

# PREVENTING CONFLICT TRANSFORMING JUSTICE SECURING THE PEACE

A Global Study on the  
Implementation of United Nations Security Council resolution 1325

The Global Study on 1325 is an effort to identify the gaps and challenges to implementation of resolution 1325 (2000) and the women, peace and security agenda over the last 15 years, as well as an opportunity to identify emerging trends and priorities for action.

The Global Study explores eight critical thematic areas, and looks at key actors in monitoring and accountability for women, peace and security. The Study provides comprehensive and actionable technical recommendations and guidelines, directed at Member States, the United Nations, civil society, media and others, towards full implementation of the wider women, peace and security agenda.

## THE GLOBAL STUDY ON 1325 FACT SHEET: Europe and Central Asia Region\*

### WOMEN'S PARTICIPATION

A growing body of evidence shows that women's participation clearly contributes to the conclusion of talks and the implementation and durability of peace agreements.

There has been a substantial increase in gender-responsive language in peace agreements and the number of women, women's groups and gender experts who serve as key actors. Still, in many contexts, women's official participation faces significant obstacles.

Women's involvement in peace processes has a positive effect in pushing for the commencement, resumption or finalization of negotiations, particularly when momentum has stalled or talks have faltered. Furthermore, there is a greater likelihood that an agreement will be implemented when women exert a strong influence on negotiation processes.

Community and local level (or 'track 2') negotiations—where women are often already brokering peace or shoring up communities—are often neglected, in favour of 'track 1' negotiations among key political and military elites who are predominantly male.

Women's participation increases the probability of a peace agreement lasting at least two years by 20 per cent, and by 35 per cent the probability of a peace agreement lasting 15 years.

Analysis of 40 peace processes around the globe since the end of the Cold War shows that, in cases where women were able to exercise a strong influence on the negotiation process, there was a much higher chance that an agreement would be reached than when women's groups exercised weak or no influence. In cases of strong influence of women an agreement was almost always reached.

However, an analysis on the relation between women's influence on peace processes in Europe and Central Asian conflicts shows mixed results for women's involvement. For example, in Turkey-Armenia (2008-2011), Georgia-Abkhazia (1997-2007), Moldova-Transnistria (1992-2005) and Cyprus (1999-2004), where women had either no or weak influence on peace processes, agreements have either not been reached or not been implemented. Yet in the political reforms in Kyrgyzstan (beginning in 2013 through the present) and in pre-1325 peace negotiations on Tajikistan (1993-2000), where women's participation in both processes was 'none to weak,' agreements have been reached and

#### Key findings:

are either implemented or undergoing implementation. In fact, these two examples are the only two among the 40 analyzed where weak or nonexistent influence of women is correlated with strong outcomes. The finding for the Macedonian process (2001-2013) where an agreement was reached and partially implemented, is more indicative of the analysis of other countries, where there women have had a moderate influence on the processes (at the time of the analysis, implementation of the Turkish-Kurdish agreement, begun in 2009, was ongoing). There are no examples from European or Central Asian countries where women's groups have had a strong influence.

Globally, peace agreements are 64 per cent less likely to fail when civil society representatives participate, yet in 15 of 16 national dialogues examined in the Global Study, decision-making was left to a small group of male leaders.

### Key recommendations for Member States, the UN

#### CASE STUDY IN PARTICIPATION: Northern Ireland

Although taking place prior to the passage of resolution 1325 (2000) the case of negotiations in Northern Ireland provides a strong example of the potential for women's groups to impact peace negotiations. During the negotiations for the Good Friday Agreement (1998) the top ten political parties represented at the negotiation table had no female representation at all. That was the trigger for a few committed women to form a separate women's political party (the Northern Ireland Women's Coalition NIWC), which eventually won support and was given a seat next to the other parties at the negotiation table. Although the NIWC was outnumbered by male-dominated parties, their decision-making power was enhanced because they were negotiating on the same level as the other political parties, and they were able to push for the inclusion of many issues, which ultimately made it into the final agreement. The NIWC pushed for equality, human rights and broad inclusion. They promoted an inclusive, cooperative process, and put women's participation and women's rights on the top of the political agenda. The NIWC also focused on preventative measures against violence, and on prosecutions of cases on violence against women.

#### and civil society:

Ensure that all actors, mediators, Groups of Friends and parties to the conflict guarantee that women's participation in talks is equal and meaningful, and barriers to participation are eliminated.

Mediate between women's organizations and dominant national political leaders, including leaders of belligerent parties, to encourage the inclusion of women in their delegations. Member states should also offer negotiating parties various incentives to do this, including training, logistical support or adding delegate seats.

Develop and fund a strategy of long-term support to build the capacity of women's networks to engage in political dialogue, strengthen the gender awareness of mediators, facilitators and conflict parties, address practical issues that may limit women's engagement and protect women activists from potential backlash.

Support women's engagement and participation not just in peace talks, but in preventive diplomacy and the monitoring and implementation of agreements.

## PROTECTING THE RIGHTS OF WOMEN AND GIRLS IN HUMANITARIAN SETTINGS

All actors must address the full range of violations of the rights of women and girls protected by international humanitarian, refugee and human rights law, including, but not limited to, their rights to education, health, land and productive assets, and rights of participation, decision-making and leadership in village or community matters, which are strongly linked to women's security.

Increased attention has been paid to violence against women and girls, particularly sexual violence in conflict, resulting in greater visibility, high-level advocacy, and the development of technical tools. However, too little funding is allocated to programming and services for survivors.

### Key findings:

ALL forms of violence against women and girls increase during conflict.

Women are at risk of human trafficking by organized crime; harassment, exploitation and discrimination by landlords and employers; and arbitrary arrest, detention and expulsion by authorities.

In conflict contexts, and particularly within refugee and IDP camps, women and girls suffer from inadequate sanitary conditions and supplies, and reproductive and maternal health services. Over half of the world's maternal deaths occur in conflict-affected and fragile states, and the ten worst performing countries on maternal mortality are all either conflict or post-conflict countries. In these contexts, access to education is also impacted; in conflict-affected areas, girls' net enrolment rate in primary education is 17 points below the global rate.

Girls are often the last fed and first to go hungry in situations of food insecurity. Prioritizing women in food distribution is strongly correlated with greater dietary diversity and, in some cases, a 37 per cent lower prevalence of hunger.

Women in conflict contexts are often at risk of violence on the way to and from food and water distribution points. The inclusion of women in water and infrastructure committees can make women and girls 44 per cent less likely to walk more than 60 minutes each way to access drinking water.

The Global Study found that the overwhelming majority of women and girls chose not to report violence because of the shame or stigma attached, and even more so because of the lack of easily accessible services, means of safe reporting and avenues to receive help.

Gender equality programming contributes operational effectiveness of humanitarian services. However, between 2011 and 2014 less than two per cent of all humanitarian programmes tracked by OCHA had the explicit goal of advancing gender equality or taking targeted action for women and girls. Many humanitarian interventions remain gender-blind and data is collected without disaggregating by sex and age.

The Study points out that the existence of independent women's groups is the single most important factor in addressing violence against women and girls. Yet women's organizations continue to be marginalized in the planning and implementation of humanitarian response programming. The Global Study documented that women in conflict-affected settings favour interventions that focus less on perpetrators and deterrence of potential perpetrators, and instead focus more on empowering women and girls, putting them at the frontline of service delivery.

### Key recommendations for Member States, the UN and civil society:

#### CASE STUDY IN PROTECTION: Women's Human Rights Defenders

Women's rights defenders face all of the challenges experienced by human rights defenders in general, such as death threats, killings, arbitrary detentions, eviction, threats of violence against family members, break-ins and other forms of intimidation. However, they also face gender-specific threats and violence, such as rape and sexual violence, and additional resistance from family or community members who want to enforce traditional gender norms. Attacks against women's human rights defenders often focus on their reputation and/or their sexuality as not conforming to dominant stereotypes of appropriate female behaviour. In many instances, it is all too clear that killings of women's rights defenders and journalists are directly related to gender or women's rights efforts. Women's rights defenders have created community networks for solidarity and protection, and these efforts should be supported and expanded. Within these networks, they have called for international attention to violence against them and demanded that those responsible be prosecuted.

Remove discriminatory laws and regulations that impede full equality in accessing basic rights and services during and after conflict.

Expressly mandate that all programmes adopt and apply the Gender Marker and relevant IASC guidance on gender and gender-based violence interventions in humanitarian settings throughout the entire project cycle and require it in all funding applications.

Increase current levels of targeted funding for women's and girls' programming to a minimum of 15 per cent.

Ensure that women affected by humanitarian crises, including refugees, IDPs and stateless women, are supported to participate meaningfully and equally in community decision-making, leadership roles and the design, implementation, monitoring and evaluation of humanitarian interventions, while also addressing obstacles to participation.

## TOWARD AN ERA OF TRANSFORMATIVE JUSTICE

Justice must be transformative in nature, addressing not only the singular violation experienced by women, but also the underlying inequalities which render women and girls vulnerable during times of conflict and which inform the consequences of the human rights violations they experience.

The focus on impunity and perpetrators—Demonstrated in positive steps taken by the ICC, national war crimes courts, and the increasing use of commissions of inquiry—must be matched by an equal focus on reparations, services, and redress for victims.

While investment in informal justice systems has increased, ensuring that they deliver equal protection of rights for women and girls, this remains an under-resourced and underserved site of engagement.

### Key findings:

Charges for gender based crimes have been brought in six of the nine situations under investigation by the ICC, and in 14 out of 19 cases. However, in the three verdicts issued by the Court so far, there have been no convictions for gender-based crimes

Of the 122 State Parties to the Rome Statute in 2014, 95 had introduced subsequent domestic legislation that addressed violence against women.

Surveys in conflict-affected areas reveal that women tend to be less informed and report lower levels of access to both formal and traditional justice mechanisms than men

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Approximately 80 per cent of claims or disputes are resolved by parallel justice systems, indicating that most women in developing countries access justice in a plural legal environment. However, transitional justice mechanisms are often narrow in scope and fail to adequately address structural inequalities and vulnerabilities that disproportionately affect women. For instance, transitional justice mechanisms often ignore women's experiences as secondary or indirect victims of human rights violations, and violations of economic, social and cultural rights predominantly experienced by women.

Evidence suggests that increasing the number of women judges and other front line justice sector officials can create more conducive environments for women in court proceedings and make a difference to outcomes in sexual violence cases.

Reparations, can be an effective transitional justice mechanism in post-conflict societies, however, they remain the least implemented and funded post-conflict justice mechanism. Bosnia's war crimes court issued a landmark ruling in June 2015 that granted the first ever compensation to a wartime rape victim. Too few reparations programmes target or address the full range of violations women experience during conflicts.

**Key recommendations for Member States, the UN and civil society:**

#### CASE STUDY IN TRANSFORMATIVE JUSTICE: ICTY

The atrocities committed in former Yugoslavia prompted the establishment of the International Criminal Tribunal for the former Yugoslavia in the 1990s (the ICTY), which saw significant developments in international law on gender-based crimes. The governing statute of the ICTY (as well as the ICTR established after the genocide in Rwanda) included the first explicit formulation of rape as a crime against humanity to be prosecuted, and the jurisprudence in these tribunals has secured groundbreaking redress for crimes committed against women. For example, Colombian courts are increasingly using international jurisprudence in national sexual violence cases, and in one recent prominent case, the Criminal Chamber of the Supreme Court of Colombia relied extensively on decisions of the ICTY in its decision that rape amounted to a war crime.

Ensuring that women are represented among court staff, including in senior positions, can be an important means of making courts more accessible to women. From 1993-2004, in every case before the ICTY resulting in significant redress of sexual violence crimes perpetrated against both women and men, women judges were on the bench.

Adopt a transformative justice approach to programming for women's access to justice. This includes developing interventions to challenge underlying socio-cultural norms and contexts of inequality that perpetuate discrimination against women, and enable and normalize conflict-related violations.

Ensure that accountability mechanisms mandated to prevent and respond to extremist violence have the necessary gender expertise to do so, in light of the escalating rate of deliberate attacks by violent extremist groups on women's rights, including SGBV.

Invest in strengthening national justice systems to investigate and prosecute international crimes, including SGBV.

Institute specific measures to ensure the active participation of women and civil society organizations in the design, implementation, monitoring and evaluation of transitional justice mechanisms.

Collaborate on the design and implementation of legal empowerment initiatives that build women's confidence and access to legal systems, and enable women to be active participants in navigating them.

#### KEEPING THE PEACE IN AN INCREASINGLY MILITARIZED WORLD

Women's presence in the security sector has been found to significantly lower rates of complaints of misconduct, rates of improper use of force, and inappropriate use of weapons. The Study shows that women in peacekeeping operations enhances force credibility, enables access to communities and vital information, and leads to an increase in reporting of sexual and gender based crimes.

Many security actors have introduced a range of actions to mainstream gender. However, these efforts have not yet led to impactful transformations in military structures and military cultures, beyond greater awareness of the importance of gender and the emergence of professional gender advisors embedded in military institutions.

A gender perspective is much more evident in all aspects of peacekeeping of operations today. However, these efforts are ad hoc and remain limited in scope and scale, constrained by under-resourcing within peacekeeping budgets, and entrenched gender inequality in mission contexts.

Incidences of sexual exploitation and abuse continue to be a cause for concern among both the international community and communities where peacekeepers are deployed. It is crucial that the UN take more decisive action to address this issue once and for all.

## Key findings:

On average, only three per cent of the military in UN missions are women, and the majority of these are employed as support staff. This number has not changed since 2011, and has changed little from the one per cent of women peacekeepers in 1993. European countries where between eight and 20 per cent of the military are women typically contribute more uniformed and civilian personnel to NATO, EU and OSCE missions, rather than UN Missions, and European and Central Asian countries are not among the top 15 troop contributing countries to UN field missions. Belarus, for example, reaches 40 per cent representation in their deployments, but out of only five troops total.

There are almost 7,000 international civilian staff in field missions, and less than 30 per cent are women (and only 20 per cent in senior management positions). Women make up only 17 per cent among national staff, which make up an even larger share of the workforce in missions. Some progress is being made in female leadership appointments. The first-ever female force commander in a UN mission, Kristin Lund from Norway, was appointed in 2014, making it also the first time that both the civilian and military leaders of a mission—UNFICYP—were women. In May 2015, there was an all-time high of almost 40 per cent of peacekeeping missions being led by women, an historic record.

Out of a total of 33 benchmarks adopted by five peacekeeping missions, none specifically referred to gender-specific issues or gender equality. Out of 105 indicators attached to these benchmarks, only five refer to gender issues, and of these most relate to sexual violence.

## Key recommendations for Member States, the UN and civil society:

Set specific targets for the improved recruitment, retention and promotion of women in armed forces and in the leadership of security institutions.

Ensure that every soldier deployed is thoroughly vetted, trained and held accountable for their actions, including when they abuse or exploit women and girls.

Commit to doctrines and planning that takes into account the impact on women and girls of every military deployment and operation, and that considers the use of unarmed military protection as a preferable or complementary protection method.

## BUILDING INCLUSIVE AND PEACEFUL SOCIETIES IN THE AFTERMATH OF CONFLICT

In the aftermath of conflict, violence against women often increases, underlining the importance of rebuilding rule of law institutions.

Experience and evidence show that women are more likely to spend their incomes on family needs including health care and education, thus making a proportionately larger contribution to post-conflict social recovery.

Since the adoption of resolution 1325, women's participation in national level governance bodies in post-conflict countries has increased, often as a result of temporary special measures. However, more investment is needed to achieve gender parity in local governance structures, as well as in the design, monitoring and evaluation of public service programs.

## Key findings:

Conflict-affected communities that experienced the most rapid economic recovery and poverty reduction are those that had more women reporting higher levels of empowerment.

Evidence shows women's participation in high numbers in the front line of service delivery—whether as polling agents, police officers, registration officials, judges, court clerks, teachers, medical attendants, or agricultural extension agents—leads to better quality services for both men and women.

Data from 39 countries shows a positive correlation between the proportion of female police and reporting rates of sexual assault.

The percentage of benefits from temporary employment activities received by women has risen to 35 per cent in recent years. The target of the Secretary-General's seven-point action plan on gender-responsive peacebuilding is 40 per cent.

Post-conflict countries like Croatia and Serbia are among the countries with the highest representation of women. By July 2015, in conflict and post-conflict countries with legislated electoral quotas, women represented almost 23 per cent of parliamentarians, compared to 15 per cent in countries without quotas.

The percentage of women entering DDR programmes has increased significantly, but there is no data on the proportion of benefits received by women and no data on the differences on quality and coverage of benefits.

## Key recommendations for Member States, the UN and civil society:

Ensure that all local level peacebuilding efforts are preceded by mapping exercises to ascertain which programmes are relevant for communities affected by war, and which will most effectively empower women. There should not be a one size fits all policy.

Design, implement and monitor economic recovery programmes and macroeconomic policies in a gender-responsive manner, and evaluate them for their impact on women's economic security.

Adopt legislative and policy measures to eliminate discrimination against women in political and public life and to ensure that women have equal opportunities to participate in post-conflict structures of governance.

Provide women and girls with identity documents as a matter of priority during and after conflict, in order to register to vote, access land and claim social services and benefits.

Adopt service delivery measures that specifically target women and take into account the often disproportionate burden that women face in caregiving responsibilities.

Provide leadership capacity-building opportunities for national and local women leaders.

## PREVENTING CONFLICT

The women, peace and security agenda is about ending conflict, not about making conflict safer for women. However, in the push to implement 1325, some of the key demands of women's movements—reducing military spending, controlling arms, promoting non-violent conflict resolution and fostering a culture of peace—have been left out.

States where there are lower levels of gender inequality are less likely to resort to the use of force. Greater recognition of the influence of gender norms, relations and inequalities on the potential for the eruption of conflict is required.

Prevention requires short-term approaches, which includes women's participation and gender indicators in early warning systems, and longer-term approaches to address the structural causes of conflict, including inequality, and addressing new sources of conflict, like climate change and natural resources extraction.

## Key findings:

In 2014, violence had a global cost of 13.4 per cent of world GDP—USD 14.3 trillion. In 2014, the world's global military spending was estimated at USD 1.7 trillion, some 2.4 per cent of global GDP.

The value of the global trade in small arms and light weapons almost doubled between 2001 and 2011, from USD 2.38 billion to USD 4.63 billion.

While global spending on public education amounts to 4.6 per cent of global GDP, massive funding gaps remain on broad human security needs and measures, particularly women's and girls' empowerment, reproductive health and rights, health and education.

Recent large-scale research projects show that the security of women is one of the most reliable indicators of the peacefulness of a state.

An assessment of UNDP's Peace and Development Advisors, working on crisis prevention in fragile countries, showed that women fill only 6 out of 34 posts.

## Key recommendations for Member States, the UN and civil society:

Meet all Sustainable Development Goals, including goal 5 on gender equality, goal 10 on reducing inequalities within and among countries and goal 16 on peaceful inclusive societies.

Adopt gender-responsive budgeting practices, including through consultation with civil society, as a strategy to address, highlight and mitigate militarized state budgets and their destabilizing impact on international peace and security and women's rights.

Provide financial, technical and political support to encourage educational and leadership training for men, women, boys and girls, that reinforces and supports non-violent, non-militarized expressions of masculinity.

Include women's participation, gender-responsive indicators and sexual and gender-based violence related indicators in all early-warning processes, conflict prevention and early-response efforts, with links to official channels for response at the local, national, regional and international level.

## COUNTERING VIOLENT EXTREMISM (CVE)

Across regions, a common thread shared by extremist groups is that in every instance their advance has been coupled with attacks on the rights of women and girls—rights to education, participation in public life, and autonomous decision-making over their own bodies.

Counter-terrorism and CVE overlook the spectrum of roles that women play in both preventing and participating in violent extremism. The women peace and security agenda provides a framework for a demilitarized and preventive response to terrorism and violent extremism, and several recent international mandates acknowledge this correlation.

Women's rights are an end in themselves: The risk of co-opting and instrumentalizing women's rights is high. Where women's advocacy becomes too closely associated with a government's counter-terrorism agenda, the risk of backlash against women's rights defenders, in often already volatile environments, increases.

Women are also impacted by counter-terrorism tactics: securitization can increase women's insecurity and stricter banking procedures and donor policies can negatively impact women's organizations. As such, women are 'squeezed' between terrorism and counter-terrorist responses.

### Key recommendations for Member States, the UN and civil society:

Protect women's and girls' rights at all times and ensure that efforts and strategies to counter violent extremism do not stereotype, instrumentalize or securitize women and girls.

Build the capacity of women and girls, including mothers, female community and religious leaders and women's civil society groups, to engage in efforts to counter violent extremism in a manner tailored to local contexts.

Ensure gender-sensitive monitoring and evaluation of all counter-terrorism and countering violent extremism interventions through the use of gender-related indicators and the collection of sex-disaggregated data. Evaluations should specifically explore the impact counter-terrorism and CVE interventions have on women and girls.

## NATIONAL ACTION PLANS THE UNITED NATIONS

Since 2000, the UN has integrated WPS commitments into its entity-specific work and many Member States have adopted national plans to address and monitor implementation of the WPS agenda.

The implementation of the women peace and security agenda is the duty of many stakeholders, who have different interpretations, requirements and approaches to this agenda. Although a set of indicators was designed to measure progress on 1325, many of these actors currently fail to compile data and report on their progress towards these commitments. Most of the available data refers to processes and UN efforts to implement this agenda, while outcomes at the country level remain largely unmeasured.

The UN still has a long way to be "fit for purpose" when it comes to women, peace and security, and must improve its gender balance, accountability, and coordination among relevant actors, including between UN Women and gender specialists in peace missions.

### Key findings:

A review of 47 national action plans on women, peace and security in 2014 showed that only 11 had a budget.

A study of 70 countries over four decades examining the most effective way to reduce women's experiences of violence, the most important factor was the strength of women's organizations or the women's movement in that country.

As of May 2015, only 39 per cent of UN Resident Coordinators were women. This number drops even further, to 19 per cent, in conflict and post-conflict settings.

Only 13 per cent of stories in the news media on peace and security-related themes included women as the subject, and women were central to the story in only 6 per cent of cases. Regardless of the topic, only 4 per cent of the stories portrayed women as leaders in conflict and post-conflict countries and only 2 per cent highlighted gender equality or inequality issues.

A survey of civil society organizations revealed that almost two thirds (63 per cent) of civil society organizations receive support from UN Women for their work on women, peace and security. Approximately one in four organizations received support from UNDP (26 per cent), followed by OHCHR (18 per cent), UNFPA (16 per cent) and UNICEF (16 per cent).

## CASE STUDY IN NAPS: Bosnia and Herzegovina

In Bosnia and Herzegovina, by emphasizing human security, the government has used the NAP as a platform to achieve meaningful change at the community level. The plan has facilitated a move away from a traditional, militarized concept of national security to focus on civilian safety and protection from all forms of intimidation and threats on a daily basis. Specifically, the Agency for Gender Equality worked with local government and civil society actors, with technical support provided by the Institute for Inclusive Security, to develop local NAPs in five pilot municipalities that address women's daily security concerns, including protection from gender-based violence and discrimination, human trafficking, access to legal protection, education, healthcare, natural and economic resources, and environmental and infrastructure concerns such as recent floods, landmines, street lighting and public transportation.

In post-conflict countries like Bosnia and Herzegovina, partnerships with bilateral, regional and multilateral agencies can provide an avenue to generate wider political and sometimes financial support for the national application of WPS resolutions and thus increase chances of success.

In Bosnia and Herzegovina, the dedicated NAP-funding mechanism supported by Austria, Sweden and Switzerland, and other international organizations including UN Women, UNDP, NATO, the European Union Police Mission (EUPM), and the European Union force (EUFOR), has proven fundamental to translating words into meaningful action.

## THE SECURITY COUNCIL

Over the past fifteen years, the breadth and quantity of women, peace and security language used by the Council has greatly increased. However, actual implementation of these mandates has been uneven.

The majority of the Security Council's work on women, peace and security has focused on protection of women and girls rather than prevention or effective participation.

The Council's implementation of the WPS agenda would be improved with dedicated high-level leadership on women, peace and security, as well as more consistent and accountable information flow from across the UN gender architecture.

### Key findings:

In 2010, only 15.8 percent of all resolutions in the previous decade contained women and/or gender references. This has increased to almost 30 percent in 2015.

Of the currently 16 United Nations sanctions regimes, five have human rights and sexual violence related designation criteria. Out of more than 1,000 listings in these sanctions regimes, 15 individuals and four entities have been designated based on these criteria.

### Key recommendations:

Establish an informal expert group on women, peace and security in the Security Council to deal with both the protection and participation aspects of the agenda in country-specific situations.

Allow for more frequent briefings by civil society, relevant SRSGs, UN Women, and the Human Rights Council-established Commissions of Inquiry and fact-finding missions.

Ensure stronger integration of women's rights violations and gender expertise in sanctions regimes (e.g. inclusion of experts in monitoring bodies, inclusion of gross women's rights violations in listing and delisting criteria).

## FINANCING THE WPS AGENDA

The failure to allocate sufficient resources and funds has been the most serious and persistent obstacle to implementation of women, peace and security commitments over the past 15 years.

Data shows that official development assistance to gender equality in fragile states and economies is on an upward trajectory, although only a tiny proportion of all aid to fragile states and economies addresses women's specific needs.

Despite the crucial contribution of women's organizations to conflict resolution and peacebuilding, these organizations remain underfunded, receive primarily short-term project support and spend a disproportionate amount of their time on donor-related activities such as preparing funding proposals and reporting results.

Increase predictable, accessible and flexible funding for women's civil society organizations working on peace and security at all levels, including through dedicated financing instruments such as the new Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action.

Allocate USD 100 million or a symbolic 1 percent of the value (whichever is higher) of the total budget for peace operations to the Peacebuilding Fund; and ensure that, of this contribution, a minimum of 15 percent is allocated to peacebuilding approaches that promote gender equality.

Achievement of the SG's 15-percent target (for peacebuilding funds devoted to should be written into the SG's performance compacts with senior UN leaders, in mission and non-mission settings.

### Key findings:

Only two per cent of aid to peace and security interventions in fragile states and economies in 2012-2013 targeted gender equality as a principal objective.

Between 2011 and 2014, less than two per cent of all humanitarian programmes in OCHA's Financial Tracking System had the explicit goal of advancing gender equality or taking targeted action for women and girls.

OECD data shows that in 2012-13, only USD 130 million of aid went to women's equality organizations and institutions—compared with the USD 31.8 billion of total aid to fragile states and economies over the same period.

Regarding UN entities, only 15 (24 per cent) out of 62 entities reporting data to the UN-SWAP in 2015 currently have systems to track resources for gender equality and women's empowerment. Among those, Departments of the UN Secretariat making up about 40 per cent of all UN entities lag behind with very few entities tracking their resources spent on gender.

UNDP's proportion of allocations targeting gender equality as a principal objective in conflict and post conflict countries has largely remained constant since 2011, standing at 4.2 per cent of funds in 2014.

### Key recommendations:

Donors should adopt the UN's 15 percent target (the percentage of funds which should be earmarked for programmes that further gender equality and women's empowerment in peacebuilding contexts) within their own aid flows to conflict-affected contexts, with this percentage being the first, not final, target.