

Policy Brief

MAPPING OF THE GENDER RECOMMENDATIONS IN THE THREE 2015 PEACE AND SECURITY REVIEWS

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Louise Allen

Global Gender, Peace and Security Consultant



Acronyms

CEDAW	Convention on the Elimination of All Forms of Violence Against Women
CRSV	Conflict-related sexual violence
CT	Counter-terrorism
CTED	United Nations Counter-Terrorism Committee
DDR	Disarmament, demobilization and reintegration
DFS	Department of Field Support
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DPO	Department of Peace Operations (formerly DPKO)
DPPA	Department of Political and Peacebuilding Affairs (formerly DPA)
ECHA	Executive Committee on Humanitarian Affairs
ECOWAS	Economic Community of West African States
HIPPO	High-level Independent Panel on Peace Operations
IASC	Inter-Agency Standing Committee for humanitarian assistance
IEG	Informal Expert Group on Women, Peace and Security
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
MRU	Mano River Union
OCHA	UN Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
PBSO	Peacebuilding Support Office
PHPC	Pacific Humanitarian Protection Cluster
PVE	Prevention of violent extremism
SDG	Sustainable Development Goal
SMG	Senior management group
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNMISS	United Nations Mission in South Sudan
UNOCT	United Nations Office of Counter-Terrorism
UNOWAS	United Nations Office for West Africa and the Sahel
UNSC	United Nations Security Council
UNSCR	United Nations Security Council resolution
UNSOM	United Nations Assistance Mission in Somalia
UN-SWAP	UN System-Wide Action Plan on Gender Equality
WPS	Women, peace and security

Background

In 2015, three significant United Nations peace and security reviews were undertaken: A report by the [High-level Independent Panel on Peace Operations \(HIPPO\)](#); a [Global Study on the Implementation of UNSCR 1325 \(2000\)](#); and a report by the [Advisory Group of Experts on the Review of the Peacebuilding Architecture](#). United Nations Secretary-General in his 2018 annual women, peace and security (WPS) report [S/2018/900](#) called for an assessment of the implementation of WPS recommendations from the three peace and security reviews undertaken in 2015. This policy brief is based on the findings from this assessment of the three reviews, as well as associated outcome documents including United Nations Security Council resolution (UNSCR) 2242 (2015) and the twin resolutions on sustaining peace, [A/RES/70/262](#) and [UNSCR 2282](#) (2016), in line with the Terms of Reference for the assessment. It also identifies six key areas the UN needs to prioritize ahead of the 20th anniversary of the adoption of UNSCR 1325 (2000)

The [High-level Independent Panel on Peace Operations \(HIPPO\)](#) report, issued in June 2015, called for the WPS agenda to be more systematically integrated throughout missions and mandated tasks of peace operations, and for there to be greater accountability and resourcing for the agenda. It found that despite a robust normative framework, there continued to be many impediments to the full implementation of the WPS agenda. It concluded that gender was not being systematically integrated across peace operations, and that the specific experience, rights, needs and roles of women and girls in conflict situations were neither being included often enough in preliminary analysis and assessments, nor informing concrete strategies for the design of missions. Further, it highlighted an uneven level of commitment to the WPS agenda among UN leadership at headquarters, in the field and within missions. The report called for increased consultations with women's civil society organizations, and measures to further promote women's participation in mediation processes and throughout peace operations. It also emphasized that gender-sensitive¹ analysis should inform all phases of peace processes and operations.

The [Global Study on the Implementation of UNSCR 1325 \(2000\)](#) was launched in October 2015 and incorporated the findings from commissioned research, policy briefs and global consultations with women's civil society organizations. Its recommendations targeted all key actors responsible for the implementation of the WPS agenda such as the Security Council, the UN, Member States, regional organizations, civil society and the media. The 420-page report included nearly 200 recommendations on a range of issues including strengthening women's participation, rights and leadership; transformative justice; keeping the peace in a militarized world; building inclusive and peaceful societies; preventing conflict; countering violent extremism; and financing the WPS agenda. Among its key messages were: the centrality of prevention and the need to end increasing militarization; the need for the WPS agenda to be seen as a peace and security issue as well as human rights agenda; the correlation of women's participation to sustainable peace; the importance of localising the agenda and supporting grassroots women peacebuilders; and the need for a strong UN gender architecture.

The report released in June 2015 by the [Advisory Group of Experts on the Review of the Peacebuilding Architecture](#) outlined the importance of gender-sensitive peacebuilding strategies; the need to further recognize the vital role women play in peacemaking and peacebuilding; and why it is necessary to accelerate and surpass the Secretary-General's target to allocate at least 15 per cent of UN-managed funds to projects which advance gender equality and women's empowerment.

¹ This policy brief refers to 'gender-sensitive approaches' as this was the terminology most commonly used across the three 2015 reviews. It is important to note that many practitioners now call for 'gender-responsive approaches' which better factor in measures to promote gender equality and women's empowerment.

[Security Council resolution 2242 \(2015\)](#) adopted at the October 2015 High-Level Review on WPS to mark the 15th anniversary of the WPS agenda and of UNSCR1325 emphasizes the importance of women’s meaningful inclusion in peace talks and for strengthened civil society consultations. It calls for systematic gender analysis and expertise throughout all stages of mission planning, mandate development, implementation, review and mission drawdown, and recommends the establishment of the Informal Expert Group on WPS. It also mandates all UN entities responsible for counter-terrorism and countering violent extremism to integrate gender as a cross-cutting issue in consultation with women’s organizations.

The dual ‘sustaining peace’ resolutions adopted in 2016 by the Security Council and General Assembly, affirm the importance of addressing root causes of conflict—including gender inequality—and for gender to be integrated across all peacebuilding work. They also underscore the importance of women’s leadership and participation in conflict prevention, resolution and peacebuilding, and recognize the continuing need to increase representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention and resolution of conflict.

All three reviews and related outcomes stressed the importance of the WPS agenda being central to peace and security decision-making processes, and for there to be strengthened accountability for UN leadership and for enhanced cooperation among key entities notably UN Women, the Department of Peace Operations (then Department of Peacekeeping Operations or DPKO) and the Department of Political and Peacebuilding Affairs (then Department of Political Affairs or DPA).

Methodology

This assessment was conducted in two phases. A stocktaking was first undertaken of the recommendations contained in the Global Study on the implementation of UNSCR 1325 (Global Study) to identify which of those directed towards the UN should be taken forward. The second phase consisted of mapping progress towards the gender recommendations across all three peace and security reviews and associated documents.

In addition, interviews were conducted with representatives from UN Women, the Department of Political and Peacebuilding Affairs (DPPA), the Department of Peace Operations (DPO), the Peacebuilding Support Office (PBSO), the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the Executive Office of the Secretary-General.

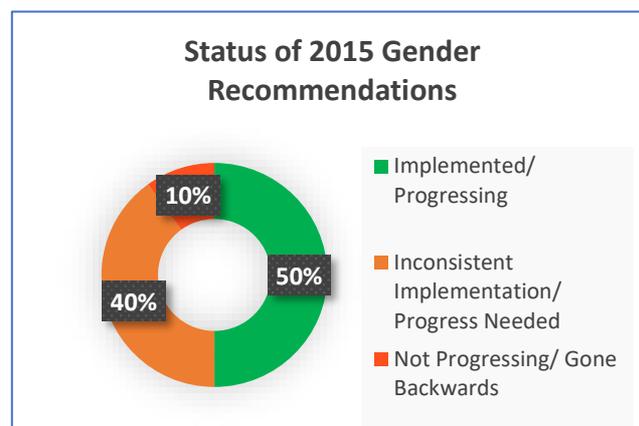
This assessment considered only how the UN is progressing on the recommendations for which it is the primary implementing stakeholder. Recommendations from across the three reviews aimed at Member States, including the Security Council, the General Assembly and other regional and multilateral organizations, were outside the scope of this project.² Outlined below are the key findings from the assessment, as well as the proposed six key areas that the UN should prioritize ahead of the 20th anniversary of the adoption of UNSCR 1325 (2000).

² The NGO Working Group on Women, Peace and Security undertakes comprehensive analysis of how the UN Security Council integrates WPS into its full decision-making cycle. Its analysis is available at: <http://www.womenpeacesecurity.org/our-work/monitoring-analysis/>

Findings

The three reviews and associated outcome documents contained a total of 30 overall gender recommendations directed towards the UN. Of these, 50 per cent (15) were found to have been implemented or are progressing; 40 percent (12) are inconsistent in their implementation or need progress, and 10 percent (3) have gone backwards or are not progressing.

Recommendations which have been implemented or are progressing



Only two recommendations were assessed as having been fully implemented: the establishment of the Security Council's Informal Expert Group on Women, Peace and Security (IEG) for which UN Women provides the secretariat; and the integration of gender perspectives and commitments at the 2016 World Humanitarian Summit. However, while these specific recommendations have been implemented, accountability for the implementation of IEG recommendations is still needed, and challenges remain in ensuring gender-sensitive humanitarian response.

Across the three reviews, the gender-specific recommendations found to be progressing relate to:

- The development of gender-sensitive transitional justice approaches and mechanisms;
- Strengthened cooperation between DPPA, DPO and UN Women;
- Increasing the number of women deployed to UN peacekeeping missions;
- Recruiting gender advisers to entities and processes mandated to prevent and respond to extremist violence and counter-terrorism;
- UN-wide strategies to better prevent and respond to sexual exploitation and abuse;
- The development of gender-sensitive early warning signs to inform conflict prevention strategies;
- Adopting gender-sensitive budgeting in peacekeeping missions;
- Developing gender-sensitive peacebuilding strategies;
- Integrating gender perspectives into countering and preventing violent extremism efforts;
- Undertaking or commissioning research on women's various roles in terrorism and radicalization, as well as on the impacts of counter-terrorism strategies; and
- The implementation of a UN-wide gender parity strategy to increase the representation of women within the UN's leadership, including across its entities at headquarters and in the field.

Continued attention is required to build on this visible progress and ensure proper monitoring of the operationalization of these developments, both at UN Headquarters but also in missions and within country teams. For instance, the [Peacebuilding Commission's Gender Strategy](#) launched in 2016 has yet to be operationalized fully across all of the priority country areas. While the UN has achieved gender parity in the Senior Management Group and among leaders of country teams, further efforts are needed to reach gender parity in peacekeeping, and at the middle management level across the UN system.

Prevention of violent extremism and counter-terrorism

All three reviews called for gender analysis to inform the development of prevention of violent extremism (PVE), and counter-terrorism (CT) policies and strategies. The reviews also underscored the importance of women's participation and inclusion in respective PVE and CT processes at the national and global levels. Security Council resolution 2242 (2015) further emphasized the importance of gender analysis and gender-sensitive programming. As such, throughout 2017 and 2018, UN Women collaborated with the Office of Counter-Terrorism (UNOCT) in planning and conducting in-country scoping missions. UN Women also supported the Counter-Terrorism Committee Executive Directorate (CTED) assessment missions on behalf of the UN Counter-Terrorism Committee and in ensuing follow-up actions. At the sixth review of the UN's Counter-Terrorism strategy in June 2018, a strong call was made for the UN system to strengthen gender analysis and integration within its policy-making processes and programming.

DPPA is also collaborating with UNOCT on gender-related PVE and CT strategies. For instance, the UN Office for West Africa and the Sahel (UNOWAS) held several outreach events on specific strategies, recommendations and advocacy points on ways to prevent and counter violent extremism, and has developed a partnership with UNOCT, the Economic Community of West African States (ECOWAS), the Mano River Union (MRU) and G5 Sahel. This led to the adoption of the [Dakar Call for Action](#) on women, violence and terrorism in West Africa and the Sahel at a meeting in Senegal in April 2018, attended by civil society and co-facilitated by UN Women.

While a number of gender specialist roles across the UN's peacebuilding, CT and PVE architecture have been created, not all of these have been funded through the regular budget. Those within PBSO and UN Women rely on project funds. Moving forward, the UN's institutional commitment to ensuring gender capacity in the fields of PVE/CT and sustaining peace, needs to be factored into the regular budget to ensure long-term sustainability for this evolving area of work. It is also important to note that while there has clearly been institutional progress in how the UN is integrating gender in its PVE/CT work, the fact that reports, country strategies and assessments are not publicly available makes it challenging to assess the actual degree to which gender analysis and women's civil society perspectives are informing strategies, or to determine the quality of such analysis. The UN architecture mandated with PVE and CT should establish mechanisms that will facilitate both monitoring and follow-up on the status of gender-related recommendations following in-country assessment missions undertaken by CTED and from scoping missions done by UNOCT.

Gender analysis

The 2015 reviews also emphasized the need for strengthened gender analysis to inform *all* peace and security decision-making processes, throughout *all* stages of peace operations. An important mark of progress was the launch in 2018 by DPO of its [Policy on Gender-Responsive United Nations Peacekeeping Operations](#), alongside rollout of 15 WPS indicators to monitor how missions are fulfilling their WPS mandates. The indicators are a significant signal of commitment for strengthened WPS integration across peacekeeping missions as was recommended in the 2015 reviews. Nine peacekeeping missions are currently reporting on these indicators. While the long-term impact of these indicators is still unknown, DPO has advised that they are already contributing to increased coordination and coherence, as well as helping to establish a baseline for future monitoring.

Cooperation between peace and security entities

Gender-sensitive transitional justice mechanisms have also progressed including through collaborative efforts between Member States, UN entities and civil society to enhance access for

women to transitional justice and advance survivor-centred processes. Cooperation between peace and security entities such as UN Women, DPPA and DPO has also progressed. In February 2017, a joint meeting of gender advisers from UN Women, DPKO, DFS³ and DPA was convened for the first time in Entebbe. The purpose of the meeting was to identify how to further strengthen collaboration between the entities, to leverage their comparative advantage and optimize mission leadership access to gender expertise. As per the Code Cable sent on 24 March 2017 'Agreed outcomes on implementing the women, peace and security agenda between DPKO, DFS, DPA and UN Women', among the outcomes of the meeting were agreements to: explore the establishment of a UN-wide rapid deployment mechanism for gender experts; develop joint WPS messaging as it relates to peace operations; and conduct joint country-specific gender analysis. Joint gender conflict analysis by UN Women and then DPKO-DFS was also undertaken in Sudan, Haiti, and Liberia. Further analysis is now needed to assess the impact and effectiveness of this strengthened cooperation and whether it is improving the UN's ability to undertake system-wide robust gender analysis as was recommended in the 2015 reviews.

Recommendations which are inconsistent in their implementation or need progress

The recommendations which are inconsistent in implementation, or needing progress, relate to:

- The systematic recruitment of senior gender advisers in the office of the Special Representatives to special political missions, peacekeeping operations and within the offices of Special Envoys;
- The participation of women in UN-backed peace processes;
- The participation of UN Women in relevant senior management forums on peace, security and humanitarian affairs, namely, the Inter-Agency Standing Committee for humanitarian assistance, the Secretary-General's Executive Committee, and the secretariat and senior adviser group on peace and security;
- Strengthened gender-sensitive conflict analysis and its application for planning and resource allocation;
- Consultations with women's civil society organizations across peace and security settings and in humanitarian responses to inform analysis, planning, and monitoring of progress and implementation;
- Ensuring the participation of women's civil society organizations in donor conferences;
- The development of gender-sensitive protection strategies;
- Gender-sensitive disarmament, demobilization and reintegration (DDR) and security sector reform;
- Gender-sensitive humanitarian response; and
- Efforts to attain and surpass the Secretary-General's commitment to allocate a minimum of 15 per cent of peacebuilding funding to gender equality and women's empowerment, and the ability of entities to track and report on gender equality funding allocations. Encouragingly, in 2015, the Peacebuilding Fund reached this target. In 2017, it then established its own target of 30 per cent, which it surpassed, reaching 37 per cent. In 2018, the Fund reached 40 per cent. However, the 2018 Secretary-General's annual report on WPS stated that across other entities, progress remains highly uneven. Indeed, resource allocation remains one of the weakest performing indicators in the UN System-Wide Action Plan on Gender Equality (UN-SWAP).

³ The United Nations Department of Field Support (DFS) dedicated to the support of peacekeeping field missions and political field missions ceased to exist as of 31 December 2018, following the Secretary-General's management reforms. A new Department of Operational Support was created in January 2019.

There are three interconnected factors contributing to the extent to which these recommendations are being implemented:

- The degree to which gender and WPS is prioritized and resourced;
- The availability of gender expertise to drive progress at senior levels and across political and technical components; and
- The lack of accountability across the UN system on WPS.

Consultations with women’s civil society groups and integrating gender perspectives

Consultations with women’s civil society groups are broadly encouraged and there has been an uptick in such engagement. However, these are not mandatory or systematic, and there is no evidence of how it then informs further action. [Analysis undertaken by the NGO Working Group on WPS](#) found that missions mandated to engage with women’s groups⁴ reported on meetings more regularly than missions without such specific instructions. Still, this reporting rarely includes the key points discussed or how they were then integrated into the mission’s activities.

Furthermore, despite the UN strengthening its work to provide joined-up analysis of conflict and crisis situations, the quality of gender analysis across peace and security and humanitarian entities remains largely inconsistent. While the Secretary-General’s planning directive for the development of consistent and coherent UN transition processes from February 2019, now includes human rights and gender-sensitive conflict analysis as one of the elements of the transition plan, there are still no minimum requirements in the UN system to ensure integration of gender dimensions in the analyses. There also remains an inconsistent understanding of what is meant by integrating gender perspectives, or how this differs from the gender parity strategy.

Accountability for women’s inclusion

Currently Special Envoys are encouraged to consider different strategies to promote women’s participation in peace processes. However, while they are reportedly facing increased resistance for inclusive talks, it is not standard practice for them to emphasize the importance of including women in delegations when they invite conflict parties to negotiations. While most mediation support teams do include gender advisers, there is no mandatory requirement to have them as part of their teams, or for teams to report on what measures they implemented to promote women’s participation. This continues to take place against the backdrop of women remaining largely unrepresented in efforts to negotiate peaceful political resolutions to conflict (as highlighted in the 2018 Secretary-General’s annual report on WPS).

To strengthen implementation and accountability for the WPS agenda, including women’s participation in conflict prevention and in peace processes, in June 2019, DPPA issued a new Women, Peace and Security Policy requiring that gender-related issues be integrated into all analytical, policy, mediation and programmatic work. Within UN peacekeeping missions, there are recent positive initiatives being jointly undertaken with regional organizations to advocate for women’s participation in peace processes. For instance, MINUSCA, the mission in the Central African Republic, and DPO leadership, with the support of DPPA’s Stand-by Team of Mediation Experts, engaged in joint advocacy with the African Union. This contributed to the inclusion of women leaders at the peace talks in Khartoum in February 2019, and one woman being among the signatories.

⁴ As per the NGO Working Group’s analysis, peace operations mandated by the Security Council to engage with women’s organizations or civil society include: UNAMA; MINUSCA; UNFICYP; MINUSMA; UNSOM; UNMISS; UNAMID; UNOWAS; MONUSCO and the UN Verification Mission in Colombia.

Gender expertise

All of the 2015 reviews and outcome documents placed significant emphasis on the need for senior gender advisers to be recruited to all peacekeeping and special political missions, and to support peace processes. Both the HIPPO report and UNSCR 2242 (2015) further outlined the need for senior gender advisers to be located in the offices of the Special Representatives of the Secretary-General, reporting directly to them and advising senior mission leadership at the strategic level on integrating a gender perspective into mission activities. This was also committed to in the 2015 Secretary-General's annual report on Women, Peace and Security (S/2015/716). Despite this, between 2016 and 2018 there was a defunding and downgrading of gender adviser posts within peacekeeping missions, one of which was restored to its previous P5 grade as the result of advocacy.⁵ As of June 2019 only four of the 14 peacekeeping missions had senior gender adviser posts at the P5 level.⁶ Three new gender adviser positions were created at P3 and P4 levels.⁷ All current and future gender advisers should be located in the offices of Special Representatives and where this is not the case, it should be immediately addressed.

Also of concern was a trend—which was first reported on in late 2017—for DPO to inconsistently include gender expertise as part of the core teams undertaking strategic assessments of missions. The NGO Working Group on WPS [first warned of this in October 2017](#) when the strategic assessment teams to Cyprus and South Sudan did not include gender experts. Without dedicated gender expertise in strategic assessment missions, there is a strong possibility that gender analysis will not be integrated into these important review processes, resulting in gender perspectives and the importance of accounting for the rights and concerns of women and girls being potentially overlooked in how future missions are prioritized, calibrated and resourced. A more recent example, as noted during interviews, was the assessment for the African Union-United Nations Hybrid Operation in Darfur (UNAMID), Sudan which took place in March 2019. Despite a specific Secretary-General directive on UNAMID transition requiring gendered conflict analysis, efforts to ensure there was gender expertise and references in the mission's Terms of Reference were reportedly met with resistance and ultimately refused. This resulted in a report that did not include gender or WPS dimensions, or reflect the political dynamics in the country, where in fact, women played a significant role in a recent uprising which unfolded less than a month after the assessment mission had been conducted. The lack of thorough analysis not only limits the ability of the UN system to effectively model responses to potential scenarios, informed by unfolding events occurring in-country, but also impacts the ability of peacekeeping missions to effectively transition key tasks to UN Country Teams if these are not part of what was assessed.

DPO's gender unit recognised the need for more advocacy and progress relating to this. Progress was noted in the assessments undertaken in Haiti at the end of 2018, and in the Democratic Republic of the Congo in June 2019—both included gender advisers.

Gender-sensitive humanitarian response

In his 2015 WPS report, the then Secretary-General also called for gender analysis to be automatically included in needs assessments and for gender issues to be addressed throughout the humanitarian cluster coordination systems alongside consultations with local women. This followed recommendations in the reviews for gender-sensitive humanitarian response. In 2016, OCHA

⁵ Figures only captures staffing levels up until June 2019 when the assessment was completed. DPO has advised that progress has been made since. The mission where the position was restored to P5 was CAR.

⁶ UNMISS, MONUSCO, MINUSCA and MINUSMA.

⁷ UNFICYP, UNMIK and UNISFA

released its [2016-2020 Gender-Responsive Policy Instruction](#) aimed at strengthening gender-responsive programming. 2018 was the first year significant progress was made in terms of gender analysis informing UN-led humanitarian appeals and strategies. Prior to last year, internal UN audits found that less than half of humanitarian responses included gender analysis and several of these did not even include general sex- and age-disaggregated data. In 2018, OCHA figures indicated that 95 per cent of Humanitarian Needs Overviews referenced gender-based violence or included some form of basic gender analysis. However, only 28 percent of these articulated the differential impact faced by women, men, girls and boys in crises, as well as the underlying factors affecting vulnerability.

The majority of recent OCHA statements to the Security Council for 2019 and the second half of 2018, as well as flash reports and Secretary-General reports which include updates on humanitarian situations, are largely gender-blind. They group women and children together, mostly do not include sex- and age-disaggregated data, and in many instances, make no reference to women and girls whatsoever. In discussions as part of this assessment, OCHA acknowledged that further work remains to be done to ensure the commitments made to integrate gender and have gender analysis inform humanitarian programming are realized. It recognizes these gaps and advised that strategies are being implemented to address them. It is also important to note that OCHA was without a senior gender adviser for most of 2017 and 2018. In his February 2019 [speech](#) on delivering better outcomes for women and girls in humanitarian crises, the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Mark Lowcock, acknowledged that while the world's humanitarian agencies do a good job saving lives and reducing suffering, they do not do a good enough job for women and girls.

On a broader note, UN Women, despite numerous previous requests to join, has yet to be accepted onto the Inter-Agency Standing Committee (IASC) for coordination of humanitarian assistance. This UN joint mechanism is designed to ensure coherence of response efforts and make strategic and UN system-wide humanitarian policy decisions. This stands in contrast to the Secretary-General inviting UN Women to be part of his Executive Committee on Humanitarian Affairs (ECHA), which is his senior cabinet-style decision-making process. Both the Global Study and the 2015 Secretary-General's WPS report called for UN Women to participate in relevant senior management forums of peace, security and humanitarian affairs, including more specifically, both the IASC and ECHA.

When provided with adequate capacity, UN Women has demonstrated its ability to credibly engage in humanitarian response. According to recent figures, in 2018 the organization reached a total of 325,500 women and girls, and 102,000 men and boys, through its humanitarian action and disaster risk reduction and resilience programming in 48 humanitarian context countries. It also facilitated the deployment of 21 gender experts in humanitarian action to 17 crisis countries. In 2016, the IASC named UN Women's Multi-Country Office in Fiji (despite not being a formal member of the IASC) as the lead coordinator for the regional Pacific Humanitarian Protection Cluster (PHPC) Support Team. UN Women coordinated the PHPC during Tropical Cyclone Winston, and across the Pacific, continues to coordinate protection actors during preparedness and response stages of emergencies.

Recommendations which have gone backwards or are not progressing

There are two recommendations which have gone backwards. The first relates to accountability by senior leadership, while the second is on gender provisions in peace agreements. The recommendation that has not regressed but is also not progressing on paper, is on ceasing the practice of inviting women to only have observer status in peace processes.

Accountability for senior leadership

The need to strengthen accountability measures for UN leadership was emphasized in all of the reviews and further reflected in UNSCR 2242 (2015), which explicitly describes an accountability deficit among UN leadership. This issue was also a key advocacy message emanating from civil society in the lead up to the 15th anniversary of the adoption of UNSCR 1325 (in October 2015). Indeed, the HIPPO report recommended three specific gender-related indicators in the compacts with senior officials as a way of overcoming what it found to be a system-wide failure to understand the integration of gender and the advancement of the WPS agenda as a responsibility of all staff. These indicators were: a) commitment to promoting gender mainstreaming across all mandated tasks; b) commitment to encouraging national leaders to take ownership of the WPS agenda; and c) commitment to increasing gender parity among staff.

This was followed up in 2016, when the then Secretary-General introduced gender-specific commitments and indicators in compacts with all senior managers. However, in 2017, the gender mainstreaming performance indicator was reportedly removed from the compacts between the Secretary-General and senior leadership. In [May 2018, the Secretary-General signed new compacts](#) with senior managers which articulate three priorities: addressing sexual exploitation and abuse; reaching gender parity amongst staff; and reflecting the reform agenda. It is understood that promoting gender mainstreaming across all mandated tasks is still not part of the compacts as was recommended by the HIPPO report in 2015.

Peace agreements

In relation to gender provisions in peace agreements, the 2018 Secretary-General's annual report on WPS stated that only three out of 11 agreements signed in 2017 included gendered components. This was the first time in two years that the majority of signed agreements did not include gender provisions. The Secretary-General not only expressed concern at this downward trend, but also at the varying quality of gender provisions in recent agreements and called for a redoubling of efforts to promote gender-inclusive processes and agreements, including those supported by the UN.

In terms of the use of observer status, the Global Study called for the desisting of observer status as a substitute for real and effective participation. The 2015 Secretary-General's annual report on WPS further encouraged all actors to move beyond limiting the participation of women's groups to the role of observers. The [2018 Expert Group Meeting on Women's Meaningful Participation in Negotiating Peace and the Implementation of Peace Agreements](#) warned that women's civil society organizations are still being relegated to observer status roles. The [2017 DPA Guidance On Gender and Inclusive Mediation Strategies](#) states 'women leaders and civil society representatives perform a variety of roles in a mediation process: they can be members of party delegations, technical advisers, observers, members of special committees to advise the mediator or delegates to a separate but linked Track II process'. However, DPPA has advised that observer status is not pursued as an engagement strategy, but rather is one of many options for indirect participation in situations where other efforts to ensure direct participation have proven not possible at a particular stage in a process.

On a broader note, there are concerns among UN officials and experts about the proliferation of Advisory Boards. These should complement direct participation strategies and not be a substitute for them. Women's Advisory Boards, if well designed, are a useful tool to accompany mediation

processes as they provide Special Envoys with a platform for consultations with diverse women, but they do not represent in themselves a participation strategy, nor do they exempt or exonerate Special Envoys from seeking direct participatory strategies.

Key Messages and Recommendations

This policy brief identifies six key areas the UN needs to prioritize ahead of the 20th anniversary of the adoption of UNSCR 1325 (2000).

Accountability of senior leadership

The High-level Independent Panel on Peace Operations (HIPPO) found an uneven commitment to the WPS agenda at the most senior levels of the UN, and among personnel both at Headquarters and in missions. This remains a challenge. There are currently no repercussions for senior leadership or middle managers who fail to properly implement their WPS obligations, who do not consider these as priority concerns, or who perform below a minimum standard in terms of gender considerations. Progress on the WPS agenda requires moving beyond relying on individual will, to proper system-wide institutionalization of accountability. This has the potential to transform how the UN as a whole both prevents and responds to the outbreak of conflicts and crises.

It is also important that there be a clear distinction between action taken towards reaching gender parity, and responsibilities to implement the overall WPS agenda. These must be separate accountability streams and not be conflated. The HIPPO report noted that there is a prevailing erroneous notion that WPS is a 'women's issue' that can only be addressed by women, instead of being understood as a peace and security issue for men and women, and for society as a whole. Efforts to achieve gender balance within entities or to increase the number of uniformed and civilian women in peacekeeping missions, should not reduce or replace the need for holding UN leadership across all peace and security entities, humanitarian agencies or UN Country Teams, responsible for integrating gender perspectives across all areas of their work.

Recommendations:

- **The Secretary-General should commit to updating the compacts for senior leadership to reflect WPS as a key priority. This includes for all Special Envoys, Special Representatives to the Secretary-General, Resident Coordinators, Humanitarian Coordinators, Senior Advisors and other senior managers throughout the UN system. These compacts should be made publicly available.**
- **In his annual report to the Security Council on WPS, the Secretary-General should include a self-assessment of key challenges and shortcomings faced by UN leadership and identify ways in which these could be resolved.**

Consultations with and support for women's civil society organizations

Supporting local women's organizations and promoting their meaningful participation is at the heart of the WPS agenda. The importance of UN leadership engaging in systematic consultations with women's organizations to understand and incorporate their perspectives into decision-making, was a key message to come out of the 2015 reviews. Yet, while consultations with local women's organizations are increasing, including across DPPA and DPO, and there are efforts within some missions to enhance these engagements, by and large, such consultations continue to be superficial or appear as tokenistic. They frequently take place with the same select few individuals instead of

prioritizing engagements with women's organizations representing diverse women from different minority groups and from rural communities. The [2018 Expert Group Meeting on Women's Meaningful Participation in Negotiating Peace and the Implementation of Peace Agreements](#) cautioned that superficial or tokenistic forms of representation and consultations still continue.

Further, mission reports rarely relay information raised during these consultations or indicate how it informs mission planning, implementation or programme development. Senior leaders that do meet with women's groups infrequently discuss the outcomes of these meetings during their public briefings. PBSO is currently leading on developing a system-wide guidance on community engagement in the context of sustaining peace, which will hopefully address some of these challenges. Still, much more work is needed to strengthen engagement between UN entities and women living and working in fragile, crisis and conflict settings.

Recommendations:

- **UN leadership at headquarters, in missions, across country teams, and in humanitarian agencies and coordination structures should prioritize women's organizations as key political constituents who play pivotal roles in efforts relating to conflict prevention, resolution and rebuilding, peacebuilding and sustaining peace. UN leaders should also ensure the participation of women's civil society organizations across all UN-led, supported and funded processes, as well as promote the important role of women peacebuilders and human rights defenders in conflict prevention, resolution and post-conflict reconstruction.**
- **The UN should commit to reviewing how peace and security entities, humanitarian agencies and UN Country Teams, conduct consultations with diverse women's organizations in fragile, conflict and crisis settings, and develop consultative methodologies which reflect principles of meaningful engagement as set out by civil society.**
- **Reports and briefings to the Security Council should include enhanced reporting on civil society consultations and reflect:**
 - **Efforts to engage with age, ethnic, religious, ability, sexual orientation and gender identity diverse women, and from outside of capitals or where bases are situated;**
 - **A summary of the key issues raised including dissenting views;**
 - **Measures undertaken by the relevant UN entity to address these issues and incorporate them in mission planning, programmes or humanitarian responses; and**
 - **How these issues were conveyed in meetings with government officials without compromising the safety of individuals.**
- **Peacekeeping and political missions should improve their monitoring and reporting of threats and violence against activists, including women human rights defenders, and ensure this be built into early warning signs of escalating conflict or instability.**
- **UN peace and security and humanitarian entities should better partner with rapid-response funds, such as the Women Peace and Humanitarian Fund, to ensure local women's organizations are systematically supported and funded to participate throughout the process of analysis, prioritization, planning, donor conferences and funding allocations, in order to ensure that their perspectives inform pledges, as well as peacebuilding, humanitarian response, recovery and reconstruction plans. As part of this,**

all humanitarian planning workshops should have women's civil society representation, just as all donor pledging conferences should include the participation of women leaders and representatives from women's organizations.

Women's participation in peace processes and the implementation of agreements

Multiple studies have concluded that women's participation in peace negotiations increases the durability and quality of peace. There has also been increasing advocacy for women's meaningful participation as mediators, which has resulted in a proliferation of regional women's mediator networks supported by the UN, regional organizations and Member States that are Friends of this agenda. Yet, a year away from the 20th anniversary of the adoption of UNSCR 1325 (2000), UN-led high-level peace processes, including most recently in Yemen, Mali and Libya, continue to largely exclude women.

There is no denying that the contexts within which Special Envoys are attempting to negotiate peace are politically sensitive and complex, with conflict parties who are increasingly hostile to inclusive talks. However, the continued justification that exclusive talks are better than none at all, ignores the reality that these fail to address the conditions which led to the outbreak of conflict in the first place. It is important to note in this context, that despite significant efforts by the UN and regional organizations, recent high-level peace processes have mostly all stalled. There is also [increasing evidence](#) indicating that deals reached among warring elite do not last unless these include broader societal participation and pressure for the agreements to hold.

Yemeni women peacebuilders have called on the UN to move away from what they describe as the [patriarchal philosophy of peace mediation](#), which rewards violence by granting space at the negotiation table only to those with weapons, instead of those working to resolve the conflict engulfing the country. They have rejected recent cultural justifications for their exclusion citing the 2013 UN-supported National Dialogue Conference, where they secured [30 percent representation](#) in all political processes as part of the conference's outcomes.

In his [2018 annual report on WPS](#), the Secretary-General wrote that a point has been reached where approaches and strategies focused only on the traditional idea of the peace table are insufficient, and that it was critical to end the frequent practice of bringing women into processes late or as tokens. Women being excluded from peace negotiations also increases the likelihood that they will not be able to meaningfully participate in the implementation and monitoring of peace agreements—as has been the case notably in Mali, and to a certain extent in South Sudan. Priority must be given to inclusive processes which have been found to be more effective in the long-term and which create political pressure for conflict actors to reach and implement agreements.

A UN Women conference in November 2018 bringing together over 60 experts and practitioners to discuss modalities and strategies to ensure women's meaningful participation in peace processes, concluded that transformative and deeply inclusive approaches to deliver positive peace are urgently needed in light of declining global peace. Special Envoys are also recognizing the need to improve their efforts to include women both in formal talks and through more extensive consultations. In his [April 2019 briefing to the Security Council](#), UN Special Envoy for Yemen, Martin Griffiths said 'there is no doubt we can all do better when it comes to the inclusion of women and other sectors of civil society in the political process'.

The recent downward trend in gender provisions in peace agreements and the continued occurrence of talks excluding women is cause for grave concern. As incentives are being developed to increase

the number of women in peacekeeping roles, and strengthened accountability measures are being considered to bring to justice the perpetrators of sexual violence in conflict, UN leadership alongside Member States must also prioritize the consideration of new measures and strategies to secure inclusive processes and agreements without further delay.

Recommendations:

- **The Secretary-General, alongside DPPA, as well as DPO, UN Women, the members of the High-Level Advisory Board on Mediation, relevant regional organizations such as the African Union and European Union, and the Friends of Mediation, should convene a high-level meeting to adopt concrete strategies, which they then commit to reporting on, to overcome persistent barriers to the meaningful participation of women in all UN-led or supported peace processes and to the inclusion of high-quality gender provisions in agreements. Tangible modalities should then be developed to further ensure the participation of women in the monitoring and implementation of agreements, humanitarian access arrangements and ceasefires.**
- **Special Envoys should be requested to regularly report on their efforts to explore all avenues to support women's direct participation in peace processes. In addition, Special Envoys should also report on the gender composition of all negotiating parties.**
- **Prior to formal peace processes starting, DPPA, Special Envoys and their senior advisers, along with UN country team representatives and other relevant entities including UN Women and DPO, should, in consultation with local women's organizations, identify entry points for women's participation throughout mediation processes, the monitoring of ceasefires and in implementation phases, based on a comprehensive and gender-sensitive analysis of conflict drivers, actors, and factors and opportunities for peace.**

Strengthened gender analysis, gender expertise and resourcing

All three reviews called for gender analysis to inform all phases of peace operations and processes, humanitarian responses, security and justice sector reforms, sexual and gender-based violence programming, disarmament and reintegration, and reconstruction efforts. External monitoring, including by the NGO Working Group on Women, Peace and Security, has repeatedly found that the vast majority of WPS references in mission implementation reports are descriptive only and do not include any analytical information. Gender data and analysis is particularly lacking on issues related to disarmament, demobilization and reintegration; security sector reform; and humanitarian responses. Additionally, it was also revealed during interviews for this assessment that reconstruction efforts, accompanied by significant resource allocations and part of the implementation of peace agreements, rarely include gender analysis.

A joint initiative led by DPO and UN Women, in collaboration with UNDP and DPPA, to strengthen gender-sensitive conflict analysis for mission drawdowns, found that there was a need for gender-sensitive conflict analysis methodology and tools to be systematized and adapted into larger UN-wide strategic planning processes. DPPA's new Women, Peace and Security Policy sets as the first priority for DPPA's implementation of the WPS agenda, the need for gender-sensitive political and conflict analysis to be undertaken as a matter of course by all staff.

Indeed, to improve the overall quality of UN-wide gender analysis, the systematizing of gender analytical tools is needed across the board, as is a strengthened shared understanding of what is

meant by gender analysis. Comprehensive gender analysis goes beyond the experiences of women, men, girls and boys, to also consider how power relations effect diverse women—factoring in their location, ethnicity, disabilities or sexual orientation—as well as how gender norms including traditional masculine identities may contribute to violence, insecurity and conflict or sustain gender inequalities. Importantly, undertaking comprehensive gender analysis does not detract from supporting women’s meaningful participation or promoting gender equality. Instead it ensures that the quality of the gender analysis informing all stages of peace processes and humanitarian responses is such that all gendered elements of a conflict or crisis are identified and addressed. This is in line with the recommendation in the [2017 Secretary-General’s report on sexual violence in conflict](#) that calls for specialized responses to be developed to best cater to different groups of survivors such as from ethnic or religious minorities, women in rural or remote areas, male survivors, and lesbian, gay, bisexual, transgender and intersex persons.

In 2018, the NGO Working Group on Women, Peace and Security found that throughout Secretary-General reports, women and girls are systematically referred to as a [monolithic group](#). The reports failed to recognise the unique challenges that particular groups of women face in conflict-affected situations. In addition, the 2018 [Independent Progress Study on Youth, Peace and Security](#) noted that little attention has been placed on the gendered drivers of conflict. One of the examples it highlighted was the situation facing young men in Uganda, who, due to high levels of poverty and violent conflict, are unable to afford bride prices. Not being able to marry hinders their transition into adulthood, which leads young men to join the military as a way of recovering their lost sense of masculinity. The report concluded that only through considering masculine identities would peacebuilding approaches be able to address negative stereotypes embedded in gender-inequitable norms and roles.

There are two other important elements which directly impact the UN’s overall gender-responsiveness. These are how gender-sensitivity training is conducted, and the extent to which gender expertise is systematically resourced across the UN, to ensure UN leadership has access to context-specific gender guidance and advice. A [March 2019 International Peace Institute issue brief](#) observed that gender considerations and gendered conflict analysis remain poorly understood including at the senior mission leadership level. It outlined the need for strengthened gender-sensitivity training across the UN and greater investment in senior leadership training. Moreover, despite the emphasis placed on gender expertise in the 2015 reviews, the resourcing of gender advisers and expertise has been inconsistent across peace and security entities and humanitarian agencies. So while the mandates of peace operations have been strengthened by the Security Council in terms of WPS in recent years, to call for stronger and more nuanced gender considerations, reporting and analysis, peace operations themselves are still not adequately resourced to carry out these mandates.

Recommendations:

- **The UN should conduct an assessment of gender and WPS-related trainings and methodologies, and of the inclusion of evidence-based content, across peace and security entities and humanitarian agencies, to assess if and how various types of training efforts lead to stronger gender considerations among senior management, and ultimately what impact these have on decision-making processes and on the consistent operationalization of policies and guidance notes in the field.**
- **Building on the Secretary-General’s 2018 memo for all reports and briefings to include information on gender and gender analysis, the Secretary-General should commit to ensuring all reports in his name include:**

- Robust gender-sensitive conflict analysis which reflects consultations with diverse women’s civil society organizations;
 - Assessment of local and political barriers to women’s participation including those affecting women’s inclusion in informing and implementing protection of civilian strategies, security sector reform, and disarmament, demobilization and reintegration efforts;
 - Examination of how local gender norms, including violent masculinities, are fuelling conflict;
 - Addressing the differentiated needs of women, girls, men and boys; and
 - Information on threats, intimidation and crack-downs on civil society especially women human rights defenders and women’s organizations.
- The UN secretariat should include in its recommendations to the Administrative and Budgetary Committee (5th Committee) and other budgetary processes the need for adequate gender resourcing across personnel and programmatic levels at headquarters, in missions and in country teams, to ensure necessary expertise to implement strengthened WPS commitments and to fulfil Security Council mandated tasks.
 - UN entities should ensure their compliance with the Secretary-General’s target on allocating a minimum of 15 per cent of all peacebuilding funds to gender equality, and report on this data in the Secretary-General’s annual WPS report. UN entities should also ensure that at least 15 per cent of programmatic budgets—including in peacekeeping missions in transition contexts and in CVE programming—is allocated to gender equality and women's empowerment.
 - The Secretary-General and UN leadership should recognize and elevate gender expertise as requiring specialized training and experience with a skill-set to support policy and behaviour change. The UN should develop a strategic approach to supporting and investing in the professionalization of gender advisers and encourage both men and women to pursue this field of work.
 - Peace operations should demonstrably prioritize the systematic recruitment of senior gender advisers and ensure they are located in the office of the Special Representatives. Senior gender advisers should also be systematically appointed to all offices of Special Envoys, as well as to strategic assessment or review teams. Deployment figures should be included as an annex (with explanations for vacant posts) to mission implementation reports to ensure greater transparency on which posts are filled and which remain vacant.
 - UN Leadership should commit to including UN Women, as one of the entities responsible for implementing the WPS agenda, across all high-level and working-level thematic and country-specific meetings and processes relating to peace and security and humanitarian response, where there is capacity to engage. Specifically, UN Women should be granted membership in the Inter-Agency Standing Committee, particularly in light of ongoing challenges to integrate gender perspectives into the humanitarian system. In this context also, UN leadership should further explore mechanisms to strengthen the capacity and resources of UN Women and other agencies to effectively engage, in order to increase their ability to provide timely advice and recommendations to improve the gender-responsiveness of humanitarian planning and response.

Enhancing the Security Council's Informal Expert Group on WPS

In UNSCR 2242 (2015) the Security Council expresses its intention to convene an Informal Expert Group on Women, Peace and Security to facilitate a more systematic approach to Women, Peace and Security within its own work and enable greater oversight and coordination of implementation efforts.

Since its establishment in 2016, the Informal Expert Group (IEG) has been a conduit for strengthened gender-sensitive conflict analysis and more considered women, peace and security implementation discussions among senior mission leadership and Security Council members. The IEG is credited with strengthening WPS considerations in the Central African Republic, the Democratic Republic of Congo, Iraq, Libya and Mali. Attention must now turn to ensuring consistency in how its recommendations are followed-up and incorporated into Security Council decisions..

Further, the IEG should continue to focus on the holistic implementation of the WPS agenda and address all issues relating to women's participation, comprehensive gender mainstreaming and responses, and conflict-related sexual violence (CRSV). Heightened attention solely on CRSV, for instance, would prevent IEG members from being fully briefed on all of the WPS issues pertaining to the country or region under review. Similarly, a narrow focus on accountability for CRSV would also fail to address its root causes as well as its impact on other women's rights, and therefore undercut efforts to comprehensively prevent it. This will also overlook the mutually-reinforcing nature of the different WPS pillars which are crucial for prioritizing women's agency and ensuring protection of their rights.

Recommendations:

- **Ensure reports—including mission implementation reports, and those prepared by Special Representatives, Special Envoys, Humanitarian Coordinators and Resident Coordinators—address the recommendations set out by the IEG as a way of updating the Security Council on progress towards WPS issues identified as priorities via the IEG.**
- **UN Women, as secretariat of the IEG, should identify ways to further facilitate civil society briefings to inform the meetings, including through conducting preparatory meetings with IEG members, and ensure civil society recommendations and analysis are captured in background documentation. During its meeting, the IEG should reflect on civil society statements and recommendations in country-specific meetings of the Security Council.**
- **Expand on the entities invited to brief the IEG to ensure Security Council members are provided with a UN system-wide appraisal of how gender-sensitive strategies are being integrated into country-specific situations. These should include the Counter-Terrorism Directorate (CTED), Office of Counter-Terrorism, Peacebuilding Support Office and humanitarian agencies working in country-specific contexts being considered by the IEG. Whenever information gaps are identified by UN Women during the preparation for the meeting, the co-chairs should notify those entities that they will call on them to give an update or answer specific questions during the meeting.**

- **UN Women, when preparing the background documents ahead of IEG meetings, should draw from the Concluding Observations of the Committee on the Elimination of Discrimination against Women where available, as well as from other relevant Special Procedures and reports. In addition, there should be targeted communication between OHCHR and UN Women to ensure IEG recommendations are integrated into CEDAW meetings.**

Conflict prevention through the promotion of gender equality and women’s rights

In the last two decades, a significant body of peer-reviewed research has concluded that gender equality and the status of women is one of the most reliable indicators for conflict prevention. Recent research has also outlined the crucial role gender equality is having on preventing violent extremism, including most recently the joint [UN-World Bank 2018 Pathways to Peace report on conflict prevention](#). UNSCR 2242 (2015) reaffirms that women’s and girls’ empowerment and gender equality are critical to conflict prevention and broader efforts to maintain international peace and security. In light of this evidence, the promotion of women’s rights and gender equality must be at the forefront of the Secretary-General’s preventative agenda. Senior UN representatives across all settings, therefore have a responsibility to uphold, promote and defend international standards on women’s rights and gender equality, including those relating to women’s sexual and reproductive health rights. Ever since the 1995 Beijing Platform for Action, [UN human rights bodies](#) have specified the need for Member States to provide comprehensive access to sexual and reproductive health services as part of their obligations to eliminate discrimination against women and to ensure women’s right to health and other fundamental human rights.

It is important for UN leaders not only to remain vigilant to attempts to erode international agreements on women’s rights and gender equality, but to also be outspoken when this happens. Central to this is the provision of visible support to women human rights defenders, women peacebuilders and gender non-conforming human rights activists. In November 2018, [a group of UN experts](#) decried the increasing attacks on women human rights defenders and the lack of adequate protection for them, despite these activists being ‘pivotal in promoting sustainable peace’. In [February 2019](#), the UN Special Rapporteur on the situation of human rights defenders found that women human rights defenders are experiencing high and increasing levels of repression and violence. The report concluded that this is exacerbated by the rise of misogynistic, sexist and homophobic speech by political leaders in recent years which is normalizing violence against women human rights defenders, and women and girls overall.

Recommendations:

- **UN leaders in their reports, statements, official meetings with high-level officials and in the context of all peace and political processes must consistently emphasize the necessity of establishing and strengthening institutions, legislation and policies which are grounded on the rule of law, gender equality and respect for women’s human rights, and they must emphasize the political primacy of women’s full and meaningful participation.**
- **UN Resident Coordinators, Humanitarian Coordinators and senior UN officials should emphasize gender equality and women’s rights messages in their discussions with government officials and ministries, and issue statements of condemnation in response to violent rhetoric and crackdowns on civil society including on women human rights defenders. Gender equality should also be prioritized across all UN agencies and**

programmes, including in the UN SDG Cooperation Frameworks, Strategic Results Frameworks, Priority Peacebuilding Plans, Humanitarian Needs Overview and Humanitarian Response Plans and other strategic frameworks.

- UN-led conflict prevention and preventing violent extremism strategies should include gender analysis as a central element, and further strengthen considerations of gender indicators for early warning signs to monitor and respond to anti-women's rights rhetoric; changing local attitudes relating to women's and girls' freedoms, mobility and dress; as well as increasing rates of sexual and gender-based violence.
- UN leaders should call for accountability for crimes perpetrated by all state and non-state actors, and support the documentation, investigation and prosecution of human rights abuses, war crimes, crimes against humanity and genocide, including for sexual and gender-based violations, and against LGBTIQ individuals or those who defy traditional gender norms.
- UN leaders must emphasize that the implementation of the WPS agenda is the responsibility of all Member States, not just those which are conflict-affected or recovering from conflict.
- The promotion of women's human rights by UN leaders must include championing women's access to comprehensive sexual and reproductive health services, financial, natural, economic and political resources and decision-making without discrimination.
- The UN must encourage Member States to stem the flow of small arms and light weapons which exacerbate local conflicts and sexual and gender-based violence, by ratifying and implementing the Arms Trade Treaty and other such international instruments.

About the author of this report

Louise Allen is a global gender, peace and security consultant and an experienced women's rights and women, peace and security advocate. She has worked alongside women, Indigenous and refugee human rights defenders and civil society in Australia, in the Pacific and at the UN both in Geneva and New York. From 2014-September 2018, she was the Executive Director of the New York-based NGO Working Group on Women, Peace and Security. Previously she led the advocacy efforts of Amnesty International Australia for six years, had been the second in charge of the Government Relations and Public Affairs Practice at Hill & Knowlton Australia, an international public affairs and public relations consultancy, and started her professional career as a media adviser for the Queensland State Police Service. Louise has her Masters in International Relations from the University of Sydney, which she graduated with Merit. She is a qualified Lifeline Telephone Crisis Counsellor. She recently joined the board of International Women's Development Agency, an Australian women's rights organisation. Email: allenlouise.a@gmail.com