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**Promotion and protection of all human rights, civil,
political, economic, social and cultural rights,
including the right to development****Sex-based violence against women and girls: new frontiers
and emerging issues****Report of the Special Rapporteur on violence against women and girls,
its causes and consequences, Reem Alsalem*, *****Summary*

The present report by the Special Rapporteur on violence against women and girls examines the new and evolving forms of violence experienced by women and girls based on their sex, which remain insufficiently explored and recognized. It provides an overview of the States' international obligations to ensure that women and girls are not subjected to discrimination and violence based on their sex. It also recommends the proper and effective consideration of sex in understanding the experiences of discrimination of women and girls, preventing further violence, and responding to the needs of survivors.

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I. Introduction

1. Across the globe and throughout history, women and girls have experienced discrimination based on their sex and/or reproductive function, recognized as such in international law and often intersecting with other characteristics that are also protected in law. Sex-based discrimination has resulted in egregious specific forms of violence that have affected women and girls disproportionately, including but not limited to forced marriages, femicides, female genital mutilation, rape, sexual and other types of exploitation, including prostitution. Today, such violence persists at epidemic levels, with new, emerging and evolving forms and manifestations. Additionally, certain forms of violence remain insufficiently recognized or reported.

2. Several key human rights instruments affirm States' obligations to prohibit and prevent discrimination based on sex. The recognition of sex as central to the experiences of women and girls of discrimination and violence does not and should not imply that their oppression is biologically determined, as it is often compounded by other vulnerability factors. Despite its centrality, many States and other actors have adopted ad hoc – sometimes conflicting – policy and legal frameworks to prevent and respond to sex-based violence against females.

3. This report seeks to examine both entrenched and emerging forms of sex-based violence against women and girls, including underreported ones, with a view to identifying patterns that demand greater recognition and action. It seeks to resurrect the consideration of sex as a central ground on which they experience discrimination and violence, after it has been deprioritized. It also explores the implications that arise between laws and policies that disregard or ignore women and girls' sex-based vulnerabilities as opposed to truly intersectional approaches.

II. Key terminology

4. Sex is understood as a biological category¹ and as a distinction between women and men² as well as between boys and girls. References to “sex” refer to the biological distinction between males and females, characterized by divergent evolved reproductive pathways where, all else being equal, males develop bodies oriented around the production of small gametes and females develop bodies oriented around the production of large gametes.³ As evolutionary biologist Richard Dawkins notes, “sex is a true binary. It all started with the evolution of anisogamy – sexual reproduction where the gametes are of two discontinuous sizes: macrogametes or eggs, and microgametes or sperm”.⁴

5. The term “gender”, on the other hand, has been defined by the Committee on the Elimination of Discrimination against Women as the “social meanings given to biological sex differences”.⁵ It is supplementary to and built upon “biological differences between women and men”.⁶ It refers to the stereotyped roles, attitudes, prejudices, and social and cultural practices that result in the subordination of women to men. In the last few decades, the term “gender” has wrongly been taken to be synonymous with the term “sex”,⁷ including in some international declarations and instruments.⁸

¹ Chinkin et al (Ed.), the UN CEDAW: A Commentary, 1992, first edition, p. 15.

² Committee on the Elimination of Discrimination against Women, General Recommendation N28 (The term “sex” here refers to biological differences between men and women”, p. 2, par. 5).

³ E. Hilton, C. Wright, “Two Sexes” in Sex and Gender: A Contemporary Reader (2023 . Routledge).

⁴ R. Dawkins, “Why Biological Sex Matters” (2023) The New Statesman.

⁵ General Recommendation No. 25, fn 2.

⁶ Ibid, paras 8, 16.

⁷ A. Sullivan, “Independent review of data, statistics and research on sex and gender” (2025) Department of Science, Innovation and Technology, United Kingdom.

⁸ Examples include the 1994 Declaration on Population and Development, 1995 Beijing Platform for Action and the Rome Statute of the International Criminal Court.

6. Gender equality is understood to mean the equality between women and men and refers to the equal rights, responsibilities and opportunities of women and men and girls and boys.⁹

7. Violence against women and girls is a form of severe gender-based violence¹⁰ that takes place because of social and cultural norms pertaining to sex,¹¹ and that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life¹².

8. While the term “gender identity” lacks a codified definition in international law, it is understood as referring to the feeling that some individuals have where they do not identify with the sex they were observed with at birth. It is not universally accepted that all persons have a gender identity corresponding to either of the sexes/genders or none.

9. Finally, in this report, the Special Rapporteur uses at times the term “females” as a shorthand to refer to “women and girls.”

III. Activities by the Special Rapporteur

10. The Special Rapporteur conducted an official visit to the United Arab Emirates from 9 to 19 December 2024. In October 2024, she presented her report on violence against women and girls in sport (A/79/325). In March 2025, she was unable to participate in person at the opening ceremony of the 69th session of the Commission on the Status of Women as mandated due to logistical challenges in obtaining travel authorization to the US; however, she participated remotely in several side events. The Special Rapporteur also produced a position paper on lessons learned from the implementation of existing programs for women in prostitution.

IV. Roots of emerging issues of sex-based violence

11. Females have been experiencing historical, structural, and systemic violence and discrimination, exacerbated by vulnerability factors that intersect with their female sex. For example, women with disabilities and older women¹³ face heightened violence, as well as abuse and exclusion, including in digital environments.¹⁴ Such violence and oppression can be exacerbated by structural inequalities, intergenerational abuse, and crisis.¹⁵ Lack of or inadequate access to essential services has forced many females into situations of exploitation and violence in exchange for access to such services.¹⁶

12. Information received suggests that violence continues to be perpetuated by several actors, including State-affiliated institutions.¹⁷ This is further compounded by historically entrenched cultures of non-reporting and institutional complicity, which obscure the nature and scale of sex-based violence against females.¹⁸ Against this background, new and evolving forms of sex-based violence against females have emerged, with the following main causes.

⁹ <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>.

¹⁰ Gender-based violence can also take place against men and boys.

¹¹ General Recommendation No. 35, para 9.

¹² 1993 Declaration on the Elimination of Violence Against Women.

¹³ Submission by Feminist Legal Clinic and Fundacion por la Democracia.

¹⁴ Submission by Lithuania.

¹⁵ Submissions by Mexico.

¹⁶ Submission by Simavi.

¹⁷ Submission by L. Arrieta.

¹⁸ Submissions by Belgium

A. Erasure of sex specific language and categories

13. Recently, there has been a concerted international push to delink the definition of men and women from their biological sex,¹⁹ and erase the legal category of “women”. Such efforts have undermined the practical achievement of equality between men and women. Women are therefore being denied their rightful recognition as a distinct category in law and society.²⁰ It is a form of “coercive inclusion” which relies on the expectation that women will be kind enough to sacrifice their own recognition and protection for the sake of others.²¹

14. The suppression of women in language and law occurs in several forms: by replacing sex-specific language with neutral language; by reinterpreting sex-specific language to refer to gender identity rather than sex; and by referring to females in dehumanizing, biologically reductive terms such as “birthing persons” “menstruators/bleeders” or “vagina havers” with “front holes”.²² Such a framing is accompanied by describing the distinction between male and female itself as “biological essentialism” and “an intrinsic expression of patriarchal structures”,²³ rather than the material reality onto which oppressive gender norms and stereotypes are imposed.

15. In an effort to provide recognition for males who identify as women or girls, many states have denied females their own right to be recognized in law as a distinct, particularly vulnerable group in need of targeted protection as envisaged by international law,²⁴ including lesbian and bisexual women.²⁵ The pursuit of neutrality can often lead to a form of blindness to the distinct needs, rights, and vulnerabilities of particular groups. If the category of biological females is erased or fundamentally decoupled from sex-based oppression, that oppression becomes increasingly difficult to identify and, thus, to combat. In sum, we cannot protect what we do not define.²⁶

16. A powerful examination of the negative effects of the erasure of sex specific language and categories can be seen in the recent decision of the UK Supreme Court, which held that references to “sex” and “woman” in domestic anti-discrimination law must be references to biological sex.²⁷ This ruling protects women and girls under a distinct category while also providing anti-discrimination rights to those who identify as transgender, without undermining the right of women and girls to single-sex spaces.

B. Elimination of sex-specific data

17. The UN recognizes that all humans have a right to a legal identity, and that this identity must include the sex of the person concerned²⁸. As a key demographic variable, the collection of accurate, robust data based on sex is essential to evidence-based policymaking across sectors, from healthcare to criminal justice. Accurate data is essential for combating systematic patterns of sex-based violence and oppression.²⁹ The lack of data segregated by “sex”,³⁰ confidentiality, data security, and underreporting by victims of violence³¹ are barriers to having good quality data needed for ending violence against women and girls

¹⁹ Submissions by For Women Scotland.

²⁰ Submission by Argentina.

²¹ Submission by WDI France.

²² Submission by A. Nobre; WoLF.

²³ Joint submission by Amnesty International et al.

²⁴ Submission by Argentina.

²⁵ Submissions by LGB alliance; WDI France.

²⁶ Expert Consultation.

²⁷ For Women Scotland v The Scottish Ministers [2025] UKSC 16.

²⁸ E/CN.3/2020/15 of 2019.

²⁹ Submission by Venezuela.

³⁰ Submission by Lutheran World Federation.

³¹ Submission by ZAFPPAD.

18. In recent decades, there has been a growing trend to collect gender identity data instead of sex-related data, including by the United Nations.³² The phenomenon is particularly evident in the 21 countries that have allowed for self-identification of gender identity (as of November 2020), such as Brazil, the UK and Australia³³. This is especially problematic in healthcare.³⁴ The failure of medical science to account for sex differences is a well-known phenomenon with profound implications for women’s healthcare outcomes.³⁵ For example, the effectiveness of medication for women with the effect of drugs on the female body is poorly researched and understood.³⁶

19. Collecting sex-based data does not reduce people to biological categories. It simply records information that is necessary to track outcomes for distinct groups to eliminate unjust disparities between them and provide targeted support, including trans people.³⁷ Claims that the term “sex-based violence excludes non-binary, gender-diverse, and transgender individuals”³⁸ wrongly implies that these individuals either do not have a sex or do not experience discrimination and violence based on their sex.

C. Cementing sexist stereotypes

20. Sex-based violence perpetuated gender inequality, reinforcing harmful stereotypes³⁹ and norms that further marginalize females. It occurs when gender norms are reified as essential aspects of what it is to be a man or a woman. Sex-based violence against women and girls is intrinsically linked to such stereotyping, as both are “crucial social mechanisms by which women are forced into a subordinate position compared with men”⁴⁰. Some of the most pernicious sexist stereotypes that fuel violence against women and girls are those that objectify females, sexualise, and commodify the female body⁴¹ and eroticise violence⁴². The system of pornography, which presents violent and dehumanising depictions of women,⁴³ has significantly contributed to reinforcing stereotyped roles of women and maintaining women’s inferior status in society at a global level.

21. While international law obliges States to eliminate such stereotypes, there has emerged a central tension between fulfilling this obligations and aspects of gender identity theory which are heavily based on stereotypes, often framing sexist norms about how women should dress and behave as a form of “gender expression” which reinforces those stereotypes rather than combatting them.⁴⁴ In its extreme form, this worldview is accompanied by the erroneous belief that biological differences between males and females are themselves “outdated stereotypes”.⁴⁵ Dress and appearance are reified as manifestations of true gender

³² For example, the statistical framework for measuring gender-related killings issued by UN Women and the UNODC in 2022 recommends collecting data on the sex of the perpetrator, while recommending the indication of the victim’s gender identity or sexual orientation only. Both the Office of High Commissioner of Human Rights and the World Health Organization will define sex as a set of biological and physiological characteristics, but neither acknowledges sex as a biological category. UN agencies also tend to use gender/sex interchangeably.

³³ Expert consultation.

³⁴ C. Perez, *Invisible Women: Exposing Data Bias in a World Designed for Men*, (2019 Chatto & Windus).

³⁵ R. Shansky and A. Murphy, “Considering sex as a biological variable will require a global shift in science culture” (2021) 24(4) *Nat Neurosci* 457-464.

³⁶ FDA-2013-S—610.

³⁷ Expert consultation.

³⁸ Submission by Canada.

³⁹ Submission by El Salvador.

⁴⁰ Istanbul convention, Preamble, 2011, CoE.

⁴¹ Submission by DIAKA.

⁴² European Parliament resolution of 17 April 2018 on gender equality in the media sector in the EU (para d. preamble) <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018IP0101>.

⁴³ Submission of Exodus Cry.

⁴⁴ Submission by WDI France.

⁴⁵ Submission by Amnesty International et al.

identity, while the fact that humans are mammals is presented as an anti-scientific, regressive stereotype. Recognition that women are female does not reduce women to biological determinism; it simply materially defines them.

22. There is also a significant co-occurrence of what is known as gender dysphoria or incongruence and autism spectrum disorder diagnoses.⁴⁶ Research suggests that the odds of being diagnosed with gender or bodily dysphoria are three times higher for children and adolescents with an autism spectrum diagnosis compared to those without, with girls particularly affected.⁴⁷ They are particularly vulnerable to the socially contagious stereotyped roles as a coping strategy, placing them at risk of erroneously adopting stereotypes as their core identity while experiencing dissociation from their sexed bodies. The long-lasting and harmful consequences of social and medical transitioning of children, including girls, are being increasingly documented. They include: persistence or intensification of psychological distress; persistence of body dissatisfaction; infertility, menopause, increase in the risk of osteoporosis; sexual dysfunction; and loss of ability to breastfeed in cases of breast mastectomy (to mention a few). This has rightly led several countries, such as the UK, Brazil, the Netherlands, to change course and restrict the access of children to puberty blockers, cross-sex hormones and bodily surgeries to sexual and reproductive organs.⁴⁸ . Allowing children access to such procedures not only violates their right to safety, security, and freedom from violence, but also disregards their human right to the highest standards of health, and goes against their best interest. Children are also not able to make an informed consent to such procedures. Where these procedures have been found to have caused grave and life long lasting harm, consent would be meaningless for both adults and children.

23. While “harmful” stereotypes seem to be a concern of some policymakers, their responses appear often limited to superficial measures dealing with mannerisms, lifestyles and dress-codes. Moreover, some States disregard women-specific needs and risks they face because they are women (aka “gender neutral” or “unisex” policies); underpinned by the misplaced belief that women can meaningfully consent to policies that harm and exploit them and that their “choices” are always empowering. Therefore, in addressing stereotypes, States often confuse actions related to personal identification and personal expression, and fail to adopt measures that address the power imbalance between men and women based on the social and cultural meaning given to biological differences.

24. Cementing stereotypes can render invisible the distinct sex-based vulnerabilities of females, including those who do not identify as such, undermining a genuinely intersectional approach.⁴⁹ The obligation to protect the human rights of all females, irrespective of how they identify, is rooted in international law, including through the commitment to intersectionality that recognizes the intersection between discrimination based on sex and gender identity.⁵⁰

⁴⁶ A.Kallitsounaki & D.M. Williams, “Autism Spectrum Disorder and Gender Dysphoria/Incongruence. A systematic Literature Review and Meta-Analysis” (2023) 53(8) *Journal of autism and developmental disorders* 3103-3117.

⁴⁷ N. Khan et al., “Co-occurring autism spectrum disorder and gender dysphoria in adolescents” (2023) 152(2) *Pediatrics* 1-8.

⁴⁸ See for example Cantor, James M. "Expert Report in Brianna Boe, et al. v. Hon. Steve Marshall, et al." United States District Court for the Middle District of Alabama, Northern Division, May 19, 2023; Biggs, M. (2020). Puberty blockers and bone health: A review of the evidence. *Transgender Health*, 5(4), 245–250. <https://doi.org/10.1089/trgh.2020.0057>; Sarah C. J. Jorgensen, Natacha Athéa, and Céline Masson, "Puberty Suppression for Pediatric Gender Dysphoria and the Child's Right to an Open Future," *Archives of Sexual Behavior* 53, no. 5 (May 2024): 1941–56, <https://doi.org/10.1007/s10508-024-02850-4> and Clayton, Alison. “The Gender Affirmative Treatment Model for Youth with Gender Dysphoria: A Medical Advance or Dangerous Medicine?” *Archives of Sexual Behavior* 51, no. 2 (February 2022): 691–98. <https://doi.org/10.1007/s10508-021-02232-0>.

⁴⁹ General Recommendations No. 40, para 27.

⁵⁰ Submission by C. Methven O’Brien, School of Law, University of Dundee.

V. Consequences of erasure of sex specific considerations

A. Inaccurate understanding of violence against women and girls

25. In most countries, including Romania,⁵¹ the most prominent forms of sex-based violence against females are physical, psychological, and sexual. The language and terminology used to describe females have a direct impact on how violence is understood, reported, and how society acquires awareness about it.⁵² Particularly concerning is the fact that in a number of countries, such as the USA, Canada⁵³, New Zealand, Ireland, Malta, and Australia, law enforcement, the judiciary, and the media call male perpetrators of violence by their self-declared gender identity, thereby also skewing the rates of male/female offending. Since women commit a very low number of violent crimes, particularly sex offences, even small variations can have statistically significant effects. These statistical anomalies have been detected already in the UK, Canada and Norway. In Norway for example, after introduced self-identification of gender identity, the number of rapes committed by women rose from 12 in 2015 to 44 in 2017.⁵⁴

26. Factoring in sex is important to ensure an appropriate and relevant understanding of the multi-causality of violence against females, including on intersecting grounds.⁵⁵ Sex/gender neutral approaches also enforce victim blaming of women, minimize abuse, enforce male privilege, and affect the ability of state and other actors to identify and define violence against females as primarily male violence⁵⁶, rendering it more difficult to practically combat.⁵⁷

B. Failure to design effective policies promoting equality

27. The absence of single sex spaces and gender/sex neutral approaches and services can be observed in many states that moved from “equality between women and men” or “sex equality” to “gender equality” in their policies and targets.⁵⁸ This is often accompanied by a progressive elimination of funding and policy initiatives aimed at supporting women, or specific groups of women, including organizations supporting female victims of male violence.⁵⁹

28. The erasure of sex as a distinct vector of analysis within law and policy obscures the unique vulnerabilities of females, increasing the risk of exploitation. Special measures designed to increase their participation in society, including quotas and separate female categories in politics, awards and sport, have been removed and replaced by categories based on gender identity leading to the loss of parity or the impact of temporary special measures designed to improve inclusion and achieve women’s equality with men.⁶⁰

29. The denial of the sex-specific needs of females who are victims results in the failure to provide appropriately tailored protections,⁶¹ such as single sex facilities, services, and spaces.⁶² Female-only spaces are essential in contexts when women are especially vulnerable or require privacy from men.⁶³ For example, in the UK, the loss of female-only spaces has

⁵¹ Submission by Romania.

⁵² Submission by Türkiye.

⁵³ Submission by Vancouver Rape Relief.

⁵⁴ A.Asteriti, *Gender Identity in International Law*, Cambridge Scholars Publishing, 2024, p.218.

⁵⁵ Submissions by Lithuania.

⁵⁶ Submission by Kafa of Lebanon.

⁵⁷ WAVE Handbook 2020.

⁵⁸ Expert Consultation.

⁵⁹ Submission by Rape Crisis England and Wales.

⁶⁰ Submission by WDI France.

⁶¹ Submission by Montenegro.

⁶² Submission by WAVE.

⁶³ Submission by LGB Alliance.

led to intimidation, fear, loss of trust, coercion, and loss of dignity.⁶⁴ Women may feel bullied, harassed or humiliated for being forced to share intimate spaces with males who identify as women, or participate actively in “affirming” their colleagues’ gender identity. It has also had a chilling effect on women in the workplace, employers and service providers,⁶⁵ who hesitate to provide female-only support out of fear that doing so could result in the loss of funding.⁶⁶

C. Denial of sex specific needs, including single sex spaces

30. Approaches that deny the sex specific grounds for discrimination and violence against women and girls undermine the ability to provide effective and relevant services for women, particularly survivors of violence,⁶⁷ and women and girls with specific needs. Besides the known risks to fairness, safety and privacy, this shift may cause women to self-exclude from services and spaces given uncertainty about finding female-only support or having their specific needs met,⁶⁸ which also impedes their participation in public life.

31. This is of particular concern in prisons. In several countries⁶⁹, male prisoners can be transferred to female prison estates if they identify as females, including self-identify. Many women in prison face profound vulnerabilities, including histories of trauma, poverty, and abuse. Female prisoners, when housed and required to share facilities with male prisoners, experience harassment, physical, psychological and sexual violence⁷⁰. Data from the UK⁷¹, the USA⁷², Sweden,⁷³ and Canada⁷⁴ indicate that males who identify as women retain a male pattern of criminality, including with regard to violent offences, including against women and children. At least some of them were living as males at the time of committing the offences.

32. Healthcare settings also present acute risks for females. The provision of single-sex hospital wards plays an essential role in safeguarding them from sexual assault and harassment while receiving medical care, including females with physical or mental disabilities. Women and girls in refugee camps and detention centers are also at specific risk of violence, including sexual harassment and rape. The absence of single-sex toilets and baths for asylum-seeking accommodations often leads to women avoiding using mixed-sex facilities, which, in turn, affects women’s health and wellbeing.

D. Erosion of protections for lesbians

33. The erasure of the definition of lesbians as biological females, who are sexually attracted to other biological females, results in a blurring of boundaries that leaves women vulnerable to violence ranging from sexual harassment and sexual abuse, as well as

⁶⁴ Sex Matters (2023): Women’s services: a sector silenced.

⁶⁵ Submission by Sheila Jeffreys.

⁶⁶ Submission by FiLia.

⁶⁷ Submission by C-Fam.

⁶⁸ Submission by For Women Scotland.

⁶⁹ Expert Consultation.

⁷⁰ Submission by National Council of Women of Canada; Correctional Service Canada, “Examination of Gender Diverse Offenders,” Government of Canada, 2022, <https://www.canada.ca/en/correctional-service/corporate/library/research/glance/442e.html>.

⁷¹ Fair Play For Women. (2020). Written evidence submitted by Fair Play For Women (TRA0027) [Written evidence]. UK Parliament, Women and Equalities Committee. <https://committees.parliament.uk/writtenevidence/18973/pdf/>.

⁷² Women’s Liberation Front, Corrected Brief of Amicus Curiae Women’s Liberation Front in Support of Plaintiffs-Appellees, Amicus Brief (Equality Collective, April 2023), <https://files.eqcf.org/wp-content/uploads/2023/04/66-CORRECTED-Amicus-Brief-WLF-iso-Plaintiffs-Appelles.pdf>.

⁷³ C. Dhejne et al., “Long-Term Follow-Up of Transsexual Persons Undergoing Sex Reassignment Surgery: Cohort Study in Sweden” (2011) 6(2) PLoS ONE 1-8.

⁷⁴ <https://www.canada.ca/en/correctional-service/corporate/library/research/glance/442e.html>.

workplace discrimination and online harassment.⁷⁵ Sexual violence against same-sex attracted women often goes unreported due to stigma and fear.⁷⁶ Lesbians are routinely sexualized by heterosexual men and are routinely coerced into sexual relations with males who identify as women.⁷⁷ The term ‘lesbian’ is one of the most common search terms within pornography, and the pornification of lesbian women has led to increased objectification and sexual assault at the hands of men.⁷⁸

34. The conflation of sex and gender identity has resulted in an increase in social pressure on lesbians to accept male individuals who identify as women as sexual partners.⁷⁹ In Australia, this has culminated in a judicial ruling, as the advocacy group Lesbian Action Group cannot organize meetings or events exclusively for lesbian women and such events must include bisexual women and cannot be confined to biological females. This is in stark contrast with the treatment of a hotel in Australia, which has been permitted to refuse heterosexuals on the basis that doing so would facilitate the achievement of equality for gay men.

35. Adolescent girls who are distressed about puberty and/or their emerging sexual orientation may develop temporary gender dysphoria in adolescence.⁸⁰ 89% of females attending the world’s largest gender clinic (GIDS) in the UK were sexually attracted to other females. Of the females attending where sexual orientation data was available, 67.6% were lesbian and 21.1% were bisexual.⁸¹ In one study, female detransitioners were three times more likely to be lesbians than to be straight, with difficulty accepting sexual orientation expressed by a large portion to be a reason behind transition and subsequent detransition.⁸² Evidence from follow-up studies found that childhood gender distress will recede with puberty in about 80% of cases,⁸³ indicating that for a large proportion of girls and young women experiencing gender distress, coming to terms with and accepting a same-sex sexual orientation can be an important part of sexual development.

E. Denial of freedom of belief and speech

36. Many, particularly females, have noted a chilling effect on discussion around sex-based violence and discrimination that seeks to consider the importance of sex.⁸⁴ Females and their male allies have also been forced to refer to males identifying as women by their preferred female pronouns, including where these males have perpetrated abuse and violence against females.⁸⁵ Females asserting their right to speak on issues pertaining to sex and gender have been subjected to online vilification, threats, including death threats⁸⁶ and smear campaigns. Their views of centering sex in the experience of discrimination and violence have been criticized as a “reductive biologically deterministic binary” and a “dangerous retrogression”.⁸⁷ They have been branded as “transphobic”, “Nazis,” or “*genocidaires*” with the purpose of deterring women from speaking, shaming them into silence, and incite

⁷⁵ Submission by LGB Alliance.

⁷⁶ Submissions by R. Olleson, criminal lawyer; Lithuania.

⁷⁷ Get the L Out, “Lesbians at Ground Zero” (2019).

⁷⁸ Expert Consultation.

⁷⁹ Submissions by Courage Coalition.

⁸⁰ Submission by LGB Alliance.

⁸¹ Ibid. V. Holt et al., “Young people with features of gender dysphoria: Demographics and associated difficulties” (2016) 21(1) *Clinical Child Psychology and Psychiatry* 108-118.

⁸² L. Littman, “Individuals Treated for Gender Dysphoria with Medical and/or Surgical Transition Who Subsequently Detransitioned: A Survey of 100 Detransitioners” (2021) 50 *Archives of Sexual Behaviour* 3353-3369.

⁸³ R. Kaltiala et al., “Gender dysphoria in adolescence: current perspectives” (2018) 9 *Adolescent Health, Medicine and Therapeutics* 31-41.

⁸⁴ Submissions by WDI France.

⁸⁵ Submission by R. Olleson, criminal lawyer.

⁸⁶ Submission by LGB Alliance.

⁸⁷ Submission by Amnesty International et al.

violence and hatred against them.⁸⁸ Concerningly, some international and regional organizations have equated gender critical feminism with anti-gender conservatism.⁸⁹

37. In several countries, women who voice support for the political importance of biological sex are subject to violence, often in very public and threatening ways, including censorship, legal harassment, employment loss, loss of income, removal from social media platforms, speaking engagements, and the refusal to publish research conclusions and articles. Some women have been ostracised so severely that they have attempted suicide.⁹⁰ Such acts severely affect the equal, safe and dignified participation of women and girls in society.

VI. Emerging forms of sex-based violence

A. Consequential suicide as femicide

38. Femicide is a distinct form of male violence against women, involving the murder of women and girls, predominantly by men, solely due to their female sex.⁹¹ The careful use of accurate language is crucial in describing and addressing sex-based violence.⁹² The term “femicide” highlights the specifically sex-based nature of male violence against women. Throughout the world, femicide remains a global emergency, with rates of femicide against women and girls increasing.⁹³ ⁹⁴ An estimated 85,000 women and girls were killed in 2023, 60% (51,000) by intimate partners or family members, equating to one death every 10 minutes⁹⁵.

39. Evidence from several countries⁹⁶ highlights that many women are particularly subjected to psychological violence, including coercive control, predominantly by their male intimate partners⁹⁷. There is emerging evidence that male violence against women, such as that occurring in the context of domestic violence, increases the risk of consequential suicide,⁹⁸ with female victims of male violence seeking suicide as a way to end the abuse they suffer.⁹⁹ This abuse can be so severe that it can constitute torture.¹⁰⁰ Forced suicide or suicide attempts, as a result of domestic violence,¹⁰¹ including in the context of child custody,¹⁰² are also under-recognised.¹⁰³ These often occur following consistent and vicious campaigns of post-separation abuse.¹⁰⁴

B. Femi-genocide

40. The experiences of women and girls who are targeted deliberately and with intent for destruction in whole or in part do not receive the attention they deserve. Genocide is the ultimate crime and the gravest violation of human rights possible, violating the right of

⁸⁸ Statement by the Special Rapporteur on Violence against Women and Girls, 22 May 2023.

⁸⁹ F. El-Nagashi and A. Zobnina, “How Europe Lost the Plot on Women’s Rights”, (2025) Compact.

⁹⁰ Submission by Matria, Brazil.

⁹¹ Submission by National Council of Women of Canada.

⁹² Submission by Resistenza Femminista.

⁹³ Submission by ROSA of Croatia.

⁹⁴ <https://www.femicidecensus.org/reports/>.

⁹⁵ UN Women, Five Essential Facts to know about femicide, 25 November 2024.

⁹⁶ Submission by Morocco.

⁹⁷ Some of these male partners have also transitioned to identity as women (Submission by Women Declaration International et al).

⁹⁸ Submission by the State of Palestine.

⁹⁹ Submission by Marta, Latvia and Sushmita Golcha.

¹⁰⁰ Submission by FILIA.

¹⁰¹ <https://www.vkpp.org.uk/vkpp-work/domestic-homicide-project/>.

¹⁰² Expert Consultation.

¹⁰³ Submission by Sadiq Bhanboo.

¹⁰⁴ Submission by Hague Mothers.

females to exist against those who intentionally try to exterminate them. However, a sex specific and gendered approach is necessary if the international community wants the Genocide Convention to answer contemporary challenges concerning groups of people it seeks to protect. Two contemporary examples particularly stand out: the deliberate destruction of Palestinian and Afghan females.

41. The Israeli Genocide against Palestinians, particularly in Gaza, has been marked by an extremely high civilian casualty ratio compared to other armed conflicts in the last decade. By the 22nd of March 2025, an estimated 8,300 women and 15,600 children, half of whom are girls, have been killed, accounting for 47% of the estimated 50,021 Palestinians killed.¹⁰⁵ When more accurate data were available, the estimates of women and children killed stood at 60-70%. Israel's attacks on civilians, including women who failed to distinguish between civilians and combatants, are often accompanied by calls not to spare anyone, since all Gazans were complicit. Discourse by Israeli figures inciting violence against Palestinians often dehumanises Palestinians, including women and children.¹⁰⁶ The large-scale, deliberate and systematic killing of Palestinian women, because they are both Palestinian and female, is put at the service of genociding Palestinians.

42. The Taliban's treatment of Afghan women and girls since their 2021 return to power is widely regarded as oppressive in the world of females due to its systematic, widespread, and draconian erasure of their fundamental rights. Through over 70 decrees, the Taliban have banned girls from secondary and higher education, prohibited women from most employment, restricted their freedom of movement by requiring male guardians, and barred them from public spaces. These policies, coupled with the ban in December 2024 on women to study medicine, nursing and midwifery, have severely restricted access of females to health services, including for pregnant women. Women have been confined to virtual house arrest, fostering a mental health crisis with high rates of depression and suicide¹⁰⁷. Rather than attempting to coin a new legal concept, such as "gender apartheid", the Special Rapporteur calls for the recognition that the Taliban's current treatment of females constitutes genocidal acts against women in line with article 2.b, 2.c and article 2.d of the 1949 Convention on the Prevention and Punishment of the Crime of Genocide. Females in today's Afghanistan could qualify as a "national group" under the Genocide Convention's Article II, given the travaux préparatoires' flexible and undefined scope of the term. The drafters of the Convention deliberately left "national group" without a precise definition, encompassing collectives with shared cultural, historical, or social identities, not strictly tied to legal citizenship or state nationality. Afghan females form a distinct collective within the nation, unified by their female sex and their shared experiences of oppression and violence based on their sex. Afghan females cannot opt out of the discrimination they face, hence the centrality of their female sex to their experience. The travaux emphasize protecting stable, involuntary groups targeted for their collective identity; and Afghan females, as half the population, are a permanent and inseparable part of the Afghan nation yet singled out for destruction.¹⁰⁸

43. While the crimes committed against Palestinian and Afghan females and others in the future also qualify as crimes against humanity, excluding them from the purview of the Genocide Convention does not reflect the seriousness of the offence, including the *mens rea* to physically and biologically destroy the targeted females.

C. Sex selective practices

44. Prenatal sex selective practices, including sex selective abortion, are a major form of sex-based violence. Sex selective practices encompass "all practices that involve the direct

¹⁰⁵ OCHA, Reported impact snapshot | Gaza Strip (25 March 2025).

¹⁰⁶ <https://www.ohchr.org/en/press-releases/2023/12/gaza-strip-states-are-obliged-prevent-crimes-against-humanity-and-genocide>.

¹⁰⁷ <https://news.un.org/en/story/2024/08/1153151>.

¹⁰⁸ Strandberg Hassellind, Filip (2020) "Groups Defined by Gender and the Genocide Convention," *Genocide Studies and Prevention: An International Journal*: Vol. 14: Iss. 1: 60-75.

or indirect elimination of girl children because they are female”.¹⁰⁹ Sex-selective practices are rooted in a culture of son preference and daughter aversion, linked to persistent socio-economic conditions that lead to men and boys being perceived as economically and socially more valuable than females.¹¹⁰ As a result, “sex-selective practices, which are a global phenomenon, represent one of the most direct and blatant forms of sex-based violence and discrimination, beginning at the earliest stages of life”.¹¹¹ According to UN estimates, as of 2020, 142 million females were “missing” globally as a direct result of sex-selective practices, particularly in Asia.¹¹² Sex-selection also takes place in pregnancies via surrogacies, though data on the scale of the practice is missing.¹¹³

45. India has one of the world’s most skewed sex ratios at birth, with at least 9 million female births going “missing” between 2000 and 2019. These practices can continue in the postnatal period, with centuries of son preference in India being expressed in female infanticide and excess mortality amongst young girls arising from endemic neglect. Despite legal prohibition on sex-selective practices, a lack of effective enforcement has meant that this practice continues to be one of the most widespread forms of violence against females in the country.¹¹⁴

46. Sex selection can also produce further violence against mothers, who face threats of violence and social stigmatization for failing to “produce” male children and are often coerced into abortion and infanticide.¹¹⁵ This can result in significant physical and psychological harm for women that requires shifts in cultural attitudes to effectively overcome.

D. Reproductive violence as a genocidal tool

47. Throughout history, females have experienced discrimination rooted in their sex, including their reproductive function and child birthing capacity, often intersecting with other prohibited grounds. Many of the harmful, abusive, coercive or degrading acts that have already been recognized internationally as forming part of reproductive violence include forced pregnancy, forced abortion, forced sterilization, and forced contraception. There remain, however, newer forms of reproductive violence that have not been analyzed from a human rights perspective.

48. Reproductive violence can become a genocidal tool when it is systematically used to prevent births within a targeted group or to forcibly alter the group’s demographic composition. When these practices are carried out with the intent to destroy, in whole or in part, a national, ethnic, racial, or religious group, they meet the threshold of genocide under international law. The use of reproductive violence as a genocidal tool stands out in Palestine, Myanmar and Sudan.

49. In Gaza, and since October 2023, hospitals, including facilities that provide specific sexual and reproductive health care, such as the only fertility clinic, have been systematically targeted and destroyed, with female patients killed in the process. In the evacuation of hospitals that were attacked by Israel, newborn babies were forcefully abandoned, of which at least 13 died. An estimated 50,000 pregnant women continued to give birth in dangerous, inhumane conditions. The lack of menstrual material for 570,000 females contributed to the undignified inhumane conditions. Thousands of pregnant and lactating women and their newborns experienced severe malnutrition and dehydration, affecting their ability to produce

¹⁰⁹ Submission by ADF International.

¹¹⁰ K. Le, M. Nguyen, Son preference and health disparities in developing countries (26 January 2022) SSM Population Health 17.

¹¹¹ Submission by ADF International.

¹¹² UNFPA, State of the World Population 2020 (2020).

¹¹³ Submission by Casablanca Declaration.

¹¹⁴ Submission by Life for All.

¹¹⁵ Submission by ADF International.

milk.¹¹⁶ By 1 September 2024, at least 37 children had been forcefully starved by Israel¹¹⁷. The long-term consequences of the trauma on the fertility and the newborns of women have been documented, with a rate of miscarriages increased by 300%. In addition, Palestinian women and girls have been systematically subjected to sexual harassment and violence, including rape.¹¹⁸

50. The International Court of Justice recognized in its January 2024 Provisional Measures orders that there are indications that article 2 of the Genocide Convention had been violated. The Special Rapporteur and the commission of inquiry on Palestine have concluded that these acts are genocidal acts under article 6 of the Rome Statute, and constitute genocidal acts under Article 2 of the Convention on the Prevention of Genocide, particularly “imposing measures intended to prevent births within a group” with the intent to destroy, in whole or in part a national, ethnic, racial or religious group. In addition to the systematic and widespread nature, the intent to commit genocide can also be inferred from the repeated declarations made by leaders of Israel and its society, describing the Palestinian woman, pregnant woman and baby as the enemy.¹¹⁹

51. In Myanmar, the military authorities have adopted laws that include explicit restrictions on the birth and marriages of Rohingya, such as a two-child limit, imposing a 36-month birth spacing, and a requirement to obtain permission before marrying, which are difficult to meet. Furthermore, there was evidence of deliberate attacks on healthcare facilities and services that provided reproductive health care to Rohingya women, further impeding their ability to bear and raise children. These actions laid the ground for the 2016-2017 atrocities that were committed against the Rohingya, including discourse that sought to incite violence and hatred against Rohingya women, representing their fertility as a serious threat to the Bamar majority¹²⁰. Similarly, Gambia’s application to the International Court of Justice accused Myanmar of violating multiple articles of the Genocide Convention, including those listed under Article 2.d. In their joint intervention to the International Court of Justice, several countries also argued that many consequences that the sexual violence against the Rohingya resulted in, including unwanted pregnancies and stigma it generates, “can serve to demonstrate the perpetrator’s intent to both physically and biologically destroy a protected group”¹²¹. The lack of access of Rohingya refugees to adequate sexual and reproductive health services in Myanmar or in Bangladesh raises concerns about the exposure of victims of violence to the long-term impacts of sexual violence, including psychological trauma, HIV infections, and unsafe abortions.¹²²

52. Finally, and since the outbreak of Sudan’s civil war in April 2023, the Rapid Support Forces have systematically employed reproductive violence as a genocidal tool against women and girls, particularly targeting non-Arab ethnic groups. This violence includes widespread rape, gang rape, sexual slavery, and deliberate genital mutilation, aimed at humiliating, displacing, and ethnically cleansing communities. Reports document rapes of females as young as 9, often in front of family members, to maximize trauma and social stigma. Such acts are intended to prevent births within targeted groups by causing severe physical and psychological harm, with some victims dying from injuries or being rendered infertile. In particular, the Rapid Support Forces strategy appears to involve impregnating survivors to alter ethnic bloodlines, as noted in accounts describing forced pregnancies, to “erase” non-Arab identities. With thousands of estimated rape cases¹²³—likely underreported due to stigma and lack of medical access—these atrocities, coupled with attacks on reproductive health services, constitute war crimes and potential crimes against humanity,

¹¹⁶ Submission by WCLAC.

¹¹⁷ <https://www.unicef.org/press-releases/new-year-brings-little-new-hope-children-gaza-least-74-children-reportedly-killed>.

¹¹⁸ A/HRC/58/CRP.6.

¹¹⁹ Ibid.

¹²⁰ <https://opiniojuris.org/2024/06/07/symposium-on-reproductive-violence-in-international-law-reproductive-violence-against-the-rohingya-a-perspective-on-myanmar/>.

¹²¹ <https://www.icj-cij.org/index.php/node/203299>.

¹²² A/HRC/42/CRP 4 (August 2019).

¹²³ According to UNICEF, more than 12.1 million people are at risk of sexual violence (UNICEF, Sudan’s Child Rape and Sexual Violence Crisis).

aligning with genocidal intent under the Genocide Convention.¹²⁴ In addition, there have been credible reports of sexual slavery, forced marriage, and human trafficking under conditions of extreme violence that would amount to torture.¹²⁵

E. Violence through digital technologies

53. Technology-facilitated violence against females is an increasing concern¹²⁶ that often remains unrecognized and unreported.¹²⁷ A 2021 study on online violence against women in 45 countries worldwide found that 85% of the women surveyed had encountered online violence,¹²⁸ including harassment, the sharing of intimate and sexual content through social media, sextortion, cyberbullying,¹²⁹ and the exploitation of females in pornography.¹³⁰ According to a report, 97% of the child sexual abuse imagery seen in reports showed girl¹³¹ New tools, such as generative Artificial Intelligence for the creation of manipulated videos, images or audios, are being used for malicious purposes, giving rise to sexual or pornographic content aimed at extortion or coercion.¹³² In the UK, for example, girls have been blackmailed to carry out sexual acts and self-harm on camera by teenage boys.¹³³ The trauma has driven some girls to suicide.¹³⁴

54. An emerging form of sexual exploitation of females comes in the form of AI-generated manipulated images based on sexual abuse¹³⁵, commonly referred to as “deepfakes.” A 2023 report found that 99% of such abuse targeted women.¹³⁶ Perpetrators of such crimes have even devised guides for others on how to create and use such nudifying applications.¹³⁷ There is a direct link between increased levels of seemingly consensual sexual violence and online pornography, which has become “more violent and degrading”,¹³⁸ which the Special Rapporteur has examined in her report on prostitution (A/HRC/56/48).

55. Young females are at a heightened risk of sex-based violence involving harassment, stalking¹³⁹ and revenge porn,¹⁴⁰ using new digital technologies such as smart home devices and phone apps,¹⁴¹ which makes it easier to access women’s locations, addresses, and routines, and facilitates domestic violence involving coercive control.¹⁴² The use of new technologies presents a particular risk for child sex trafficking and the online sexual exploitation of children.¹⁴³ New digital technologies present significant challenges for the

¹²⁴ <https://www.amnesty.org/en/latest/news/2025/04/sudan-rapid-support-forces-horrific-and-widespread-use-of-sexual-violence-leaves-lives-in-tatters>.

¹²⁵ <https://www.ohchr.org/en/press-releases/2024/11/sudan-un-experts-condemn-campaign-violence-against-civilians-amid-rising>.

¹²⁶ Submissions by Singapore.

¹²⁷ Submissions by Montenegro.

¹²⁸ The Economist, Measuring the prevalence of online violence against women, <https://onlineviolencewomen.eiu.com>.

¹²⁹ Submissions by Chile.

¹³⁰ Submission by the Jerusalem Institute of Justice.

¹³¹ *Annual Data Insights Report 2024*, Int’l Women’s F. U.K. (2024), <https://www.iwf.org.uk/annual-data-insights-report-2024/>.

¹³² Submission by COMPI.

¹³³ B. Ellery, ““Sadistic’ gangs blackmailing girls online, NCA warns” The Times, 25 March 2025.

¹³⁴ Submission by Evangelical Fellowship of Canada.

¹³⁵ Submission by Collective Shout.

¹³⁶ Submission by NCOSE.

¹³⁷ Internet Watch Foundation, What Has Changed in the AI CSAM Landscape? July 2024, https://admin.iwf.org.uk/media/nadlcb1z/iwf-ai-csam-report_update-public-jul24v13.pdf.

¹³⁸ Submission by VCASE.

¹³⁹ Submissions by EWL

¹⁴⁰ Submissions by Romania.

¹⁴¹ Submission by Canada.

¹⁴² Submission by Spain.

¹⁴³ Submission by ECPAT-USA.

administration of justice as they allow easier access to the victim and make it difficult to identify aggressors who are often based in other jurisdictions.¹⁴⁴

56. Unfortunately, provisions within the recently adopted United Nations Convention against Cybercrime that allow States Parties to exclude, under their domestic law, the production, transmission, or possession of child sexual abuse material involving an adult, as well as any material that is AI-generated or does not depict a real child, from being classified as criminal offences raise serious concerns, as they contribute to the normalization and perpetuation of the exploitation and abuse of women and girls.

VII. Applicable international and regional human rights standards and practices

57. International human rights frameworks, including the CEDAW, the ICCPR, the Universal Declaration on Human Rights, and the CRC, establish a clear prohibition on discrimination based on biological sex, ensuring women and girls have equal rights to life, health, education, and freedom from violence. These treaties, reinforced by regional agreements like the Istanbul Convention, Maputo Protocol, and Belém do Pará, recognize a continuum of violence, encompassing physical, sexual, psychological, and economic harms, as rooted in systemic sex-based discrimination. Article 1 of the Convention on the Elimination of All Forms of Discrimination Against Women defines such discrimination as any distinction or restriction based on sex that impairs women's rights, while the International Covenant on Civil and Political Rights' Articles 17, 19, 25, and 26 protect privacy, expression, political participation, and equal protection under the law, demanding that States prevent sex-based harassment and violence. The CRC further mandates non-discrimination for girls, emphasizing their protection from harmful practices like female genital mutilation and sexual exploitation, with General Recommendations No. 15 and 20 underscoring the need to eliminate gender stereotypes and ensure equal opportunities.

58. States bear a robust obligation to eradicate sex-based violence and discrimination through comprehensive legal, social, and cultural measures, as outlined in General Recommendation No. 35 of the Committee on the Elimination of Discrimination against Women and the 1995 Beijing Declaration's call for gender mainstreaming across all policies. This includes enacting and enforcing laws criminalizing violence, such as forced marriage and domestic abuse, modifying cultural patterns to eliminate prejudices, and providing gender-sensitive judicial processes and victim support services like shelters and counselling. The Declaration on the Elimination of Violence against Women and General Assembly Resolution 68/181 emphasize protecting women human rights defenders and ensuring accountability for both public and private actors. A due diligence framework mandates preventive, protective, and remedial actions, supported by data collection and resource allocation, to dismantle systemic inequalities and safeguard women and girls throughout their lives, addressing both direct and indirect discrimination as defined by international law. A more detailed overview of the relevant international framework is included in the Annex.

VIII. Conclusions and Recommendations

59. **International law recognizes that while females should not be predestined to a life of subordination because of their sex, acknowledging the reality of biological sex is crucial in addressing the specific forms of oppression faced by women and girls. Policies that seek to erase women as a group that experienced discrimination based on their sex as well as erase women specific language therefore does not only qualify as unlawful discrimination but also rises to constituting violence against women and girls.**

60. **Furthermore, it has also undermined the ability of States to identify, assess and eradicate male violence against women and girls.**

¹⁴⁴ Submission by El Salvador.

61. The Special Rapporteur recommends the following for all relevant Actors, particularly States, service providers, international and regional organizations, as well as civil society organizations and media:

62. Regarding the consideration of sex as a determinant of violence against females:

(a) Ensure that the terms “women” and “girls” as only biological females are recognized in law and in practice and that women-related words are used in policies and legislation that affect females, including those relating to their sexual orientation, reproductive capacity and maternity. Such consistent definition of “men”, “women”, “boys” and “girls” is important so that the discrimination and violence against females committed on the ground of their sex is effectively recognized and prevented. Forfeiting female-specific terminology under the pretext of inclusion is not justified in international law.

(b) Ensure that the specific experiences and needs of specific groups of females that are particularly vulnerable to discrimination and violence on account of their sex are not rendered invisible due to the failure to consider sex as a determinant factor in their experiences of violence. These include, for example, females who are victims of or at risk of violence, such as sexual and reproductive exploitation, females who are same sex attracted, females who experience bodily dysphoria relating to their sex or who do not identify as female.

(c) Uphold the right of children, including girls to the highest attainable standard of physical and mental health, including through the prohibition of legal, social, and experimental, irreversible medical interventions while ensuring comprehensive, evidence-based assessments for those experiencing gender dysphoria to address underlying neurodevelopmental, mental health, or other conditions before any intervention. Additionally, States must establish legal and policy frameworks providing effective remedies, accountability mechanisms, and robust support services for all harmed by such interventions, including those seeking to detransition, ensuring access to individualized care, rehabilitation, and alternative providers independent of prior treatment.

(d) Systematically consider in all policy and practice sex as a factor that is relevant for understanding the experiences of violence of females, particularly sexual violence, femicide, and domestic violence, as well as for the design of prevention and responses.

(e) Protect the rights of females to female-only spaces where they are necessary and proportionate to the legitimate aim of ensuring the safety, dignity and protection of females.

(f) Ensure that females, their allies and organizations representing their interests can freely associate and speak on sex and other grounds that are central to their experiences as females, without suffering reprisals, restrictions on freedom of speech.

63. Regarding sexist stereotypes

(a) State and non-state actors should correctly identify sexist stereotypes, including their new and emerging forms, that hinder the full advancement of women in all spheres of life, in light of historic and new forms of sex-based violence identified in this report. This includes the stereotypes promoted by pornography, plastic surgery, cosmetic and fashion industries, as well as those reinforced by certain aspects of gender identity.

(b) Policies and measures, including through the media, and aimed at eliminating social stereotypes in one area, should not inadvertently contribute to reinforcing stereotypes about women and men, girls and boys, in other areas.

(c) States should fund and lead national campaigns to challenge sexist stereotypes, promoting the equal value of females and clarifying that sex differences are not stereotypes but material realities that should not be used to either justify sex-discrimination or to disadvantage females. Such campaigns should also highlight that

protection from sex discrimination and positive measures for women aimed at eliminating historic inequalities, as well as differentiated permanent measures aimed at protecting women's biologically determined distinctions and needs, do not constitute discrimination against other groups and are justified by international human rights law.

(d) States should implement public education campaigns, including at schools, directed to boys and men to question and change stereotypes of masculinity and the culture of misogyny, which result in harassment, torture, cruel treatment and femicide of women and girls. Such campaigns should provide alternative models of behaviour for boys and men, rooted in respect, responsibility, mutuality, and non-violent behaviour. Campaigns on stereotypes directed at men should pay specific attention to promoting acceptance (by others and self) of diverse human characteristics inherent to all persons, including those that have been stereotypically ascribed to females, such as caring, nurturing and non-aggressive behaviour. It is vital that such campaigns promote acceptance among men of males who may experience discomfort or dysphoria about their sex, body or sexual orientation.

(e) The principles of de facto equality between men and women and the empowerment of women and girls should be integrated into mandatory school curricula to foster critical thinking about cultural practices and social structures leading to the normalization of stereotyped roles of women and men, inferior positions of females, and the trivialization of violence against women and girls;

(f) States should enforce laws prohibiting sex-based discrimination and violence, including media or practices perpetuating stereotyped roles of women and men. This should be accompanied by establishing state oversight bodies to monitor compliance, penalize violations, and regulate content reinforcing sexist norms, including their new and emerging forms;

(g) States should fund support services for girls facing violence, with specialized programs for particularly vulnerable groups, including those on autism spectrums, those with learning disabilities, and victims of sexual violence and child sexual abuse to address heightened risks of bodily dysphoria and bodily dissociation. Allocate state budgets to prioritize high-risk groups and monitor outcomes through independent state bodies. This ensures targeted protection and data-driven interventions to combat stereotyping and violence.

64. Regarding sex specific data:

- Clarify and reaffirm the definition of sex in its ordinary meaning, namely, biological sex. Legislation and policies that expand the definition of sex to include "certified", "legal" sex or conflate or substitute sex with gender identity should be rescinded as they create confusion and undermine the objectives of the fundamental principle of equality between women and men and effectiveness of its implementation. If States record data on gender identity, it should be recorded as a distinct variable from sex.

65. Regarding the protection of females in times of conflict

(a) Document crimes of reproductive violence and femigenocide with the view to improving their recognition, accountability, justice and redress for the victims. The recognition of these crimes by courts is also essential to ensure accountability, justice and non-repetition.

(b) States must reverse the erosion of respect for the laws of armed conflict and the protections they provide for women and girls. States must desist from knowingly exporting arms to actors that engage in such heinous crimes against women and girls, as they are in violation of their international law responsibilities to women and girls.

66. Regarding the effective prevention of prenatal sex-selective practices:

(a) Enact and rigorously enforce laws prohibiting prenatal sex determination for non-medical purposes, sex-selective abortions, and female infanticide. Regulate the

use of ultrasound and other diagnostic technologies with mandatory reporting of all prenatal scans and their medical justifications. This ensures accountability, deters illegal practices, and directly curbs the mechanisms enabling sex selection.

(b) Launch nationwide public awareness campaigns to challenge son preference, promote the equal value of girls, and destigmatize mothers of daughters, engaging community leaders and media to shift cultural norms. Integrate equality between men, women, boys and girls into school curricula to foster long-term attitudinal change. Simultaneously, enhance socio-economic opportunities for females by providing incentives like scholarships and cash transfers for girls' education and health, vocational training, property rights, and social safety nets for women.

(c) Implement systematic data collection on sex ratios at birth, female infant mortality, female infanticide, instances of sex-selective practices to identify trends and high-risk areas; fund research to understand local socio-economic and cultural drivers of these practices, ensuring interventions are context-specific; and publish transparent reports to hold governments accountable and foster international cooperation.

67. Regarding femicide

(a) Explicitly criminalize femicide as a form of violence against women and girls and collect data, disaggregated by sex for the victim and the perpetrator, including through the establishment of femicide observatories.

(b) Data collected and reported on by all relevant actors, including the forensics, must include as a minimum the sex of the victim and the sex of the perpetrator.

(c) Media and policy makers must report in an accurate manner on the crimes of femicide, without absolving or excusing the perpetrator (often seen in the situation of femicide of prostituted women, domestic violence, custody cases).

(d) Examine and criminalize the full spectrum of femicide cases, including those committed against females as a collective and not only on an individual basis, where State omission, inaction or acquiescence might generate an environment that enables perpetrators and their impunity.

(e) The justice system must recognize and devise effective protections for women victims of male domestic violence and offer them trauma healing and empowerment, support for their children and income-generating opportunities to escape and prevent their possible femicide in the hands of partners, mafias, criminal networks and groups, among others.

68. Regarding technology-facilitated violence against females

(a) Use terminology that correctly describes the nature of the crimes being committed against females online. For example, describing crimes of sexual digital forgery as "deepfakes" seeks to undermine their unlawfulness.

(b) Enact and enforce comprehensive legislation criminalizing all forms of digitally facilitated sexual violence, recognizing that they take place almost entirely against females and are perpetrated by males. Establish international protocols to facilitate cross-jurisdictional investigations and prosecutions, ensuring perpetrators are identified and held accountable, while providing victims with access to justice and reparations.

(c) Improve the understanding of the connection between men's rights groups and misogynist groups, as well as the understanding and criminalization of the intersection of sexism with racism.

(d) To be effective, efforts to combat AI-generated violence against females must take place within broader efforts to combat the system of pornography and prostitution, prevention and awareness-raising on all forms of sexual exploitation of females, criminalization of pimping, and the purchase of sexual acts.

(e) In making efforts to impart *de jure* and *de facto* gender equality for all females within the digital sphere, including the digital platforms accessible to children and adolescents, schools must be recognized as places that are cohabited by perpetrators of abuse (creators of sexual abuse images) and victims. Education must be traumatically informed, with indications provided on how to deal with abuse and tackle victim blaming.

Advance unedited version

Annex

I. Approach to consultation and information gathering

1. The Special Rapporteur received 170 submissions from stakeholders. The Special Rapporteur regrets that some non-governmental organizations advocated against engaging with the call for inputs due to the report's focus on sex-based violence. She also held two expert consultations in which 51 persons participated.

II. Relevant international law standards

Prohibition of discrimination and violence against women and girls

2. While the term "sex" has not been defined in international law, that does not mean that "sex" has no meaning in international law. Article 31 of the Vienna Declaration on the Law of Treaties (1969) mandates that treaties be interpreted "in good faith in accordance with the ordinary meaning to be given to the terms of the treaty in their context and in the light of its object and purpose".¹⁴⁵ This provision also requires that States consider the context in which a treaty was concluded, as well as any relevant rules of international law applicable in the relations between parties, and any subsequent practice.¹⁴⁶

3. While not addressing or defining the terms "sex" or "gender", many foundational human rights treaties and declarations¹⁴⁷, enshrine a prohibition of discrimination based on sex, which can only be taken to mean biological sex¹⁴⁸. The Convention on the Elimination of All Forms of Discrimination Against Women also make it clear in its article 1 that "discrimination against women" clearly means any distinction, exclusion or restriction made based on sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women (...). In 2010, the Committee on the Elimination of Discrimination against Women also explained, "the term "sex" here refers to biological differences between men and women"¹⁴⁹.

4. The Declaration on the Elimination of Violence against Women establishes that the exercise and protection of all human rights and fundamental freedoms must be guaranteed to women, on an equal basis with men, in the political, economic, social, cultural, civil and other fields. Furthermore, the resolution establishing the mandate of the Special Rapporteur on violence against women underlined that ending sex-based discrimination was integral to eliminating violence against women.¹⁵⁰

5. Collectively, these references reflect a clear understanding by the international community of the term sex in international law. Until then, the term "gender" was not defined nor used in international human rights treaties, appearing only later in instruments like the Rome Statute of the ICC,¹⁵¹ and the 1995 Beijing Declaration and Platform for Action.

6. It can therefore be concluded that the understanding and practice of States that are parties to international treaties is that the term "woman" in international law refers to a person of the female sex. The Convention on the Elimination of All Forms of Discrimination Against Women recognizes that women have suffered and continue to suffer various forms

¹⁴⁵ Vienna Convention on the Law of Treaties, art. 31.

¹⁴⁶ Ibid.

¹⁴⁷ E.g. the Universal Declaration on Human Rights, the International Covenant on Civil and Political.

¹⁴⁸ The UN Convention on the Elimination of All Forms of Discrimination Against Women:, p. 15.

¹⁴⁹ General Recommendation No. 28.

¹⁵⁰ Commission on Human Rights, Res 1994/45, preambular para. 13.

¹⁵¹ United Nations resolutions reflect a broad acceptance of the terms "gender" and "gender-based violence" by many states, particularly the UN Human Rights Council and General Assembly Resolutions.

of discrimination because they are women. At the same time, the Committee on the Elimination of Discrimination against Women in its jurisprudence recognized that women can experience compounded and multiple discrimination because of the intersection of their sex with other characteristics such as disability, ethnicity or sexual orientation, to name a few. At the same time, the committee also acknowledged that women may suffer discrimination based on their gender identity using the term “transgender women” and “women who are transgender” interchangeably without, however clarifying whether the said identity, in the scope of Convention on the Elimination of All Forms of Discrimination against Women, applies to females, males or both. The latter two would imply that the Convention would lose its status as a unique international instrument whose purpose is protecting females from all forms of discrimination, including those that do not identify as females or that have bodily dysphoria. Such unclarity introduced a central tension between sex-based protection of females, foundational to the treaty, and approaches to gender identity described in more detail in section C entitled “Cementing sexist stereotypes”.

Rights to freedom of thought, and religion, expression, and assembly

7. Article 17 of the International Covenant on Civil and Political Rights prohibits arbitrary or unlawful interference with privacy, family, home, or correspondence, and attacks on honour and reputation. Article 18 protects the freedom of thought, conscience and religion, and Article 19 ensures the right to hold opinions without interference and to freedom of expression, with any restrictions being lawful, proportionate, and necessary for legitimate aims like protecting others’ rights or public order. Article 25 guarantees equal participation in public affairs, voting, and access to public service without discrimination, while Article 26 mandates equal protection under the law, explicitly prohibiting discrimination based on sex or other status. These provisions require States to ensure women can exercise these rights free from intimidation or harassment. All these articles must be upheld “without distinction of any kind, such as ...sex” in line with Article 2 of the Covenant.

8. The Convention on the Elimination of All Forms of Discrimination against Women reinforces these protections by requiring States to eliminate discrimination against women in political and public life, as outlined in Article 7(c), ensuring equal participation in non-governmental organizations. General Assembly Resolution 68/181 urges States to protect women human rights defenders by acknowledging their role, preventing violence, and ensuring legal frameworks comply with international human rights standards.

Rights of the child

9. Article 2 of the Convention on the Rights to the Child mandates that States Parties ensure the rights of all children without discrimination of any kind, including based on sex. Children must also be protected from violence, abuse, and neglect (Article 19), specifically sexual exploitation and abuse (article 34). As General Recommendation No. 15 articulates, girls have a right to health without discrimination, addressing the specific needs of girls and eliminating gender specific barriers to health care for girls. According to General Comment No. 20 of 2016 States must eliminate gender stereotypes and ensure equal opportunities for girls, particularly in education, health, and protection from violence.

10. Article 3 of the Convention on the Rights of the Child enshrines the best interest of the child principle as the prime consideration. Additionally, according to article 6 of the Convention, every child has the inherent right to life and obliges States Parties to ensure to the maximum extent possible the child’s survival and development. These rights are intrinsically linked to the right of the child to live free from violence. Finally, Article 7 of the Convention on the Rights of the Child also recognizes the right of children to preserve his or her identity. Furthermore, article 14 stipulates that States Parties shall respect the right of the child to freedom of thought, conscience, and religion.

State responsibility

11. Article 4(b) of the Declaration on the Elimination of Violence against Women specifies that States should implement without delay, by all appropriate means, a policy aimed at eliminating violence against women and, to this end, refrain from all acts of violence against women.

12. States have an obligation to guarantee non-discrimination in the enjoyment of human rights, including based on sex. Articles 2 and 3 of the International Covenant on Civil and Political Rights mandate States Parties to take all steps necessary, including the prohibition of discrimination on the ground of sex, putting an end to discriminatory actions which impair the equal enjoyment of rights by women.¹⁵² Such an obligation is mirrored in article 22 of the Convention on the Elimination of All Forms of Discrimination Against Women¹⁵³

13. International law does not permit any derogation to the prohibition of discrimination against women based on sex. In situations where there is tension between the right to non-discrimination based on sex and that on other grounds, including gender or gender identity, international human rights law does not support interpretations that would either derogate or subordinate the obligation to ensure non-discrimination based on sex. This position is supported by General Recommendation No. 25 of the Committee on the Elimination of Discrimination against Women, which states that both “*biological* as well as socially and culturally constructed differences between women and men must be taken into account [emphasis added]”.¹⁵⁴ Finally, a combined reading of articles 23, 24 and 2 of the Convention on the Elimination of All Forms of Discrimination Against Women shows that there can be no basis within the Convention for reversing or weakening anti-discrimination measures designed to benefit or otherwise redress discrimination against persons of the female sex vis-à-vis males, including through the application of the concept of ‘gender’.

14. As such, States shall not suspend or derogate from their duty to prevent discrimination based on sex under any circumstances, including during public emergencies. Although some treaties may allow for limited derogations, these cannot extend to measures that discriminate, including those based on sex.¹⁵⁵ Furthermore, as noted by the Human Rights Committee, “[t]he right to equality before the law and freedom from discrimination, protected by article 26, requires States to act against discrimination by public and private agencies in all fields”.¹⁵⁶

15. Most importantly, States must modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women.”¹⁵⁷ The 1995 Beijing Declaration and Platform for Action also called for systematically incorporating gender perspectives into all policies and programmes.”¹⁵⁸

¹⁵² International Covenant on Civil and Political Rights, entered into force 23 March 1976.

¹⁵³ General Recommendation 28, para 5.

¹⁵⁴ General Recommendation No. 25, para. 8.

¹⁵⁵ <https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-civil-and-political-rights>.

¹⁵⁶ Human Rights Committee, ‘General Comment No. 18, para 13.

¹⁵⁷ Article 5 and 10c.

¹⁵⁸ Beijing Declaration, para 204.