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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 annual reports on the implementation of resolution 1325 (2000). It provides updates on the status of implementation and trends reflecting indicator data (see [S/2010/498](#), annex). In response to paragraph 17 of Security Council resolution 2242 (2015), it follows up on commitments and recommendations made during the 2015 High-level Review on the implementation of resolution 1325 (2000), including recommendations in my report of last year, S/2015/716.

2. The report is based on data and analysis provided by entities of the United Nations system, including peace operations and country teams, and contributions from Member States, regional organizations and civil society.

### II. Overview of progress and follow-up to the 2015 High-level Review

3. Last year, messages of conflict prevention and sustaining peace featured prominently in global efforts to confront increasingly complex threats to peace and security, from the 2030 Agenda for Sustainable Development,<sup>1</sup> to the three peace and security reviews.<sup>2</sup> Similar calls were echoed at the World Humanitarian Summit, along with themes such as inclusivity, gender equality and women's participation, strategic partnerships, people-centered approaches and the need to break silos between the United Nations' three pillars of work and across its entities.

4. The women, peace and security agenda is a critical, yet underutilized tool for preventing conflict and shaping more effective responses to today's complex crises. The Global Study<sup>3</sup> provided evidence that women's participation contributes decisively to peace processes, justice and security, economic recovery, and humanitarian assistance. The 2015 open debate of the Security Council to review the implementation of resolution 1325 (2000) had 113

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<sup>1</sup> Goal 16 of Agenda 2030 is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

<sup>2</sup> The High-level Review on the implementation of Security Council resolution 1325 (2000), the High-level Independent Panel on Peace Operations (A/70/95–S/2015/446), and the review of the United Nations Peacebuilding Architecture (A/69/968–S/2015/490).

<sup>3</sup> Radhika Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325* (UN Women, 2015), <http://wps.unwomen.org/~media/files/un%20women/wps/highlights/unw-global-study-1325-2015.pdf>.

participating speakers, the most in any debate in the Council's history. The outcome of the debate, resolution 2242 (2015), was adopted unanimously, and nearly 70 Member States made explicit commitments to implement the agenda. There is momentum for change, but it is essential that support goes beyond rhetoric.

5. Growing support for the agenda is contributing to tangible outcomes. More women are included in peace talks, more peace agreements contain provisions in support of women's human rights, and more security sector personnel are trained to prevent and respond to sexual and gender-based violence. Additionally, more countries are implementing national action plans or related strategies. There is a growing understanding of the need to address multiple and intersecting forms of discrimination, including those based on disabilities, indigenous status, sexual orientation or other factors. To truly leave no one behind, inclusivity must be fully integrated into efforts to build and sustain peace.

6. Developments during the reporting period, however, show that there is also room for concern. While there have been gains, these have too frequently been ad hoc. Moreover, we continue to see widespread targeting of women and girls in conflict zones, and a pushback on progress for women's human rights in some contexts. Initiatives to address these challenges in follow-up to the High-level Review are highlighted below.

### **A. Implementing the women, peace and security agenda in peace processes**

7. In last year's report (S/2015/716), I called on stakeholders to build and act on evidence, lessons and good practice gathered over the past 15 years to ensure women's meaningful participation, particularly in formal peace processes.

8. Colombia's road to the peace agreement signed between the Government and the Revolutionary Armed Forces of Colombia (FARC-EP) on 26 September 2016 illustrates how inclusion can broaden the constituency committed to peace, and help ensure that an agreement is reached. Women had significant presence and influence both at the peace table in Havana, including through a gender sub-commission formed by the negotiating parties, and in national and regional consultations throughout Colombia. They constituted up to one-third of peace table participants, approximately half of participants in consultations, and over 60 per cent of victims and experts visiting the peace table in Havana. Further to Security Council resolution 2261 (2016), the United Nations is setting up a new special political mission in Colombia, which will form part of the tripartite mechanism that monitors and verifies the ceasefire and cessation of hostilities.<sup>4</sup> I encourage its work to be informed by relevant recommendations put forward by women during the peace process. I also welcome the Mission's commitment to maximizing the number of women in all functions and positions, including efforts to ensure that at least 20 per cent of United Nations personnel deployed are women.

9. Data on women's participation in mediation processes<sup>5</sup> show mixed progress globally. In 2015, the United Nations led or co-led 14 formal mediation processes.<sup>6</sup> All United Nations mediation support teams included women, an accomplishment maintained since 2012. In 2015, at least one senior woman was present on delegations of 13 negotiating parties, in 9 out of 11 active processes, compared with 4 out of 14 processes in 2011. While these figures indicate some progress, stronger efforts are still needed to facilitate women's increased and meaningful inclusion in

<sup>4</sup> S/RES/2261 (2016)

<sup>5</sup> DPA reports data annually on the representation of women among mediators, negotiators and technical experts in formal peace processes and consultations with women civil society organizations.

<sup>6</sup> For three of these processes (Syria, Middle East and Former Yugoslav Republic of Macedonia) no formal negotiations took place during the reporting period.

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negotiation parties' delegations to peace talks. Consultations with women's civil society organizations were conducted in all processes,<sup>7</sup> a target reached and maintained since 2014. I encourage all actors supporting mediation processes to persist in promoting women's participation, to ensure that commitments continue to be met in this area.

10. My Special Envoy to Syria has set an example for United Nations-led mediation processes and Good Offices, ensuring that women's perspectives are considered at the peace table. At each round of negotiation during the Geneva talks in 2016, he advocated for at least 30 per cent women's representation, consulted regularly with civil society, and publically called for women's participation as members of the official delegations of negotiating parties. The Syrian Government and the opposition have included women's representatives in their delegations, where 3 of 15 representatives (20 per cent) are women. In February 2016, the Special Envoy, advised by a diverse group of Syrian women, established the Syrian Women's Advisory Board with the support of UN Women. The Board, comprising 12 Syrian civil society women, meets regularly with the Office of the Special Envoy to provide gender analysis and advice. Syrian women also share their perspectives with the Special Envoy through Civil Society Support Rooms, consultative platforms with civil society representatives from 53 Syrian networks, representing over 500 non-governmental organizations.

11. Efforts by the United Nations Support Mission in Libya to promote women's participation in the Libyan Political Dialogue and Constitutional Drafting Process have also been notable. These included launching a separate Women's Track to ensure regular consultations with activists and, in partnership with Switzerland, organizing a conference for 38 women's groups, resulting in the development of the Libyan Women's Agenda for Peace. In Cyprus, the Office of the Special Advisor facilitated the work of the Committee on Gender Equality, established by Greek Cypriot and Turkish Cypriot leaders during the talks to find a comprehensive settlement to the Cyprus issue, increasingly involving women in both negotiation teams at all levels.

12. Initiatives to promote women's participation and inclusive consultations must become standard practice in the mediation of peace agreements. The High-level Seminars on Gender and Inclusive Mediation Processes, developed by the Department of Political Affairs and conducted in partnership with Norway, Finland, the Peace Research Institute Oslo (PRIO) and the Crisis Management Initiative (CMI), remain a key forum for senior mediation actors to learn, share and translate commitments into practice. Between 2013 and 2015, eight seminars were organized for 164 envoys, United Nations mediators, regional organizations, Member States and international mediation organizations.

13. All actors supporting mediation efforts must uphold their commitments to women's effective participation, ensuring that women are prepared and selected as mediators, as reiterated by the Security Council in its presidential statement S/PRST/2016/9. In 2015, five women held appointments as chief mediators or Special Envoys supporting mediation efforts or promoting Good Offices on my behalf. I welcome the establishment of women mediator networks in different regions, which expands the global pool of women mediators. For instance, the Nordic Women's Peace Mediators' Network was launched last year to promote women peace mediators in the Nordic countries, and link up with similar networks in other regions. DPA and UN Women updated their Joint Gender and Mediation Strategy to promote inclusive, multi-track conflict prevention and mediation processes.

14. Gender expertise is critical to ensure that peace agreements reflect women's interests. In 2015, the United Nations provided gender expertise to 8 out of 9 (89 per cent) relevant mediation processes, an increase from 67 per cent in 2014. The United Nations Standby Team and the Roster of Mediation Advisors, and similar initiatives by regional organizations, provide support in this area. For instance, the European External Action Service's Mediation

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<sup>7</sup> Not included in this number are the peace processes for which the scope was very limited, such as discussions on border demarcation.

Support Team provided technical gender advice in various processes, including Afghanistan, Mali and Syria. In 2015, UN Women deployed gender experts to the Office of the Special Envoy for Syria, the Resident Coordinator in Colombia, and the Office of the African Union Special Envoy on Women, Peace and Security.

15. The number of signed peace agreements with gender-specific provisions continues to rise.<sup>8</sup> This may be attributed to greater awareness by mediators, more inclusive processes and greater access to and use of gender expertise. Of 10 peace agreements<sup>9</sup> signed in 2015, 7 (70 per cent) contained gender-specific provisions, compared with 50 per cent in 2014, 54 per cent in 2013, 30 per cent in 2012 and 22 per cent in both 2011 and 2010. In 2015, conflict-related sexual violence provisions were included in the Colombia, Mali, Myanmar and South Sudan agreements. The United Nations, Member States and civil society must now facilitate and monitor their implementation, ensuring that women are meaningfully involved.

16. Alongside formal high-level processes, women have long been working on local and sub-national level processes, often outside the spotlight of international attention. In 17 provinces of Burundi, for example, a new network of women community peace mediators initiated dialogues with political actors, security forces and civil society to avert conflicts. In Uganda, civil society groups organized a Women's Situation Room, and mediated between opposing political parties after the elections. These types of civil society initiatives require scaled-up funding and must be linked to national-level peace mediation processes.

## **B. Protecting and promoting the rights and leadership of women in peacekeeping and humanitarian settings**

17. The lack of respect for international humanitarian and human rights law continues to cause enormous damage. At the beginning of 2016, the number of individuals forcibly displaced as a result of conflict or generalized violence exceeded 65 million.<sup>10</sup> An estimated 125 million people were in need of humanitarian assistance.<sup>11</sup> Civilians are deliberately or indiscriminately killed or injured daily by State and non-State actors, and widespread sexual violence remains a reality destroying the very fabric of society in several settings.

18. Last year's peace and security reviews, and this year's World Humanitarian Summit, emphasized that effective responses require deeper understanding of the gender dimensions of conflict, and reinforced efforts to protect and empower women and girls to shape the local and international response. Increased attention is needed to end violations of women's and girls' human rights in conflict and post-conflict settings, including the rights to bodily integrity, food, health, livelihood, education, property and nationality.

### ***Addressing sexual and gender-based violence in conflict-affected settings***

<sup>8</sup> DPA has tracked the inclusion of gender issues in peace agreements since 2011, and figures have been reported to the Council in my annual reports. Peace agreements are available at: <http://peacemaker.un.org/>

<sup>9</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.

<sup>10</sup> Data available at: <http://www.unhcr.org/576408cd7>

<sup>11</sup> OCHA, Global Humanitarian Overview 2016, <https://docs.unocha.org/sites/dms/Documents/GHO-2016.pdf>.

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19. I reiterate the recommendations of my latest report on conflict-related sexual violence (S/2016/361). It brought to the Council's attention 19 situations of concern, and an updated listing of 48 parties to conflict<sup>12</sup> credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict; the majority of which are non-State actors. The report also provides information on the growing practice of using of sexual violence as a tactic of terrorism, and draws attention to emerging concerns, such as the plight of children born of wartime rape, lack of access to services and sexual violence against men and boys. All State parties repeatedly listed in the annexes of my annual reports on Children and Armed Conflict and Sexual Violence in Conflict will be prohibited from participating in United Nations peacekeeping operations.

20. I welcome and encourage the full implementation of joint frameworks for addressing sexual violence in conflict signed between my Special Representative on this matter and a growing number of governments and regional organizations, including most recently with the League of Arab States. The Team of Experts on the Rule of Law and Sexual Violence in Conflict, ("TOE-ROL/SVC"), which brings together the Office of my Special Representative on Sexual Violence in Conflict, DPKO, OHCHR, and UNDP, has continued to assist governments in criminal investigation and prosecution, military justice, legislative reform, protection of victims and witnesses, and reparations for survivors. To date, at the request of national authorities, the TOE-ROL/SVC has provided technical support to combat impunity for conflict-related sexual violence in the Central African Republic, Colombia, Côte d'Ivoire, the Democratic Republic of the Congo, Guinea, Iraq, Liberia, Mali, Somalia, South Sudan and countries neighboring the Syria crisis.

21. In previous reports, I have underlined the need to address conflict-related sexual violence as part of a continuum of violence, closely intertwined with broader attacks on gender equality and women's human rights. Information on both the scope and range of violence is increasingly available, including through the United Nations coordinated Monitoring, Analysis, and Reporting Arrangements on Conflict-Related Sexual Violence, the Gender-Based Violence Information Management System, as well as demographic and health surveys and violence against women surveys conducted by the Organization for Security and Cooperation in Europe and the World Bank in conflict contexts. Survey data from 38 countries recorded elevated lifetime rates of physical violence in several conflict and post-conflict countries.<sup>13</sup> Because of stigmatization, fear of reprisals, limited access to relevant services, coupled with a general breakdown of the rule of law, many victims of conflict-related sexual violence do not report incidents or seek assistance.

22. Ending all forms of gender-based violence, including conflict-related sexual violence, remains a priority. I encourage United Nations entities to continue collaboration under the network UN Action against Sexual Violence in Conflict and urge governments to deliver on commitments made under initiatives such as the Call to Action to End Violence Against Women and Girls in Emergencies, and the 2030 Sustainable Development Agenda I reiterate the importance of women's participation in conflict and crisis response, including as members of the security sector. This is shown to improve women's access to services and strengthen community relations.<sup>14</sup> I welcome initiatives such as the training for women military officers convened by UN Women in collaboration with China, India and South Africa, to enhance opportunities for women's leadership in crisis settings.

### ***Promoting gender-responsive protection environments in peacekeeping***

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<sup>12</sup> The report should be read in conjunction with my seven previous reports on conflict-related sexual violence, which provide a cumulative basis for the inclusion of parties in the annexed list. Boko Haram is listed separately under other parties of concern. The data and analysis included in the reports informs the indicator on patterns of sexual violence in conflict and post-conflict situations.

<sup>13</sup> For ages 15 to 49. Data available at: <http://unstats.un.org/unsd/gender/chapter6/chapter6.html>

<sup>14</sup> For example, Sahana Dharmapuri, *Not Just a Numbers Game: Increasing Women's Participation in UN Peacekeeping* (International Peace Institute, July 2013).

23. I welcome ongoing efforts to increase numbers of women among military and police personnel deployed to United Nations peacekeeping operations, with the goal of doubling both over the next five years, as noted in resolution 2242 (2015). As of December 2015, women made up only 4.7 per cent of total military experts in field missions, and 3.2 per cent of military troops. Women's representation among United Nations police has also remained low, at 16.9 per cent of individual police officers, and only 7 per cent of formed police units.<sup>15</sup> Slow progress in this area is linked to low rates of women in national military and police forces.<sup>16</sup> Data show that women's representation rates vary widely across countries and tend to decrease at managerial levels, even in top performing countries. Through engagement with contributing countries and by prioritizing women candidates in screening processes, Department of Peacekeeping Operations' (DPKO) Criminal Law and Judicial Advisory Service maintained an average 30 percent deployment ratio of government-provided women corrections personnel between January and December 2015, the highest among United Nations uniformed personnel.

24. The Office of Military Affairs of the DPKO now has a Military Gender Adviser and there are military gender advisers in many missions. The Military Gender Adviser will contribute to including a gender perspective into Military Planning Service documents and all future Concepts of Operations. As at mid-2016, all nine military strategic Concepts of Operations and six force operation orders included women, peace and security provisions. The Police Division (UNPOL) in the DPKO also has a Gender Adviser and has established UNPOL gender advisers in five missions, aiming at increasing them to 10 by autumn 2016. For UNPOL, in 2016, 13 of 14 (93 per cent)<sup>17</sup> Concepts of Operations make reference to either gender or sexual and gender-based violence, up from 81 per cent in 2015 and 54 per cent in 2012.

25. DPKO and DFS have made significant efforts to strengthen the accountability of senior leadership in peacekeeping to gender equality commitments. This includes the elevation of DPKO and DFS Gender Task Force to the Director-level at Headquarters, and the movement of the Gender Unit to the Office of the Chief of Staff, allowing for increased access to technical expertise to strengthen mainstreaming efforts. However, for senior managers to receive technical support, the gender expertise of all peacekeeping staff must be enhanced and specialized training modules must be developed.

26. I expect that the inclusion of gender perspectives in all strategic reviews of peacekeeping operations will contribute to ensuring that peacekeeping operations are responding to the needs of men and women on the ground. I call on senior mission leadership to establish a regular consultation with local civil society, including women's organizations, to ensure peace and security decisions reflect, and are more responsive to the needs and experiences of local communities. Recommendations from these consultations should be reflected in outcome documents.

### ***Addressing sexual exploitation and abuse***

27. I remain profoundly concerned about the cases of sexual exploitation and abuse that continue to surface in countries hosting United Nations peace operations. These violations are a fundamental betrayal of trust, have devastated the lives of victims, and critically damaged global perceptions of the Organization. The international

<sup>15</sup> Latest data is available at: <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

<sup>16</sup> To monitor the implementation of resolution 1325, Member States are invited to report data annually on indicator: "Level of women's participation in the justice and security sector." In 2015, 12 Member States reported figures on women's representation in national armed forces and 10 on national police institutions. The aggregate figures for these sets of countries indicate that less than 12 per cent of military personnel and only 12.3 per cent of police officers were women.

<sup>17</sup> Aside from UNFICYP, all police components include such references within their mandated duties and responsibilities.



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community must do its utmost to care for and provide services to the victims, empower and support vulnerable populations, and hold the perpetrators to account. This is a collective responsibility which requires the full engagement of Member States.

28. In 2015, 99 new allegations of sexual exploitation or abuse were made across United Nations entities (including departments and offices of the Secretariat, agencies, funds and programmes), compared with 79 in 2014, 96 in 2013, 88 in 2012 and 102 in 2011. Detailed information on allegations received in 2015, including the nationality of military and police personnel involved and actions taken, is provided in annexes III to V to my report on special measures for protection from sexual exploitation and sexual abuse, A/70/729.<sup>18</sup> The majority of allegations in 2015 involved military personnel. Over 50 per cent of mission-related allegations were received from the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the United Nations Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Of allegations reported from peace operations, 38 (55 per cent) involved the most egregious forms of sexual violence and abuse, including sexual activities with minors and rape. Paternity claims were associated with 15 allegations.

29. The increase in the number of allegations, their unspeakable brutality and the weakness of victims' assistance reveal that much more needs to be done. Pursuant to the findings of the independent review of the United Nations response to the Central African Republic allegations, I appointed a Special Coordinator to strengthen our ability to prevent abuse and respond to cases in a timely manner. Earlier this year, I announced additional measures to strengthen accountability and assist victims, including through the establishment of a dedicated trust fund for victims, stronger and swifter investigations, and disclosing the nationality of alleged perpetrators. It is essential that donors extend support to mechanisms to assist victims, which remain severely underfunded.

### ***Respecting the full range of obligations under international law in conflict-affected settings***

30. The three peace and security reviews of 2015 emphasized the centrality of a human rights-based approach for conflict prevention, peacebuilding and sustainable peace, and the importance of working in complementarity with international human rights law to strengthen gender equality.

31. I welcome the Security Council's attention to protecting health care workers, the sick and wounded, and medical facilities in war zones in line with international humanitarian law as expressed in resolution 2286 (2016). Attacks on workers and facilities, as well as lack of access to health care services, including reproductive health care services for abortion and HIV, have devastating impact in conflict-affected settings. In 2015, 418 of each 100,000 live births in conflict and post-conflict countries<sup>19</sup> resulted in maternal deaths; a ratio almost twice as large as the global ratio of 210. The situation is particularly dire in Mali, where 882 women died per 100,000 deliveries. Similarly worrisome are the ratios of the Democratic Republic of the Congo, Sudan, Côte d'Ivoire and Afghanistan, all of them surpassing the 700 mark.

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<sup>18</sup> Data is regularly collected and published by the United Nations Conduct and Discipline Unit, under both the Department of Peacekeeping Operations and the Department of Field Support. This informs the indicator of resolution 1325 (2000) on the percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases.

<sup>19</sup> For this report, this includes countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2015, or concerning which the Security Council was seized and which had been considered by the Council at a formal meeting during the period from 1 January to 31 December 2015, or that received programmatic funds from the Peacebuilding Fund in 2015.



32. I recognize the efforts by Member States and United Nations entities to respond to violence against women and girls in conflict by providing non-discriminatory, holistic health services, including sexual and reproductive healthcare and psychosocial support in line with International Humanitarian Law. UNFPA has recently established four Women Friendly Health Spaces in conflict-affected areas in Afghanistan, supported the Ministry of Health and partners in Iraq to provide comprehensive care to Yazidi women and girls in particular, and launched mobile teams of psychosocial experts to assist survivors of gender-based violence, including internally displaced persons (IDP) in Ukraine. UNFPA and the Economic Commission for Latin America and the Caribbean (ECLAC), in collaboration with Spain and Chile, have developed a curriculum aimed at building the capacity of peacebuilders to facilitate access to sexual and reproductive health and gender-based violence services. The United Kingdom provides new-born kits in Iraq, and reproductive health services in Jordan. Switzerland has developed a programme with local partners in Rwanda, Burundi and eastern Democratic Republic of the Congo, to provide holistic medical services, legal support, and socio-economic integration to victims of violence. We must continue to work in partnership to ensure universal respect for the right to health, including the full range of sexual and reproductive health rights, for all women and girls.

33. Conflict limits access to education for women and girls. The gender gap in the global adjusted net enrolment rate in primary and secondary education widens significantly in conflict and post-conflict countries. Only 74 per cent of girls are enrolled in primary education, compared to 92 per cent of boys. In secondary education, the enrolment rate is 42 percent for girls and 48 percent for boys. Even more striking, a sample study of 25 conflict-affected countries and 65 countries not affected by conflict<sup>20</sup> identified that girls in these conflict countries were 90 percent more likely to be out of secondary school than their non-conflict counterparts.<sup>21</sup> Security concerns, including the military use of schools, continue to impact learning and jeopardize the safety of children. The implications of girls not receiving an education are significant both in the short and long term. In many crises contexts, girls are at a greater risk of being forced into domestic labor or early marriage, trafficked or made to engage in prostitution/transactional sex for survival.<sup>22</sup>

34. I am pleased that work to address statelessness has continued in earnest, and welcome the 2016 Human Rights Council resolution on "The Right to a Nationality: Women's Equal Nationality Rights in Law and Practice," which calls on all governments to ensure gender-equal nationality rights, and urges reform in countries maintaining gender-discriminatory nationality laws in violation of international law. I encourage all actors to join UNHCR's global campaign to end statelessness.<sup>23</sup>

35. I am concerned about continued threats, attacks against, and persecution of those who do not conform to gender norms, whether they be women political leaders, journalists or human rights defenders, women justice and security sector personnel, civil society leaders or those perceived to be LGBTI. The Commission of Inquiry for Syria has documented how rigidly-defined gender roles, harshly enforced, have removed women and girls from public life, and how the Islamic State in Iraq and the Levant (ISIL) continues to target sexual minorities for execution (A/HRC/31/86). In Afghanistan, the United Nations Assistance Mission in Afghanistan (UNAMA) recorded the use of parallel justice structure punishments of women accused by Anti-Government Elements of so-called 'moral crimes' From Colombia, to Iraq, to Libya, to Sudan we continue to learn about the killing of women human rights defenders, often for challenging traditional notions of family and gender roles in their societies. In Libya, for example, OHCHR found that high-profile women activists promoting equality, social justice, and accountability have been assassinated

<sup>20</sup> Unweighted national averages have been used for analysis, including for seven countries where conflict is restricted to particular areas.

<sup>21</sup> See: <http://www.globalpartnership.org/data-and-results/education-data>

<sup>22</sup> Sarah Brown, "The Importance of Investing in Girls' Education Seems to Have Dawned, at Long Last, on the International Community," in *The Huffington Post* (March 2016), [http://www.huffingtonpost.co.uk/sarah-brown/all-women-everywhere-girls-education\\_b\\_9512788.html](http://www.huffingtonpost.co.uk/sarah-brown/all-women-everywhere-girls-education_b_9512788.html).

<sup>23</sup> Campaign updates are available at: <http://www.unhcr.org/ibelong/>

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(A/HRC/31/CRP/3). I urge Member States to amend discriminatory legislation and ensure gender equality is promoted in laws, policies, practices and institutions, including when systems are built or reformed in the aftermath of conflict.

36. I welcome initiatives to engage all constituencies in efforts to promote and protect women's human rights and prevent violence in conflict-affected settings. In a programme led by my Special Adviser on the Prevention of Genocide, with focus on the role of religious leaders to prevent incitement to violence that could lead to atrocity crimes, a 30 percent quota for women participation was set. In some of the regional meetings organized within this programme in 2015 and 2016, female participation reached 50 percent. All outcome documents from regional meetings include strong gender language.

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

37. The scale of the current forced displacement crisis and its increasingly protracted nature is of deep concern. Displacement driven by armed conflict and violence continues to increase, with 8.6 million new cases recorded in 2015. Of these, Iraq, Syria and Yemen accounted for over half of the total. In many contexts, people fleeing conflict and violence continue to be subject to a range of violations of international humanitarian and human rights law, including sexual and gender-based violence. The lack of protection from such violations is an important driver of displacement and has profound humanitarian consequences. I urge all stakeholders to work in partnership to ensure that the response to movements of refugees and migrants is gender-responsive, and intensify efforts to address the root causes of displacement, including conflict.

38. The United Nations and Member States must scale up efforts to prevent and respond to violence against women in refugee or IDP camps and in transit. UN Women operates safe spaces for women and children in the Za'atari refugee camp in Jordan, providing employment and day care services, as well as awareness-raising on gender-based violence and women's empowerment. The World Food Programme has promoted safe access to food distribution sites, especially for women. In Niger for example, their distribution sites are located no further than 5 km from the refugee site and pregnant and lactating women are served first. Few interventions have targeted the underlying social norms driving violence against women and girls during and after conflict. UNICEF has piloted an initiative in displacement camps and communities in South Sudan and Somalia to address these social norms. Preliminary results indicate that more people in the intervention communities report that it is wrong to blame women and girls who are raped.

### ***Promoting gender equality in humanitarian action***

39. At the World Humanitarian Summit, 9,000 participants from 173 Member States committed to new measures to address the needs of the world's most vulnerable people. At high-level roundtables, special sessions and side events, there were widespread calls for gender equality to become a central pillar of humanitarian assistance. Concrete commitments were announced at the High-Level Leaders' Roundtable on 'Women and Girls: Catalyzing Action to Achieve Gender Equality', as well as the High-Level Roundtable on 'Political Leadership to Prevent and End Conflicts.' The outcomes of the Summit affirmed the need for more robust gender equality programming, increased leadership of women and girls in humanitarian action, and respect for women's and girls' rights under international humanitarian law. I commend all those who made commitments, and urge timely implementation to ensure transformational change.

### C. Preventing and countering violent extremism

40. Terrorism and violent extremism continue to have devastating consequences, which affect women and men differently. The violation of women's fundamental rights, including to health, education, bodily integrity and public life, lies at the heart of many of these groups' agendas. United Nations-led investigations have uncovered the use of sexual and gender-based crimes as tactics of terrorist and violent extremist groups, in particular ISIL and Boko Haram (see S/2016/361), including rape, forced marriage, abductions and sexual slavery, which may constitute war crimes, crimes against humanity and even genocide.

Accordingly, prosecution efforts should include the gender-specific international crimes perpetrated by these groups. Women are also participants in terrorist and violent extremist group; groups such as ISIL and Boko Haram strategically recruit women in their efforts to build a state.

41. Resolution 2242 (2015) urges Member States and the United Nations system to ensure the participation and leadership of women and women's organizations in developing strategies to counter terrorism and violent extremism. It requests counter-terrorism bodies to integrate gender as a cross-cutting issue, and urges Member States and United Nations entities to conduct research on the drivers of radicalization and the impact of counter-terrorism strategies on women's human rights and women's organizations. It also emphasizes the need for dedicated funding for gender-equality within efforts to counter terrorism and violent extremism. In my report of last year on women and peace and security (see S/2015/716, paragraph 169), I proposed that the 15 per cent minimum target applied to United Nations peacebuilding projects also be applied to all projects to address new peace and security threats, including violent extremism. I am pleased that the Counter-Terrorism Implementation Task Force (CTITF) and UN Women are working to assess current allocations and operationalize this recommendation.

42. In response to resolution 2242 (2015), Member States, regional organizations and United Nations entities have initiated a range of activities, including on gender sensitive research, security sector reform to increase women's participation in protection efforts, capacity-building, counter-messaging efforts, and establishing practitioners' networks. The Global Alliance of Women Countering Extremism and Promoting Peace, Rights and Pluralism, consisting of nearly 20 women's organizations, enables women-led organizations to engage in international policy and programming debates to prevent and counter violent extremism.<sup>24</sup> Support for civil society organizations working in affected communities must be an essential component of prevention and response efforts.

43. In January 2016, I presented my Plan of Action to Prevent Violent Extremism to the General Assembly (A/70/674-A/70/675), with gender equality as one of the seven priority areas. Additionally, the fifth review resolution of the United Nations Global Counter Terrorism Strategy, adopted in July 2016 (A/RES/70/291), urges Member States and United Nations entities to consult women and women's organizations when developing strategies to counter terrorism and violent extremism conducive to terrorism. I encourage Member States and United Nations entities to integrate gender elements in their follow-up actions. Efforts to foster coordination and coherence in this area include CTITF's establishment of a Working Group on adopting a Gender Sensitive Approach to Preventing and Countering Terrorism, chaired by UN Women, to support efforts by Member States and the United Nations system to mainstream gender throughout their activities.

### D. Preventing conflict, building and sustaining peace

<sup>24</sup> International Civil Society Action Network, *Announcing the Formation of the Global Alliance of Women Countering Extremism and Promoting Peace, Rights & Pluralism*, (September 2015), <http://www.icanpeacework.org/wp-content/uploads/2015/09/Alliance-Statement-Draft-9-30-15.pdf>.

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44. Since my last report, there have been significant normative developments in the field of peacebuilding. Notably, General Assembly resolution 70/262 and Security Council resolution 2282 (2016) place the concept of “sustaining peace” at the core of the United Nations’ work. These resolutions emphasize women’s participation, and move away from confining peacebuilding only to the post-conflict phase. Instead, they suggest that sustaining peace spans the entire conflict cycle, with a focus on prevention, as well as on addressing continuation, escalation and recurrence of conflict.

45. The Security Council, recalling its resolutions on women, peace and security, adopted resolution 2250 (2015) on youth, peace and security which marked another important step towards more inclusive processes for building and sustaining peace. I look forward to the upcoming Progress Study on Youth, Peace and Security, including research on the roles of young women in preventing conflict and sustaining peace. I expect the study to shed light on the two-fold discrimination young women can face due to age and gender, and provide specific recommendations to address their needs and empower them in conflict and post-conflict settings. The Peacebuilding Commission’s adoption of a Gender Strategy also signals an unprecedented commitment from an intergovernmental body to systematically integrate a gender perspective across its work.

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

46. Equal employment opportunities and asset ownership are key determinants of economic prosperity, and a society’s ability to recover from conflict. However, data confirms large gender gaps in access to decent work in conflict and post-conflict countries. In all such countries with available data, the employment-to-population rate for men is higher than it is for women, with some countries displaying differences larger than 25 percentage points.<sup>25</sup> In several countries, discriminatory laws and customs constrain women’s access to property, inheritance, land rights, natural resources and economic recovery options. Although most of these countries prohibit gender-based discrimination in national constitutions, in practice, these principles are often superseded by customary or religious law. In conflict and post-conflict countries, where customary law and discriminatory practices are likely to be favoured over weakened rule of law systems, the proportion of women landholders reaches only 11.1 per cent.

47. I welcome initiatives to end discrimination against women in access to employment, land and resources, which accelerate their economic recovery. For example, in Niger, women members of a community group organized by WHO have obtained a 99-year land lease contract from local landowners, becoming the first women’s group in the area to obtain legal and secure access to land. In Sri Lanka, the Australian Community Rehabilitation Program, in partnership with IOM, provides conflict widows with economic opportunities, including financial assistance and business planning training.<sup>26</sup> In South Sudan, WFP is assisting women in asset creation by constructing shallow wells for crop irrigation, to reduce tension over scarce water resources and build social cohesion among different social groups. As climate change increases tensions within and among communities, natural disasters become more frequent and natural resources scarcer, women must be further empowered to access and manage natural resources, including land and water. I welcome in this regard the launch of the UNEP, UN Women, UNDP and PBSO joint programme on Promoting Gender-Responsive Approaches to Natural Resource Management for Peacebuilding.

48. As part of the United Nations’ work to advance gender equality in peacebuilding interventions in 2015, UNDP allocated 46 per cent of the monetary benefits from temporary employment in the context of early economic recovery

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<sup>25</sup> Data available at: [http://www.ilo.org/ilostat/faces/help\\_home/data\\_by\\_subject/subject-details/indicator-details-by-subject?subject=EMP&indicator=EMP\\_2EMP\\_SEX\\_AGE\\_NB&datasetCode=YI&collectionCode=ILOEST&\\_afLoop=33367826877200#%40%3Findicator%3DEMP\\_2EMP\\_SEX\\_AGE\\_NB%26subject%3DEMP%26\\_afLoop%3D33367826877200%26datasetCode%3DYI%26collectionCode%3DIOEST%26\\_adf.ctrl-state%3Dkqaz0nwr\\_280](http://www.ilo.org/ilostat/faces/help_home/data_by_subject/subject-details/indicator-details-by-subject?subject=EMP&indicator=EMP_2EMP_SEX_AGE_NB&datasetCode=YI&collectionCode=ILOEST&_afLoop=33367826877200#%40%3Findicator%3DEMP_2EMP_SEX_AGE_NB%26subject%3DEMP%26_afLoop%3D33367826877200%26datasetCode%3DYI%26collectionCode%3DIOEST%26_adf.ctrl-state%3Dkqaz0nwr_280)

<sup>26</sup> For example, see IOM, *Kajanthini: A Model for Women* (July 2015)

programmes to women and girls, an increase from 38 per cent in 2014.<sup>27</sup> It is now possible to monitor these allocations because UNDP has integrated indicator 18 (attached to Security Council Resolution 1325<sup>28</sup>) into its Strategic Plan 2014-2017. I encourage other United Nations entities to include specific measures on women, peace and security to their own monitoring frameworks.

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

49. Promoting good governance and building inclusive societies requires women's representation in legislative and governance bodies, and state institutions. Women's contributions, full participation and leadership are essential as constitutions are drafted or revised, legal and policy frameworks are revisited, and State or local-level institutions are built or restructured.

50. Despite firm global commitments to gender balance in decision-making, progress remains uneven and falls far short of targets. As of 1 July 2016, only 15 countries had a woman head of state or head of government, two of which (Liberia and Nepal) were conflict or post-conflict countries. The global proportion of parliamentary seats occupied by women has increased in the last decade, reaching 22.7 per cent in 2016.<sup>29</sup> However, the proportion in conflict and post-conflict countries is just 16.6 per cent, a drop from 18 per cent one year ago. The use of legislative quotas has promoted representation; in conflict and post-conflict countries utilizing them, women occupied 22 per cent of parliament seats, compared to 11.2 per cent in those that do not.

51. In 2015, several United Nations entities, including the Department of Political Affairs, which serves as the system-wide focal point for electoral assistance activities, UNDP and UN Women, provided technical assistance for gender-sensitive electoral processes, women's participation and leadership. Notably, all electoral needs assessment reports during this period included gender analysis and recommendations, and 50 per cent of UNDP electoral assistance projects had strengthening of women's participation as voters, candidates and election administrators as a significant or principal objective.

52. Specific country results achieved in 2015 include the re-instatement of the 25 per cent quota for women in Provincial Councils and District councils in Afghanistan, and the adoption of a new law in Mali stipulating a 30 per cent quota for women in elected and nominated positions. Nepal's new constitution ensures the fundamental right of women to participate in all state organs and guarantees women's political representation in various government structures and at the leadership level. Its adoption was followed by the formation of a new government, and the election of Nepal's first woman President, Bidhya Devi Bhandari, and the country's first woman Speaker of Parliament, Onsari Gharti Magar.

53. Women's representation and leadership at the local level is critical. The availability and comparability of data on women's political participation at local levels is limited, but available evidence indicates that women's representation rates tend to be much lower than at national levels. As part of its SDG monitoring and reporting efforts, UN Women is developing data collection methodology for measuring the proportion of women's representation in local government in an internationally comparable manner. This data will enable further research on the contributions of women local leaders worldwide, including in conflict-affected settings. Promoting women's participation in public administration should also be prioritized in these settings. UNDP is developing a methodology to measure women's

<sup>27</sup> Available data for 2015 cover Burundi, Central African Republic, Democratic Republic of Congo, Iraq, Jordan, Mali, Mauritania, Pakistan, South Sudan, Sudan, Uganda, and Yemen.

<sup>28</sup> Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls

<sup>29</sup> Inter-Parliamentary Union, as of June 2016. Data available at: <http://www.ipu.org/wmn-e/arc/world010616.htm>.

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representation and leadership in public service. In 4 out of 5 country case studies on gender equality in public administration in post-conflict settings, women hold only 18 per cent or less of decision-making positions.<sup>30</sup>

54. I am concerned by the persistence of barriers to women's participation in political processes, including targeted violence; deterring women from voting independently; running for office and compelling their resignation when elected; and hindering women electoral administrators from carrying out their functions. In Iraq in 2015, the United Nations warned that "educated, professional women, particularly women who have run as candidates in elections for public office" are particularly at risk of being executed by militants.<sup>31</sup> Similarly, Iraq's Independent High Elections Commission (IHEC) has consistently reported on the actions perpetrated by ISIL against its current and former staff, both female and male. A February 2016 report indicated that three former women IHEC employees had been arrested, dragged and executed by hanging in Mosul. UN Women is mapping programming responses to mitigate violence against women in politics.

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

55. I reiterate the importance of gender-responsive disarmament, demobilization and reintegration (DDR) and security sector reform, and appreciate efforts made by some States. In Colombia, a gender strategy informed the reintegration of demobilized persons across 800 municipalities, contributing to improved responses to women's needs. Figures from DDR programmes implemented by United Nations in six field missions<sup>32</sup> suggest that sustained attention to this area is needed. Only 12 per cent of beneficiaries in programmes for the reintegration of ex-combatants and youth at risk were women, compared to 26 per cent in 2014. Female participation was higher in the Democratic Republic of the Congo (32 per cent of beneficiaries were women) and Haiti (27 per cent). I encourage all actors to track not only the proportion of women beneficiaries, but also the actual proportion of funds received by women. Fulfilling women, peace and security commitments in the ongoing DDR processes in the Central African Republic and Mali should be prioritized. A gender-responsive approach is also essential in non-formal DDR processes such as those for preventing violent extremism, community violence reduction, stabilization and other pre-disarmament efforts. Similarly, although gender-responsive security sector reform is now integrated across policy commitments, gaps remain in initial assessments, implementation and monitoring of initiatives. All members of the security sector must be vetted for conflict-related crimes against women, including sexual and gender-based violence.

56. I welcome the increased commitment to address the destabilizing impact of the illicit transfer, accumulation and misuse of small arms and light weapons, including its negative impact on women and girls. The impact of the Arms Trade Treaty (ATT) began to be felt in 2015. A number of civil society organizations and, in some countries, parliamentarians, have invoked the ATT in their advocacy efforts. By the end of 2015, 79 States had ratified or acceded to the ATT. To assist States with implementation, the Office of Disarmament Affairs has developed a practical on-line toolkit.<sup>33</sup> The risk of gender-based violence must, in accordance with Article 7(4), form an essential criterion in assessments preceding the authorization of any export by States Parties of conventional weapons that fall within the Treaty's scope. I reiterate the recommendations of my report on this issue (S/2015/289), including the need to ensure women's full participation in combatting illicit transfers.

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<sup>30</sup> UNDP, Gender Equality in Public Administration Global Report (June 2014), [www.undp.org/gepa](http://www.undp.org/gepa)

<sup>31</sup> Samuel Smith, "UN: ISIS Killing Educated Women, Especially Politicians" in *Christian Post* (January 21, 2015), <http://www.christianpost.com/news/un-isis-killing-educated-women-especially-politicians-already-killed-3-female-lawyers-this-month-132915/#BmS8bDvpGZFaKzbl.99>.

<sup>32</sup> Central African Republic, Democratic Republic of the Congo, Cote d'Ivoire, Somalia, Haiti and Sudan.

<sup>33</sup> Data available at: <https://www.un.org/disarmament/convarms/att/>



57. Availability of data on the existence of national mechanisms for the control of illicit small arms and light weapons remains uneven.<sup>34</sup> Between 2014 and 2016,<sup>35</sup> 80 States voluntarily contributed reports to the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects. Of these, 66 per cent reported having national coordination agencies on small arms and light weapons, 95 per cent having a national focal point, and 92 per cent having legislation to regulate small arms and light weapons. Of the 11 conflict and post-conflict countries that contributed reports 8 (72 per cent) reported having national coordination agencies, compared to 66 per cent in 2013. All 11 countries had a national focal point, while 10 (91 per cent) had related legislation in place, an increase from 44 per cent in the previous reporting period.

58. The United Nations Regional Centres for Peace and Disarmament in Africa (UNREC), Asia and the Pacific (UNRCPD) and Latin America and the Caribbean (UNLIREC) support gender-focused activities and women's participation in decision-making. UNLIREC developed a tool for assessing gender-related risks of conventional arms transfers in the implementation of the Arms Trade Treaty.

59. I reiterate the importance of the initiative by the Office of Disarmament Affairs to develop a gender mainstreaming action plan (established in 2003, updated in 2014 and 2016). The overall goal of the plan is to facilitate progress on disarmament, and it is built on the assumption that disarmament efforts can be strengthened through the integration of a gender analysis. In this vein, I welcome the UNODA initiative to develop a women, peace and security training for all staff that will be rolled out this year.

### *Women's access to justice*

60. Significant advancements in criminal accountability for conflict-related sexual and gender-based crimes have taken place recently. In March 2016, the International Criminal Court convicted Jean-Pierre Bemba Gombo for his failure to prevent and punish the rape, murder and pillage committed by his troops in the Central African Republic in 2002 and 2003. This was the first conviction at the International Criminal Court for charges related to sexual and gender-based violence. In May 2016, the Extraordinary African Chambers in Senegal, supported by the African Union, convicted the former president of Chad, Hissène Habré, of war crimes and crimes against humanity, including rape and sexual slavery. This was the first time that the court of one country prosecuted the former ruler of another for human rights violations, and the first time a head of state was held accountable for personally committing rape as an international crime. At the national level, in February 2016, a Guatemalan court convicted two former military officers of crimes against humanity against 11 indigenous Q'eqchi' women subjected to sexual violence and domestic slavery at the Sepur Zarco military base during the country's armed conflict. This was the first time that a national court anywhere in the world considered charges of sexual slavery during an armed conflict, a crime under international law. These three seminal cases demonstrate that decades of efforts by lawyers, advocates and survivors to seek justice for sexual and gender-based violence are now bearing fruit. Yet, overall women's access to justice remain woefully inadequate.

61. The United Nations, Member States and civil society must ensure that the global momentum for accountability for conflict-related sexual and gender-based violence continues to grow. This will require continued financial and political support. The roster of experts on sexual and gender-based violence operated by UN Women and Justice Rapid Response has yielded results. During 2015, 25 experts were deployed to support investigations and accountability processes globally, including to national authorities.

<sup>34</sup> Data for this indicator is compiled annually to monitor the implementation of resolution 1325 (2000).

<sup>35</sup> Reporting to the Programme of Action is biennial, with most countries publishing reports on even years.



62. The United Nations continued to support accountability through international investigations by commissions of inquiry and fact-finding missions, important tools for documenting crimes, creating a historical record, and paving the way for future justice and accountability measures.<sup>36</sup> In 2015, the United Nations Human Rights Council received reports from commissions of inquiry on Syria, Eritrea, and the 2014 Gaza Conflict,<sup>37</sup> and fact-finding missions to Iraq, and on Boko Haram.<sup>38</sup> UN Women continued providing gender expertise to all commissions of inquiry and many OHCHR-led fact-finding missions, and OHCHR worked to strengthen the gender-integration capacities of these bodies. These efforts contributed to findings of sexual and gender-based violence in final reports. For example, in 2016, the Independent International Commission of Inquiry on the Syrian Arab Republic stated that ISIL had committed genocide through prohibited acts intending to destroy the Yazidi community, including rape and sexual slavery, and imposing measures intended to prevent births within the group (A/HRC/32/CRP.2, 113-24). Documenting crimes is essential for accountability. I continue to encourage Member States, donors and regional organizations to draw upon existing rosters of readily-deployable trained professionals, such as the TOE-ROL/SVC and the UN Women–Justice Rapid Response roster, to ensure appropriate and timely documentation and investigation and eventual justice for these heinous crimes.<sup>39</sup> An expert from the roster has been deployed to support the Independent Special Investigation into the violence which occurred in Juba, South Sudan in July 2016.

63. In previous reports, I have called for justice measures which respond to the full range of women’s human rights violations.<sup>40</sup> Truth commissions provide means of addressing historical injustice and conflict-related human rights violations, including broader socio-economic violations. The United Nations currently supports two truth commissions, in Tunisia and Mali. As at 31 December 2015, women comprised 34.6 per cent of commissioners. Both have explicit mandates on sexual and gender-based violence.

64. Reparations programmes provide redress for past abuses, and should strive to have a transformative effect on gender inequalities that lead to violations and compound their consequences.<sup>41</sup> Several countries are creating or implementing such programmes. For instance, in 2015, Peru created a registry of victims of forced sterilization carried out in the country during 1998 to 2002. Those enrolled will benefit from free legal assistance, psychological support and health care. In 2015, Kosovo<sup>42</sup> approved new regulation for survivors of conflict-related sexual violence to be identified and given official status as civilian victims of war eligible for benefits, including a monthly pension. The United Nations is now supporting the office of the Prime Minister of Kosovo to develop a comprehensive and transformative reparations plan for these survivors.

65. For many women, the end of a conflict does not mean greater security, as violence against women often spikes during the peacebuilding period, and rule of law institutions are too weak to respond. The United Nations and regional organizations must continue to work in partnership with Member States to ensure access to justice for violence experienced post-conflict, and that rule of law institutions are responsive to women’s needs. Between August 2015 and May 2016, the Global Focal Point for Police, Justice and Corrections (GFP), under the joint lead of DPKO and UNDP, and with OHCHR, UN-Women, UNODC, and the TOE-ROL/SVC, supported the design and establishment of a Special Criminal Court in the Central African Republic, integrating gender perspectives in all its operations and prioritizing sexual and gender-based violence investigations. The GFP has also developed joint rule of law programmes and teams with funds and activities to strengthen women’s access to justice and security in the

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<sup>36</sup> S/2015/716, 60.

<sup>37</sup> The HRC received two reports on Syria, A/HRC 28/69 and A/HRC 30/48, and one report on Eritrea, A/HRC/29/42, and one report on the 2014 Gaza Conflict, A/HRC/29/52.

<sup>38</sup> The HRC received one report on Iraq, A/HRC/28/18, and one report on Boko Haram, A/HRC/30/67

<sup>39</sup> S/2-16/361, 91(h).

<sup>40</sup> S/2013/525, 48.

<sup>41</sup> “Guidance Note of the Secretary-General: Reparations for Conflict-Related Sexual Violence” (United Nations, June 2014), 8.

<sup>42</sup> References to Kosovo should be understood as under Security Council resolution 1244 (1999)

Democratic Republic of the Congo, Haiti, Mali, Palestine, Somalia and South Sudan. This includes support to women's organizations and gender units of rule of law institutions; the establishment of gender-responsive specialized services and referral pathways for victims of sexual and gender-based violence; legislative review to eliminate discriminatory provisions and oversight of informal justice systems. An example of Member States' support to one another is Australia's assistance to the Timor-Leste National Police Force's Vulnerable Persons Unit, to investigate gender-based violence, including through infrastructural and mentoring support.

### ***Gender-responsive transitions***

66. Identifying peacebuilding needs and reconfiguring the United Nations presence on the ground are critical during transitions and drawdown of peace operations, because the risks of relapse often increase during these periods. Effective transitions processes require joint conflict analysis, identification of collective outcomes, strategic planning and resource mobilization. In 2015, the peacekeeping missions in Côte d'Ivoire (UNOCI), Liberia (UNMIL) and Haiti (MINUSTAH) were in the process of drawdown. The three 2015 peace and security reviews emphasized the need to integrate gender considerations and analysis in these processes, while ensuring United Nations entities and national partners have adequate capacity to support gender and women, peace and security functions. In follow-up to recommendations of the High-level Panel on Peace Operations, UN Women and DPKO led a study of good practices to inform policy guidance on women, peace and security issues in transitions. The guidance will be piloted in transitions contexts with accompanying technical support.

## **E. Initiatives to monitor implementation and advance results**

67. Member States remain the most influential actors in the implementation of this agenda, as members of the United Nations and regional organizations, parties to conflicts, donors, troop and police contributors to peacekeeping, and political players in a specific conflict or region. They have the primary responsibility to ensure global women, peace and security commitments are integrated into domestic policies and laws. In this regard, I welcome Spain's initiative to establish a Women, Peace and Security National Focal Point Network, and welcome the inaugural meeting held in September 2016.

68. Since my last report, 11 countries have adopted national action plans on women, peace and security bringing the total number to 64.<sup>43</sup> Of these, 9 are second generation plans, and 5 are third generation plans. Of these plans, 45 (70 per cent) have monitoring frameworks with progress indicators, and 16 (25 per cent) have designated implementation budgets – a slight increase from 23 per cent in 2014. For example, Norway's third Action Plan places greater focus on results and accountability than earlier plans, with four ministries reporting annually using a set of indicators, and with earmarked funding for implementation, including for civil society organizations working on women, peace and security.

69. The localization programme facilitated by the Global Network of Women Peacebuilders, wherein local authorities develop Local Action Plans (LAPs) or integrate women, peace and security commitments in their community development plans, remains a key tool for translating policy in practice. The programme is currently

<sup>43</sup> As of May 2016, this includes: Afghanistan, Argentina, Australia, Austria, Belgium, Bosnia and Herzegovina, Burkina Faso, Burundi, Canada, Central African Republic, Chile, Côte d'Ivoire, Croatia, Democratic Republic of Congo, Denmark, Estonia, Finland, France, Gambia, Georgia, Germany, Ghana, Guinea, Guinea-Bissau, Iceland, Indonesia, Iraq, Ireland, Italy, Japan, Kenya, Kosovo, Kyrgyzstan, Liberia, Lithuania, Mali, Nepal, Netherlands, New Zealand, Nigeria, Norway, Paraguay, Philippines, Portugal, Republic of Korea, Rwanda, Senegal, Serbia, Sierra Leone, Slovenia, South Sudan, Spain, State of Palestine, Sweden, Switzerland, Tajikistan, the former Yugoslav Republic of Macedonia, Timor-Leste, Togo, Uganda, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America

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implemented in 11 countries: Burundi, Colombia, Democratic Republic of the Congo, Kenya, Nepal, Liberia, Philippines, Sierra Leone, Serbia, South Sudan, and Uganda. In Uganda's local districts where LAPs have been adopted the incidence of sexual and gender-based violence has decreased.

70. Several countries are currently elaborating, reviewing and adopting new, second or third generation action plans, building on others experience and good practice. Sweden's third action plan was informed by direct country consultation in conflict and post-conflict countries. In July 2016, over 80 participants from 17 countries gathered in Bangkok for the Asia-Pacific Regional Symposium on National Action Plans on Women, Peace and Security to exchange knowledge on effective development, implementation, monitoring and review of action plans, and to review region-specific priorities and emerging issues, including prevention of violence, climate change and displacement. Strong leadership, inclusiveness, robust financing, localization strategies and good monitoring and evaluation systems were all identified as key components for the effectiveness of action plans.

71. Last year's High-level Review reaffirmed the centrality of women's human rights to peace and security, and the role of human rights bodies in securing accountability for violations of women's rights in conflict-affected settings. From 1 January to 31 December 2015, acting in response to reported allegations of human rights violations, the special procedures mechanisms of the Human Rights Council sent a total of 532 communications to 123 States and 13 non-State actors. Out of this total, 23 communications were sent to the countries and territories under review.<sup>44</sup> These concerned incidents of rape and other forms of sexual violence; abduction and forced marriage of girls; honour killings; discriminatory legislation; murder, threats and/or reprisals against women human rights defenders; arrest and detention of women human rights defenders; trafficking in persons; virginity testing; and denial of sexual and reproductive health rights.

72. I welcome the growing use of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) review process as an opportunity to engage with States regarding their implementation of the agenda, including in relation to the CEDAW Committee's General Recommendation no. 30 on women in conflict prevention, conflict and post-conflict situations. In three of the four Concluding Observations for conflict countries in 2015, the CEDAW Committee referenced General Recommendation no. 30, urging the review of Liberia's national action plan, and the adoption of national action plans in Lebanon and Madagascar.<sup>45</sup> The CEDAW Committee should expand its consideration of the women, peace and security agenda, by recommending concrete actions toward implementation. This should include recommendations to non-conflict countries regarding extraterritorial obligations under the Convention, in relation to donor assistance, involvement as third parties in peace negotiation processes, and the formation of trade agreements with conflict-affected countries.<sup>46</sup>

73. The Human Rights Council offers another venue for Member State accountability. In 2015, nine conflict and post-conflict countries underwent Universal Periodic Review, and received questions, comments or recommendations on issues relating to women, peace and security, including sexual violence, women's political participation and adoption of national action plans. National human rights committees play a critical role in translating international norms and applying them in the local context. In Afghanistan, for example, the Afghan Independent Human Rights Commission includes a women's rights unit, and has investigated around 29,947 cases of violence against women from 2002 to 2015.<sup>47</sup> As at June 2016, of the 34 countries and territories reviewed, 16 had national human rights institutions accredited with A or B status, and one had an ombudsperson institution.<sup>48</sup>

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<sup>44</sup> Data for this indicator is compiled annually to monitor the implementation of resolution 1325 (2000).

<sup>45</sup> CEDAW/C/LBR/CO/7-8 (Liberia), CEDAW/C/LBN/CO/7-8 (Lebanon), and CEDAW/C/MDG/CO/-67 (Madagascar). General Recommendation no. 30 was not referenced in the Concluding Observations for Kyrgyzstan.

<sup>46</sup> CEDAW/C/GC/30, 9.

<sup>47</sup> Data available at: <http://www.aihrc.org.af/home/introduction>

<sup>48</sup> Data for this indicator is compiled annually to monitor the implementation of resolution 1325 (2000). For information on the accreditation procedure, see <http://nhri.ohchr.org/EN/Pages/default.aspx>.

74. At the regional level, attention to the women, peace and security agenda has continued to grow. As of May 2016, 9 regional organizations<sup>49</sup> had adopted dedicated implementation frameworks, including regional action plans, on women, peace and security, compared to 5 organizations in 2015. These regional commitments incentivize implementation at the national level, as evidenced by a growth in national action plans in these regions, improved knowledge-sharing and monitoring of implementation. The formulation of a Continental Results Framework by the African Union Commission to monitor implementation is one example.

75. Available data on women's representation in regional organizations shows that participation in senior positions remains uneven.<sup>50</sup> As at December 2015, less than 25 per cent of all senior posts<sup>51</sup> - headquarters and field combined - in reporting organizations<sup>52</sup> were occupied by women, with their representation typically lower in field posts. In most reporting entities, women were largely absent from special representative and envoy posts. I encourage those organizations with low women's representation and those who are experiencing regression in this field to consider temporary special measures and other forms of promotion initiatives to encourage women's access to managerial posts, both at headquarters and field levels.

### ***Actions by the United Nations***

76. The United Nations is responsible for modeling and delivering on global norms and standards on women, peace and security. As such, the three peace and security reviews put forward gender-specific recommendations for the United Nations to improve coherence, coordination, leadership, gender-balance and gender expertise. I am working with senior managers to ensure effective follow-up and have put in place initiatives to strengthen accountability, such as gender-specific commitments and indicators in the 2016 compacts with my senior managers.

### ***Representation***

77. During my two terms, I have appointed several women leaders in the United Nations, including five Special Representatives heading peace operations and the first-ever woman Force Commander. I recognize, however, that the Organization's gender-parity goal remains unachieved, especially at managerial levels. As at 31 December 2015, 25 per cent of peace operations were headed by women, the same proportion as in 2014 and only slightly higher than the 18 per cent of 2010. Women's leadership remains higher in peacekeeping missions, with 31 per cent of the 16 missions in 2015 headed by women, than in special political missions, where the figure was 10 per cent of the 10 missions. In terms of deputy-heads, the total proportion of women dropped to 18 per cent in 2015, compared to 24 per cent in 2014, regressing to the levels of 2012 and 2013, a proportion only slightly higher than the 15 per cent of 2010.

78. I am concerned about the latest data pointing to stagnation, and even regression, in women's representation in field missions. In 2015, only 23 per cent of positions between the P5 and D2 levels in peace operations were occupied

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<sup>49</sup> These include: the Economic Community of West African States (ECOWAS), the European Union (EU), the North Atlantic Treaty Organization (NATO), the Pacific Islands Forum (PIF), the African Union (AU), the International Conference on the Great Lakes Region (ICGLR), the Organization for Security and Co-operation in Europe (OSCE), the League of Arab States (LAS), and the Intergovernmental Authority on Development (IGAD).

<sup>50</sup> Data for this indicator is compiled annually to monitor the implementation of resolution 1325 (2000).

<sup>51</sup> Includes headquarters executives, special representatives, envoys, heads of country offices, heads of missions and mediators.

<sup>52</sup> African Union, Commonwealth, Council of Europe, European Union External Action Service, Inter Governmental Authority for Development, League of Arab States, North Atlantic Treaty Organization, Organization for American States, Organization for Islamic Cooperation, Organization for Security and Cooperation in Europe.

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by women, down from 25 per cent in 2014. In peacekeeping missions, the proportion slightly improved from 21 per cent in 2011 to 23 per cent in 2015, a significant lapse after reaching a record high at 33 per cent in 2014. Similarly, women occupied 18 per cent of P5-D2 positions in special political missions in 2011 and currently occupy nearly 24 per cent, also registering a drop from the 29 per cent figure of 2014. Data comparison across all professional categories show that women's representation is greater at lower professional levels. As for resident coordinators, 8 (26 per cent) of the total 31 resident coordinators placed in conflict and post-conflict countries in 2015 were women. Breaking glass ceilings within the Organization remains a pressing priority, as emphasized in my reports last year on the future of peace operations (S/2015/682) and on women and peace and security (S/2015/716).

79. Ongoing efforts to improve the gender balance in field leadership positions include targeted outreach by the Department of Field Support to identify and attract potential women candidates, in particular from underrepresented Member States, and initiatives such as the Senior Women Talent Pipeline. Additionally, gender considerations are increasingly mainstreamed in the selection process for senior level appointments, including: avoiding all-male teams, shortlisting at least one woman per interview, and including at least one woman in all interview panels. I reiterate my call to Member States to share profiles of qualified women candidates and appoint more women to senior leadership posts in national institutions as part of a global response to promote women's leadership.

80. Beyond peace operations, women continue to be underrepresented in professional posts across United Nations entities operating in conflict and post-conflict settings. The proportion of professional posts occupied by women remained below 50 per cent in every entity that reported data for 2015,<sup>53</sup> except UN Women. Representation was closest to parity in UNFPA, UNDP and OHCHR, where women occupied more than 40 per cent of all posts. However, at senior levels (P5-D2), gaps widen. Exceptions include IFAD and UNFPA, where women occupied roughly half of the senior posts. In OHCHR and FAO, on the other hand, the proportions of women in these positions did not reach 15 per cent. Between 2014 and 2015, the proportion of women in senior posts in these settings declined in almost every entity. Exceptions were UNICEF, the only entity registering a noticeable increase (from 36 to 44 per cent), and UNDP, where the proportion remained constant at 28 per cent. Beyond leadership positions, the proportion of posts occupied by women at all professional levels combined remained more or less constant for almost all entities. In UN Women, 75 per cent of all posts were occupied by women in 2015. The proportion was closer to parity in conflict and post-conflict duty stations, at 57 per cent. In comparison to other entities, women's representation rates were greater at senior levels, with women holding 79 per cent of senior posts overall and 65 per cent of senior posts in conflict and post-conflict settings.

### *Gender expertise*

81. All three peace and security reviews recognized the importance of technical expertise for the implementation of norms and standards on women, peace and security, and put forward recommendations aimed at enhancing the United Nations gender architecture both at Headquarters and in the field.

82. As at December 2015, all 8 multidimensional peacekeeping missions had gender units led by senior advisors, and the 8 traditional peacekeeping missions all had gender focal points. In line with Security Council resolution 2242 (2015), all DPKO/DFS gender advisers are now situated the offices of my Special Representatives for more direct reporting lines and strengthened technical support.

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<sup>53</sup> FAO, IFAD, IOM, OCHA, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF, UN-Women, WFP and WHO.

83. Of the 10 special political missions active in 2015, 6 (60 per cent) had gender advisors,<sup>54</sup> compared to 50 per cent in 2014. All are situated in the offices of my Special Representatives. However, of the 25 gender advisors deployed, most were at the junior level (P3 and below). Only two missions (20 per cent) had gender advisors at P5 level and above, compared to 50 per cent of missions in 2014. The proportion of missions with gender focal points went down from 100 per cent in 2013 and 92 per cent in 2014 to 90 per cent at present.

84. As at December 2015, 28 international and 7 national women protection advisers were deployed to peace operations in the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Mali, Somalia and South Sudan, with responsibilities for monitoring, analysis and reporting arrangements on conflict-related sexual violence. Five positions were vacant at the time of writing, including the two positions established for Sudan (Darfur). The peace operations in Afghanistan and Liberia had appointed focal points for conflict-related sexual violence. I urge the rapid deployment of similar expertise to other conflict-affected countries, such as Iraq, where abuses continue to mount.

85. As at December 2015, UN Women had country presence in 23 conflict and post-conflict countries<sup>55</sup> and was implementing peace, security and humanitarian activities in 68 countries. In 2015, United Nations Country Teams had 71 gender theme groups and 26 inter-agency groups, with an integrated focus on gender and human rights; of these 6 gender theme groups and 12 additional inter-agency groups with a gender focus were active in conflict and post-conflict settings.<sup>56</sup> These groups can promote coherence and coordinated support to Member States. I support the call in resolution 2242 (2015) encouraging closer working relationships within the United Nations system. I welcome the joint initiatives that are already underway, and emphasize the importance of system-wide collaboration among entities responsible for implementing the women, peace and security agenda.

### *The work of the Security Council*

86. I welcome the Security Council's follow-up on the commitments expressed in resolutions 2122 (2013) and 2242 (2015) to the consistent integration of women, peace and security in its work.<sup>57</sup> The meetings of the Council's new Informal Experts Group (IEG) on women, peace and security, an outcome of the 2015 High-level Review, provide an additional tool for this purpose. In the first half of 2016, the IEG met on women, peace and security developments in Mali,<sup>58</sup> Iraq,<sup>59</sup> the Central African Republic,<sup>60</sup> and Afghanistan.<sup>61</sup>

87. A range of gender-specific concerns were brought to the Security Council's attention in 2015, including through briefings from the Executive Director of UN Women and my Special Representative on Sexual Violence in Conflict and civil society representatives. All thematic reports to the Council included references to women, peace and security. Yet, I acknowledge that greater efforts are needed to ensure gender-specific analysis is integrated across

<sup>54</sup> UNSMIL, UNSOM, UNIOGBIS, UNOWA, UNAMA and UNAMI

<sup>55</sup> Afghanistan, Bosnia and Herzegovina, Burundi, Central African Republic, Congo DRC, Cote d'Ivoire, Guinea-Bissau, Haiti, Iraq, Kyrgyzstan, Lebanon, Liberia, Mali, Myanmar, Nepal, Papua New Guinea, State of Palestine, Somalia, South Sudan, Sri Lanka, Sudan, Ukraine and Yemen.

<sup>56</sup> undg Information Management System. Data available for 131 UNCTs.

<sup>57</sup> Data is collected annually for the indicator on the number and type of actions taken by the Security Council related to resolution 1325 (2000).

<sup>58</sup> S/2016/682.

<sup>59</sup> S/2016/683

<sup>60</sup> S/2016/672.

<sup>61</sup> S/2016/673



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all deliberations, reports and briefings, including on country-specific situations.<sup>62</sup> I encourage the Security Council to systematically request gender-specific information for all issues and situations on its agenda.

88. In 2015, 123 reports were submitted to the Security Council. Of these, 47 were periodic reports submitted by peacekeeping and special political missions.<sup>63</sup> While all 22 periodic reports submitted by special political missions and all 25 submitted by peacekeeping missions contained women, peace and security related references, I recognize that linkages between findings and actionable recommendations in reporting and briefings still need to improve.

89. The Security Council's role in establishing, reviewing and renewing mandates of peace operations creates opportunities to follow-up on the implementation of resolution 1325 (2000). In 2015, eight peacekeeping operations<sup>64</sup> and four special political missions<sup>65</sup> had women, peace and security-related tasks in their mandates.<sup>66</sup> I appreciate the emphasis placed by DPA and DPKO on gender analysis in 2016 through revised directives, guidance and training. Budget negotiations taking place in the General Assembly's Fifth Committee are key to ensuring that peacekeeping and special political missions are capable of integrating gender as a cross-cutting issue.

90. In 2015, the Security Council adopted 64 resolutions and issued 26 presidential statements. Of the 64 resolutions, 42 (65.5 per cent) contained women, peace and security-related references, a share similar to previous years. Most of these references concerned conflict-related sexual violence, followed by other human rights violations and the political participation of women. Concern was expressed about human rights violations against women and girls linked to violent extremism and terrorism.<sup>67</sup>

91. Resolution 2242 (2015) encourages sanctions regimes to consistently cover violations of women's and girls' human rights and have access to gender expertise. As of 31 December 2015, 9 of 16 sanctions regimes (56 per cent)<sup>68</sup> included violations of international human rights and humanitarian law as designation criteria, with five regimes (31 per cent) explicitly including acts involving sexual violence or violations targeting women as designation criteria.<sup>69</sup> In 2015, at least two individuals were listed for these offenses. Out of the 16 published expert groups' reports associated with sanctions regimes submitted to the Security Council in 2015, 11 (69 per cent) contained information on human rights violations targeting women, sexual and gender-based violence, or the role of women in armed groups.

92. In 2015, the Council undertook two field missions,<sup>70</sup> to Haiti in January and to the Central African Republic, Ethiopia and Burundi in March. Although women, peace and security considerations were not included in the terms of reference for the Haiti mission, information was included in the findings' briefing. The mission to Africa in March included specific mentions to women, peace and security in the terms of reference, the report, and in the briefing. Both missions met with women's groups. I encourage the Council to systematically integrate gender-specific

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<sup>62</sup> NGO Working Group on Women, Peace and Security, Mapping Women, Peace and Security in the UN Security Council (2015), [http://womenpeacesecurity.org/media/pdf-NGOWG\\_MappingWPS\\_PolicyBrief\\_2015.pdf](http://womenpeacesecurity.org/media/pdf-NGOWG_MappingWPS_PolicyBrief_2015.pdf).

<sup>63</sup> DPA and DPKO reports data annually on the indicator on the 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.

<sup>64</sup> Central African Republic (MINUSCA), Côte d'Ivoire (UNOCI), Darfur (UNAMID), the Democratic Republic of the Congo (MONUSCO), Haiti (MINUSTAH), Liberia (UNMIL), Mali (MINUSMA) and South Sudan (UNMISS).

<sup>65</sup> Afghanistan (UNAMA), Guinea-Bissau (UNIOGBIS), Somalia (UNSOM), and West Africa (UNOWAS).

<sup>66</sup> Mandates available at: <http://www.un.org/en/sc/repertoire/data.shtml>.

<sup>67</sup> For example, see S/PRST/2015/25, in which the Security Council expressed "concern that acts of sexual and gender-based violence are known to be part of the strategic objectives and ideology of certain terrorist groups."

<sup>68</sup> Language contained in: Sudan, Libya, Yemen, Somalia, the Democratic Republic of the Congo, Central African Republic and Côte d'Ivoire (since terminated).

<sup>69</sup> Central African Republic, the Democratic Republic of the Congo, Somalia, South Sudan and Sudan.

<sup>70</sup> For details, see S/2015/40, S/PV.7372, S/2015/162, S/2015/503 and S/PV.7407.



concerns in its visiting missions and follow-up on priorities raised through deliberations on country-specific issues and the IEG.

93. Direct interaction with civil society and women peacebuilders is essential to inform the Council's work. The commitment in resolution 2242 (2015) to invite civil society, including women's organizations, to brief the Council under country-specific agenda items and relevant thematic areas should be upheld. As of August 2016, civil society representatives had yet to be invited to country-specific briefings. In 2015, women civil society representatives from Somalia, Nigeria, Iraq, Democratic Republic of the Congo and Libya addressed the Security Council during open debates on women, peace and security, protection of civilians, conflict-related sexual violence, trafficking in persons, and protection of journalists.<sup>71</sup>

### *Financing the women and peace and security agenda*

94. The human, environmental and economic costs of conflict are immense, yet far too few funds are invested to prevent conflict and avoid relapse. Through the adoption of the 2030 Agenda, Member States recognized the linkages between peace and sustainable development, reiterating that, without respect for human rights, there will be neither. I expect national governments and development actors to make these commitments a reality. I welcome the stronger recognition within and beyond the Security Council of the need for adequate, predictable and sustained financing for peacebuilding,<sup>72</sup> including investment in initiatives to prevent conflict, avoid relapse, and implement the women, peace and security agenda.<sup>73</sup> However, tremendous financing gaps remain.

95. I remain concerned about the diversion of resources from development to the waging of war. It is estimated that the global military expenditures in 2015 reached USD1634985.4 million<sup>74</sup> in current prices. This is roughly 32 times higher than the combined spending by OECD-DAC countries on bilateral sector-allocable official development assistance in conflict and post-conflict countries the year before.<sup>75</sup> The share of global military spending incurred by conflict and post-conflict countries is rising and reached 2.4 per cent in 2015, often outstripping the amount of funds these countries are spending on much needed public services.

96. The share of sector-allocable official development aid from OECD-DAC countries to fragile states that focuses on gender equality must be increased. In 2014 more than 51 per cent of the total aid from OECD-DAC countries was allocated to conflict and post-conflict countries. However, only 7 per cent of aid to these countries was specifically marked as targeting peace and security, and of this amount, less than 1 per cent targeted gender equality significantly.

97. I encourage Member States to sustain gender-focused investments for preventing conflict, addressing fragility and building peace. In Myanmar, the Joint Peace Fund, supported by the United Kingdom, Australia and Sweden, committed to spending at least 15 per cent on women's rights. Roughly 13 per cent of Sweden's aid to fragile states in 2015 targeted gender equality as a primary objective, as did 14 per cent of its aid to conflict, peace and security. New promising commitments include Australia's target of a minimum 80 per cent of aid - regardless of its objectives - addressing gender issues, and the United Kingdom's minimum 50 per cent aid target to fragile contexts, with a firm intent to deliver for women and girls.

<sup>71</sup> S/PV.7533, S/PV.7374, S/PV.7428, S/PV.7585 and S/PV.7450.

<sup>72</sup> S/RES/2282 (2016).

<sup>73</sup> S/RES/2242 (2015).

<sup>74</sup> Data available at <https://www.sipri.org/databases/milex>

<sup>75</sup> The latest available figures are for 2014 because official figures of sector-allocable official development assistance data are published by the OECD with a delay.

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98. I emphasize the role and responsibility of development banks, such as the World Bank, in furthering gender equality through direct financing and reiterate the importance of ensuring a strong gender focus of allocations in conflict settings.

99. More United Nations entities operating in conflict and post-conflict settings are now screening financial allocations using gender marking systems.<sup>76</sup> In an upward trend from 5 per cent in 2011, the Peacebuilding Fund exceeded my fifteen per cent target for the first time in 2015, allocating 15.7 per cent of funds to projects with the principal objective of gender equality and women's empowerment.<sup>77</sup> With the launch of the Peacebuilding Fund's third Gender Promotion Initiative (GPI) this year, I expect this trend to continue. The GPI, which incentivizes financial coordination across United Nations entities, is now accompanied with the first Youth Promotion Initiative to support the implementation of resolution 2250 (2015), including young women's participation in peacebuilding.

100. Data suggest that marking budgets has not necessarily resulted in increased gender focus in programming in conflict and post-conflict settings. I am concerned about signs of weakening gender focus and an overall shift from targeting gender equality as principal objective, to supporting it as a significant objective. For instance, while UNICEF met the 15 per cent target, with 16 per cent of its interventions in conflict and post-conflict countries primarily targeting gender equality in 2015, this proportion has dropped from 19 per cent in 2014 and 23 per cent in 2013. In the case of UNDP, although allocations that have gender equality as a significant and principal objective have increased by 14 per cent since 2014, only 4 per cent were allocated to activities with gender equality as a principal objective in 2015, the same share as in 2013 and a drop from the 6 per cent achieved in 2012. While gender marking is a crucial tool for gender-sensitive planning and monitoring, more attention is needed to increase programming of gender-specific interventions to empower women and girls

101. OCHA, which uses the Inter Agency Standing Committee Gender Marker, made it mandatory to mark allocations prior to the inclusion of projects in the humanitarian programme cycle appeals and in the humanitarian financing mechanisms it manages. Although in 2015, 95 per cent of projects reviewed in a sample study across 18 funds contributed in some way to gender equality, only 4 per cent focused mainly on gender, and 57 per cent addressed gender by targeting the specific needs of either women, men, girls or boys.

102. Entities that have recently established and begun reporting using gender markers show wide differences in the gender focus of their allocations. Of the 14 loans for conflict and post-conflict countries approved by IFAD's Executive Board in 2015, 53 per cent of the loan value had gender equality and women's empowerment as a principal focus, while 20 per cent of the value supported activities where gender was a significant objective. In the case of the WFP, all projects in conflict and post-conflict countries addressed gender equality as a significant objective, amounting to 14 per cent of operational resources allocated to activities contributing to gender equality and women's empowerment.

103. I welcome DPKO's initiative, in collaboration with UN Women, to develop a pilot project to assess the budget of select peacekeeping missions. I encourage entities, including those working on rule of law related peacebuilding activities under the Global Focal Point arrangement, to emphasize gender-responsive financing, such as the minimum 15 per cent target, to meet women's needs, build their capacities and improve equality.

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<sup>76</sup> E/2016/57

<sup>77</sup> The Peacebuilding Fund recently updated its gender marking methodology to capture all gender-focused activities, including the shares allocated to gender efforts in projects that were not necessarily designed with the main objective of promoting gender equality.

104. In terms of total funds, overall allocations to gender-focused interventions have increased over time across entities.<sup>78</sup> In 2015, UNDP's gender-focused allocations rose to almost 82 million, compared to 72 in 2014. Of these, 28 million targeted the strengthening of institutions to deliver universal access to basic services, including rule of law and support for victims of sexual and gender-based violence, 16.5 million targeted emergency jobs, livelihoods and early recovery, and 15 million promoted gender-responsive national budgets and development strategies. UN Women allocated 41.6 million to promote gender equality in peace, security and humanitarian action in 2015, of which 26 million went to peace and security field projects and over 6 million to humanitarian interventions on the ground. The figure more than doubled the 17.7 million of the previous year.

105. I reiterate the importance of supporting Special Funds such as the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women, the United Nations Fund for Gender Equality, and the Multi-Partner Trust Fund of the United Nations Action against Sexual Violence in Conflict. The Global Acceleration Instrument (GAI) on Women, Peace and Security and Humanitarian Action,<sup>79</sup> established after the 2015 High-level Review, is also an important new mechanism to address funding gaps in this area. The GAI has begun supporting women-centered peacebuilding initiatives in Burundi, and will soon become active in Colombia, Jordan, Solomon Islands and Fiji. Scaled-up funding is needed for this initiative, and I encourage Member States to use it as a vehicle to sustain peace, prevent conflict, and further localization efforts in line with commitments of the World Humanitarian Summit.

### III. Concluding observations and recommendations

106. At the High-level Review in 2015, Member States, United Nations entities, regional organizations and civil society committed to accelerate progress on the implementation of resolution 1325 (2000). One year later, I am pleased to include noteworthy advances in this report. However, I remain concerned that achievements do not fill the vast gaps that I highlight each year. The five priority areas identified in my report of last year (S/2015/716) continue to require urgent action.

107. I re-emphasize the need to bring women's participation and leadership to the core of peace and security **efforts**. Outstanding examples of this, from the Colombian peace talks to local mediation efforts in Burundi and Uganda, demonstrate that women are making a remarkable difference as agents of change. However, when available, data show that the overall shares of women's participation and leadership in peace and security efforts are stagnated or even regressing in many areas, including post-conflict governance, peacekeeping, and within the United Nations' own leadership. Therefore, I continue to call on all stakeholders to remove obstacles and incentivize the effective participation of women in peace and security, as well as to carefully track and report on progress in this field. I also recognize that more must be done by the United Nations to accelerate progress in achieving gender balance in staffing at headquarters and in the field.

108. There remains an urgent need to **protect the human rights of women and girls during and after conflict**. Despite progress achieved since the High-level Review, including several high-level prosecutions of conflict-related sexual violence, human rights violations against women and girls have continued unabated, including with some armed actors and terrorist organizations attacking women's human rights as part of their political agenda. All actors must recommit to comply with obligations under international humanitarian, refugee and human rights law, to respect and promote the full range of women's human rights, to punish all violators, including non-State actors or those

<sup>78</sup> Analysis made at current prices. Increments might appear higher than actual increases at constant prices.

<sup>79</sup> For more information see: <http://mptf.undp.org/factsheet/fund/GAI00>

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within its own troops, and protect those that defend the human rights of women and girls. Women must play key roles in the design and implementation of protection and prevention strategies, as well as in our determined efforts to root out sexual exploitation and abuse from the Organization

109. We must do more to **ensure gender-responsive planning and accountability for results**. I congratulate efforts to include women's needs and perspectives in peace and security planning and monitoring, including through the Security Council's new IEG on women, peace and security, and the 11 new national action plans adopted this year. I also celebrate the linkages drawn between peace, security and sustainable development in the recently adopted 2030 Sustainable Development Agenda. However, I note with concern that the availability of gender statistics remains limited in conflict settings, and reporting of progress towards the implementation of women, peace and security related commitments, is overall scarce, particularly at the national level. I therefore continue to encourage Member States, as well as international and regional actors to ensure that gender equality and women's empowerment is mainstreamed across planning frameworks, implementation and monitoring efforts.

110. The United Nations must accelerate the **strengthening of gender architecture and technical expertise**. The High-level Review, as well as the reviews of peacebuilding architecture and peace operations, recommended new measures in this respect. While steps have been taken to act on these recommendations, including initiatives by DPA, DPKO, the Peacebuilding Support Office and UN Women, full implementation will require additional commitment to partnership. I call upon all entities to further enhance coordination, build internal capacity for gender mainstreaming and analysis, and use comparative expertise on gender equality when responding to conflict and crises. I also call on Member States to extend increased support for these efforts.

111. **Increased financial resources are necessary to meet commitments to the women, peace and security agenda**. I welcome sustained financial support by Member States to organizations working on women, peace and security, and multi-stakeholder initiatives such as the new Global Acceleration Instrument (GAI) on Women, Peace and Security and Humanitarian Action. However, women, peace and security initiatives continue to be dramatically under-resourced, constraining our ability to meet the commitments made at the High-level Review. United Nations entities also fall short in this area, with several showing downward allocations to gender equality. I call upon Member States, multilateral organizations and development banks, to ensure robust financing of the women and peace and security agenda.

112. The 2030 Agenda for Sustainable Development places gender equality at the center of sustainable development and highlights the connections between this and peaceful and inclusive societies. The World Humanitarian Summit emphasized the need for global leadership to prevent and end conflict, a core responsibility outlined in my Agenda for Humanity. Against this backdrop, I am calling upon Member States and the United Nations to redouble efforts to prevent conflict, and to insist that gender equality be at the heart of every endeavor to establish a more peaceful world.

113. Prioritizing gender equality and women's empowerment in peace and security settings must remain a continued effort in the long term. I strongly encourage my successor to ensure systems are in place for the implementation of the women, peace and security agenda across the United Nations, and call on Member States to ensure that commitments are backed with political, human and financial support.