



# Security Council

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

### I. Introduction

1. The present report is submitted pursuant to the presidential statement dated 26 October 2010 (S/PRST/2010/22), in which the Security Council requested me to submit annual reports on the implementation of resolution 1325 (2000), and Council resolution 2122 (2013), in which the Council requested me to include in my report for 2014 an update on progress across all areas of the women and peace and security agenda, highlighting gaps and challenges. It provides an overview of progress since 1 January 2013 in implementing resolution 1325 (2000), including updated data against indicators (see S/2010/498, annex), and puts forward recommendations for consideration by the Council, Member States and regional organizations. The report draws on information provided by entities of the United Nations system,<sup>1</sup> including field missions and country offices, and contributions from Member States,<sup>2</sup> regional organizations<sup>3</sup> and civil society partners.

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<sup>1</sup> Department of Economic and Social Affairs, Department of Field Support, Department of Peacekeeping Operations, Department of Political Affairs, Economic and Social Commission for Asia and the Pacific, Economic and Social Commission for Western Asia, Economic Commission for Africa, Economic Commission for Latin America and the Caribbean, Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development, International Organization for Migration, Joint United Nations Programme on HIV/AIDS, Office for Disarmament Affairs, Office for the Coordination of Humanitarian Affairs, Office of the Special Adviser on the Prevention of Genocide, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, Office of the United Nations High Commissioner for Human Rights, Office of the United Nations High Commissioner for Refugees, Peacebuilding Support Office, United Nations Children's Fund, United Nations Development Programme, United Nations Entity for Gender Equality and the Empowerment of Women, United Nations Environment Programme, United Nations Human Settlements Programme, United Nations Office for Project Services, United Nations Office on Drugs and Crime, United Nations Population Fund, United Nations Relief and Works Agency for Palestine Refugees in the Near East, World Bank, World Food Programme and World Health Organization.

<sup>2</sup> Australia, Canada, Chile, Colombia, Denmark, Egypt, Finland, Germany, Iceland, Italy, Japan, Kenya, Kyrgyzstan, Latvia, Lithuania, Mauritius, Norway, Paraguay, Philippines, Republic of Korea, Sweden, Switzerland, Thailand, Togo, Turkey, United Kingdom of Great Britain and Northern Ireland and United Arab Emirates.

<sup>3</sup> African Union, Caribbean Community, Council of Europe, European Union, North Atlantic Treaty Organization, Organization for Security and Cooperation in Europe, Organization of American States and Pacific Islands Forum secretariat.



## II. Overview of progress

2. Remarkable achievements were made at the normative level in 2013: the Security Council adopted two new resolutions — [2106 \(2013\)](#) and [2122 \(2013\)](#) — to make the women and peace and security agenda further operational; two high-level political commitments to combating sexual violence in conflict were made;<sup>4</sup> a declaration on women's economic empowerment for peacebuilding was adopted by the Peacebuilding Commission ([PBC/7/OC/3](#)); and a criterion on gender-based violence was included in the Arms Trade Treaty (art. 7 (4)). The adoption by the Committee on the Elimination of Discrimination against Women of its general recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations was another landmark achievement, given that it provides authoritative guidance to States parties to the Convention on the Elimination of All Forms of Discrimination against Women on the protection of women's human rights before, during and after conflict.

3. The challenge lies at the implementation level and in sustaining progress. Commitments to addressing women's needs and ensuring their protection and participation in conflict prevention, resolution and peacebuilding are currently being tested in such settings as the Central African Republic, Iraq, South Sudan and the Syrian Arab Republic, where mass violence and related humanitarian catastrophes have led to unimaginable human suffering. Other developments of concern include targeted violence and human rights violations linked to terrorism committed against women and girls, violent extremism and transnational organized crime, together with growing tensions, political violence and restrictions on human rights in countries and regions that were progressing on a path to peace.

4. Preparations for the high-level review of the implementation of resolution [1325 \(2000\)](#), to be held in 2015, and the global study requested in resolution [2122 \(2013\)](#) provide an opportunity for the United Nations system and partners to build on good practice, accelerate or generate new action, where needed, and address current and emerging concerns. The year 2015 will be important as a result of the convergence of the review with other major global policy events, such as the post-2015 development framework and the 20-year review of the implementation of the Platform for Action of the Fourth World Conference on Women. It is essential to seize this unique moment and turn it into meaningful change for all. I welcome the reaffirmation by the Security Council in its resolution [2122 \(2013\)](#) that sustainable peace requires an integrated approach based on coherence between political, security, development, human rights, including gender equality, rule of law and justice activities.

### A. Prevention

5. Preventing violent conflict and identifying non-violent means of resolving tensions is one of the fundamental tasks of the United Nations and one of today's most pressing issues. In fact, the impetus for resolution [1325 \(2000\)](#) came from the

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<sup>4</sup> In April 2013, the Group of Eight adopted an historic declaration on preventing sexual violence in conflict. As at June 2014, more than 150 States had signed the Declaration of Commitment to End Sexual Violence in Conflict launched on the sidelines of the sixty-eighth session of the General Assembly.

persistent efforts of women peace activists and civil society organizations from various regions who aimed to end the horrors of war and militarism and to ensure the effective participation of women in all decisions relating to peace and security.

6. The broader prevention aspects of resolution [1325 \(2000\)](#) and related policy commitments have until recently been the least explored, however. Although many examples of good practice in terms of the engagement of women in conflict prevention and resolution, community security and peacebuilding have been highlighted in past reports, this area of work remains seriously underfunded. I encourage all actors, in line with resolution [2122 \(2013\)](#), to increase investment in building the capacity of women's organizations and local civil society networks working in conflict and post-conflict settings and on non-violent means of resolving tensions and addressing the root causes. I welcome the continued efforts to strengthen early warning mechanisms and risk assessments with gender-sensitive indicators, including initiatives under way by the European Union and the Intergovernmental Authority on Development, and the growing support for building and strengthening national infrastructure for peace.

### **Implementing women and peace and security commitments in the work of the Security Council**

7. Reports on country-specific situations and thematic issues remain a key source of information guiding the negotiations and decisions of the Security Council (see box 1). While challenges remain with regard to according priority to and retaining information on gender issues throughout the reporting chain, from the field to the Council to related outcomes, missions are increasingly providing more detailed information in reports and briefings. New efforts are under way to build capacity to undertake gender-sensitive conflict analysis and use sex-disaggregated data. For example, the Department of Political Affairs of the Secretariat has trained 150 staff members on its women and peace and security commitments and recently piloted a new framework to incorporate a gender dimension into its conflict analysis, mediation and preventive diplomacy work. The Department of Peacekeeping Operations and the Department of Field Support of the Secretariat recently devised a five-year gender strategy and a one-year action plan that involves some commitments arising out of resolution [2122 \(2013\)](#). In addition, my Special Representative on Sexual Violence in Conflict and the Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) are increasingly providing briefings to the Council on country-specific situations, with recent examples including the situations in the Central African Republic, South Sudan and the Syrian Arab Republic.

## Box 1

**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.** In 2013, 102 country-specific and thematic reports were submitted to the Security Council. Of the 27 periodic reports submitted by special political missions, 26 (96 per cent) included references to women and peace and security, compared with 95 per cent in 2012. Of the 46 periodic reports submitted by peacekeeping missions, 31 (67 per cent) included such references, compared with 72 per cent in 2012. The extent of reporting is correlated to the inclusion of references to women and peace and security in mission mandates. Issues brought before the Council included human rights concerns, access to justice, political participation and sexual and gender-based violence. Missions are increasingly providing more robust gender and conflict analysis and using sex-disaggregated data more consistently in their reporting. More work remains to be done to link analysis and reporting to actionable recommendations, however.

8. A review of the work of the Security Council in 2013 (see box 2) shows progress in several areas.<sup>5</sup> This includes advances in including substantive women and peace and security elements in thematic discussions and resolutions such as those on small arms (2117 (2013)), counter-terrorism (2129 (2013)) and peacekeeping (2086 (2013)) and greater use of the informal Expert Group on the Protection of Civilians as a channel for bringing women and peace and security concerns and priorities to the attention of the Council. Through efforts such as the monthly action points provided by the NGO Working Group on Women, Peace and Security, civil society contributes to continued monitoring of implementation at the policy level. I welcome these developments and urge the Council to request timely and consistent information and gender analysis and data in reports and briefings.

9. Given widespread and systematic sexual violence and gross violations of women's human rights, the designation criteria of sanctions regimes have evolved to include such violations. Of the 15 current sanctions regimes, 5 have designation criteria relating to human rights and sexual violence. Of the more than 1,000 people and entities listed, 18 individuals have been designated based on those criteria. In May 2014, the Security Council Committee pursuant to resolutions 1267 (1999) and 1989 (2011) concerning Al-Qaida and associated individuals and entities listed Boko Haram following a series of terrorist attacks, including the mass kidnapping of schoolgirls. Monitoring teams, groups and panels are increasingly including an expert on human rights and gender-based violence. Of the 11 current panels and monitoring groups, 5 have such expertise, which represents significant progress. In addition, my Special Representative on Sexual Violence in Conflict and my Special

<sup>5</sup> Further analysis and information on trends can be found in the annual report of the NGO Working Group on Women, Peace and Security, available from [www.womenpeaceandsecurity.org](http://www.womenpeaceandsecurity.org), and in Security Council Report, Inc., "Women, peace and security", Cross-cutting Report 2014, No. 2 (16 April 2014), available from [www.securitycouncilreport.org](http://www.securitycouncilreport.org).

Representative on Children and Armed Conflict are engaging more regularly with the relevant sanctions committees. A recently established inter-agency working group on United Nations sanctions, led by the Department of Political Affairs and comprising 18 United Nations entities, will also tackle these issues and coordinate input to the high-level review of United Nations sanctions.

Box 2

**Indicator: Number and type of actions taken by the Security Council related to resolution 1325 (2000).** Of the 47 resolutions adopted by the Security Council in 2013, 36 (76.5 per cent) contained references to women and peace and security, an increase from 66 per cent in 2012. Most pertained to sexual and gender-based violence, followed by other human rights violations and the participation of women. Notably, two of the resolutions — 2106 (2013) and 2122 (2013) — are specifically intended to accelerate the implementation of the women and peace and security agenda.

Of the 20 resolutions that concerned the establishment or renewal of mandates of missions, whether or not led by the United Nations, 14 (70 per cent) contained references to women and peace and security, an increase from 47 per cent in 2012. They included those establishing new missions in Mali and Somalia and authorizing the African-led International Support Mission in the Central African Republic.

Specific requests for data and analysis on the situation of women and gender-specific concerns remain a tool that could be used more frequently by the Security Council. In 2013, such requests were made in relation to the situations in Afghanistan (resolution 2096 (2013)), the Central African Republic (resolution 2121 (2013)), the Democratic Republic of the Congo (resolution 2098 (2013)) and the Sudan/Darfur (resolutions 2091 (2013) and 2113 (2013)).

With regard to sanctions, the Security Council included sexual and gender-based violence as a designation criterion for targeted sanctions in Somalia (resolution 2093 (2013)), requested the Panel of Experts on the Sudan to provide information on such violence (resolution 2091 (2013)) and expressed its intention to consider imposing targeted measures against individuals who acted to undermine peace, stability and security, including through sexual violence, in the Central African Republic (resolution 2127 (2013)).

10. Direct interaction with civil society and women peacebuilders remains an important channel through which the Security Council can receive information relating to its work. During the reporting period, Council representatives held meetings at Headquarters with women civil society representatives from the Central African Republic, Mali, South Sudan and the Syrian Arab Republic and received additional information on the situations in the Central African Republic and the Syrian Arab Republic through Arria-formula meetings. I encourage the Council to continue that practice and to invite such representatives to address it directly in the

context of public thematic debates and country-specific briefings. Doing so would bring a broader range of voices, information and experience to the Council's attention. Information on gender-based human rights violations from commissions of inquiry is also key.

11. Missions are another tool that the Security Council can use to receive direct information and raise key concerns with relevant stakeholders. Box 3 provides information on Council missions in 2013. I welcome the Council's intention to make the implementation of its women and peace and security mandate a focus of one of its periodic field visits in advance of the high-level review on the implementation of resolution 1325 (2000).

Box 3

**Indicator: Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports.** In 2013, the Security Council undertook two field missions, visiting Yemen in January and the Great Lakes region and Addis Ababa in October. No references to women and peace and security were included in the terms of reference for the mission to Yemen (S/2013/61, annex) or made during the briefing on the mission's findings (see S/PV.6916). In the mission report (S/2013/173), however, mention is made of the need for attention to be paid to women's rights in the Yemeni political transition and in the drafting of a new constitution. Concerns about lack of access to services, including life-saving reproductive health services, are also raised. Issues regarding the protection and participation of women were included in the terms of reference for the mission to the Great Lakes region (S/2013/579, annex), in particular for the Democratic Republic of the Congo. The participants met women leaders and civil society representatives and engaged with high-level officials on accountability for sexual violence. There was, however, no related substantial reporting in the briefing to the Council (see S/PV.7045), although the mission report (S/2014/341) contains references to ending sexual violence in connection with combating impunity.

**Prevention of sexual violence in conflict**

12. Sexual violence in conflict continues to affect women, men and children with shocking frequency and impunity, the unprecedented political momentum to end it notwithstanding. In my report on conflict-related sexual violence (S/2014/181), I present information on parties to conflict credibly suspected of committing or being responsible for rape and other forms of sexual violence (see box 4) and efforts to prevent and respond to violations. As reported by my Special Representative on Children and Armed Conflict, sexual violence against girls continued to be a prominent trend in 2013 and included incidents of rape, harassment, sexual slavery and forced marriage.

## Box 4

**Indicator: Patterns of sexual violence in conflict and post-conflict situations.** The annex to my report on conflict-related sexual violence (S/2014/181) contains a list of 34 parties to conflict, including armed groups, militias and government security forces, credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict in the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Mali, South Sudan and the Syrian Arab Republic. South Sudan was relisted as a result of violations that occurred before and after the outbreak of conflict in December 2013. The report also provides information on such parties in Afghanistan, Colombia, Myanmar, Somalia, the Sudan (Darfur) and Yemen.

13. Sexual violence remains underreported because of the risks and trauma faced by survivors and witnesses, including severe stigmatization, and the limited availability of services. Even where primary health care is available to survivors, staff may lack the capacity and resources to provide holistic care, most notably psychosocial health services. Such challenges make it all the more difficult to assess the scale, scope and character of conflict-related sexual violence. I welcome and emphasize the full implementation of the joint communiqués on preventing sexual violence in conflict signed by my Special Representative on Sexual Violence and Conflict and a growing number of Governments, in addition to the framework of cooperation between the Office of my Special Representative and the African Union Commission concerning the prevention and response to conflict-related sexual violence in Africa. At the Global Summit to End Sexual Violence in Conflict, organized by the Government of the United Kingdom of Great Britain and Northern Ireland in June 2014, several Member States made new commitments and an international protocol on the documentation and investigation of sexual violence in conflict was launched. I urge all stakeholders to fulfil their commitments and pledges.

14. There is no shortage of good practice upon which to build. Tangible changes are apparent in the mandates, monitoring, patrolling and training of peacekeeping missions. For example, the African Union-United Nations Hybrid Operation in Darfur and the United Nations country team undertook joint assessment missions to identify security and humanitarian concerns in camps for internally displaced persons in Darfur. In the Democratic Republic of the Congo, joint protection teams are used to monitor and address human rights violations in far-flung areas. Efforts to combat impunity include the deployment of specialists trained in the investigation of sexual and gender-based crimes, the use of mobile courts in remote areas and the development of policy for justice bodies, such as the policy on sexual and gender-based crimes recently published by the International Criminal Court and the best practices manual for the investigation and prosecution of sexual violence crimes in post-conflict regions published by the International Criminal Tribunal for Rwanda. Many actors are increasingly engaging men and boys to enhance prevention. For example, in the Democratic Republic of the Congo, the United Nations Children's Fund (UNICEF) and local partners have established discussion groups open only to

adolescent girls and boys that are challenging prevailing attitudes about sexual violence. I urge Member States to continue to support and help to scale up good practice and access to essential services. Recent assessments suggest that spending on projects relating to sexual and gender-based violence in conflict and emergencies remains low, with the positive exception of the grants in the amount of \$107 million to be given by the World Bank to countries in the Great Lakes region for the provision of integrated health services, legal aid and economic opportunities to survivors.

### **Prevention of sexual exploitation and abuse**

15. I am concerned by continued allegations of sexual exploitation and abuse (see box 5). There has been a reduction in the number of investigations into allegations pending from previous reporting periods. Responses from Member States to referrals for action reached a rate of 91 per cent in 2013. The Secretariat will continue its efforts to reduce the time taken to complete investigations and to follow up with Member States regarding action taken based on allegations. I underline the importance of disciplinary sanctions and criminal accountability in substantiated cases and expect Member States to prosecute credible allegations when and where they are brought to their attention.

16. Both new field missions established in 2013 — the United Nations Assistance Mission in Somalia and the United Nations Multidimensional Integrated Stabilization Mission in Mali — had references to zero tolerance included in their mandates. Such a provision was also included in the mandate of the African Union Mission in Somalia. I urge that references to zero tolerance be consistently included in all mission mandates.

#### Box 5

**Indicator: 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.** In 2013, 96 allegations of sexual exploitation or sexual abuse were made across all United Nations entities that reported information (including departments and offices of the Secretariat, agencies, funds and programmes), compared with 88 in 2012 and 102 in 2011 (see [A/68/756](#)).

In field missions, 66 allegations were reported in nine peacekeeping missions, an increase from the 60 allegations reported in 2012. Of those allegations, 21 involved staff members, contractors or United Nations Volunteers, 37 involved members of military contingents or United Nations military observers, 7 involved United Nations police officers or members of formed police units and 1 involved a person whose category was not identified. Of the allegations, 32 (48 per cent, compared with 45 per cent in 2012) involved the most egregious forms of sexual exploitation and abuse: 27 per cent pertained to allegations of sexual activities with minors and 21 per cent to allegations of rape of persons aged 18 or older. Twelve of the allegations involved paternity claims. No allegations were reported in special political missions.



As at 31 January 2014, investigations had been completed into 17 allegations received in 2013: 7 conducted by troop-contributing countries (of which 6 were substantiated and 1 was unsubstantiated) and 10 conducted by the United Nations (of which 3 were substantiated and 7 unsubstantiated). For entities other than peacekeeping and special political missions, 63 per cent of the allegations were under investigation at the end of the reporting period and 37 per cent had been closed, either for lack of substantiation or lack of sufficient evidence. With regard to substantiated cases, follow-up action included administrative sanctions, repatriation, dismissal from service and imprisonment. Efforts have been made to further improve screening of personnel against records of misconduct.

### Prevention of other human rights violations

17. A review of cases of gender-related human rights violations in conflict and post-conflict settings brought to the attention of United Nations special procedures mandate holders in 2013 provides a troubling picture of the broad nature of such violations (see box 6). I strongly condemn the continuing threats and attacks against women political leaders, media personnel and human rights defenders, such as the assassination of a Libyan human rights lawyer, Salwa Bugaighis, in June 2014, and underline the need for improved protection and accountability.

#### Box 6

**Indicator: Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies.** From 1 January to 31 December 2013, acting in response to reported allegations of human rights violations, United Nations special procedures mandate holders sent 14 communications to nine of the countries and territories reviewed.<sup>a</sup> They concerned incidents of rape and other forms of sexual violence; abduction and forced marriage of girls; abduction, targeted threats, harassment and intimidation against women human rights defenders; arbitrary detention, intimidation and harassment of lesbian, gay, bisexual and transgender persons; conflict-related killings and injuries; the arrest and detention of a male journalist reporting about rape in camps for internally displaced persons; charges of indecent or immoral dress or behaviour and risk of corporal punishment; violent dispersal of demonstrations; disproportionate use of force and arbitrary detention; and an attack against and the killings of residents of a refugee camp.

<sup>a</sup> Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2013, or of which the Security Council was seized between 1 January 2011 and 31 December 2013, or countries or territories that received programmatic funds from the Peacebuilding Fund in 2013.

18. Building the capacity of national human rights bodies to monitor gender-specific human rights violations in conflict and post-conflict settings remains a priority, as shown in box 7.

Box 7

**Indicator: Number and percentage share of women in governance bodies of national human rights bodies.** As at June 2014, of the 33 countries and territories reviewed,<sup>a</sup> 13 had national human rights institutions accredited with A or B status<sup>b</sup> and 1 had an ombudsperson institution. For the aggregate of those institutions, women held 31 per cent of leadership positions in 2013, compared with 27 per cent in 2012. Eight of the institutions (more than half) had specific units, departments or committees dealing with women's rights and gender issues, while nine released special reports, sections of reports or programmes on women's rights. This marks an improvement from the previous reporting period, when five institutions had specific gender departments and three released gender reports.

<sup>a</sup> See box 6, note a.

<sup>b</sup> For information on the accreditation procedure, see <http://nhri.ohchr.org/EN/Pages/default.aspx>.

19. Within the United Nations, the new "Rights up front" initiative seeks to ensure that the Organization leverages the full breadth of its mandates, including on women and peace and security, to strengthen the ability of the United Nation system to effectively prevent and respond to serious violations of human rights and international humanitarian law, through early warning and early action.

## B. Participation

20. The equal participation of women in decision-making is essential to achieving progress for all. While achievements have been made, obstacles persist in translating policy commitments into accelerated action. To increase results throughout the women and peace and security agenda, inequalities and multiple forms of exclusion need to be addressed.

### Participation of women in peace processes

21. Significant progress has been made with regard to the participation of women in conflict resolution, mediation and peace processes, in particular since 2010, including the appointment of a growing number of women as mediators and envoys, as members of mediation support teams and to the delegations of negotiating parties. There has also been an increased role for women's civil society organizations in and around high-level processes. Notably, six women ambassadors served on the Security Council in August 2014, reaching an unprecedented representation share of 40 per cent.

22. In November 2013, the Government of Colombia announced the appointment of two women to its five-person team for peace talks with the Fuerzas Armadas

Revolucionarias de Colombia in Havana, one of whom was specifically tasked with ensuring that gender issues were considered in the discussions. Of the 30 advisers registered by the Fuerzas Armadas Revolucionarias de Colombia, 12 were women, with women also constituting more than 40 per cent of participants in country-wide consultations on the talks. The role of women in conflict prevention, resolution and peace consolidation is acknowledged in the preliminary agreement. In the second phase of the Afghan People's Dialogue on Peace, facilitated by the United Nations Assistance Mission in Afghanistan in 2013, women represented 32 per cent of those consulted on the local road maps for peace that were developed in 2014. In addition, the United Nations Multidimensional Integrated Stabilization Mission in Mali supported the establishment of a core group of 23 women leaders with capacity for mediation and negotiation to interact with the Mission, the African Union, the European Union, the Economic Community of West African States and the parties to the conflict. Consistent with the Geneva communiqué of 30 June 2012, significant efforts were made by the Department of Political Affairs and UN-Women to engage Syrian women in the preparatory process ahead of the Geneva II talks. The formal invitations to the government and opposition delegations stressed that women must be represented in their delegations, with both delegations strongly urged to engage with women's representatives in Geneva.

23. Boxes 8 and 9 confirm a sustained trend regarding the participation of women in peace negotiations supported by the United Nations and the inclusion of content specific to women and peace and security in peace agreements. This is in part a result of the better guidance, training and technical expertise available to mediation teams. In 2013, more than 100 senior officials participated in a new high-level seminar series on gender and inclusive mediation processes for envoys and senior mediators from the United Nations, regional organizations, Member States and international mediation organizations, delivered by the Department for Political Affairs. Good practice among agreements not brokered by the United Nations includes the Framework Agreement on the Bangsamoro, signed by the Government of the Philippines and the Moro Islamic Liberation Front, and its annex on revenue generation and wealth-sharing, which provides for the use of public funds for gender-specific development programmes and activities.

Box 8

**Indicator: Representation of women among mediators, negotiators and technical experts in formal peace negotiations (and consultations with civil society).** In 2013, the United Nations led or co-led 11 formal mediation processes. As in 2012, all United Nations mediation support teams included women, an increase from 86 per cent in 2011. In 8 of the 11 processes, at least one negotiating delegate was a woman, compared with 6 of 9 processes in 2012. Gender expertise was provided to 88 per cent of the negotiation processes, compared with 85 per cent in 2012 and 36 per cent in 2011. Seven processes (88 per cent) held regular consultations with women's civil society organizations in 2013, compared with 100 per cent in 2012 and 50 per cent in 2011.

## Box 9

**Indicator: Percentage of peace agreements with specific provisions to improve the security and status of women and girls.** Of the 13 peace agreements<sup>a</sup> signed in 2013, 7 (54 per cent) included references to women and peace and security, compared with 3 of 10 in 2012 (30 per cent). The continued upward trend since 2010, when the figure was just 22 per cent, is largely linked to the increased inclusion of provisions on conflict-related sexual violence. The number of ceasefire agreements including reference to sexual violence as a prohibited act has tripled, with only three agreements with such provisions having been signed before 2012. Of the four agreements emerging from negotiation processes supported by the United Nations, three (75 per cent) — one in Mali and two in the Sudan (Darfur) — contained provisions on women and peace and security, marking an increase from 50 per cent in 2011 and 20 per cent in 2012.

<sup>a</sup> For the purpose of data collection, the Department of Political Affairs includes, under the term “peace agreements”, cessations of hostilities agreements, ceasefire agreements, framework agreements 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.

24. More work is needed to overcome inconsistencies and transform good practice into standard practice. I welcome initiatives that contribute to articulating women’s priorities, building capacity and coalitions and sharing lessons learned, such as the national summit on women and peace held in Colombia in October 2013, the N-Peace Network in Asia, which connects key women leaders who are working to prevent conflict in the region and is supported by the United Nations Development Programme (UNDP), and the exchanges between women from Bosnia and Herzegovina and the Syrian Arab Republic organized by the Women’s International League for Peace and Freedom. In addition, initiatives such as the symposium organized by, among others, the International Civil Society Action Network and UN-Women to bring together women civil society representatives from Colombia, Myanmar, South Sudan and the Syrian Arab Republic have helped to review progress on inclusive peacemaking. It is essential that lessons learned from past processes and good practice inform current and upcoming efforts, such as the continuing peace process led by the Intergovernmental Authority on Development in South Sudan.

#### **Participation of women in post-conflict elections and representation in non-elected bodies**

25. Globally, the share of women parliamentarians stands at its highest ever, following an increase of 8.7 percentage points since 2000 (see box 10). There is, however, great variation between countries and, as shown in the *Global Gender Gap Report* of the World Economic Forum, progress remains slow. At this pace, it will take decades to reach gender parity in parliaments around the world. Gender gaps in participation persist at all levels of elected and non-elected posts and are highest at the local level. Continued efforts are needed to build on recent gains, remove

barriers to increasing levels of representation and capitalize on the unique opportunities that post-conflict periods provide to redress the imbalance in political participation.

Box 10

**Indicator: Women's political participation in parliaments and ministerial positions.** As at 31 July 2014, 22 per cent of the world's parliamentarians were women, an increase from 21 per cent in 2013 and 20 per cent in 2012. In the aggregate of countries reviewed,<sup>a</sup> the participation of women reached 18 per cent in 2014, compared with 16.4 per cent in 2013 and 18 per cent in 2012 and 2011. The type of electoral system used by States, the use of temporary special measures such as electoral quotas and structural barriers can affect the proportion of women in decision-making posts. Women accounted for an average of 23 per cent of parliamentarians in those countries reviewed that employed electoral quotas, compared with 10 per cent for those that did not.<sup>b</sup> The representation of women surpassed 30 per cent in five countries, all of which employ electoral quotas.

As at 1 January 2014, women held 13.1 per cent of ministerial positions in the aggregate of countries reviewed, a slight increase from 12.7 per cent in 2013, but still lower than the 14.6 per cent of 2012 and the 14 per cent of 2011. In three of the countries, representation surpassed 30 per cent.<sup>b</sup>

<sup>a</sup> See box 6, note a. Of the 33 countries and territories reviewed, 30 had data on the representation of women in the single or lower house of parliament.

<sup>b</sup> Based on data from the Inter-Parliamentary Union.

26. Clear policy directives issued by the Under-Secretary-General for Political Affairs as the focal point for United Nations electoral assistance activities have been put in place to guide gender-sensitive electoral needs assessments, promote the electoral and political participation of women and support the design or reform of electoral management bodies. In the past year, United Nations entities provided various forms of electoral-related support. For example, in Nepal, the Organization provided gender-sensitive technical support to relevant national authorities during the elections for the Constituent Assembly, with women now accounting for 29.9 per cent of the members. In addition, the United Nations Stabilization Mission in Haiti, UN-Women and UNDP, with the support of the United States Agency for International Development, assisted in the establishment in Haiti of a parliamentary office for gender equality and consultations, culminating in a plan of action for promoting the participation of women in the forthcoming elections. The United Nations also supported the implementation of temporary special measures in Iraq, Kenya and Libya, as well as in Kosovo.<sup>6</sup>

27. Electoral violence remains a serious concern owing to the risks linked to re-escalation of conflict and its impact on the participation of women in electoral

<sup>6</sup> References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

processes. For example, during governorate council elections held in Iraq in April 2013, several candidates were killed, including two women. During the second round of the presidential elections in Afghanistan on 14 June 2014, 110 attacks directly targeting the electoral process were documented and 54 civilian deaths and 163 injuries recorded, including women and children. World Values Survey data published in 2014 suggest that perceptions of insecurity at the polls are a major reason deterring women from voting in some countries and social groups. In 2013, the Department of Political Affairs and the United Nations System Staff College trained some 60 staff on how to identify, prevent and mitigate election-related violence, including gender-based violence. Women's situation rooms — a civil society monitoring mechanism that promotes peaceful electoral processes — were employed in Guinea, Kenya and Mali in 2013.

28. Data comparability and quality issues continue to hinder monitoring of progress and evidence-based policymaking in this area. Increased investment and international coordination efforts are needed to enhance statistical capacity and the availability of sex-disaggregated statistics on local governance. Universal civil registration, which is vital to ensuring inclusive political participation and access to public services more generally, is a key issue to be tackled at the national level.

#### **Women's share of senior positions in the United Nations and regional organizations**

29. The strategic results framework on women and peace and security that I presented to the Security Council in 2011 (S/2011/598, annex) included specific targets to increase the proportion of senior positions (P-5 and above) held by women in United Nations entities operating in conflict and post-conflict situations. In particular, the framework had a target of 30 per cent to be met in 2014. Judging by the trends observed since 2011 (see box 11), I fear that this target will be missed. I urge all United Nations entities to work harder on promoting women's access to senior posts and I call upon Member States to continue to nominate candidates. I welcome efforts under way such as the "talent pipeline" initiative for senior women launched by the Department of Field Support, which has resulted in women being shortlisted for field opportunities.

#### Box 11

**Indicator: Women's share of senior positions in United Nations field missions.** As at 31 December 2013, women headed 5 (19 per cent) of the 27 field missions (in Côte d'Ivoire, Cyprus, Haiti, Liberia and South Sudan — all peacekeeping missions), compared with 4 (15 per cent) in 2012 and 6 (21 per cent) in 2011. As in 2012, four (15 per cent) deputy heads were women (in Burundi, the Central African Republic, Iraq and Somalia — all special political missions), compared with five (18 per cent) in 2011. Only one of the seven (14 per cent) offices of the Department of Political Affairs was headed by a woman.

In the special political missions, women's share of senior positions (P-5 to D-2) stood at 24 per cent in 2013, compared with 25 per cent in 2012 and 18 per cent in 2011. In the peacekeeping missions, the figure has remained unchanged at 21 per cent since 2011. Comparatively, in other United Nations system entities reporting data,<sup>a</sup> women's share of senior positions in field operations reached 38 per cent in 2013, an increase from 36 per cent in 2012 and 31 per cent in 2011, with great variations between agencies.

<sup>a</sup> Food and Agriculture Organization of the United Nations, International Fund for Agricultural Development, Joint United Nations Programme on HIV/AIDS, Office for the Coordination of Humanitarian Affairs, Office of the United Nations High Commissioner for Refugees, UNDP, UNICEF, United Nations Population Fund, United Nations Relief and Works Agency for Palestine Refugees in the Near East, UN-Women, World Food Programme and World Health Organization.

30. Available data indicate an overall upward trend in the representation of women in the aggregate reporting for regional organizations, as noted in box 12.

Box 12

**Indicator: Number and percentage share of women in executive positions of relevant regional and subregional organizations involved in preventing conflict.**

As at December 2013, women held 31 per cent of executive positions<sup>a</sup> in the seven regional and subregional organizations reporting data,<sup>b</sup> compared with 24 per cent in 2012. The representation of women in managerial positions was higher at headquarters locations, where 32 per cent of high-level executives were women, compared with 24 per cent in country offices, missions or as mediators in the field. In 2013, the figures were 37 per cent at headquarters locations and 17 per cent elsewhere.

<sup>a</sup> 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).

<sup>b</sup> African Union, Caribbean Community, Council of Europe, European Union/European External Action Service, Organization for Security and Cooperation in Europe, Organization of American States and Pacific Islands Forum secretariat.

31. The provision of technical gender expertise continues to play a pivotal role in integrating gender considerations into mission planning processes and the delivery of gender-responsive outcomes. Box 13 provides an update on progress in incorporating gender expertise into field missions. Given that gender mainstreaming is essential to effective peacemaking, peacekeeping and peacebuilding, it is concerning that funding and recruitment challenges persist with regard to senior gender experts.

## Box 13

**Indicator: Percentage of field missions with senior gender experts.** As at December 2013, all nine multidimensional peacekeeping missions had gender units led by gender advisers at either the P-5 or P-4 level<sup>a</sup> and all seven traditional missions had gender focal points.<sup>b</sup> Of the 12 special political missions (including regional offices) managed by the Department for Political Affairs, 7 had one or more gender advisers at the P-5 or P-4 level and 4 had gender advisers at either the P-3 or P-2 level. All 12 missions had gender focal points, with several appointed at the P-5 or D-1 level.

Women protection advisers have been deployed to missions in the Central African Republic, Mali, Somalia and South Sudan. This marks an increase since 2012, but the pace of deployment is not yet in line with calls made by the Security Council. Further deployments are in process, including to Côte d'Ivoire, the Democratic Republic of the Congo and the Sudan (Darfur).

<sup>a</sup> As at August 2014, four of the P-5 posts were vacant.

<sup>b</sup> The gender focal point is not a full-time position; persons appointed as gender focal points normally have other areas of responsibility.

32. In addition to appointing gender advisers and focal points in field missions, there is a growing trend of providing targeted technical gender expertise in line with the recommendations of the review of civilian capacity in the aftermath of conflict. For example, the United Nations Stabilization Mission in Haiti piloted a new approach with gender expertise embedded across the Mission's substantive sectors. Within the United Nations Operation in Côte d'Ivoire, a gender adviser and a pool of focal points were established within the United Nations police, which resulted in the development of a reporting system for sexual and gender-based violence. In addition, a gender justice adviser was deployed to support the United Nations country team and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic with the investigation and documentation of sexual and gender-based violence and to provide strategic advice on women's rights and protection. In Jordan, a Gender Capacity Project adviser deployed to support the response of the United Nations to the Syrian refugee issue promoted the use of the Inter-Agency Standing Committee gender marker. Gender Capacity Project advisers have also increased gender expertise in the Central African Republic and South Sudan.

33. At the regional level, the African Union has established civilian protection and gender units in its field missions and systematically includes gender experts in post-conflict needs assessment teams. Of the 16 Common Security and Defence Policy missions deployed by the European Union in 2013, 70 per cent had at least one gender adviser or trainer. All field operations of the Organization for Security and Cooperation in Europe have gender focal points, some have gender working groups and two missions have gender advisers. Notably, in January 2014, Bineta Diop was appointed the first Special Envoy for Women, Peace and Security of the Chairperson of the African Union.



## C. Protection

34. In its resolution [2122 \(2013\)](#), the Security Council expressed deep concern at the full range of human rights violations and abuses experienced by women in armed conflict and post-conflict situations. I am deeply troubled by continuing and emerging trends and patterns of abuse, violence and discrimination against women and girls in many conflict and post-conflict settings, often as deliberate campaigns against women's rights. In Iraq and the Syrian Arab Republic, women have been directly targeted in the outbreak of violence, with reports of rape, forced marriage, forced prostitution, restrictions of movement, enforcement of dress codes and stoning of women for alleged adultery in areas controlled by militants from the Islamic State in Iraq and the Levant. The escalation of violence in Iraq in 2014 includes the mass killing in Baghdad of women alleged to be sex workers and the targeting and mass abduction of minority women.

35. In the Central African Republic and South Sudan, women have been disproportionately affected by mass displacement. In some areas of South Sudan, rates of female-headed households are close to 60 per cent and women and girls face significant security risks, including in sites for the protection of civilians. In the eastern Democratic Republic of the Congo, there are continued concerns regarding the presence of armed groups, the increased number of internally displaced persons and refugees, who are mostly women and children, and continued incidents of sexual violence. In Afghanistan, the number of women and girls killed or injured increased by 61 per cent in the first half of 2013, as compared with 2012, and targeted killings or attacks against women in public roles continued, including the killings of two high-ranking women police officers, Islam Bibi and Lieutenant Negar, in the southern province of Helmand. I call upon all parties to cease such acts immediately and upon relevant stakeholders to respond to all reports and ensure the physical security, safety, protection and enforcement of the rights of women and girls. The protection of civilians is a legal obligation. Members of security forces, local militias or other armed groups who have committed violations of international humanitarian or human rights law must be held to account.

### **Action to ensure more gender-responsive implementation of protection mandates and tasks**

36. New efforts are under way to ensure that international standards relating to the human rights and protection of women and girls are integrated into policy directives, codes of conduct and training for security sector personnel. For example, the African Union is finalizing a code of conduct and a zero tolerance policy for its field missions and is strengthening curricula for its troops. The North Atlantic Treaty Organization has strengthened the gender training delivered through the Nordic Centre for Gender in Military Operations. Box 14 provides an update on progress made in guidance for military and police personnel deployed to United Nations field missions. In the United Nations Interim Force in Lebanon, a military gender task force was established and gender training for battalions made compulsory.

## Box 14

**Indicator: Extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions.** Of the nine military strategic concepts of operations and six force operation orders valid across nine peacekeeping operations by mid-2014,<sup>a</sup> 67 per cent included specific measures to protect the human rights of women and girls. This is the same proportion as in 2013 and an increase from 56 per cent in 2012. In the case of police components, 94 per cent of directives in 16 missions included such measures in 2014, compared with 93 per cent in 19 missions in 2013.

<sup>a</sup> The period is from mid-2013 to mid-2014.

37. Effective strategies for improving protective environments for women and girls include measures to increase the number of women in military and police functions. The targets of 20 per cent of women police officers in peacekeeping missions and an increase in the number of women military personnel are far from being attained, however. As at March 2014, 97 per cent of military peacekeepers and 90 per cent of police personnel were men, figures that have remained unchanged since 2011. The appointment of Major General Kristin Lund of Norway as the Force Commander of the United Nations Peacekeeping Force in Cyprus was an important milestone. She is the first female Force Commander of a United Nations peacekeeping operation. To prepare women to serve in the Burundian national police, Germany facilitated specialist training expected to increase the participation of women in security sector institutions. The establishment of regional and national women police associations has contributed to the recruitment and retention of women and growing recognition of the need to change the working environment and culture of security sector institutions. Armed forces in a growing number of countries, including Australia, are increasingly taking measures to tackle issues of abuse and harassment in their ranks.

#### **Protection in situations of displacement**

38. The immense human and financial cost of conflict is starkly visible in the situation of refugees, asylum seekers and internally displaced persons. *The Global Trends* report, produced annually by the Office of the United Nations High Commissioner for Refugees (UNHCR), shows that 51.2 million people were forcibly displaced at the end of 2013, 6 million more than the 45.2 million reported in 2012. The increase was driven mainly by the situation in the Syrian Arab Republic, which, by the end of 2013, had forced 2.5 million people to become refugees and left 6.5 million people internally displaced — most of whom are residing in urban and peri-urban areas rather than camps. In total, 56 per cent of the world's refugees originate from Afghanistan, Somalia and the Syrian Arab Republic alone. Major new displacements were also seen in Africa, notably in the Central African Republic and South Sudan. The data were gathered before the renewed conflict in Iraq and the intensification of violence between Israel and the State of Palestine, which resulted in massive new displacements. Increased displacement has also been reported in Ukraine. I call upon all actors to take immediate steps to

ensure that forcibly displaced populations are protected from violence, humanitarian access is granted and responses are scaled up to deliver gender-responsive services.

39. Women and adolescent girls in conflict-affected settings face a heightened risk of falling victim to sex and labour trafficking and account for the majority of victims of human trafficking overall. Although 134 countries have criminalized trafficking in line with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, the number of convictions for related crimes remains extremely low.

40. Refugees, asylum seekers, returnees, stateless persons and internally displaced persons suffer disproportionately from sexual and gender-based violence, whether during the outbreak of conflict, during flight or during displacement. In many emergencies, families may resort to negative coping strategies, including early and forced marriage, which is often viewed as a means of providing for families or justified as a strategy to protect girls from conflict-related sexual violence. Other driving factors include discriminatory gender norms and limited access to safe livelihoods for women to meet their basic needs and those of their families. Women and girls with disabilities face specific risks and often lack access to the most basic services.

41. Given the crucial linkages between the participation of women in decision-making and their enjoyment of basic human rights, improving participation and leadership in refugee and internally displaced persons settings is essential. Women account for 48 per cent of the membership of camp management committees in eastern Nepal, a figure achieved through regular elections with gender quotas. Another example of good practice is the establishment of women's groups by UNHCR and partners in countries hosting Syrian refugees.

42. In its resolution [2122 \(2013\)](#), the Security Council expressed concern at women's vulnerability in relation to forced displacement, as a result of unequal citizenship rights, gender-biased application of asylum laws and obstacles to gaining access to identity documents. The UNHCR annual survey on gender discrimination in nationality laws found that 27 countries retained legal provisions preventing mothers from conferring their nationality on their children on an equal basis as fathers. Such discrimination can lead to statelessness. States are, however, increasingly taking the initiative to reform laws that discriminate against women in nationality matters. In the past decade, 12 countries have undertaken reforms to achieve gender parity in their nationality laws. For example, Senegal amended its nationality law in 2013 to ensure that both women and men are equally able to confer their nationality on their children. In addition, recognizing the central importance of documentation to the enjoyment of women's rights, the tripartite voluntary repatriation agreement between Kenya, Somalia and UNHCR includes provisions for recognizing the legal and civil status of Somalis, including birth, death, adoption, marriage, divorce and custody decisions, including changes thereto during their displacement in Kenya.

### Other emerging protection-related concerns

43. A growing body of research is providing evidence on how armed violence affects women, men, girls and boys in different ways.<sup>7</sup> In the area of conventional arms control, the landmark Arms Trade Treaty, adopted in April 2013, requires that exporting States parties take into account, before authorization of transfers, the risk that the arms may be used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children. As at September 2014, the Treaty had been signed by 121 States and ratified by 53. Up from just four ratifications in 2013, this increase means that, pursuant to its article 22, the Treaty will enter into force on 24 December 2014. I encourage all States to sign and ratify the Treaty without delay and I appeal to States and intergovernmental, regional and subregional organizations to assist States parties to fulfil and implement the Treaty's obligations, including making the gender-based violence criterion operational. I welcome the work performed by civil society in this regard.

44. The human cost of the illicit transfer, destabilizing accumulation and misuse of small arms and light weapons is seen every day in conflict and post-conflict settings, in displacement, injury, death and sexual and gender-based violence perpetrated at gunpoint. International homicide statistics from the United Nations Office on Drugs and Crime show that 75 per cent of the homicides reported in conflict and post-conflict countries were perpetrated with firearms. As shown in box 15, data reported to the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects — albeit limited — indicate stagnation in national small arms control efforts. This is of concern, given that many post-conflict settings are saturated with weapons that contribute to armed violence and crime long after hostilities have ended and increase the likelihood of a resurgence of violence, as seen in South Sudan.

#### Box 15

**Indicator: Existence of national mechanisms for control of illicit small arms and light weapons.** In 2013, 66 per cent of conflict and post-conflict countries<sup>a</sup> reported having national coordination agencies and national focal points on small arms and light weapons, figures that show stagnation since 2011. Only 44 per cent of those countries have regulatory legislation in place, and 35 per cent of the reporting countries indicated that their legislation was not comprehensive. National action plans on small arms and light weapons currently exist in 22 per cent of the conflict and post-conflict countries that reported, compared with 21 per cent in 2011.

<sup>a</sup> See box 6, note a.

45. I welcome resolution [2117 \(2013\)](#), in which the Security Council urged Member States, United Nations entities and intergovernmental, regional and subregional organizations to take further measures to facilitate the full participation of women in all policymaking, planning and implementation processes to combat

<sup>7</sup> See, for example, Geneva Small Arms Survey, *Small Arms Survey 2014: Women and Guns* (Cambridge, United Kingdom, Cambridge University Press, 2014).

and eradicate the illicit transfer, destabilizing accumulation and misuse of small arms and light weapons in all its aspects. The need for the participation and representation of women in such processes is also emphasized in the outcome of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects ([A/CONF.192/BMS/2014/2](#), annex).

46. As violent extremism continues to spread, there is growing recognition that women's rights are under threat and that the role of women in countering terrorism and extremism is underutilized. In such settings as Afghanistan, Iraq, Mali, Nigeria, Somalia or the Syrian Arab Republic, the curtailment of women's rights with regard to dress, travel, education and employment often accompanies violence against civilians. In societies with higher gender equality, extremism is less likely to take root and women are less vulnerable to its impacts. I welcome the efforts to increase collaboration among Member States, United Nations entities and civil society actors working on counter-terrorism and women and peace and security.

47. Notably, the General Assembly, in its resolution [68/276](#) on the United Nations Global Counter-Terrorism Strategy review, explicitly refers to the important contribution of women to the implementation of the Strategy. In Kazakhstan, women experts were invited as facilitators at a regional workshop organized by the United Nations Regional Centre for Preventive Diplomacy for Central Asia and the Counter-Terrorism Implementation Task Force on strengthening the role of Central Asian religious leaders and institutions in preventing conflict and countering extremism.

#### **D. Peacebuilding, relief and recovery**

48. Gender-responsive peacebuilding and recovery initiatives and the engagement of women in programme planning and delivery increase their effectiveness and contribution to durable and just peace.

##### **Economic recovery and access to resources**

49. A concern often highlighted by women, including in refugee and internally displaced persons settings, is how the lack of a livelihood places them at further risk. I welcome the increased attention paid to the importance of economically empowering women in post-conflict and recovery settings, including in Security Council resolution [2122 \(2013\)](#) and the declaration adopted by the Peacebuilding Commission on women's economic empowerment for peacebuilding ([PBC/7/OC/3](#)) in 2013. Nevertheless, alarmingly low levels of peacebuilding and recovery spending target the economic empowerment and livelihoods of women. Support for female-headed households in displacement and post-conflict settings should be accorded priority, given the relationship between women's economic security and their ability to avoid harmful coping strategies.

50. Some countries have recently modified property and inheritance laws and policies to guarantee equal rights to women. In Liberia, for example, the participation of women in the land rights policy consultations led to the granting of land ownership rights to women. Nevertheless, limited access to land and property and difficulties in securing family support allowances and obtaining civil documentation in many countries remain key obstacles to the economic resilience and security of women. According to the latest estimates of the Food and Agriculture Organization of the United Nations on land holdings of female-headed

households, only 9 per cent of landholders in conflict and post-conflict countries<sup>8</sup> are women, compared with 19 per cent globally. Many livelihood projects target women refugees and internally displaced persons. For example, in response to the Syrian refugee crisis, the Government of Turkey has supported education and vocational training initiatives for more than 7,000 women refugees living in Turkey and social facilities and training courses have been opened in all camps.

51. In 2013, UNDP began to roll out a monitoring strategy to track disbursements to women beneficiaries in the context of temporary employment and productive livelihood projects for the reintegration and stabilization of conflict-affected populations. The initial findings are reported in box 16. Improved monitoring will contribute to more gender-responsive project design and delivery.

Box 16

**Indicator: Percentage of benefits from temporary employment/productive livelihoods in the context of early economic recovery programmes received by women and girls.**

Although data are still not reported for the totality of projects implemented in each country and specific details such as the number of hours per day worked by different beneficiaries are mostly unavailable, preliminary figures provide an indication of the sex distribution of project benefits. Available data on cash contributions show that only 22 per cent of funds were directly disbursed to women in 2013, while 29 per cent of beneficiaries were women. The figures vary widely by project and country, however, reaching 45 per cent in agriculture-related projects in Uganda and 43 per cent in cash-for-work projects in Burundi. In contrast, only 1 per cent of beneficiaries in cash-for-work projects in the Central African Republic were women.

In the case of in-kind contributions,<sup>a</sup> data availability issues prevent the calculation of an accurate aggregate. Improved guidelines are needed for the attribution of benefits to direct and indirect project beneficiaries. As reported, the percentages of women beneficiaries and of benefits received by women vary widely: from 91 per cent in microenterprise start-up packages for self-employment of young people and women in Uganda to 5 per cent in projects implemented in Côte d'Ivoire. Further methodological refinements and improved monitoring mechanisms are, however, likely to produce improved estimates that may differ substantially from these preliminary figures.

<sup>a</sup> Including such benefits as training, equipment, productive assets and enterprise start-up kits.

52. Conflict-related changes to access to and use and control of natural resources can significantly increase the vulnerability of women to poverty and violence. Conflict also often leads women to assume new natural resource management roles, either by taking up alternative income-generating activities or by moving into traditionally male sectors. In the aftermath of conflict, capitalizing on such shifting

<sup>8</sup> See box 6, note a.

roles can contribute to furthering the empowerment and productivity of women. Women can also play a critical role in mediating resource-based conflict. In December 2013, UN-Women, the Peacebuilding Support Office, the United Nations Environment Programme and UNDP launched a policy report, *Women and Natural Resources: Unlocking the Peacebuilding Potential*, which gathers good practice and puts forward policy and programmatic recommendations.

### **Disarmament, demobilization and reintegration and security sector reform**

53. In its resolution [2151 \(2014\)](#), the first stand-alone resolution on security sector reform, the Security Council recognized the interlinkages between security sector reform and other important factors of stabilization and reconstruction, such as transitional justice, disarmament, demobilization and reintegration, long-term rehabilitation of former combatants, including women and children, national small arms and light weapons management, protection of civilians, in particular women and children, and gender equality and human rights issues. The Council underscored the importance of the equal and effective participation of women in all stages of security sector reform, the provision of adequate training for security personnel and effective vetting processes in order to exclude perpetrators of sexual violence from the security sector.

54. In terms of disarmament, demobilization and reintegration programmes supported by the United Nations, various entities continued to support the economic security of women and their reintegration into civilian life (see box 17). In Nepal, as part of efforts to reintegrate girls and boys associated with armed forces and armed groups, UNICEF is providing targeted reintegration support to young mothers to enable them to attend school while supporting their children. Specific project components to address the needs of women in insecure environments are key to achieving disarmament, demobilization and reintegration objectives. Disarmament, demobilization and reintegration programmes must also improve the delivery of gender-specific psychosocial support, given that high instances of trauma can pose obstacles to sustainable reintegration.

#### Box 17

**Indicator: Percentage of benefits from disarmament, demobilization and reintegration programmes received by women and girls.** In 2013, UNDP supported disarmament, demobilization and reintegration initiatives in 13 countries and territories for a total of 66,114 beneficiaries, 28 per cent of whom were women. In the same year, the Department of Peacekeeping Operations provided disarmament, demobilization and reintegration and community violence reduction support in 104,277 cases, 25 per cent of which involved women. Success stories include the contribution of UNDP in Burundi, where female participation rose from 30 to 50 per cent in 2013, Nepal, where 54 per cent of beneficiaries were women, and the community violence reduction programme launched by the Department of Peacekeeping Operations in Haiti, where 30 per cent of participants were women. In contrast, female participation reached only 15 per cent in Afghanistan, 7 per cent in Côte d'Ivoire and 6 per cent in South Sudan.

### **Rule of law and access to justice**

55. Since 2013, when the Security Council held an open debate on women and peace and security in which it focused on the rule of law and transitional justice, it has continued to accord priority to the strengthening of the justice and security sectors in recent outcomes. Rule of law support is currently included in 18 of 28 mission mandates, including through the rebuilding of justice institutions, the deployment of mobile court systems, the establishment of transitional justice mechanisms and the reforming of areas of civil and administrative law that directly affect key drivers of conflict such as property and land disputes and combating impunity. To secure women's rights, it is essential that access to justice be accorded priority and linked to programmes aimed at tackling economic and social injustices. Integrated assessment and planning, including when planning for mission drawdowns and transitions to a United Nations country team, is key to filling this gap.

56. Since its establishment in 2012, the joint global focal point for the police, justice and corrections in the rule of law in post-conflict and other crisis situations, managed by the Department of Peacekeeping Operations and UNDP in partnership with UN-Women, the Office of the United Nations High Commissioner for Human Rights and the United Nations Office on Drugs and Crime, has jointly undertaken 19 field visits and contributed to planning efforts by deploying technical experts and mobilizing resources. Such collaboration has resulted in the improved integration of gender perspectives into the development of rule of law programmes. For example, a joint rule of law strategy was launched in the Central African Republic to accord priority to the immediate justice and protection needs of women and girls, including providing assistance to survivors of sexual and gender-based violence in Bangui.

57. Transitional justice mechanisms employed to achieve redress for serious crimes can include judicial and non-judicial processes to promote the rights of victims, hold perpetrators to account, reveal the truth and provide reparations. More truth commissions are actively addressing forms of gender-based violence in their work and supporting the participation of women and girls. There is also growing acknowledgement that truth commissions have a unique role in uncovering the root causes of such violence and the complexity of its effects, thereby promoting wider justice and accountability efforts.<sup>9</sup> Box 18 provides an update on measures taken to integrate gender perspectives into the operations of truth commissions supported by the United Nations that were active in 2013.

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<sup>9</sup> See, for example, the analytical study focusing on gender-based and sexual violence in relation to transitional justice ([A/HRC/27/21](#)); UN-Women, "A window of opportunity: making transitional justice work for women" (New York, 2013); World Bank, *World Development Report 2011: Conflict, Security and Development* (Washington, D.C., 2011).



## Box 18

**Indicator: Extent to which truth and reconciliation commissions include provisions to address the rights and participation of women and girls.**

From January to December 2013, three truth commissions supported by the United Nations continued their work (in Brazil, Côte d'Ivoire and Kenya). All had some form of gender mechanism in place and had women represented as commissioners at rates ranging from 29 to 44 per cent. Notably, in Kenya, a dedicated hearing on women's rights was held, as were 39 women's hearings across the country. The commission provided a modest stipend for witnesses who travelled long distances and for persons who accompanied female witnesses to care for their children so that they could attend the hearings. Of the statements received by the commission, 39 per cent were from women. The commission engaged the services of counsellors to offer psychosocial support before, during and after the hearings. Its report includes chapters on sexual violence and on gender and gross violations of human rights.

58. Reparations programmes are particularly important for women as victims and widows, wives, mothers and/or caregivers. Reparations can provide acknowledgement of equal citizen rights, a measure of justice and crucial resources for recovery, as well as contribute to transforming underlying gender inequalities in post-conflict societies. Despite their importance, however, reparations continue to be routinely omitted from peace negotiations or sidelined in funding priorities. Nevertheless, some progress has been made. For example, in February 2014, the Council of Ministers of Libya adopted Decree No. 119/2014 to provide reparations and legal aid to female and male victims of sexual violence during the Qadhafi regime or the transition period. In March 2014, the Assembly of Kosovo adopted a legal amendment to ensure legal recognition of and reparation to survivors of conflict-related sexual violence.<sup>6</sup> In Colombia, 362 female victims of conflict-related sexual violence benefitted from individual reparation measures administered by the Government's Victims Unit in 2013.

59. In June 2014, I issued a new guidance note for United Nations engagement on reparations for conflict-related sexual violence,<sup>10</sup> including activities to advocate and/or support the design, implementation, monitoring and evaluation of reparation initiatives. I place victims at the centre of reparation initiatives and stress the empowering potential of reparations to challenge gender stereotypes and break cycles of discrimination and violence. Emphasis is laid on long-term, integrated solutions beyond one-off cash payments, such as land and inheritance rights, access to credit, fistula surgery for rape victims and income-generating skills. I encourage all relevant actors to use the note and to seek technical support from the Office of the United Nations High Commissioner for Human Rights and UN-Women to support its full operationalization.

<sup>10</sup> Available from [www.ohchr.org/Documents/Press/GuidanceNoteReparationsJune-2014.pdf](http://www.ohchr.org/Documents/Press/GuidanceNoteReparationsJune-2014.pdf).

### Access to basic services, including education and health services

60. The continuing progress on education enrolment rates globally notwithstanding, worrying trends include disparities in learning outcomes and barriers to girls' education, such as early marriage and violence against girls in schools, the military use of schools (which limits access to education and puts civilians at further risk) and attacks against schools and related personnel, all of which have an immense impact on the right of children to education. In Afghanistan, at least 3,800 girls were denied their right to education because schools were closed, mainly owing to security concerns. Furthermore, girls and female teachers have been targets of killing and maiming by extremist groups simply because they attend school. Such groups have also interfered in education curricula or in the conduct of classes, which has affected girls' education. Box 19 provides information on enrolment ratios.

#### Box 19

**Indicator: Net primary and secondary education enrolment ratios, by sex.** An estimated 50 per cent of out-of-school children of primary school age lived in conflict-affected areas in 2012; girls were disproportionately affected.<sup>a</sup> While the global adjusted net enrolment rate in primary education was 91.9 per cent for boys and 90.3 per cent for girls, it reached only 80.5 per cent for boys and 73.4 per cent for girls in conflict and post-conflict countries.<sup>b</sup> Although gender gaps in primary education in this set of countries are slowly narrowing (the rates were 65 per cent for boys and 54.3 per cent for girls in 1999), they remain roughly unchanged over time in the case of secondary enrolment, with net rates of 43 per cent for males and 35.4 for females in 2012, compared with 35.2 per cent and 28.5 per cent, respectively, in 2003.<sup>b</sup>

<sup>a</sup> United Nations, *Millennium Development Goals Report 2014* (New York, 2014).

<sup>b</sup> See box 6, note a. Estimates provided by the United Nations Educational, Scientific and Cultural Organization Institute for Statistics, 2014.

61. An estimated 289,000 women died in 2013 from causes relating to pregnancy and childbirth, although some 80 per cent of such deaths could have been averted had women had access to essential maternity and basic health-care services. The causes of maternal mortality vary by region, but are largely a result of the absence of emergency obstetric care services, the lack of skilled personnel during delivery and the denial of comprehensive sexual and reproductive health and rights for women and girls. Childbearing at a young age, most often stemming from early marriage, constitutes another significant health risk for women and their children. As shown in box 20, these risks and resulting deaths remain significantly higher in conflict and post-conflict settings.

## Box 20

**Indicator: Maternal mortality ratio.** The global maternal mortality ratio in 2013 fell to 210 deaths per 100,000 live births. For the aggregate of conflict and post-conflict countries,<sup>a</sup> the figure was 60 per cent higher (531 deaths per 100,000 live births). Not only do the data show an increase from the rate of 438 deaths per 100,000 live births in 2010, but they also highlight large disparities between countries, with some, such as the Central African Republic and Sierra Leone, having the highest rates in the world at 880 and 1,100 deaths per 100,000 live births, respectively. The proportion of deliveries attended by skilled health personnel rose from 56 to 68 per cent between 1990 and 2012 in developing regions, but only 47 per cent of deliveries in conflict and post-conflict countries with available estimates for 2012 were attended by skilled health personnel. Considering that skilled attendance data were not available for countries with the highest maternal mortality rates, figures in those countries are expected to be even lower.

<sup>a</sup> See box 6, note a. Maternal mortality ratio aggregates for the 29 countries with data, of 33, were calculated using Maternal Mortality Estimation Inter-agency Group estimates ([www.maternalmortalitydata.org](http://www.maternalmortalitydata.org)) and interpolated annual birth estimates of the Population Division's World Fertility Data 2012 ([http://esa.un.org/wpp/ASCII-Data/disk\\_navigation\\_ascii.htm#Interpolated\\_Annual\\_Indicators](http://esa.un.org/wpp/ASCII-Data/disk_navigation_ascii.htm#Interpolated_Annual_Indicators)).

62. For women in camps for internally displaced persons and refugees, limited access to reproductive health services and emergency obstetric care remains a serious concern. Deliveries often take place in temporary shelters and ambulances, while supplies and qualified staff are not always available, including as a result of targeted attacks on health facilities and medical staff. United Nations entities are working to respond to the growing health needs resulting from increasing displacement. In 2013, the United Nations Population Fund and its partners responded to the health-related needs of women and girls, including as a result of gender-based violence, in 28 emergency-affected and conflict-affected countries. In the Syrian refugee camps in Jordan, for example, the Fund provided reproductive health services to more than 67,000 Syrian refugee women and girls. In Uganda, the Central Emergency Response Fund managed by the Office for the Coordination of Humanitarian Affairs provided contributions for emergency obstetric assistance, focusing in particular on providing support to pregnant refugees from neighbouring countries. In line with Security Council resolution [2122 \(2013\)](#), I call upon all actors to support improved access to comprehensive sexual and reproductive health services in conflict-affected settings. This must include access to HIV counselling and testing, which remains limited in many settings, and the safe termination of pregnancies for survivors of conflict-related rape.

### Planning and financing

63. Data on funding allocations for gender-responsive peacebuilding projects show that accelerated efforts are needed to meet the goal of allocating at least 15 per cent of United Nations-managed funds in support of peacebuilding to projects whose principal objective is to address women's specific needs and advance gender equality, as set out in my seven-point action plan on gender-responsive

peacebuilding (see [A/65/354-S/2010/466](#)). Box 21 provides an update on progress made by entities using gender markers to track spending. Owing to differences in methodology, data from reporting entities are not comparable. For those using a gender marker, projects are generally attributed scores between zero and three, pursuant to the gender equality marker guidance note prepared by the United Nations Development Group in 2013. For most entities, a score of two means that projects have gender equality as a “significant” objective and a score of three means that it is a “principal” objective.

#### Box 21

##### **Indicator: Proportion of United Nations system funding used to address gender equality issues, including multi-donor trust funds.**

Allocations from the Peacebuilding Fund to projects with gender equality as a principal objective fell to 7.4 per cent in 2013 from 10.8 per cent in 2012. After the successful roll-out of the gender promotion initiative in 2011 and 2012, 2013 was a year of implementation for many of the projects, including some to support the role of women in electoral and reconciliation processes, reintegration, access to land and economic empowerment. In Liberia, allocation to projects with a score of three (from the current projects funded by the peacebuilding priority plan) reached almost 20 per cent, exceeding the target of 15 per cent.

Analysis of expenditure by UNDP in 2013 in 30 countries shows that 5 per cent of funds were allocated to projects with a score of three, 22 per cent to projects with a score of two and 65 per cent to projects with a score of one (weak gender focus).<sup>a</sup> This illustrates a slight shift since 2012 (63 per cent for projects with a score of one and 23 per cent for those with a score of two). Allocations to projects with scores of zero and three have remained relatively stagnant since 2011.

In the case of UNICEF, 23 per cent of expenditure in 2013 in conflict and post-conflict countries had gender equality as a principal objective, while 46 per cent had it as a significant objective, demonstrating an increase in gender focus since 2012, when only 13 per cent had it as a principal objective. Most gender-sensitive interventions were concentrated around education and child protection. Notably, there has been an increase in humanitarian interventions contributing principally to gender equality (from 3 per cent in 2011 to 7 per cent in 2012 and 16 per cent in 2013).

The application of the Inter-Agency Standing Committee gender marker during the 2013 humanitarian planning season (strategic response plans) shows that 4 per cent of projects had gender as a primary objective, as in 2012, while 36 per cent had it as a central objective, compared with 53 per cent in 2012. The humanitarian country teams in the Sudan and the State of Palestine demonstrated strong gender responsive programming, with 52 per cent and 66 per cent, respectively, of projects having gender as a central objective.

<sup>a</sup> Figures include outlier Law and Order Trust Fund for Afghanistan. If excluded, the aggregates would be 13, 48, 31 and 8 per cent for ratings of zero, one, two and three, respectively.

64. Similar patterns are reflected in data compiled using the gender equality policy marker of the Development Assistance Committee of the Organization for Economic Cooperation and Development, which shows that some 5 per cent of the funds<sup>11</sup> allocated to activities in conflict and post-conflict countries<sup>8</sup> in 2012 had gender equality as a principal objective, while 30 per cent were allocated to activities with it as a significant objective. Allocations were largely concentrated in the education and health sectors, with only 0.35 per cent of aid allocated to conflict, peace and security activities marked as having a gender focus.

65. Although goals and targets relating to fund allocations are far from being attained, the use of markers has greatly contributed to improving understanding of how initiatives that promote gender equality and the empowerment of women are financed. Such information should be used to inform policymaking, planning and budgeting to accelerate change. I welcome UNHCR efforts to set up gender-responsive fund tracking mechanisms and its commitment to ensuring that interventions contribute to gender equality. I also welcome the launch of the second gender promotion initiative by the Peacebuilding Support Office and encourage the establishment of other special mechanisms to increase funding allocations to projects for the empowerment of women in peacebuilding contexts. Since the launch of my seven-point action plan, allocations from the Peacebuilding Fund to projects implemented by UN-Women in post-conflict countries have increased fourteenfold, rising from some \$500,000 in 2010 to some \$7 million in 2014. World Bank data show that lending operations in fragile and conflict-affected States increasingly integrate gender considerations into their design, with an increase in gender-informed projects from 62 per cent in 2010 to 79 per cent in 2012 and 93 per cent in 2013.

66. The linkages between disarmament, peacebuilding and development are well known. As recognized in the Platform for Action of the Fourth World Conference on Women, excessive military spending reduces the resources available for social development. Although research indicates that global military spending declined in real terms in 2013 (see [www.sipri.org](http://www.sipri.org)), investments in conflict resolution, peacebuilding, gender equality and development continue to lag far behind. As such, women's organizations continue to strongly call for funds to be redirected towards sustainable peace.

### III. Coordination and accountability for results

67. In follow-up to a recommendation in my 2012 report on women and peace and security (S/2012/732), a global review was organized from 5 to 7 November 2013 in Glen Cove, New York, to assess approaches and identify strategies at the national and regional levels for the implementation of resolution 1325 (2000) and related commitments. More than 80 countries have now committed themselves to the implementation of the women and peace and security agenda through regional or national action plans. A marked increase in policy support since 2010 notwithstanding, findings from the meeting<sup>12</sup> confirmed that the content of implementation frameworks, and the resources attributed thereto, varied widely and that adequate financing remained a pervasive challenge. Recent research finds that

<sup>11</sup> Screened bilateral or European Union-multilateral sector-allocable official development assistance funds only. See <http://stats.oecd.org/Index.aspx?DataSetCode=GENDER>.

<sup>12</sup> See [www.peacewomen.org/assets/file/final\\_report\\_global\\_review\\_meeting\\_.pdf](http://www.peacewomen.org/assets/file/final_report_global_review_meeting_.pdf).

few Member States have a budget or earmarked funding for national action plans.<sup>13</sup> In follow-up to the global review, UN-Women and its partners, Cordaid and the Global Network of Women Peacebuilders, led the formation of a women and peace and security financing discussion group, comprising donor Governments, post-conflict Member States, United Nations entities and civil society partners. The group will elaborate specific proposals for increasing funding in the lead-up to the 15-year high-level review of resolution 1325 (2000).

68. As at July 2014, national action plans had been adopted by 46 Member States (23 in Europe, 13 in Africa, 3 in the Americas, 6 in Asia and the Pacific and 1 in the Middle East and Western Asia)<sup>14</sup> and more than 20 others were in development. An action plan was also adopted by Kosovo to implement resolution 1325 (2000).<sup>6</sup> Notably, several countries are implementing a second-generation or third-generation action plan. Of those, most have strengthened monitoring and evaluation frameworks, including through indicators and targets. Australia, for example, supported the development of a civil society report card to hold the Government accountable for implementation, while several countries report regularly on progress both to their parliaments and through publications. When well-designed and inclusive, national action plans can be useful tools to translate global commitments into national policy and programming.

69. Regions and subregions are increasingly strengthening approaches to the implementation of the women and peace and security agenda. For example, the European Union presented its second report on its women and peace and security indicators, while the North Atlantic Treaty Organization launched a new project on indicators for the implementation of resolution 1325 (2000) and related resolutions. The Pacific Islands Forum secretariat established a women and peace and security reference group to oversee the implementation of its regional action plan. In West Africa, a new database of actors, tools and resources on gender, women and peace and security was launched as part of the midterm review of the regional action plan. In the Great Lakes region, a regional action plan for the implementation of resolution 1325 (2000) was adopted by Burundi, the Democratic Republic of the Congo and Rwanda in support of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region. In addition, the African Union launched a major new five-year gender, peace and security programme, covering the period 2015-2020.

70. Beyond action plans, tools that are improving implementation and accountability include a localization programme implemented by the Global Network of Women Peacebuilders in Colombia, the Democratic Republic of the Congo, Liberia, Nepal, the Philippines, Sierra Leone and Uganda. Continued efforts to build capacity among legislators on women and peace and security, such as those

<sup>13</sup> Cordaid and Global Network of Women Peacebuilders, "Financing for the implementation of national action plans on UNSCR 1325: critical for advancing women's human rights, peace and security" (2013). Available from [www.peacewomen.org/assets/file/financing\\_background\\_paper\\_global\\_review\\_dec\\_2\\_2013\\_1.pdf](http://www.peacewomen.org/assets/file/financing_background_paper_global_review_dec_2_2013_1.pdf).

<sup>14</sup> Australia, Austria, Belgium, Bosnia and Herzegovina, Burundi, Canada, Chile, Côte d'Ivoire, Croatia, Democratic Republic of the Congo, Denmark, Estonia, Finland, France, Gambia, Georgia, Germany, Ghana, Guinea, Guinea-Bissau, Iceland, Iraq, Ireland, Italy, Kyrgyzstan, Liberia, Lithuania, Nepal, Netherlands, Nigeria, Norway, Philippines, Portugal, Republic of Korea, Rwanda, Senegal, Serbia, Sierra Leone, Slovenia, Spain, Sweden, Switzerland, the former Yugoslav Republic of Macedonia, Uganda, United Kingdom and United States of America.

by the Economic Commission for Africa and the Economic and Social Commission for Western Asia in collaboration with the Inter-Parliamentary Union, are also encouraging.

71. Discussions on the post-2015 development framework are increasing the attention paid to how to measure governance, peace and security issues. In this connection, the African Union is leading the implementation of household surveys on governance, peace and security within the framework of the Strategy for the Harmonization of Statistics in Africa. UN-Women is supporting analysis of the data to capture gender-specific concerns.

72. Review processes linked to human rights instruments support synergies between the Committee on the Elimination of Discrimination against Women and the resolutions of the Security Council on women and peace and security. In 2013 and 2014, the reports of 12 conflict and post-conflict countries were considered by the Committee, with the reports of a further eight such countries to be submitted in either 2014 or 2015. UN-Women, in consultation with the Committee, is developing a guidebook on general recommendation No. 30 and Council resolutions on women and peace and security to support more effective reporting by States parties to the Convention on the Elimination of All Forms of Discrimination against Women.

73. In terms of coordination and accountability within the United Nations, a recent independent thematic review on gender and peacebuilding, commissioned by the Peacebuilding Support Office, found that a gap remained between policy commitments and the actual implementation of gender-responsive peacebuilding, the accelerated efforts throughout the United Nations to bridge the gap since 2010 notwithstanding. At the end of 2014, the United Nations will review progress against the targets in its strategic results framework on women and peace and security, which will allow for a critical assessment and revision of targets, as needed, and more effective implementation beyond 2015.

74. Efforts to measure the impact of the women and peace and security agenda should be stepped up, including through greater investment in gender and peace and security statistics. Increased interaction is needed among stakeholders engaged in conflict prevention, peacebuilding and recovery to build and share knowledge and practice. This includes improved sharing of existing analysis, good practice, evaluations and statistics and coordinated design of statistical methodologies to ensure the international comparability of estimates.

#### **IV. Observations and recommendations**

75. In its resolution [1325 \(2000\)](#), the Security Council set out a visionary agenda for achieving gender equality as a prerequisite for peaceful, inclusive and just societies. Since 2000, progress has been made in ensuring that peacekeeping missions provide more gender-responsive protective environments, supporting the effective participation of women in peace processes and mediation efforts led by the United Nations, tackling impunity for sexual and gender-based crimes, addressing linkages between irresponsible arms transfers and gender-based violence and responding to the needs of women and girls in humanitarian and recovery settings. There is also increased awareness of the importance of seizing the unique political moment offered by post-conflict transitions to repeal discriminatory laws and policies and foster the economic and political empowerment of women.

76. Nevertheless, aspirations fall short of reality. As shown herein, the past year has been marked by a series of deeply troubling developments and abhorrent crimes linked to violent conflict and terrorism leading to new mass displacements, humanitarian catastrophes and serious violations of international humanitarian and human rights law. I remain extremely concerned about the continued incidence of sexual and gender-based violence and targeted attacks and threats against women and girls and those defending their rights. I call upon all parties to armed conflict to respect and uphold international law, I underline the obligation of States to protect civilians and investigate and prosecute such crimes and I emphasize the need for action to protect witnesses and victims and guarantee that women have access to justice.

77. There are several strategic reviews scheduled for 2015, including of United Nations sanctions and peace operations. I call upon entities and Member States leading and supporting the reviews to ensure that they fully integrate the commitments and priorities of the women and peace and security agenda.

78. Findings available from entities using gender markers demonstrate that financing for women and peace and security remains inadequate. I encourage Member States, the United Nations system and civil society to urgently explore means of increasing the funding dedicated to the implementation of the women and peace and security agenda. I call upon Member States to ensure that national and regional action plans on women and peace and security are well financed and that dedicated budget lines are included in all peace, security and peacebuilding initiatives. I encourage Governments and regional organizations to consider the use of tools such as gender markers to assess and improve performance.

79. I welcome the initial steps taken to follow up on the commitments of Security Council resolutions [2106 \(2013\)](#) and [2122 \(2013\)](#) aiming to ensure more consistent implementation of the women and peace and security agenda. I note the importance of sustained efforts by the United Nations and other actors to improve gender-sensitive conflict analysis and to accord priority to and retain such information throughout the reporting chain and related outcomes. I call upon the Council to consistently request the inclusion of such information in reports and briefings and encourage increased attention to be paid to women and peace and security issues in all relevant thematic areas of work on its agenda, including on threats to international peace and security caused by terrorist acts.

80. I reiterate the importance of technical gender expertise in ensuring the effective mainstreaming of gender perspectives throughout the work of field missions and the application of gender analysis to inform policy and planning processes and investigations. I call upon Member States to continue to support that capacity. I underline the need for such support also in situations of mission handover and transition and I call upon those planning and negotiating the transitions to ensure that gender considerations are integrated into benchmarks, timetables and handover plans.

81. I emphasize the need for appropriate training for all United Nations staff, both before and during deployment, to ensure their understanding of their responsibilities in promoting the principles of the Charter of the United Nations, human rights instruments and related policy commitments, including those on women and peace and security, gender equality and the empowerment of women.



82. I welcome recent progress in global gender statistics and emphasize the role of data disaggregated by sex, age and other variables in expanding the evidence and knowledge base guiding policy and programme development and implementation. I call upon Member States to make greater investments in monitoring and evaluation, including improving the availability of up-to-date data on women and peace and security and building technical capacity to collect, analyse and use such data in policymaking and programming.

83. I support the renewed attention paid to the prevention and mitigation of violent conflict and armed violence and the recent debates of the Security Council on related topics, including that held in August 2014 on conflict prevention, which resulted in the adoption of resolution [2174 \(2014\)](#). I encourage enhanced attention to be paid to the role of women in early warning, mediation and community prevention initiatives, together with their engagement in efforts to tackle the root causes of conflict.

84. I call upon Member States and United Nations entities to ensure that the needs of women and girls are fully taken into account in policy, planning and programming efforts in peacebuilding and recovery work, including in terms of support for basic services such as education and health services, and economic empowerment and livelihood initiatives. Legal, medical and psychosocial services for survivors of sexual and gender-based violence in conflict must be provided in a gender-responsive and non-discriminatory manner and in accordance with international humanitarian law. I emphasize the obligation of all actors to ensure that all women and girls, especially those from vulnerable groups, including forcibly displaced women and girls, those with disabilities and adolescent girls, are able to participate in pre-design programme consultations and in the monitoring and evaluation of activities.

85. Since the tenth anniversary of resolution [1325 \(2000\)](#), there has been a steady increase in the number of accountability frameworks and political declarations in support of accelerated implementation. I find herein that, while the advances at the policy level are of critical importance, more robust action is needed to translate commitments into improved outcomes for women and girls. In the coming year, before the implementation of resolution [1325 \(2000\)](#) is reviewed again, I call upon Member States, United Nations entities, regional organizations and civil society to make progress on, and ensure accountability for, commitments on women and peace and security. In this regard, I encourage Member States to hold parliamentary debates or organize other review processes to assess progress. I recommit the United Nations system to making greater efforts to meet its own goals and targets, including those on the representation of women at the most senior levels.

86. The unique opportunities offered by the convergence of major global policy events in 2015 must be maximized. I note the recommendation made by both the High-level Panel of Eminent Persons on the Post-2015 Development Agenda and the Open Working Group of the General Assembly on Sustainable Development Goals that a stand-alone goal on gender equality and women's empowerment should be central to the next development framework, in addition to the emphasis placed on having peaceful societies and institutions — both of which are fundamental to the achievement of commitments on women and peace and security. I encourage all actors to ensure that the issues are addressed in the 20-year review of the Platform for Action of the Fourth World Conference on Women.

87. I urge the United Nations system to ensure that innovative and successful practices delivering specific results throughout the women and peace and security agenda are documented so that the international community can accurately take stock of achievements and challenges at the high-level review of the implementation of resolution [1325 \(2000\)](#). I envisage the global study mandated in resolution [2122 \(2013\)](#) to be forward-looking, focusing on specific impacts on the ground and including targeted recommendations to accelerate implementation.

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