Attached is an advance copy of the **Report of the Secretary-General on women and peace and security** for the information of the members of the Security Council.

This report will be issued as a document of the Security Council under the symbol S/2015/716.

17 September 2015

Report of the Secretary-General on women and peace and security

I.   Introduction

1.   The present report is submitted pursuant to paragraph 16 of Security Council resolution 2122 (2013) in which the Council invited me to commission a Global Study on the implementation of resolution 1325 (2000), highlighting good practice examples, implementation gaps and challenges, as well as emerging trends and priorities for action, and to submit within my 2015 report to the Security Council the results of this. It also includes an update on annual progress towards the implementation of resolution 1325 (2000) as measured using the indicators designed for this purpose.

2.   I have closely followed the preparations for the Global Study and the related High-level Review to assess progress in implementing resolution 1325 (2000). I welcome the consultative and comprehensive approach taken by the lead author of the study, Radhika Coomaraswamy, my former Special Representative on Children and Armed Conflict and former Special Rapporteur on Violence against Women, the distinguished 16-member high-

The submission of this report was delayed by three business days as the preparation of the Global Study on the implementation of resolution 1325 was off-schedule.

level advisory group,[1] the UN-Women Secretariat, the United Nations Standing Committee on Women, Peace and Security, and the informal "Friends of the Global Study" Member State group, in their work assessing the implementation of the women, peace and security agenda from the global to the local level. The active engagement of Member States, United Nations entities, regional organizations and civil society, including research institutes,[2] in this task has been impressive and lends promise for the implementation of the Global Study's recommendations.

3.   I am pleased to share select findings of the Global Study. Its recommendations are informed by a series of regional consultations and country visits, direct inputs from all actors[3], cutting-edge research and data analysis.[4] I am particularly pleased by the efforts made to ensure synergies with related reviews, including the High-Level Independent Panel on United Nations Peace Operations, the Advisory Group of Experts for the 2015 Review of

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[1] Members of the High-level Advisory Group are Dr. Alaa Murabit (Canada/Libya), Ambassador Anwarul Chowdhury (Bangladesh), Ms. Bandana Rana (Nepal), Ms. Elisabeth Rehn (Finland), Ms. Igballe Rogova (Kosovo), Ms. Julia Kharashvili (Georgia), Ms. Leymah Gbowee (Liberia), Ms. Liliana Andrea Silva Bello (Colombia), Ms. Luz Mendez (Guatemala) Ms. Madeleine Rees (United Kingdom), Major General Patrick Cammaert (Netherlands), Ms. Pramila Patten (Mauritius), Ms. Ruth Ochieng (Uganda), Ms. Sharon Bhagwan Rolls (Fiji), Ms. Yasmin Sooka (South Africa), and Mr. Youssef Mahmoud (Tunisia). Ms. Maha Abu Dayyeh (State of Palestine) served as a member of the High-level Advisory Group until her passing on 9 January 2015.

[2] Over 120 written submissions were received from close to 50 Member States, as well as from regional and sub-regional organizations, United Nations entities, and civil society, including research institutions. Preparations for the Global Study included global consultations with Member States and civil society, country visits and regional consultations with Member States, regional organizations, civil society and academia in Brussels, Belgium; Addis Abba, Ethiopia; Kathmandu, Nepal; Tirana, Albania; Banja-Luka, Sarajevo, Bosnia and Herzegovina; Vilnius, Lithuania; The Hague, Netherlands; Guatemala City, Guatemala; Kampala, Uganda; Cairo, Egypt; and Suva, Fiji. The civil society survey was conducted in partnership with UN-Women and the Global Network of Women Peacebuilders, and received 317 responses, from 71 countries, between 13 February 2015 and 1 May 2015. See "Global Report: Civil Society Organization (CSO) Survey for the Global Study on Women, Peace and Security: CSO Perspectives on UNSCR 1325 Implementation 15 Years after Adoption" (Global Network of Women Peacebuilders, Cordaid, NGO Working Group on Women, Peace and Security, International Civil Society Action Network, July 2015).

[3] As mentioned in paragraph 2.

[4] Including updated data for indicators to track the implementation of resolution 1325 (2000). See S/2010/498.

the United Nations Peacebuilding Architecture, the preparations for the 2016 World Humanitarian Summit, the 2030 Agenda for Sustainable Development, and the 20-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action. I, together with my senior managers, will carefully study the findings and recommendations. I strongly encourage all stakeholders to seriously consider the concerns voiced through this study and respond to the demands for stronger action and concrete results.

I.   Overview of Progress and results of the Global Study on women, peace and security

4.   As the United Nations marks the 70th anniversary of the adoption of its Charter, the study's findings carry particular relevance. The similarities between key findings of the Global Study, the report of the High-Level Independent Panel on United Nations Peace Operations[5], of which Radhika Coomaraswamy was also a member, and the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture,[6] as well as those emanating from consultations for the 2016 World Humanitarian Summit, are striking. These reviews have painted a stark picture of the current peace and security context. It is characterized by blatant violations of human rights and humanitarian law, complex drivers of conflict, involvement of a growing number of non-state armed actors, new technologies and transnational connections that are changing the nature of warfare.

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[5] A/70/95–S/2015/446.

[6] A/69/968–S/2015/490.

These challenges have underlined the need for stronger focus on prevention, more holistic and consistent approaches, and a focus on mechanisms that place human rights at the core of security, protection, political, humanitarian, peacebuilding and socio-economic development work. The reviews have also highlighted the challenges women and girls encounter in having their voices heard and their needs addressed at the global, regional and national levels.

5.   These review processes coincided with one of the most brutal waves of organized violence in modern history. Over the past few years, armed conflict has erupted or escalated in multiple locations, bringing to a halt or dramatically reversing progress made. The number of people in need of international humanitarian assistance has tripled over the past decade, and 80 percent of them are affected by armed conflict. Worldwide displacement in 2014was at the highest level ever recorded, with 59.5 million people forcibly displaced, compared to 51.2 million a year earlier and 37.5 million a decade ago.[7] Conflict and persecution forced an average of 42,500 individuals per day to leave their homes, and seek protection within or beyond the borders of their country. The growing spread of violent extremism during this period was marked by abuses and violations on women and girls' rights.

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[7] "World at War: Forced Displacement in 2014" (United Nations High Commissioner for Refugees, 2015).

6.   Against this backdrop, participants in regional and country consultations[8] on the Global Study called for an end to increased militarization and for more investment in political solutions to conflict. All three peace and security reviews have strongly underlined the need for increased and enhanced participation of women in all areas of peace and security decision-making, both on the basis of legal and human rights obligations and because women's effective and meaningful participation significantly contributes to greater operational effectiveness of our peace, security and humanitarian efforts, and to the sustainability of peace.

7.   The three peace and security reviews have pointed to the need for more emphasis on prevention, sustaining peace and addressing the root causes of conflict to avoid relapse and escalation and protracted crises, also a priority in the 2030 Agenda for Sustainable Development. As a result, the related sustainable development goal (SDG 16) to "promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels," is premised on the common understanding that development, human rights, and peace and security, the three pillars of the United Nations work, are indivisible and interrelated as evidenced by the lagging progress of conflict-affected countries towards achieving the millennium development goals.

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[8] For the full list of the consultations and participants please, see the Global Study on implementation of United Nations Security Council resolution 1325 (2000).

8.   The sections below highlight select messages from the Global Study. The final section explores the roles and responsibilities of key actors to accelerate implementation of women, peace and security commitments. Perhaps the strongest message to emerge from the Global Study is the remarkable impact of women's participation on all areas of peace and security. New evidence, added through research commissioned for the Global Study, clearly demonstrate that the inclusion of women leads to more sustainable peace and enhanced prevention efforts. Further findings show that unpredictable and insufficient funding, lack of systematic gender-responsive analysis and technical gender expertise, attitudinal obstacles, as well as insufficient mapping of needs in planning and budgeting, have detrimentally impacted the long-term effectiveness of peace and security, humanitarian and development interventions. On the other hand, robust and predictable funding, committed, accountable and visible leadership, inclusive, rights-based and gender-responsive processes and a strong gender equality architecture have all featured prominently when tangible results have been achieved.

9.   The need for the Security Council's earlier engagement to address emerging threats, was mentioned in consultations and country visits for the Global Study as was the necessity for the Council to remain politically vigilant to avoid situations relapsing into conflict andthe need for better information-sharing on threats, risks and violations of human rights in conflict contexts across intergovernmental bodies. Concerns were expressed that efforts to address violations of women's human rights and commitments to women's participation by all actors involved have remained largely 'ad-hoc' and 'add-on' rather than as part of a

deeper situation analysis, response and tools for achieving the Council's objectives of sustainable peace.

10. I hope this report, the Global Study and the High-level Review to be held in October 2015 will spark reflection, dialogue, new partnerships and more determined action. It is essential that we collectively learn from and build on good practice and recognize the Member States, leaders, organizations and entities that have stood at the forefront of positive change since the adoption of resolution 1325 (2000). However, despite impressive normative advancements, implementation and results on the ground remain somewhat limited. I encourage Member States, United Nations entities, regional organizations and other key stakeholders to carefully review the study and its recommendations. Not only must we uphold our commitments in international law, existing resolutions, declarations, and action plans, but we must also ensure our strategies for implementation are inclusive, financed and grounded in the realities on the ground.

A. Beyond the rhetoric: Women's leadership for peace

11. Informed by new research, the Global Study examines the impact of women's participation in peacemaking, constitution-making and national dialogues. It finds that women's effective and meaningful participation in these processes is positively correlated with the conclusion and sustainability of talks, and the implementation of agreements. As such, women's participation shifts the dynamics by bringing new issues to the table,

strengthening linkages to root causes of conflict, and promoting more sustainable peace. However, consultations for the study showed that the participation of women in formal peace processes remains contested. Their inclusion is still mostly initiated and achieved via concerted pressure by women's organizations, rather than by the parties to the conflict, the mediators, or the organizers of the negotiations. Although differences exist between processes led or co-led by the United Nations and those that are not, gains are generally too few and far between. Many negotiations have focused solely on the military and political parties of conflict and on high-level processes where women remain underrepresented and too few of them are in positions of authority. This has often resulted in further empowering "men with guns" and incentivizing future cycles of violence and impunity. ,

12. A recent study of 40 peace processes[9] shows that women's ability to influence negotiations increased the chances of agreements being reached, was positively correlated with greater implementation and impacted positively the durability of peace. Women's meaningful inclusion enhanced the influence of other actors, such as civil society organizations, on negotiation outcomes. Notably, there was not a single case where organized women's groups had a negative impact on a peace process. One of the most repeated effects of women's involvement in peace processes was their role in pushing for the commencement, resumption, or finalization of negotiations when the momentum had

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[9] Thania Paffenholz et al., "Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation" (Graduate Institute Geneva, Centre on Conflict, Development and Peacebuilding, April 13, 2015).

stalled or the talks had faltered. These findings help reaffirm the importance of women's quality participation as a key tool for effective peacemaking.

Increasing the gender-responsiveness of peace agreements

13. The importance of including gender-related provisions in peace agreements is emphasized in resolution 1325 (2000) and subsequent Security Council resolutions. Better data and analysis, including through regular monitoring using the 1325 indicators, are beginning to give a better picture of the extent to which agreements and their gender equality provisions are being implemented. New research[10] shows increasing presence of references to women and gender perspectives in peace agreements, in particular after the adoption of resolution 1325 (2000). Analysis of 664 agreements produced between 1990 and 2000 show that 73 (11 per cent) included at least one reference to women. Analysis of 504 agreements reached after the adoption of resolution 1325 (2000) until 1 January 2015 showed that 138 (27 per cent) included these references. Evidence also indicates that peace and negotiation processes involving the United Nations have been more likely to include references to women and gender issues.

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[10] Christine Bell, "Text and Context: Evaluating Peace Agreements for Their 'Gender Perspective'" (University of Edinburgh, Global Justice Academy, UN-Women, March 2015), 12.

14. These findings are in line with 1325 indicator data.[11] While slight differences in definitions and methodology result in some numerical discrepancies, the overall trends move in the same direction. Of 16 peace agreements[12] signed in 2014, 8 (50 per cent) included gender/women, peace and security provisions, compared to 54 per cent in 2013, 30 per cent in 2012 and 22 per cent in 2011, and 2010. Outcome documents from processes led or co-led by the United Nations are more likely to include gender equality provisions. Of the 6 agreements emerging from United Nations-supported peace processes in 2014, 4 (67 per cent) contained women, peace and security references. Conflict-related sexual violence references have increased in signed agreements since 2010.[13]

15. Very few of the examined agreements reflect comprehensive gender equality/women, peace and security considerations. Good examples include agreements signed in Guatemala in the mid-1990s, which still stand out for the quality and depth of their gender equality provision, and agreements signed in Colombia in 2014. Other processes with references to women across most of the signed agreements include Darfur, Burundi, Nepal, Philippines and Northern Ireland.[14] More analysis is required to better understand why gender-specific provisions were included, how well these reflected women's concerns and the extent to which provisions have been implemented. It is of concern that some of the agreements with

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[11] The United Nations Department of Political Affairs (DPA) has been tracking data since 2011 against the indicator on "the percentage of peace agreements with specific provisions to improve the security and status of women and girls."

[12] For the purpose of data collection, DPA includes under the term "peace agreements", cessations of hostilities, ceasefires, frameworks and overall peace agreements signed between at least two parties to a conflict, intended to end, prevent or significantly transform a violent conflict so that it may be addressed more constructively.

[13] In 2012, DPA launched its Guidance for Mediators Addressing Conflict-Related Sexual Violence, contributing further technical support in this area, produced with support from UN Action Against Sexual Violence in Conflict.

[14] Bell, "Text and Context: Evaluating Peace Agreements for Their 'Gender Perspective.'"

the clearest provisions for women have been poorly implemented. The need to sustain gender-specific gains enshrined in negotiated agreements requires women's continued participation in mediation and implementation. Better funding and monitoring of this implementation, including of gender-specific provisions and women's effective and meaningful participation in established monitoring mechanisms, may also help ensure that agreements are implemented and sustained.

Ensuring women's inclusion in peace processes

16.   The role played by different stakeholders in peace processes, especially mediators, influences women's inclusion in peace-making. While attitudinal obstacles on the part of the mediators can constrain the inclusion of women's perspectives in peace agreements, mediators' awareness and acknowledgement of United Nations standards have proved instrumental in facilitating women's participation in peace processes and political transitions. Emphasis on the importance of women's effective participation was, for example, a priority for former United Nations Great Lakes Special Envoy Mary Robinson and the current Special Envoy Said Djinnit. The use of forums for mediators to share experiences and explore approaches regarding inclusive peacemaking, such as the United Nations Department of Political Affairs' High-Level Seminar on Gender and Inclusive Mediation Processes, has been important in creating greater awareness among envoys, mediators and mediation experts representing the United Nations, regional organisations and Member States on the strategic value of inclusion and the availability of tools, practical

strategies and approaches to inclusive mediation.[15] It is essential that all mediators and external actors supporting peace talks, such as Friends Groups, promote the use of global values and standards. Initiatives to address logistical barriers to women's participation should systematically be considered in process design.

17.   Third party mediation teams have at times helped promote more inclusive processes. For example, Norway's role as facilitator in the Colombia peace process helped ensure the inclusion of women and a gender perspective in the Havana peace talks. Women leaders and faith-based actors, who play significant roles in some communities, can further promote women's inclusion and the consideration of their different experiences of conflict, needs and priorities in peace negotiations. Additionally, as laid out in Security Council resolution 1820 (2008), peace agreements that include amnesty provisions for crimes of conflict-related sexual violence should be deemed invalid by the international community. I encourage individual countries supporting peace processes to provide incentives, including financial incentives, for greater inclusivity of women.

18.   In 2014, the UN led or co-led 12 formal peace mediation processes.[16] All United Nations mediation support teams (100 per cent) included at least one woman, the same percentage as in recent years and up from 86 per cent in 2011. Data on women's

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[15] "Taking Stock, Looking Forward: Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in the Conflict Prevention and Resolution Work of the UN Department of Political Affairs (2010-2014)" (United Nations Department of Political Affairs, March 2015).
[16] For one of these processes (Syria), no formal negotiations took place during the reporting period.

representation on negotiating parties' delegations show an upward trend with senior women participating in 9 (75 per cent) of these processes in 2014, compared with 8 processes (72 per cent) in 2013, 6 processes (67 per cent) in 2012, and 14 processes (36 per cent) in 2011. Yet, a focus on improvement in numbers alone does not capture the quality of women's influence. Further analysis is necessary to assess the quality and impact of contributions of both women and men delegates to the promotion of gender equality and to addressing gender-specific issues in the context of peace talks.

19. Although systematically offered through the United Nations Standby Team of Mediation Experts and roster of senior technical experts, the demand emerging from peace negotiations for gender-specific expertise remains lower than for other areas of mediation standby expertise, possibly evidencing a lack of awareness of the importance of gender perspectives as part of process design.[17] In 2014, gender expertise was requested and provided by the United Nations to 6 of the 9 relevant processes (67 per cent),[18] compared to 88 per cent in 2013 and 36 per cent in 2011. More must be done to sensitize all parties to understand that the participation of women is essential for furthering sustainable peace, thereby prompting greater demand for these skills. I commit to continue ensuring that gender expertise is an integral part of all United Nations-supported mediation processes.

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[17] "Taking Stock, Looking Forward: Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in the Conflict Prevention and Resolution Work of the UN Department of Political Affairs (2010-2014)." Ibid.
[18] As three negotiations take place at the Minister/Head of State-level to settle border and name disputes, the provision of gender expertise and the CSO consultations are not directly applicable and therefore not measured.

20.   The importance of regular consultations between mediation teams and women's civil society has been emphasized in resolutions on women, peace and security. In 2014, all peace processes with United Nations engagement included regular consultations with civil society, and 88 per cent of them with women's organizations, a notable rise from the 2011 rate of 50 per cent. It is, however, important to strengthen the effectiveness of these engagements and ensure they go beyond symbolism. More must be done to support women's mobilization and to amplify women's voices in peace processes. I call on all relevant UN entities to further strengthen their important role in this regard.

21.   Building on good practice, increased efforts are also needed to create stronger linkages between Track I and Track II processes, enabling meaningful transfer of information and recommendations to the mediator and negotiating parties. Research has found that the most effective strategy is to combine the 'insider tactics' of submitting position papers and meeting with mediators, negotiators, or technical advisers, with 'outsider tactics' such as issuing public reports, lobbying international actors, and conducting media outreach. A successful strategy used by women's coalitions has been the development of a common document expressing a unified position of a cross-section of women's groups, which can then be used by mediation and negotiation teams.[19]

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[19] Paffenholz et al., "Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation," 39.

22.   Sub-national and local mediation initiatives are important in laying the foundations for peaceful societies where women have leadership roles. Efforts to support the engagement of 'insider mediators' can be particularly valuable, and in a growing number of contexts the United Nations has worked with partners to identify women's organizations and civil society leaders to engage in national dialogue and mediation processes. The United Nations Development Programme (UNDP) has helped strengthen women's participation and leadership capacity through trainings and awareness-raising activities in Indonesia, Nepal, Niger, Mauritania and Timor-Leste, and facilitated the participation of women in peace and dialogue fora in Colombia, Cyprus, Lebanon, Nepal and South Sudan. In Cyprus, a focus on gender equality in the Cyprus Dialogue Forum has been a prominent feature of the design of the initiative, and women branches of political parties, trade unions and women organizations have been fully represented. In South Sudan, UNDP supported women grassroots' networks to present their peacebuilding perspectives to the Addis Peace Talks. In Colombia, the UN Country Team has supported a rigorous call for participation process to encourage the representation of women's organizations in the dialogue to end the conflict, as a result 49 per cent of participants in the Forum of victims are women.Greater support by all for the role of civil society in conflict-affected contexts must be prioritized. Resolution 1325 (2000) was spearheaded by an international movement for peace and gender equality that recognized that silencing the civic voice for peace in decision-making had detrimental impact on sustainable and inclusive peace. The transformative potential of this set out in resolution 1325, however, has yet to be realized.

B. Building inclusive and peaceful societies in the aftermath of conflict

23. The Global Study brings renewed attention to aspects of post-conflict peacebuilding and examines how attention to a gender perspective in these areas contributes to lasting and meaningful peace and security. Women and girls are often invisible when decisions about post-conflict recovery and governance are made. And yet, research and practice over the past fifteen years have established that women's effective and meaningful participation builds a more durable peace as it broadens the benefits of the peace dividends to stakeholders beyond the fighting parties, and builds resilience in local communities. While my Seven Point Action Plan on Gender-Responsive Peacebuilding has gained some traction at the global and country levels, several of the measures have not been fully implemented, therefore limiting women's opportunities to engage in post-conflict peacebuilding processes.

24. The findings and recommendations of the Global Study and the report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture provide a solid basis for further strengthening gender-responsive peacebuilding interventions. In addition to ensuring women's contribution, peacebuilding initiatives must support women's rights and economic, political and social empowerment in order to maximize women's role in stabilization and recovery. As noted by the Advisory Group of Experts, peacebuilding must also address the root causes of conflict and include

long-term development strategies that benefit women and girls. In addition, peacebuilding must address the human rights violations that women and girls continue to experience during conflict and after a peace agreement is reached.

Economic recovery and access to resources

25.   Large-scale foreign investments in the aftermath of conflict tend to focus on infrastructure, markets, extractive industries, and commercial agriculture, areas where women are traditionally under-represented. Women's employment and income-generation activities are often affected by conflict with detrimental impact for women and their families, and for the effectiveness of post-conflict economic recovery.[20] Data from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD-DAC) show that while DAC donors invest large amounts in the economic and productive sectors in fragile states and economies – USD 10 billion per year in 2012-13 – only USD 439 million (2 per cent) of these targeted gender equality as a principal objective.[21] Similarly, a 2013 study of UNDP economic recovery programmes in six post-conflict countries found that less than 4 per cent of economic recovery spending was allocated to furthering women's economic empowerment and gender equality, or

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[20] "Declaration: Women's Economic Empowerment for Peacebuilding" (United Nations General Assembly, September 26, 2013); Justino, Patricia et al., "Quantifying the Impact of Women's Participation in Post-Conflict Economic Recovery," Working Paper (Households in Conflict Network, November 2012).
[21] "Financing UN Security Council Resolution 1325: Aid in Support of Gender Equality and Women's Rights in Fragile Contexts" (OECD Development Assistance Committee Network on Gender Equality (GENDERNET), March 2015). List of OECD-DAC members available at: http://www.oecd.org/about/membersandpartners/

meeting women's needs.[22] Investment in gender-responsive economic recovery leads to important results for societies as a whole. For example, women are more likely to spend their incomes on family needs, including health care and education, thus making a large contribution to recovery.[23]

26.   Locally led initiatives are especially conducive to women's empowerment. Services such as community loans, revolving credit and revenue-generating cooperatives have succeeded in providing a stable source of income to women in Burundi and Rwanda.[24] However, economic recovery for women is too often confined to micro-credit or micro-enterprises, while large-scale projects continue to be dominated by men.[25] As livelihood opportunities are slim in conflict and post-conflict settings, many women find work in the informal economy, collecting and selling firewood or charcoal, running small-goods kiosks, selling goods door-to-door or in the market, engaging in domestic work, and even in survival sex work. Economic recovery should aim to be transformative, encompassing not just the state of the inherited economy, but rather what the future economy should be, and how women can lead, contribute to, and benefit from a transformative recovery

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[22] Douglas, Sarah. "What Gets Measured Gets Done." *Journal of Peacebuilding and Development*. Volume 10. No1 2015
[23] Justino, Patricia et al., "Quantifying the Impact of Women's Participation in Post-Conflict Economic Recovery," 12.
[24] "Focus Group Discussion Report for the Civil Society Organization (CSO) Survey: Civil Society Input to the Global Study on Women, Peace and Security" (Global Network of Women Peacebuilders, ICAN, NGO Working Group on Women, Peace and Security, Cordaid, May 2015), para. 7.2.
[25] Sarah Douglas, "Linking Women's Economic Security to Peacebuilding," *International Humanitarian Law Magazine*, no. 2 (2014): 16–17.

programme.[26] Initiatives must provide tailored approaches for particularly vulnerable groups of women.

27. Recognizing the importance of women's access to livelihoods in the aftermath of conflict, UNDP started in 2013 to track disbursements allocated to women in the context of temporary employment and productive livelihoods projects. I welcome UNDP's initiative to integrate an indicator to track the proportion of women beneficiaries of temporary employment projects in its Strategic Plan 2014-2017.[27] This commitment makes the annual monitoring and reporting of these actions a corporate priority. I encourage more work to evaluate this commitment for its impact, and recommend other United Nations entities to take similar action. While data availability for relevant UNDP programmes is limited to 7 countries where data collection has begun,[28] evidence shows that in total only 35 per cent of benefits from temporary employment activities from disarmament, demobilization and reintegration programmes were received by women in 2014. With the exception of the Democratic Republic of the Congo where women received 50 per cent of the benefits, women received less than half of the allocations in all the other countries. While still under the 40 per cent target of the 7-Point Action Plan, this represents an increase from 22 per cent in 2013. I encourage all UN entities to accelerate action on this commitment.

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[26] "Investing in Gender Equality for Africa's Transformation" (African Development Bank Group, Office of the Special Envoy on Gender, 2015).
[27] The United Nations Development Programme included the 1325 indicator on the "percentage of benefits from temporary employment/ productive livelihoods in the context of early economic recovery programmes received by women and girls" under the Integrated Results and Resources Framework (IRRF) outcome indicator 6.4. for Outcome 6: "Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings."
[28] Democratic Republic of Congo, Mauritania, South Sudan, Jordan, Sudan, Syria and Yemen.

Governance and women's participation in elected and non-elected bodies

28.   A 'critical mass' of women in decision-making has significant impact on institutions and policies and inclusive decision-making brings a broader range of concerns to the table. It can also contribute to increased allocations to the social spending needed to address inequalities and women's socio-economic disadvantages. Studies have found inverse correlations between the proportion of women in parliament and corruption levels[29], and that inclusive decision-making bodies bring a broader range of concerns to the table. For instance, women legislators tend to give greater attention to legislative proposals covering basic rights and social services, including education, health and gender-sensitive legal reforms.[30]

29.   Globally, since the adoption of the Beijing Platform for Action, the global proportion of seats held by women in national parliaments has doubled from 11 per cent in 1995 to 22 per cent in 2015.[31] Notably, a number of developing countries with the highest representation of women today have emerged from conflict, with Rwanda still ranking highest at 63.8 per cent.[32] In this case, as in others, a constitutional commission was instrumental in drafting a more inclusive constitution which entrenched provisions to

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[29] David Dollar, Raymond Fisman, and Roberta Gatti, "Are Women Really the 'Fairer' Sex? Corruption and Women in Government" (The World Bank, October 1999).
[30] Swanee Hunt, "Let Women Rule," *Foreign Affairs*, June 2007.
[31] "The Millennium Development Goals Report" (New York: United Nations, 2015).
[32] Data available at: http://ipu.org/wmn-e/classif-arc.htm.

guarantee women's full and equal political participation. However, in the aggregate of conflict and post-conflict countries reviewed,[33] the representation of women stood at 18 per cent as of 31 July 2015, indicating low increase in women's representation rate since 2011.

30.   The adoption of temporary special measures has proven useful in many countries. By July 2015, in conflict and post-conflict countries where legislated electoral quotas had been adopted, women represented almost 23 per cent of parliamentarians, compared to 15 per cent in countries without such special measures. Similar levels were evident in 2014, when women occupied 23 per cent of parliamentary seats in countries using electoral quotas and 10 per cent for those without.[34] These figures demonstrate the positive effect of electoral quotas in reaching legislated targets in a number of countries. As regularly recommended by the CEDAW Committee, context-specific temporary special measures, including targeted training, public awareness, quotas for party lists and working with electoral management bodies to ensure women can participate in a safe environment, are necessary to further promote women's participation in politics. Impactful initiatives supported by UNDP include those implemented in Nigeria, where numerous young women politicians were mentored through a "Women Politics Forum", and in Pakistan, where support for the formation and operation of a women's caucus has led to that body leading legislative action on several

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[33] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2014, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January 2014 to 31 December 2014, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2014.

[34] Aggregates from Inter-Parliamentary Union country-level data for countries or territories in which a political, peacebuilding or peacekeeping mission operated during the reporting period, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the reporting period, or countries or territories that received programmatic funds from the Peacebuilding Fund in the reporting period.

important development priorities. In El Salvador, UNDP helped develop a 30 per cent quota that significantly increased women's presence in Parliament in 2014.

31. Women's representation rates have been hard to maintain in many fragile settings. In Afghanistan and Iraq, for example, many women politicians and their families face threats and violence, including as a deliberate tactic to deter them from participating in public life. Women politicians and leaders continue to face harmful gender stereotypes, cultural and legal barriers and discrimination that cannot be abrogated by quotas for women or the mere presence of women in parliaments. While evidence does show that greater numbers of women in decision-making lead to fairer outcomes for societies as a whole, women's right to participate in public life must be pursued as an end in itself. Capacity-building support for elected women is important to better influence decision-making processes. Gaps in availability of data on political participation, especially at the local level, and on sex-disaggregated voter registration and turnout rates, in some countries, prevent an accurate and full picture of the barriers to participation that women face.

32. While much effort has gone into promoting and monitoring women's participation in post-conflict elections, less attention has been given to women in non-elected posts and even less so to women in the civil service. As at 1 January 2015 women held, on average, 14.8 per cent of ministerial positions across conflict and post conflict countries, a slight improvement from 13.1 per cent in 2014, 12.7 per cent in 2013, 14.6 per cent in 2012 and 14 per cent in 2011. Of the countries reviewed, only in Burundi and Guinea-Bissau do

women represent more than 30 per cent of ministers. Similarly, data gaps on women's representation in the civil service hinder comprehensive analysis and efficient advocacy for women's full and equal participation and access to decision-making roles in all sectors of the public administration, including in fragile, conflict and post-conflict settings. Enabling women at the local level to plan and deliver services in fragile and post–conflict contexts contributes significantly to improving women's social, political and economic situation. High numbers of women in service delivery lead to better quality services for both men and women and improve women's access to services.[35] The United Nations "Restore or Reform" review has led to the development of a joint United Nations-World Bank diagnostic tool that stresses the role of women's participation and leadership in state-building and core functions of government, including at the local level.[36] The review also found a link between the participation of women in the civil service and gender-responsiveness of public administration and service delivery.

Disarmament, demobilization and reintegration (DDR) and security sector reform (SSR)

33.   Over the past fifteen years, increased awareness of the gender-related dynamics within the security sector has resulted in more attention, both at policy and operational levels, on the specific needs and capacities of women and girls, as ex-combatants, members of the

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[35] Ana Lukatela, "Gender and Post-Conflict Governance: Understanding the Challenges," in *UN Women Sourcebook on Women, Peace and Security* (UN-Women, 2012).
[36] "Restore or Reform? UN Support to Core Government Functions in the Aftermath of Conflict" (United Nations Development Programme, March 2014).

host communities and users of security services. Despite the progress achieved, however, security continues to be a realm dominated and defined by men. In a review of financial allocations to DDR programmes in six post-conflict countries, security sector reform performed the worst with less than one per cent of funds going to projects whose principal objective was gender equality.[37] Lack of resources, coupled with insufficient accountability to commitments, has resulted in continued lack of attention to gender issues, despite some good practices arising from the field.

34. Since 2000, the Security Council has urged the consideration of the specific needs, concerns and priorities of women in United Nations supported processes, which has contributed to increasing numbers of women ex-combatants and women associated with armed forces entering DDR programmes. Data compiled using the 1325 indicators has shown an increase in women participating in DDR programmes, although the indicator does not assess the quality or the impact of demobilization and reintegration support on women's lives. In 2014, 44 per cent of the beneficiaries from DDR interventions in UN field missions were women. Notably, half of the beneficiaries of small projects in Haiti were women, while larger projects and legal assistance benefited mostly men. In the case of UNDP-supported initiatives for the reintegration of ex-combatants and youth at risk in eight countries, 26 per cent of the beneficiaries were women. In Colombia, Somalia, Mali and Burundi, female beneficiary rates surpassed 40 per cent, with more than half women beneficiaries in Burundi, where beneficiaries included returned IDPs and support focused on

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[37] Douglas, "Linking Women's Economic Security to Peacebuilding."

promoting employment by building markets, rehabilitating roads and providing cash for work.

35.   Security sector actors are often among the main perpetrators of violence during and after conflict. Increasing the representation of women and women's organizations in civilian oversight and through security sector reform processes can help increase public trust by shaping security institutions that are responsive and representative of the population at large. Vetting security sector recruits for conflict-related crimes against women, including sexual and gender-based violence, is an important step towards re-establishing the community's trust. Recent progress in engaging the military in some countries to address conflict-related sexual violence should be noted, including the Action Plan put in place by the national army of the Democratic Republic of the Congo with support of my Special Representative on Sexual Violence in Conflict and the United Nations Team of Experts on the Rule of Law/ Sexual Violence in Conflict. The Action Plan focuses on command responsibility and accountability for sexual violence crimes, and led to the prosecution of 137 members of the Forces Armées de la République Démocratique du Congo (FARDC) including senior officers in the 2013–2014 reporting period. Similar initiatives are underway with the militaries of Côte d'Ivoire, South Sudan and Somalia.

36.   Over the past fifteen years special protection units have been established in police forces in countries such as Afghanistan, the Democratic Republic of the Congo, Guinea,

Liberia, Rwanda, Sierra Leone and Timor-Leste.[38] These units receive victims of gender-based violence and domestic crimes and refer them to services in a confidential and victim-centred manner. The units have been most useful in increasing awareness of women's rights at the community level and rebuilding women's trust in security sector institutions.[39] In the Western Balkans there are domestic violence and gender-based violence focal points appointed within police forces, and a joint programme of UN-Women, UNDP, United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA) and Office of the High Commissioner for Human Rights (OHCHR) on gender-based violence has worked in Kosovo[40] to establish coordination mechanisms at municipal and central levels and employ more women in the ranks.

37.   Significant progress has been made in mainstreaming a gender perspective into mine action. In 2010, the United Nations published the Gender Guidelines for Mine Action Programmes and the Strategy of the United Nations for Mine Action 2013-2018 includes the implementation and monitoring of these guidelines as a cross-cutting initiative. Data gathered to monitor the strategy shows that in 2014, 57 per cent of United Nations Mine Action Service (UNMAS) field programmes 'almost always' ensured that the needs of all persons – women, girls, boys and men – were considered in programme design. In terms of ensuring equal employment opportunities, 78 per cent of programmes made arrangements to

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[38] Tara Denham, "Police Reform and Gender" (Geneva Centre for the Democratic Control of Armed Forces (DCAF), UN-Instraw, OSCE/ODIHR, 2008).
[39] Megan Bastick et al., "Gender-Sensitive Police Reform in Post-Conflict Societies," in UN Women Sourcebook on Women, Peace and Security (UN-Women, 2009).
[40] References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

accommodate both women's and men's needs in the workplace and 60 per cent actively encouraged women's employment.

38. The review of the United Nations peacebuilding architecture underscored the particularly pernicious effect of fragmentation on enhancing women's participation in peacebuilding. Nonetheless, as some of the examples above highlight, significant progress has been made in terms of normative frameworks with an ever-growing body of good practice to accompany. Over the next five years, I request relevant United Nations entities to redouble their efforts to achieve the vision inscribed in my 7-Point Action Plan on Gender-Responsive Peacebuilding, thereby accelerating the virtuous cycle between stability, peace and women's empowerment.

C. Protecting and promoting the rights and leadership of women and girls in humanitarian settings

39. The preparations for the Global Study coincided with a groundswell of violence that is overwhelming humanitarian systems and destroying the lives of men and boys, women and girls. The study highlights the strategic importance of women's leadership and participation in decision-making on humanitarian issues, and finds that the humanitarian community must do more to embrace gender equality as a central, organizing principle of its work. Gender analysis should be automatically included in needs assessments and gender issues addressed through the humanitarian cluster coordination systems. Consultations for the

Global Study clearly demonstrated how fundamental the promotion and protection of human rights is to peace and security of women and girls. In crises and emergencies, women and girls are less likely to enjoy certain human rights, such as to food, health, education, housing, physical integrity, and even nationality.

The right to life and physical integrity

40.   All forms of violence against women and girls –from rape to domestic violence and child marriage- are often exacerbated by armed conflict. Such violence is more visible now, both to policymakers and the public, and it has not abated. My report on conflict-related sexual violence of 23 March 2015[41] highlights harrowing accounts of rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization and other forms of sexual violence of comparable gravity in 19 different country contexts. Its annex[42] contains a list of 45 parties to conflict, including armed groups, militia and government security forces that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict. The report also outlines measures taken by a range of actors, including by my Special Representative on Sexual Violence in Conflict, to prevent and respond to such violence. My reports on conflict-related sexual violence indicate a significant deepening of information and analysis on these crimes, which is an essential basis for interventions at all levels. It should be noted however, that

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[41] S/2015/203.

[42] The report should be read in conjunction with my six previous reports conflict-related sexual violence, which provides a cumulative basis for the inclusion of parties in the list.

evaluations suggest the reach and impact particularly of comprehensive and multi-sectoral services for survivors have been grossly inadequate.[43]. Many interventions have remained small in scope, duration and coverage. The findings of the Global Study should be a strong call to action to end all forms of conflict-related violence against civilians, including sexual and gender-based violence.

Access to basic services, including health and education

41. Despite efforts by the international community to provide basic services during and after conflict, the capacity to meet the needs is insufficient. In a growing number of displacement sites the living conditions are appalling. A February 2014 assessment found that there was no medical assistance in 90 per cent of the displacement sites in the Central African Republic. In consultations for the study, psychosocial support and mental health care were frequently identified as gap areas, and attacks against health care facilities and workers have been on the rise. A study conducted by the International Committee of the Red Cross (ICRC) in 2014 documented more than 1,800 incidents involving serious acts or threats of violence affecting the delivery of health care in 2012 and 2013.[44]

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[43] Sean Healy and Sandrine Tiller, "Where Is Everyone?: Responding to Emergencies in the Most Difficult Places" (Medecins Sans Frontieres, July 2014).
[44] "Health Care and Violence: The Need for Effective Protection," Position Paper (International Committee of the Red Cross, September 25, 2014).

42.   The latest available estimates for maternal mortality, which date from 2013, indicated that the ratio for the aggregate of conflict and post-conflict countries[45] was more than twice the global figure. Most of these deaths are preventable. In conflict-affected settings, accessing medical care during delivery is not always possible, and in some countries the proportion of births attended by skilled health professionals is extremely low. For instance, only 19.4 per cent of births were attended in South Sudan and 33 per cent in Somalia,[46] where maternal mortality reached respectively 730 and 850 deaths per 100,000 live births in 2013 as compared to a global rate of 210. In some cases, simple and low-cost solutions are sufficient to make major gains in maternal health outcomes. For example, in one district in Sierra Leone, Médecins Sans Frontièrs introduced an ambulance service to transport women from local clinics to the hospital, reducing maternal mortality by 74 per cent.[47]

43.   The Global Study underscores the importance of ensuring quality sexual and reproductive health services for women and adolescent girls, including in conflict contexts. In my previous annual reports on women, peace and security, I have emphasized the need to make available medical, legal, psychosocial, and livelihood services to survivors of rape, including access to emergency contraceptives and services for safe termination of pregnancies resulting from rape, without discrimination, and in accordance with international human rights, refugee and

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[45] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2013, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January 2014 to 31 December 2014, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2014.

[46] Estimates for latest available year: 2010 for South Sudan, 2010 for Sudan and 2012 for Somalia, Childinfo database.

[47] "Obstetric Emergencies," in *Because Tomorrow Needs Her* (Medecins Sans Frontiers, 2015), http://womenshealth.msf.org/chapters/chapter-1/.

humanitarian law. The mandatory reporting of cases from medical personnel to police authorities remains a major obstacle preventing victims from seeking medical assistance. Measures are necessary to ensure the confidentiality of victims is preserved in police and medical records and thus promote access to assistance, as mandated by resolution 2122 (2013).

44. Since 2000, MDG-related investments and programming have played an essential role in reducing gender disparity at all education levels globally.[48] In conflict and post-conflict countries, however, education parity targets remain unachieved.[49] 2015 data show that in these countries, the adjusted net primary enrolment rates reached 82.5 per cent for boys and 77.5 for girls, practically showing stagnation in relation to the 82.2 and 76.5 per cent rates of 2011 respectively. Net enrolment ratios in secondary school are much lower, at 48.7 per cent of males and 44.7 per cent of females in 2015, and have actually dropped compared to the 49.6 and 45.2 per cent of 2011. It is estimated that in countries affected by conflict, the proportion of out-of-school children increased from 30 per cent in 1999 to 36 per cent in 2012, and these figures do not capture drop-outs caused by outbreaks of conflict in recent years. In my past reports, I have highlighted a range of barriers impacting on girls' access to education, including child, early and forced marriage, lack of security and threats of violence stemming from attending school, targeted attacks against schools, students and

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[48] "The Millennium Development Goals Report."

[49] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2014, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January 2014 to 31 December 2014, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2014. Estimates provided by UNESCO Institute for Statistics in 2015 showed that the gender parity index stood at 0.94 in the aggregate of these countries, which is lower than the internationally accepted measure of gender parity (achievement of the Millennium Development Goal target) is between 0.97 and 1.03.

related personnel or the military's use of schools.[50] The use of new technologies as powerful tools to widen access to education could also help overcome such barriers, especially in rural and remote areas.

Protection in situations of displacement

45.   In October 2014, the Security Council held its annual open debate on Women, Peace and Security with a focus on "Displaced Women and Girls: Leaders and Survivors."[51] During the debate, over 70 speakers discussed the increasingly grave situation of female IDPs and expounded upon the effects of violent extremism contributing to these rising numbers. The Security Council recognized that displaced women and girls are at a heightened risk of being subjected to human rights violations and abuses, including sexual and gender-based violence and discrimination, and urged for pairing the protection of women with better access to justice, basic health services, enhanced participation and humanitarian   assistance.[52]

46.   In resolution 2122 (2013), the Council expressed concern at women's exacerbated vulnerability in situations of forced displacement, as a result of unequal citizenship rights, gender-biased application of asylum laws, and obstacles to registering and accessing identity documents. In my report of 2014, I emphasized the need to eliminate statelessness (S/2014/693). Nationality

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[50] Office of the High Commissioner on Human Rights. "Background Paper on Attacks Against Girls Seeking to Access Education." 2015

[51] S/PV/7289.

[52] S/PRST/2014/21.

laws that do not grant women equality in conferring nationality to their children cause statelessness, a problem that impacts at least 10 million people worldwide.53 Currently 27 countries have laws that discriminate against women in their ability to hold custody of and confer nationality to their children.54 Its impact is severe and can result in denial of access to basic public services and employment opportunities. To drive stronger action in this area, UNHCR in 2014 launched The Campaign to End Statelessness in 10 years.55 One of the key actions is the removal of national laws that directly and indirectly discriminate against women and girls.

Promoting gender equality in humanitarian action

47. Despite growing evidence that gender mainstreaming improves humanitarian effectiveness, the gap between guidelines and reality remains stark. Between 2011 and 2013, less than two per cent of all humanitarian programmes in OCHA's Financial Tracking System had the explicit goal of advancing gender equality. By the end of 2014, the figure had fallen to one per cent.[56] Only recently has the international community begun to support women's leadership in camp committees and inclusion in participatory assessments. While growing work supports women's deliberate engagement in empowerment programmes so they can better assist themselves and others, and claim their rights, I find it troubling that some humanitarian actors have failed to implement gender equality

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[53] "World at War: Forced Displacement in 2014."
[54] "Gender Equality, Nationality Laws and Statelessness 2014," Background Note (United Nations High Commissioner for Refugees, 2014).
[55] "Global Action Plan to End Statelessness, 2014-2024" (United Nations High Commissioner for Refugees, 2014), 2.
[56] "Funding Gender in Emergencies: What Are the Trends?," Briefing Paper (Global Humanitarian Assistance, September 2014).

consistently in their programming. A 2015 multi-country study examining the impact of such programming[57] on humanitarian outcomes found that gender equality programming contributes to improving access to and use of humanitarian services by women, men, girls and boys as well as making programming overall more effective for all. In the sectors examined - health, education, water, sanitation, hygiene and food security - an improvement in access and effectiveness was shown for all groups.

48. The World Humanitarian Summit in 2016 will serve as a catalyst for reform and increased effectiveness of the humanitarian sector. In consultations participants called for an end to gender-blind humanitarian programming and support for women's groups to contribute to humanitarian action. The women, peace and security agenda was cited as a model and inspiration.[58] The Global Study underscores the importance of gender equality, the human rights of women and girls and empowerment being systematically integrated into all discussions leading up to the Summit and its outcome. Regional consultations have highlighted key issues that are limiting implementation of commitments on women, peace and security in the humanitarian field. I hope that the international community can seize this historic opportunity to make humanitarian action more gender-responsive to ensure all needs are met and vulnerability is reduced.

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[57] Gender equality programming incorporates a contextual gender analysis to help ensure equal access and benefits to women, men, boys, and girls all people, avoid placing any group at risk, and facilitate equal opportunities to participate in decision making. See "The Effects of Gender Equality on Humanitarian Outcomes" (UN-Women, 2015).
[58] For more information see: www.worldhumanitariansummit.org.

D. Access to Justice for Women

49.   Delivering justice and re-establishing the rule of law are fundamental to sustaining peace. However, the challenges of restoring justice in the ashes of conflict are immense. In the formal system, courthouses are frequently dilapidated and legal records and necessary materials are often missing. Typically, the independence of the judiciary is weak, and the requirement for justice is heightened by the need to address the atrocities committed during conflict. For women, whose access to justice may have already been hampered by discriminatory laws, attitudinal and institutional obstacles, adherence to the rule of law is fundamental to full participation in post-conflict recovery. In addition, prisons in post-conflict countries do not usually provide for the safe, secure and humane detention of female offenders and suspects, who might be subject to abuse and human rights violations, and whose particular needs are not addressed.

50.   There has been a shift in policy that recognizes the need for justice mechanisms to address not just violations, but the underlying inequalities which render women and girls vulnerable. Such an approach involves taking into account the full range of human rights violations women experience, designing processes that facilitate their active participation, and ensuring that support to the prosecution of perpetrators is matched with an equal focus and investment in the redress needed for victims to rebuild their lives. It is thus an approach

that prioritizes empowerment as well as accountability, and is anchored on changing the future through addressing the past.[59]

51.   The Global Focal Point on Police, Justice and Corrections Areas in the Rule of Law in Post Conflict and other Crisis Situations has benefitted from the co-location of UN-Women and improved coordination with the Team of Experts on Sexual Violence. The co-location has increased programming on women's access to justice and addressing sexual and gender-based violence; improved gender mainstreaming in justice and security sector reforms; incorporated key policies on women, peace and security into rule of law planning, analyses and programming; and ensured sufficient resources are allocated to justice programmes that directly benefit women, such as in Somalia and Central African Republic.

52.   Still, it is clear that our efforts remain lacking in reach and scope with positive shifts in policy yet to translate into practice. As affirmed by consultations for the Global Study, justice for violations experienced by women and girls during conflict has been slow to come in many settings and human rights violations and abuses often continue unabated in its aftermath. In addition, recent evidence from surveys conducted by the Harvard Humanitarian Initiative among 30,000 individuals in eight conflict-affected areas over 11 years, revealed that women tend to be less informed and report lower levels of access to both formal and traditional justice mechanisms than men. [60]

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[59] CEDAW Committee. General Recommendation 33. July 2015
[60] Research conducted with the support of UN-Women. Countries included: Rwanda, Iraq, Northern Uganda, Eastern

53. A review of the past 15 years in the area of women's access to justice in fragile and post-conflict settings points to three positive trends: real and concerted efforts to secure accountability and address impunity for sexual violence in conflict; increased recognition for women's access to justice to be transformative in nature; and growing recognition of the need to engage informal justice systems in contexts that are legally plural as entry points for intervention and programming for gender-responsive access to justice.

Increasing prosecutions and closing the impunity gap

54. The importance of delivering individual justice and addressing impunity is underscored across all Security Council resolutions on women, peace and security. Perhaps the greatest gains in this area have been in the evolution of international law, particularly since the entry into force of the Rome Statute, which established the International Criminal Court (ICC) and provided the most progressive and comprehensive international legal framework on gender-based crimes to date, explicitly recognizing rape, sexual slavery, enforced prostitution, forced pregnancy and enforced sterilization and other forms of sexual violence as crimes against humanity, war crimes and constituent acts of genocide. One of the main remaining challenges in addressing sexual and gender-based violence in conflict

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Democratic Republic of the Congo, Central African Republic, Liberia, Cote d'Ivoire, and Cambodia. See, Phuong N. Pham and Patrick Vinck, "Gender and Transitional Justice: Evidence from Multi-Country Surveys on Attitudes and Perceptions about Transitional Justice" (Harvard Humanitarian Initiative, UN Women, Brigham and Women's Hospital, May 2015).

and post-conflict settings is ensuring mechanisms are in place to protect the security and dignity of victims and witnesses.

55. A number of State Parties to the Rome Statute have amended their penal codes to criminalize a broad range of gender-based crimes in line with their obligations under the Statute, pointing to a possible significant cascade effect of international norms to the domestic sphere.[61] Realizing the full progress of the international justice system and its potential for victims will require the incorporation of the Rome Statute into the domestic context so States have a comprehensive framework for investigating international sexual and gender-based crimes, dedicated procedures for victim and witness support that are matched with adequate resources for their implementation, civic programmes to educate women on relevant laws, resources for monitoring the implementation of gender-responsive laws and provision for reparations. Each of these components have a significant impact on women's access to justice, and are part of the Rome Statute, but are often ignored in the narrower discussions on complementarity in relation to the International Criminal Court.

56. An important development in the past decade has been the establishment of specialized chambers or courts to handle conflict-related crimes[62] and prosecution and

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[61] Fionnuala Ní Aoláin, "Gendered Harms and Their Interface with International Criminal Law," *International Feminist Journal of Politics* 16, no. 4 (October 2, 2014): 630.
[62] Countries include Croatia, the Democratic Republic of the Congo, Liberia, Serbia and Uganda.

investigatory units to deal specifically with gender-based and sexual violence.[63] Prosecutions of this nature require national jurisdictions to have the capacity to investigate and prosecute sexual and gender-based violence as international crimes, an effort to which increasing numbers of international actors are now contributing, including the Team of Experts on the Rule of Law / Sexual Violence in Conflict, which brings together DPKO, OHCHR, UNDP, and the Office of my Special Representative on Sexual Violence in Conflict, and the Justice Rapid Response/ UN-Women SGBV Justice Experts Roster. Recent experiences exemplify the potential dividends of providing rigorous technical support to national authorities to enable them to prosecute sexual violence crimes. This includes the case of Guinea, where the political engagement of my Special Representative on Sexual Violence in Conflict has enabled the United Nations through the Team of Experts to provide technical support to a Guinean Panel of Judges who have consequently indicted 16 high-ranking individuals for alleged crimes in 2009, including sexual violence. Among the indicted are former Head of State. Moussa Dadis Camara, and the Head of the Presidential Guard, Colonel Claude Pivi. Nevertheless, the actual number of domestic level prosecutions of these crimes continues to be a fraction of the total crimes committed, and increased political will, expertise, funding, capacity support, and civic education efforts are needed to ensure that these crimes are no longer met with silence and impunity.

Moving beyond prosecutions: An agenda for transitional justice

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[63] A/HRC/27/21, Analytical study focusing on gender-based and sexual violence in relation to transitional justice, report by the Office of the High Commissioner for Human Rights, 30 June 2014.

57. Transitional justice mechanisms must respond to the full range of women's human rights violations, and provide redress for victims that seeks to transform rather than reinforce gender inequalities. In line with resolution 2122 (2013) and CEDAW, the right to truth is essential to justice and stability in the aftermath of conflict.[64] A range of mechanisms facilitate truth seeking, including truth and reconciliation commissions, international commissions of inquiry and fact-finding missions. While the full impact of truth commissions is yet to be realized, we have seen significant advancements in their gender sensitivity since the adoption of resolution 1325 (2000). Particularly critical is the design of mandates that provide scope for addressing the full range of violations women experience during conflict, well-resourced gender units as well as a commitment to effectively mainstreaming a gender perspective throughout a commission's work, consultations with women's organizations and training of staff.

58. In 2014, three United Nations-supported truth commissions were established in Tunisia, the Philippines and Mali. Of the two that are operational, both are led by women, and at least one third of their commissioners are women (33 per cent for Tunisia, and 50 per cent for the Philippines).[65] The Transitional Justice Law, which established Tunisia's Truth and Dignity Commission provides that the impact of violations on women shall be taken into account when revealing the truth and in the design of reparations. It also calls on the

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[64] A/HRC/27/21
[65] Data on the extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls has been tracked since 2011 using the 1325 indicators.

Commission to develop measures that ensure the protection of women's rights, including respect for privacy during hearings. The inclusion of groups and family members within the Commission's definition of "victim," as well as its mandate to consider socio-economic rights violations including corruption, gives it a strong framework for addressing the structural context of discrimination that renders women vulnerable to violence. Established in 2014, Mali's Truth, Justice and Reconciliation Commission is specifically tasked to investigate cases of grave violations of human rights committed against women and children. The final report of Brazil's National Commission on Truth issued in December 2014 devoted a specific chapter to sexual and gender-based violence.

59.   In contexts where official processes insufficiently addressed women's demands, civil society organizations have held their own tribunals to highlight women's experiences. In May 2015, hundreds of women from all corners of the former Yugoslavia came together in a tribunal organized in Sarajevo, Bosnia by women's groups from across the region, bridging political and ethnic divides. Its design was the result of a participatory process through which survivors were consulted and given ownership of the tribunal. Women gave testimony, highlighting the continuity of violence before, during and after conflict, the consequences of gender-based violence on families and communities, the climate of on-going impunity, and the importance of strong women's networks for overcoming barriers to justice and equality. The experience of this Women's Tribunal follows similar initiatives in Nepal, Cambodia, Guatemala and elsewhere.

60. Commissions of inquiry have become a more frequently used tool by the United Nations and others to document crimes and create a historical record. These bodies can also pave the way for appropriate post-conflict justice and accountability measures including prosecutions. I am pleased that the practice of UN-Women seconding a gender advisor/sexual and gender-based violence investigator to OHCHR-led commissions of inquiry and fact-finding missions has been systematically maintained as requested in my 2011 report.[66] These results are increasingly being reported to the Security Council through formal and informal meetings.

61. Comprehensive reparations for victims are a key element of rebuilding post-conflict societies. Perhaps the greatest progress in the area of reparations in recent years has been the increased political willingness to provide reparations for victims of conflict-related sexual violence and the recognition that to be effective, reparations should not be just about returning women to the situation in which they were found before the violation, but strive to have a transformative potential to reverse the gender inequalities that may be the root causes of the violation. Bosnia and Herzegovina's war crimes court issued a landmark ruling in June 2015 that granted the first ever compensation to a wartime rape victim. Other country-specific examples are provided in my previous reports on conflict-related sexual violence,[67] as well as in my guidance note on reparations for conflict-related sexual

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[66] S/2011/598
[67] S/2015/203.

violence launched in 2014.[68] For reparations programmes to be sustainable with transformative impact, linkages to targeted development policies and development actors are needed to complement them. This is particularly the case in contexts of large-scale rights violations and poverty, and can be an important means to address structural inequalities including gender inequality.

Women's Access to Justice in Plural Legal Contexts

62. Another trend has been the growing interest in informal justice systems as entry points for intervention, and the recognition that during and in the aftermath of conflict effective programming must recognize and engage with the reality of plural legal contexts when formal systems are often non-existent or have little reach beyond the capital. While investment has increased in ensuring informal justice systems deliver equal protection of the rights of women and girls, it remains an under-utilized site of engagement.

63. Plural legal systems, where customary or religious law is exempted from constitutional equality and non-discrimination provisions, can be harder to reform including in conflict and post-conflict settings. As the post-conflict phase is almost always accompanied by constitutional and legislative reforms, it is an important moment of opportunity to entrench gender equality and equal rights across all legal systems. Affirming the primacy of constitutional laws over religious and customary laws, as well as mandating that they are

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[68] Guidance Note of the Secretary-General. "Reparations for Conflict-Related Sexual Violence." 2014

consistent with constitutional norms on equality is a key step towards ensuring the protection and promotion of women's rights.[69] This must be done by securing national buy-in and support.

64. Women's participation in all sites and forms of justice can have transformative impacts in itself. Data has shown that employing women on the frontline of service delivery creates justice systems that are more gender responsive. For example, increasing the number of female police officers correlates positively with an increase in reporting of sexual violence. Evidence also suggests that women judges can create more conducive environments for women in courts and make a difference to outcomes in sexual violence cases.[70] Promoting women's participation can be facilitated by programmes encouraging women to pursue legal careers and through mandatory minimum quotas for women's involvement in the administration of justice.

65. In consultations for the Global Study, few issues resonated more universally than women's demands that justice be treated as inseparable from broader concerns about security and equal access to basic needs. For women, experiences of vulnerability to violence as well as the consequences of the violations themselves are directly related to their unequal status. Justice is as much about dealing with the past as it is about securing a better future, which includes guarantees of non-recurrence. Justice is fundamentally about the linkages between justice, conflict, human rights and broader development. For example,

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[69] A/HRC/29/40, para. 58.
[70] "Progress of the World's Women: In Pursuit of Justice" (UN-Women, 2011 59–61).

access to justice for survivors of sexual and gender-based violence should be comprehensive in nature. In eastern Democratic Republic of the Congo, UNDP, MONUSCO and other partners support a large network of legal aid clinics to address impunity for crimes, particularly SGBV. These clinics include medical, psycho-social, and legal aid, and more recently have begun to address the reintegration problems faced by victims through literacy classes, socio-economic reinsertion support, education of community leaders on attitudes towards survivors, and psycho-social support to victims.[71] One-stop centres that offer survivors medical care, psychological counselling, access to police investigators and legal assistance in one location are proving to be a successful model for the integration of legal services with survivors' broader needs through a coordinated approach between health professionals who are often the first point of contact, and police. Access to legal aid is also crucial for female detainees and prisoners to ensure a fair trial and sentence, particularly considering that women prisoners frequently are victims of abuse themselves, may suffer from mental illness and continue to be the primary caretakers for their children.

D. *Preventing conflict: The origins of the women, peace and security agenda*

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[71] "Strengthening the Rule of Law in Crisis-Affected and Fragile Situations: Global Programme Annual Report 2014" (United Nations Development Programme, 2015), 23.

66. The High-Level Independent Panel on United Nations Peace Operations found that prevention efforts remain "the poor relative of better resourced peace operations deployed during and after conflict," and called for more to be done to bring prevention and mediation back to the fore of international peace and security. These efforts would be greatly enhanced by greater participation of women in short-term and structural prevention efforts such as the work being carried forward by my Special Political Missions and Special Envoys. In 2000, when women peace activists took their call for a women, peace and security agenda to the Security Council they were not only demanding the full and equal participation of half the world's population in addressing threats to global peace and security, they were also seeking a fundamental shift in how international peace and security is maintained and restored. Their objective was, at its core, the prevention of armed conflict and a roll back on the escalating levels of militarization that was making homes, communities and nations less rather than more secure. These concerns and fears continue to resonate today. In consultations, women across regions expressed concern that the United Nations had lost sight of its own vision to beat "swords into ploughshares." In 2014, the global financial cost of violence was estimated at 13.4 per cent of global GDP - USD 14.3 trillion.[72] The human cost and impact of conflicts, however, lasts for decades contributing to renewed cycles of violence, devastation and despair. A militarized view of conflict prevention sells resolution 1325 (2000) short of its transformative vision for a more equal, just and peaceful world.

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[72] "Global Peace Index 2015: Measuring Peace, Its Causes and Its Economic Value" (Institute for Economics and Peace, 2015). The index gauges global peace using three broad themes: the level of safety and security in society, the extent of domestic and international conflict and the degree of militarisation.

67.   Recent research suggests that levels of gender equality, women's access to economic, political, and social rights and the security of women are key indicators of the peacefulness within a state.[73] As such, stronger investment in gender equality and the empowerment of women, including in terms of educational and training opportunities, are intrinsically linked to stability, development, peace and human rights. The global epidemic of violence against women is often aggravated by conflict and may rise even further after conflict.[74] This continuum of violence undermines peace for half the population of a society, and stands as an obstacle to the participation of women in post-conflict recovery and governance. Gender-responsive conflict prevention must start from an understanding of insecurities, inequalities and human rights violations that permeate women's and girls' lives prior to, during and after conflict.

Strengthening short and medium-term measures to prevent conflict

68.   Few early warning systems effectively integrate gender considerations as a category of analysis, include adequate gender equality expertise or engage with local women. Women may be first to be aware of and experience rising insecurity in society. Studies in Kosovo and Sierra Leone, for example, found that women in those contexts had valuable

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[73] Valerie Hudson, "Summary of Research Findings: Establishing the Relationship between Women's Insecurity and State Insecurity," March 2015.
[74] Rashida Manjoo and Calleigh McRaith, "Gender-Based Violence and Justice in Conflict and Post-Conflict Areas," *Cornell Int'l LJ* 44 (2011): 11.

information about the accumulation of weapons and violent attacks being planned, but had no means of reporting or sharing this information.[75] Rising tensions can result in restrictive freedom of movement for women, increased risk of assault in public areas and inability or lack of willingness to access fields and gardens due to threats. Rising levels of domestic violence and the specific vulnerability of women to gender-based violence within and outside the home often reflect rising tensions and militarization in society as a whole.

69.   Gender-specific indicators can equally be critical sources of information. Early warning indicators of conflict in Jonglei state, South Sudan, for example, include unusual movement of all-male groups, rising bride-price, and an increase in pregnancy terminations, among others.[76] These specific issues can be valuable indicators and sources of information if captured as elements of early warning mechanisms for preventative action. Women must participate in the design, implementation and monitoring of these systems, and the systems should include indicators which are gender-sensitive and which are specific to gender-based violations.

70.   At the same time that new technologies are being leveraged to wage war, they are also being used to increase security and prevent conflict. Technologies, such as drone and satellite monitoring systems, mobile phones and internet platforms, can be important tools

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[75] Hannah Wright, "Gender and Conflict Early Warning: Results of a Literature Review on Integrating Gender Perspectives into Conflict Early Warning Systems," *Saferworld*, May 28, 2014, 3.
[76] Pablo Castillo Diaz and Sunita Caminha, "Gender-Responsive Early Warning: Overview and How-to Guide," in *UN Women Sourcebook on Women, Peace and Security* (UN-Women, 2012).

for conflict prevention. In order for women and girls to benefit fully from conflict-prevention technology, the United Nations and Member States must ensure that they have equal access and that those monitoring early warning signs through use of new technology are trained and instructed to detect gender-specific security threats. The United Nations Organization Monitoring and Stabilization Mission in the Democratic Republic of the Congo, has instituted a programme to provide women with mobile phones as part of a gender-sensitive early warning system, giving populations direct access to the United Nations and related response mechanisms.[77]

71.   In my previous annual reports, I have highlighted the importance of, and need to better support and strengthen, community-level mediation, dispute resolution and conflict mitigation mechanisms. Innovative practices emphasized in the Global Study include the Women's Situation Rooms employed in Nigeria, Kenya and elsewhere, the *Palava* or "Peace Huts" established in Liberia and the "peace communities" formed in some areas in Colombia where women community leaders have declared their area and population as "neutral" and free from armed conflict, demanding that combatants do not draw these communities into violence.

72.   To achieve progress in these preventative efforts, gender expertise needs to be included   across   all   relevant   UN   entities.   Ideally,   thematic   specialists   with   strong

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[77] Hannah Wright and Minna Lyytikainen, "Gender and Conflict Early Warning: Results of a Literature Review on Integrating Gender Perspectives into Conflict Early Warning Systems," Briefing (Saferworld, May 2014), 3.

gender/women, peace and security expertise should be present in all relevant mission components. The United Nations Integrated Mission in Timor-Leste set an early precedent for this approach. In my response to the High-Level Independent Panel, I have committed that senior gender advisers should be located in the Offices of my Special Representatives, report directly to them and advise senior mission leadership at the strategic level. In terms of capacity, only 6 of the 11 Special Political Missions active in 2014 had a dedicated Gender Advisor post. However, those 6 missions had a total of 25 gender affairs officers and all Special Political Missions had appointed Gender Focal Points. In comparison, while 9 of the 16 active peacekeeping missions had a Senior Gender Adviser post, 7 of these posts were vacant at the end of 2014. In headquarters, where gender expertise is necessary for comprehensive mainstreaming and backstopping of the missions' work, the Department of Political Affairs had just one core-budget funded Gender Advisor and two additional temporary extra-budgetary positions, while the Department of Peacekeeping Operations had three long-term core-budget funded posts.

Addressing root causes

73. The international small arms trade is estimated at USD 8.5 billion per year.[78] Significant quantities of small arms are diverted from legal to illicit circles: increasing rates

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[78] Janis Grzybowski, Nicholas Marsh, and Matt Schroeder, "Piece by Piece: Authorized Transfers of Parts and Accessories," in *Small Arms Survey 2012: Moving Targets* (Small Arms Survey, 2012), 241.

of violence and insecurity, in particular for women. For example, in Latin America, respondents to a survey of civil society organizations for the Global Study designated organized crime as the most pressing emerging issue for women, peace and security in the region [79] Data availability on the existence of national mechanisms for control of illicit small arms and light weapons remains limited.[80] In 2014, 75 States voluntarily shared national reports through the International Tracing Instrument set up under the United Nations Programme of Action on small arms and light weapons.[81] Out of these, 47 (63 per cent) reported having national coordination agencies on small arms and light weapons, while 2 were in the process of setting them up. Many more, 95 per cent, reported having a national focal point. 58 States (77 per cent) reported having legislation in place to regulate small arms and light weapons. Of the 14 conflict and post-conflict countries[82] that contributed reports to the Programme of Action in 2014, 9 (64 per cent) stated that they had a coordination agency, 13 (93 per cent) reported having a focal point, and 11 (79 per cent) reported having legislation in place to regulate small arms and light weapons. In comparison, only 44 per cent of conflict and post-conflict countries reporting data in 2013 had such legislation in place, with 35 per cent of these indicating that their legislation was non-comprehensive.

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[79] "Global Report: Civil Society Organization (CSO) Survey for the Global Study on Women, Peace and Security: CSO Perspectives on UNSCR 1325 Implementation 15 Years after Adoption."
[80] Data for this indicator is compiled annually to monitor the implementation of resolution 1325.
[81] A/CONF.192/15.
[82] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2014, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January 2014 to 31 December 2014, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2014.

74.	The Arms Trade Treaty, which entered into force on 24 December 2014, marks an important step towards regulating the transfer of arms and mitigating its impact on rates of gender-based violence. States parties must now implement the Treaty, to address the proliferation of arms as a root cause of conflict, and as a source of insecurity in the lives of women and girls around the world. Specific national-level responses have also evolved to address the flow of small arms and light weapons. For example, in response to the high levels of national gun violence in the Philippines, women's civil society organizations lobbied for the adoption of the Arms Trade Treaty and inclusion of small arms control in the Philippine National Action Plan for the implementation of Security Council resolution 1325 (2000) and 1820 (2008), which contains an indicator on the adoption of regulations on small arms transfer and usage.[83] Capacity gaps and other challenges faced by State parties in implementing the Treaty require stronger attention.

75.	The negotiations for the 2030 Agenda for Sustainable Development created an unprecedented and inclusive debate on a universal and transformative global agenda for all countries to achieve sustainable development. In this context, the linkages between peaceful societies and effective government institutions and development have been reaffirmed. The African Union, for example, called for the "inextricable links between development and peace, security and stability" to be recognized as the sustainable development goals are agreed, and for a focus on conflict prevention and addressing its root causes. This growing

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[83] Megan Bastick and Kristen Valasek, "Converging Agendas: Women, Peace, Security and Small Arms," in *Small Arms Survey 2014: Women and Guns* (Small Arms Survey, 2014), 51.

political will should be translated into more significant action for building peaceful and inclusive societies in the post-2015 era. I am encouraged by the fact that the 2030 Agenda addresses factors which give rise to violence, insecurity and injustice, such as inequality, corruption, poor governance and illicit financial and arms flows. Furthermore, the agenda emphasizes the need to redouble our efforts to resolve or prevent conflict and to support post-conflict countries, including through ensuring that women have a full and equal role in peace-building and state-building.

E. Keeping the peace in an increasingly militarized world

76.   In the last fifteen years, the United Nations peacekeeping budget has more than tripled. While the number of civilian staff in peacekeeping missions has grown by 50 per cent, the numbers of uniformed personnel have tripled, and missions now last three times longer.[84] Recent mandates and doctrine have pushed for greater readiness to use force, including proactively, to uphold duties to protect civilians while operating in volatile environments where there is no peace to keep. These missions operate in an increasingly militarized world shaped by global counter-terrorism campaigns and sophisticated weapons technology that redefine the scope of the battlefield and blur lines between soldiers and weapons. The Global Study examines efforts by a range of actors, including security sector institutions, to engage on the women, peace and security agenda. These include mainstreaming gender perspectives in

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[84] A/70/95–S/2015/446.

peacekeeping, increasing the integration of gender equality expertise within key sectors, improving the gender balance in the military and police, training all categories of staff, protecting civilians and addressing sexual exploitation and abuse. Consultations for the study emphasized the need for a stronger focus on non-violent forms of protection, prevention of conflict and political solutions to crises.

Efforts made to mainstream a gender perspective in peacekeeping

77.   United Nation peacekeeping benefits today from an entire normative and institutional architecture that did not exist fifteen years ago. In the year 2000, only a fifth of United Nations peacekeeping missions had a specialized gender unit. Currently, all multidimensional peacekeeping missions have gender units and are increasingly deploying women protection advisers, who are charged specifically with implementing key operational aspects of the resolutions of the Security Council on Sexual Violence in Conflict. They are also currently assigning Military Gender Advisers and Focal Points at all levels, including at the Office of Military Affairs in headquarters. The Police Division in the Department of Peacekeeping Operations also has its own Gender Advisors. Almost every mandate of United Nations peacekeeping now includes specific provisions on women, peace and security as well as precise elements on conflict-related sexual violence, although it varies from very general language to specific targeted provisions. Data compiled using the 1325 indicators[85] indicates the majority of

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[85] Data has been compiled by the Department of Peacekeeping operations since 2012 for the indicator on the extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military

directives for military and police components of missions include instructions to protect the rights of and address women's and girls' specific security needs.

78.   As at mid-2015, 73 per cent of the 9 military strategic concepts of operations and 6 force operation orders valid across nine peacekeeping operations included some provisions to this end – up from 56 per cent in 2012. As for the United Nations police, in 2015 81 per cent of directives in 16 missions included measures to protect the rights of women and girls, up from 54 per cent in 2012. However, strong provisions in mandates and directives is not enough. Dedicated leadership, scenario-based gender equality and human rights training of all categories of staff, increased integration of gender equality expertise across mission sectors, adequate resources for effective implementation of gender-responsive protection measures, monitoring and accountability for results are essential for their effective application across all missions.

79.   Most of the good practice over the past 15 years has been limited in scope and scale, constrained by several factors, including the systematic under-resourcing of gender equality work within peacekeeping budgets. In addition, only a limited number of missions have established gender sensitive benchmarks to track progress or guide their decisions about reconfiguration or withdrawal. This implies that peacekeeping missions could complete their withdrawal without evaluating if the mission has addressed women's specific needs or the gender-specific provisions in that mission's mandate.

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components and heads of police components of peacekeeping missions.

Improving the gender-balance in the military and police

80.   Examples included in the Global Study show that since 2000 a growing number of countries have increased the percentage of women in their armed forces.[86] These numbers, however, remain low overall, including among the largest troop contributing countries, and this is reflected in the deployments to peacekeeping operations. On average, only 4 per cent of the military in United Nations missions were women as of July 2015, and these are mostly employed as support staff. This number has not changed since 2011 and has barely inched up from 1 percent in 1993, despite repeated calls for more women in peacekeeping since resolution 1325 was adopted in 2000. This affects mission's work in areas such as the implementation of protection innovations and the possibility of engaging with women in the community. The study puts forward suggestions for incentives to boost women's participation in the military contingents of United Nations peacekeeping missions, which should be carefully considered.

81.   Increasing the percentage of women in the police component of missions has a positive effect on issues that affect women and has also been found to lower the rates of complaints of misconduct, improper use of force or inappropriate use of weapons, and authoritarian behaviors in

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[86] Examples in the yearly national reports of NATO members to the NATO Committee on Gender Perspectives, or in country submissions to the Secretary-General's annual report on Women, Peace and Security. Several countries have specific action plans adopted by their Defence institutions (e.g. Argentina, Bulgaria, Ireland).

interactions with citizens and lower ranking officers.[87] In 2009, the United Nations launched a campaign with the ambitious goal of ensuring that women make up one-fifth of all United Nations Police by 2014. Although the percentage of women has grown since then, the campaign has not yet met its target.[88] The Police Division has asked Member States to deploy the same proportion of women that they already have in their national police forces, and to review their recruitment policies and criteria for deployment to identify and eliminate any inequalities or admission barriers for women.

Addressing sexual exploitation and abuse

82. Available data[89] show that in 2014, 79 new allegations of sexual exploitation or sexual abuse were made across United Nations entities that reported information (including departments and offices of the Secretariat, agencies, funds and programmes), compared with 96 in 2013, 88 in 2012 and 102 in 2011 (see A/69/799). In field missions, 51 allegations were reported in nine peacekeeping missions and one special political mission, with a majority (75 per cent) of allegations received from three peacekeeping missions: the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the United

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[87] Charlotte Anderholt, "Female Participation in Formed Police Units: A Report on the Integration of Women in Formed Police Units of Peacekeeping Operations" (U.S. Army Peacekeeping & Stability Operations Institute, September 2012).
[88] The police component in mission consists of individual policemen and women, and formed police units. Although women are now 18 per cent of the police that are individually recruited, the percentage drops to 10 per cent when adding formed police units. "Gender Statistics for the Month of May" (United Nations Department of Peacekeeping Operations, May 2015).
[89] Data is regularly collected and published by the United Nations Conduct and Discipline Unit. This informs the 1325 indicator on the '"percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed and civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases."

Nations Stabilization Mission in Haiti (MINUSTAH) and the United Nations Mission in South Sudan (UNMISS). Of the allegations in field missions, 14 involved staff members or United Nations Volunteers; 24 involved members of military contingents or United Nations military observers; and 13 involved United Nations police officers, members of uniformed police units and government-provided correctional personnel. 18 allegations (35 per cent) involved the most egregious forms of sexual exploitation and abuse, including sexual activities with minors or rape of persons 18 years or older. Paternity claims were associated with 12 allegations.

83.   The majority of these allegations involving civilian personnel or police and military personnel with the status of experts on missions were referred to the United Nations for investigation, while allegations involving military contingent personnel were referred to troop contributing countries. In the absence of a reply from Member States or a decline to investigate the matter, investigations were automatically undertaken by the United Nations. As at 31 January 2015, investigations into 18 allegations received in 2014 were completed. These include investigations conducted by troop-contributing countries into five allegations (four substantiated and one unsubstantiated) and investigations conducted by the United Nations into 13 allegations (five substantiated and eight unsubstantiated). A substantiated allegation involving one civilian personnel in a field mission was referred for disciplinary actions by the United Nations and possible criminal accountability measures. Regarding actions involving military and police personnel taken in 2014, troop- and police-contributing countries were informed that 16 military personnel and five police personnel

would be repatriated on disciplinary grounds and barred from participating in field missions in the future for their connection to 18 substantiated allegations received in 2014 or earlier. For allegations received in 2014, responses from Member States indicated that disciplinary actions of an administrative nature were taken against two military personnel concerning two separate substantiated allegations of sexual exploitation, whereas two more military personnel were imprisoned for another two substantiated allegations, one of sexual abuse and one of sexual exploitation.

84.   I am profoundly concerned over any allegation of sexual exploitation and abuse that surfaces in peacekeeping contexts. When the United Nations deploys peacekeepers, it aims at protecting the world's most vulnerable people in the most affected places. I will not tolerate any action that causes populations to question this trusted role. The troubling allegations concerning the conduct of United Nations peacekeepers deployed to the Central African Republic in 2015 has shown that it remains an area where the Organization and its Member States must do much more. Those who work for the United Nations in peacekeeping and other humanitarian operations must uphold the Organization's highest ideals. Yet the outrageous and criminal actions of a few people tarnish the heroic work of tens of thousands of United Nations peacekeepers and other personnel. In my latest report on Special measures for the protection from sexual exploitation and sexual abuse I have made a series of proposals to enhance the response of the United Nations, including its agencies, funds and programmes, to sexual exploitation and abuse. I have also appointed a high-level external independent panel to look into the reports of sexual exploitation and abuse in the Central African Republic and our systemic response. Every allegation must be reported immediately,

investigated thoroughly and acted upon decisively. Failure to do so will have clear consequences. Member States have the ultimate responsibility to hold uniformed personnel to account and they must take decisive preventive and punitive action. I welcome, in this regard the emergency session of the Security Council that took place on 13 August 2015. I encourage regional organizations deploying peacekeeping personnel to do the same. My clear message to perpetrators is that we will do everything possible to pursue them and bring them to justice. I want victims to rest assured that we will uphold our institutional responsibility to safeguard their security and dignity. The latter is an area where the international community must emphasize assistance and support, including for implementing and resourcing past commitments.

Promoting unarmed means of protection

85. The Global Study and the report of the High-Level Independent Panel of United Nations Peace Operations underscore the importance of promoting unarmed protection actions, including by military actors and their police and civilian partners. United Nations missions are meant to protect civilians not only through the provision of direct physical protection, but also through dialogue, engagement and the establishment of a protective environment. A repeated theme in consultations for the Global Study was that the promotion of women's leadership is a protection strategy in itself. Early warning mechanisms continue to be under-utilized and disconnected from proactive and immediate response. To protect the humanitarian space, many advocate for protection by presence, proven to be effective even if it is unarmed military personnel or unarmed civilian protection.

G. Countering violent extremism: Women, peace and security in a new context

86.   The rise of violent extremism overlaid onto ongoing conflicts is adding to the already complex threats faced by communities, states and regions, with direct impact on the rights of women and girls. From forced marriage and the commission of systematic sexual and gender-based crimes, abuses of the right to physical integrity, to restrictions on education, access to health care and participation in public life, this escalation in violence and insecurity is perhaps one of the greatest threats to global peace and security at present, and one that affects women and girls in both unique and disproportionate ways. It also makes more evident than ever the clear linkages between gender equality, peace and security that the originators of resolution 1325 (2000) first drew to international attention. In the Presidential Statement adopted in connection to the open debate on women, peace and security in 2014 (S/PRST/2014/21), the Security Council expressed with deep concern that "violent extremism, which can be conducive to terrorism, often results in increased displacement, and is frequently targeted at women and girls, leading to serious human rights violations and abuses committed against them including murder, abduction, hostage taking, kidnapping, enslavement, their sale and forced marriage, human trafficking, rape, sexual slavery and other forms of sexual violence." Since then, this targeted violence is receiving increasing global attention. Yet, even as violent extremist groups place the subordination of women at the forefront of their agenda, the promotion of gender equality has remained an afterthought in national and international responses to the spread of their violence. As we

mobilize against violent extremism, we must continue building synergies between the counter-terrorism and women, peace and security agendas. We know that promoting women's participation, leadership, human rights and empowerment increases our chances of success in addressing this scourge.

Deliberate targeting of women's and girls' human rights

87.   A common thread shared by violent extremist groups is that their advance has been coupled with attacks on the rights of women and girls – such as rights to education, to participation in public life, and to decision-making over their own bodies. According to reports, abductions of, and sexual violence against, women and girls have been used as a deliberate tactic by Boko Haram for example. Reports estimate that there have been some 2,000 women and girls abducted since the start of 2014. Research also indicates that abducted women and girls held in captivity by Boko Haram experience a range of violations including physical and psychological abuse, forced labour, forced participation in military operations, forced marriage to their captors, and sexual abuse and violence, including rape and forced pregnancy. [90] Sexual and gender-based violence is being used as a deliberate tactic of the so-called Islamic State in Iraq and the Levant (ISIL). My 2015 report on

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[90] "'Our Job Is to Shoot, Slaughter and Kill': Boko Haram's Reign of Terror in North-East Nigeria" (Amnesty International, April 14, 2015).

conflict-related sexual violence highlights the use of sexual violence as integrally linked with the objectives, ideology and funding of violent extremist groups.

88. As violent extremist groups continue to grow in power and influence, international actors have focused on military and security solutions to stop their progress. This approach is not sufficient to address this evolving problem, and can result in human rights violations which can further fuel grievances. At its heart, violent extremism is also a manifestation of governance and development shortcomings as well as lack of respect for human rights and the rule of law. Building societies that are conflict-resilient and able to permanently address the conditions conducive to violent extremism requires investing in policies and programmes that support good governance and sustainable and rights-based development. As evidenced by the Global Study, this must involve policies and programmes that integrate human rights of women and their empowerment and active participation of women.

89. Women are, however, not only victims, they can be active participants and leaders in perpetrating extremist violence. Their roles vary according to each group and have included carrying out suicide bombings, participating in women's wings or all-female brigades within armed organizations, gathering intelligence, and serving as recruiters and mobilizers.[91] Women play an important role in social media, which can be used as a recruitment tool, publicize and celebrate activities of extremists, and build interest in their

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[91] Naureen Chowdhury Fink, Rafia Barakat, and Liat Sheret, "The Roles of Women in Terrorism, Conflict, and Violent Extremism: Lessons Learned for the United Nations and International Actors," Policy Brief (Center on Global Counterterrorism Cooperation, 2013), 3.

causes.[92] The efforts of Member States and international actors must be informed by a nuanced gendered lens on the conditions conducive to terrorism, understanding the grievances that move women and men towards violent extremism, and supporting the dynamics that strengthen their resilience against them.

90.   Women are impacted both by violent extremist and terrorist groups as well as the strategies used to counter them, which can result in them being squeezed between terror and anti-terror.[93] Efforts to counter terrorism and violent extremism that are not grounded in human rights have impacted adversely on gender equality and women's organizations, including women human rights defenders. The dis-empowerment of women and harmful social norms that accompany the rise of violent extremism is not incidental but systemic, weakening the foundation of resilient and stable communities. One-sided security-driven solutions heighten women's insecurity, with militarized counterterrorism operations disrupting economic and social activity and destroying civilian infrastructure that is not used for military purposes. Displacement leaves women and girls vulnerable to sexual and gender-based violence and other human rights violations. The failure to prevent these negative impacts results in women's re-victimization, and ultimately in more poverty, more desperation, and greater radicalization that can lead to violent extremism.

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[92] Shiv Malik, "Lured by Isis: How the Young Girls Who Revel in Brutality Are Offered Cause," *The Guardian*, February 21, 2015, http://www.theguardian.com/world/2015/feb/20/push-pull-lure-western-women-isis.
[93] Jayne C. Huckerby and Lama Fakih, "A Decade Lost: Locating Gender in U.S. Counter-Terrorism" (NYU School of Law Center for Human Rights and Global Justice, 2011).

91.   I recommend Member States and United Nations entities invest in gender sensitive research and data collection on identifying the drivers that lead individuals to join violent extremist groups; and the impacts of comprehensive counter-terrorism strategies on women's human rights, in order to develop targeted and evidence-based policy and programming responses. This would support designing a context and gender sensitive approach to programming based on local needs and community perceptions including those of women.[94]

92.   We are clearly witnessing a strategic moment in the evolution of the counter-terrorism agenda where women's participation and empowerment has become recognized as a necessary part of a comprehensive response to securing peace and security in line with resolution 1325 (2000). The Security Council has increasingly referred to women in resolutions and statements related to terrorism. Resolution 2178 adopted in September 2014 recognizes for the first time the need to empower women as part of preventative measures to the spread of violent extremism and radicalization.[95] However, there is a certain disconnect between the rhetoric and the degree of investment in relevant programming on the ground.

93.   The women, peace and security agenda provides a platform for analyzing how conditions may be conducive to terrorism, particularly prolonged unresolved conflicts as

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[94] "Countering Violent Extremism and Promoting Community Engagement in West Africa and the Sahel: An Action Agenda" (Center on Global Counterterrorism Cooperation, 2013), 4–5.
[95] S/RES/2178 (2014), para. 16.

identified under Pillar 1 of the United Nations Global Counter-Terrorism Strategy, and how the drivers of radicalization affect or are impacted by gender dynamics. Security Council resolution 2122 (2013) explicitly mentions terrorism as one of the thematic areas where the Security Council intends to increase its attention to women, peace and security issues, a theme reaffirmed in resolution 2129 (2013).

94. I urge Member States and relevant United Nations entities to continue building synergies between the counter-terrorism and women, peace and security agendas. This must involve strengthening the integration of a gender perspective, including women's participation, leadership and empowerment, into counter-terrorism and preventing violent extremism frameworks. It also requires ensuring mechanisms and processes mandated to prevent and respond to violent extremism have the necessary gender expertise to fulfil their mandates. This includes United Nations entities providing relevant capacity-building and other assistance, sanctions monitoring teams, bodies established to track terrorist financing and conduct fact finding and criminal investigations.

95. Violent extremists have made effective use of social media to advance their objectives, whether through propaganda, radicalization or recruitment. In the same way, media channels can be used to counter the narratives of violent extremism and develop messages on gender equality, good governance, and conflict prevention. Employing media to educate men and boys to change discriminatory practices, including through non-violent conflict resolution, rethinking masculinities and stereotypes about gender roles also creates

pathways for women and girls to engage in efforts to counter violent extremism. Counter-narratives to violent extremist messaging also need to be developed and targeted at male and female audiences. Training of religious leaders to work as mentors in their communities, and increasing women's access to education to amplify their voices against violent extremist narratives are other important strategies.

F. Addressing obstacles to implementation: The role of key actors

96.   This section examines initiatives taken by different stakeholders to accelerate action, measure progress and deliver better results on the ground. It highlights good practice, gaps and challenges identified through the preparations for the Global Study and the High-level Review of the implementation of Security Council resolution 1325 (2000). It concludes with a critical look at the financing of the women, peace and security agenda and a strong call for greater investment in its full implementation.

Planning for action and monitoring results at the national level

97.   Since 2002, the Security Council has encouraged the development of clear strategies focusing on the integration of gender perspectives in conflict and post-conflict response.[96] As highlighted in my annual reports on women, peace and security, a range of national and

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[96] S/PRST/2002/32.

local implementation strategies have evolved since, of which dedicated National Action Plans (NAPs) on women, peace and security, in particular, have received significant attention. They provide an opportunity for national stakeholders to identify priorities, determine responsibilities, allocate resources, and initiate actions within a defined time frame. As of March 2015, fifty-three countries have adopted a NAP (24 in Europe, 17 in Africa, 8 in Asia, 3 in the Americas and 1 in Oceania). Several NAPs are due to be updated and almost twenty more countries are in the process of preparing their first action plan. Similarly, a wide range of women, peace and security "localization" initiatives have been developed.[97]

98. The increasing adoption of NAPs is often welcomed as an illustration of Member States' growing commitment to implementing resolution 1325 (2000). However, NAPs are simply processes and facilitators of action, not ends in themselves. Building on past lessons and good practice, the Global Study puts forward a set of common elements necessary for a NAP to be able to facilitate coherent, targeted and impactful action. These include strong leadership and effective coordination, inclusive design processes, costing and allocated budgets for implementation, monitoring and evaluation and flexibility to adapt to emerging situations. NAPs are also stronger when they link to other planning processes like United Nations Development Assistance Frameworks and strategies to implement the 2030 Sustainable Development Agenda.

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[97] "Inspiring Locally, Implementing Globally: Localization of UNSCR 1325 and 1820," *Global Network of Women Peacebuilders*, 2014

99.   It is promising that several of the countries that are implementing their second or third generation NAP have made efforts to address earlier deficits across these areas. Yet, deeper analysis shows that many gaps remain. For instance, a review of 47 NAPs undertaken in 2014 showed that only 11 had a specified budget attached to their implementation. In addition to government's leadership, effective national implementation strategies call for broad participation all relevant actors as well as affected communities. There is a need to identify better avenues for sharing results, lessons learned and good practice at national, regional and global levels.

100. Some governments have appointed high-level champions for gender-responsive foreign policy and development cooperation. Australia established in 2011 the role of Ambassador for Women and Girls as an advocate for the promotion and protection of women's human rights around the globe and to ensure gender equality is a central focus of Australia's diplomatic, peacebuilding and development efforts. In 2015, Sweden appointed an Ambassador-at-large for Global Women's Issues and Gender Equality to coordinate Sweden's feminist foreign policy, which aims at guaranteeing women's rights, including participation in peacebuilding and peacemaking and preventing violence. Such an explicit and strong political stand to promote gender equality and the human rights of women and girls marks a good practice that could be replicated by more governments.

101. Besides national action plans specific to women, peace and security, national policies and plans on issues such as national security, human rights, development, including development cooperation, gender equality, violence against women, peacebuilding and reconstruction and disaster management provide significant entry-points for advancing progress on women, peace and security. As such it is essential that women, peace and security does not become an under-resourced strand of government policy isolated from larger policy and programme initiatives, but that synergies between various initiatives are ensured.

Strengthening linkages between Human Rights Mechanisms and the Security Council resolutions on women, peace and security

102. In my past reports, I have called upon Member States to follow up on recommendations put forward by international, regional and national human rights mechanisms.[98] I have also highlighted the remarkable achievements made at the normative level for the protection of the human rights of women and girls in conflict-affected settings.[99] In particular, the adoption by the CEDAW Committee in 2013 of its general recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations was a landmark achievement. In 2015, UN-Women published a guidebook on the general recommendation and related Security Council resolutions on women, peace and

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[98] S/2013/525, para. 64; S/2012/732, para. 64.
[99] S/2014/693, para. 2.

security.[100] In addition to the CEDAW Committee, there are eight other treaty bodies charged with monitoring implementation of the major human right treaties. Their work plays an integral role in ensuring respect for the rights of women and girls in conflict and post-conflict settings, informing Member States' policies, and assisting in documentation for other parts of the United Nations system.

103. The Human Rights Council process of Universal Periodic Review also performs a critical function, as the only universal mechanism to regularly assess the human rights situation of each United Nations Member State, every four years, and compliance with international humanitarian law. I encourage Member States participating in Universal Periodic Reviews to consider women, peace and security obligations and commitments in their questions and recommendations to peer Member States and in their submissions to the Human Rights Council. I also applaud the efforts of civil society to strengthen accountability processes through submissions to the Human Rights Council and treaty bodies, and by using review outcomes to advocate for change in their home countries.

104. The special procedures mandate holders of the Human Rights Council have also drawn important attention to the rights of women and girls in conflict-affected countries. For example, the Special Rapporteur on violence against women, its causes and consequences, issued a seminal report on reparations which has furthered the acceptance of the need for

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[100] Catherine O'Rourke and Aisling Swaine, "Guidebook on CEDAW General Recommendation No. 30 and the UN Security Council Resolutions on Women, Peace and Security" (UN-Women, 2015).

justice to transform structural inequalities affecting women and girls; the Working Group on Discrimination against Women in law and practice issued its first thematic report on discrimination against women in public and political life, including in times of transition; and the Working Group on Enforced Disappearances adopted a General Comment on gender and enforced disappearances. The Global Study highlights the importance of increasing synergies between the Security Council and the special procedures, including by inviting special procedures to brief the Council on issues relating to women, peace and security. For instance, the Special Rapporteur on the rights of internally displaced persons briefed the Security Council in October 2014 during the open debate on women, peace and security.[101] The Human Rights Council also has the power to establish Commissions of Inquiry and expert fact-finding bodies to investigate, analyze and report on situations of armed conflict. As an important tool for accountability, these bodies' abilities to report on sexual and gender-based violence must continue to be strengthened and information flows further encouraged with the Security Council and other relevant actors.

105. Regional and sub-regional human rights mechanisms support the promotion and advancement of women's rights, and hold States accountable to commitments for gender equality in conflict-affected contexts. For example, the African regional human rights system has some of the strongest normative frameworks for women's rights, including the Protocol on the Rights of Women in Africa, the first regional human rights instrument to

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[101] S/PV.7289.

include provisions on the right to abortion.[102] National human rights instruments and mechanisms form another critical link in the chain of accountability.[103] In addition to the responsibility of ensuring general compliance of Member States with their human rights obligations, they are uniquely placed to take the lead on implementing the recommendations put forward by international and regional human rights mechanisms, setting timelines, benchmarks and indicators for success, including for women's human rights.

Stepping up implementation at the regional and sub-regional levels

106. In light of the regional nature of many conflicts, cooperation in the area of peace and security between the United Nations and regional and sub-regional organizations such as the African Union (AU), Economic Community of West African States (ECOWAS), and the European Union (EU) has generally intensified, for example in the Central African Republic, Mali, Somalia and Sudan, as well as with the North Atlantic Treaty Organization (NATO) in Afghanistan. The adoption of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region by eleven countries under the auspices of the AU, the International Conference on the Great Lakes Region (ICGLR), the Southern African Development Community (SADC) and the United Nations in 2013 is an example of intensified cooperation and new partnerships.

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[102] A/HRC/29/27, para. 17.
[103] S/2014/693, para. 18.

107. Regional consultations for the Global Study highlighted the range of ways in which regional and sub-regional organizations have integrated global women, peace and security obligations and commitments within their security, crisis-response, human rights or peacebuilding efforts. As of May 2015, five organizations - ECOWAS, the EU, the Inter-Governmental Authority on Development (IGAD), NATO, and the Pacific Islands Forum (PIF) - had adopted dedicated regional action plans on women, peace and security. Other notable regional initiatives since 2010 include the development of a strategy on "Protection of Arab Women: Peace and Security" by the League of Arab States (to be complemented by a regional action plan on women, peace and security in 2015), the adoption of an action plan for the implementation of resolution 1325 (2000) in support of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo (DRC) and the Region, and the AU's launch of a new five-year Gender, Peace and Security Programme for 2015-2020. In a number of regions, stronger focus on the women, peace and security agenda by key regional organizations has contributed to an increase in related National Action Plans (NAPs) by Member States and facilitated the sharing of lessons learned across regions. The OSCE, for example, in cooperation with the Peace Research Institute Oslo (PRIO) published a study analyzing the 27 NAPs in the region highlighting good practice, gaps and challenges.

108. Cooperation between the United Nations and regional and sub-regional organization to address conflict-related sexual violence has also intensified on the basis of frameworks of

cooperation signed between the AU and ICGLR with the Office of my Special Representative on Sexual Violence in Conflict. These frameworks essentially strengthen collaboration to ensure that conflict-related sexual violence considerations are systematically reflected in the work of these organizations. A similar cooperation framework has been agreed with the League of Arab States to be formally signed during the 70th session of the United Nations General Assembly. I also welcome the adoption of the NATO Military Guidelines On The Prevention Of And Response To Conflict-Related Sexual and Gender-Based Violence which is currently before NATO Member States for ratification.

109. Data shows that despite low levels of women's representation in senior positions in regional organizations, there has been an upward trend since 2012.[104] However, uneven data availability prevents robust trend analysis. Information provided by NATO showed that women held 6 out of 38 (16 per cent) executive leadership positions at NATO headquarters[105] as at December 2014, and 2 out of 7 (28 per cent) positions in country offices. Additionally, one of the two NATO Special Representative positions was held by a woman, bringing the overall rate of women holding leadership positions to 19 per cent. In the European Union's External Action Service (EEAS) women held 3 out of 28 (11 per cent) headquarters-based executive positions (down from 13 per cent in 2013) and 31 out of 135 (23 per cent) in country offices and missions (slightly up from 21 per cent in 2013).

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[104] See, for example: S/2014/693, box 12. Including headquarters high-level executives (equivalent to International Standard Classification of Occupations No. 88, Major Group 1: Legislators, senior officials and managers, special representatives or envoys, heads of country offices, heads of missions and mediators.
[105] This covers NATO headquarters international staff, excluding International Military Staff and Delegations.

One of the two EEAS mediators in 2014 was a woman, while only 1 out of the 10 (10 per cent) special envoy and representative positions was held by a woman. In the case of the Pacific Island Forum Secretariat, women held 4 out of 7 (57 per cent) headquarters-based executive positions, but the rate of female special representatives or envoys was low - 5 per cent (2 of the 36 ministers). For the African Union Commission, parity has been reached among its Commissioners, and in terms of top leadership and the appointment of Ms. Nkosazana Dlamini-Zuma as the AU Commission Chairperson in 2012 signalled an important development.

110. As a result of strengthened gender equality architecture and use of technical gender expertise in regional organizations such as the AU, EU, NATO and OSCE, tangible changes are visible in the ways these organizations work. For example, a well-functioning network of gender advisers and focal points is now in place across both civilian and military elements of NATO institutions and field commands. The planning process of the NATO Resolute Support Mission in Afghanistan, the first mission where Allies and Partner Nations made the required gender expertise available at all levels from the very start of the Mission, illustrates that integrating a gender perspective is now an integral part of the entire mission planning cycle. The AU established civilian protection and gender units in its field missions and included gender experts in post-conflict needs assessment teams. All 16 Common Security and Defense Policy missions currently deployed by the European Union have either a gender adviser or a focal point.

111. As seen in the NATO and AU example, the appointment of High-Level Representatives or Envoys on Women, Peace and Security is not only contributing to a stronger gender focus across these organizations' work, but also to strengthening partnerships with the United Nations as manifested through the adoption of Memorandums of Understanding, joint missions and initiatives. For instance, since her appointment in 2014, the AU Special Representative for Women, Peace and Security, Bineta Diop has undertaken solidarity missions to the Central African Republic, Nigeria and Somalia. In March 2014, the AU Special Envoy was appointed as a member of the AU Commission of Inquiry on South Sudan. Her engagement facilitated close interactions with South Sudanese women, ensuring that there was a specific focus on the crimes committed against them during the conflict. In July 2015, the EU External Action Service announced the creation of a Gender Adviser post.

112. Efforts made by regional and sub-regional organizations to build systems for monitoring progress and evaluating results enable them to hold the organizations and their Member States to account for the implementation of obligations and commitments on women, peace and security. For example, the Council of the EU has adopted a set of indicators to assess progress on their Comprehensive Approach to the implementation of Security Council resolutions 1325 (2000) and 1820 (2008).[106] Building on lessons learned and monitoring during the past few years, efforts are currently underway to enhance the

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106 Full list of indicators available at:
http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2011948%202010%20INIT. Data is compiled and reported bi-annually, but availability is still low for some of the indicators.

measurability and effectiveness of these efforts NATO included a monitoring and evaluation framework with indicators in its 2014 Action Plan for the implementation of policy on women, peace and security. Allies and Partner Nations are briefed every six months on progress made and the NATO Secretary-General publishes an Annual Report on the implementation of the Policy on Women, Peace and Security. In 2015, the AU initiated the development of a Continental Results Framework on Women, Peace and Security in Africa. The framework will build on policy-level advancements across the continent in recent years, and will include recommendations for improving sex-disaggregated data collection, particularly in fragile and post-conflict settings, including through the deployment of gender experts, capacity-building, technology development and strengthening national statistical institutions.

Ensuring more robust leadership, coordination and accountability within the United Nations

113. In 2010, I pledged the development of a more comprehensive and measurable approach to implement resolution 1325 (2000) and enhance accountability.[107] Since then, a set of indicators to measure implementation were designed,[108] my 7-Point Action Plan on Gender-responsive Peacebuilding[109] was put in place and the strategic results framework on women, peace and security[110] was devised. All three frameworks are closely related, and yet

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[107] "Remarks to the Ministerial Meeting on Security Council Resolution 1325: A Call to Action - United Nations Secretary-General Ban Ki-Moon's Statements," September 25, 2010.
[108] S/2010/498.
[109] A/65/354–S/2010/466.
[110] "UN Strategic Results Framework on Women, Peace and Security: 2011-2020" (United Nations, July 2011).

their purposes are slightly different. The frameworks have been useful to highlight areas of progress and stagnation, such as women's representation in managerial positions in the United Nations system and financing of the women, peace and security agenda. However, significant overlapping between frameworks and measurability issues stemming from inadequate formulation of indicators and targets have hampered the efficient use of these frameworks for accountability, advocacy and programming. I call on all women, peace and security actors to focus on data collection where baselines do not exist, addressing any gap areas and stimulating better implementation of these frameworks before 2020.

114. Gender experts must be represented at all levels of the United Nations peace and security architecture, including among leadership positions. Recent trends show fluctuations between 15 and 25 per cent in the proportion of peacekeeping and special political missions headed by women since 2011.[111] An all-time high was reached in May 2015, when women led almost 40 per cent of peacekeeping missions. The proportion of women deputy heads has increased from 17 per cent in 2011 to 24 percent in 2014. Considerable efforts are still needed to achieve the gender parity goal for the positions of special representatives and special envoys.[112]

115. Slow improvement has also taken place at the managerial level (P5 to D2), as 21 per cent of positions were held by women in peacekeeping missions in 2011, compared to 33.4

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[111] Data points registered annually as of 31 December.
[112] A/RES/58/144.

in 2014. In special political missions, the rates increased from 18 to 29 per cent in the same time period. In other United Nations entities in conflict and post-conflict countries,[113] this proportion varies widely, with entities such as IFAD, UNFPA or UN-Women reaching or even surpassing equal representation of women, and others such as UNESCO, FAO and UNAIDS falling below the 20 per cent mark. In most United Nations entities the rates of women representation were higher in lower grade professional positions than at managerial levels. UNDP and UNAIDS scored high on gender balance across all levels, reporting overall rates beyond 40 per cent.

116. As of May 2015, four women were appointed in my Good Offices capacity, including as Special Envoys, Advisors or Coordinators and 6 (19 per cent) of a total 31 Resident Coordinators in conflict countries were females. As recommended by the High-Level Independent Panel on United Nations Peace Operations, efforts must be strengthened to appoint more women to senior mission leadership positions and support the promotion of current staff through mentoring programmes.[114] To accelerate progress the Department of Field Support, the Office of Human Resources Management, and the United Nations Focal Point for Women are currently implementing the participation of at least one woman in selection panels, one women candidate shortlisted to mission leadership per position,

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[113] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2014, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January 2014 to 31 December 2014, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2014.
[114] A/70/95–S/2015/446, para, 254.

strengthening the talent-pipeline for recruiting, promoting and retaining women senior managers, and addressing the barriers identified in past reviews.

117. The dedication of United Nations senior managers, male and female, to gender equality and the empowerment of women sends a strong signal about the legitimacy of the issue and builds credibility at the working levels. It is critical to ensure gender equality goals are included in all key mandates, instructions, operational guidance, terms of reference and senior level compacts, and those who do not deliver must be held to account. I welcome the High-Level Independent Panel on United Nations Peace Operations' request for compacts between myself and heads of missions to specify performance indicators relating to gender.

118. To complement the support provided to missions by these two departments, the High Level Independent Panel on Peace Operations report highlighted that "missions should have full access to the policy, substantive, and technical support from UN-Women on implementation of 1325 (2000) and successive resolutions." The call for greater coordination and coherence between UN-Women and peace operations has similarly been made by the General Assembly's Special Committee on Peacekeeping (C34). I encourage the strengthening of these partnerships as it would allow capitalizing on limited human and financial resources and leveraging each entity's comparative advantages, including linkages with different civil society organizations and the work of United Nations country teams. Greater cooperation would also address concerns raised in the High-Level Independent

Panel report on fragmentation in the system as well as issues raised by the review of the United Nations peacebuilding architecture, which noted the 'silos' with regard to women, peace and security implementation in the system. The role of UNDP, UNFPA, UNICEF and other United Nations country team members responsible for delivering on women, peace and security commitments in the field should equally be recognized, and greater efforts made to coordinate across all actors. Enhanced partnerships between all key entities with technical gender expertise in conflict and post-conflict settings are necessary as well, including through development of rosters of expertise and improved inter-agency forums. I note with concern the lack of senior level leadership on women, peace and security for the United Nations system as a whole, as highlighted by Member States and civil society during the preparation of the Global Study. I call on UN-Women, given their role on women, peace and security coordination and accountability, and on all relevant entities to ensure that their senior leadership is fully seized of the women, peace and security agenda and that they play their role in bringing relevant information to the attention of the Security Council. Additionally, I take note of the recommendation of the Global Study on the need for dedicated high-level representation on women, peace and security in UN-Women to further accountability, visibility and implementation of this agenda.

Boosting data availability and national statistics

119. Women, peace and security data is still scarce, although important efforts are underway to increase its production and quality. For instance, data to monitor the

implementation of resolution 1325(2000) is compiled annually and I present it in my reports to the Security Council[115]. However, 36 per cent of the indicator series[116] designed for this purpose still lack available data. Existing figures mostly refer to international entities' work or implementation processes. It is worth noting that with the establishment of the Monitoring, Analysis and Reporting Arrangements (MARA) under Security Council resolution 1960, the UN system has considerably increased its capacity to gather timely, reliable and objective information on incidents and trends of conflict related sexual violence [117].

120. However, data collection at national level continues to lack behind. Reasons behind the lack of national women, peace and security statistics include inadequate coordination between peace and security institutions and national statistical systems, lack of political will and understanding of the critical role that quality statistics can play in promoting peace through targeted interventions, limited statistical capacity in fragile and developing settings, safety concerns affecting household survey data collection and administrative record keeping, and confidentiality concerns and statistical laws preventing the dissemination of security related data.

121. Yet, as detailed in the Global Study, numerous international and regional initiatives are driving coordinated methodology for data production relevant to women, peace and security. For instance, the United Nations Statistical Commission recently endorsed the

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[115] S/2014/693
[116] S/2010/498
[117] S/2015/203

International Classification of Crime for Statistical Purposes, meant to enhance registration and comparability of crime statistics, including violence statistics. Efforts by the Friends of the Chair to the Statistical Commission on Indicators on Violence Against Women led to the adoption of a core set of 9 indicators[118] in 2009 that the Inter-Agency and Expert Group on Gender Statistics has taken forward for refinement, production of methodological guidelines and design of model survey questionnaires. Perception surveys such as those conducted within the framework of the Strategy for the Harmonization of Statistics in Africa are a prime example of a bottom-up initiative that is making a difference in the official measurement of governance, peace and security issues across Africa, including from a gender perspective.[119] Data for the Minimum Set of Gender Indicators[120] and other sector specific initiatives launched by United Nations entities,[121] are also relevant to measure progress towards the implementation of the women, peace and security agenda. In addition, the Praia Group[122] is expected to play a pivotal role in jumpstarting the production of country-level governance, peace and security statistics to inform Sustainable Development Goals (SDG) monitoring and to integrate gender as one of its key thematic areas.

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[118] E/CN.3/2009/13.

[119] The Strategy for the Harmonization of Statistics in Africa (SHaSA) is a continent-wide effort to generate comparable statistics for decision-making in Africa. It covers the adoption of international standards adjusted to African realities, as well as efforts to enhance coordination and production of harmonized statistics. As a result, two 'add-on' household survey modules and two schedules of administrative items have been developed, one on Governance and one on Peace & Security statistics. Implementation of data collection exercises utilizing these modules is either currently on-going or has already taken place in at least 13 African National Statistics Offices.

[120] E/CN.3/2013/10.

[121] Such as the United Nations Office for the Coordination of Humanitarian Affairs' indicators on world humanitarian data, the Office of the High Commissioner for Refugees' statistics on refugees, asylum seekers, internally displaced people and other populations of concern, the Food and Agricultural Organization's Gender and Land Rights Database, and the Office of the Hugh Commissioner for Human Rights' human rights indicators.

[122] See Group's terms of reference here: https://unstats.un.org/unsd/statcom/doc15/2015-17-CaboVerde.pdf

122. To accelerate progress both in the 2030 Agenda for Sustainable Development and the women, peace and security agenda, I reiterate the call for all national governments to prioritize the production of women, peace and security statistics and increase their use for policy-making. Financial and technical support from bilateral and multilateral actors is necessary for this become a reality. I expect all national governments, international and regional entities to address women, peace and security related data production in a holistic manner.

Supporting civil society

123. The women, peace and security agenda has recognized the essential role of civil society, including women's organizations in conflict prevention, peacemaking and post-conflict recovery. The Global Study sought to capture the diverse voices of civil society activists working for peace, security and gender equality by undertaking consultations, conducting a global survey of civil society organizations, inviting on-line submissions, and forming a High-Level Advisory Group comprised mostly by representatives of civil society. These steps have helped ensure civil society's expertise is heard in policy-making circles, including the Security Council, during the fifteen year anniversary of the adoption of resolution 1325 (2000).

124. Women's organizations play a vital role in mitigating conflict and building peace, delivering services, monitoring government action, and holding governments to account on

their human rights obligations and commitments to women and girls—contributions which I have recognized and encouraged in past reports.[123] Despite this important work, members of civil society and women's human rights defenders are often the targets of threats and violence during and after armed conflict[124] and increasingly laws and regulations are imposed to shrink their space for engagement. I echo the findings of the Global Study that inadequate engagement with civil society is a missed opportunity for Member States, regional organizations and international entities. Greater political and financial support is needed, including for grassroots organizations and those representing women victims of intersectional discrimination. Civil society is often in the best position to share local concerns with national leaders, bringing the perspectives of women and girls at the grassroots to the national, regional and global levels and deliver services.

Exploring the role and power of the media

125. In the years since the adoption of resolution 1325 (2000), there has been a sea change in women's and girl's abilities to represent themselves and their causes in the media, ranging from traditional and less gender-inclusive mediums such as television and printed news, to newer and more widely accessible platforms, including social media. Media outlets can play a pivotal role in spreading messages relating to women, peace and security, with information that is tailored and accessible to women and girls and which is representative of

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[123] S/2013/525, S/2012/732
[124] S/2013/525

their experiences. In Fiji, the feminist media network FemLINK PACIFIC uses radio and television-based dialogue to draw rural women and government officials together to discuss development and human security challenges. The Global Study also highlights the role of investigative journalism in bringing greater visibility to issues such as conflict-related sexual violence, breaking taboos and galvanizing action.

126. Portrayals of empowered women in media are still rare. A 2015 analysis undertaken by the Global Media Monitoring Project (WACC) in 15 conflict and post-conflict countries found that only 13 per cent of stories in the news media on peace and security-related themes included women as the subject, and women were central to the story in only 6 per cent of cases. The analysis also found that a woman was more than twice as likely as a man to be identified as the victim in a story, as opposed to one having a leadership role.

127. In my previous annual reports, I have described the gender-specific threats and violence women journalists' face in conflict environments.[125] Since 2000, 446 journalists have been killed on the job in conflict and post-conflict countries,[126] and 64 per cent of all women journalists killed died in conflict countries. A shocking 70 per cent of women journalists killed worldwide were murdered, the others being killed in crossfire or as a result of dangerous assignments. The Global Study echoes my urgent call to ensure the protection of women war correspondents and all media personnel reporting on women's

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[125] S/2013/525, S/2014/693
[126] Data available at: https://www.cpj.org/killed/.

rights issues,[127] while also encouraging a more inclusive and participatory approach to media, which empowers women and girls affected by armed conflict.

Financing the women, peace and security agenda

128. The failure to allocate sufficient resources to implement women, peace and security commitments has been one of the most persistent obstacles to achieving progress over the past fifteen years. Although the gender focus of bilateral aid, multilateral interventions, funding to civil society and national public expenditures has modestly increased in the last decade, the shift has neither been sufficient nor transformative.

129. In conflict and post-conflict settings, where domestic finance is often depleted and private finance, technology and innovation investments are equally lacking, international donor funds make up the bulk of financing for development. Analysis of bilateral sector-allocable Official Development Assistance data from OECD-DAC donor countries shows that support for gender equality and women's rights in fragile states has grown by 10 per cent on average per year since 2008[128]. Nevertheless, in 2012-13, just 6 per cent of all aid[129] to fragile states and economies targeted gender equality as the principal objective.[130] Large

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[127] S/2013/525

[128] "Financing UN Security Council Resolution 1325: Aid in Support of Gender Equality and Women's Rights in Fragile Contexts."

[129] When quoting OECD-DAC figures, "aid" refers to bilateral sector-allocable official development assistance allocated by DAC members only.

[130] Guidelines for marking aid as having principal or significant objective available at: http://www.oecd.org/investment/stats/37461060.pdf

disparities exist beyond these aggregates; Sweden, for instance, increased the proportion of its aid towards gender equality five-fold since 2000 and 43 per cent of Canada's interventions in fragile states in 2012-13 had gender equality as a principal objective.

130. Most international donor aid in support of gender equality in fragile states is allocated to social sectors such as education and health, while significant gaps remain in economic and peace and security sectors. Within the peace and security category,[131] only 28 per cent of allocations had a gender equality focus in 2012-13, and only 2 per cent targeted it as a principal objective. Allocations to support civilian peacebuilding, conflict prevention and resolution were the most gender-sensitive in this category.[132] I encourage all aid providers, including non-DAC donor countries, to record the gender focus of all aid contributions, disseminate this information, and utilize it to enhance aid effectiveness, inform policy-making, planning and budgeting to accelerate change. I also encourage donors, including those supporting the New Deal for Peace and Engagement in Fragile States and providing humanitarian aid, to target long-term development outcomes, reduce aid volatility and consistently integrate a gender perspective throughout all interventions.

131. Multilateral donors such as development banks have an important role to play in furthering gender equality in conflict settings through their interventions. Notably, 97 per

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[131] OECD-DAC category "conflict prevention and resolution, peace and security"."
[132] 41 per cent of aid to these sectors targeted gender equality as a significant objective and 4 per cent as a principal.

cent of the World Bank's allocations to fragile states were gender-informed[133] in 2014.[134] In the same year, 54 per cent of the Asian Development Bank projects, loans and grants approved for fragile states in Asia and the Pacific were rated as having effective gender mainstreaming, while only 14 per cent focused specifically on promoting gender equality.[135] The African Development Bank has committed to introduce a marking system in the course of 2015. I applaud the efforts undertaken by these entities to track the gender focus of their interventions, and I encourage all development banks to further strengthen the gender focus and tracking of financial allocations in conflict settings. Donor conferences are critical for donors to identify a country's post-conflict priorities and plan interventions accordingly. A review of 22 major donor conferences[136] since 2010 indicates that women were not consistently invited to formal proceedings but, when formal participation mechanisms existed, gender equality interventions were often targeted in donor pledges.

132. At present, only 15 per cent of United Nations entities[137] have systems to track the gender focus of their resource allocations, although efforts are underway to roll-out gender marker systems across more entities. Differences in methodology, however, limit full comparability and, while some entities screen the totality of their allocations, others—

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[133] Gender-informed operations, according to the World Bank definition, are those that address gender in the analysis, actions or monitoring of the projects with sex disaggregated and other indicators.

[134] However, in total USD, these allocations were still much lower in fragile (USD Million 3,382.4) than in non-fragile countries (USD Million 34,156.8).

[135] Data available at: http://adb.org/projects/search/48419,21303?keyword=.

[136] In Afghanistan, Sudan/Darfur, Libya, South Sudan, Yemen, Burundi, Syria, Somalia, Mali, Central African Republic, and Palestine.

[137] Out of those that reported data on the UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) in 2015.

especially emergency response and humanitarian agencies —encounter challenges in gender marking, which results in an unreliable picture of whether commitments to gender equality are being met.

133. Available data for specific interventions in conflict and post-conflict settings indicates that, although the proportion of allocations targeting gender equality as a principal objective has generally increased since 2011, much stronger efforts are needed. For instance, UNICEF's proportion of these allocations has increased from 11 to 19 per cent in three years, while UNDP's proportion has largely remained constant, standing at 4.2 per cent in 2014. UNFPA's proportion was 11.6 per cent in the same year. In absolute terms, however, UNDP funded the largest volume of these interventions, a total of USD 71.7 million, which largely targeted the improvement of women's livelihoods (USD 13.6 million) and access to justice, redress and citizen security (USD 7.2 million). In comparison, UN-Women's field level programme expenses in peace, security and humanitarian action totalled USD 17.75 million in 2014.

134. Despite some good practice, the goal of allocating a minimum of 15 per cent of peacebuilding funds to projects whose principal objective is to address women's specific needs and advance gender equality, as set out in my 7-Point Action Plan remains unmet. Only 2.1 per cent of the Peacebuilding Fund's interventions met this criteria in 2011. Thanks to efforts such as the Gender Promotion Initiative, this figure rose beyond 12 per cent in 2013 and stood at 9.3 per in 2014 (a total of USD 8.22 million). As highlighted in

the Global Study and recognized by the Advisory Group of Experts for the 2015 review of the United Nations Peacebuilding Architecture,[138] an additional push is needed not only to meet it but preferably surpass it.

135. Much larger sums are consistently allocated to interventions that target gender equality as a "significant objective", an extremely important category to ensure that gender is effectively mainstreamed in large-scale interventions. UNDP allocated USD 357.3 million in 2014, or 20.3 per cent of all funds to conflict and post-conflict countries, compared to 23 per cent in 2011.[139] In the case of UNICEF these have shifted from 48 to 52 per cent. Only the Peacebuilding Fund has achieved a substantial improvement from 66 to 81 per cent in the same time period. Trend data is not available for UNFPA, but the figure was 46 per cent in 2014. Yet, large volumes of resources remain unmarked in United Nations entities that do not use gender markers. For instance, the total peacekeeping funding for the fiscal year 2014/15 amounted USD 8.47 billion and the annual budget for special political missions was approximately USD 590 million[140,] neither of which was marked for gender focus. Each UN entity should therefore establish reporting systems to track the gender focus of relevant

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[139] The figures reflect gender marker ratings for countries holding the following criteria:
-       Of which the Security Council is currently seized and which have been considered by the Council at a formal meeting during the period from 1 January 2010 to 31 December 2014 (S/2014/10).
-       With a peacekeeping or special political mission in 2014.
For 2014, the countries are Afghanistan, Bosnia and Herzegovina, Burundi, Central African Republic, Colombia, Democratic Republic of Congo, Côte d'Ivoire, Cyprus, Cyprus, Guatemala, Guinea-Bissau, Guinea Conakry, Haiti, Iraq, Democratic People's Republic of Korea, Kosovo, Lebanon, Liberia, Libya, Mali, Nepal, Papua New Guinea, Philippines, State of Palestine, Sierra Leone, Somalia, South Sudan, Sri Lanka, Sudan, Syria, Ukraine, Uganda, Western Sahara, and Yemen.

budgetary allocations where possible, including in non-project based interventions and in field missions.

136. Resolution 2122 (2013) called on Member States to develop dedicated funding mechanisms and increase their contributions to women's organizations at the local level. Yet, in 2012-13, only USD 130 million of aid from OECD-DAC countries went to women's organizations, a small amount compared to the USD 31.8 billion of total aid to fragile states over the same period.[141] Survey data[142] indicates that most organizations receive the largest amount of funding for work on advocacy and technical capacity-building (43 per cent), with very few organizations (11 per cent) indicating receiving most funding for core-functions. Challenges on accessing resources have been intensified as a result of a shifting funding environment and donors giving preference to large organizations capable of meeting specific reporting and auditing requirements. I encourage bilateral and multilateral donors to increase resources and access to capacity building for women's organizations in fragile settings.

137. Special Funds such as the United Nations Trust Fund to End Violence against Women, the UN Fund for Gender Equality[143] and the United Nations Action Against Sexual Violence in Conflict Multi-Partner Trust Fund[144] have been important multilateral funding sources

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[141] "Financing UN Security Council Resolution 1325: Aid in Support of Gender Equality and Women's Rights in Fragile Contexts."
[142] Findings based on 317 completed surveys from 72 countries and 16 focus group discussions collected between February and March 2015
[143] Both funds are managed by UN-Women
[144] Managed by the Secretariat of UN Action Against Sexual Violence in Conflict with the Multi-Partner Trust Fund Office

exclusively dedicated either to support gender equality work or address conflict-related sexual violence, despite their relatively small envelopes. While these funds support some projects in conflict and post-conflict settings, a significant funding gap still exists. To fill these gaps, the Global Study proposes the creation of a Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action, a pooled financing mechanism backed by Member States, United Nations entities and civil society. In considering the creation of such an instrument, it is essential to ensure that it does not duplicate or undermine existing structures such as the UN Action Against Sexual Violence in Conflict Multi-Partner Trust Fund, which has been an important arrangement to foster coordination and innovation.

138. National spending on military defence largely surpasses investments for sustainable peace and development. In 2014, global military spending (USD 1.7 trillion)[145] was thirteen times higher than development aid allocations (approximately USD 130 billion). Meanwhile, inequalities have grown in almost all countries and public institutions are unable to address the basic needs of all.[146] The 2030 Agenda for Sustainable Development created an unprecedented debate about the opportunities for all countries to achieve development. Although the need to ensure peaceful societies is globally recognized at the heart of the United Nations Charter, practical discussions on the resourcing and policy

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of the United Nations Development Programme (UNDP) serving as the Administrative Agent.

[145] Data available at: http://www.sipri.org/research/armaments/milex/recent-trends

[146] "Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World" (United Nations Development Programme, 2013), http://hdr.undp.org/sites/default/files/reports/14/hdr2013_en_complete.pdf.

shifts are needed to translate these aspirations into reality. The Global Study suggests as one concrete measure in this regard the reduction of excessive military spending.

G. Security Council

139. The Security Council has played a central role over the past fifteen years in establishing the normative framework for women, peace and security. However, echoing the findings of the High-level Independent Panel on United Nations Peace Operations,[147] the Global Study highlights deficits in its implementation of the agenda. The Global Study sets out how improved Council working methods, combined with enhanced gender conflict analysis, can trigger a shift toward viewing the women, peace and security agenda as a tool to enhance the Council's own objectives and effectiveness.

Strengthening the quality of information and analysis flowing into the Council

140. With Resolution 2122 (2013) the Council set out mechanisms to improve its information flow, including through regular briefings on women, peace and security issues from the head of UN-Women, my Special Representative on Sexual Violence in Conflict, Special Envoys, the United Nations' Departments of Political Affairs and Peacekeeping Operations, and commissions of inquiry and other relevant United Nations entities. In

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[147] A/70/95–S/2015/446, para. 239(viii).

addition, it stressed the importance of ensuring mission mandates include women, peace and security provisions, such as availability of gender expertise and mainstreaming a gender perspective into disarmament, demobilization and reintegration (DDR), security sector and judicial reform (SSR) and electoral assistance. It is important to maintain the progress achieved with the setting up the MARA to ensure that the Security Council receives timely, reliable and objective information on conflict related sexual violence, and that increased efforts in this regard are made by the broader United Nations system, Member States and civil society.

141. Analysis of country-specific and thematic reporting to the Security Council since 2000, shows women, peace and security issues have received increased attention over time, as has the use of sex-disaggregated data. In 2000, only 50 per cent of country-specific reports to the Council contained women, peace and security references, compared to 89 per cent in 2014.[148] Data compiled using the 1325 indicators[149] confirm this trend, as in 2014, all 23 (100 per cent) periodic reports submitted by special political missions included women, peace and security references, and 32 (84 per cent) of 38 periodic reports submitted by peacekeeping missions included such references. Prevalent topics in reports included political participation, sexual violence and justice related issues, with mentions of civil society, refugees and IDPs increasingly included. However it is still necessary to improve

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[148] Both the Security Council report and the NGO Working Group on Women, Peace and Security monitor and report on how women, peace and security issues have been reflected in reporting to and outcomes of the Security Council.
[149] The Department of Political Affairs and the Department of Peacekeeping Operations have reported data on the indicator 'extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council" since 2010.

the quality of women, peace and security analysis and strengthen links between reported information and actionable recommendations, the inclusion of these into outcomes of the Security Council and ultimately their implementation by designated stakeholders. Efforts underway by field missions and United Nations departments[150] to register and measure the depth and quality of gender analysis in mission reports are commendable and need to be supported. I call for increased investment in capacity to compile, analyze and report relevant data in all United Nations missions.

142. The United Nations system as a whole would also benefit from increased resources for data collection on women, peace and security. The 1325 indicators are intended to gauge progress across the agenda's issues. These indicators are included in my annual reports on women, peace and security and should be reflected in country reports received by the Council. The Global Study recommends that all of my reports to the Council include sex-disaggregated data as part of their analysis.

143. Civil society organizations and women human rights defenders are key actors for implementation, often being the only ones delivering services and sustaining dialogue in conflict-affected communities. Over the past 15 years, the Council has regularly heard from women civil society leaders during the annual debate on women, peace and security; and in recent years also during the annual debate on sexual violence in conflict. On occasion, Council members have

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[150] The Department of Political Affairs, for instance, compiles and reports data annually on the average number of paragraphs devoted to women, peace and security per report, the proportion of reports including sex-disaggregated data and the main thematic areas in each report.

heard from women on specific country situations, such as the Arria Formula meeting on "Women's participation in resolving the Syrian conflict" held on 17 January 2014. Consistent engagement with women's civil society as information providers and partners is needed during thematic debates and country-specific deliberations.[151]

Consistent leadership on women, peace and security within the United Nations system

144. The Global Study describes a number of steps the United Nations can take to address many of the current implementation gaps, through consistent direction from the Organization's leadership. Additionally, as a good practice, there has been notable interaction between the Security Council and the Special Representative on Sexual Violence in Conflict, who has briefed the Council not only on her broader mandate, but also on country-specific situations. The Global Study recommends that the Security Council act on its intent[152] to extend this practice to the Executive Director of UN-Women with greater frequency, which I have also recommended,[153] in particular when the Council is considering a mandate to support post-conflict structures in a country-specific situation, which should ensure broad participation and decision-making by women.

145. Regarding Security Council missions, whenever the women, peace and security agenda has been incorporated into the terms of reference of the visit, the Council has

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[151] S/RES/2122
[152] S/RES/2122 (2013)
[153] S/2013/525

engaged with stakeholders on the ground, albeit to varying degrees. However, when such issues were not included, women, peace and security concerns have been subsequently overlooked. I encourage the Security Council to act on its commitment to meet with local women and women's organizations in the field,[154] by consistently incorporating a gender perspective into its terms of references for missions, including specific women, peace and security-focused visits.[155] I also welcome a possible Security Council's mission focused on women, peace and security as noted in resolution 2122 (2013); I am confident that such an exercise would set a good practice benchmark for future missions.

In 2014, the Security Council undertook two field missions, to Mali in January-February and to Europe (Belgium and Netherlands) and Africa (South Sudan and Somalia) in August. For Mali, references to women, peace and security were included in the mission's terms of reference (S/2014/72), the briefing on the mission's findings (S/PV.7120) and in the mission report (S/2014/173). For the mission to Europe and Africa, specific references to women, peace and security were included in the terms of reference for the South Sudan and Somalia legs of the mission (S/2014/579) and in the briefing on the mission's findings (S/PV.7245).

146. Sanctions are a key tool for the Security Council to enforce peace and security, and since the mid-1990s, the Council has adopted targeted sanctions on specific entities and individuals who are suspected of bearing the greatest responsibility for serious violations of

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[154] S/RES/2122 (2013)
[155] S/RES/2122 (2013)

international law. Overall, there has been a general trend to more systematically refer to gender issues in Security Council resolutions related to sanctions regimes. According to the Global Study, as of April 2015, among the 75 resolutions linked to 16 sanctions regimes currently active, 22 include some references to gender and women's rights (29.3 per cent). The Council is increasing the application of targeted sanctions and has used individual sanctions to explicitly address sexual and gender-based violence in armed conflict in four instances. The Global Study highlights four areas where gender considerations could be better operationalized in sanctions regimes: designation criteria, referral processes, delisting, and humanitarian exemptions. I continue to encourage the Council when adopting or renewing targeted sanctions in situations of armed conflict, to include designation criteria pertaining to violations of women's rights, including, *inter alia*, acts of sexual violence and death threats or killings of women human rights defenders and journalists. I also recommend that gender experts be included in monitoring groups, teams and panels of relevant sanctions committees to enhance information-gathering on alleged gender-based war crimes.[156]

Advancing the women, peace and security agenda in the daily work of the Security Council

147. The Security Council adopted 63 resolutions in 2014, 38 of which (60.3 per cent) contained references to women, peace and security according to the Global Study. This proportion is significantly lower than the 76.5 per cent figure of 2013 and 66 per cent of

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[156] S/2013/525, para. 75(d).

2012. Specific references to resolution 1325 (2000) and related resolutions were made in 37 per cent of the total resolutions in this period, while 70 per cent included broader references to gender. It is encouraging that the focus on sexual and gender-based violence that dominated many resolutions is now accompanied with an increased focus on participation. Notably, 44 per cent of the 2014 resolutions included mentions of women's participation, either in peace processes, post-conflict peacebuilding, politics, national security institutions or within the United Nations system.

148. According to the Global Study, of the 20 resolutions in 2014 that concerned the establishment or renewal of mandates of all missions, 18 (90 per cent) contained references to women, peace and security, an increase from 70 per cent in 2013 and 47 per cent in 2012. I remain, however, concerned about the lack of requests for analysis across resolutions, only 19 per cent of them included such mentions. In addition, the Global Study highlights the meager reflection of the important efforts women's organizations play in peace and security contexts, since less than 10 per cent of Security Council resolutions included related mentions. Regarding sanctions, only resolution 2153 (2014) on the situation in Côte d'Ivoire included the issue of sanctions on sexual violence.

149. Political will and consistent oversight by the Security Council are central to improving follow-up on the implementation of the women, peace and security agenda. The Global Study recommends that, alongside the permanent members who lead the Council on women, peace and security and sexual violence in conflict, elected members of the Council

take on an informal co-leadership role on these issues. It also recommends the addition of a mechanism to mainstream a gender perspective in all Council outcomes, connect the Council to the security challenges and participation barriers women face and better avail of analysis from gender advisers and other United Nations system actors. I encourage Security Council Member States to review these recommendations and act upon them as soon as possible.

II.   Concluding observations and recommendations

150. Consultations and research in preparation for the Global Study emphasized that the peace and security context of today is different from fifteen years ago. Entrenched cycles of conflict and fragility have been exacerbated by mass displacement, new weapons and media technologies, emerging threats such as climate change, increased involvement of armed non-state actors, and the rise of violent extremism. The imperative to achieve peace is both more challenging and more necessary than ever before. Against this backdrop, there is now an unquestionable body of evidence proving that women's meaningful participation increases the effectiveness of humanitarian assistance, the credibility and quality of peacekeeping, the pace of economic recovery in post-conflict settings, and the sustainability of peace agreements. Women's participation is therefore central to building inclusive and peaceful societies based on equality and respect for human rights.

151. The 15-year anniversary and High-Level Review of the implementation of Security Council resolution 1325 (2000) has raised high expectations of renewed commitment to the full realization of the women, peace and security agenda. The Global Study is a call to accelerate action on the transformative vision of resolution 1325 (2000) and puts forward a set of critical recommendations targeted at Member States, regional and international organizations and civil society. Together, these form a strong agenda for action. I will personally task the senior leadership of the United Nations to make a priority of implementing women, peace and security related recommendations across all three peace and security reviews relevant to the United Nations system. I will hold them accountable to demonstrating concrete results by the end of 2016. I expect other actors to take action as well. To deliver results, all stakeholders must significantly step up action in the following five key areas, which together are fundamental to achieving the changes envisioned in Security Council resolution 1325 (2000).

1. **Bringing women's participation and leadership to the core of peace and security efforts, including responses to new and emerging threats.**

152. More must be done to adopt targeted measures to remove obstacles and incentivize effective and meaningful participation and decision-making of women in peace and security, to shift attitudinal barriers, demonstrate impact, and support innovative actions. In line with commitments made in A/RES/68/303 on "Strengthening the role of mediation in the peaceful settlement of disputes, conflict prevention and resolution", I will continue to

appoint women as chief or lead mediators and as members of mediation teams in United Nations sponsored peace processes, as well as to ensure adequate gender expertise for all United Nations processes. I invite similar efforts by Member States, and national, regional and sub-regional organizations.

153. I encourage all actors involved in peace processes to make quantifiable, time-sensitive commitments to ensure women's direct and meaningful participation during all phases of the process. This entails including women's perspectives and gender-responsive provisions in all meetings, consultations and agreements; training all parties on gender-responsive obligations within their area of expertise; and acknowledging and providing holistic support for women's groups that are engaged in track II diplomacy efforts. Here, there are unique opportunities to further support and leverage the leadership and engagement of women at community-level and to link these to high-level, national processes. The important role that women and civil society can play an exerting influence over parties to armed conflict illustrates the continuing need to increase the participation of women at all stages of mediation and post-conflict resolution and to increase the consideration of gender-related issues in all discussions pertinent to conflict. I encourage all actors to move beyond limiting participation of women's groups to observer roles and urge instead their meaningful participation in formal and informal processes.

154. Recognizing the critical roles of donor and friends groups, I encourage them to incentivize women's participation in peace talks, donor conferences, national and regional

dialogue processes and other peace and security forums. All women, including those displaced or from marginalized groups, must be engaged.

155. Women's leadership in politics, public institutions and the private sector is also essential for the maintenance of peaceful societies and the full achievement of sustainable development. They must be engaged at all levels in violence prevention and response, security, justice systems, educational institutions, and the media. Women's capacity and leadership must be promoted in national peace and security institutions, which bear ultimate responsibility for the implementation of peace agreements and prevention of armed conflict. They must also be a key component of strategies for building the resilience of communities, countries and regions against the spread of violent extremism. In November 2015, I will present my Plan of Action to Prevent Violent Extremism to the General Assembly. It is informed by the increasing recognition of the gendered aspects of violent extremism, including in recruitment strategies, and the need to promote women's participation and empowerment in efforts to prevent and counter violent extremism. I call on Member States and United Nations entities to invest in gender sensitive research and data collection to identify the drivers that lead individuals to join violent extremist groups; and the impacts of counter-terrorism strategies on the lives of women and men in order to develop targeted and evidence-based policy and programming responses.

156. Building the capacity of women and civil society groups to effectively engage in efforts to counter and prevent violent extremism is critical. National governments should

ensure that in implementing the recommendations of the Financial Action Task Force, they do not unwittingly or purposefully restrict or control the work of civil society organizations, including those promoting gender equality and women's participation and leadership. In this connection, the Security Council should include in future pronouncements about the Task Force the necessary safeguards to discourage abuse and unintended impacts. This includes the effect of counter-terrorism on humanitarian principles.

157. United Nations entities, international financial institutions and Member States must ensure women's participation and representation in all peacebuilding initiatives. Previously agreed targets, including my own 7-Point Action Plan, must be met.

2. **Protecting the human rights of women and girls during and after conflict, especially in the context of new and emerging threats.**

158. Despite fifteen years of attention on the women, peace and security agenda, the protection for women and girls remains an area of deep concern. Record levels of displacement, ongoing crimes of sexual violence and other forms of abuse of women and girls, deliberate attacks on women's rights defenders, including by new groups of violent extremists, and the risks and complications added by climate change and new technologies, are posing significant challenges to the safety and human rights of women and girls. International, regional and national responses must address the full range of violations on the rights of women protected under international humanitarian, refugee, and human rights

law, from sexual and gender-based violence to their right to health, education, food and water, land and livelihood, nationality, and access to justice and remedy. I commend the increased attention being paid to women's rights in conflict settings as a result of the Universal Periodic Review, CEDAW reporting and other human rights mechanisms. I encourage a rights-based approach to women, peace and security which recognizes the need to address gender-based discrimination as part of our efforts.

159. The Global Study and its consultations highlighted that protection must be underpinned by participation, and participation in itself is a measure of protection. This means that more women should occupy decision-making positions or positions of seniority within national justice and security institutions. United Nations entities and Member States must plan, implement and monitor security sector reform and disarmament, demobilization and reintegration with the aim of improving security for women and girls and ensuring women's participation in the design and rollout of such processes. Gender-sensitive security assessments must include proper vetting and prosecution of alleged perpetrators. I urge Member States to address the obstacles to women being recruited into national militaries and to move beyond barriers of representation of women in United Nations peacekeeping troops. I commit to explore ideas to incentivize greater numbers of women peacekeepers as recommended by the Peace Operations Panel. I also encourage all actors to adopt an approach to re-establishment of the rule of law and justice post-conflict that is premised on providing victims with legal, medical, psycho-social and reparative justice and comprehensive services, alongside broader institutional reforms, in an effort to further

gender equality.

160. The emphasis on the rights of women and their leadership must also apply to humanitarian action. The Global Study reconfirms that promoting women's empowerment and gender equality improves outcomes for everyone. More must be done to address women's rights to asylum and nationality; involve local women and women's organizations, including youth-led organizations, in the planning and implementation of protection interventions; provide non-discriminatory services for survivors of gender-based violence in line with international humanitarian law; protect the reproductive health and rights of women and girls; improve girls' access to education in the context of armed conflict and provide livelihoods for women, including young women and adolescent girls. I hope that the World Humanitarian Summit will bring all humanitarian actors together to agree on how take these important issues forward.

161. Significant progress has been made in promoting the conflict-related sexual violence agenda within the peace and security arena through the consistent focus of the Security Council, strategic leadership in the United Nations system, and more coordinated action of all relevant United Nations entities. Today, there is more reliable and timely information and analysis to inform advocacy and action, more concerted focus on accountability as a vital aspect of deterrence and prevention, as well as greater awareness of the needs of survivors and resources for comprehensive services. It is crucial that we build on the momentum generated in this area to consolidate and reinforce our efforts, and apply some

of the lessons of this experience to advance other important dimensions of the women, peace and security agenda.

3. Ensuring gender-responsive planning and accountability for results.

162. Consultations for the Global Study highlighted the missed opportunities for advancing gender equality when gender analysis and women's participation were not included from the outset in policy and programme planning. Locally driven and conceived solutions offer the best chances for success when coupled with adequate analysis, planning and resources. I call on all actors involved in humanitarian response, peacemaking or peacebuilding efforts to ensure gender analysis and women's participation are part of all planning processes. I recommend United Nations entities to populate data in existing women, peace and security frameworks, address any gaps, eliminate overlap and work to meet targets by 2020. Similarly, I encourage Member States to ensure adequate analysis and implementation of related commitments through enhanced compilation and analysis of national women, peace and security statistics.

163. Within the United Nations, it is critical that the implementation of this agenda is actively supported by senior leadership, including, but not limited to, my Special Representatives, Special Envoys and Resident Coordinators. To ensure this, mandated women, peace and security priorities should be included into senior leadership terms of reference, and their performance should be assessed against these criteria. I reiterate my

commitment to revise senior leadership compacts to better mainstream gender considerations.

164. At the national level, Member States must also play their role on accountability by investing in the collection of women, peace and security statistics and utilizing them to inform national development strategies, national security strategies and related international frameworks. Both conflict and non-conflict countries are encouraged to adopt national and regional action plans through broad-scale consultations, which are informed by best practice, led by key ministries, and have monitoring frameworks with specific indicators, accountability mechanisms and dedicated financing. Better integration of women, peace and security into national planning frameworks, such as United Nations Development Assistance Frameworks and post-conflict and disaster needs assessments should be prioritized. The Global Study also suggest the establishment of an independent monitoring mechanism run by women's civil society groups to track compliance of humanitarian assistance with normative frameworks and performance on gender equality.

165. From the policy-level to the grassroots-level, reliable information and analysis are lynch-pins to better action on women, peace and security. As mandated by Security Council resolution 2122 (2013), more actionable information must be provided to the Council to better inform mission mandates, drawdown benchmarks and policy making. Members of the Security Council can use the direct questioning of reports and briefings during meetings of the Security Council as a means to increase accountability on the implementation of

resolution 2122. I encourage the Security Council to carefully consider the relevant recommendations of the Global Study aimed at strengthening its own implementation of commitments, including the establishment of an appropriate mechanism or procedure of the Security Council to monitor commitments and improve the flow and quality of information to the Council on women, peace and security, strengthening sanctions regimes-, and ensuring greater engagement with civil society, and relevant Human Rights Council mechanisms.

4. Strengthening gender architecture and technical expertise.

166. For the United Nations to accelerate the implementation of women, peace and security commitments, more must be done to ensure coherence, coordination, adequate capacity, use of comparative advantage, and targeted expertise. The Global Study recommends a range of measures to strengthen the system's capacity, including a dedicated high-level representative in UN-Women to drive implementation in the system and beyond. I commit my senior leadership to look into this recommendation, and call on all Member States to provide adequate resources to ensure that the women, peace and security architecture at headquarters, within missions and within United Nations country teams is better staffed and resourced at the senior level, including in particular the Department of Peacekeeping Operations and the Department of Political Affairs' gender capacity at headquarters and in the field as well as UN Women country offices in conflict-affected settings. As outlined in the report of the High Level Independent Panel on Peace Operations, and committed to in

my response, I have decided to request that the Senior Gender Advisor of UN peace operations must be deployed in all special political missions and multidimensional peacekeeping missions. I request Member States support to ensure they are housed in the Offices of my Special Representatives, supported by gender expertise embedded in functional mission components. I also take note of the recommendation of both the Global Study and High-Level Independent Panel on Peace Operations that missions should have greater access to UN-Women's policy and technical expertise, alongside existing arrangements. Efforts to strengthen coherence and coordination within the system and to maximize the use of comparative advantage must be prioritized if we are to meet the current peace and security challenges. I am pleased that UN Women, DPA and DPKO are working on arrangements to do so in our field missions. I commit to ensuring that UN-Women, which is mandated to "lead, promote and coordinate the accountability of the UN system on gender equality and women's empowerment", participates in relevant senior management forums on peace, security and humanitarian affairs, namely the Inter Agency Standing Committee on Humanitarian Affairs and the Senior Advisor Group on Peace and Security.

167. More must be done to achieve gender balance in staffing at all levels of the United Nations, but particularly senior leadership in missions. Diversity in leadership brings different perspectives, and strengthens credibility of the system as a whole. I commend the efforts made by initiatives such as the Talent Pipeline of the Department of Field Support, the Department of Peacekeeping Operations and the Department of Political Affairs, and encourage them to implement past recommendations and explore innovative solutions such

as those suggested in the Global Study. I also repeat my encouragement to Member States to put forward more names of women for consideration in positions of senior leadership. I commend the efforts of a growing number of Member States and regional bodies to appoint High Level Representatives on women, peace and security, and encourage others to do the same.

5. Financing the women, peace and security agenda.

168. The consultations and research conducted for the Global Study confirmed that the lack of sufficient funding for women, peace and security is a major challenge for the implementation of the women, peace and security agenda. Findings show that gender equality and the empowerment of women and girls are still not prioritized in financial interventions and peace and security responses. Women's civil society organizations continue to face significant funding shortages despite often being at the frontline of crises responses. I call on all actors, including Member States, multilateral organizations and development banks, to ensure robust financing of the women, peace and security agenda, including by adopting specific targets and monitoring progress. I regret that within the United Nations we still fall short of the target to allocate a minimum of 15 per cent of peacebuilding funds to projects whose principal objective is to address women's specific needs and advance gender equality. I urge all relevant United Nations entities to ensure we not only meet this target, but surpass it by 2020. This recommendation was reiterated in the United Nations Review on Peacebuilding Architecture. I further recommend that a similar

15 per cent financing target is applied to all projects to address new peace and security threats, including violent extremism, in recognition or the fact that we will not eliminate these threats and build sustainable peace without adequately-resourced participation of women.

169. I am encouraged by the efforts of the Department of Peacekeeping Operations to integrate greater gender analysis in budget planning, and recommend that gender budgeting be utilized more systematically by peace missions, where possible, to better plan and track resources for women, peace and security related work. Although the usage of Gender Marker systems and the indicators to monitor the implementation of resolution 1325 (2000) have helped increase awareness of gender at the planning stage, I recommend that humanitarian and peacebuilding programmes improve their ability to track gender at the implementation and evaluation stages as well, thus ensuring it becomes a non-negotiable part of programming. I welcome the establishment of a pooled financing mechanism, the Global Acceleration Instrument on Women, Peace and Security and Humanitarian Response, and call on Member States to make significant pledges so the Instrument can make a transformative impact on the implementation of the agenda.

170. While some of these goals and proposed actions, in line with the 2030 Agenda for Sustainable Development, may take longer to fully achieve, I strongly encourage Member States to convene another review of the implementation of the women, peace and security agenda in 2020 to assess whether recommendations and commitments put forward in 2015

have been acted upon. I hope our joint track record in delivering results for women and girls will be strengthened across all regions and that globally we chart a path towards durable peace that benefits all.