidents of violence to the genitals by Israeli armed and security forces against Palestinian male detainees in Naqab/Ketziot and Megiddo prisons and Sde Teiman military base (see A/HRC/58/CRP.6). The Commission of Inquiry also received credible information of detainees subjected to burns to the anus (see A/79/232). Outside of detention

[1] For the purposes of the present report, the present section provides information on the situation in the Occupied Palestinian Territory, which encompasses the West Bank, including East Jerusalem, and the Gaza Strip, as well as in Israel.

settings, two incidents of genital beating and kicking at a checkpoint and during a house raid in the West Bank were verified. In Gaza, Palestinian men, women and children were subjected to prolonged forced nudity, including being forced to walk naked in public. In 10 of these instances, victims were filmed or photographed by Israeli armed and security forces (A/HRC/58/CRP.6). Given the lack of access to detention settings, the cases verified by the United Nations should be seen as indicative rather than comprehensive. Challenges to reporting sexual violence persisted due to lack of trust in complaints mechanisms, the fear of reprisals, shame and stigma. Israeli authorities provided information on standard operating procedures and orders related to detention, complaints and supervision or oversight mechanisms, including judicial oversight measures, although they provided limited information regarding accountability measures for incidents of sexual violence, despite the availability of witness testimony and digital evidence of such violence.

Recommendation

37. I call for the immediate, unconditional and dignified release of all hostages, while ensuring their humane treatment and for humanitarian access to them pending their release. I also call for the restoration of the ceasefire and hostage release deal and its full implementation. I reiterate my call to the Government of Israel to grant unfettered access to relevant United Nations bodies to carry out fully fledged investigations into all alleged violations, including conflict-related sexual violence. I continue to call for accountability with due process of law for conflict-related sexual violence committed during the 7 October attacks and in their aftermath. I urge the Government of Israel to release Palestinians who were arbitrarily detained, ensure that Palestinian prisoners are released in a dignified way, investigate and prosecute all allegations of sexual violence against Palestinian detainees, ensure humane treatment for all those held and implement prevention measures, including granting unhindered humanitarian access to detention facilities.

LIBYA

38. Insecurity, the proliferation of illicit arms and persistent divisions among Libyan political actors created an environment in which conflict-related sexual violence continued to be perpetrated with impunity. In 2024, the United Nations Support Mission in Libya (UNSMIL) verified cases of conflict-related sexual violence perpetrated against 20 migrant women and asylum-seekers and 2 Libyan girls. Victims were subjected to rape and trafficking for the purposes of sexual exploitation in various detention centres operated by the Department for Combating Illegal Migration, including in Kufrah, Abu Salim (Tripoli), Zuwara, Sabrata and Assah. The fear of reprisals, stigma and harmful social norms contributed to chronic underreporting, as did protection challenges for victims lodging formal complaints. Reports issued in 2024 indicated that while exercising effective control over the western town of Tarhunah from 2013 to 2020, elements of the Kaniyat armed group perpetrated rape, mutilation of men's genitals and other forms of sexual violence as a form of torture.

39. Threats and incidents of sexual violence persisted in detention centres, while humanitarian access remained severely restricted. Inmates detained by the Deterrence Agency for Combating Terrorism and Organized Crime were reportedly subjected to forced prostitution and other forms of sexual violence. Moreover, detainees in prisons controlled by the Internal Security Agency in eastern Libya, including Kuwayfiyah military wing and Gernada, were reportedly subjected to sexual slavery and forced prostitution. Sexual violence reportedly also took place in the Bi'r al-Ghanam detention facility in western Libya (see S/2024/642).

40. Traffickers, smugglers and armed actors perpetrated conflict-related sexual violence against migrants, refugees and displaced persons. State actors, including members of the Department for Combating Illegal Migration, were also implicated. UNSMIL reported a consistent pattern of sexual violence, slavery and exploitation targeting people on the move across Libya, including migrant and refugee women (see S/2024/642). Most survivors have very limited, if any, access to services and justice. The legislative framework remained discriminatory, without protection for victims and witnesses. Nonetheless, in 2024, the United Nations supported the legislative committee of the House of Representatives in preparing and endorsing a draft law, which is pending adoption, aimed at protecting women from violence, online threats and hate speech (see S/2024/591; A/HRC/56/70).

Recommendation

41 I call upon the Libyan authorities to grant the United Nations unrestricted humanitarian access to prisons, detention centres and migrant and refugee disembarkation points. I further call for the adoption of legislation on anti-trafficking and on the protection of women from violence.

MALI

42. In 2024, the situation in Mali was marked by persistent conflict, a worsening humanitarian situation and shrinking civic space. The intensification of violence by armed groups and ongoing military operations exacerbated risks of conflict-related violence, particularly against displaced women and children. Sexual violence remained underreported owing to limited access to services, the fear of reprisals, widespread insecurity, movement restrictions associated with landmines and stigma. Despite these challenges, in 2024, as part of the monitoring of grave violations against children, the United Nations verified the rape of 32 girls. In addition, humanitarian service providers registered 157 cases of sexual violence committed by armed actors, including rape, gang rape, forced marriage and sexual slavery, affecting 120 women and 37 girls, as well as cases of pregnancy resulting from rape, in the Regions of Tombouctou, Ménaka, Gao, Ségou and Mopti. Gang rapes perpetrated by armed actors were reported in Gao, Ménaka, Bandiagara and Koro, while attacks on civilians travelling by road in central and northern Mali often involved the rape of women and girls. Nevertheless, these figures likely do not capture the scale and prevalence of these crimes owing to systemic challenges, with the closure of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the dismantling of the monitoring, analysis and reporting arrangement significantly limiting capacities to monitor and report sexual violence.

43. Access to gender-based violence services remained uneven in rural areas of Kidal, Ségou, Koro, Gao, Timbuktu, Ménaka and Bandiagara. A number of survivors lacked access to medical care owing to insecurity, poor road conditions, floods and damage to at least 34 health facilities, especially in Regions such as Ségou and Gao. Stigma, the lack of awareness of legal procedures and the need to travel long distances, which barred the majority of survivors from legal and protection services. Open cases from 2013 that have been pending before national judicial authorities, despite having been prioritized in 2021, have not yet been prosecuted. One notable development is the adoption of a new Penal Code and a Code of Criminal Procedure in December 2024, which broadened the definition of rape, although it should be noted that the reforms also introduced the criminalization of homosexuality.

Recommendation

44. I urge the transitional authorities to accelerate the implementation of the 2019 joint communiqué to address and investigate all cases of conflict-related sexual violence. I encourage transitional authorities to undertake necessary efforts to allocate more resources in conflict-affected areas for survivors, including comprehensive services, reparations and redress.

MYANMAR

45. In 2024, reports of conflict-related sexual violence perpetrated against women, men, girls, boys and lesbian, gay, bisexual, transgender, queer and intersex persons, predominantly by the Myanmar armed forces during military operations, at checkpoints and in detention, displacement sites and agricultural fields continued to emerge. Fighting intensified between the Myanmar armed forces and multiple armed groups, with 1.5 million people newly displaced since hostilities intensified in October 2023. Over 2 million people were affected by the earthquakes in March 2025, and amid escalating conflict and poverty, the risks of trafficking of women and children were exacerbated, with allegations of sexual slavery and forced marriage.

46. In detention, custodial authorities reportedly perpetrated sexual violence to obtain information or as a means of punishment. There are reports of rape, including anal rape and penetration with objects committed by individual or multiple perpetrators (see A/HRC/57/56). During interrogations, women, men, children and lesbian, gay, bisexual, transgender, queer and intersex persons were raped and gang raped, including with bamboo sticks (see A/HRC/57/56 and A/HRC/57/18). During ground operations, reports emerged of women being raped and killed, primarily by the military. Civilians were subjected to rape, including with objects, sexual slavery and gang rape, as well as sexual violence at military checkpoints. Soldiers reportedly raped women in front of family members and bodies were found with items inserted into their genitals. These crimes were reportedly committed with an intent to punish and induce terror, while victims were often targeted due to their gender, ethnicity, religion, perceived political affiliation or sexual identity (see A/HRC/57/18). Allegations of rape and gang rape by elements of ethnic armed organizations and people's defence forces included cases perpetrated against women and lesbian, gay, bisexual, transgender, queer and intersex persons.

47. As conflict re-escalated in Rakhine State between the Myanmar military and the Arakan Army, Rohingya and ethnic women were reportedly raped, gang raped and killed by both members of the Arakan Army and the military, propelling mass displacement. Some Rohingya women and children who fled to neighbouring countries were reportedly raped, trafficked and forced into sexual slavery during their journeys (see A/HRC/56/CRP.8). In Bangladesh, over 1 million Rohingya refugees continued to reside in Cox's Bazar, where a worsening security situation, compounded by diminishing humanitarian aid, increased the risks of trafficking.

48. The absence of a functioning judiciary and the collapse of the rule of law impeded survivors' access to justice, while the military continued to deny allegations of sexual violence committed by its forces, and no reports were received of military personnel held accountable for these crimes (see A/HRC/56/CRP.8). The increased use of customary justice mechanisms controlled by ethnic armed organizations resulted in some cases in which survivors were forced to marry perpetrators. The National Unity Government reportedly strengthened guidelines for the prevention of gender-based violence and announced investigations into sexual violence perpetrated by people's defence forces and some ethnic armed organizations. In February 2024, mandatory conscription prompted thousands of people to flee Myanmar, thereby raising risks of trafficking, while exemptions for married women reportedly resulted in the forced marriage of women and girls (see A/HRC/56/CRP.8).

49. Amid a worsening humanitarian situation, humanitarian aid remained underfunded. Hostilities, the destruction of infrastructure, including shelters, and Internet shutdowns further limited access to life-saving services. Following threats and infiltration by the military, safe houses, helplines and online services for survivors were forced to close or frequently change locations. Local actors who document sexual violence and provide services faced threats and retaliation from armed actors. Despite enormous challenges, some service delivery continued, including through local providers.

Recommendation

50 I urge the Myanmar armed forces to: fully implement Security Council Resolution 2669 (2022); immediately release all arbitrarily detained prisoners; cease all acts of sexual violence; hold perpetrators of sexual violence accountable; issue clear orders within the chain of command to prohibit these acts in line with the 2018 Joint Communiqué; and ensure safe and unhindered humanitarian access to all parts of the country for the delivery of life-saving assistance to survivors. I also urge all armed groups to immediately cease all acts of sexual violence in accordance with their obligations under international law.

SOMALIA

51. A dire humanitarian situation, and competition for scarce resources exacerbated the risk of local tensions and widespread insecurity, exposing displaced women and girls to conflict-related sexual violence, while restricted access to areas controlled by Al-Shabaab and clan protection for alleged perpetrators contributed to severe underreporting. In 2024, the United Nations Assistance Mission in Somalia (UNSOM) and subsequently the United Nations Transitional Assistance Mission in Somalia (UNTMIS) verified cases of conflict-related sexual violence, including rape, gang rape and forced marriage, perpetrated against 265 girls, 24 women and 2 boys. Most incidents were attributed to Al-Shabaab, followed by unidentified armed perpetrators. A rise in gang rapes by unidentified armed men was reported, along with an increase in abductions for the purpose of forced marriage as a form of compensation for Al-Shabaab fighters. The Somali National Army and the Somali Police Force were also implicated.

52. In 2024, a climate of impunity persisted. Survivors feared retaliation, could not identify the perpetrator or cases were settled through traditional justice mechanisms, often shielding perpetrators from criminal responsibility. The Federal Government has not yet presented to parliament the Offences of Rape and Indecency Bill, which was approved by the Cabinet in December 2023. While the bill defines a child as a person under 18 years of age, other provisions, such as those defining rape and indecency crimes, are not aligned with international standards (see S/2024/292). In June, the President of "Somaliland" issued a decree directing that rape cases be prosecuted only through the courts rather than traditional mechanisms (see S/2024/698). Significant funding gaps curtailed the delivery of multisectoral services to survivors, while 42 support centres closed. Government-led services, where available, remained underresourced and lacked trained personnel, particularly in rural and conflict-affected areas. The United Nations supported the delivery of services through one-stop centres to 314 survivors of sexual violence, including victims of forced marriages to members of Al-Shabaab and persons with disabilities. However, following the handover of five rehabilitation centres to the Federal Government in June, operations ceased owing to financial constraints. While progress in implementing the 2013 joint communiqué has stalled, in August the Ministry of Family and Human Rights Development indicated that an implementation strategy was under development.

Recommendation

53. I reiterate my call to the Federal Government to prioritize the implementation of an action plan for the 2013 joint communiqué. I urge the Federal Government to enact legislation prohibiting sexual violence in accordance with the international human rights obligations of Somalia and to ensure accountability for perpetrators. I encourage the Federal Government to increase the availability of holistic services, reparations and redress to survivors, particularly in rural and remote areas.

54. In 2024, abductions of women and girls for the purposes of sexual slavery persisted as a feature of intercommunal violence in South Sudan. During clashes between the Azande and Balanda communities in Western Equatoria State from March to April 2024, women and girls were forced to witness the execution of male family members, and were then gang raped, with some held in sexual slavery. In Jonglei and Unity States, clashes between farming and pastoralist communities were marked by patterns of sexual violence perpetrated against women and girls.

55. In 2024, the United Nations Mission in South Sudan (UNMISS) documented incidents of conflict-related sexual violence, including rape, gang rape, sexual slavery, forced abortion and forced marriage, affecting 150 women, 101 girls, 7 men and 2 boys, with the highest number recorded in Western Equatoria State. Perpetrators included community-based militia and other non-State actors. Government security forces were also implicated, with incidents attributed to the South Sudan People's Defence Forces, the South Sudan National Police Service and to the National Security Service. In addition, cases were attributed to the Sudan People's Liberation Army-in-Opposition (SPLA-IO) and the National Salvation Front splinter groups, the latter in Central Equatoria State in the context of clashes with the South Sudan People's Defence Forces. Community-based militia accounted for 52 per cent of incidents in Western Equatoria, Unity and Jonglei States. Cases were also attributed to unidentified armed elements. Victims, including people with disabilities and displaced persons, were attacked in their homes, near military barracks or checkpoints, in detention and while fleeing conflict. Perpetrators targeted women and girls undertaking essential livelihood activities, and travelling to and from school.

56. UNMISS continued to support the implementation by the National Police Service of its action plan to address conflict-related sexual violence through capacity-building sessions on investigation. Limited resources and insufficient coordination among relevant authorities persisted, hampering further progress on the action plan. The armed forces' action plan was extended until December 2026, but its Joint Implementation Committee, established to monitor the plan, is not functional, as its membership was not renewed. In November, with the support of UNMISS, national authorities launched a task force with a view to coordinating efforts to address conflict-related sexual violence. In order to bolster accountability, UNMISS provided legal and logistical support for the adjudication of two cases of sexual violence by the General Court Martial in August, which handed down convictions for rape and sentences of 14 and 10 years, respectively for elements of the South Sudan People's Defence Forces, who were stripped of their ranks and dismissed from service. UNMISS further provided technical and logistical support for the operationalization of a mobile court to Koch in Unity State, which heard two rape cases, as a result of which the son of a former Koch government official was convicted of rape and sentenced to 10 years' imprisonment and a Koch-based cattle keeper was convicted of rape and homicide and sentenced to 13 years. In November 2024, the President signed two bills enabling the establishment of a Commission for Truth, Reconciliation and Healing alongside a Compensation and Reparation Authority, as envisaged under the Agreement. The availability of specialized services for survivors remained insufficient, particularly in the light of the influx of refugees and returnees fleeing the Sudan, putting pressure on already limited services.

Recommendation

57. I call upon the parties to accelerate implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan, including the provisions to address conflict-related sexual violence. I call upon the Government to expedite the implementation of the action plans for the armed forces and the National Police Service, in line with the 2014 Joint Communiqué, and to allocate the necessary budgetary resources. I urge the Government to strengthen the delivery of multisectoral services to survivors, including in remote and conflict-affected areas.

THE SUDAN

58. In 2024, hostilities intensified between the Sudanese Armed Forces and the Rapid Support Forces, fuelled by a steady flow of arms into the Sudan, making the situation in the Sudan the largest displacement crisis globally, as reports of conflict-related sexual violence continued to emerge. The defection in October 2024 of a commander from the Rapid Support Forces to the Sudanese Armed Forces led to indiscriminate attacks by the Rapid Support Forces on villages in Al-Jazirah State, including killings, looting and sexual violence against women and girls. The monitoring of sexual violence remained challenging owing to the lack of access for service providers to conflict-affected areas, stigma and the collapse of rule of law institutions. Despite these challenges, in 2024, the United Nations documented cases of sexual violence, including rape, gang rape, attempted rape and abduction for the purposes of sexual exploitation, occurring primarily in Al-Jazirah, Kassala, Gedaref, Sennar, North and West Kordofan States and North, West and South Darfur States and Khartoum, perpetrated against 90 women, 36 girls, 4 men and 1 boy. Of these, 82 cases occurred in 2023. Elements of the Rapid Support Forces and allied militias were implicated in most cases. Members of armed movements and elements of the Sudanese Armed Forces were also implicated. Since the beginning of 2024, service providers recorded a total of 221 rape cases against 147 girls and 74 boys, with 16 per cent of survivors under five years of age, including 4 one-year-olds. Girls have reportedly been raped by several armed men, after being abducted and held in houses. Recorded cases resulted in pregnancy, sexually transmitted infections and serious physical injuries.

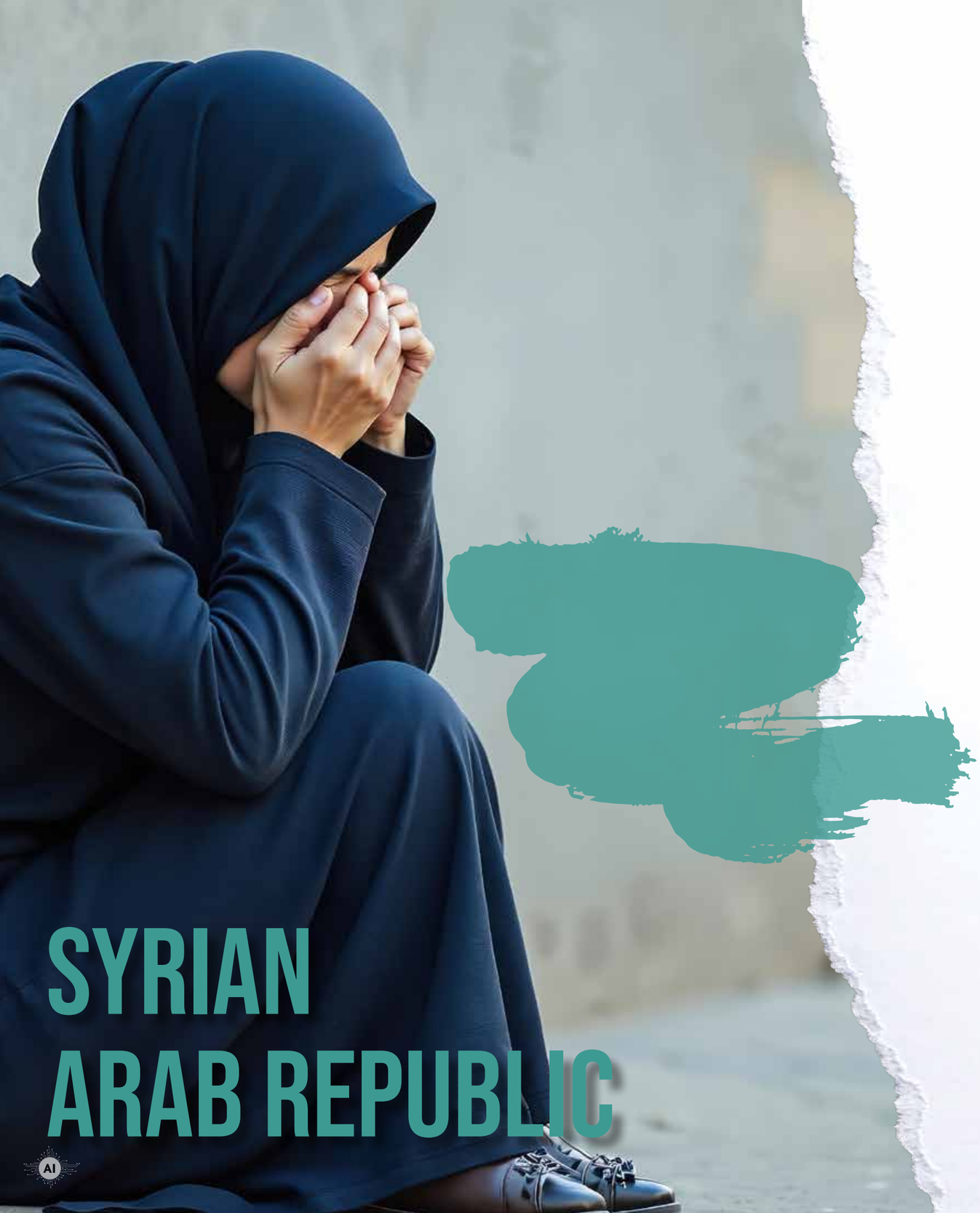
59. Widespread rape and gang rape were documented, in particular during the invasion of cities, attacks on sites for internally displaced persons and against individuals fleeing conflict-affected areas. Women and girls were raped in their homes, in front of family members or, in some cases following abduction, over several days or months (A/HRC/57/CRP.6). The Panel of Experts on the Sudan reported that non-Arab women, in particular the Masalit, were targeted on the basis of their ethnic identity by members of the Rapid Support Forces and its allied militias in El Geneina, West Darfur, and that virtually all cases of sexual violence in Nyala, South Darfur, occurred in displacement camps and in neighbourhoods inhabited by African communities (see S/2024/65). In November 2023 and during 2024, the Rapid Support Forces and its allied militias coordinated large-scale attacks in West Darfur and targeted non-Arab civilians by means of killings, torture, rape and other forms of sexual violence. Similar patterns of widespread sexual violence were observed in Zalingei, Central Darfur, El Fasher, North Darfur and Greater Khartoum. Incidents of rape, gang rape and sexual slavery committed by elements of the Rapid Support Forces in September 2023 in the Nuba Mountains, South Kordofan, were also documented. The independent international fact-finding mission for the Sudan documented rape and other forms of sexual violence in Darfur, largely perpetrated by men wearing Rapid Support Forces uniforms or affiliated with this group, against women and girls ranging in age from 8 to 75 years old, as well as against men and boys in detention. The Sudanese Armed Forces and its Military Intelligence were implicated in documented cases of sexual violence in areas under their control, including allegations of the sexual exploitation of women and girls in exchange for food (see A/HRC/57/CRP.6).

60. In July 2024, my Special Representative visited eastern Chad, where refugees from the Sudan have sought protection. My Special Representative met with survivors, front-line service providers, women-led organizations and Chadian authorities and heard accounts of sexual violence, including gang rape by elements of the Rapid Support Forces, that targeted women activists and first responders and resulted in severe physical injuries and unwanted pregnancies. Sudanese women-led organizations continued to play a pivotal role in the response to and documentation of cases, often at great personal risk, in a context where up to 80 per cent of the country's health facilities are damaged or non-operational, thereby significantly curtailing service provision. In some areas controlled by the Sudanese Armed Forces, administrative barriers to the work of civil society organizations, imposed by the Humanitarian Aid Commission, the Military Intelligence and the General Intelligence Service, were observed.

61. The conflict curtailed the functioning of rule of law institutions in several States, including the disruption of policing and court functions. In response, Sudanese authorities established a National Committee of Investigation on Human Rights Violations, War Crimes, and Violations by the Rebel Rapid Support Forces and Other Crimes in July 2023. As of September 2024, the Committee had registered 18,741 cases against members of the Rapid Support Forces and allied Arab militias for alleged crimes, inter alia, genocide, war crimes and crimes against humanity, including sexual violence, with at least 65 cases tried, 2 of which included charges of international crimes. The Fact-Finding Mission reported that cases have targeted lawyers, activists, human rights defenders or emergency response room coordinators based on a perceived affiliation with the Rapid Support Forces (see A/HRC/57/23).

Recommendation

62. I call upon parties to immediately cease hostilities and all forms of sexual violence, to integrate provisions on addressing conflict-related sexual violence in any future truce, ceasefire and peace process and to ensure the full and meaningful participation of women in these processes, and to enable safe and unhindered humanitarian access for service providers. I welcome the adoption by the Sudanese authorities of the 2025 Framework of Cooperation to address conflict-related sexual violence and urge them to ensure that perpetrators are brought to justice, according to international norms and standards. I call upon all member states to comply with the existing arms embargo in Darfur pursuant to Security Council resolution 1556 (2004) and subsequent resolutions in order to end the supply of weapons and ammunition to the warring parties. I call for an increase in funding to support refugees from the Sudan, including survivors, and their host communities.



63. After 14 years of conflict involving the use of arbitrary detention, torture and sexual violence, the regime of Bashar al-Assad fell on 8 December 2024, prompted by the takeover of Damascus and other large cities in the Syrian Arab Republic by a coalition of armed opposition groups led by Hay'at Tahrir Al-Sham. Women, men, girls and boys continued to be at heightened risk of sexual violence, including in displacement and detention settings.

64. In 2024, the Independent International Commission of Inquiry on the Syrian Arab Republic reported cases of rape in detention facilities, including against two detainees subjected to rape and other sexual and gender-based violence in late 2023 and early 2024, in the custody of the Military Intelligence Directorate, then under the control of the former government (see A/HRC/57/86). The Commission further reported that between March 2011 and December 2020, different forms of sexual violence were used in detention against women, men, girls and boys as young as 11, during interrogations, to coerce, intimidate and extract confessions, with men comprising the majority of victims, in at least 20 official and unofficial detention facilities of the former government. Women and girls were raped and gang raped repeatedly in cells. Male and female detainees were targeted with sexual and gender-based violence for perceived support to political opponents or non-State armed groups. Rapes, including with objects, were reported during interrogations or as a form of punishment, as well as beatings, electrocutions and burnings to genitals, anus and breasts, the tying of men's genitals with ropes, including to prevent urination, and genital mutilation. Both male and female detainees were subjected to forced nudity and were forced to witness sexual violence perpetrated against others (see A/HRC/58/CRP.3).

65. Allegations of gang rape and other forms of sexual violence outside of detention facilities, implicating the so-called opposition Syrian National Army were committed against two Kurdish women, including a former member of the Women's Protection Units of the Syrian Democratic Forces (see A/HRC/57/86). Stigma, the fear of reprisals and limited access to multisectoral assistance contributed to the underreporting of sexual violence. In the north-west of the country, reports before the fall of the former regime indicate that women-led organizations and women's human rights defenders, working on gender equality, violence against women or reproductive health, faced threats, harassment, defamation and violent rhetoric, including online, by Hay'at Tahrir al-Sham elements and religious leaders (see A/HRC/55/64).

Recommendation

66. I call upon all parties and on the interim authorities to prioritize the prevention of and response to sexual violence as part of an inclusive Syrian-owned and -led political transition, in line with the key principles of Resolution 2254 (2015). I urge the interim authorities to engage with my special representative for the adoption of protection and assistance measures for survivors and to prioritize accountability for conflict-related sexual violence crimes.

UKRAINE

67. In 2024, the human rights monitoring mission in Ukraine documented 209 cases of conflict-related sexual violence, including rape, attempted rape, threats of rape and castration, genital mutilation, electric shocks and beatings to the genitals, and forced nudity, affecting 156 men, 46 women, 6 girls and 1 boy, perpetrated by Russian armed forces, law enforcement authorities and penitentiary staff. These cases occurred against Ukrainian civilians and prisoners of war in territories of Ukraine temporarily occupied by the Russian Federation and in the Russian Federation. Ukrainian prisoners of war were subjected to sexual violence, during all stages of captivity, which was used to humiliate them and elicit confessions or information. Civilian detainees were subjected to sexual violence during apprehension, admission and subsequent stages of detention. Cases documented against civilians outside of detention in temporarily occupied territories of Ukraine implicated members of the occupying authorities of the Russian Federation, who often forcibly entered homes, sometimes occupying them for prolonged periods, restraining men before raping women, and in some cases, killing the victims' husbands. In 2024, the Independent International Commission of Inquiry on Ukraine found that members of the occupying authorities of the Russian Federation committed rape and other forms of sexual violence against women and girls between the ages of 15 to 83 during house searches and in detention in Ukraine (A/HRC/55/66). Three years after the 2022 invasion, the human rights monitoring mission collected reports indicating that Ukrainian prisoners of war had been subjected to systematic torture and ill-treatment, which included widespread sexual violence. Civilian detainees were also subjected to widespread sexual violence. Since 2022, the cases in which members of the Russian authorities, mainly from the Federal Penitentiary Service, the Russian armed forces and the Federal Security Service, have been implicated, were committed against Ukrainian prisoners of war in 50 official and 22 unofficial detention facilities; as well as against Ukrainian civilian detainees in 32 official and 40 unofficial facilities in territories of Ukraine temporarily occupied by the Russian Federation and in the Russian Federation. Monitoring of cases was significantly hindered due to Russian authorities denying access to United Nations monitors, who were able to conduct confidential interviews with Ukrainian prisoners of war and civilian detainees only after their release. Moreover, conflict-related sexual violence continued to be underreported due to, inter alia, trauma and stigma, as well as the fear of retaliation against family members still residing in temporarily occupied territories and the fear of being accused of collaboration with occupying forces. No information was received on measures taken by the Russian Federation to prevent, investigate or prosecute conflict-related sexual violence.

68. In 2024, the human rights monitoring mission in Ukraine documented a total of 24 cases of conflict-related sexual violence in the territory of Ukraine under the control of the Government. These cases comprised threats of rape and castration, electric shocks and beatings to the genitals, as well as forced nudity, against men, including civilian detainees and Russian prisoners of war. In the territory of Ukraine under the control of the Government, Ukrainian authorities continued to grant independent monitors access to civilian detainees and Russian prisoners of war. The human rights monitoring mission also collected reports indicating that since 2022, cases implicating members of the Ukrainian authorities, mainly from the Ukrainian armed forces and the Security Service, against Russian prisoners of war occurred primarily in the initial stages of captivity, and against civilians, mainly following their apprehension and prior to being detained, with sexual violence used to humiliate them and elicit confessions or information. Since 2022, cases against Russian prisoners of war were documented in 3 official and 23 unofficial detention facilities, while cases against civilian detainees were recorded in 18 official and 6 unofficial and facilities in Ukraine. The Government of Ukraine continued to provide access for civilian detainees and Russian prisoners of war to lawyers and to their families. In August 2024, the Office of the Prosecutor General established a new Unit to coordinate the investigation and prosecution of war crimes, including conflict-related sexual violence committed by Ukrainian authorities, the documentation of possible war crimes and the provision of guidance to criminal proceedings. In October 2024, Ukraine ratified the Rome Statute of the International Criminal Court, becoming a State Party in January 2025 – with a declaration under article 124 of the Statute excluding the Court's jurisdiction over war crimes committed by Ukrainian nationals for seven years after ratification. In November, the Parliament adopted a law on the protection of the rights of survivors and interim reparations.

Recommendation

69. I call upon the Russian Federation to engage with my Special Representative to implement time-bound commitments to combat sexual violence, in line with Security Council resolutions 1960 (2010), 2106 (2013) and 2467 (2019), which should include, inter alia, the issuance of clear orders through chains of command and the investigation of all credible allegations and accountability for those responsible. I also call upon the Russian Federation to address sexual violence, hold perpetrators accountable and grant unimpeded access for monitoring and the provision of services to survivors in areas and detention facilities under its control. I urge the Ukrainian authorities to continue to address sexual violence and ensure accountability for perpetrators. I commend the progress made by the Government of Ukraine in the implementation of the 2022 framework of cooperation, including by strengthening legislation and implementing prevention measures.

70. Women and girls were exposed to heightened risks of conflict-related sexual violence which, due to harmful social norms, the fear of reprisals and stigma, remained dramatically underreported. The United Nations verified incidents of rape and other forms of sexual violence against six boys and five girls. The Panel of Experts on Yemen established pursuant to Security Council resolution 2140 (2014) reported that conflict-related sexual violence remained pervasive, with reports of sexual violence, including as a form of torture, being perpetrated in detention against women, children and men (see S/2024/731). In "summer camps" used by the Houthis to indoctrinate children, there are reports of incidents of sexual violence, including rape against children. The recruitment of girls by the Zaynabiyat, the female security wing of the Houthis, reportedly increased, often through abduction, and resulted in girls' alleged exploitation for domestic labour and sexual violence. Further reports indicate that the forced marriage of children is incentivized to secure loyalty to the Houthis' cause. In 2024, the Houthis arbitrarily detained personnel of the United Nations, international and national non-governmental organizations, civil society organizations and diplomatic missions, resulting in the suspension of critical services for survivors of gender-based violence in northern Yemen. Such services were further hindered by movement restrictions on female Yemeni staff of United Nations entities and international non-governmental organizations (see S/2024/731), and those challenges were compounded by funding shortfalls.

Recommendation

61. I urge the parties to allow unhindered access to detention facilities and call upon the Houthis to immediately release arbitrarily detained civilians, including all United Nations and other personnel. I call upon the Government to ensure the delivery of specialized services to victims.

BOSNIA & HERZEGOVINA

IV. Addressing crimes of sexual violence in post-conflict settings

72. In Bosnia and Herzegovina, reparations for survivors remained uneven and inadequate owing to the different terms applicable to survivors under the legislation in their place of residence. A decision by the Council of Ministers to extend the deadline for processing complex war crimes cases, including sexual violence, until 2025, may not resolve the current backlog. In the territory of the Republika Srpska in particular, the deadline for claiming status as a victim under the law on the protection of victims of wartime torture has expired. In Kosovo,[2] despite the two-year extension of the deadline for obtaining recognition as a victim of sexual violence, potential survivors continue to be excluded due to the limited temporal scope of the legislation and underreporting. Moreover, research on the long-term consequences of sexual violence in Kosovo found that 86 per cent of survivors continued to experience post-traumatic stress disorder 25 years after the conflict, despite having received psychosocial care. It also showed the negative impacts of sexual violence on survivors' family life, as well as the continued trauma after conflict.

[2] References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

IRAQ

73. In Iraq, the Government made significant progress in addressing some of the needs of survivors, notably through the implementation of the Law on Support to Female Yazidi Survivors enacted in 2021. National authorities continued to engage with my Special Representative on the implementation of the 2016 joint communiqué and appointed a new high-level focal point for this purpose in December. Of the estimated 6,417 Yazidis abducted by Da'esh, 1,229 women and 1,363 men remain missing. Following the rescue of eight Yazidi women from the Syrian Arab Republic, Türkiye and the Occupied Palestinian Territory in 2024, the United Nations verified that Da'esh had abducted them as children in 2014 and sold them multiple times as sexual slaves. In addition, reports indicate that out of 580 Shi'a Turkmen (460 girls and 120 boys) abducted by Da'esh in 2014, only 26 female survivors have been rescued and returned to Iraq, including two in 2024. Under the Law on Support to Female Yazidi Survivors, the General Directorate for Survivors Affairs under the federal Ministry of Labour and Social Affairs referred 189 survivors to mental health and psychosocial support services in 2024, and in December, national authorities initiated a pilot programme to allow survivors to file criminal complaints in third countries, easing barriers to justice and redress for those resettled abroad. As of December 2024, a total of 2,276 applications for compensation under the Law on Support to Female Yazidi Survivors had been approved, with 1,155 for Yazidi, Turkmen, Shabak and Christian survivors of sexual violence as beneficiaries. In August, the Kurdistan Regional Government began disbursing a complementary monthly allowance of approximately $100 to Yazidi survivors of Da'esh atrocities, including survivors of sexual violence crimes. Nevertheless, some challenges remain, including gaps in protection and assistance for children born of rape. Civil society organizations and survivors also expressed concerns over the lack of justice and accountability for sexual violence crimes committed by Da'esh in Iraq and the need to prosecute the full range of substantive crimes beyond terrorism.

NEPAL

74. In Nepal, the Federal Parliament adopted an amendment to the Transitional Justice Act in August, mandating the Truth and Reconciliation Commission to operate "transparently in a victim-centric, gender-friendly [...] manner", and emphasizing the need for enhanced access to services for survivors of sexual violence and torture. The statutory limitation on filing cases related to sexual violence was removed and the complaint registration process was opened for a period of three months. Procedural challenges remain, especially in relation to the burden of proof to corroborate evidence of such incidents. While the underreporting of cases remains a challenge, the implementation of the second national action plan on the implementation of resolution 1325 (2000), for the period 2022–2025, has improved the capacity of duty bearers and rights holders through the establishment of local level mechanisms.

SRI LANKA

75. In Sri Lanka, allegations of human rights violations, including sexual violence against Tamil individuals by Sri Lankan security forces in areas that were particularly affected by the conflict, were reported in 2024 (see A/HRC/57/19), in the context of continued delays in reconciliation and accountability. Following the publication in January 2024 of a bill establishing a Commission for Truth, Unity and Reconciliation in Sri Lanka, special procedure mandate holders of the Human Rights Council expressed concern that the bill was not aligned with international norms and standards. The Office for Reparations, with United Nations support, initiated programs in northern Sri Lanka to provide psychosocial support, though survivors have been reluctant to participate due to stigma.

Recommendation

66. I call upon the authorities of countries with active transitional justice processes to prioritize the adoption and implementation of legal frameworks in line with international standards and ensure accountability for sexual violence crimes. I urge the authorities and the international community to allocate adequate funding for the development and continued implementation of transformative reparations and redress for survivors and affected children, including those born of conflict-related rape. I further call upon national authorities to engage survivors, their networks and civil society during all stages of transitional justice processes.

V. Other situations of concern

Ethiopia

77. Since the signing of the Agreement for Lasting Peace through a Permanent Cessation of Hostilities in 2022, ongoing challenges to the monitoring and reporting of sexual violence persisted owing to stigma, the fear of reprisals and prevailing insecurity. Ongoing conflict and violence, particularly in the Amhara and western Oromiya regions, continued to displace civilians and exposed them to heightened risks of sexual violence, in addition to disrupting humanitarian operations and the delivery of essential services. Against this backdrop, the United Nations verified cases of conflict-related sexual violence, including rape and gang rape, affecting 71 girls, 29 women and 2 boys. In addition, humanitarian service providers registered cases affecting 1,536 women, 1,080 girls, 61 boys and 24 men, implicating armed actors. All parties to the conflict have reportedly been implicated in acts of conflict-related sexual violence (see S/2024/292). Ongoing conflict has affected the justice system and law enforcement. In Tigray, survivors were hesitant to report violations due to a lack of confidence in law enforcement officers. With a view to addressing these challenges, prosecutors trained with the support of the United Nations helped survivors seeking assistance at one-stop centres. In April 2024, a transitional justice policy was adopted by the Council of Ministers to address a wide range of victims of human rights violations, including sexual violence, and which set out provisions for new institutions, including a Special Prosecution Office, a Truth-Seeking Commission and a victims' rehabilitation and support fund. In August 2024, a transitional justice implementation road map was adopted. Challenges in delivering services continued, despite the establishment of one-stop centres. For instance, in Amhara, centres lacked sufficient equipment, private spaces and safety measures to protect survivors, while in remote areas, health structures offered insufficient psychosocial support for survivors.

Recommendation

78. I urge the Government to engage with my Special Representative to develop a framework of cooperation to address sexual violence and reiterate my call to the Government to implement transitional justice measures that guarantee victims' rights to truth, justice, reparations and non-recurrence and to hold perpetrators accountable. I call upon the Government to ensure safe and non-discriminatory access to multisectoral services for all survivors.

HAITI

79. In 2024, organized criminal groups perpetrated killings, kidnappings and sexual violence to further consolidate control over Port-au-Prince and the Department of Artibonite. This strategy was reinforced by ready access to military-grade weapons and ammunition trafficked from abroad. The number and intensity of coordinated criminal group attacks against civilians and the police, and on infrastructure, including prisons, have increased (see S/2024/704). These attacks generally involved the use of widespread sexual violence, which overwhelmingly affected women and girls, including those who were seeking refuge in informal displacement sites, where the risks of sexual and gender-based violence were also prevalent.

80. Women and girls in zones under the control or influence of organized criminal groups were subjected to sexual violence, including collective rape, rape and attempted rape, which was perpetrated in their homes, in displacement sites, on their way to and from school and work, and while seeking services. In 2024, the United Nations Integrated Office in Haiti (BINUH) verified cases of sexual violence affecting 523 girls, 142 women and 43 boys. In one incident alone, 23 women were kidnapped and raped by the 103-Zombies organized criminal group in Gressier. Following the establishment in September of the monitoring, analysis and reporting arrangements facilitated by the newly deployed Women's Protection Adviser, BINUH, through its strengthened reporting capacities, documented an increasing number of cases of rape and collective rape committed by armed actors, owing to the deteriorating situation. In 2024, humanitarian service providers recorded a total of 3,598 cases of gender-based violence reportedly perpetrated by members of organized criminal groups.

81. Sexual violence in Haiti remains chronically underreported, however, due to the fear of retaliation, stigma, mistrust in the justice system and the lack of services for survivors. In order to bolster accountability, the Ministry of Justice and Public Security established a commission in July to prioritize sexual and gender-based violence cases, and public prosecutors were instructed to expedite trials. The United Nations and international partners launched a two-year project to strengthen the capacity of the Haitian National Police to address sexual and gender-based violence. In September, the National Committee against Trafficking in Persons validated a strategy with a view to monitoring trafficking in persons committed by criminal armed groups.

Recommendation

82. I urge the international community to expand support for the humanitarian and security efforts of the national authorities and to prioritize protection, especially for women and girls affected by sexual violence, and to further enable the Multinational Security Support Mission to assist the Haitian National Police so as to enhance the protection of civilians. I also urge the international community to support the national authorities in delivering comprehensive multisectoral assistance and justice to survivors.

83. Sexual violence continued to be used by non-State armed groups as a tactic for territorial control and to punish and intimidate individuals and communities, including in displacement and refugee sites. As part of the monitoring of grave violations against children, the United Nations verified incidents of rape, forced marriage and other forms of sexual violence, often following abduction and recruitment, in Borno and Adamawa States, perpetrated against 412 girls and 7 boys, the majority of which implicated Jama'atu Ahlis Sunna Lidda'awati wal-Jihad (Boko Haram), followed by the Islamic State West Africa Province (ISWAP). In 2024, humanitarian service providers further registered cases of sexual violence against 340 women, 277 girls, 53 boys and 3 men, including persons with disabilities. Non-State armed groups continued to abduct women and girls, subjecting them to rape, forced marriage and sexual slavery, as a reward for fighters and an incentive for new recruits, while some families resorted to forced marriage as a coping mechanism to avoid abductions. While in captivity, survivors were unable to access medical care. Violations were reported only after survivors were rescued by the military and placed in rehabilitation or one-stop centres. The justice system, particularly at the local level and with the influence of armed groups, often concluded cases by forcing victims to marry perpetrators. Access to healthcare for survivors was constrained by an insufficient number of adequately trained personnel, as well as by insecurity, which impeded travel to urban areas where services are concentrated.

Recommendation

84. I condemn the abduction and use of sexual violence against women and children by non-State armed groups and urge the immediate release of women and children and that they be given access to life-saving assistance. I further call upon the Government to ensure accountability by investigating and prosecuting those responsible for sexual violence and to ensure that all victims receive comprehensive services.

VI. Recommendations

85. The following recommendations focus on sustaining life-saving multisectoral services in conflict settings and reconfiguring capacities to address conflict-related sexual violence during withdrawals, drawdowns and transitions of United Nations peace operations and should be read in conjunction with those presented in my previous reports.

“86. I recommend that the Security Council:”

(a) Call upon all parties to conflict to immediately cease all forms of conflict-related sexual violence in compliance with relevant Security Council resolutions and international humanitarian law, and provide the United Nations and humanitarian actors with unhindered humanitarian access to conflict-affected areas in order to reach survivors of conflict-related sexual violence in need of multisectoral assistance; call upon parties to conflict to respect and protect humanitarian and United Nations personnel, in line with resolution 2730 (2024), and ensure that civilian objects indispensable to the survival of the civilian population in conflict zones, including those delivering essential services to survivors, are spared from attacks amid hostilities, in accordance with international humanitarian law;

(b) Encourage all State and non-State parties to conflict to adopt time-bound commitments to prevent and address conflict-related sexual violence in line with Security Council resolutions 1960 (2010), 2106 (2013) and 2467 (2019), and monitor their compliance, including through the Informal Expert Group on Women and Peace and Security;

(c) Ensure that sexual violence is systematically monitored and incorporated as a stand-alone designation criterion for targeted sanctions; ensure that sanctions committees have expertise on conflict-related sexual violence; and consider applying sanctions to persistent perpetrators who have appeared in the list annexed to the present report for five or more years without taking remedial or corrective action;

(d) Ensure that mandate authorizations and renewals of peace operations integrate measures to prevent protection gaps, including during mission drawdowns and withdrawals in accordance with resolution 2594 (2021); and ensure the inclusion of dedicated operational provisions on addressing conflict-related sexual violence, including the retention and accelerated deployment of women’s protection advisers to United Nations peace operations and offices of resident and humanitarian coordinators in all relevant situations of concern, in line with Security Council resolution 2467 (2019);

I Recommend

(e) Give due consideration to examining the risks of civilians in detention settings being subjected to violations of international law, including conflict-related sexual violence, and solicit further relevant information on the latter from the Office of my Special Representative and relevant United Nations entities in order to deepen the evidence-base for action;

(f) Consider referring, pursuant to article 13, paragraph (b) of the Rome Statute, to the Prosecutor of the International Criminal Court relevant situations in which crimes of sexual violence, as defined in its Statute, appear to have been committed.

87. I encourage Member States:

(a) To adopt a survivor-centred approach to preventing and addressing conflict-related sexual violence that empowers survivors by prioritizing their rights, specific needs and aspirations; and promote an enabling environment for survivors to seek support on a non-discriminatory basis, including through scaled-up funding for gender-based violence services, including HIV prevention, healthcare, safe termination of pregnancy, psychosocial and legal services and reintegration measures;

(b) To provide earmarked contributions for the deployment of women's protection advisers to all situations of concern covered in the present report so as to support the work of national authorities, survivors' networks, women-led organizations and service providers, and to advance implementation of joint communiqués/frameworks of cooperation on conflict-related sexual violence;

(c) To foster a gender- and age-responsive security sector through effective oversight and accountability mechanisms, and prevent credibly suspected perpetrators from being recruited, retained or promoted within the security forces, armed forces or reserve armed forces;

(d) To adopt national legislation on arms control and ammunition management in line with relevant international instruments, so as to bolster the prevention of conflict-related sexual violence;

(e) To strengthen accountability by adopting legislation drawing on the Model Legislative Provisions and Guidance on the Investigation and Prosecution of Conflict-Related Sexual Violence, enhancing the investigation and prosecution of conflict-related sexual violence through appropriate judicial mechanisms, regardless of the rank or affiliation of the perpetrator, and promoting transformative reparations; and to develop forensic capacities.

88. I encourage all stakeholders, including Member States, donors and regional and intergovernmental organizations:

(a) To address chronic funding shortfalls by providing predictable financial support to the conflict-related sexual violence multi-partner trust fund for the work of the United Nations Action against Sexual Violence in Conflict network in delivering multisectoral services; and support the work of the Team of Experts on the Rule of Law and Sexual Violence in Conflict in the areas of justice and accountability;

(b) To ensure that provisions on prohibiting and addressing conflict-related sexual violence are duly integrated into the design and implementation of peace, ceasefire or cessation of hostilities agreements and/or subsequent agreements, and ensure the exclusion of such crimes from amnesties and statutes of limitations; and promote the full and meaningful participation of women and survivors in political, peacemaking and peacebuilding and humanitarian response processes;

(c) To create an enabling environment for women active in public life, including women human rights defenders, humanitarians, journalists and peacebuilders and those working directly on conflict-related sexual violence, and establish measures, including urgent response mechanisms to address reprisals, including for cooperation with the United Nations;

(d) To support the provision of training for personnel in relevant United Nations entities, including United Nations field operations undergoing transitions and phased drawdowns, on the prevention and response to conflict-related sexual violence and early warning preparedness.

ANNEX

LIST OF PARTIES CREDIBLY SUSPECTED OF COMMITTING OR BEING RESPONSIBLE FOR PATTERNS OF RAPE OR OTHER FORMS OF SEXUAL VIOLENCE IN SITUATIONS OF ARMED CONFLICT ON THE AGENDA OF THE SECURITY COUNCIL

THE FOLLOWING LIST DOES NOT PURPORT TO BE COMPREHENSIVE, BUT RATHER INCLUDES PARTIES IN RELATION TO WHICH CREDIBLE INFORMATION IS AVAILABLE. IT SHOULD BE NOTED THAT THE NAMES OF COUNTRIES APPEAR ONLY TO INDICATE THE LOCATIONS WHERE PARTIES ARE SUSPECTED OF COMMITTING VIOLATIONS.

The following State actors have undertaken formal commitments to address conflict-related sexual violence and are at various stages of implementation: the national armed forces of the Central African Republic; the Armed Forces of the Democratic Republic of the Congo; the Congolese National Police; the Somali National Army; the Somali Police Force; the South Sudan People's Defence Forces; and the South Sudan National Police Service. The Republic of the Union of Myanmar made formal commitments in 2018, but there has been limited progress in their implementation by the Myanmar armed forces, including the integrated Border Guard.

The following non-State actors have undertaken formal commitments to address conflict-related sexual violence: Groupe d'autodéfense des Touaregs Imghad et leurs alliés, part of Plateforme des mouvements du 14 juin 2014 d'Alger; Mouvement national de libération de l'Azawad, part of Coordination des mouvements de l'Azawad; and the Sudan People's Liberation/Army in Opposition – pro-Machar. There has been limited progress in the implementation of those commitments.

State and non-State actors who have made commitments are denoted with an asterisk in the list below.

Parties in the Central African Republic

1. Non-State actors
   (a) Azande Ani Kpi Gbe;
   (b) Coalition des patriotes pour le changement – former President François Bozizé: Retour, réclamation et réhabilitation – General Bobbo; Anti-balaka Mokom-Maxime Mokom; Anti-balaka Ngaïssona-Dieudonné Ndomate; Front populaire pour la renaissance de la Centrafrique – Noureddine Adam and Zone Commander Mahamat Salleh; Mouvement patriotique pour la Centrafrique – Mahamat Al-Khatim; Unité pour la paix en Centrafrique-Ali Darrassa;
   (c) Front démocratique du peuple centrafricain – Abdoulaye Miskine;
   (d) Lord's Resistance Army;
   (e) Révolution et justice.

2. State actors
   National armed forces.*

Parties in the Democratic Republic of the Congo

1. Non-State actors
   (a) Alliance des patriotes pour un Congo libre et souverain-Janvier;
   (b) Allied Democratic Forces;
   (c) Chini ya Tuna;
   (d) Coopérative pour le développement du Congo;
   (e) Forces démocratiques de libération du Rwanda;
   (f) Force de résistance patriotique de l'Ituri;
   (g) Forces patriotiques populaires-Armée du peuple;
   (h) Lord's Resistance Army;
   (i) Mai-Mai Apa Na Pale;
   (j) Mai-Mai Kifuafua;
   (k) Mai-Mai Malaika;
   (l) Mai-Mai Perci Moto;
   (m) Mai-Mai Raia Mutomboki;
   (n) Mai-Mai Yakutumba;
   (o) Mouvement du 23 mars (M23);
   (p) Nduma défense du Congo;
   (q) Nduma défense du Congo-Rénové faction led by "General" Guidon Shimiray Mwissa and faction led by Commander Gilbert Bwira Shuo and Deputy Commander Fidel Malik Mapenzi;
   (r) Ngumino;
   (s) Nyatura;
   (t) Résistance pour un État de droit au Burundi (RED Tabara);
   (u) Twa militias;
   (v) Twirwaneho;
   (w) Union des patriotes pour la défense des citoyens;
   (x) Zaïre militia.

2. State actors
   (a) Armed Forces of the Democratic Republic of the Congo;*
   (b) Congolese National Police.*

* Indicates that the party has made formal commitments to adopt measures to address conflict-related sexual violence.

Parties in Iraq

Non-State actors
Da'esh.

Parties in Israel and the Occupied Palestinian Territory

Non-State actors
Hamas.

Parties in Libya

Non-State actors
Internal Security Agency (Benghazi).

State actors
   (a) Deterrence Agency for Combating Terrorism and Organized Crime;
   (b) Department for Combating Illegal Migration.

Parties in Mali

Non-State actors
   (a) Al-Qaida in the Islamic Maghreb, part of Jama'a Nusrat ul-Islam wa al Muslimin;
   (b) Ansar Eddine;
   (c) Groupe d'autodéfense des Touaregs Imghad et leurs alliés, part of Plateforme des mouvements du 14 juin 2014 d'Alger;*
   (d) Mouvement national de libération de l'Azawad, part of Coordination des mouvements de l'Azawad.*

Parties in Myanmar

State actors
Myanmar armed forces, including the integrated Border Guard.*

Parties in Somalia

1. Non-State actors
Al-Shabaab.

2. State actors
   (a) Somali National Army;*
   (b) Somali Police Force* (and allied militia);
   (c) Puntland forces.

* Indicates that the party has made formal commitments to adopt measures to address conflict-related sexual violence.

Parties in South Sudan

1. Non-State actors
   (a) Lord's Resistance Army;
   (b) Justice and Equality Movement;
   (c) Sudan People's Liberation/Army in Opposition – pro-Machar.*

2. State actors
   (a) South Sudan People's Defence Forces;*
   (b) South Sudan National Police Service.*

Parties in the Sudan

1. Non-State actors
   (a) Justice and Equality Movement;
   (b) Rapid Support Forces;
   (c) Sudan Liberation Army-Abdul Wahid.

2. State actors
Sudanese Armed Forces.

Parties in the Syrian Arab Republic

1. Non-State actors
   (a) Ahrar al-Sham;
   (b) Army of Islam;
   (c) Da'esh;
   (d) Hay'at Tahrir al-Sham.

2. State actors
Government forces, including the National Defence Forces, intelligence services, and pro-government militias.

* Indicates that the party has made formal commitments to adopt measures to address conflict-related sexual violence.

Other parties of concern on the agenda of the Security Council

Parties listed under sanctions established by the Security Council Committee established pursuant to resolution 2653 (2022) concerning Haiti

(a) G9 Family and Allies – Jimmy Cherizier (alias "Barbeque");
(b) 5 Segond gang – Johnson Andre (aka "Izo");
(c) Grand Ravine gang – Renel Destina;
(d) Kraze Barye gang – Vitelhomme Innocent;
(e) 400 Mawozo gang – Wilson Joseph.

Parties listed under sanctions established by the Security Council Committee pursuant to resolutions 1267 (1999) 1989 (2011) and 2253 (2015) concerning Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities

(a) Islamic State West Africa Province;
(b) Jama'atu Ahlis Sunna Lidda'awati wal-Jihad (Boko Haram).

APPENDIX

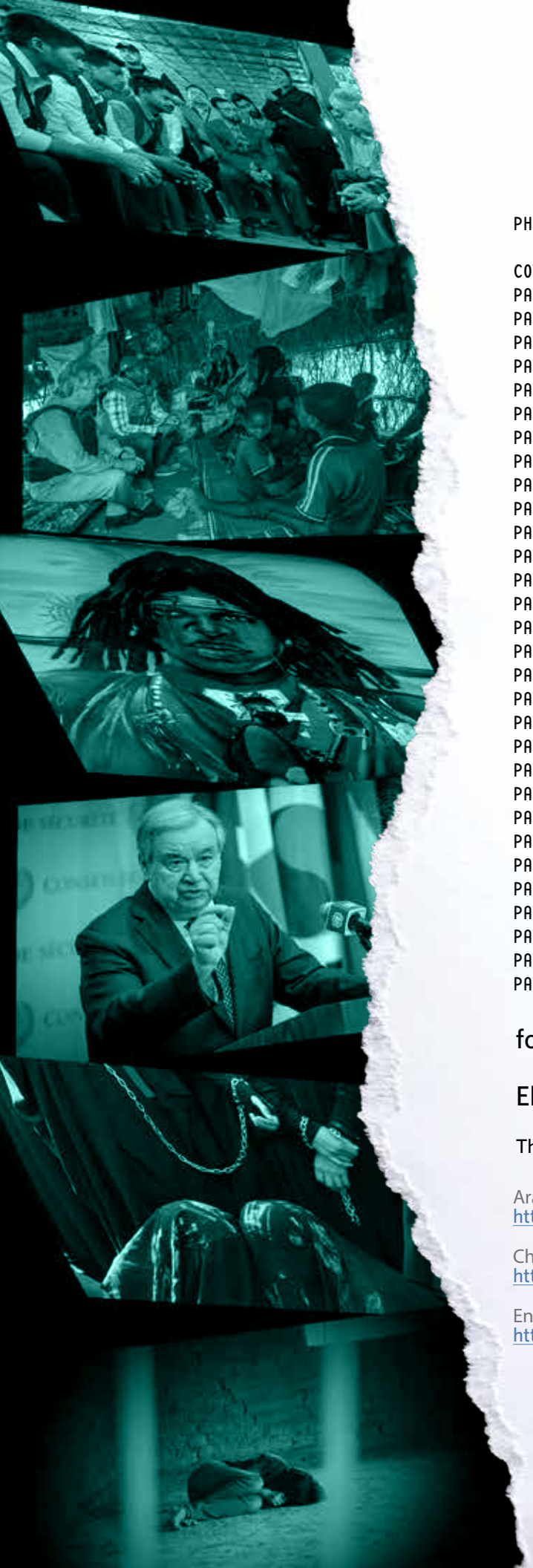
Parties on notice for potential listing in the next report to the Security Council

Due to the consistent denial of access for United Nations monitors in the context of Ukraine and in the context of Israel and the Occupied Palestinian Territory, it has been challenging to make definitive determinations regarding patterns, trends and systematicity of sexual violence in these situations. I am, however, putting the parties cited hereunder on notice for potential listing in the next reporting period owing to significant concerns regarding patterns of certain forms of sexual violence that have been consistently documented by the United Nations.

As outlined in the section on Ukraine, I am gravely concerned about credible information of violations by Russian armed and security forces and affiliated armed groups, perpetrated primarily against Ukrainian prisoners of war, in 50 official and 22 unofficial detention facilities in Ukraine and the Russian Federation. These cases comprised a significant number of documented incidents of genital violence, including electrocution, beatings and burns to the genitals, and forced stripping and prolonged nudity, used to humiliate and elicit confessions or information. Russian authorities have not engaged with my Special Representative to implement measures to prevent sexual violence.

As outlined in the section on Israel and the State of Palestine, I am gravely concerned about credible information of violations by Israeli armed and security forces, perpetrated against Palestinians in several prisons, a detention centre and a military base. Cases documented by the United Nations indicate patterns of sexual violence such as genital violence, prolonged forced nudity and repeated strip searches conducted in an abusive and degrading manner. The Israeli authorities continue to engage with my Special Representative and over the past year they have submitted information on standard operating procedures and orders related to detention, complaints and supervision or oversight mechanisms, including judicial oversight measures. Nonetheless, limited information has been provided on accountability measures undertaken in relation to alleged incidents of sexual violence, despite witness testimony and digital evidence of Israeli soldiers committing such violations.

Reiterating the call of the Security Council, I urge the above-named parties, during the forthcoming reporting period, to immediately cease all acts of sexual violence, make and implement specific time-bound commitments as explicitly outlined in Security Council resolution 2467 (2019) (paras. 1 and 2), and in this regard, grant unimpeded access for monitoring purposes and engage and cooperate with my Special Representative and relevant United Nations entities. I intend to take into account progress made in the implementation of these commitments in the consideration of the listing of parties in my next report.



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