

# Review of UN Action Against Sexual Violence in Conflict 2007-2012 - Final Report



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Cambridge, UK  
January 2013

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## Acronyms

<b>AoR</b>	Area of Responsibility
<b>ASG</b>	Assistant Secretary General
<b>AU</b>	African Union
<b>BCPR</b>	Bureau for Crisis Prevention and Recovery (UNDP)
<b>BiH</b>	Bosnia and Herzegovina
<b>BINUCA</b>	United Nations Integrated Peacebuilding Mission in the Central African Republic
<b>CAAC</b>	Children and Armed Conflict
<b>CAR</b>	Central African Republic
<b>CPU</b>	Child Protection Unit
<b>CRSV</b>	Conflict-Related Sexual Violence
<b>DDR</b>	Disarmament, Demobilisation and Reintegration
<b>DFS</b>	Department of Field Support (in UN DPKO)
<b>DRC</b>	Democratic Republic of Congo
<b>DTRC</b>	Dialogue, Truth and Reconciliation Commission
<b>GBV</b>	Gender-Based Violence
<b>GBVIMS</b>	Gender-Based Violence Information Management System
<b>GenCap</b>	Gender Standby Capacity Project
<b>HQ</b>	Headquarters
<b>IASC</b>	Inter-Agency Standing Committee
<b>ICC</b>	International Criminal Court
<b>IDPs</b>	Internally Displaced Persons
<b>IGAD</b>	Intergovernmental Authority on Development
<b>IHL</b>	International Humanitarian Law
<b>IRC</b>	International Rescue Committee
<b>JPO</b>	Junior Professional Officer
<b>LRA</b>	Lord's Resistance Army
<b>MARA</b>	Monitoring Analysis and Reporting Arrangements
<b>MONUSCO</b>	United Nations Organization Stabilization Mission in the Democratic Republic of Congo
<b>MRM</b>	Monitoring and Reporting Mechanism
<b>MSA</b>	Multi-Sectoral Assistance
<b>NGOWG</b>	NGO Working Group on Women, Peace and Security

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<b>NSAGs</b>	Non-State Armed Groups
<b>OHCHR</b>	Office of the High Commissioner for Human Rights
<b>OLA</b>	Office of Legal Affairs
<b>Op. Para.</b>	Operational Paragraph (of Security Council Resolutions)
<b>OSRSG SVC</b>	Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict
<b>PBF</b>	Peacebuilding Fund
<b>PBSO</b>	Peacebuilding Support Office
<b>PoC</b>	Protection of Civilians
<b>RC/HC</b>	UN Resident Coordinator/ Humanitarian Coordinator
<b>RoLCRG</b>	Rule of Law Coordination and Resource Group
<b>RMC</b>	Resource Management Committee
<b>SBTM</b>	Scenario-based training modules for UN military personnel on the specifics of preventing and responding to sexual violence
<b>SCR</b>	Security Council Resolution
<b>SGBV</b>	Sexual and Gender-Based Violence
<b>SSD</b>	Security Sector Development
<b>SSR</b>	Security Sector Reform
<b>SV</b>	Sexual Violence
<b>SVC</b>	Sexual Violence in Conflict
<b>TCC</b>	Troop Contributing Countries
<b>TOE-ROL</b>	Team of Experts – Rule of Law
<b>UN ACTION</b>	UN Action Against Sexual Violence in Conflict
<b>UNAIDS</b>	Joint United Nations Programme on HIV/AIDS
<b>UNAMID</b>	African Union/United Nations Hybrid Mission in Darfur
<b>UNAMSIL</b>	United Nations Mission in Sierra Leone
<b>UNCT</b>	United Nations Country Team
<b>UN DPA</b>	United Nations Department of Political Affairs
<b>UNFPA</b>	United Nations Population Fund
<b>UN DPKO</b>	United Nations Department of Peacekeeping Operations
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>UNIPSIL</b>	United Nations Integrated Peacebuilding Office in Sierra Leone
<b>UNMIL</b>	United Nations Mission in Liberia

<b>UNMISS</b>	United Nations Mission in the Republic of South Sudan
<b>UN OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>UNOCI</b>	United Nations Operation in Côte d'Ivoire
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNPOL</b>	United Nations Police
<b>UN WOMEN</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNiTE</b>	United Nations Secretary-General's Campaign to End Violence Against Women
<b>USD</b>	U.S. Dollar
<b>USG</b>	Under Secretary-General
<b>ToR</b>	Terms of Reference
<b>VAW</b>	Violence Against Women
<b>WHO</b>	World Health Organisation
<b>WPAs</b>	Women Protection Advisers

## Acknowledgements

This Review owes much to UN staff at Headquarters in Geneva and New York and in the Focus Countries who gave of their time for interviews and Focus Group Discussions as well as completing the Country-Level Surveys. The openness and participation of former UN officials who were involved in setting up the network and now have moved on to other positions were invaluable in setting out the trajectory of UN Action. Former Chairs and Co-Chairs provided rich background; their recollections and reflections were inspiring and helpful in mapping out the trajectory of idealism and action. Thank you to Kathleen Cravero (now President of the Oak Foundation) Hilde Johnson (now SRSG in South Sudan) and Izumi Nakamitsu (now Director, Asia and Middle East Division, UN DPKO). I also wish to mention in this context the very helpful inputs and participation of the first and former Coordinator of the UN Action Secretariat, Gillian Holmes.

I am grateful to the newly-appointed SRSG Zainab Bangura who, recently arrived in office kindly gave of her time and encouragement to the Review. Former SRSG Margot Wallström was involved in setting the Review in train and shared readily the lessons from her experience. For this I am very thankful. I wish also to express appreciation to Tonderai Chikuhwa of the Office of the SRSG for providing an important link and perspective between the OSRSG and UN Action in the course of this Review.

A very special thank you is owed to Simona Pari, a UN Action consultant then based in Guinea, who provided key support in conducting some of the country level interviews for the Democratic Republic of Congo and Côte d'Ivoire as well as helping to prepare the French version of the on-line survey and assisting with the Review's approach to country level analysis. Her advice and support have been invaluable. Christine Heckmann of the UN Action Secretariat in New York provided core organisational support to the Review –organising meetings and schedules, supporting Focus Groups, gathering documentation and drafting Summary Notes. Her professionalism and efficiency ensured the success of the Review missions. Deep appreciation is owed to Letitia Anderson, *Ad Interim* Coordinator of UN Action and Policy Officer, for her inexhaustible institutional memory of UN Action and her invaluable strategic and operational overview and understanding of all the elements of the network. Few reviewers are fortunate enough to have such a resource to call upon.

I wish to thank Kate Burns (OCHA) as Chair of the Steering Group for guiding the complex and ambitious scope of this Review. I would also like to express my appreciation to the members of the Steering Group as well as the wider set of UN Action focal points for their participation and guidance throughout and in particular, Mendy Marsh of UNICEF as manager of the organisational side of this Review. Ana Petryk of UNICEF provided administrative support on contract issues and travel which was much appreciated.

I am particularly grateful to Pam de Largy in Khartoum, Yael Banaji in Kinshasa, and Gladys Atinga in Bangui for their active engagement in mobilising country level participation. Rose Mutayiza from UNAMID in Sudan deserves a special mention for going the extra mile to ensure government and NGO representatives at State level could participate in the on-line survey by providing outreach through interviews with respondents in completing the survey off-line. I am also grateful to donor and NGO representatives at international and country level who shared their views and experiences and demonstrated strong support and strategic engagement with the challenges and opportunities for the CRSV agenda. A particular mention goes to the NGOWG in New York who kindly organised a dedicated focus group with its members to contribute to the Review.

I would like to thank Dr. Sophie Turenne and Mae Clarke for important support to translation and formatting issues for the report. The cover photo is courtesy of the Stop Rape Now Campaign of UN Action.

## EXECUTIVE SUMMARY (Including Matrix of Recommendations)

### Origins and Approach of the Review

UN Action was established in March 2007 and is a network of 13 United Nations entities to provide system-wide coordination on prevention and response to conflict-related sexual violence (CRSV). This Review was conducted over the period July 2012 to January 2013. The Terms of Reference were wide-ranging and centred on the question of how successful, effective and efficient is UN Action in ensuring effective coordination across the participating entities, at both international and national levels, in relation to conflict related sexual violence? The Inception Report of July 2012 converted the key Review Questions into 8 areas of enquiry for the research phase: Global mobilisation and policy change related to CRSV; Organisational evolution and effectiveness; Implementing the 3 Pillars of UN Action (advocating for action; country level action; knowledge generation); Comparative analysis with other mechanisms for system-wide coordination; Country-level mobilisation and change related to CRSV; Focus and performance of the UN Action Multi-Partner Trust Fund (MPTF); NGO Engagement; and, the future strategic direction of UN Action as a cross-cutting issue.

A 'theory of change' for UN Action was surfaced from early scoping work and interviews to be tested across these areas of enquiry during the Review and to inform considerations of the future strategic direction of the network. It stated *'that improved and effective UN coordination and advocacy across a range of UN entities will enhance understanding, policy and mandate, response and prevention of conflict related sexual violence (CRSV) at international and national levels'*. The focus of the Review is on the Network and the 'additionality' of the network to the UN beyond the individual and on-going work and resources of the 13 member entities who through their mandates work on conflict-related sexual violence in different ways and to greater and lesser extent.

The mixed methods adopted for the Review included documentation review, structured interviews, focus group discussions, development of Country Profiles including development of an on-line Country-Level Survey, a desk-top review of a cross-section of MPTF projects, Review Missions to New York and Geneva, and a Validation Roundtable to 'workshop' the indicative findings. Over 82 interviews were undertaken in person or by telephone and skype. Country level interviews were drawn from the Central African Republic, Colombia, Côte d'Ivoire, Democratic Republic of the Congo, Liberia, Sudan (Darfur) and South Sudan. NGO representatives and donors were among the participants interviewed as well as government officials. Four (4) Focus Group Discussions were facilitated during the mission to New York.

The Review developed Country Profiles for the eight (8) priority countries of UN Action; the Democratic Republic of the Congo, Côte d'Ivoire, Bosnia and Herzegovina, Central African Republic, Colombia, Liberia, Sudan (Darfur) and South Sudan. They map out trends in terms of the impact of the UN Action agenda and Network at the national level and identify strategic entry points for UN Action to add value at the country level. A pool of 56 survey responses was generated from the 8 priority countries through the design and use of an on-line survey.

### Main findings of the Review of UN Action 2007-2012

If unique means that peers, critics and a wider field of practitioners and actors acknowledge the uncommon achievements of a new network then, by any measure of this Review, UN Action has proven itself to be a uniquely well-structured, rapidly-mobilised, visible and effective mechanism in providing a global platform for advocacy, accountability and coordination of UN commitments and actions to work as one in addressing conflict-related sexual violence.

### **Achievements**

- Established within a very short timeframe a credible and effective UN system-wide mechanism of coordination at the global level for CRSV with wide-ranging policy and operational reach that incorporates the mandates of a range of UN entities; this rapid mobilisation and establishment of a mechanism for UN accountability and coordination included a Steering Committee, Focal Points and a small Secretariat.
- Drove and assisted global normative and policy change on sexual violence in conflict that culminated in a series of historic UN Security Council Resolutions – 1820 (2008), 1888 (2009), and 1960 (2010) - that have been followed up by annual reports of the Secretary-General to the Security Council as well as the integration of conflict-related sexual violence into mandates and reporting of relevant UN missions.
- Established an annual strategic planning process at Focal Point level that developed 3 pillars of work (i) advocating for action (ii) country level action (iii) knowledge generation, and delivered results in terms of campaigns and outreach, critical strategic capacity and support to UN Missions and Country Teams including in the Democratic Republic of Congo, Liberia and Côte d'Ivoire, and incubating tools, training and guidance on conflict-related sexual violence.
- Gained high visibility and impact particularly at the international level in framing substantive debates.
- Built alliances and support from stakeholders, mobilising critical funds from innovative donors who took the risk of making the agenda work; organised annual donor meetings that were a forum for genuine policy dialogue and 'friends of' type political as well as financial support to the issue and the network.
- Established the UN Action Multi Partner Trust Fund (MPTF) as an effective and efficient vehicle for coordinating donor support, creating incentives for collaborative working among UN entities, and promoting sexual violence in conflict as an issue of One UN.
- Lobbied successfully for a dedicated SRSO on Sexual Violence in Conflict and experimented with governance and leadership formats in moving from founding Chair to Co-Chairs and then to the SRSO SVC in 2010.

These achievements were driven by the vision of a network not just for information-sharing and discussion but a working network with higher-level activities such as joint work plans, strategic planning, missions, and management of associated projects. This vision was supported by a small Secretariat to support and drive the work of the network and ensure implementation and progress thus adding real value to individual member efforts.

The 'Factors for Success' identified by the Review include: The strong inclusive leadership of Kathleen Cravero of UNDP in establishing the network; The interest and backing of the UN Secretary-General Ban Ki-Moon; The commitment and passion of a core group of women and men from across the UN entities who were able to look beyond inter-agency competition and individual mandates to come together around sexual violence in conflict as an issue; The effectiveness and productivity of a small focused Secretariat with a strong coordinator to drive forward and structure the work; The productive phase under the Co-Chairs (Hilde Johnson of UNICEF and Izumi Nakamitsu of DPKO) during which time the operational aspects were driven forward and a dedicated SRSO was appointed as a permanent Chair for UN Action; The timing in terms of traction on the issue among a group of actors including the US and other Member States of the UN, NGOs, diplomats, activists from around the world, media coverage, and celebrity endorsement; and, the critical support from entrepreneurial donors, in political and financial terms, who backed an issue that was

not yet popular and supported the development of the agenda itself at the United Nations – Norway, Sweden and Finland stand out in this regard.

### ***Challenges and Opportunities***

Looking forward, the core findings and recommendations refer to the following issues

- ✓ Supporting a significant lift to the country level support pillar of work by UN Action in adding value to and working with UN operations and field presences to Deliver as One in prevention and response to CRSV. This is driven by the *ad hoc* experience and impact of previous catalytic efforts that require momentum for greater reach and impact. It is also driven by the momentum of the operational provisions of the SCRs 1888 and 1960 with the implementation of the Monitoring, Analysis and Reporting Arrangements (MARA) and the deployment of the Women Protection Advisers (WPAs). It is guided by UN Action's original objectives and still relevant theory of change that seek both global and national level impact. It is underpinned by a more strategic use of the MPTF to enable impact at the country level through enhanced UN coordination and coherence.
- ✓ Enabling the organisational effectiveness of UN Action in light of the changes to the UN architecture for CRSV since 2010 (under SCR 1888 (2009)) that led to the appointment of the SRSR SVC and the establishment of the Team of Experts-Rule of Law. The transition period has been challenging in bedding down the new arrangements and was compounded in 2012 by the departure of the previous SRSR SVC and the Coordinator of the network. At this juncture there is a need for high-level discussion and clarification of roles, functions and responsibilities across UN Action and the OSRSR to ensure the whole is greater than the sum of its parts; this includes a call for urgently bringing the UN Action Secretariat back to full strength with a Coordinator and adding a post to support the strategic lift called for by this Review in terms of the country level action pillar of UN Action's work.
- ✓ Integrating the strategic planning process of UN Action to promote joined-up and well-sequenced actions by the SRSR SVC, Team of Experts and the UN Action pillars of work; this includes concentration on an updated set of priority countries and emerging situations of concern to be agreed by the Steering Committee and based on clear criteria. UN missions and UNCTs of listed countries need to be on board in shaping the support required.
- ✓ Shifting the external advocacy work of the network more fully to the OSRSR to support the SRSR's high-level advocacy and public engagement roles; this includes the high quality website, social media tools and campaign products for Stop Rape Now that is a pillar in the Secretary-General's UNiTE campaign to end violence against women.
- ✓ Deepening internal advocacy to enhance understanding, ownership and accountability throughout the UN for implementing the Security Council Resolutions and improving prevention and response to CRSV; this arises from the rapid evolution of the policy framework and the strong findings of the Review in terms of weak understanding and take up of the agenda despite global policy successes.
- ✓ Moving from incubation to systematic roll-out for knowledge products, tools and training that have been developed and tested through the network.
- ✓ CRSV is seen now as an important and high-visibility agenda. This is welcome but also brings new challenges in terms of the proliferation of new actors and initiatives including the UK, Canada, and the Nobel Women's Initiative. This will require strong policy coordination and partnerships to

ensure that the focus remains on *implementing* the hard-won global framework on CRSV that has been developed and agreed.

- ✓ The need for the network to formalise its relationship with the range of NGO actors that it currently engages with on an *ad hoc* basis.
- ✓ The main implication of the Review regarding the MPTF is that it needs to be considered as a significant asset for the network and for advancing the work of the UN on CRSV, and it could be more strategically used in terms of giving greater lift to country level support by UN Action. In addition, aspects of MPTF governance might be tightened by adding an external member to the Resource Management Committee in the form of a donor representative. This is also linked to the dissipation of resource mobilisation and partnership efforts with the departure of the Coordinator as well as the potential for fragmentation as the Team of Experts raises funds through its own window of the Fund supported by UN Action. This requires an integrated resource mobilisation and partnerships strategy across UN Action, OSRSG and the Team of Experts. The revival of the very successful annual donor meetings chaired by the SRSG SVC is called for.

### Future Strategic Direction of UN Action

The Review went through various phases in gathering feedback and exploring the strategic direction of UN Action with respondents. Three options emerged with varied degrees of support.

1. Disband the UN Action network and celebrate the success of policy and advocacy in particular
2. Scale back the UN Action network to be a light-touch system-wide coordination mechanism largely for information-sharing and consultation by the SRSG SVC on reports for the Security Council
3. Build upon the past 5 years of policy gains and strategic programming of UN Action as a network allied to the MPTF and move into a new phase of commitment to accelerate the roll out the UNSCRs and their operational implications in a selected group of countries and situations. This means up-scaling the pilot and catalytic actions of recent years and identifying theories of change and anticipated impacts in a number of areas where UN Action can add value to UN presences in the field.

Option 1 tested the 'nuclear option' of calling for UN Action to be wound up and to simply record the achievements. This arose from the sense of frustration, fatigue and even disillusionment in some of the feedback including from senior figures working on the issue of conflict-related sexual violence. This can be summarised as the view that 'UN Action has served its purpose and that unless it energised the continued focus it should be disbanded and that the appointment of an SRSG was an end in itself and had been achieved.' There was very little appetite for this option in the final analysis even amongst the frustrated but it was a very useful test to uncover what concerns lay behind.

Option 2 gave consideration to the fact that any SRSG SVC would require a system-wide coordination or convening platform as is the case for other critical issue areas. There were respondents who thought that this should be considered with reference to the SRSG Children and Armed Conflict. However, the prior existence and achievements of UN Action as a substantive coordination network is a tremendous asset for the SRSG SVC and provides a platform that extends beyond Task Force activities and impact. The conclusion of the Review is that the Theory of Change surfaced from UN Action and set out at the beginning of the Review remains relevant and valid in defining the mission of the network and needs to be pushed through in terms of impact at the country level.

The Recommendations therefore tend around Option 3 as the preferred option on the balance of interviews, research and analysis, and are set out below. In order to consider these recommendations and decide how to respond to them the Steering Committee of UN Action with the guidance of the Chair needs to address some fundamental conditions that will be required for the continued existence, role and effectiveness of UN Action.

- (i) A consensus by all members to re-mandate the UN Action network with an explicit statement of a theory of change and intended impact. Furthermore that this re-mandating discussion will set out the agreed scope of work that UN Action will address in the areas of advocacy, country level action and knowledge generation over next 5 years.
- (ii) High level discussion and deliberation on the relative roles, functions and responsibilities of the OSRSG and UN Action (particularly at level of the Focal Point group and the UN Action Secretariat) to promote improved collaboration and optimal use of resources in ensuring organisational effectiveness of the arrangements that have evolved since 2010.
- (iii) Consideration will also need to be given to the political and financial support of Member States to the future strategic direction of UN Action and the use and impact of the MPTF; resource mobilisation will be a critical role for the new Coordinator of UN Action to ensure future plans can be implemented.

#### Matrix of Recommendations

This Matrix summarises the main recommendations from the report; in terms of implementation reference needs to be made to the fuller text of the Recommendations in Chapter 10 of the Final Report.

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
<p><b>UN Action Organisational Effectiveness</b></p> <p>1. To consider re-mandating the UN Action network with an explicit statement of updated objectives and intended impact; also, set out the agreed scope of work for UN Action on the pillars of advocacy, country level action and knowledge generation.</p>	<p><b>Steering Committee with guidance of SRSB SVC</b></p>	<p><b>Immediate</b></p>
<p>2. To debate and clarify the functions, roles and responsibilities between the different parts of the enhanced UN architecture for CRSV; the OSRSG, the Team of Experts -Rule of Law, the Steering Committee, the Focal Points Group, and the UN Action Secretariat.</p>	<p><b>Steering Committee with guidance of SRSB SVC</b></p>	<p><b>Immediate</b></p>
<p>3. Functions of the Steering Committee to be formally set out. Terms of Reference to guide the role and work of Focal Points and group. Meeting agendas to be focused in terms of dedicated and prepared discussions.</p>	<p><b>UN Action Secretariat UN Action Focal Point Group in consultation with Steering Committee members.</b></p>	<p><b>0-2 months</b></p>
<p>4. One UN Action Steering Committee meeting annually to involve the Head of Entities or a similar</p>	<p><b>UN Action Secretariat and the OSRSG</b></p>	<p><b>0-12 month</b></p>

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
format devised for high-level consultation.		
5. UN Action to extend its strategic planning horizon from 1-2 year to 3-5 years so that enhanced support and focus at country level can gain traction and momentum.	<b>UN Action Focal Points UN Action Secretariat</b>	<b>0-4 months</b>
6. UN Action strategic planning process to formalise planning links with the Team of Experts-Rule of Law and the priorities and plans of the SRSG.	<b>UN Action Secretariat with ToE-RoL and OSRSG</b>	<b>0-4 months</b>
<b>GBV AoR</b> 7. The platforms of UN Action and GBV AoR to identify areas where the GBV AoR agenda intersects with the CRSV agenda for specific, relevant actions and areas of cooperation to be identified and taken forward.	<b>UN Action Secretariat with GBV AoR co-leads (who are also Focal Points of UN Action)</b>	<b>0-12 months</b>
<b>UN Action Secretariat</b> 8. The vacant post of Co-ordinator to be filled at P5/D1 level as a matter of urgency to bring the Secretariat back to core strength.	<b>UN Action Focal Point group with UN Action Secretariat</b>	<b>Immediate</b>
9. Updated Terms of Reference for the Secretariat and the existing posts of Coordinator, Policy Officer and Programme Assistant to be developed based on actual tasks and workloads. Some re-profiling might be required based on other recommendations here.	<b>UN Action Focal Point group with UN Action Secretariat</b>	<b>0-3 months</b>
10. The recruitment of a country level support professional at the P4 level to support the Coordinator in taking forward a bolder country level support strategy by UN Action called for by this Review.	<b>UN Action Focal Point group with UN Action Secretariat</b>	<b>0-3 months</b>
11. Further consultant support or inputs should be considered by UN Action on a case-by-case basis.	<b>UN Action Secretariat</b>	<b>On-Going</b>
<b>Priority Countries and Situations of Concern</b> 12. UN Action to set out an updated list of priority countries and emerging situations where efforts will be concentrated in the next 1-3-5 years while allowing for emergency situations that may occur and require response.	<b>UN Action Steering Committee</b>	<b>0-5 months</b>
13. Organise a set of dedicated priority country meetings by UN Action Focal Points with OSRSG	<b>UN Action Secretariat</b>	<b>0-5 months</b>

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
and relevant UN Missions and UNCTs.		
14. A clear package of country level support to be developed so that UN Missions and Country Teams in Priority Countries know what to expect from UN Action and the MPTF.	<b>UN Action Steering Committee with support of Focal Points and UN Action Secretariat</b>	<b>On-going</b>
15. UN Action to develop a network protocol for mobilising in response to early warning and emerging situations.	<b>UN Action Focal Point group with UN Action Secretariat</b>	<b>0-4 months</b>
<p><b>UN Action and Country Level Support</b></p> <p>16. Based on the Recommendations 17-23 to discuss and decide most appropriate forms for country level actions by UN Action to take forward in the context of agreeing and setting out the parameters of UN Action in the re-mandating of the network.</p> <p>Recs 3,5,6,8,10,12-15, 30 and 34 also directly relevant here.</p>	<p><b>Steering Committee with guidance of SRSB SVC</b></p> <p><b>Prepared by Focal Points and UN Action Secretariat</b></p>	<b>0-3 months</b>
17. UN Action to develop enhanced country-level support strategies to guide a significant, sequenced and sustained series of actions and engagement by the network through its pillar of country level action.	<p><b>UN Action Steering Committee</b></p> <p><b>Prepared by UN Action Secretariat with Focal Points group and UN presences at country level; with reference to OSRSB and ToE-RoL</b></p>	<b>On-going</b>
18. Priority setting and strategies to take account of those situations where operational provisions of SCR 1960 are relevant - MARA, WPAs and dialogue with listed parties.	<b>As above</b>	<b>On-going</b>
19. Priority setting and strategies to take account of roll-out of critical tools and practices for CRSV prevention and response that have been incubated by UN Action with support of the MPTF.	<b>As above</b>	<b>On-going</b>
20. The practice of joint missions by UN Action should be systematically applied. A schedule of missions (some of which could be timed to accompany or follow on from a visit of the SRSB SVC) to key countries to be considered to identify and shape	<p><b>UN Action Secretariat</b></p> <p><b>UN Action Focal Point group</b></p>	<b>On-going</b>

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
support requested from UN Action and the MPTF.		
21. Consideration needs to be given to providing more systematic support in priority countries to functions of strategic planning and resource mobilisation related to CRSV work.	<b>UN Action Focal Point group with UN Action Secretariat</b>	<b>0-5 months</b>
22. There are relevant cross border issues of CRSV that UN Action needs to take into greater account. It is well-placed to ensure a global and regional dimension to CRSV as well as encouraging operational learning from one scenario to another.	<b>Steering Committee with guidance of SRSG SVC ; Support of UN Action Focal Point group and UN Action Secretariat</b>	<b>On-going</b>
23. UN Action to promote more opportunities for bringing front-line staff to shared training and learning events on CRSV as part of operational learning.	<b>UN Action Focal Point group with UN Action Secretariat</b>	
<b>Democratic Republic of Congo</b> 24. A UN Action field mission is strongly advised as a matter of importance to investigate challenges and take actions with respect to the Sexual Violence Unit and the coordination of the National Strategy from the UN side in the Democratic Republic of Congo.	<b>Steering Committee and Chair/ SRSG</b>	<b>Immediate</b>
<b>External Advocacy</b> 25. To decide how best the high-quality advocacy platform of the Stop Rape Now campaign can be taken forward to support the SRSG SVC advocacy role and to structure how this will be maintained and developed as an area of work by the UN Action Secretariat and the OSRSG.	<b>SRSG SVC and OSRSG UN Action Secretariat Relevant UN Action Focal Points</b>	<b>1-6 months</b>
26. Continue on-going outreach work of UN Action to maintain and deepen relations with donors and NGOs in particular and conducting briefings as requested. This should seek to engage the non-like-minded too in addressing new constituencies.	<b>UN Action Secretariat</b>	<b>On-going</b>
<b>Donor Engagement</b> 27. UN Action to consult and develop resource mobilisation and partnerships plan with OSRSG and ToE-RoL to pre-empt fragmentation of efforts. Urgent recruitment of the vacant Coordinator position should revive this area of work to include	<b>UN Action Secretariat OSRSG Team of Experts – Rule of Law</b>	<b>0-9 months</b>

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
lapsed successful practice of an Annual UN Action Donor meeting co-chaired by the SRSG with one of the donor leads.		
<p><b>NGO Engagement</b></p> <p>28. To formalise engagement with NGOs. Consideration to be given to the OSRSG CAAC model of ‘advisory council’ and/or at least one formal annual meeting with an invited list of NGOs drawn from the relevant constituencies.</p>	<p><b>UN Action Secretariat in consultation with OSRSG and with NGO interlocutors</b></p>	<p><b>0-6 months</b></p>
<p><b>Internal Advocacy</b></p> <p>29. To develop Internal Advocacy Strategy that can drive the implementation of the policy framework on CRSV and enable the ownership and accountability of the UN. Strategy to be developed with member entities, country presences and seek the inputs and guidance of the SRSG and her Office.</p>	<p><b>UN Action Secretariat</b> <b>UN Action Focal Points</b></p>	<p><b>0-5 months</b></p>
<p>30. UN Action to make fullest use of its Chair, and arm her with information and requests to raise issues or situations with heads of entities or mission leadership teams, and to empower the staff in those entities, UNCTs and missions who are seeking to push this issue up the agenda of their home entities while participating in the network.</p>	<p><b>Steering Committee</b> <b>SRSG SVC</b> <b>UN Action Focal Points</b> <b>UN Action Secretariat</b></p>	<p><b>On-going</b></p>
<p>31. As part of the Internal Advocacy Strategy the role of the Steering Committee to provide leadership and advocacy within the members <i>own</i> entities on CRSV and on participation in UN Action needs strengthening.</p>	<p><b>Steering Committee</b> <b>UN Action Focal Points</b> <b>UN Action Secretariat</b></p>	<p><b>0-5 months</b></p>
<p>32. To address emerging need for support to ensure the UN presences at country, cross-border and regional level are consulted as to how dialogue with parties on protection and prevention of CRSV will be taken forward.</p>	<p><b>UN Action Secretariat</b> <b>UN Action Focal Points</b> <b>OSRSG</b></p>	<p><b>0-6 months</b></p>
<p>33. UN Women should be invited to co-lead the Advocacy pillar work with the UN Action Secretariat.</p>	<p><b>UN Action Focal Points; UN Action Secretariat</b></p>	
<p><b>The MPTF</b></p> <p>34. The MPTF to be used in as strategic a manner as possible to grow the reach and impact of the</p>	<p><b>Steering Committee</b> <b>UN Action Secretariat</b></p>	<p><b>On-going</b></p>

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
current portfolio and UN Action Strategic Framework, as well as supporting a focused phase of enhanced country-level support.	RMC	
35. The MPTF to actively encourage more country-level applications for joint actions that reinforce and add value to existing country efforts and that fall within the scope of actions for UN Action and the MPTF.	RMC UN Action Secretariat	On-going
36. To define MPTF guidance on possible use of funds in emerging or emergency situations that may not feature in the work plans of the Strategic Framework managed by Focal Points and the UN Action Secretariat. This would seek to ensure compliance with purposes of funds as set out in terms of reference of the MPTF.	UN Action Secretariat RMC MPTF Office	0-6 months
37. Important role of the UN Action Secretariat in terms of vetting, quality control and compliance checks with the remit of the MPTF needs to be reinforced; appointment of Coordinator should help.	UN Action Secretariat UN Action Focal Points	0-3 months
38. To consider inviting a donor representative as member of the RMC to strengthen the internal governance and promote donor engagement.	UN Action Steering Committee RMC	0-3 Months
39. In cases of unusual delays or disputed applications it could be considered that a member of the Steering Committee is requested to be involved to set out constructive and transparent steps that can be taken. This links to the Steering Committee's oversight of the MPTF.	UN Action Steering Committee RMC	0-3 Months
<b>Knowledge Building</b> 40. UN Action to roll out key knowledge products and training it has developed so as to extend their operational usefulness and impact by organising collective sign off by the network for final products so that shared ownership drives the roll-out.	UN Action Focal Points UN Action Secretariat	0-6 months
41. To consider scaling up the training and dissemination activities for the Analytical Inventory of Peacekeeping Practices and its associated Scenario-Based Training Module with a	As above	As above

RECOMMENDATION	RESPONSIBLE FOR ACTION	TIMELINE FOR ACTION
new project funded through the MPTF.		
42. To revise and update existing briefing notes/ practice notes that serve both advocacy and improving practice objectives of the network, with new dissemination efforts. (This could be part of Internal Advocacy work)	<b>As above</b>	<b>0-12 months</b>
43. To review outcomes of the Research Agenda work that was led by WHO on behalf of UN Action and consider what elements could appropriately and feasibly be taken forward by the network. Also, to consider sharing this work as a focus for discussion by a range of actors working on CRSV who have comparative advantages in taking forward some of the actions and research in increasing prevention and response to CRSV.	<b>UN Action Focal Points</b> <b>UN Action Secretariat</b>	<b>0-9 months</b>
<b>Data Coordination</b> 44. To consider putting in place a robust and simple overview system to address the problematic issue of data coordination on CRSV.	<b>UN Action Steering Committee</b> <b>UN Action Focal Points</b> <b>UN Action Secretariat</b>	<b>0-6 months</b>
45. To support longer-term needs of enhancing the overall quality of technical and field expertise on CRSV and developing the cadre of professionals envisaged by the Women Protection Advisers. Review of training and capacity building by UN Action in early 2012 should assist this effort.	<b>UN Action Secretariat and UN Action Focal Points in consultation with relevant capacity building initiatives across the UN</b>	<b>On-going</b>



## 1. INTRODUCTION: CONTEXT OF THE REVIEW

### 1.1 PURPOSE AND FOCUS OF THE REVIEW

UN Action was established in March 2007 and is a network of 13 United Nations entities to provide system-wide coordination on prevention and response to conflict-related sexual violence (CRSV)<sup>1</sup>. During the second half of 2012 the network commissioned this Review to provide a pause for reflection on its evolution and trajectory as an issue-based network for UN system-wide coordination. This Review seeks to contribute to UN Action accountability in terms of examining progress made over the past 5 years, to learning in terms of taking stock of lessons learned, good practices and challenges, and to improvement in terms of providing forward-looking recommendations on the strategic direction of the network over the next 5 years.

The Terms of Reference (Annex 1) states that: 'The overall objective of the Review is to take stock of UN Action's achievements and examine past and current challenges and opportunities faced in its action against conflict-related sexual violence. The Review will also examine the functions, objectives, and structure of UN Action and its relations with other relevant parts of the UN system, as well as with governments and international and local non-governmental organizations (NGOs)'. The key question formulated for the Review is, *How successful, effective and efficient is UN Action in ensuring effective coordination across the participating entities, at both international and national levels, in relation to conflict-related sexual violence?*

An Inception Report submitted at the end of July 2012 (Annex 6) set out the full response to the Terms of Reference by the consultant and outlined the methodological approach. In summary, it converted the key Review Questions into 8 *areas of enquiry* for the research phase:

1. Organisational evolution and effectiveness
2. Comparative Analysis with other UN mechanisms for system-wide coordination
3. Global Mobilisation and Policy Change related to CRSV
4. Implementing the 3 Pillars of UN Action (Advocating for action; Country level action; Knowledge generation)
5. Country-Level Mobilisation and Change related to CRSV
6. Focus and Performance of the MPTF
7. NGO Engagement
8. Future Strategic Direction of UN Action (a cross-cutting issue)

The Inception Report also highlighted particular considerations for understanding performance and impact of a system-wide network addressing a particular theme in conflict-affected environments. These included:

- Tailoring 'impact' for networks to include issues of trust, participation, and leveraging joint action
- Focus on linkages of global and national level change and linkages across sectors/mandates in addressing coherence and coordination
- Drawing on 'theory of change' work of conflict prevention and peacebuilding to inform the understanding of influence and impact of UN Action
- Understanding 'contribution' as distinct from 'attribution' as the basis of impact in conflict-affected situations and global policy settings where there are many actors and factors in play

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<sup>1</sup> Since January 2012, Conflict-Related Sexual Violence (CRSV) is the accepted analytical framework for discussing and framing UN Security Council Resolution 1820 (2008) and its successor resolutions 1888(2009) and 1960 (2011). The term is used throughout this Review and is also used interchangeably with the term Sexual Violence in Conflict (SVC) that preceded it.

These considerations are good practice for evaluation and review building on the basis of the OECD DAC criteria. However, at all stages of the Review it remained important to remind and reassure stakeholders and participants that this was **not** an evaluation but that it sought to establish an overview of the trajectory of UN Action as a network dedicated to combating sexual violence in conflict over the period 2007-2012. The focus is on the network and the additionality of the network to the UN beyond the individual and on-going work and resources of the 13 member entities who through their mandates work on SVC in different ways and to greater and lesser extent.

## 1.2 METHODOLOGY AND WORK OF THE REVIEW

The mixed methods adopted for the Review include documentation review, structured interviews in person and via phone/Skype, focus group discussions, development of Country Profiles including elaboration of an on-line Country-Level Survey, a desk-top review of a cross-section of MPTF projects, Review Missions to New York and Geneva, and a Validation Roundtable to 'workshop' the indicative findings. A Meta Questionnaire (Annex 3) was developed on the basis of the 8 areas of enquiry and used to inform interviews and focus groups.

Some 82 interviews were undertaken across a total of 89 participants; 43 interviews were conducted in person and 39 were conducted by telephone and skype. Country level phone and skype interviews were drawn from Central African Republic, Colombia, Côte d'Ivoire, Democratic Republic of the Congo, Liberia, Sudan (Darfur) and South Sudan. NGO representatives and donors were among the participants interviewed as well as government officials in the DRC and Côte d'Ivoire. Four Focus Group Discussions were facilitated during the Mission to New York with (1) Team of Experts –Rule of Law (2) UN Action Focal Points (3) the NGO Working Group on Women, Peace and Security, and (4) The Office of the SRSVC. Please refer to Annex 2 of the report for full listing of participants.

### 1.2.1 Country Profiles and Surveys

The Review developed Country Profiles for the eight priority countries of UN Action; the Democratic Republic of Congo, Côte d'Ivoire, Bosnia and Herzegovina, Central African Republic, Colombia, Liberia, Sudan (Darfur) and South Sudan. These Profiles are set out in Chapter 9. This approach of generating Country Profiles was considered to be a more useful and informative method of gaining field-level perspectives from the range of Priority Countries over a range of time (2007-2012) than would have been possible in field missions undertaken to one or two priority countries in 2012.

The Country Profiles involved a mix of the following tasks:

- Focused On-Line Survey to key UN officials and staff, main NGO and government interlocutors, as well as key donor representatives
- Structured interviews with key informants in 3-4 of the priority countries
- Desk review of documentation on CRSV and UN Action engagement in given country 2007-2012

They map out trends in terms of the impact of the UN Action agenda and network at the national level. Building on the global platform of Security Council Resolutions (1820, 1888, and 1960) UN Action aimed to enable better coordination of the UN at the country level for preventing and responding to sexual violence in conflict. The Country Profiles look at how the UN (UN Peace Operations, UN Political Missions and UN Country Teams) has taken up and engaged with the sexual violence in conflict agenda in the focus countries.

The scope of the country-level survey included: the changing policy climate at national level in follow up to SCR 1820 (2008) and its successor resolutions; the degree of UN coordination in responding to CRSV at the country level; the role of UN Action at international level in supporting national level efforts; any

knowledge or involvement of the UN Action MPTF in funding initiatives in the focus countries; and, the perceptions of UN and other stakeholders in the evolution of the UN programming and responses over 2007-2012<sup>2</sup>.

Overall, a pool of 56 survey responses was generated from the 8 priority countries and provides a credible sample for the purposes of this Review in terms of discerning issues and trends at the country level across a range of stakeholders. They provide an important avenue of coverage at the country level and have been very helpful in cross-referencing the country level interviews (via telephone and skype) with critical resource persons. Taken together these 2 direct primary sources of information provide rich material for analysis of changes over time in respect of the CRSV agenda, a critical review of the strengths and weakness of the overall response on the ground and in particular the role of the UN Action network and support in that mix. This all contributed to the overarching finding of this Review of a required significant lift in country level focus and support by UN Action in the next phase.

### **1.2.2 Challenges and Caveats**

Undertaking a Review of this scope was always going to be a challenge. The main work was undertaken by the lead consultant although the completion of the tasks would have been impossible without the support and participation of various individuals mentioned in the acknowledgements. The research phase took longer than expected in the original timeline. This was due to the logistical challenge of mobilising and scheduling the wide range of phone/skype interviews globally to ensure good coverage of countries and stakeholders. This process ran parallel with 3 Review Missions in late August to Geneva and in early September and mid-October to New York. This latter mission included the Validation Workshop with UN Action focal points to gather responses and contributions to emerging findings and possible recommendations.

Identifying resource people for interview included deliberate efforts to reach out to officials who had previously worked in the focus countries during 2007-2012. A common challenge for any country level review and a constraint on the usefulness of field assessment missions is the high turnover of staff in conflict-affected countries. In the interviews and surveys due efforts were made to reach out to previous incumbents of key country posts who has moved on.

The rich information gathered from the simultaneous research tasks of missions, interviews, surveys and document review added to the pressures of drafting a complete report that could reflect the complexity of relationships and actions that bind the UN Action network at global and national levels. As a result the final draft of the report was extended to January 2013.

### **1.3 STRUCTURE OF THE REPORT**

The report is lengthy, reflecting the range of themes and relationships set out in the Terms of Reference and the Inception Report. However, I hope that for the reader the use of focused section headings will guide the coverage of this ambitious range of themes.

A deliberate decision was taken to keep the Country Profiles in the main text and not consign them to an Annex or hyperlink that may never be consulted. Given that one of the central messages from this Review is that the future direction, resources and focus of UN Action must be on providing a strategic lift to country level operational and coordination support on conflict-related sexual violence, it is important that the

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<sup>2</sup> Please refer to Annex 5 for an Overview of the survey including country and organisational respondents and to Annex 4 for a sample of the Survey format.

Country Profiles are integral to this Report so as to inform that finding and recommendations for future action.

Chapter 2 sets out the overarching findings of the Review and enables the narrative arc of UN Action over 2007-2012 to be drawn in summary form. This creates the umbrella for more specific analyses of the focus areas of the Review in the subsequent Chapters. Chapters 3 through 8 take a closer look at the core areas of enquiry of the Review in terms of global policy environment, organisational change and effectiveness, implementation of the 3 pillars of activity of the network, the performance of the MPTF, NGO engagement, and comparison with other coordination mechanisms.

Chapter 9 is dedicated to looking at country-level support and draws on the on-line survey and country-level interviews to inform the Country Profiles. These provide an overview of the lessons and challenges for UN Action in making the global to national linkages of translating the new policy framework and mandate at the field level. Chapter 10 takes stock of the possible strategic directions of UN Action that arise from this Review and sets out a list of focused recommendations for consideration by UN Action to take the network forward.

## **2. LOOKING BACK AND LOOKING FORWARD: OVERARCHING FINDINGS OF THE REVIEW**

### **2.1 THE THEORY OF CHANGE FOR UN ACTION**

UN Action needs to know and own its own history and the arc of mobilisation and change that the relatively young network has enabled. There is also the need to look soberly and critically at where lessons can be learned and gaps addressed. The first Strategic Framework in 2007 defined the purpose of UN Action as follows: ‘The purpose of UN Action against Sexual Violence in Conflict is to intensify and better coordinate the work of UN system entities so that they address sexual violence in conflict with greater effectiveness and accountability.’ The structure, objectives and evolution of UN Action since then suggest a ‘theory of change’ along the lines of the following statement that was set out in the Inception Report of this Review:

*‘that improved and effective UN coordination and advocacy across a range of UN entities will enhance understanding, policy and mandate, response and prevention of conflict-related sexual violence (CRSV) at international and national levels’.*

This theory of change for UN Action is informed by the interpretation of the Terms of Reference for the Review, the desk review of documents including Security Council resolutions and reports, and the strategic plans and annual progress reports of UN Action. It was tested throughout the research phase with participants in the Review. The impact of UN action as a platform and a network is therefore established at 2 levels: (i) the first level of action is to establish and enhance UN policy and coordination on CRSV at global level (ii) the second level is improved UN coordination to drive concerted and effective actions to combat CRSV at country level.

The primary ‘agents of change’ for the UN Action are therefore the UN entities themselves; the focus is to enable the UN to get its own house in order on CRSV and to ensure the UN can ‘Deliver as One’ on the ground. These agents of change include: diplomats and mediators; peacekeepers; humanitarian protection and assistance advisers, planners and field staff; human rights lawyers and officers; development assistance planners, advisers and field staff; and, senior bureaucrats and officials notably SRSOs, DSRSGs, RC/HCs and Heads of Units in peace operations and Heads of Agencies in UN Country Teams. This core constituency of UN Action extends across the diverse mandates of the UN entities in conflict-affected and post-conflict situations.

The associated agents of change or more correctly the 'broader constituency for change' related to CRSV that the UN seeks to mobilise and partner with include,

- the UN Security Council and its Member States,
- Governments and Donors, that are also UN Member States who have been champions on the issue
- National Governments in UN Action Focus Countries
- NGOs that are leaders on this issue at international and national level
- Academics/researchers/experts in the field

The Report scans the new landscape of CRSV five years on from UN Action to reflect on the changes that UN Action has been a critical part of bringing about whilst also indicating some current and new challenges that shape its future and provide the basis for the recommendations.

## 2.2 MAIN ACHIEVEMENTS OF UN ACTION

There is a powerful consensus from the research and interviews that UN Action was the product of creative institutional spaces and cross-UN leadership that are not considered common. This message can also be found in a paper by Joanne Sandler et al in 2012 where they reflect on the creative institutional spaces for change forged by 'feminist bureaucrats'; in that context Sandler marks UN Action out for particular positive mention: "Where fragmentation and missed opportunities for creative partnerships impeded progress, they promoted innovative approaches that expanded space for other UN organisations to join in,.... through UN Action....."<sup>3</sup>

An overall sense emerges from this Review (despite caveats and concerns) of the passion and dedication that the issue of conflict-related sexual violence engenders for the individual representatives of many stakeholders – UN, government, NGOs, donors and Member States. This remains perhaps one of UN Action's greatest resources for driving forward the Security Council Resolutions on sexual violence in conflict and making them a reality on the ground. The success of UN Action is also couched in the understanding that outside of the UN there was a mobilisation of many organisations, individual activists, diplomats, politicians, and community leaders who paved the road to the historic achievement of SCR 1820 and built upon the earlier and pioneering SCR 1325 (2000) on women peace and security.

The achievements of UN Action can be summarised as follows:

- Established within a very short timeframe a credible and effective UN system-wide mechanism of coordination at global level for CRSV as a theme with wide-ranging policy and operational reach incorporating many mandates of a range of UN entities; this rapid mobilisation and establishment of a mechanism for UN accountability and coordination included a Steering Committee, Focal Points and a small Secretariat
- Drove and assisted global normative and policy change on sexual violence in conflict that culminated in series of an historic UN Security Council Resolutions – 1820 (2008), 1888 (2009), and 1960 (2010)
- Incubated tools, practices and learning on improving the coordination and working on prevention and response to CRSV for the UN system
- Gained high visibility and impact particularly at the international level in framing substantive debates
- Built alliances and support from critical stakeholders, mobilising critical funds from innovative donors who took the risk of making the agenda work

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<sup>3</sup> Joanne Sandler and Aruna Rao (July 2012) 'Strategies of Feminist Bureaucrats: United Nations Experience', IDS Working Paper Vol. 2012 No. 397, Brighton, UK. p.12.

- Established the MPTF as an effective and efficient vehicle for coordinating donor support, creating incentives for collaborative working among UN entities, and promoting sexual violence in conflict as an issue of One UN
- Organised annual donor meetings that were a forum for genuine policy dialogue and ‘friends of’ type political as well as financial support to the issue and the network
- Lobbied successfully for a dedicated SRSG for SVC and experimented with governance and leadership formats in moving from founding Chair to Co-Chairs and learning from this.

These achievements were driven by the vision of a network not just for information-sharing and discussion but a working network with higher-level activities such as joint work plans, strategic planning, missions, and management of associated projects. This vision was supported by the cell of a Secretariat to support and drive work of the network and ensure implementation and progress thus adding real value to individual member efforts and providing the human and organisational resources to ensure the plans of the network were converted into action and implemented in a timely and accountable manner.

The factors for success that underpinned these achievements have been found by the Review to include:

- The strong inclusive leadership of Kathleen Cravero (UNDP/BCPR) that helped to mobilise and inspire a range of UN officials at senior and working levels to come together on this issue;
- The interest and backing of the UN Secretary-General Ban Ki-Moon to the issue and the network;
- The productive phase under the Co-Chairs (Hilde Johnson of UNICEF and Izumi Nakamitsu of DPKO) during which time the operational aspects were driven forward and advocacy for the appointment of a dedicated SRSG for the issue and a permanent Chair for UN Action was successfully achieved;
- The commitment and passion of a core group of women and men from across the UN entities who were able to look beyond inter-agency competition and individual mandates to come together around SVC as an issue. These included, among others and in addition to the Chairs, Purnima Mane (ex-UNFPA), Joanne Sandler (ex-UN Women), Anne-Marie Goetz (UN Women), Kate Burns (UN OCHA), Brian Gorlick (UNHCR), Claudia Garcia Moreno (WHO), and Maj. General Patrick Cammaert (DPKO);
- The timing in terms of traction on the issue of sexual violence in conflict among a group of actors including US and other Member States of the UN, NGOs, diplomats, activists from around the world, media coverage, and celebrity endorsement;
- The effectiveness and productivity of a small focused Secretariat with a strong coordinator (Gillian Holmes) to drive forward and structure the work. At times some participants found the strong coordination pressuring but a clear consensus emerged that this function of the Secretariat was a critical factor for the success and effectiveness of the Network in organising itself quickly through regular meetings, developing a strategic framework, reporting to Security Council, and building and maintaining a web of partnerships. This resulted in a predictable framework for meeting, planning and delivering that has provided the foundation on which UN Action can now build greater reach and impact;
- The Secretariat also drove the intellectual and advocacy work of moving from SVC to CRSV as the concepts and policies to be debated at the Security Council evolved. The advocacy specialist with an IHL background (Letitia Anderson) is accorded great credit and respect by many inside and outside the UN for critical conceptual developments, a proliferation of credible and substantive

briefings, speeches and draft texts and reports that provided a body of knowledge for the new policy area. This UN policy foundation of course benefited from the inputs and consulted discussions that UN Action allowed in ensuring the mix of principles and actions that exist across the 13 entities;

- UN Women and Anne-Marie Goetz also came in for very special feedback in terms of the latter's contribution to the peace and security aspects of SVC emerging from SCR 1325 and taking greater account of peacekeeping practices. This has continued in the fruitful collaborations of UN Women and DPKO through the UN Action network. Indeed the early policy work on the 2008 Wilton Park conference that contributed to SCR 1820 was driven from UN Women where the UN Action Secretariat was located and where Anderson and Goetz originally worked together;
- The critical support of entrepreneurial donors, in political and financial terms, who backed an issue that was not yet popular and provided vital funding for innovative actions and development of the agenda itself at the United Nations – Norway, Sweden and Finland stand out in this regard; Australia supported the development of the Inventory of Peacekeeping practices and development of training; and, Spain provided vital early financial support to the running of the Secretariat. In diplomatic terms the timing and the support of the US in terms of senior State Department officials was also important.

### **2.3 CHALLENGES AND OPPORTUNITIES**

Unique can be an over-used adjective and many new initiatives or mechanisms are keen to embrace the term to distinguish their approach from a wider field of actors and action. However, if unique means that peers, critics and a wider field of practitioners and actors acknowledge the uncommon achievements of a new network then, by any measure of this Review, UN Action has proven itself to be a uniquely well-structured, rapidly-mobilised, visible and effective mechanism in providing a global platform for advocacy, accountability and coordination of UN commitments and actions to work as one in addressing conflict-related sexual violence.

This is not to say there are not weaknesses or challenges or that indeed there are not lessons to be learned from the first five years of UN Action, but it is to say that we must start any such critical process from the viewpoint of acknowledging what has been achieved in a short period of time. And also, that we should see a Review as the vehicle for facing challenges and weaknesses with a view to strengthening UN Action for greater reach and impact in preventing and responding to the on-going threats and suffering of conflict-related sexual violence.

There needs to be acknowledgement of the track record and existing substantive working mechanism of UN Action that goes beyond the information-sharing and consultation objectives of similar networks in the UN. The network displays the attributes of a Task Force in bringing high-level decision-makers together from across the system to focus dedicated actions and reporting on a specific issue. This can be seen in the Steering Committee with its now dedicated Chair in the form of the SRSG position created in early 2010. It also displays attributes of an Inter-Agency Unit in the strategic planning process for a Strategic Framework at the working level of Focal Points that sets out clear tasks and outputs to be achieved by the network with allocated responsibilities. In these attributes the critical factor is a small but substantive, multi-tasking, and dedicated Secretariat led by a Coordinator and supported by a Policy Officer and Programme Assistant that is both driving and underpinning what would usually be occasional, loosely-bound network structures and meetings.

This organisational permutation of the network is however under pressure and over-reliant on personal dedication and professionalism. The new expanded structures invite an opportunity to reappraise the appropriate, feasible and necessary structures, roles and responsibilities, and resources (staffing of secretariat and collective active participation of network members in the main) for UN Action to continue its current workload and commitments and to be able to address some of the challenges and opportunities for greater reach and impact identified in this report. These issues are taken up in Chapter 4 on organisational effectiveness and change.

The need for a renewed drive on internal advocacy is another finding of this Review. The rapidly-evolving ideas and debates around CRSV have left little time for full integration of these changes and their operational implications into the network itself given the diverse cultures and mandates of the respective agencies and offices. There is an urgent need to communicate more effectively within the UN about the new concepts, obligations, ways of working that are now required. This is nothing short of changing organisational culture and attitudes and in many cases individual attitudes and behaviours of post-holders. This is a leadership and management concern as much as a working-level skills and training issue.

Related to this need for greater internal advocacy are the pressures on members of the network, particularly at Focal Point level, where work on UN Action is not necessarily valued or counted by senior leaders in their respective agencies and offices. This challenge calls for greater empowerment and support at Steering Committee level in UN Action and also for the championing work of the SRS in empowering staff across the system who work on CRSV. In this context the network continues the challenging coordination work of negotiating and balancing the on-going realities of inter-agency rivalry that is part of the UN system at Headquarters and in field operations.

There was an unexpected challenge of UN Action success in the form of the rapid evolution of the UN architecture for taking forward SCR 1820 and the successor resolutions and needing to adapt to and integrate these changes. Over 2010-2011, this created some confusion and tensions that have receded as the new arrangements and relationships are embedded and trust and cooperation builds. There is a need for UN Action to build on the great advantage of a dedicated SRS and permanent Chair for the network to ensure the expanded political and institutional space and leadership for CRSV can punch at and beyond its new weight.

There is evidence in this Review of changes in fields of practice such as peacekeeping, mediation, and evidence-based advocacy on services to survivors that augur well. They have been catalysed by the advocacy and knowledge generation work of the network and need to be continued and expanded.

Country level follow through on a systematic scale is needed in building on the pilot efforts, catalytic funding, and plugging of capacity gaps that have defined UN Action county level action thus far. This lift would enable more concerted support packages to priority countries and emerging situations of concern so that the UN on the ground can work better as one across the range of interventions to combat sexual violence in conflict.

There is a need to build on the success of the MPTF and consider using the full strategic potential of this vehicle in creating synergies among UN Action's activities for a greater scale of implementation and impact. In this regard there is a need to ensure donor support and coordination whilst moving beyond the innovators and natural allies to win wider support.

CRSV is seen now as an important and high-visibility agenda. This is welcome but also brings new challenges in terms of the proliferation of new actors and initiatives. This will require strong policy coordination and

partnerships to ensure that the focus remains on *implementing* the hard-won global framework on CRSV been developed and agreed.

In summary, this Review finds and demonstrates that UN Action has made some tremendous gains in terms of its own 'theory of change' as a young and precocious institutional mechanism. This is particularly so at the level of global advocacy and policy change, and global level UN coordination and coherence in setting out an agenda for prevention and response to conflict-related sexual violence. However, the network is mid-stream in realising the impact at the national level where the gains have not been as strong. There are improved elements of response and understanding but they remain very much work in progress and in need of greater lift and support in terms of follow through on pilot initiatives, and promoting and embedding the new policies and norms on CRSV in the UN system itself for greater ownership and accountability. In this context UN Action needs to sustain its resolve and the activities that have been developed as a starting point for pushing forward with its theory of change on CRSV.

The issues found in the Review in terms of looking forward to the next phase of UN Action outline the challenges and opportunities for deepening impact at both the levels of policy and operational support to One UN at international and country levels.

### **3. GLOBAL MOBILISATION AND POLICY CHANGE**

Global mobilisation and policy change regarding sexual violence in conflict is the defining area of success for UN Action arising from the Review. The network is considered to have been very innovative and powerful in terms of its primary impact on global level norms, policy, coordination and coherence for the UN to prevent and respond to conflict-related sexual violence. While UN Action is one among other actors driving the policy change there is clear evidence from interviews and acknowledgement in the core Security Council Resolutions and Reports that the network has played and does play a vital function in the successful coordination and coherence of the UN in developing its policy and responses on conflict-related sexual violence.

#### **3.1 THE POLICY GAINS AND CONTRIBUTIONS OF UN ACTION**

Overall the *policy gains and contributions of UN Action* over 2007-2012 can be summarised as the following:

- The four ground-breaking UN Security Council Resolutions dedicated to combating CRSV that provide the international commitment to act and hold Member States and the UN accountable for action; the SCRs are 1820(2008), 1888 (2009), 1960 (2010), and 1983 (2011);
- The Operational Provisions of the SCRs, notably 1960 and 1888, paved the way for the appointment of a dedicated SRSG, establishing a Team of Experts on Rule of Law (ToE-RoL) to help combat impunity, the recruitment and deployment of specifically-mandated Women Protection Advisers (WPAs) and the establishment of an accountability and reporting mechanism (MARA) on CRSV by the Security Council that includes listing of alleged perpetrators;
- Regular reports by the Secretary-General to the Security Council on CRSV; the report of January 2012 (S/2012/33) included for the first time an Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda;

- The establishment and affirmation of UN Action as the platform for system-wide coordination on CRSV;
- The new tools, capacities and resources that have been generated by this focus on CRSV, from across the UN system and through UN Action;
- The analytical framing of CRSV as an evolving concept and norm has been key – gender based violence, violence against women, protection of civilians and the women, peace and security agenda of SCR 1325 (2000) all remain relevant and intersecting agendas for CRSV but, part of UN Action’s success is precisely the fact that it has been able to hone in on *one* aspect of conflict, gender and security that has been an omission of history;
- UN Mission reports to the Security Council including sections on CRSV<sup>4</sup>;
- Peacekeeping mandates being established or renewed with provisions for addressing sexual violence in conflict.

One of the ground-breaking moments for UN Action that was cited by many interviewees, inside and outside of the UN, was its catalytic role in organising the Wilton Park conference (UK) of May 2008. This conference had the theme of **Women Targeted or Affected by Armed Conflict: What Role for Military Peacekeepers?** It brought together an unprecedented representation of peacekeeping and military organisations alongside women’s groups and activists as well as humanitarian aid workers. The conference was seen to have created the space for a ‘paradigm shift’ in terms of military engagement and understanding of sexual violence in conflict as a security issue and this paved the way for the drafting and adoption of the historic UN Security Council Resolution 1820 the following month.

The primary and visible policy gain for UN Action is the body of UN Security Council Resolutions that underpin a framework of action and accountability by the UN and its Member States. The evolution of the SCRs over the 4 years 2008-2011 marks a rapid path of increasing focus on the concept of SVC transitioning to CRSV and on the operational requirements of this focus. See Figure 1 below for a summary of these developments.

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<sup>4</sup> One of the indicators developed to track the implementation of SCR 1325 (2000) is the ‘extent to which United Nations peacekeeping and special political missions include information on violations of women’s and girls’ human rights in their periodic reporting to the Security Council.’ The September 2011 Women Peace and Security Report of the SG to the SC (S/2011/598) reported that ‘Of the 58 country reports submitted by peacekeeping and political missions to the Security Council during 2010, 52 (90 per cent) addressed women and peace and security issues — mainly sexual and gender-based violence, human rights violations and political participation.’

Figure 1: UN Security Council Resolutions addressing Conflict-Related Sexual Violence

**SCR 1820 (2008) 19 June 2008**

This was the historic landmark Resolution that acknowledged sexual violence in conflict as a 'tactic of war' and an international peace and security issue. It created the place at the table for SVC as an issue of concern to the Security Council and requiring action.

**SCR 1888 (2009) 30 September 2009**

**Key provisions included:**

Op. Para. 4 created a political lead for SVC in the form of a dedicated SRSG at USG position at the UN

Op. Para. 8 calls for Team of Experts in Rule of Law to address issue of impunity for SVC

Op. Para 11 & 12, SVC prevention and response to be considered in future resolutions for establishing or renewing peacekeeping mandates

Op. Para. 12, deployment of new dedicated posts referred to as Women Protection Advisers

Op. Para. 25, reports of peacekeeping operations to include provisions on addressing SVC

Op. Para. 24 – more systematic reporting on incidents of trends, emerging patterns of attack and early warning indicators of the use of SVC in all relevant reports to the council

Op. Paras. 26 & 27 – Highlighted issue of monitoring and analysis of data on SVC

**SCR 1960 (2010) 16 December 2010**

Op. Paras. 3 & 4 addressed the issue of data, monitoring and analysis of SVC

Op. Para 8 explicitly called for the Monitoring, Analysis and Reporting Arrangements (MARA) on Conflict-Related Sexual Violence to be set up

Op. Paras 3-6 listing of and engagement with parties to conflict 'credibly suspected of committing or being responsible for patterns of rape and other forms of violence in situations of armed conflict on the Security Council agenda'.

**SCR 1882 (2009)** reinforced the monitoring and reporting mechanism for children and armed conflict of SCR 1612 (2005) by calling for the listing of parties (in the annual report to the Security Council on CAAC) that engage in patterns of killing or maiming, and rape or other sexual violence against children in conflict situations.

**SCR 1983 (2011)** recognised the need to incorporate HIV-related needs into the work of UN missions in conflict and post-conflict settings, including in prevention and response to sexual violence in conflict

As important as the SCRs has been the ‘Analytical Framing of Conflict-Related Sexual Violence’ that was consulted and agreed by UN Action over 2011 and was set out in the Report of the Secretary-General to the Security Council on Conflict-Related Sexual Violence of 13 January 2012 ((S/2012/33) ) Para. 3 sets definition:

*‘CRSV refers to incidents or patterns (for the purposes of listing in accordance with Security Council resolution 1960 (2010)) of sexual violence, that is rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization or any other form of sexual violence of comparable gravity against women, men or children. Such incidents or patterns occur in conflict or post conflict settings or other situations of concern (e.g. political strife). They also have a direct or indirect nexus with the conflict or political strife itself, that is, a temporal, geographical and/or causal link. In addition to the international character of the suspected crimes (which can, depending on the circumstances, constitute war crimes, crimes against humanity, acts of genocide or other gross violations of human rights), the link with conflict may be evident in the profile and motivations of the perpetrator(s), the profile of the victim(s), the climate of impunity/State collapse, cross-border dimensions and/or the fact that they violate the terms of a ceasefire agreement.’*

The challenge and focus for UN Action is building on its work hitherto to support and enable the implementation of the raft of provisions both at international and country/regional levels. For example, the first WPAs are now beginning to be recruited and deployed, the MARA is being rolled out in an accelerated manner in 4 countries, and the Security Council is moving to listing parties to conflict with view to strengthening actions to end impunity and to enhance prevention and protection.

Two areas of the SCRs where particular challenges may come are dialogue with parties to conflict and the continuing debates on data on CRSV. The focus on **Dialogue with parties to the conflict** links with mediation efforts and the work of DPA on recent guidance and also to Protection of Civilians work and humanitarian diplomacy in terms of engagement with non-state armed groups (NSAGs). Parties to conflict were named in the Security Council report of 2012 (cited above) and there is a need to consider what follow up might mean and its relation to the provisions for MARA and WPAs currently being implemented. This is discussed further in Chapter 5 under the work of UN Action and in Chapter 9 in the country profiles. **Data and Analysis** of sexual violence in conflict is a constant theme of the SCRs. For example, Operational Paragraph 2 of SCR 1888 calls for ‘a detailed coordination and strategy plan on the timely and ethical collection of information’. However data has become at times a hyperbolic issue at global and country levels where different understandings and thresholds of evidence create a persistent perception that the UN is not providing a coherent picture; yet, the understanding of data needs and actual availability and reliability of various existing efforts is not strong. This is taken up in Chapter 5.

Looking forward, the policy environment for UN Action will inevitably change. CRSV is seen now as a successful agenda – a high visibility agenda. This is welcome but also brings new challenges with the greatest risk identified by the Review being that of continued proliferation of policy and normative work rather than focusing on implementing the global framework that has recently been developed and agreed. This will ask of UN Action to be agile in managing a growing set of relationships that can support and improve UN coordination but also encourage donor coordination and collaboration among the growing number of new initiatives that are a sign of the success of the new policy space for CRSV. These include: policy forums for advocacy and dialogue; the new UK Prevention of Sexual Violence Initiative championed by the Foreign Secretary William Hague and announced in May 2012; the related UK Presidency of the G8 in 2013 taking on CRSV as an area of focus; the Nobel Women’s Initiative on Sexual Violence in Conflict led by the women Peace Laureates launched in May 2012; The new Canadian initiative on sexual violence in the Democratic Republic of Congo announced by Prime Minister Harper at the Summit of the Francophonie

in October 2012; these are in addition to various multilateral, regional, NGO, civil society and private efforts that need to coordinate, build on existing policy commitments and resources and ensure a focus on delivery and implementation of global commitments on the ground.

### **3.2 THE EVOLUTION OF CRSV AS A CONCEPT**

This rapid evolution, even revolution, of norms and policy on CRSV cannot be underestimated. UN Action was just one player on the global field of efforts to give teeth to the provisions. What clearly emerges from the Review is that inside and outside of the UN there is a strong view that the fact of UN Action's existence made it possible for the UN internally to provide a common front that leveraged the profile and strengthened the position of the UN on the issue. This policy and accountability framework was further enhanced through refinements and clarifications within the Reports of the Secretary-General to the Security Council on the relevant and increasing SCRs over 2009, 2010 and early 2012. In these reports we note the following developments: Analytical framing and definition of CRSV, elaboration of focus countries, elaboration of MARA, and call for dialogue with parties including non-state armed groups on obligations related to CRSV.

The evolution of the concept of CRSV has been relatively rapid over the past five years but has also been beset by debates and tensions. The definitional tensions of SVC are well rehearsed and structural differences and tensions remain between GBV and peace and security definitions in particular. This evolution from 'Sexual Violence in Conflict' to 'Conflict-Related Sexual Violence' does cause concern to some in terms of broadening the remit too much and yet other respondents claim it should go further in linking completely to underlying and longer-term Gender Based Violence definitions and objectives. This relates also to the tension of the agenda on CRSV emerging from the 1325 women, peace and security agenda (referring to the ground-breaking SCR of 2000), and raising concerns that CRSV would be seen only as a 'gender' issue and suffer the fate of the very mixed history of mainstreaming gender in development within the UN. There are also fears that focusing on CRSV has meant the wider 1325 agenda has been ignored.

Interviewees who work very much from a GBV perspective grounded in the context of the IASC and the humanitarian cluster arrangements, have said however that they do feel that CRSV being on the Security Council agenda has increased the focus on GBV more widely. The assignment of 'gender' to CRSV also influenced the debates about whether men and boys were sufficiently considered as victims and survivors and if the focus tended to be gender interpreted as women and girls. One also has to add to these definitional tensions the persistence of sceptics and deniers inside and outside the UN who still have not accepted the case for CRSV as a peace and security issue or indeed as nothing more than an inevitable casualty of war.

The policy successes and gains of defining calls for actions on CRSV, therefore, have to be seen as still in their infancy and will need to be defended. But, there is little doubt that in re-framing CRSV as a peace and security issue UN Action has been able to bring on board UN actors who had not necessarily responded to earlier efforts at integrating a gender and conflict perspective into humanitarian and peacekeeping operations. These debates are listed here simply to illustrate that the evolution of CRSV as a concept and norm in terms of international peace and security has been a contentious issue even among supporters. The achievement of UN Action in creating a diverse platform that generated consensus on the concept has to be appreciated in this context. There is no doubt that the Analytical Framing is critical to defining the scope of action for UN Action and particularly for guiding the challenging reporting and monitoring requirements of SCR 1960. It also illustrates the important inter-connectedness of UN Action and CRSV to

other important UN policy agendas that must be steered and prioritised as part of UN Action's partnerships and advocacy. See Figure 2 for depiction of intersecting policy agendas for CRSV.

### 3.3 INTERSECTING POLICY AGENDAS

**Figure 2: The Dimensions of Conflict-Related Sexual Violence for UN Action**



*Intersecting UN Policy and Action Frameworks: Protection of Civilians (PoC) for Peacekeeping Operations; Humanitarian Protection including PoC and Gender-Based Violence; UNSCR 1325 and the agenda for Women, Peace & Security; Violence Against Women (VAW) including UNiTE campaign and End VAW Trust Fund.*

The parameters of policy and operational focus for CRSV draw on at least four major dimensions of the UN system and mandates – peace and security involving peacekeeping and peacemaking; human rights and rule of law; humanitarian response and protection; and, peacebuilding and recovery. The Policy Framework for CRSV is well established and in place with the raft of SCRs, Reports to the Security Council on the implementation of the SCRs, new mandate provisions for relevant UN peace operations to address the issue and include updates in their reports to the Security Council, and, the analytical framing (definition) of CRSV in the report of January 2012.

The balance for UN Action is to remain focused on the parameters that have now been defined in conceptual and operational terms while ensuring synergies with the broader intersecting policy agendas. These broader critical agendas are part of CRSV but extend beyond it; they include, Protection of Civilians (PoC) for Peacekeeping Operations, Humanitarian Protection including PoC and Gender-Based Violence, Violence Against Women (VAW), UNSCR 1325 and the agenda for Women, Peace & Security, as well as the Rule of Law agenda.

For example, the Protection of Civilians agenda has over a decade grown to be presently a very strong and current agenda at the UN. The Review found in interviews with member entities that the current interest in PoC has implications for UN Action and CRSV in terms of allocations of resources and posts with some indications for example that posts such as WPAs and gender advisers are coming under pressure of trade off against PoC posts more broadly. Given the pressure on financial resources all priorities are being

pressed. UN Action will need to monitor this and ensure whatever posts and resources are allocated that the CRSV requirements in missions and country teams are being addressed in these terms of decisions.

The Protection of Civilians (PoC) became a concern of the Security Council in September 1999 on the back of a dedicated report and subsequent UNSCR 1265. The ‘deliberate targeting of civilians in situations of armed conflict’ was the focus (op. para. 2). The UN mission in Sierra Leone (UNAMSIL) was the first mission to give a PoC mandate in October 1999 (SCR 1270). A series of 10 UN missions were given PoC mandates between 1999 and 2009<sup>5</sup>. The experience of the PoC agenda is salutary for UN Action in terms of the conceptual evolution and tensions and the challenges for operational application on the ground. Similar to CRSV, the PoC concept and operational implications are grounded in different and sometimes competing concepts and mandates from International Humanitarian Law, human rights, refugee laws, IDPs, peacekeeping and peacemaking as well as extending to Rule of Law, DDR and SSR programming. Of interest in this Review is the fact that 5 UN missions across the 8 Focus Countries of UN Action have PoC mandates and refer also to CRSV. These are Sudan (Darfur) (UNAMID), Côte d’Ivoire (UNOCI), South Sudan (UNMISS), Democratic Republic of Congo (MONUSCO), and Liberia (UNMIL). In addition the DPA –led integrated peacebuilding mission in the Central African Republic (BINUCA) also has PoC and CRSV mandates.

The implementation of the PoC mandates by peacekeeping missions is a particular (and some humanitarian observers would argue overly narrow) interpretation of protection. The criticisms of UN missions have often centred on the failures to protect civilians. Yet missions often face resource constraints of sufficient troops and police to meet ambitious mandates covering entire countries. In 2009/2010 DPKO (with the specific request of UNSCR 1894 (2009)) sought to address the frustration and confusion of implementing PoC mandates by providing operational guidance for Missions. The result was the “DPKO/DFS Operational Concept on the Protection of Civilians in UN Peacekeeping Operations” issued in January 2010. This addressed the issue on the ground at 3 tiers of application (i) protection through political process (ii) protection from physical violence, and (iii) establishing a protective environment.

This is an important context to understand the importance of the work on improving peacekeeping practices to combat CRSV and protect potential victims that had been at the root of the UN Action-engineered Wilton Park Conference in 2008 that had boosted the drive for UNSCR 1820. The synergies between PoC in peacekeeping operations and UN Action has been there from the outset and was advanced through the early policy and advocacy work on defining SVC as a peace and security issue. In operational terms this was advanced post SCR 1820 under the auspices of UN Action through the work of UN Women, DPKO and the UN Action Secretariat in developing, testing and rolling out the pioneering Inventory on Peacekeeping Practices to combat SVC.<sup>6</sup> This is just one example of the policy innovation and synergies that UN Action generated. The work by DPA on mediation and CRSV is another example discussed later in the Review.

Member entities of UN Action have developed frameworks and signed up to commitments of their own that have synergies with the CSRV agenda. For example, UNDP’s 2007 ‘Eight Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery’ that includes commitments to action in areas of security and justice, post-conflict recovery and peacebuilding, and citizenship, participation and leadership. Similarly the Peace Building Support Office (PBSO) and UN Women are supporting the implementation of the 2010 *7-Point Action Plan* that was part of the Security Council Report Women’s

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<sup>5</sup> See the Independent Study commissioned by UN DPKO and UN OCHA in 2009 to review a decade of PoC mandates for UN peacekeeping operations; Victoria Holt and Glyn Taylor with Max Kelly (2009) “Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges”.

<sup>6</sup> “Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice”. June 2010. This Inventory and follow up training initiatives are discussed in Chapter 5.

Participation in Peacebuilding (S/2010/466). This Action Plan includes commitments in the areas of mediation and conflict resolution, post-conflict planning, post-conflict financing, women's representation in post-conflict governance, rule of law and economic recovery. In 2011 the Peacebuilding Fund (PBF) issued a call for proposals on gender-sensitive peacebuilding projects with an overall allocation of USD\$5m.

The challenge for UN Action as a thematic network on CRSV that reaches into all parts of the UN system and involves inputs and support of 13 entities is to find and maintain the *interstitial space* for CRSV. That is to say, that UN Action needs to keep focused on a feasible agenda among the different and occasionally competing policy and action agendas of the broader UN system.

There will be work to maintain the gains. However, the SRSG as the political lead on the issue in the system now takes on the work with the Security Council and Member States that was previously addressed by the Network through its Secretariat and Chair. The SRSG in her empowered leadership role and as Chair of UN Action represents the UN at the Security Council and leads on policy statements and political messaging for this agenda. She may and is expected and encouraged to call upon UN Action to provide consultation, advice and discussion on key policy issues and situations of concern. (These relationships are further discussed in the next Chapter). In turn UN Action is expected to support the SRSG in leveraging a common platform and positions for the CRSV agenda.

### **3.4 POLICY ABSORPTION AND OWNERSHIP BY THE UN OF CRSV AGENDA**

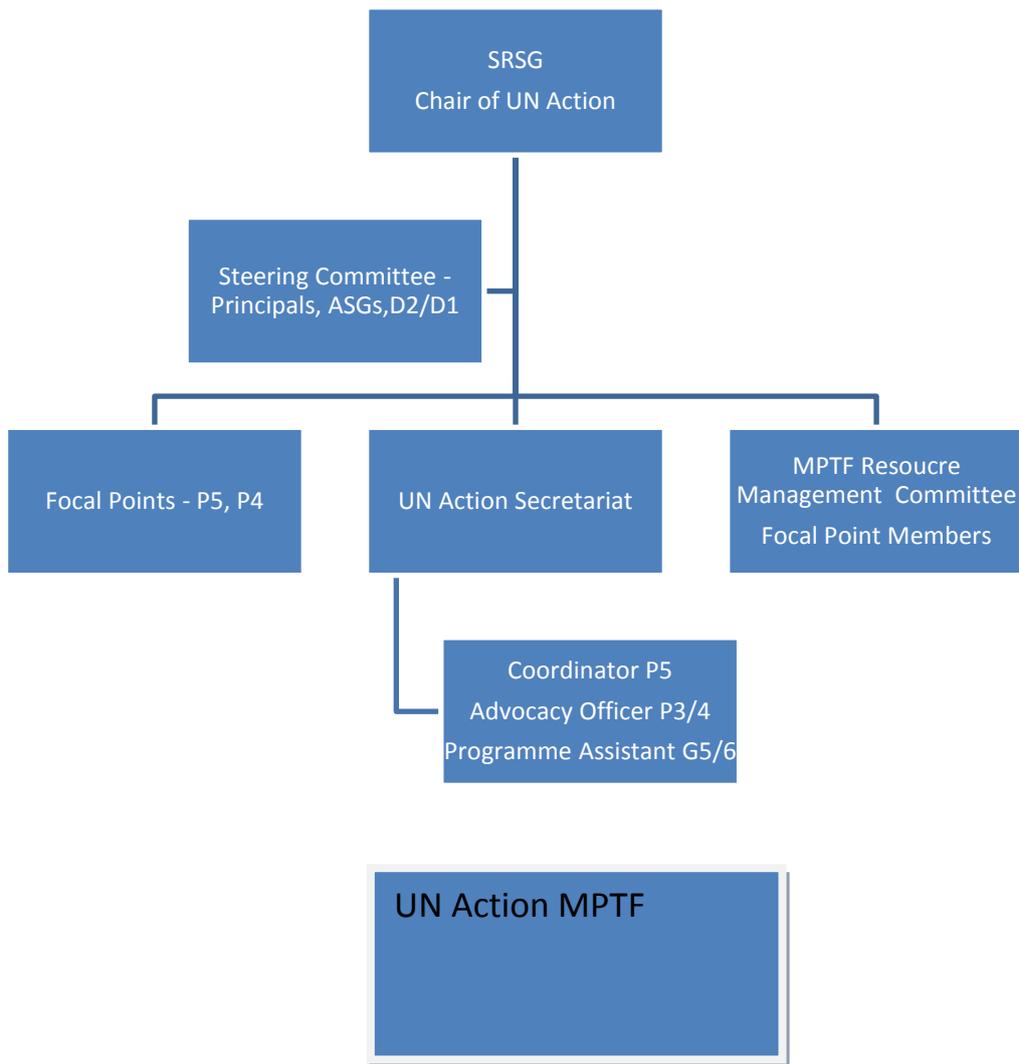
The pace of the changing Security Council Resolutions and Concepts of SVC and CRSV in New York has been so rapid that even the UN itself and the members of UN Action have not been able to keep pace in terms of the absorbing these new understandings, policies, and mandates. Internal advocacy is now a major need in terms of policy absorption within the UN itself at both Headquarters and country levels. This need arises from the historic success that has been enabled at the UN Security Council. A number of interviewees reflected the view that dissemination and dialogue with key partners and stakeholders must continue and be accelerated notably, among UN Security Council Member States, Troop Contributing Countries, Donors, doubters, Governments of countries where CRSV has been identified as an issue, and NGOs. This need to ground the new understanding and mandate for the UN on CRSV is acutely obvious from country level interviews and the feedback from the country level surveys. This issue is taken up again in Chapters 5 and 9 where there is great need and scope for more consistent policy engagement with Missions and Country Teams to own and understand the CRSV agenda and the UN Action network.

## **4. ORGANISATIONAL EVOLUTION AND EFFECTIVENESS**

The work of UN Action is governed by a Steering Committee consisting of Principals and senior officials from the 13 UN entities, chaired by the Special Representative of the Secretary-General on Sexual Violence in Conflict (SRSG SVC), and supported by a Secretariat (that reports to the SRSG and sits administratively alongside her Office). See Figure 3 below. UN Action is guided by a two-year Strategic Framework, and funded mainly by a Multi-Partner Trust Fund (MPTF). The main objective for UN Action was to create a system of coordination and coherence across the UN to combat sexual violence in conflict.

It is beyond the scope of this Review to assess or explore the internal workings and functions of the OSRSG and the Team of Experts-Rule of Law. Nonetheless, the Terms of Reference for the Reviews calls for consideration of the new relationships and challenges and opportunities that emerge from the recent extension of the UN architecture in addressing CRSV arising from SCR 1888 (2009) in particular.

Figure 3: UN Action Structures



#### 4.1 NETWORK RESOURCES OF UN ACTION

The finding of this Review is that UN Action has created a highly-effective coordination mechanism for the UN to build collaborative policy and operational support around CRSV. Commitment, Participation, Relationships and Trust all emerge from this Review as vital resources and outcomes of the network. There have been some challenges and an inevitable ebb and flow of commitment over the 5 years of the network, but commitment remains the critical resource of the network that goes beyond any monetary value. It has survived and grown through the difficulties of coordination. What emerges from the research is the importance of consensus building but also the maturity of space to let members interact and come together. The strength of UN Action has been precisely to recognise and engage differences among humanitarian, human rights, development, peacekeeping and diplomatic parts of the UN system and create a common platform for combating CRSV. That platform came under strain in 2010-2012 as the political leadership of the SRSG came into place and the pressure mounted to implement the operational provisions of the new SCRs to enhance UN response and prevention of CRSV on the ground.

A shift of emphasis to core peace and security (mediation, reporting in missions, deployment of WPAs) and human rights (combating impunity and a focus on perpetrators and reporting) arising from the

implementation of SCRs 1888 and 1960 brought members such as DPKO, DPA and OHCHR more to the fore in the Network's activities and plans. This was a welcome development in moving the network beyond its initial core group and focus on humanitarian protection and services. The shift in emphasis has given teeth to the peace and security focus, as well as impunity focus that many member entities and Chairs have been advocating for from the outset.

However, the rapid evolution of the SCRs from 2009 to 2011 has also had an unsettling effect on other members who had from the outset of the network pushed strongly for improved services to survivors, linkages to GBV in working on prevention, and protection of civilians. It is not that these aspects do not remain very much part of the agenda of CRSV as much as peacekeeping and human rights. It is rather, that SCR 1960 with its particular provisions on MARA and WPAs pushed the focus even further onto UN Missions without (according to some members of UN Action) due full consideration of UNCT actors. This brings to the surface the inherent mandate and inter-agency issues that are endemic to the UN between UNCT and Mission components. It is not always clear why these tensions should produce a rift but at both global and country level the dividing lines can be quickly drawn when there is a trigger. MARA proved to be such a trigger.

The MARA process has been a learning curve in this sense where well-intentioned efforts by the OSRSG and individual members of the network were seen by others as pushing through agreements and implementation plans for monitoring and reporting that needed more consultation and raised some divisive issues for the network. Yet, it is also noted that this very same openness and preparedness to raise difficult issues is precisely why and how the network and the OSRSG found a way forward. It is not ideal and challenges remain in practice but such compromise is part of the art of coordination. The commitment to working out a way forward and allowing for difference and dissent while being prepared to act and not impede UN actions where they are mandated and supported is all part of the politics of networking and forging joined-up actions. UN Action has been by many accounts successful in negotiating this difficult task and that is one of the reasons it emerges as an effective network that is able to navigate difficult discussions and relationships to forge agreement on actions for the CRSV agenda.

A selection of quotes from stakeholders reflects the value-added of the network:

- ✓ 'UN Action brings the UN Country Team to the table alongside peace and security'
- ✓ 'If the network did not exist, it would not have been possible to strengthen elements of this work [CRSV] in the entities'.
- ✓ 'UN Action can be a new standard setter for how to Deliver as One on critical issues'

So what factors do interviewees attribute to this effectiveness of UN Action to 'get things done'? They include the following:

- The role of the Coordinator has been key in driving processes and relationships
- The quality and extent of participation at Focal Point and Steering Committee levels
- The structure of strategic planning and reporting processes to guide work and outputs
- The structure of coordination that some experience as too heavy at times but which all agree creates accountability and enforcement of plans and actions
- The leadership and activism of the Chairs of UN Action

Through the very effective and efficient strategic planning process of building its work plans around three pillars of work, the UN Action network has an established body of work that can guide the next phase. It has also generated new network resources by enabling joint planning and collaboration on specific

initiatives. This helps forge the linkages that Delivering as One requires for the UN in having greater impact at different levels in combating CRSV.

## 4.2 STRATEGIC PLANNING PROCESS OF UN ACTION

At the beginning the dynamics were similar to that of a 'start-up' company where ideas emerged from a small group, all working together with few written or formal rules and structures. This creativity and camaraderie was much-commented on by those involved in the early set up of the network. The first Strategic Framework was drafted in 2007. A Visioning Meeting of May 2008 provided a formal exercise to plan ahead with a longer view in terms of the implications of SCR 1820 with a strong emphasis on working to support UNCTs and Integrated Missions in key countries<sup>7</sup>. Three pillars of work emerged from this process – Advocating for Action, Knowledge Generation, and Country Level Action – that have guided and structured the work of the network over the past 5 years. An annual process of reporting on the previous year and updating the strategic process for the current year has evolved in the form of the Strategic Planning Meeting.

A few of the interlocutors did bridle at what they felt to be overly strong enforcement of coordination in implementing and pushing through Strategic Frameworks or follow-up actions. However, the majority view and one often shared even by those who had expressed some criticisms of 'strong-armed' coordination by the Secretariat, was that the structure and follow through of the strategic planning and updating process was a significant factor for effectiveness of the network. The role of the Coordinator was vital in the strategic planning process to ensure the Strategic Framework was credible and results-oriented and also in the implementation with a readiness to facilitate and follow up.

The existing approach, modalities and documentation of strategic planning and reporting by the network are very robust and should be maintained. However, at this juncture there is scope to stand back more during the annual process of Strategic Planning Meetings and use these forums for working level discussions on critical thematic concerns or tensions concerning organisational development and direction of the network. The Strategic Framework has to be seen as a tool for accountability but in terms of strategic planning it must be more than a set of tasks and outputs that risk becoming *pro forma* in how they are reported against.

The finding and suggestion of this Review is that the agendas of Focal Point Meetings be considered in advance in terms of providing the space for country- or theme-specific planning discussions and including the necessary and appropriate experts from entities and country level representatives for substantive discussion to drive forward work of the network. This happens in an *ad hoc* manner at present and needs focus around longer-term thinking rather than simply reacting to events or to looking only to the Strategic Framework outputs. The task is to maintain structure, results and accountability while creating space to grow the work and impact of the network particularly (but not exclusively) at the country level.

This more strategic use of the existing structures and meetings extends to timely and informed meetings on emerging situations and threats of CRSV as they arise. Again there are instances of this happening but not enough. A very strong message from interviewees at many levels was the absence and silence of UN Action during the Arab Spring and current bloody civil war in Syria.

There are critical pressures at this juncture of the beginning of 2013 when the key post of Coordinator in the Secretariat has been left vacant for almost 9 months. The *ad interim* Coordinator acting up from her Advocacy position and carrying the weight of the entire Secretariat has valiantly worked beyond post to

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<sup>7</sup> See Note of Steering Committee Meeting, June 2008.

maintain the working modalities of the UN Action network. She has had recent support from one very able and again overly-responsible consultant working above post in an administrative position. The *ad interim* Coordinator is now due to take maternity leave and this creates another imminent gap. Further delay in addressing this significant loss of capacity, institutional knowledge and operational effectiveness of the network could damage it irreparably or at the very least lose it significant ground and gains that it has made in such a short time period.

#### 4.3 REVIEWING ROLE AND SCOPE OF UN ACTION AT LEVEL OF FOCAL POINTS AND SECRETARIAT

There is a formidable working-level base maintained by a very modest-sized Secretariat and an active group of Focal Points. Meetings are well prepared and documented. The Focal Points meeting takes place on average every 1-2 months. Some meetings are based around a specific piece of policy work such as preparation of the annual Secretary-General Report or discussing and developing for example the MARA Guidance Note or Analytical Framing of CRSV. Other meetings have involved debriefings from consultants on commissioned pieces of work including assessment missions to specific countries or certain tools and training products. There is also an annual Strategic Planning Meeting that has been in place since the network was established. More recent meetings have spanned 2-3 days and involve reporting on the Strategic Framework and updating it. The rigour and structure of the strategic planning process is to be commended and much credit goes to the Secretariat and certain Focal Points for this. The scope for using these meetings for more strategic reflection was discussed in section 4.2.

The active participation of Focal Points in implementing the work programme of UN Action is critical. There is a tendency (not unusual in teams and networks) of leaving the work to those dynamic focal points who will do it or to seeing the work of the group as the job of the Secretariat and so assume this very small team will do everything. Maintaining a balance on participation and following up on undertakings needs monitoring on an informal level where peer pressure or a 'quiet word' might help in pushing some tasks or issues forward. The presence of a credible and strong Coordinator who can navigate the 'good cop' and 'bad cop' roles of coordination is critical in holding members accountable and providing critical leadership and support in driving the strategic planning process and implementing the Strategic Framework.

In this context of revitalising participation, UNAIDS and PBSO should be requested to confirm continued interest in the network and to engage in discussions at the Focal Point level initially to scope out areas of engagement and participation to be taken forward in context of the Strategic Framework. For example, a changeover of Focal Points in UNAIDS has meant the active staff member involved in supporting the policy work for SCR 1983 (2011) is no longer involved and so interest seems to have waned. It will be difficult to see how SCR 1983 can be taken forward for implementation as part of the new policy framework if UNAIDS is not driving the work within UN Action. There are good reasons of capacity and turnover of staff and so forth as to why Focal Points cannot participate but it is not healthy for a network to have inactive participants.

However, it has to be said that the overall quality of participation and engagement in the network is *very* high. This is all the more reason that all entities need to be seen to pull their weight.

Since 2010 **The UN Action Secretariat** is located in the OSRSG and the Coordinator reports directly to the SRSO. The Secretariat services the Steering Committee and the Focal Points group. Since the appointment of the SRSO it has also serviced her role until her own office was in place. It continues to provide support and briefings as requested by the SRSO. The professionalism and independence of the Secretariat (from members) is an important factor for the effective coordination of the network according to many members interviewed. The workload of the 2 professionals and 1 G staff is considerable and wide-ranging. (See

Figures 3 and 4 for structures.) It cuts across the day to day organisation and support to preparation and follow up to Focal Point and Steering Committee Meetings, supporting and tracking the strategic planning of the 3 pillars of work for UN Action (advocacy for action, country level action and knowledge generation), leading on the advocacy pillar work with the policy, briefings, drafting and outreach work that it involves, resource mobilisation and support to the Resource Management Committee (RMC) in fund allocation from the MPTF, and support to the SRSG on request.

The Review is calling for reinforcement and expansion of the Secretariat to ensure the normative and coordination gains and current effectiveness of the Network are maintained whilst enabling it to give a significant lift to the country level support objectives that have been core to its mission since 2007. Chapters 5 and 9 add more detail on the future needs of country-level support and feedback from the field presences to this Review. The Review will recommend the urgent recruitment of the P5 Coordinator position with possible consideration of D1 position given equivalence of positions in the new structures for CRSV at the UN and a country level support professional at the P4 level. **Consideration should be given to the future profile and qualities of the Co-ordinator in terms of facilitating relations across the system, coordination strengths in day-to-day management, advancing country level support and reviving resource mobilisation and donor relations work.** This consideration of reinforcing and expanding the UN Action Secretariat has sought to take account of the new structures of the OSRSG in particular and the programme and policy posts created in that Office. **However, it clear from reactions to the draft version of this final Report that the need for explicit clarification of the roles and responsibilities between the UN Action network, the UN Action Secretariat and the OSRSG remain and are required if these recommendations are to be implemented in the context of the enhanced architecture for CRSV discussed in 4.5.**

Resource Mobilisation has been a large and successful undertaking hitherto. It will also need to be reinforced by appointment of Senior Coordinator (post has been vacant since May 2012) to lead the Secretariat. Chapter 6 on the MPTF touches on emerging issues of donor engagement and coordination by UN Action, the ToE-RoL and OSRSG that require alignment of planning and an overall resource mobilisation and partnership strategy.

#### **4.4 REVIEWING ROLE AND SCOPE OF STEERING COMMITTEE**

**The Steering Committee of UN Action** is made up of senior (usually D2 and ASG and very occasionally USG, Head of Agency/Office level) officials from the 13 member entities of UN Action and provides leadership and guidance to the working level of UN Action. Meetings are held on average 3 times per year and are often determined by policy deadlines of Secretary-General's report.

Steering Committee agendas could be focused in terms of dedicated and prepared discussions on critical themes and country situations with a view to taking decisions on concerted courses of action and follow up by UN Action. Elements of this have been found in previous meetings and minutes but could be empowered and rendered more effective by ensuring the time and participation of senior officials is well-used and does not rely on information-sharing or briefing which some principals expressed concern about. Some Steering Committee members and other interviewees expressed a sense of 'going through the motions' however necessary of endorsing reports to the Security Council or being briefed on missions; while the policy agenda has been put in place, ensuring that the Steering Committee can be a forum for discussing substantive policy and operational matters regarding CRSV is important. Fewer meetings could be considered but that meetings are planned in terms of future phase of UN Action and taking forward the elements highlighted by this Review including internal advocacy, fuller country support strategies and the

associated discussions on priority countries, emergency situations and situations of concern, as well as operational learning and change in critical areas of prevention and response.

The important function of the Steering Committee to provide leadership and advocacy within the members *own* entities on CRSV and on participation in UN Action is one that could be strengthened. This role includes support to and empowerment of the working and management level Focal Points to prevent marginalisation of the issue to one post or part of the entity – usually the gender or GBV focal person. UN Action Steering Committee and Focal Points should consider how greater ownership and leadership on the issue can be enhanced inside entities. This links to the call for greater internal advocacy in Chapter 5. The focal points need to be empowered and supported by senior management and engagement in UN Action to be broadened from other parts of the member entities to underpin the multi-dimensional nature of CRSV and of UN Action’s work on prevention and response.

There are also very pragmatic reasons for expanding the thematic focus and representation within the entities in both Focal Point and Steering Committee levels for strategic planning purposes. Discussions on certain countries or regions as well as the specific issues of CRSV could benefit from the participation of the more appropriate ‘responsables’ and experts if decisions and plans of UN Action are to be substantive and effective. The Focal Points could be empowered to request and ensure participation of colleagues and senior managers as appropriate. This happens occasionally with teleconferences on country discussions at UN Action meetings but is very *ad hoc*. Thematic areas such as peacekeeping, mediation or protection of civilians might benefit from senior expert inputs to agree strategies and actions and to share knowledge and understanding among UN entities for the truly multi-dimensional issue of CRSV. There is also scope to increase the use of country-based phone/video conferences with relevant HQ desks in the room to ensure discussion can move quickly to planning and actions.

There are critical themes and discussions that are part of UN Action’s work now and moving forward. Due consideration needs to be given to identification of optimal participation from entities on these themes that include (but are not confined to)

- Protection of Civilians
- military training and deployment of peacekeepers,
- research priorities on sexual violence in conflict,
- MARA (and lessons to be learned and shared lessons on methodologies and approaches from MRM, UNICEF and CAAC for example
- Rule of law and role of UN Police in strengthening national capacity to investigate and prosecute CRSV
- Training and support to WPAs
- DDR
- SSR
- HIV/Aids and CRSV – taking forward SCR 1983 (2011)

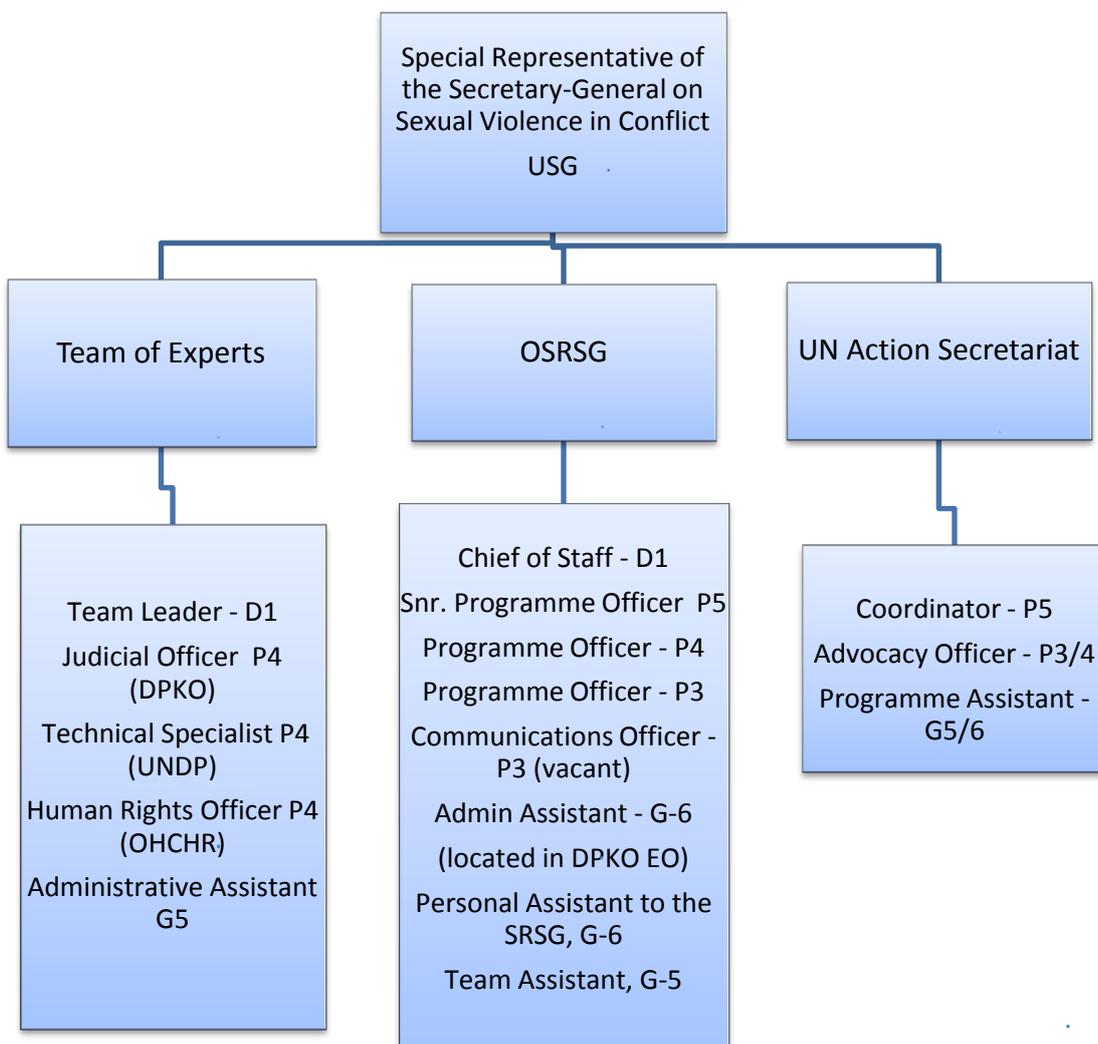
Given that the Steering Committee now has a permanent Chair in the person of the SRSB, it would be a very strong signal and support inside the UN if at least one of the UN Action Steering Committee meetings involved the Head of Entities or that a similar format was devised for some type of colloquium or high-level consultation. This would reinforce leadership on the issue across the system, provide a forum for endorsing key concrete plans for specific initiatives, and an opportunity to agree key messages and advocacy positions by the SRSB with other UN senior leaders to strengthen the coherence of the UN on this agenda and maintain the momentum for implementation of policy at highest levels.

#### 4.5 THE ENHANCED UN ARCHITECTURE FOR CONFLICT-RELATED SEXUAL VIOLENCE

The policy gains of the SCR 1820 and particularly SCR 1888 led to an enhanced architecture – that was now not just UN Action as an inter-agency network with Co-Chairs but the coming into place of an empowered SRSR with an Office and an existing inter-agency mechanism for coordination on CRSV. See Figure 4 below. The MPTF made a significant contribution in establishing this enhanced architecture by accelerating the implementation of operational provisions including the establishment of the ToE-RoL, setting up of the OSRSG, and the deployment of WPAs. In the Team of Experts the P4 posts have dual reporting lines to the Team Leader and to their respective agencies.

During 2010-2012 there was an adjustment period of new arrangements that upon reflection might have been better managed with some clear planning and discussions on different roles and responsibilities of the emerging OSRSG and the existing Network and its Secretariat under the leadership of the newly appointed SRSR. By 2010, the Network itself was also ‘recovering from its success’ in the achievement of significant policy and institutional gains for the agenda of CRSV in a very short period of time. Some form of hiatus was inevitable. The network was almost caught unawares by its success in terms of adapting to and feeling somewhat passive in the wake of the enlarged architecture for CRSV and the UN.

**Figure 4: ORGANOGRAM of the OSRSG and UN Action<sup>8</sup>**



<sup>8</sup> Organogram is adapted from a chart of the OSRSG as of April 2011 and verification from interviews.

During 2012, the departure of the Coordinator of UN Action and the SRSB SVC brought more change to the landscape and tested again the reserves of the Network that had always relied and been driven by the high energy and participation of key individuals and entities. It also meant that momentum was lost with limited capacities and on-going adaptation to new institutional arrangements. There is currently a sense of drift within the network with this turnover and change and so the Review is timely as UN Action considers how to regroup, rejuvenate and organise itself for the next phase. There is a need to re-mandate the network for next phase and mobilise the Steering Committee and Focal Points to deepen ownership within their own agencies and offices.

There is a need to update and align the various organisational roles and functions to reflect changes in policy agenda (the new SCRs) and changing UN architecture on CRSV (the SRSB as Chair of UN Action, OSRSB and ToE-RoL as well as UN Action network of members). As one respondent from an operational agency put it 'you cannot divorce UN Action from the OSRSB'. The organisation of the network and the appointment of the SRSB in the new architecture posed a challenge in adapting the existing strengths of an empowered and active inter-agency network with the requirements of the SRSB in setting up her Office and ensuring the appropriate system-wide coordination. An appreciation of the relative strengths and requirements of the Network and the SRSB provides great potential for a future phase of priorities and programme of work for greater reach and impact in priority countries and situations of concern. This requires closer engagement and strategic planning across UN Action and the OSRSB that includes clarification of roles and responsibilities.

**There is an urgent need for this clarification as part of shaping the future strategic direction of UN Action. The issue seems to be one of *How the UN Action network supports and shapes the role of the SRSB as a dedicated high-level advocate on CRSV and leverages that role to strengthen the network as One UN; and in turn, How the SRSB SVC can draw from and amplify the platform of UN Action as a mechanism for system-wide coordination with credible resources and joint work on CRSV at global and country levels.***

**The central clarification needed is how the UN Action network (the organisational structures of UN Action – Steering Committee and Focal Point group; existing pillars of advocacy, country level action and knowledge generation; the Strategic Framework of UN Action and associated strategic planning process; the current roles and structures of UN Action Secretariat;) will relate to the OSRSB in particular. There have been mixed messages throughout this Review about where the network begins and ends and where the remit of the OSRSB begins and ends. Members need to use the network to host this discussion and reach constructive consensus so that organisational effectiveness and efficiency can be assured and that the strengths of the network highlighted in this report are not allowed to dissipate.**

**Updated Terms of Reference to clarify the functions of the Steering Committee and Chair as well as for the role and on-going work of the Focal Points would be helpful.** Some of the tasks and responsibilities are self-evident and implicit but it is important at this juncture that they be made explicit and are updated in light of new mandates and institutional arrangements that have come, partly as a result, of the effectiveness of UN Action in the first 5 years of the network. In addition updating the Terms of Reference of the Secretariat seems appropriate with updated job descriptions reflecting actual responsibilities and paving the way for potential additional capacity identified by this Review.

**This integration of the enhanced UN architecture for CRSV, of which UN Action is a major part, requires a process of clarification and strategic planning that hopefully can be enabled and assisted by the findings and recommendations of this Review. UN Action members need to lead this discussion under the guidance of the SRSB at the level of the Steering Committee.**

#### 4.5.1 The SRSG as Chair of UN Action

The appointment for a dedicated SRSG had been lobbied for by previous Chairs of UN Action. They worked admirably to lead advocacy and relationships with key actors and UN Action had been a very effective platform for a common voice on sexual violence in conflict, providing support to the Secretary-General in putting this issue on the top of the UN agenda. It was felt however, that a high-level political voice was needed to shore up the historic policy gains of SCR 1820. Thus, SCR 1888 (2009) was hailed as victory in filling what was seen by some as a gap in dedicated high-level advocacy. Ms. Margot Wallström, former Minister of different portfolios in Sweden and a former EU Commissioner, was appointed to the post in February 2010 and served until mid-2012. Ms. Zainab Bangura former Minister for Health in Sierra Leone (and held previously the post of Minister of Foreign Affairs and International Cooperation) was appointed as the new SRSG and took up the post in September 2012.

The role of the SRSG highlighted by the Review as most relevant and critical for UN Action is the role of the SRSG as **Champion for the UN**. There is a sense that this role has not yet been fully taken up and shaped. What does it mean to be 'Champion of the UN' – it means supporting front-line staff and HQ staff that work on CRSV at all levels and empowering their roles and recognition within their own entities to hold all UN entities accountable for delivering on the CRSV agenda. The other aspect of this Champion role is to be the 'lead internal advocate' for CRSV in the UN system – an ambassador at large within the system as much as outside the system. This is critical if the policy gains are to translate into real change within the UN as to how CRSV is treated and acted upon. It is about driving forward the processes of ownership and accountability by the UN and making the UN aware of its responsibilities and accountability on CRSV.

In its turn UN Action has to understand better the potential impact of having a high-level advocate to drive the advocacy agenda on CRSV and to be more strategic in bringing requests and suggestions to the SRSG on ways to enable position and amplify the work of the network and to seek the use of her Good Offices.

#### 4.5.2 The Team of Experts - Rule of Law

It has also been a rapid evolution for ToE-RoL in setting up the team called for in SCR 1888 and testing and refining the scope of this new mandate and support. It was launched in January 2011 when the Team Leader was appointed and became operational by May 2011. This set up phase was funded by the UN Action MPTF to accelerate implementation of the operational provisions of SCR 1888. The ToE-RoL is to be rapidly deployed to situations of particular concern with respect to sexual violence in armed conflict, to assist national authorities and to strengthen the rule of law. Its work aims to support and complement the work of the UN on the ground.

ToE-RoL is a distinctive part of the new architecture established by the Security Council. However it also remains embedded in the wider UN system (as reflected in UN Action) through the modality of human resources drawn from the co-lead entities of UNDP, OHCHR and DPKO who are also members of UN Action. The ToE-RoL acknowledges the benefits of the UN Action network for its work in the following areas<sup>9</sup>

- UN Action through the MPTF enabled set up of the Team in accelerated fashion
- UN Action through the MPTF created a window specifically for the ToE-RoL to enable efficient and pooled management of donor funding
- Information sharing
- Support in the process of building country profiles (mapping)
- Briefings before or after assessments and deployments

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<sup>9</sup> Taken from Interviews for Review and Presentation by ToE-RoL at UN Action Strategic Planning Meeting, Oct 2012, New York.

- Contribution to UN policies
- Facilitation of and support during ToE-RoL deployments and assessments

However, the relationship between the Team and UN Action could be deepened to move beyond sharing of information and preparatory support for country missions. There are excellent relations between the network and Secretariat with the newly established Team of Experts. There is good exchange of information and very practical forms of cooperation and working together in terms of field missions of the Team and resource mobilisation in particular. That there is a need to clarify and support better integration of the ToE-RoL with UN Action strategic planning and country-level support arises from (i) the distinct mandate that the Team holds by virtue of SCR 1888, (2) its institutional placement directly in support of the SRSG, and (iii) its growing institutional distinctiveness in terms of field missions and resource mobilisation. A sense emerges from interviews at HQ and field level that the ToE-RoL is viewed by many as a mobile unit of legal field support directly attached to the SRSG and operated out of the OSRSG. This is understandable and makes sense in light of the mandate of the Team and also the evolution of the overall architecture for CRSV.

Yet, it is important to build on the existing lines of cooperation between the Team and UN Action to ensure country level actions are well planned and sequenced within a clear and accountable strategy for overall results on the ground. This happens to some extent informally and on the basis of good will and working relations but needs to be made explicit in a wider move called for here in the form of clear country assessments and strategies to inform joined-up actions. The forward looking recommendation will be for the fuller integration of planning and coordination of country level actions by the ToE-RoL with UN Action as part of an overall move to greater coherence of CRSV follow up and support at country level. Also, in the area of resource mobilisation (discussed in Chapter 6 on the MPTF) there is a need to pre-empt the fragmentation of mobilisation for the MPTF by UN Action, and the ToE-RoL with the OSRSG with possible duplication of donor engagement. The existing positive and open working relations should make addressing these emerging issues very possible.

## **5. IMPLEMENTING THE 3 PILLARS OF UN ACTION**

UN Action reflects the UN system in terms of membership. In assessing UN Action work and impact it has to be understood that all the member entities through their different mandates are engaged in dealing with CRSV (though it can be debated that this is happening to greater or lesser extent with different entities, and in different settings and that this is one of the reasons UN Action was established). UN Action as a Network is assessed in terms of the work it undertakes as a network through its collective efforts to improve and add value to what the UN should do and does do in preventing and responding to CRSV. There is, not surprisingly blurring of this distinction at different points. It must be emphasised however, that the main finding of this chapter is that in implementing all 3 pillars of work UN Action has demonstrated important instances of enabling joined-up planning and working and is building vital collaborative resources for the Network and contributing to the effectiveness of the Network in this way.

### **5.1 ADVOCATING FOR ACTION**

#### **5.1.1 Strategic Advocacy**

Strategic advocacy has been the only pillar of activity of UN Action with a dedicated lead/capacity in the Secretariat. The advocacy involves outreach and relationship building with a range of constituencies:

- UN Member states
- Security Council members

- NGOs
- Academics, researchers and technical experts
- Military training and operational offices of Troop Contributing Countries
- UN police training
- UN entities, offices, networks

The Network has been savvy from the outset in the use of social media and celebrity diplomacy that has resulted in the Stop Rape Now website and Get Cross campaign as well as consistent and high quality branding of UN Action. The Review finds that it is very well done and very non-UN!

The policy and advocacy roles combine in the UN Action Secretariat and so alongside the dissemination is the actual work of the Network to develop and agree policies, strategies and reports for UN Action Against Sexual Violence in Conflict. This includes consultations for the annual Secretary-General's report to the Security Council (now managed by the OSRSG but involving UN Action platform as the coordination mechanism for the SRSR). In 2011/12 such policy work included the analytical framing of CRSV which one observer described as 'a remarkable job in solidifying legal bases of CRSV through meticulous discussion and consensus building'. It was also this discussion and agreement that generated and aligned the positions and produced the substance in UN Action's coherence and coordination to drive forward (with others) the remarkable global policy achievements and gains outlined in Chapter 3.

6 key messages have been developed to articulate the 'guiding principles' of UN Action<sup>10</sup>

- *Rape is not an inevitable consequence of conflict. It must be prevented.*
- *Gender-based violence, including sexual violence, is a violation of fundamental human dignity and rights.*
- *Attempts to end sexual violence must address gender-based inequalities by empowering women, and protecting and promoting their human rights.*
- *The constructive involvement of men and boys is vital.*
- *Survivors of sexual violence must guide advocacy and programming efforts to end sexual violence and secure peace.*
- *Sexual violence in conflict is one of history's great silences. We all have a duty to act.*

Various advocacy products were produced with specific target audiences in mind. These are of very high quality and reflect thought in design and impact. For example a poster was produced with a peacekeeping focus and the slogan 'No Security Without Women's Security' for the launch of the Inventory of Peacekeeping Practices developed on behalf of UN Action by UN Women and DPKO. (See 5.2 for more on this). It has been widely used since for SRSR events and by members when promoting events. Distinctive enamel lapel pins were designed to be elegant and discrete such that a police officer or member of the military might wear it on their uniform, and they have largely been used in this way during UN Action /SRSR field visits. They also have the web address of the Stop Rape Now website on the reverse side. Stop Rape Now pens were designed and produced with the 'get cross' picture and including a pull-out small banner with public messaging on UN Action and SCR 1820. These pens have been widely distributed to Member States and Security Council members as a way of breaking down the complex demands of 1820 into clear messages. One of the main aims of all the various advocacy products (posters, PSAs, pins, banners, brochures, knowledge products, laminated 2-pagers, and so forth) has been to drive traffic to the web and social media sites.

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<sup>10</sup> Taken from the UN Action Strategic Framework 2011-2012.

**UN Action advocacy has been adept and professional in developing its social media outreach**

**UN Action Stop Rape Now website** <http://www.stoprapenow.org/> The 'Get Cross' photo campaign where individuals and groups upload photos of the gesture of solidarity with the cause has been consistently active and growing. Photo upload actions now span 128 countries and there are approximately 3000 photos on the site with many including multiple people joining the X-arm campaign. UN Action tracks trends in web traffic, which has been gradually increasing since the site was launched in 2008. Feedback from the Advocacy Officer indicates that traffic tends to spike at key media moments, for example the Walikale mass rapes in eastern DRC, or when the UN Action PSA was aired on Kenyan national television.

The **UN Action Stop Rape Now Facebook page**: 9,686 fans (the rate of new fans has increased in recent months) The Facebook page gets an average of 30/40 new likes per week. In 2011, the page had around 900 new likes; In 2012, the page had around 1600 new likes. <http://www.facebook.com/UNAction> Facebook and mobile phone apps have been developed for Stop Rape Now.

The **UN Action Stop Rape Now Twitter feed** has 8,265 followers and is still expanding <http://twitter.com/unaction>

The **UN Action Stop Rape Now YouTube channel** 11,401 video views; 82 dedicated subscribers (this features the two UN Action PSAs and clips from the SRSG SVC's field visits) <http://www.youtube.com/stoprapenowgetcross>

The Stop Rape Now Campaign of UN Action has created **2 Public Service Announcements** in 2008 and 2010 that were aired at several advocacy events, on UNTV and some national TV stations in Kenya, and continue to get new views on YouTube.

<http://www.youtube.com/watch?v=Zm5AdfomnGg> UN Action PSA from 2008 (9,109 views)

<http://www.youtube.com/watch?v=t1sbF6gx0cU> UN Action PSA from May 2010 (11,655 views)  
(as of January 2013)

The 2010 PSA featured the actors Nicole Kidman (UN Women Goodwill Ambassador) and Charlize Theron (UN Messenger for Peace), as well as Nobel Laureate Leymah Gbowee (Women, Peace and Security Network) Dr Mukwege (Director of the Panzi hospital in eastern DRC) and Maj. General Patrick Cammaert (former UN Force Commander in eastern DRC), with the aim of showing the broad spectrum of stakeholders needed for action on this agenda, across the fields of medicine/health, security/peacekeeping, high-profile activism and grassroots women's organizing.

The advocacy of UN Action is considered to be strong and of high quality because of a 'dedicated specialist' in UN Action Secretariat who has been in post since 2008 and so has grown with the network and helped to grow the network. It has also been enabled by a very successful working partnership with a design and social media company that has provided the creative and technical quality to advocacy products and on-line platforms. Other advocacy tasks undertaken by the UN Action Secretariat include communications support missions to Liberia and DRC aimed at assisting the UN in-country on CRSV campaigns and promotion of UN Action work. An Advocacy Strategy was developed with the first SRSG SVC in 2010 to support her global advocacy role. However, there are concerns that resources are stretched and so the impact of advocacy while impressive is constrained.

The Advocacy and Women's Right Specialist is one the same post as the Policy Officer in the UN Action Secretariat. The incumbent of this post has been working across a range of portfolios since 2008 and in effect acting as one-person policy and communications team. The quality and breadth of the outputs is

impressive. There has been input from consultants and the design and social media company mentioned earlier. The former Coordinator took a lead on donor relations and strategy, and she and certain Focal Points were also very pro-active in trainings, briefings and presentations on UN Action. However, the bulk of the work across external relations, advocacy, dissemination and outreach has fallen on this one post. It is to the credit of the post-holder that she has performed at such a level. However, it is not sustainable.

The advocacy post became very linked to the former SRSG in assisting her global advocacy role through developing an advocacy strategy, research, talking points, briefings, speeches and press releases. Some of this work continues though is less prominent as the OSRSG has taken off in terms of its own capacity. It is also necessary and valuable that there is a relationship and cross-over between the UN Action Secretariat and the OSRSG on advocacy in terms of messaging and strategy for CRSV and communicating on UN Action and its work as part of the SRSG's role. Given the quality of the advocacy strategies, products and relationships that have been developed so far by UN Action there is scope for much greater reach and impact with more people undertaking advocacy efforts and disseminating these excellent information and advocacy products. The extended network of potential advocates for UN Action include Focal Points, Steering Committee members, Heads of Agency, the Team of Experts, the SRSG and her Office, and SRSGs, DSRSs and RC/HCs at country level, as the policy officer alone cannot drive the breadth of the external relations that is envisaged by the network.

There is a strategic question for UN Action as a network of where this advocacy platform, including its distinctive branding and high quality products, goes from here. A few interlocutors from the UN and NGOs raised the question of whether the UN was best placed to generate a global campaign of public awareness. The initial hope and vision of early UN activists on SVC was that the Stop Rape Now would evolve to match the reach and success of the anti-landmines campaign of the 1990s for which Jody Williams received the Nobel Peace Prize. Such an inclusive platform for UN Action that was UN plus NGOs did not evolve<sup>11</sup>. Yet, why should the UN not be leading on public awareness on this issue and all the more so with a dedicated SRSG now in place to 'front' such a campaign and bring the various the elements together for greater outreach and impact? There is an opportunity to significantly grow the promotion of UN Action campaigning sites, products and apps both inside and outside the UN.

The appointment of a dedicated SRSG and Chair of UN Action in 2010 was an advocacy coup and should have been seen to shift the high-profile global advocacy functions to the SRSG and her new Office. In practice this has taken time with a transition phase. It remains important for global advocacy in terms of core messages on issues and situations on CRSV to link UN Action more strongly to the SRSG - this is the regular normative relationship of the UN system advising the SRSG and seeking her leadership on critical situations and issues as they arise. In turn, as happens with the Secretary-General reports, the SRSG calls on the UN system through UN Action to contribute country level information, support the MARA process, and discuss key messages. UN Action at the level of the Focal Points and Steering Committee members can ensure, as in the past, that substantive discussions and decisions are well prepared and consulted. The SRSG will have her own political work and obligations that extend beyond UN Action. Good flows of information should ensure the network and the OSRSG are well calibrated in terms of messages and actions that are underway and planned.

For UN Action, maintaining an active and substantive role in the analysis and reporting of CRSV globally is important and is needed for the SRSG to carry out her functions effectively. However, the lobbying and external relations work may be more tempered or aligned with the OSRSG in terms of the roles of the UN

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<sup>11</sup> This issue links closely to the double-edged relationship that UN Action has with NGOs in pursuing the CRSV agenda. The dynamics of this relationship are discussed in Chapter 7.

Action Coordinator and the Advocacy Officer. Organisational clarity on roles and responsibilities for advocacy could usefully be discussed between the UN Action Secretariat and the OSRSG so as to optimise staffing resources and spread the load so as to avoid undue pressure on individual staff members. In turn the OSRSG in its advocacy and outreach must also seek to inform about and promote the work, contribution, and brand of UN Action in terms of UN system-wide coordination, and substantively in terms of the MPTF and the Strategic Frameworks, as well as the UN entities that make up UN Action and are the political and operational presence of the UN at country level. This directly relates to the role of the SRSR as Champion of the UN system on CRSV where she leads on global advocacy and is an important voice in holding the UN accountable for its commitments on action.

Whilst the UN Action 'Stop Rape Now' campaign has enlisted national leaders, community groups, individuals, UN officials at all levels, there needs to be consideration as to the how best the role of 'public awareness' should be taken forward. It is an important pillar of the Secretary-General's UNiTE campaign discussed below in 8.4 and should remain so. It was also was an inspired, necessary and extremely successful starting point for UN Action in 2007 when the case had to be made at all levels for sexual violence in conflict as a concern for the Security Council and for international support and action. However, as the network has developed, the impact and effectiveness of UN Action is more within the UN given its structure and focus on UN coordination and coherence. UN Action as the mechanism for system-wide coordination of the SRSR now provides the ready-made campaign and website that is atypical of the UN that can boost the global advocacy and platform of the SRSR as a global voice and advocate on CRSV.

It is recommended that the UN Action Secretariat and interested members of UN Action engage with the SRSR and her Office on how best the Stop Rape Now and Get Cross website and campaign can be taken forward to support her advocacy role and also to structure how this will be maintained and developed as an area of work by the UN Action Secretariat and the OSRSG. **This will have implications for re-profiling the current P3/4 advocacy and policy post in the UN Action Secretariat and so needs to be considered in the discussions called for to clarify the integration of the enhanced architecture for CRSV in 4.5.**

Partnerships and outreach remain important for UN Action and the Secretariat in terms of maintaining and deepening the role with donors and NGOs and conducting briefings often requested from Member States, think tanks, NGOs, donors and academics and students. This on-going outreach work of the UN Action network and its policy framework should continue and seek to engage the non-like-minded too in addressing new constituencies. Specific discussion and recommendations on donor engagement are found in Chapter 6 and on NGO engagement in Chapter 7.

### 5.1.2 Internal Advocacy

Where UN Action and the Secretariat have a critical role and function in future advocacy is in the gaping need for a renewed drive on internal advocacy within and across the UN system itself. **This is not simply about information sharing or about promoting the network – this about embedding ownership and accountability for action on CRSV throughout the UN system.** UN Action, to its credit and the credit of its Chairs hitherto has sought to embed the rapid policy changes and their operational implications, and take them forward. There is however more to be done and of a larger magnitude to accelerate this process 5 years on from SCR 1820. This responsibility has been left too often to the very small Secretariat and individuals on the Focal Point group or the Steering Committee as well as the available time and dedication of past Chairs. This is not enough. All entities of UN Action need to take more ownership and responsibility for the CRSV agenda in promoting and supporting the UN Action network for coordination, and the leadership of the SRSR in driving this agenda throughout the UN at HQ and in the field.

Three troubling trends emerge from the field surveys and focus country interviews.

- A lack of knowledge or understanding of what UN Action is or does by many UN staff members at the country level
- A tendency even by well-informed staff to distance themselves from UN Action and speak of it as if it were a distinct entity, another UN agency that might be some threat to their own mandate or resources.
- Where UN Action is considered to have made a difference it is not often acknowledged by the very entities that are members of UN Action; professionals whose posts or work had been funded or supported by UN Action did not readily acknowledge that support but spoke of the entity to which they were attached even though it is a member of UN Action.

More broadly in terms of CRSV policy and understanding the following trends emerge. The CRSV concept is very new and not known by many of those interviewed; the new official definition was published at beginning of 2012 so this may not be surprising. It also relates to a simple fact of resources in that the UN Action Secretariat cannot and should not absorb full responsibility for disseminating key policy information. This is a function and responsibility of all members of UN Action to work within their own agencies, programmes and offices to disseminate critical policy changes. This happens to some extent but is *ad hoc*, tends to cover only initiatives that directly involve the entity, and is reliant on having a dedicated focal point take the initiative. Focal Points are often isolated within their own offices in rolling out these changes. The leadership i.e. the Steering Committee members and the Heads of Agency need to provide leadership on this and empower various experts in their agencies, offices, funds and programmes.

In addition, the attitudes of UN leadership in field to CRSV are very mixed. There are some changes but still a way to go in terms of CRSV being owned from the top and seen to be important. The leadership at country level is critical to UN ownership and change with regard to CRSV. While there are some great instances of UNCT and Mission leadership taking a strong lead on this issue, there are more cases where it is at best mixed and at worst dismissed and so staff at the working level are left struggling to get the buy-in of their higher-ups for the agenda and the work. This is where UN Action and in particular through its support to the Steering Committee and the Chair can seek to build sustained engagement with leadership in key countries to get support for the agenda and for a One UN approach through UN Action.

There is therefore an urgent need for a major drive on internal advocacy and training to embed and institutionalise the policy agenda and operational implications of the CRSV SCRs. The passion and commitment of dedicated individuals will not be sufficient to underpin the network and its reach and impact in changing the way the UN works with CRSV. If the policy wins and changing position of CRSV as a peace and security issue as well as a protection and humanitarian one, then the UN system has to embed those changes in its institutional DNA for working in conflict-affected countries. This work has begun because of the UN Action network and the effectiveness of its strategic planning in advancing concrete collaborative initiatives but it needs a fuller push forward in the next phase to gather and sustain momentum for change in the member entities and particularly in field operations.

UN Action is well placed to use its advocacy resources to drive internal advocacy and ownership of the CRSV concept, understanding, mandate and operational implications at HQ and country level, with a focus on those countries, situations and operations that are a priority for UN Action. It needs to build on earlier advocacy strategies and products to develop an updated Internal Advocacy Strategy that can drive the forward the implementation of the policy framework and enable the ownership and accountability of the UN that is at the heart of UN Action. This strategy should be developed with member entities, country presences and seeks the inputs and guidance of the SRSB and her Office.

The 'one window of CRSV' needs to be enabled as part of the drive on internal advocacy called for in this Report. UN Action needs to communicate simple lines of services and support that Missions and Country Teams can expect from UN Action. Also, how country presences articulate their demands and requests needs attention to enable and shape that demand more effectively by informing on the policies, on UN Action and what resources and support has been provided elsewhere and might be considered. The Internal Advocacy needs to be accompanied by targeted assessment in specific priority countries. The tools, practices and knowledge generation discussed in 5.2 are closely linked to this advocacy.

Such a strategy could focus *inter alia* on

- Disseminating information and understanding of CRSV
- Clearly communicating what UN Action does as One UN and what support it can offer the UN and Governments at country level
- Expressing UN Action country level support in terms of supporting One UN and adding value to the work of UN Missions and UNCTs
- Changing attitudes and ensuring accountability at all levels for implementation
- Both Focal Points and Steering Committee members have an important role as ambassadors for the Network and ensuring advocacy materials, briefings and training are systematically used to build awareness and ownership in their own entities at global and field levels
- UN Action missions recommended under Country Level Support are also a critical vehicle for internal advocacy. An inter-agency mission flying the flag for UN Action provides an opportunity to engage UNCT and Mission components in the field and demonstrate through example and leadership the ethos of UN as One in combating CRSV.
- MARA is an important and challenging development and requires support and learning from UN Action if it is to work. This should be considered as part of wider dedicated training on CRSV needed by front-line UN staff at leadership, management and working levels of field operations and in HQ.
- The SRSG has a critical role to play within the UN system as a champion for UN Action by taking the opportunity to remind and encourage leaders of the member entities of their commitments and contributions to ensuring the UN works as one on this issue. Equally in her own high-level missions she carries an important message to UN entities in the field in promoting the UN Action platform as their platform. UN Action must seek to make fullest use of its Chair, the SRSG, and arm her with the information and requests to raise issues or situations with heads of entities or mission leadership teams, and to empower the staff in those entities, UNCTs and missions who are seeking to push this issue up the agenda of their home entities while participating in the network.

One policy area that will be reaching an operational stage and requires future normative and country level support is the dialogue with parties to conflict on protection and prevention of CRSV. Named parties to conflict in Central African Republic, Côte d'Ivoire, Democratic Republic of Congo and South Sudan were listed in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33). It is noted by the Review that the notorious LRA is listed with respect to Central African Republic, South Sudan, and the Democratic Republic of Congo and that this should be closely followed with respect to the *Regional strategy to address the threat and impact of the activities of the Lord's Resistance Army* to deal with the LRA-affected areas including protection of civilians that was approved by the Security Council in June 2012 (S/2012/481). It is also noted that certain of the parties are also listed in the Reports of the Secretary-General to the Security Council on Children and Armed Conflict, and thus part of the remit

of the SRSR CAAC. There is an emerging need for support and follow up by UN Action with the leadership of the SRSR SVC to ensure the UN presences at country, cross-border and regional level are consulted as to how this 'listing of parties' and regional strategy on the LRA will be taken forward in terms of dialogue with parties on protection and prevention of CRSV and what role the WPAs might play in that regard.

There has been discussion of UN Women coming on board as co-lead on the advocacy pillar of work. UN Women has long involvement on advocacy as UNIFEM in the origins of the network and has wider experience that would be relevant and important in taking this work forward. **However, UN Action needs to decide in its discussions on the future strategic direction of the Network, where responsibility for internal advocacy should reside and how it is taken forward by UN Action and the OSRSG.**

## 5.2 KNOWLEDGE GENERATION

This pillar of work is led by WHO on behalf of the network. UN Action has been very successful in the way in which it has identified, selected, funded and piloted a set of innovative tools and practices related to CRSV that support the implementation of the UN SCRs. They remain however largely at a pilot or incubation stage and need to be primed for wider implementation and dissemination. There is a need for the buy-in and backing of the network for final products so that shared ownership drives the roll-out and adaptation to specific contexts of tools and practices that deliver impact.

Many of the tools, practices and products have been supported through the funding of the MPTF and thus based on joined-up or collaborative work by UN entities on behalf of the network. These include: development and field testing of a matrix of early-warning indicators on CRSV to strengthen prevention and early action led by UN Action with support of DPKO and UN Women; roll out of Gender Marker by UN OCHA to track spending on CRSV in crisis situations; development of guidance and training for mediators on CRSV led by DPA; development of a guidance note on reparations for CRSV being worked on by OHCHR and UN Women; development of prevention strategy for CRSV aimed at non-state armed groups (NSAGs) involving UNICEF and OCHA; and, accelerated roll out of GBVIMS to enhance flows of information on sexual violence cases and survivor services led by UNFPA, UNICEF and UNHCR.

A selection of the outputs is outlined here to illustrate the scope and potential of this work.

### 5.2.1 Peacekeeping Inventory

The driver for this work came from the background paper for the ground-breaking Wilton Park conference of 2008 mentioned in Chapter 1. The paper had been prepared by UNIFEM (now UN Women) with DPKO. This led to the scoping of best peacekeeping practices for enhancing protection and prevention for women and girls in particular from sexual violence in conflict. These were field-tested through missions to Liberia, DRC and Rwanda. The development of the Inventory was under auspices of UN Action by UN Women and DPKO. The Inventory was launched at a high-level event in June 2010 and has been widely disseminated and adopted and adapted for training purposes. It has been rolled out with a range of national and regional peacekeeping training centres and a regional training is planned for early 2013 in the Western Balkans. UN Women and DPKO under the auspices of UN Action and with residual funding from Australian contributions has developed and been testing a Scenario-Based Training Module (SBTM) from the Inventory. Maj. General Patrick Cammaert drafted and developed the scenarios and has led the training events with UN Action Secretariat, UN Women and DPKO staff. Training missions have included visits to the Troop Contributing Countries of India, Nepal, Bangladesh, Brazil, and Argentina (jointly with Uruguay). The SBTM has also been included in DPKO's training package for Protection of Civilians.

UN Action should consider scaling up the training and dissemination activities for the Inventory and SBTM with a new project funded through the MPTF. This product and training has been well tested and well-received and remains of critical importance to changing peacekeeping practices and increasing protection and prevention for vulnerable communities facing the threat and reality of CRSV.

### 5.2.2 Early Warning Matrix

The development of early-warning indicators for CRSV were called for by the Secretary-General's Policy Committee in December 2010 (Decision No. 2010/30) and in SCR 1888 (2009) (op. para 24) to strengthen early action in preventing mass rapes. UN Women conducted a desk review of gender-sensitive early-warning indicators and an analysis of past conflicts characterized by widespread or systematic sexual violence. A working group comprised of the Secretariat of UN Action, UN Women and the OSRSG distilled the matrix and inter-agency consultations were held to finalize the matrix, conducted through the UN Action network, involving DPA, DPKO, OCHA, UNDP, OHCHR, UNFPA, UNICEF and the Office of the Special Adviser for the Prevention of Genocide.

According to the 2011 Annual UN Action report, 'The indicators are signals of potential, impending or on-going sexual violence... The indicators should prompt an analysis of changes in the operating environment, for instance in the mobility patterns of women and girls (e.g. absence from schools or market-places), in the conduct of armed groups (e.g. pillage or proximity to civilian centers), or in terms of escalated political rhetoric (e.g. ethnic/gender-based propaganda). This analysis can inform 'hotspot mapping' of the location and timing of violations, as well as helping to identify when seemingly isolated incidents may point to a larger pattern.'<sup>12</sup> The indicators are currently being rolled out and tested in South Sudan and the Democratic Republic of Congo. This should provide valuable feedback in terms of trouble-shooting and in terms of establishing usefulness and user-friendliness of the matrix. Such experience can inform the larger-scale roll out of this tool as part of fuller country support strategies called for by the Review.

### 5.2.3 A Study undertaken as first phase on initiative aimed at 'exploring possibilities for engaging parties to conflict in CRSV prevention.'<sup>13</sup>

This was a UN Action-funded initiative under the MPTF (UNA008) during 2011 and involving UNICEF and OCHA. The outcome of this was *Strengthening Prevention of Conflict-Related Sexual with Non-State Armed Groups: A Preliminary Framework for Key Prevention Strategies*  
<http://www.stoprapenow.org/uploads/advocacyresources/1352897743.pdf>

This study draws on various VAW, public health, conflict management, and ecological models on violence to propose strategies for engaging NSAGs on prevention of CRSV. The strategies focus on 4 levels: (i) societal (ii) community (iii) relationship, and, (iv) individual. Examples include (i) increase, reinforce and engage peacekeepers in CRSV prevention; increase support to DDR and SSR; research on perpetrators. (ii) Develop early warning and prevention advice networks; engage religious institutions and other groups that can promote dialogue with armed groups. (iii) Review experiences of actors who have historically engaged in dialogue with NSAGs; review bystander interventions and leadership programmes. (iv) Develop programmes that target known perpetrators; engage men and boy in prevention.

In this specific instance this work needs to be re-engaged to address the sensitive issue of dialogue with non-state armed groups as part of the protection and prevention measures related to CRSV requested under SCR 1960. In this Review there was little knowledge or understanding among field respondents about

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<sup>12</sup> See 'Third Consolidated Annual Progress Report on Activities Implemented under the UN Action Against Sexual Violence in Conflict Fund', May 2012, p.21.

<sup>13</sup> Wording taken from Synopsis of MPTF Projects – see Annex 8

this area of work or where it is going. Feedback from various sources suggests that this political issue should be one to be taken forward by the SRSG who is Head of Mission in-country along with DPA HQ and with the SRSG SVC. It is important that the various dimensions of this dialogue including the technical work discussed here be pulled together by UN Action with the OSRSG to ensure valuable resources and practices are taken forward in supporting dialogue with NSAGs.

#### **5.2.4 Psycho-Social and Mental Health Needs**

A Technical Meeting on 'Responding to the Psychosocial and Mental Health Needs of Sexual Violence Survivors in Conflict-Affected Settings' was co-organised by WHO, UNFPA and UNICEF in November 2011 on behalf of UN Action and with MPTF support (UNA015). Follow up guidance notes for improved programming were developed. The project undertook reviews of existing published evidence on effective interventions for mental health care and for psychosocial support. The technical meeting shared evidence and experiences on providing mental health and psychosocial support to sexual violence survivors and made policy and programmatic recommendations. It also identified knowledge gaps and research needs. The outcome was a short well-produced briefing document summarizing the key findings and policy and programmatic recommendations - *Mental health and psychosocial support for sexual violence. Principles and interventions* (2012). Two one page briefing/ information notes for practitioners and wider awareness were developed in the form of (1) *Dos and Don't's of community-based psychosocial programming for survivors* and (2) *Mental health and psychosocial support for conflict-related sexual violence: 10 myths*.

#### **5.2.5 DPA and Mediation guidance**

UN Action funded a dedicated post for a DPA Officer to support the development and roll out of the *Guidance for Mediators on Addressing Conflict-Related Sexual Violence in Ceasefire and Peace Agreements*. The Guidance was launched in New York in March 2012 at a high-level event involving the SRSG SVC. It represents a very innovative development in peace-making practices where high-level peace processes tend to not include women or raise issues such as sexual violence in conflict as part of the process. This also arises from the perception that human rights abuses such as CRSV can be traded away as part of the bargaining leading to greater impunity. The Guidance was consulted widely and informed by the experience of very seasoned high-level mediators and offers aid to mediators and their teams in addressing CRSV. Important synergies are being forged by UN Action in following up this work by support in CAR where DPA will be deploying one WPA supported by UN Action.

#### **Other Products**

Other recent products (2012) that have been commissioned directly by the UN Action Secretariat, building on the operational learning and requirements included: WPA Induction Training Outline; Tip Sheet Comprehensive Strategies to Combat CRSV. These were developed by Simona Pari, a UN Action consultant who has worked on strategies in both DRC and Côte d'Ivoire funded through the MPTF.

Of particular note is the work led by WHO on behalf of the network with partners to develop a prioritised research agenda on prevention and response to CRSV: *A Research Agenda for Sexual Violence in Humanitarian, Conflict and Post-Conflict Settings*. A paper in the form of an Executive Summary was produced in 2012 and presented at the UN Action Strategic Planning Meeting in New York in October 2012. This paper is the result of a widely consulted survey and engagement with a range of stakeholders in a number of countries and the outcomes are of interest to a wider set of actors beyond the UN. UN Action should review the outcomes of this work and consider what elements of this research agenda could appropriately and feasibly be taken forward by the Network. In addition it may want to consider sharing or promoting this research agenda as a useful focus for discussion by a range of actors working on CRSV and

who have comparative advantages in taking forward some of the actions and research found in this research agenda work of UN Action.

From the outset UN Action developed very concise and visible short briefing notes/ practice notes that serve both advocacy and improving practice objectives of the Network. They are both tools (knowledge building) and advocacy/communications outputs. These should be revisited and updated with a new dissemination effort in line with the recommended internal advocacy strategy in this Review.

#### **5.2.6 The Persistent Challenge of Data Provision on CRSV**

The issue of data provision and analysis was raised in the earlier discussions on the policy evolution of UN Action. It is also an issue that recurs at the country level and was in DRC a source of contention in terms of pressures from many sources for the UN to provide coherent baseline figures on incidents and patterns. The data issue it has to be concluded from this Review creates a perception of incompetence however fair or unfair different stakeholders might consider this perception. Some of the confusion is about 'turf' in terms of inter-agency tensions and mandates, and some of it is driven by donors but the fact remains that the UN is still not issuing timely, agreed data on patterns and geographic spread of risks and attacks. As one interviewee put it 'the data management situation at the UN, in particularly on this issue [CRSV], is incomprehensibly weak and incomplete, while at the same time being the focus of quite a bit of time, energy and resources'. However, it does need to be said that CRSV has been subjected to the mantra of 'threshold of evidence' that many interlocutors say is not found in other policy areas and that this has created undue pressures and obscured the efforts to investigate, verify and triangulate information.

Both the incidence data and the response mapping remain diverse. There is a need for the UN to set out in clear and precise terms what exists in terms of data gathering and analysis for the following purposes (i) timely and credible information on incidents so that early warning, patterns and trends can be identified to drive urgent and if possible early action - who, what, where, when, likely perpetrators; (ii) services available to survivors, provided by which organisation, in what geographical location.

MARA must not be seen to 'solve the data problem' for conflict-related sexual violence; it answers a very specific aspect of information needs for the Security Council to take action particularly in terms of combating impunity. There is still a need for the UN to 'get a grip' on the basic trends and patterns data without resorting to complex and unfeasible tools such as population surveys. At present there is a perception, and a reality of multiple tools gathering partial data on SVC (incidents, survivors, responses etc) in partial areas. What is required is timely, credible, triangulated or verified to an acceptable extent data that can be useful for early warning, early response, planning of actions, and so forth. There is a strong sense that despite positive steps on 'partial data in partial areas', the overall picture of basic facts and figures on SVC remains weak and incomplete and leaves the way open for non-action and non-response. It also gives excuse and comfort to those who do not want to act or do not recognise the Security Council position on CRSV.

There is also a strong view reflected in interviews that data must not be used as an excuse but that the UN should limit the detractors by putting a robust and simple overview system in place. UN Action remains the logical place for this to happen under the leadership of the SRS. This shared base of information would assist advocacy and prioritisation of actions. Beyond that, there should be greater effort to provide clear and succinct understanding and communication of the data tools and information that currently exist for different purposes across the UN including service provision, human rights investigation, and peacekeeping practices.

### 5.2.7 To Conclude.....

In conclusion, to name this pillar 'knowledge generation' is to lessen its exciting scope of work and immense potential as the boiler room or incubator for CRSV prevention and response in the UN by promoting new evidence-based practices that can transform the prevention and response to CRSV. This pillar links in critical ways to the Advocacy and Country Level Support pillars. This overall integration of the pillars needs to be reinforced at this point in UN Action's work to leverage the excellent work produced thus far and to strengthen the impact at global and country levels. This means moving beyond studies and pilot testing for a selection of proven knowledge tools and approaches and rolling them out in the countries where UN Action is focusing its attention on CRSV as a priority or emerging priority.

The UN Action Secretariat has always worked with linking advocacy and knowledge generation as the Policy Officer was engaged in supporting and developing critical resources and tools that also served as advocacy points to various stakeholders. The network will need to consider as part of the strategic planning and resources of the Secretariat whether the proposed model in Chapter 4 is sufficient to meet the new coordination and specialist workload on internal advocacy and scaling up of the roll out of core knowledge products, tools and practices that are proposed in this Review. **This is linked to the wider discussion and clarification needed on roles, responsibilities and resources across the OSRSG and UN Action Secretariat as part of the decision-making about the future strategic direction of the UN Action network.**

A final but critical consideration is raised for the work plan for the network. This relates to training and capacity building on CRSV. Plugging capacity gaps in critical coordination or joint planning positions is a sound strategy as far as it goes. However, longer-term consideration needs to be given to enhancing the overall quality of technical and field expertise in this area of CRSV. Underpinning the theory of change of UN Action is a need to UN Action to foster long term capacity building in the UN for working on CRSV. This would focus on creating a pool of expertise which the call for the new profile Women Protections Advisers in SCRs 1888 and 1960 presumes to already exist. This pool of expertise extends beyond GBV or gender and should be focused on generating a new cadre of expertise that is created through practice and experience in a range of CRSV areas of work – peacekeeping, humanitarian protection, combating impunity through rule of law, multi-sectoral assistance, DDR, SSR and human rights. Encouraging these complex sets of skills and knowledge through career development support and incentives, as well as training, requires greater consideration and planning.

This includes promoting inter-agency mobility on CRSV and career progression based on experience of working in in different UN offices and operations.<sup>14</sup> A critical mass of credible expertise across the UN is one sustainable approach to transforming ways of working, organisational cultures and building future leadership on the issue. There are many entry points for UN Action to work with related relevant capacity building efforts in the UN system for a longer term impact and change - GenCap and the support to humanitarian coordination in mainstreaming gender into the Cluster system; The Civilian Capacities Project arising from the 2011 Independent Report of the Senior Advisory Group on Civilian Capacities in the Aftermath of Conflict; secondments; and, JPOs and UNVs.

Capacity building and networking of expertise is a critical role for UN Action in helping to support a cadre of high calibre professional and experienced advisers, managers and leaders who can be the WPAs and coordinators of the future. The TORs for such posts are ambitious, maybe even impossible, but cultivating inter-disciplinary profiles that cut across humanitarian, peace and security, human rights, rule of law and development is critical to creating a pipeline of credible, senior professionals who can drive this work

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<sup>14</sup> This mobility aspect of capacity building was raised in the May 2012 Steering Committee of UN Action by DPKO (see NFR for reference).

forward at the country level. Linked to this is training and capacity building of staff that work in all sectors of UN Missions and UNCTs; elements have been developed in first phase of UN Action but need greater promotion and roll out. This includes compulsory training for SRSG/DSRSGs and accountability for leadership on the issue in the critical countries where concerns are focused. This and other training and capacity building issues were reviewed and summarised on behalf of UN Action in a Review completed in early 2012 that included recommendations for a Training and Capacity Building strategy. These could be usefully revisited and updated in light of future strategic planning directions agreed by UN Action in response to this current Review and existing workplans.

### 5.3 COUNTRY LEVEL ACTION

The country-level action pillar of UN Action work is led by UN OCHA. UN Action through its strategic planning process, innovative early donor funding and later the MPTF has funded a number of country level support actions since 2007. These include early joint missions to Darfur and Chad, filling key and new capacity gaps in critical missions in the DRC, Liberia and Sudan and moving more recently to supporting the implementation of key operational paragraphs of the SCRs including the roll out of the MARA and the deployment of WPAs. A critical component has been technical assistance to UN Missions and UNCTs. As discussed in 5.2 key pilot projects on tools and practices such as the Early Warning Indicators, the Peacekeeping Inventory, and data mapping such as GBVIMS also have county-level application and objectives. **These activities of UN Action all come under the rubric of catalytic support to add value to the UN presences on the ground by enabling greater coherence, coordination, and learning on CRSV prevention and response.**

In terms of the 'theory of change' and impacts for UN Action the linkages from global to national in translating the new global policy framework and commitments into take up and action at the national level, we can say there have been some innovative and discreet efforts by UN Action. However, they need significant investment and lift to ensure greater impact. This includes a focus on what situations and countries should be prioritised and backing that up with a concerted and sustained series of actions across the UN and with partners. **The country level element is the pillar of UN Action strategic planning that needs particular attention and rethinking in terms of the next phase. There is potential to build upon the diversity of investments thus far and also to line up with the other advocacy and knowledge building pillars to reinforce a country level shift and focus for the future building on the past.** The work has been driven by and dependent upon the UN Action Secretariat of 3 staff that was working across a number of tasks in addition to following UN Action (through Secretariat or MPTF) country level missions and deployments.

UN Action has chalked up some important experiments and innovations in seeking to develop Comprehensive Strategies and responses to CRSV at the country level notably in the DRC and Côte d'Ivoire. These efforts have sought to create the cooperation across peacekeeping, humanitarian, human rights, rule of law, peacebuilding and recovery aspects of the UN and with national, donor and NGO partners that is essential in delivering coherence and coordination on the ground for greater impact for communities at risk and survivors of CRSV as well as those charged with their protection. The Comprehensive Strategy is a complex undertaking and not necessarily the vehicle in every setting but the work across sectors is acknowledged as original and vital for improving prevention and response and also for ensuring a longer term vision of change in terms of peace and security in relation to CRSV. A better understanding of context and close cooperation with UN and others on the ground is critical to improving and enhancing the strategies and actions promoted by UN Action with UNCTs and Missions at the country level. Improving early assessment to inform fuller support packages is recommended by the Review.

It is a very challenging undertaking by a global network to seek to support operational coordination and action at country level. The feedback from comparative cases in this Review attests to this. Other mechanisms have ultimately decided to remain at the global level (RoLCRG) and focus on information-sharing and higher-level actions of knowledge development and dissemination in informing practice. Other coordination mechanisms devise ways of networking at national level or deploying capacity. For example, the SRSG/CAAC has a High-Level Task Force for the purposes of consultation and development of reports to the Security Council but at the country level the mandate of the SRSG is supported by UNICEF and DPKO that take responsibility for operating the monitoring and accountability system (MRM) underpinning the information and data for reports and follow up actions. This is of course a more streamlined process as there is one clear identifiable agency (UNICEF) with a mandate, capacity and strong credible field presence to organise the systems. For UN Action the concept of CRSV is still relatively new to the UN and other actors. The responsibility for reporting and for prevention and response ranges across a number of entities and agencies. Bringing coherence to this at the field level is a challenge. MARA may however be a catalyst for greater coordination in the field across the UNCT and Missions. There is evidence from field interviews that this is already the case, notably in Sudan and DRC.

The Review found in the Country-Level Interviews and On-Line Survey that even UN staff members who have worked directly with UN Action support have limited understanding of what UN Action is or what it can do to help them at country level. Apart from positive feedback of individual deployments or consultants, the stronger experience of UN Action support is of top down, *ad hoc*, parachuted interventions that are not fully consulted and do not necessarily reflect an understanding of the local realities and context. This criticism is both fair and unfair. **UN Action needs to learn critical lessons from the support provided thus far and define more substantively and clearly what its value added is in terms of operational and coordination support at the field level and what resources and sustained support UN missions and country teams can expect. It also needs to do better at owning and labelling what it does support as UN Action and individual members of the network need to be more active in ensuring this on the ground.**

This experience and perception of UN Action support is found by the Review to be largely attributable to the weak base of understanding at the field level of (i) the CRSV concept, (ii) the set of relevant Security Council Resolutions and their operational implications for the UN, Governments and NGOs on the ground, (iii) the fact that 13 UN entities are members of UN Action and that it is a network and not a new 'agency' or 'office' competing for mandate and operational space; and, that therefore many of those interviewed are working for entities that are members of UN Action and therefore should feel a stronger sense of ownership of, identification with and responsibility for 'UN Action'.<sup>15</sup>

This finding does not detract from the very rapid, organised and pin-pointed efforts of UN Action at global level, through the support of a very small, active and effective Secretariat, to identify and leverage critical entry points for support to the UN system on the ground to take on and act upon the CRSV agenda as One UN. Indeed the scope of the ambition at this field level has matched the ambition of the policy agenda at global level. It is acknowledged by HQ and field leadership interviews that UN Action, to its credit, has identified critical areas to intervene and has been engaged and responsive in ways that are not always typical of UN support or funding mechanisms. A sense of precociousness and 'can do' intentions emerge

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<sup>15</sup> The need for strong internal advocacy in the UN system is as much an issue for Headquarters as it is for the field operations. The focus in this Chapter is on country-level experience and needs with respect to UN Action.

from some of the feedback, gaining admiration even from those who may have criticisms of the way in which support was ultimately provided or managed.

A related finding is that some very important, catalytic and innovative support initiatives at the country level were identified and implemented **by UN Action, funded through the MPTF, to support country level coordination and operational impact as One UN working on CRSV**. They are vital as 'start-up' activities and a steep learning curve of what would work and be effective in operationalizing the ambitious SCRs that require a system-wide approach by the UN. These include the testing of new capacities and institutional arrangement to find the best way of integrating response and prevention of SVC across the range of UN entities involved across humanitarian protection and response, human rights and rule of law, diplomacy and peacemaking, peacekeeping and policing, and transition to longer term peacebuilding and development. There needs to be greater operational learning by UN Action on the strengths and weaknesses of initiatives so that the support package can respond and grow.

For example, in the DRC, the deployment of Senior Coordinator within the Integrated Office of the mission (DSRSG/RC/HC - MONUC) that led to the first Comprehensive Strategy to combat SVC. This paved the way for the establishment of the first ever Sexual Violence Unit in a UN Mission (MONUSCO) to coordinate and take forward the Comprehensive Strategy and related Action Plan with UN, Government, NGO partners and donors. Another example was funding the critical post of Programme Manager for the Joint Government/UN GBV Programme in Liberia that included CRSV, notably in services for survivors and in addressing impunity. Feedback from Côte d'Ivoire was very positive about recent support of the UN Action consultant in supporting UN and Government in the consultation and development of the national strategy on GBV that included CRSV elements.

In attempting to leverage entry points at the country level, UN Action as a fund and thematic network cutting across 13 entities faced some underlying structural challenges for the UN that are not unique to CRSV – not least the perplexing but enduring organisational and cultural differences and tensions that persist between UNCTs and Mission components in the new generation of UN integrated missions. Progress is being made and there is widespread awareness of coordination and operational effectiveness challenges. However, UN Action by the nature of its *raison d'être* to enable the UN to work more effectively as a system on this issue faced strong challenges in overcoming these inherent fault lines in contemporary UN operations. The frustration of these challenges was echoed by some former and current UN officials and very strongly echoed by donors and NGOs.

A further challenge, and an inevitable one, is that catalytic, short-term interventions in fragile settings (such as is the case in many conflict-affected settings where UN Action seeks to have impact) often lapse once the surge resources or capacity are removed. There is a clear sense of drift and dissipation in situations where progress and impact were being monitored and reported in 2009-2011, most worryingly in DRC. Other factors add to this challenge of sustaining the contribution and impact of UN Action support. These include high turnover of leadership and staffing resulting in the loss of institutional memory and continuity<sup>16</sup>; lack of skills and capacity of some post-holders with responsibility for actions; uncertainty of future resources and commitment to coordination and actions that have been agreed and developed.

In terms of the ToE-RoL it brings a new set of potential field support capacities to the work of the SRSR and the work of UN Action together. The Team of Experts has undertaken assistance missions to 5 of the Focus Countries – DRC, Liberia, Colombia, Côte d'Ivoire and South Sudan. These have in some cases built on the

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<sup>16</sup> This challenge of turn-over afflicts not only the UN but also INGO and Donor representation and staffing as well as Government counterparts in scenarios where elections and political instability can lead to a rapid succession of key Ministerial and civil service interlocutors.

access created by a visit of the SRSG, for example in DRC, Liberia, and Colombia. The 2011 report of the ToE-RoL highlights work in DRC, Liberia, South Sudan, Côte d'Ivoire, Guinea and Sierra Leone. It also emphasised that in addition to existing focus countries, the Team is also looking at "other situations of concern" – Libya, Syria and Somalia where it is undertaking background research and monitoring. The Strategic Planning Meeting as well as and Focus Group Discussion for this Review indicated planned assessments for Somalia, CAR and a continuation of support to South Sudan, Côte d'Ivoire and Colombia.

The feedback from the field reflects the early stages yet of this work - many interviewees were unaware of what to expect. Some field staff found the engagement very helpful and useful and welcomed the additional capacity that might come from the Team on short term missions. However, other officials, including senior level officials in missions remain unclear as how the added value of the ToE-RoL is defined on the ground where there is often a Joint Human Rights office, a Rule of Law team, and UNCT actors such as UNDP with strong Rule of Law programming profile. This reflects a wider challenge for UN Action in supporting coherence and coordination on CRSV at the field level. The need to join up the planning efforts of UN Action with the ToE-RoL and OSRSG was highlighted in Chapter 4 and features in the recommendations of the Review.

Another theme that emerges from the Review and that is worthy of mention is the concern among some interlocutors that as the initial focus on CRSV dissipates at country level where is a risk that the mandate and actions get reduced to gender-related matters and so revert to the work of development gender advisers and their national counterpart in Government, the Ministry of Gender and Children. Keeping key national actors involved and accountable is seen as important and a role for the UN in terms of engaging offices from the President and Prime Minister to the Ministries of Defence, Justice, Planning, Health, Social Welfare and Education.

During 2007-2012 UN Action has made some progress in generating the tailored and new capacities, skills, tools, trainings, and good practices that form the basis for a more ambitious and urgently necessary lift to country-level support. This work is a credible outcome of the Strategic Planning Frameworks – knowledge building and country level support. UN Action also has over the same period, though most active from 2009-2012, mounted country level support efforts, opportunities and engagement from which to learn and build upon – this operational learning has to come from learning from the negative as well as positive lessons. In addition, the operational implications of the recent SCRs, notably 1960 in terms of the MARA and deployment of WPAs need to be fully absorbed by the network in the support strategy to country situations.

**These findings underscore the extent to which UN Action can only be successful in the operationalization of policies and actions for CRSV, to the extent that UN presences on the ground recognise and are helped to understand that *they* are the operational platform for UN Action and indeed for the wider UN architecture of CRSV that now includes a dedicated SRSG and Team of Experts on legal and judicial support to combating impunity. In turn, this means that UN Action and the new CRSV architecture must provide sustained engagement and support in the list of countries where UN Action is seeking to improve UN coordination for prevention and response. This engagement needs to be underpinned by a raft of actions by UN Action as a global network of UN entities with a Secretariat in terms support to UN field presences of UNCTs and Missions. These include well developed and structured briefings, trainings, capacity building and staff deployments, as well as additional financial resources to build on their existing work to take better or more account of obligations on CRSV. Country level action has been a critical pillar and commitment of UN Action as an inter-agency network since its inception. The results**

have been partial but the learning has been important and the challenge now is to leverage this part of the UN Action mission more effectively.

Change at the country level in terms of UN understanding, coordination and implementation of the policy commitments on CRSV to improve prevention and response is one half of the UN Action 'theory of change'. The global level is well understood and has been incredibly successful in the context of time and resources. At the country level of change, elements have been put in place but need to be leveraged and up-lifted to a significant degree to drive the change that is envisaged. UN Action must therefore look to a period of consolidation and driving forward of the country-level support work. In this, the very strong strategic planning foundation of the Strategic Framework gives it great assets to build upon. The gains thus far of advocacy, knowledge-generation and country-level support are interwoven and need to be reinforced in the next phase with a strong focus on more robust and ambitious country-level strategies and responses to emerging situations or situations of concern.

The future composition of Country Level Support is further discussed in Chapter 9. Further analysis on the 8 priority countries of UN Action can also be found in Chapter 9.

## 6. THE FOCUS AND PERFORMANCE OF THE MPTF<sup>17</sup>

### 6.1 ROLE AND SCOPE OF MPTF

UN Action pre-dated SCR 1820 (2008) and was an active part in the policy dialogue and internal UN coordination and cooperation to underpin policy and programmatic aspects of responding to and preventing sexual violence in conflict. The network's initial work through its Secretariat was funded bilaterally through UN Women by key donor Member States including Norway, Sweden, Spain, and Australia. The MPTF allowed these different sources of funding to be administered and managed through one window to the UN. The focus of the fund was encourage the UN to work as one by funding catalytic actions that would bring 2 or more UN entities together in delivering on outputs and outcomes of the UN Action Strategic Framework.

The **UN Action MPTF** was set up in early 2009. As of November 2012 the Fund had raised USD\$ 14,376,245.00 and disbursed USD\$ 11,093, 158. A balance of USD\$ 3,582,169.00 remain in the Fund. In 2011 a specific window was set up within the Fund to allow the Team of Experts to raise and channel specific funds for its work. This has proved very successful with USD\$ 2,041,371 having been mobilised through this window and further pledges in the pipeline including GBP£ 1m from DFID UK.

The MPTF has benefited from the highly professional administration and keen strategic understanding and interest of the Senior Portfolio Manager and her team. It is one of the smaller funds managed by the Multi-Partner Trust Fund Office of the UN. This Office is housed in UNDP and operates under inter-agency auspices of the United Nations Development Group to provide a one-stop shop for fund administration in line with reforms to support the UN to Deliver as One. The Senior Portfolio Manager has been there from outset and was involved in design and set up of the UN Action MPTF. The Review received very positive and strong feedback from a range of sources on her professionalism and her advisory strengths as part of the UN Action network of associated people.

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<sup>17</sup> In UN Action literature there is an interchangeable use of the terms MDTF (multi-donor trust fund) and MPTF (multi-partner trust fund). For the purposes of this Review and to reflect the important contribution of key donors in enabling and supporting the vision of UN Action, the term MPTF is used in this Review.

In terms of non-MPTF Funds there are some UN Action pre-2009 and residual funds. AusAID funded through UN Women in 2009 amounts earmarked specifically for the development and rollout of the Analytical Inventory of Peacekeeping Practices/Scenario Based Training by UN Action. The initial contribution was USD\$200,000. Later contributions by the Governments of the Australia and the Netherlands through UN Women amount to USD\$100,000 budgeted for 2013. There are also funds in the DRC that are UN Action funds and that paid for (i) The Sexual Violence Coordinator in 2008-2009 and (ii) the setting up of the SVU in 2009-2010. These funds also paid for the extension of the police presence in Walikali in 2010. This funding was provided by Norway since 2008 and is managed through UNDP at the country level. It is estimated that some \$17,000 remains in this account.

The Resource Management Committee (RMC) of the MPTF was established by the UN Action Steering Committee. It is made up of 5 UN Action Focal Points with one elected by the others to the position of Chair. The UN Action Coordinator and the Administrative Agent are ex-officio members and do not have decision-making rights. There was a recent rotation of the RMC following the UN Action Strategic Planning Meeting in October 2012.

*Figure 5: The Terms of Reference for the Fund include the following parameters for project selection*

- a) **The extent to which the goals and objectives of the proposal conform to the UN Action Strategic Framework and are identified as “deliverables” under the three Pillars;**
- b) **The overall quality of the proposal;**
- c) **The inclusion of a communications strategy, which lends visibility to UN Action’s Stop Rape Now campaign and includes key messages to help UN Action members explain the initiative to external partners;**
- d) **Institutional capacity of the organization(s) to implement the project/programmes;**
- e) **The extent to which the proposal fosters joint planning, or programming by a number of UN entities;**
- f) **Potential for sustainability;**
- g) **Commitment and plan for monitoring the activity;**
- h) **Clear description of budget requirements and link to achieving results;**
- i) **Minimum budget of \$50,000, and**
- j) **Implementation period of no more than two years.**

## 6.2 SUMMARY OF PROJECT REVIEW ANALYSIS

The MPTF is found by this Review to be a critical tool for coordination. It is not simply a channel for projects that can improve or support UN coherence on CRSV at global and field levels but in itself is a vehicle for greater coordination and cooperation among UN entities. Other inter-agency mechanisms reviewed and associated persons interviewed reveal that the MPTF is considered to be a very strong element of UN Action’s strength as a network and to be envied. It is seen as being a boost to donor confidence and support in demonstrating that the commitment to One UN will be implemented through new coordinated and collaborative mechanisms. One respondent described it appropriately as ‘a rare vehicle’.

28 projects have been funded through the MPTF since it was established in 2009. These projects range across the 3 pillars of the Strategic Framework of UN Action: (1) Advocacy (2) Country-Level Support, and (3) Knowledge-Building. A fourth theme can be extracted from the analysis in terms of (4) establishing the UN architecture for conflict-related sexual violence. As indicated throughout this report the MPTF has made an invaluable contribution and impact for UN Action in rapidly establishing the operational provisions of the SCRs over 2010-2012. Some of the major spends from the MPTF have been to support and enable

the setting up of and the sustaining of the UN institutional arrangements and capacities called for in the UN SCRs.

- UN Action Secretariat (referenced in 1820)
- Setting up of Office of the SRSG (SCR 1888)
- Setting up of the Team of Experts (SCR 1888)

Yet the overall breakdown of funding indicates the major share of MPTF funding is going to country-level support. See Annex 9 for full breakdown of spending.

The evolution of the types of projects over the period suggests a growing confidence by the network in reaching out to take action to fill gaps in coordination, analysis, training and tools at global and country level. These included funding positions in DPA and DPKO; deploying a short-term GBV adviser to Côte d'Ivoire to support the development of a national strategy on GBV with CRSV; Senior Coordinator post in the DRC and then Head of Sexual Violence Unit in MONUSCO; Short-term Consultant support to CDI, CAR, DRC, and Liberia. Much of the work of the 3 pillars of UN Action discussed in Chapter 5 is funded through the MPTF.

Some concerns were expressed in a few Headquarter interviews that the MPTF will be raided to pay for WPAs and MARA roll out rather than these costs being put into mission budgets (the DPKO regular peacekeeping budget). There is good reason to suppose (based on field interviews and surveys) that in some cases the failure to secure core mission funding for WPAs is based on the reluctance or decision not to prioritise by certain Mission leaders. It is also the case that overall peacekeeping budgets are facing cuts and shortfalls for all core activities and so this is having a knock-on effect on budgets for the new WPA posts called for in SCR 1960.

However, it is the view of this Review that the use of the MPTF to fund the initial wave of WPAs in DRC and CAR is strategically sound. The WPAs are a critical test case for this agenda at the Security Council in providing the UN with a mandate to improve resources for reporting and coordination on CRSV. The learning and success of WPAs and the implementation of the MARA are important priorities (among others) for UN Action in taking forward its mission. It is important however that this funding be strategically managed and supported by UN Action to ensure operational learning is enhanced and that the precedent can be made for integrating these costs into mainstream mission budgets over time. Vigilance must be kept so that UN missions do not view the UN Action fund as an extension of a mission budget line to be drawn down at will.

### **6.3 DONOR RELATIONS AND ENGAGEMENT**

The innovation of donors who were early funders to UN Action through UN Women included Norway, Sweden, Spain and Australia. In the MPTF the main drivers have been Norway Sweden and Finland with Luxembourg, Ireland and Belgium donating through the dedicated window for the ToE-RoL.

Currently, the ToE-RoL places lot of emphasis on resource mobilisation as one of the functions it undertakes in addition to the core legal support work and that is very demanding. The UN Action Secretariat has supported these mobilisation efforts as have the OSRSG to some extent. Interviews with donors reveal that there is understanding on their part that they need to ensure their own coordination by not opening up multiple lines in the same UN offices. There is a risk of donor selectivity in cherry picking part of the UN or particular initiatives and countries to focus their efforts. It is important that such selectivity remains well grounded in an overall strategy and commitment to implementing existing commitments of the Security

Council Resolutions and the policy framework of CRSV. Donors want to see One Window for the UN. Donors for their part need to coordinate.

With the rapid growth of UN Action and the operational implications of the SCRs donors now have different entry points or relationships with different parts of the system around CRSV. This is positive but does require vigilance on both UN and donor partners to avoid fragmentation or duplication of contacts and undertakings of support that would have the adverse effect of creating competition or trade-offs between different offices and initiatives. There is a pressing need to reinstate the annual donor meetings that were a place of policy engagement and consultation as well as reporting and accountability and encouraged donor coordination. The previous Coordinator was very effective in raising funds and managing external relations for the network and the Chairs of UN Action played an important role in leading on this. There is a need for UN Action to discuss with the SRSG her leadership on this issue as Chair of UN Action. There is also a need to agree a donor relations and partnership strategy that can be supported by the Secretariat but that sets out clear objectives and roles for different individuals in the OSRSG, ToE-RoL, and UN Action Secretariat.

The SRSG as Chair of UN Action can and should play a critical role in donor liaison with support of the Secretariat to mobilise support through the MPTF. The recruitment of a new Coordinator in the UN Action Secretariat should lead to a revival of planning for donor engagement and the reinstatement of the very successful annual donor meetings as useful and appreciated forum for both donor and UN coordination with respect to UN Action.

#### **6.4 CONCLUSIONS ON MPTF**

The MPTF needs to be used in as strategic a manner as possible. There is potential to grow the reach and impact of the current portfolio and UN Action Strategic Framework but much depends on the commitment, participation and collective will of the network and its member entities.

There are tasks and commitments for the Secretariat and the focal points that need further consideration and support with regard to the management and governance of the MPTF. I refer here to the initial desk-based review of Concept Notes that rests with the Secretariat. Clarification and perhaps some external consultant support on vetting this initial phase would ease the burden on the small team and also create a firewall or independent element with respect to the network itself as it is members of the Network and officials from the OSRSG (in respect of some recent DPKO-managed projects) who are presenting applications. With the close relationships of the structures some added degree of independence would be helpful. This is with the view to strengthening the governance and transparency of the MPTF

In terms of the RMC, similar external/ independent participation might be considered to add to the checks and balances of inter-agency tensions that can arise in judging member applications. While agencies do recuse themselves from discussions of applications coming from their agency, there is a need to strengthen the framework for discussion of projects that are considered institutionally 'sensitive'. A donor representative (possible from Norway as the highest contributor to the fund) could be considered for membership of the RMC. This would address both the strengthening of internal governance from the Network's perspective in terms of the expanded institutional arrangements that now include the OSRSG and the Team of Experts while inviting greater donor engagement.

On the learning curve of the MPTF there have been tensions on the RMC about certain proposals. It is important that all participants respect the rules and governance of the RMC in terms of discussion and decision-making. This is not an evaluation and the evidence base is too small to investigate certain concerns and allegations but there was cross-reference to concerns in a few isolated cases where procedures were

not respected in terms of scope of the MPTF and blockages and delays at country level by certain agencies and individuals, and where differences within the RMC were escalated rapidly to a senior and political level that affected relations and trust among certain individuals and entities to the detriment of the network and relations between the network and the OSRSG. In such cases it could be considered that a member of the Steering Committee is asked to be involved and review any unusual delays or disputed applications so that constructive transparent steps taken to address them.

The recent extension of the MPTF for 5 years rather than annual renewal pre-empted a recommendation of this Review that such a predictable framework for partnership support and funding to the UN through one window would be an important part of a longer-term strategy to drive the work of the Network in the coming 5 years. This provides the space for UN Action to consider the recommendations of this Review in leveraging the MPTF to drive forward a focused and ambitious phase of enhanced country-level support that draws on the advocacy, knowledge generation and country-support actions that have been achieved so far and builds on its success. As one respondent said, the 'MPTF is one of the connective tissues of the global to the country levels'; the network needs to more space to discuss projects and take a strategic look at the current portfolio, country support strategies and priorities in light of the recommendations of this Review.

The more substantive use of the MPTF to support the fuller sustained support strategy to priority countries in the next phase needs due consideration alongside the development of the proposed country support strategies. The MPTF is well-placed to coordinate and channel financial support to these enhanced country strategies. **In developing more robust and systematic country support strategies as recommended by this Review, the MPTF will be a critical vehicle for raising and coordinating funding of these strategies. In doing so the balance will be to focus on the value-added and catalytic contribution of UN Action support while not displacing or replacing other country level or member agency funds for country-led activities. The issue of country level support is discussed in Chapter 9 but is restated here for the sake of clarity; UN Action has a core objective to provide country level support to priority countries where it engages and seeks to support the UN in-country by adding value to its work with catalytic support. This pillar of work was discussed in 5.3 and is part of the UN Action annual Strategic Planning meeting.**

Consideration also needs to be given to specific MPTF guidance on possible use of funds in 'emerging situations' and 'situations of concern' so as to ensure responsiveness, transparency and accountability.

There seems to be strategic scope for UN Action to encourage and promote funding to NGOs and CSOs at national level and this should be considered as part of the up lift to country support recommended by this Review. To this end fuller consideration of UN Action's participation in the UN Trust Fund to End Violence Against Women (discussed in Chapter 8) and grounding these national level government and NGO grants in enhanced UN Action country strategies. Equally, consideration should be given generally to encouraging increased country-level applications for the UN Action MPTF from UN entities collaborating on the ground and also considering how and when to include funding to NGO and Government initiatives as part of the country-level efforts. **The MPTF should be the vehicle for inviting more country-level application for joint actions that reinforce and add value to existing country efforts and that fall within the scope of actions for UN Action and the MPTF.**

## 7. NGO ENGAGEMENT

The origins and efforts of UN Action in 2007-2008 reveal that the original vision of UN Action and the Stop Rape Now Campaign was to emulate the International Campaign to Ban Landmines by bringing together a range of actors and raising public awareness on sexual violence in conflict. However, NGO interlocutors differ on how much effort was made by the UN to reach out to NGOs in more than an *ad hoc* manner. One issue seems to be that NGOs, not surprisingly, were not a homogenous group or one partner. It seems that the GBV-focused NGOs were very reluctant to join a UN initiative and compromise their humanitarian identity, though certain NGOs were prepared to have an informal connection and involvement. The human rights and peacebuilding NGOs that fit the profile of the NGO Working Group on Women, Peace and Security (NGOWG) were a more natural constituency.

However, the 'inclusive network' vision of UN Action did not emerge. UN Action has in the event evolved as an internal UN coordination network. The conclusion of this Review is that this has been a necessary and correct focus that continues to be required if the UN is to improve its understanding of CRSV, embed it into its institutional and operational DNA, and change peace operations and UNCT programmes at country level to better prevent and respond to SVC, ultimately having a direct impact for vulnerable communities and individuals. UN Action has grown to become an inter-agency coordination mechanism for the UN to enhance and strengthen its own coordination and action on CRSV. Yet, its advocacy and partnership work does reach out to far wider constituencies.

The NGOWG was set up in 2000 to lobby for SCR 1325 and support its implementation. It has 17 NGO members and is based in New York. UN Action has maintained relations on advocacy including consultation on reports. The GBV AoR Working Group (discussed in 8.2) also remains an important entry point and relationship to engage NGOs active in service provision to survivors. Many NGOs do not see a challenge *per se* with the UN having an internal network and indeed welcome any measure to enhance coordination and coherence. What they do expect and seek is a formalised and regular relationship and greater transparency about the role and work of UN Action. While consultations have taken place around Secretary-General reports for example, these tend to be rushed and *ad hoc* and not conducive to fuller policy dialogue and information sharing that some would welcome. Funding is an unspoken issue but the fact that the UN Action Trust Fund only funds UN entities is a concern to some. However, it is also the case that NGOs are invited and included under the umbrella of the implementation of certain projects. For example support to GBVIMS or support to the colloquium on mediation and CRSV.

The Review was requested by the Steering Group to include views on the **Nobel Women's Initiative (NWI) on Sexual Violence in Conflict** that was officially launched in May 2012 in New York. The Initiative involves the women Peace Laureates including Jody Williams, Leymah Gbowee, and Shirin Ebadi. It is propelled by the International Campaign to Stop Rape and Gender Violence in Conflict that came out of the 2011 conference organised by the NWI on 'Women Forging a New Security: ending sexual violence in conflict'. The Campaign reaches out to international, regional and community organisations and currently has 4 focus countries - Burma, Colombia, Democratic Republic of Congo and Kenya. Interviews suggest that up to 500 organisations have signed up. It has an Advisory Committee of 25 Organisations with some cross-over with the NGO Working Group on Women, Peace, and Security.

The Advocacy section of Chapter 5 reviewed the campaign platform for UN Action and the role and success of the Stop Rape Now Campaign. There is no doubting when one reviews both websites that the visuals, targets and 'asks' of the Campaigns overlap. This is not necessarily bad in itself but does have the risk of diluting impact for both and creating confusion for individuals, groups and organisations who visit [www.stoprapenow.org](http://www.stoprapenow.org) or [www.stoprapeinconflict.org](http://www.stoprapeinconflict.org). The UN Action Secretariat has very good working

relations with the NWI coordination team and has had various meetings in sharing lessons of its own advocacy strategy and tools. It is important that this dialogue continues and that the comparative advantages of the campaigns are discussed. NWI for its part is focused on a broad public drive along the lines of the International Campaign to Ban Landmines that inspired the broader Nobel Women's Initiative in terms of using the profile of the Peace Laureates to generate access and a platform for different issues.

Quite separate from sharing aims and audiences it is important that UN Action maintain and continue working relations with the NWI to identify concrete areas of global and country-level advocacy where they can work together. More formally however, given the high-level nature of this initiative involving the Peace Laureates it would seem that this relationship will be managed from the OSRSG and already there have been instances of shared platforms and advocacy at that level. This is not to say (as mentioned above under Advocacy Pillar of UN Action) that work must not continue apace to preserve advocacy gains and relationships by UN Action or that there are not detractors and doubters who need to be persuaded. The SRSRSG has a critical role and voice in this and it seems that coordinated specific cooperation with an initiative like NWI can calibrate this global advocacy work.

Some NGOs welcome a global voice through the NWI but do not see it as coordinating civil society and do not necessarily want to be coordinated by a new umbrella organisation. NWI itself does not necessarily seek a coordination role but more of a campaigning role building on the personal strengths and profiles of the women leaders it represents. However, it is important, similar to the point made earlier in the report about a proliferation of government and other initiatives, that the wheel is not reinvented or that the global constituency that fought for 1820 does not revert to simply campaigning all over again as if it were 2008. There is a strong policy framework and all actors should be encouraged to focus on adoption and implementation of the understandings and operational implications that have been gained during 2008-2010 in particular.

UN Action for its part must deepen its own efforts in this direction and in its partnership and external relations must advocate that donors, governments, NGOs and other actors focus their attention on implementation and dissemination of CRSV norms and policy gains.

UN Action needs to step up its engagement with NGOs and build on the existing strands of the relationship in terms of operational partnerships in the field and occasional policy engagement in New York (usually based around the preparation of Secretary-General reports or once-off briefings) to forge a more deliberate and differentiated strategy of engagement with NGOs. Three important entry points exist in NWI, NGOWG and the GBV AoR. A fourth and critical level is in the priority countries and situations where UN Action seeks to deepen support to coordination and impact of the CRSV agenda. SRSRSG visits open access and operational relations of UN entities in the field. UN Action-supported consultation for strategies has included NGOs and built some credibility and engagement beyond 'implementing partner' or 'funded party'. However, these are intermittent processes and relations can weaken or dissipate without regular and substantive inclusion in actions on CRSV at country level. The sustained closer engagement with Mission and UNCTs called for in this Review by UN Action should include a focus on NGO and civil society actors who are critical to achieving actions.

The Strategic Framework for 2011-2013 of the OSRSG/CAAC suggests an interesting model for formalising NGO relations. That Office has an 'advisory council' of NGOs that meets bi-monthly and a meeting early in the year is organised around the implementation of strategies for the coming year. UN Action should consider discussing this with the SRSRSG SVC and explore what modalities might work well with her priorities and guidance on the issue. In any event, UN Action should consider one formal annual meeting with an

invited list of NGOs drawn from the relevant constituencies to share information but also have discussions about particular policy or operational concerns in terms of implementing commitments on CRSV. .

## **8. COMPARATIVE ANALYSIS WITH OTHER COORDINATION MECHANISMS**

Coordination is always a challenge. It has become axiomatic that everyone calls for coordination but no-one wants to 'be coordinated'. The practice of coordination is an art and requires dedicated resources and structures to enable the relationships and results that are the purpose of coordination. The UN as a multilateral organisation and an institution made up of many entities and mandates has rich experience in the challenges and practices of system-wide coordination. UN Action is one among many networks, task forces and other mechanisms to enable the UN to Work as One around specific thematic areas and objectives. We consider four such examples here that are directly relevant to UN Action and draw some lessons and common analysis in reflecting on how UN Action currently operates. This adds to the analysis outlined in Chapter 2 on organisational effectiveness.

### **8.1 CHILDREN AND ARMED CONFLICT (CAAC)**

The influential report by Graça Machel on the 'Impact of armed conflict on children' in 1996 paved the way for the General Assembly resolution that called for the appointment of a dedicated SRSG on Children and Armed Conflict (A/RES/51/77). There have been 3 SRSGs since that time, most recently Ms. Radhika Coomaraswamy from 2006-2012 with the newly-appointed SRSG, Ms. Leila Zerrougui taking up the post in September 2012.

The main areas of work of the SRSG and her CAAC office focus on high-level advocacy and diplomatic initiatives with the Security Council, UN member states, NGOs and civil society, and relevant other partners on the theme of CAAC including country level reports and recommendations, and country visits for advocacy and to secure commitments for action. The OSRSG/ CAAC Strategic Framework for 2011-2013 confirms that the core staffing structure of the Office consists of 12 posts including one USG, one P-5, two P-4s, three P-3s, one GS-7, two other G level administrative posts and 3 JPOs. This work is guided by the annual and country-level reporting cycle to the Security Council as linked to the Working Group on Children and Armed Conflict.

The SRSG CAAC convenes the Task Force on Children and Armed Conflict in New York to enable system-wide coordination particularly linked to the monitoring and reporting cycles on the CAAC agenda to the Security Council. The UN Task Force on CAAC which serves as the UN system-wide forum for consultation and policy consultation on CAAC. It meets at the Principal and working level. Membership includes: DDA, DPA, DFS, DPKO, ILO, OCHA, OHCHR, OLA, OSAA, OSRSG/SV, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNWOMEN.

In 2005 the Security Council under SCR 1612 called for a monitoring, reporting and accountability mechanism for CAAC and thus the MRM came into being. Where parties to conflict are listed in the Security Council Reports, a Task Force on Monitoring and Reporting is set up. UNICEF and DPKO child protection staff members are the main drivers of this work though Task Forces include a range of UN actors. In managing the MRM, they 'monitor and report on grave violations committed against children, establish dialogue with parties to conflict, and develop action plans to end violations committed against children if parties are committed to do so. They are also involved in national or regional advocacy efforts'. This country level information is then reviewed and vetted by the OSRSG/CAAC and the high-level Task Force for the compilation of the reports to the Security Council. The MRM is focused around 6 categories of grave violations against children - killing and maiming of children, recruitment and use of children, abduction,

sexual violence against children, attacks on schools and hospitals and denial of humanitarian access. UNICEF, DPKO and DPA play a key role in coordinating and co-chairing the Task Force at the country level.

The SRSO CAAC has been a strong supporter and partner for UN Action from the outset and she and her Office have observer participation status on the Steering Committee of UN Action. The previous SRSO was very active and both current SRSOs (CAAC and SVC) indicate a commitment to collaboration and sharing of common ground and commitments on sexual violence in conflict. This is all the more telling given that the current SRSO CAAC Ms. Leila Zerrougui was the DRSO Rule of Law in MONUSCO and has been a strong champion of UN Action's work in the DRC. Working level relations between the UN Action Secretariat and the CAAC Office also seem very constructive and productive.

While there are some evident similarities in thematic scope and office structure with the SRSO SVC and now with the introduction of the MARA, the monitoring and reporting arrangements for SVC, which is learning from and modelled on the MRM experience, there are also differences. The OSRSO SVC when it was established in 2010 was modelled on the CAAC Office. The CAAC structure is defined by a series of high-level tasks that emerged specifically from the appointment and role of the SRSO in the first instance. This includes the annual reports to the Security Council around which the Task Force was created and the development of the MRM. This mechanism benefits enormously from a clear credible technical lead and expertise on the ground of one UN agency – UNICEF. At country level UNICEF and DPKO work together in linking the UNCT and Mission structures for child protection and MRM purposes. SVC faces a very different prospect as it is a multi-dimensional issue with particular challenges of evidence base and methodology that are still being worked out. In terms of MARA, consideration is given to learning and drawing from the experience of the MRM though it seems earlier suggestions of possibly merging the monitoring and reporting arrangements have not been pursued given different scope and mandates as well as challenges of methodology and evidence. The country-level Task Forces of CAAC are particularly interesting for MARA in addressing the challenges for UN Missions and UNCTs to adapt and adopt structures and modalities that are appropriate to context and do not lead to unnecessary duplication or tensions. Finally, UN Action also differs to the evolution of the Task Forces and MRM set-up of the CAAC in that it offers a range of practices and resources through its Secretariat, Focal Point engagement with the Strategic Framework, and the MPTF that go far beyond the CAAC model.

So, while there are structural similarities in terms of monitoring and reporting and inter-agency task force-like set up, UN Action and the CRSV agenda and UN architecture have evolved differently from the CAAC agenda. UN Action evolved as a very dynamic and working network of UN entities – the 13 entities came together and developed a body of international and national work that preceded the appointment of the SRSO which came later. This meant the SRSO had a strong coordination platform to stand upon and so had to engage with this rather than start with a clean slate in terms of setting up a system-wide coordination mechanism for SVC. The type of coordination that UN Action had developed by 2010 went beyond the loosely-based Task Force model of the CAAC that focuses mainly on the MRM and annual report to the Security Council. Some respondents suggest the UN Action made for a more unruly set of actors around a theme that was under construction and so required strong networking and coordination support to evolve and function as well as it did.

UN Action was engaged in similar Secretary-General reports on SVC as only one task among many that included (1) policy development and innovation in defining and testing the parameters of CRSV as a matter for the Security Council (2) bringing together the range of UN entities across very different mandates who were all actively engaged in prevention and responding to CRSV from different perspectives (peacekeeping, humanitarian, rule of law, human rights, peacebuilding and recovery, SSR and DDR and so forth) and (3)

with the benefit of the MPTF being able to manage a systematic programme of work that developed operational support tools and resources through joint working and collaboration across the network. In summary, UN Action has a wider scope in terms of areas of action and range of actors that are substantively engaged in prevention and response where roles and responsibilities are not always clear or agreed.

## **8.2 THE GENDER BASED VIOLENCE – AREA OF RESPONSIBILITY (GBV AOR)**

The rise of coordination and response to GBV in humanitarian emergencies is reflected in the work of the IASC Sub-Working Group on Gender and Humanitarian Action as well as the establishment of a Gender-based Violence Area of Responsibility Global Working Group (GBV AOR with co-leads of UNFPA and UNICEF) within the Global Protection Cluster (lead of UNHCR) of the humanitarian reform process in 2005. The sub-cluster paved the way for the influential IASC *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings* published in 2005, the subsequent guidance on roles, responsibilities and actions in *Establishing Gender-based Violence Standard Operating Procedures (SOPs) for Multi-sectoral and Inter-organisational Prevention and Response to Gender-based Violence in Humanitarian Settings* issued in 2008 and most recently the *2010 Handbook for Co-ordinating Gender-Based Violence Interventions in Humanitarian Settings* developed by the GBV AoR Working Group.

The GBV AoR was set up in 2008 bring together some 50 humanitarian actors of the UN system as well as NGOs and other international actors. It is an international community of practice, sharing knowledge and support to humanitarian response and the cluster system. The focus is confined to the humanitarian area of work as distinct from CRSV that reaches across a range of UN mandates of which humanitarian protection and response is just one.

There is a tendency in UN Action and by the relevant humanitarian Focal Points to present the GBV AoR as a reference point or cornerstone for service provision and MSA; this is factual and necessary to a point. However, UN Action and GBV AoR need to engage their relationship and linkages more strategically and explore opportunities beyond information-sharing and the setting out of the distinctive positions on GBV and SVC/CRSV. There will continue to be blurring in the continuities of gender-based violence during and after conflict but, the history and now the policy for CRSV has been set out at the UN Security Council as a peace and security matter as well as a humanitarian one. UN Action and GBV-AoR should be able to work in the common spaces while accepting different scope and analysis of their respective remits. MSA and GBVIMS are obvious examples where some interconnections have been enabled in the past but, the two platforms require some substantive dialogue as part of UN Action strategic planning to shape next generation of work and focus on services for survivors and data.

There is a need to identify areas where the GBV AoR agenda intersects with the CRSV agenda for specific, relevant actions and areas of cooperation can be identified to be taken forward. For example, (i) the implications of MARA and learning from GBV AoR community in terms of challenges and solutions (ii) reviewing the state and practice of Multi-Sectoral Assistance (MSA) in ensuring well-coordinated and targeted services for survivors (iii) exploring how far the longer-term prevention agenda of GBV can be integrated and have impact for the CRSV in given situations.

For UN Action, more strategic relations with the GBV-AoR are also important in reaching out to the constituency of GBV-focused NGOs who are at front line of providing services to survivors and engaging in protective actions. There is more on this theme in Chapter 7 on NGO engagement.

### 8.3 RULE OF LAW COORDINATION AND RESOURCE GROUP (ROLCRG)

The Rule of Law Coordination and Resource Group has been the mechanism for UN system-wide coordination in the field of Rule of Law since 2007. It is affirmed by various General Assembly Resolutions. The Group has 9 members: DPA, DPKO OHCHR, OLA, UNDP, UNICEF, UNHCR, UN Women, and UNODC. The SRSVC is invited as observer at the Principal level. It is chaired by the Deputy Secretary-General and agrees a Joint Strategic Plan, the most recent one being developed for 2009 through 2011. The Rule of Law Unit in the Executive Office of the Secretary-General acts as the secretariat to the RoLCRG. This comprises of a Director (D1) supported by 4 professional posts (1xP5, 2xP4 and 1xP3) and 1 Junior Professional Officer. The Principals meet on a quarterly basis and the working level focal points on a monthly basis.

The specific tasks of the Group include:

- Assisting in the development of overall strategies for rule of law assistance;
- providing policy direction by the preparation of policy papers, in conjunction with relevant lead entities;
- Maintaining a clearing house of information about who in the UN provides what rule of law assistance, as an information resource for those inside and outside the United Nations;
- Helping to ensure the Organization's effective and coherent responses to requests from States for assistance, in close collaboration with lead entities;
- Facilitating contact between United Nations actors involved in rule of law programming and Member States, regional and intergovernmental organizations, donors and non-governmental organizations;
- And, acting as a resource for the Peacebuilding Commission and Peacebuilding Support Office.'

(Taken from [http://www.unrol.org/article.aspx?article\\_id=6](http://www.unrol.org/article.aspx?article_id=6) )

Elements of RoLCRG's Joint Strategic Plan (2009-2011) included policy coherence and coordination, implementing the Capstone Doctrine in 2-3 pilot countries, and supporting Member States in holding high-level event on Rule of Law. The Group with the support of the Secretariat has developed the Secretary-General Guidance Notes on specific themes considered to add to the overall Rule of Law work of the UN – these include for example, United Nations Approach to Justice for Children, United Nations and Statelessness, and United Nations Assistance to Constitution-making processes.

Up to 2012, the sub-working levels of the Group were loosely configured around international level, conflict and post-crisis situations, and development situations with informal system of lead entities. This however seemed not to be working well, particularly when it came to translating UN HQ coordination to country level coordination.

The need for new arrangements for RoL has been identified in the 2009 Secretary-General's *Report on Peacebuilding in the Aftermath of Conflict* (S/2009/304). In addition 2011 Independent Report of the Senior Advisory Group on Civilian Capacities in the Aftermath of Conflict (referred to as the 'Guehenno report') and the CivCap Steering Committee charged with follow up to that report, identified Rule of Law as a priority operational area to apply new global focal point arrangements to enhance effectiveness and delivery on this agenda. The High Level meeting of the General Assembly on the rule of law in September 2012 announced the recommended outcome of the CivCap considerations, that DPKO and UNDP assume joint responsibility as Global Focal Point (GFP) for justice, police and corrections in post-conflict and other crisis situations. These entities will have to coordinate on requests and report directly at USG level to the Secretary-General. In other situations the onus will be on the receiver of a country level request to reach out to relevant other UN entities and to convene a RoLCRG meeting. The new GFP arrangements will have

implications for RoLCRG as scope of secretariat work pulls back from country level direct involvement and focuses exclusively on the global level coordination and support activities.

What are the lessons for UN Action? It is fair comment that rule of law is a very diverse field of activity in the UN and that many offices and agencies are engaged. It is also a very wide field of potential action. There seems also to be one of two particularly strong actors in this area who in the view of various interlocutors (including these actors themselves) have preference for setting the terms of coordination in their favour. UN Action as field of actions and network of actors is more balanced in terms of the sense of participation and equality among many of the members. It seems to be understood and respected that all members bring particular experience and mandates to the table that add to the overall understanding and support to combating CRSV.

However, there is a cautionary note in the RoLCRG experience in so far as the challenges and risks of trying to support country level coordination from New York. **The leadership and engagement of Missions and UNCTs are critical if they are to be in the driving seat in delivering on the support (strategic, human resources, political leverage, tools and training, pilot projects, and financial resources) provided through UN Action and the MPTF.** Another lesson is the need to have clear incentives in the UN system to bring it together around joint programming. In that sense the UN Action MPTF is a definite asset. In addition, all the networks reviewed commented on the challenge of ensuring highest-level representation by members at Principal level meetings.

#### 8.4 THE VIOLENCE AGAINST WOMEN AGENDA

##### **UNiTE Campaign ; UN Trust Fund to End Violence against Women; Task Force for Violence Against Women**

UN Action relates to a broader stream of UN policy and action in relation to the elimination of violence against women. There is the Task Force for Violence Against Women that was set up under the Inter-Agency Network on Women and Gender Equality in follow up to GA resolution 61/143 in 2007 that called for an 'intensification of efforts to eliminate all forms of violence against women'. UNFPA and UN Women are the main drivers as co-chairs with 15 member entities involved. UN Action is also a member of the Task Force. The Task Force summarises its workplan and major activities as including the implementation of joint programming on violence against women in 10 pilot countries, compiling and regularly updating an inventory of system-wide activities on VAW, mobilising resources for the UN Trust Fund, and advocacy with inter-governmental and executive bodies.

The objective was to move to a joint programme on VAW at country level and to enlist support of RC/HCs at that level to take the work forward. The 10 pilot countries were identified as Burkina Faso, Chile, Fiji, Jamaica, Jordan, Kyrgyzstan, Paraguay, Philippines, Rwanda, and Yemen. A manual of lessons on joint programming around VAW at the country level was issued in 2011 that provides relevant insights for UN Action's future work at country level and the incentives and conditions for joint programming. UNFPA funds the Inter-Agency Task Force Coordinator who has a team of 3 people for technical support and administration.

The *UNiTE to End Violence Against Women* global campaign was launched in 2008 by the UN Secretary-General Ban Ki-moon. It proposed 5 major outcomes to guide its efforts alongside the MDGs up to 2015. The global campaign aims to raise public awareness, increase political will, and mobilise resources to prevent and end all forms of violence against women and girls. UNFPA, UNICEF and UNDP have invested some funds through the campaign and UN Women is also very engaged and building up country level involvement, presences and resources as part of the enlarged vision and strategy of the newly-merged

gender entity of the UN. Of note is the Network of Men Leaders set up in 2009. The fifth outcome is systematic efforts to address sexual violence in conflict. UN Action leads this pillar of work within the UNiTE Campaign. The campaign has been rolled-out at regional and country level involving a range of actors and actions.

One of the key targets of UNiTE is to increase resources being contributed to The UN Trust Fund to End Violence Against Women (referred to the UN Trust Fund) that was established in 1997 as a global grant-making mechanism and pre-dates both the VAW Task Force and the UNiTE campaigns. Resolution 50/166 of the General Assembly called for the creation of the Trust Fund and drew from years of grassroots campaigns and global conferences that had profiled the state of violence against women and girls. To date the UN Trust Fund has disbursed USD 86 million to 351 initiatives in 128 countries and territories. Grants range from US\$100,000 to US\$1 million and are made to civil society organizations, national governments, and UN country teams at country level.

*The Inventory of United Nations system activities to prevent and eliminate violence against women*, states that in 2011 some US\$4 million of that year's grants were to address violence against women in conflict and post-conflict setting. The inventory gives the examples of "1) in South Sudan where a grantee will be assisting the government in 21 developing guidelines for the clinical management of rape and a secure information management system to collect timely data on incidents of violence; and 2) in five East and Central African countries where the Trust Fund is supporting the development of a functioning medico-legal system through the training forensic experts where the International Criminal Court is currently investigating rape as a war crime."<sup>18</sup> The focus on conflict and post-conflict settings was a 'special focus area' for the 2012 call for proposals.

A UN Action representative (from the UN Action Secretariat) has participated in the PAC (Project Appraisal Committee) of the UN Trust Fund where they review proposals on SVC. UN Action also supported the launch of the dedicated window in the Trust Fund for SVC. These funds are open to governments, NGOs and civil society organisations in a range of countries. *There seems to be greater strategic scope for UN Action to encourage and promote funding to NGOs and CSOs at national level and this should be considered as part of the up lift to country support recommended by this Review.* This should be considered as part of the fundamental planning of country-level strategies by UN Action taking account of the work of the SRSB and the work of the ToE-RoL. It should seek to build on synergies between the UN Action MPTF and the UN Trust Fund. Equally, consideration should be given to increasing country-level applications for the UN Action MPTF from UN entities collaborating on the ground and, also considering how and when funding to NGO and Government initiatives might be included or enabled.

## 8.5 WHAT IS UN ACTION?

Given these comparisons and earlier discussions in this report on the structures and resources of UN Action, what can we conclude about UN Action as a mechanism for UN system-wide coordination on CRSV? As one Focal Point phrased it 'I appreciate UN Action when I compare it to all the others!' It has become accepted form to refer to UN Action as a 'network' reflecting its equality of membership among 13 UN entities and also reflecting the sense of coming together for a specific purpose. Yet, it has often in the past also been referred to as a 'platform' which sounds perhaps more robust and more fairly reflects the substantive work of coordination arrangements that are described this Report. It is interesting to reflect upon the different understandings of UN Action that arose from the surveys, interviews and document review for this Review.

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<sup>18</sup> *Inventory of United Nations system activities to prevent and eliminate violence against women*, pp.20-21, February 2012. Prepared by UN Women on behalf of the UN system.

- Information sharing
- Strategic planning of work and organising UN actions
- Policy development and review
- Programming for the MPTF
- A mechanism of accountability at the heart of the UN – to hold the UN itself to account and get entities to sign up to commitments and take actions together. As one respondent phrased it - ‘to hold the UN’s feet to the fire’ in following through on commitments and actions to combat SVC.
- A separate UN entity that competes with existing agencies and offices for policy space and funds
- A policy initiative and not a programmatic initiative

An understanding emerges from this Review of UN Action as both a coalition and a platform and a sense that it is more than a campaign, more than information-sharing, more than collating reports for the Security Council and yet it fulfils all these functions. UN Action is undertaking higher-order actions of coordination, of knowledge building and tools for new programming approaches, of forging new norms and practices for how the UN prevents and responds to CRSV. This distinguishes it from other networks. While there are points in common – information-sharing, preparing Security Council reports and associated policy coordination, encouraging consensus and collaboration on joint initiatives and now, with the MARA, supporting the development field-based monitoring and reporting arrangements for naming suspected perpetrators – there is in the overall a consolidation of functions that many observers and participants agree set UN Action apart and enable it to highly effective as a mechanism of UN system-wide coordination. The range of functions and scale of ambition at policy and operational levels that UN Action has enabled over 2007-2012 does set it apart.

## 9. COUNTRY-LEVEL MOBILISATION, SUPPORT AND CHANGE

### 9.1 SELECTION CRITERIA FOR FOCUS COUNTRIES

The current list of UN Action priority countries comprises of: Democratic Republic of the Congo, Côte d’Ivoire, Bosnia and Herzegovina, Central African Republic, Colombia, Liberia, Sudan and South Sudan. Over 2010-2012, this list aligned with the priority countries of the newly-appointed SRSG. However, this has not prevented the SRSG or members of UN Action being involved in other countries and situations where SVC has been a concern. For example, Guinea, Angola and Libya in different ways came on the agenda of the SRSG.

In its first 2007 Strategic Framework, UN Action committed itself to the output of having ‘provided **technical and strategic support to amplify joint programming in 5 countries** – candidate countries could include, but not be limited to Sudan, CAR, Northern Uganda, DRC, Chad, Nepal’.<sup>19</sup> In the early 2008 Visioning Meeting the following countries DRC, Sudan, Liberia, and Kenya had been identified and confirmed with Chad, CAR and Somalia pending. A clear list of selection criteria is not easily found in the early days as to why and how countries were selected.

The process of reporting to the Security Council also raises interesting questions about what countries or situations are the focus of concern. For example, the 2012 report of the Secretary-General did not confine itself to the focus countries of UN Action or only those on the agenda of the Security Council<sup>20</sup>: Nepal, Burma, Somalia, Libya, Egypt, and Guinea were all mentioned in the report. The report distinguished among 5 types of situation in reporting on CRSV:

<sup>19</sup> UN Action Strategic Framework 2007

<sup>20</sup> Report of the Secretary-General on Conflict-Related Sexual Violence, January 2012 (S/2012/33)

- (i) Information on parties to armed conflict credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence in conflict – Colombia, Côte d'Ivoire, Democratic Republic of Congo, Libya, Myanmar, Somalia, South Sudan, Sudan (Darfur)
- (ii) Sexual violence in post-conflict situations – Central African Republic, Chad, Nepal, Sri Lanka, Bosnia and Herzegovina, Liberia, Sierra Leone, Timor-Leste
- (iii) Sexual violence in the context of elections, political strife and civil unrest – Egypt, Guinea, Kenya, Syrian Arab Republic.
- (iv) Sexual violence in other situations of concern – cross-border expulsions of Congolese migrants from Angola back to DRC 'as a protection concern' including allegations of sexual violence by Angolan security forces in the course of the expulsions.
- (v) Other concerns – sexual violence in places of detention and border crossings in conflict areas

The Strategic Planning Meeting of UN Action in October 2012 launched an initial and interesting debate about criteria and countries that the network would or should consider. Libya, Syria, Mali and Somalia were discussed in addition to the current list of priority countries.

We can summarise criteria that emerge from UN Action meeting Notes for the Record, interviews for this Review, and the Strategic Planning Meeting of UN Action in New York 2012. A consensus emerges from these sources on the following considerations for selection of where to focus and act on CRSV by UN Action:

- ✓ Country is on the Security Council agenda
- ✓ There are credible reports of incidents of SVC
- ✓ There is UN-mandated mission in place at country level
- ✓ Triggered by a direct request to Chair of UN Action from RC/DSRSG
- ✓ Countries outside Security Council agenda should also be considered
- ✓ Demand driven by requests from countries for support
- ✓ CRSV is known to be happening
- ✓ Responding to a current crisis situation
- ✓ List of countries should reflect a geographical spread

The stimulation and generation of demand for country level support from UN Action has taken different forms in the past. This includes: conversations between the past Chairs with particular SRSRs, DSRSGs and RC/HCs; consultant- led assessments commissioned by the UN Action Secretariat in the form of 1-3 weeks field missions, for example in DRC, CAR, and Liberia; UN Action missions where members have participated as peers - Chad and Sudan are examples of this. Since 2010 engagement and access has been opened up by SRSR missions and statements and the work of the Team of Experts.

Having a core list of priority countries does assist with medium to longer-term planning and enables the tracking of change and impact over time. There are also legitimate concerns that if the CRSV criterion is applied too broadly then efforts and resources of the network could dissipate and weaken impact.

UN Action needs to reflect upon and set out clear and transparent criteria for countries and situations in which it will take an interest and seek to act. UN Action then needs to update, change or re-affirm its current list of 'priority countries' on this basis. In considering priority countries, UN Action needs to reflect on the specific context in terms of conflict-affected, post-conflict, political unrest and violence, or emerging situations of violent conflict. UN Action also needs to consider when priority countries 'graduate' – is there an exit strategy for reduced support so that (ever-limited) resources can be spread to other situations? The fruitful beginnings of discussions on criteria for UN Action priority countries and considerations of a sliding scale of situations and support that might improve flexibility and responsiveness that were raised at the SPM in October 2012 need to be urgently taken forward.

The aim should be to update a focused a list of countries where efforts will be concentrated in the next 1-3-5 year time frame while allowing for unexpected and emergency situations that may occur and require response.

This needs to be based on consultations with UN presences on the ground and the transparency of expectations from the on-going and existing programmes and initiatives at the country-level as well as **what the Mission and Country Team can expect by way of support from UN Action as a value-added and catalytic lift to the core work of the UN on the ground in integrating CRSV.** Such discussions also need to refer and cross-reference with the priorities and focus of the SRSRG in her larger political functions (beyond being Chair of UN Action) in bringing attention to and speaking out on the issue of CRSV.

UN Action should seek to organise a set of dedicated priority country meetings by UN Action Focal Points alongside engagement with the OSRSG in joint planning to plot out future engagement and strategy. These country discussions should include participation of UNCT and Mission representatives from the relevant country. In addition to the current list of focus countries, consideration should be given to exploring the 'additional situations of concern' and emerging situations' that were raised during the SPM in October 2012.

Any such listing must make allowances for 'emergency' situations that will arise so that UN Action can be mobilised to coordinate information and response at the international level for the network. There is a strong sense from some key interviews that UN Action 'missed' the Arab Spring and failed to be as responsive as it should be and visible. It may be that UN Action decides to have different levels of engagement or support for specific countries and if that is the case, then it should be made explicit.

UN Action should consider a network protocol for mobilising in response to early warning and emerging situations. This could outline the steps for the network to (i) get shared base of key facts and information (ii) assessment by UN on the ground with possible support and additional support as appropriate and requested; (iii) align or sequence statements and actions across the network (iv) provide common, succinct, clear messages, response actions, updates to range of audiences.

A clear package of support should be developed so that Focus Countries know what to expect and the UN, through the network, can be accountable for ensuring a level of support and engagement commensurate with the designation 'priority'. The substantial conclusions of these meetings and analysis should ideally include field level missions where possible by a UN Action delegation to discuss with stakeholders on the ground on the urgent and most effective elements of a country level support package.

## 9.2 OVERVIEW OF COUNTRY LEVEL FINDINGS

The concern in this Review is with UN Action, the network of 13 UN entities coming together in New York and Geneva, and how through its set up (Chair, Focal Points and Steering Committee), dedicated Secretariat, and operational vehicle of the MPTF, it has through a coordinated approach, sought to bring about normative and policy change and translate these policy gains on CRSV into new ways of working and coordinating at field level to improve the effectiveness of the UN working as One in prevention and response. The issues of actions and impact therefore concern the 'additionality' or 'added value' that the thematic network can bring to strengthening the UN at the country level – UN Peace Operation, Political Missions, the UN Country Teams – in terms of implementing the Security Council Resolutions and improving prevention and response to conflict-related sexual violence. This objective has been core to UN Action mission since it was established and is found in the Country Level Action pillar of the UN Action Strategic Framework. It is a critical but as yet not fully activated element of the UN Action theory of changed surfaced and tested in this Review.

Feedback emerges from the field surveys and interviews in terms of common themes:

- The importance of having a national policy framework and political will for engagement on the issue; this is seen as critical to promoting ownership and accountability for the CRSV agenda.
- The relatively low levels of policy awareness at all levels by UN staff as well as Government, NGO and some donor respondents; in terms of level of knowledge of SCRs, the most known was 1820 and to a limited extent 1960 because of MARA but generally there was poor understanding and a sense that change on the ground for UN and for the national situation as a result of these resolutions was very limited and mixed in terms of policy and programmatic awareness and responses.
- Many interviewees and survey respondents from the 4 countries identified the accelerated implementation of the MARA (Central African Republic, Côte d'Ivoire, Democratic Republic of Congo and South Sudan) as well as Sudan (Darfur). While some key persons were very familiar with the new Security Council requirements, aware of challenges of organising appropriate arrangements at country level, and were engaged in internal discussions, many more were unclear and not briefed on the issue. Many indicated it was only in recent months (mid-late 2012) that internal discussions and arrangements were being created or agreed in setting up the reporting arrangements and identifying how information would be gathered and analysed. All attested to Mission/UNCT tensions and in particular the concerns of humanitarian actors. Some respondents expressed concern about the differences with the MRM mechanism for CAAC and that evidence and naming for CRSV would be more challenging in practice.
- A mixed picture on UN Coordination on CRSV with more successful examples depending on dedicated coordination support and the professional dedication of certain staff members.
- A mixed picture of UN leadership of Missions and Country Teams in taking a clear lead and providing guidance on CRSV; where SRSRs or DSRSRs had taken a stand and sent that message through the operational and management structures there was better opportunity for coordination and action.
- Knowledge of UN Action was mixed and often of low level even among staff directly engaged with projects or supported by UN Action.
- UN Action MPTF was not known or was often confused with country-based TFs. (This is not surprising given the global level focus and workings of the MPTF and its project selection.) In countries where key posts were funded by UN Action for interim periods there was a focus on this aspect of UN Action funding. For example in DRC, Liberia and more recently Côte d'Ivoire.

- NGO engagement is largely limited to implementing operational arrangements and occasional or limited participation in consultation on strategies and guidance; certain UN entities and offices have direct relationships with certain NGOs that are more substantial.
- The deployment of Women Protection Advisers (WPAs) was little was known about as posts are new and only a few have been actually recruited and deployed; where they were known there were concerns about recruiting high quality, experienced and skilled candidates given the wide scope of the job description and the integrated professional profile that is ideally required for strategic and operational support on implementing CRSV policies and practices on the ground.
- Dialogue with parties for prevention in situations where they are listed in UN Secretary-General reports is very poorly known and understood. Linking this with MARA and the need for political guidance were highlighted in feedback.

What emerges very strongly from the interviews is the theme of addressing CRSV in different contexts – conflict-affected, post-conflict, political unrest and violence, cross-border dynamics. For example, it is interesting to note the challenges of addressing legacy issues in Bosnia and Herzegovina where survivors still face a lack of recognition or compensation and reparations even though justice is said to have been served by prosecutions at international and national level. Equally, the painful traumatic legacy is found in post-conflict Liberia seeking to address on-going high levels of SGBV in the so-called ‘post-conflict’ setting while still dealing with legacy and impact of sexual violence during the long years of war. Understanding these legacies and the relationship between conflict and post-conflict sexual violence and impunity remains it seems poorly understood and often mislabelled. Yet, in DRC the issue of CRSV remains live, current and chronic in the protracted instability and insecurity found particularly in the eastern part of the country. Despite understanding and knowledge of the perpetrators and key linkages to DDR and SSR that are politically charged for the UN the progress in preventing these atrocities and combating impunity remains too slow. DRC remains the most complex and protracted situation and the response and ability to have impact remains similarly complex.

Yet, with all these differences and the importance they underscore of understanding and responding to context, there is a depressing familiarity to be found in interviews with very professional and dedicated UN staff who have worked in a number of countries. Their rich experience and insight is powerful in terms of what they have seen work in one context or what is a failure to learn from one situation to the next. Some of the comparative themes they highlight include: failures of DDR and SSR processes to deal with perpetrators; impunity still seen as inevitable bargaining chip in reaching a cease-fire or peace settlement; services to survivors not being sufficiently targeted in terms of psycho-social needs in particular and the geographic gaps in access to services in some situations; the UNCT/Mission tensions in working together across different structures and mandates to get coordinated action. Where success is cited very often it is attributed to strong leadership in the UN at SRS/DSRS levels on CRSV. In addition, the ability of a core group of staff across offices to build relations and commitment to work together and support each other in pushing forward certain initiatives. People and the quality of human resources and leadership are seen as the key.

The need for internal advocacy by UN Action at both HQ and country level is pressing. This was raised under the Advocacy pillar discussions in Chapter 5. Any country strategy needs to include briefing, training and other activities to ensure widespread understanding and ownership of the CRSV concept, policy framework and the operational implications for the UN. This needs to be systematic and on-going roll-out. The Role of the SRS is also vital here in both encouraging UN leadership at the field level to give leadership on CRSV and to be a voice of UN accountability in ensuring actions and impact. **This is not simply about information**

sharing or about promoting the network – this is about embedding ownership and accountability for action on CRSV throughout the UN system.

The feedback from country level interviews and surveys indicates that work of the UN in delivering as one needs continuing support in now rolling out the policy framework and implementing the operational implications of the UN Security Council Resolutions and commitments. There is also a continuing need to bridge and facilitate the UNCT-Mission relationship on CRSV to strengthen UN coherence and coordination across the different areas of peacekeeping, policing, peace-making, humanitarian relief and protection, peacebuilding and recovery, and rule of law and human rights.

### 9.3 PROFILES OF CURRENT FOCUS COUNTRIES

As outlined in the methodology section of Chapter 1 and more extensively in the Inception Report (Annex 6) the Country Profiles were requested in the Terms of Reference of the Review to enable an overview of UN Action focus on its 'priority countries' and to assess how strong or weak UN Action country level actions have been. Have they been well scoped and designed? Have they been sequenced for impact and sustainability? The Profiles therefore, refer mainly to the 'additionality' or 'value added' of UN Action as an inter-agency network, with an objective to support country level actions and to enhance UN coordination and coherence on prevention and response to CRSV. What can and do UN Action support and the MPTF bring to UN presences (missions and UNCTs) in priority countries to ensure greater reach and impact of their efforts to combat CRSV?

The Profiles, therefore, are not an overview or evaluation of the work of all UN entities in-country. The context of the country situation and the UN mandate is outlined as appropriate and relevant to understanding the opportunities and gaps in UN Action support and to learn lessons that can inform the future direction of the network and its explicit and necessary commitment to enhancing country level action and impact on CRSV by the UN.

#### 9.3.1 Bosnia and Herzegovina (BiH)

The conflict in the Balkans and particularly in Bosnia and Herzegovina in the early 1990s cast a long shadow and brings to mind iconic places and incidents that brought sexual violence in conflict to global attention. The International Criminal Tribunal on the Former Yugoslavia (ICTY) set up in 1993 was seen as historic in its indictments and successful prosecutions for rape as a war crime and a crime against humanity. However, it is estimated that there were between 20,000 and 50,000 rapes during the conflict (1992-95), with only 12 convictions by national courts, and 18 ICTY prosecutions. The focus of the SRSB SVC visit in 2010 was to highlight the plight of women who have endured cases and learning from their experiences of seeking justice. The lack of recognition for the victims and the lack of reparations remain critical legacy issues all these years later.

The former SRSB SVC, Margot Wallström visited the country in November 2010. In follow up a letter was sent to the High Representative and Presidents of the three entities urging support for a Senior Adviser to accompany survivors through the judicial process, as recommended by local women's groups, to safeguard against re-traumatization. UN Action has also provided support through UNFPA for the development of a Comprehensive Strategy to enhance services for survivors.

UN Action (project no UNA014) over 2010-2012 funded a *Programme for improvement of the status of survivors of conflict related sexual violence and other forms of torture in BiH*. It is noted that the expenditures on this project remain very low with only \$56,000 of the overall \$245, 469 thus far listed as expended. The project is being implemented by UNFPA in partnership with the Ministry of Human Rights

and Refugees of Bosnia and Herzegovina (MHRR). It included a conference on *Ensuring Justice, Reparations and Rehabilitation for Victims of Conflict Related Sexual Violence* organized in September 2012. This provided an important forum for the range of stakeholders – survivors, activists, service providers, government officials, civil society representatives, international organisations and academics - to come together and assess, learn from and redefine ways forward in addressing the legacy of CRSV in BiH<sup>21</sup>. High level guests included Ms. Rashida Manjoo the UN Special Rapporteur on Violence against Women and Ms. Madeleine Rees, WILPF Secretary General; concrete recommendations feature in the report in terms of taking forward the possibility of reparations for survivors and the move to gain support for setting up social and economic centres targeting survivors and affected communities in terms of long-term recovery needs that remain unfulfilled. Regional networking and learning have been cited by the organisers as other factors for success of the event identified by the participants.

### 9.3.2 Central African Republic

It is a very commendable reflection on the intentions and focus of the new SRSG SVC that she has chosen to bring her leadership on CRSV to CAR as her first country visit. The new BINUCA integrated structure established in 2009 and the appointment of SRSG Margaret Vogt as head of mission in 2011 demonstrates a new commitment from the leadership on combating CRSV. There has been a strong welcome for the changes following period of relative inaction. The BINUCA mandate of 2011 that extended the work of the integrated office until the end of January 2013 includes explicit focus on sexual violence and reference to the core SCRs and role for SRSG SVC.

CAR has been affected by violence and political instability since 2003 involving various rebel groups with regional and cross-border links and sparking humanitarian crises, particularly on the border with Chad. A cease-fire agreement and DDR process were negotiated in 2011. However, recent rebel activity in December 2012 is putting CAR back on the Security Council agenda.

In term of impunity and CRSV, CAR is of great international interest as a result of the so-called ‘Bemba Trial’. In 2007 the International Criminal Court in The Hague launched an investigation on war crimes committed during 2002-2003 when government and rebel forces fought. This investigation was on the basis of the self-referral of the Government of CAR as a signatory to the Rome Statute. One of the major crimes highlighted was the widespread rape and brutal sexual assault of civilians. On foot of this investigation the former Vice-President of the Democratic Republic of Congo and leader of the Movement for the Liberation of Congo, Jean-Pierre Bemba Gomba was indicted and his trial opened in November 2010 where it is continuing. The trial is an important test case for the CRSV agenda of the UN as its main focus is rape as a war crime and rape as a crime against humanity.

A UN Evaluation Mission of the Lord’s Resistance Army (LRA) was a DPKO/DPA led inter-agency Technical Mission carried out in May 2011. In May 2012 the Secretary-General presented the first dedicated report on children and the LRA to the Security Council (*Report of the Secretary-General on the situation of children and armed conflict affected by the Lord’s Resistance Army – S/2012/365*). It identified sexual violence as one of 6 ‘grave violations’ perpetrated against children by the LRA during 2009-2012 ranging across Central African Republic, the Democratic Republic of Congo and South Sudan. The report states that “Cases of sexual violence are believed to be particularly underreported” (para. 3). In June 2012 the Security Council agreed a regional strategy on the LRA (S/2012/481).

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<sup>21</sup> For a full report on the conference see: <http://www.stoprapenow.org/uploads/advocacyresources/1355227733.pdf>

The LRA was listed as named party to conflict in Central African Republic in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33). There is a need for support and follow up with the UN at country level as to how this will be taken forward in terms of dialogue with parties on protection and prevention and what role the WPAs might play in that regard.

However, despite the focus on the Bemba trial, the notorious reach and actions of the LRA, and the volatile neighbourhood of Chad, Sudan and the DRC, CAR in many respects of international aid and strategic interest is a forgotten conflict. It was one of the reasons that the Peacebuilding Commission was lobbied to take it on as one of its focus countries in 2008.

UN Action selected CAR as a priority country for all the right reasons but by its own measure has not done enough yet for this country that has been badly scarred by conflict, instability, corruption and poverty. It is a country located at a geographical crossroads where CRSV has left its mark and has yet to be fully dealt with. CAR has somehow not been supported in the way it needed despite being on the Focus Country list of UN Action. This is maybe a little harsh but it is true. CAR represents precisely where UN Action needs to step up its country level support to a level that is credible. This is not necessarily only about money and but more likely providing capacities and support to the BINUCA leadership as well as encouraging the political leadership and championing of SRSG Bangura.

Earlier scoping work carried out by UN Action consultant, Anne Ouimet points to challenges of UN coordination, capacities of the UN itself as well as national counterparts and NGOs in a context where chronic poverty and weak governance and instability pose challenges on a number humanitarian, development and peace and security fronts. The consultant carried out a number of scoping missions over 2009-2011 including 3 field missions for UN Action and 1 inter-agency mission of DPA/DPKO on the LRA where UN Action supported her participation. This participation in the LRA mission was critical in ensuring that sexual violence in conflict was taken on board in all countries visited, and relevant Ambassadors and Member States in New York could be briefed on the CRSV legacy, threats and risks of the LRA including in CAR.

CAR is one of the 4 selected countries for accelerated roll out of MARA. UN Action (UNA025) is supporting the deployment of a Women Protection Adviser through DPA. This proposal was delayed but now has been approved and recruitment of a suitable candidate is under way. It is foreseen that this post (12 months) will support the roll out of MARA, improve CRSV coordination on the ground, and contribute to another element of SCR 1960 (2011), notably dialogue with parties to conflict on CRSV. A consultant from DPA's Mediation Support Unit went on mission in late 2012 to provide support to BINUCA. This links very well with that Unit's recently successful development and launch of the pioneering *Guidance for Mediators: Addressing Conflict-Related Sexual Violence in Ceasefire and Peace Agreements* that sets out for the first time, explicit principles and strategies on integrating CRSV into peacemaking efforts. This initiative was funded and supported through MPTF project UNA016 that was completed this year.

The ToE-RoL accompanied the SRSG on her recent visit and will be following up on the plan of implementation for the Joint Communiqués recently signed between the Government and the United Nations.

The hope must be that the leadership and visit of SRSG Zainab Bangura will relaunch the UN Action engagement in CAR and deliver the sustained attention and resources it has long deserved. It is an opportune time also with the strong political leadership in BINUCA to influence the political, DDR, and

ceasefire processes, as well as to look at the implications of the Bemba trial, which will be a test case for CRSV and reparations for survivors in CAR.

There is a unique opportunity in follow up to the SRSG's recent mission to build on the work that has been invested in by UN Action in terms of missions, analysis and recommendations and to propose a package of support that can include the WPA and MARA whilst also seeking to address some very structural needs on the ground to embed the SVC agenda into all the work of the UN mission and agencies. UN Action also needs to monitor the regional LRA strategy that has now been agreed and engage actively to ensure CRSV agenda and implementation of resolutions and policies are part and parcel of this new momentum in the region.

### 9.3.3 Colombia

Colombia has been affected by almost 50 years of violence and conflict involving the Government security forces, guerrillas, drug cartels and criminal networks in a complex web of violence, governance and narcotics that has affected municipalities and rural communities in particular. Complex social, economic and political factors underpin and drive the violence. Since 2002, the Government had stepped up its war against the Revolutionary Armed Forces of Colombia (FARC) with an increasing sense of a stand-off and lack of a military outcome on either side.

At the political level the recent breakthrough in terms of a new peace process launched in September 2012 means the Government and the FARC have now entered into discussions. This process is being facilitated by Cuba and Norway with Venezuela and Chile cited as or 'accompanying' the process. Formal peace talks with the FARC opened in Oslo in October 2012 and continued in Havana. The agenda has six issues to frame the discussions: rural development; political participation; termination of the conflict; solution of the problem of illicit drugs; victims; and implementation and monitoring.

However, thus far there has been little mention or attention as to how past alleged human rights abuses, crimes and violations will feature in the talks and any possible agreements that might be reached. The International Crisis Group (ICG) commentary on the peace process in September 2012 suggests that CRSV may not be a significant issue but do preface this by saying 'Statistics are scarce and of limited value' in this regard<sup>22</sup>.

The former SRSG SVC, Margot Wallström visited Colombia in May 2012 before she ended her tenure. The visit resulted in a joint framework of cooperation with the Government covering 3 priority areas: impunity; service-delivery and knowledge-sharing. This includes a focus on the security services and on strengthening early-warning systems. The SRSG also discussed a range of issues with the authorities, including the need to strengthen investigative capacity in relation to sexual violence crimes, and to enhance protection for victims, witnesses and activists, in particular, women's rights defenders.

The ToE-RoL followed up on the SRSG visit and worked with the UN in Colombia to advise and support the Government on new legislation it was drafting to deal with CRSV. Working with UN presences on the ground that have been leading on work with the Government on judicial reform, the ToE-RoL was able to ensure that the new Analytical and Conceptual Framing of CRSV that featured in the Security Council Report of January 2012 was taken into account as the latest normative basis at the UN. It advocated for the recognition of conflict-related sexual violence against men and called for the inclusion of specific budgetary provisions in the law. Additionally, the Team commented on the Ministry of Defense guidelines on conflict-related sexual violence for police and military to ensure compliance with international human rights and

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<sup>22</sup> See [http://www.crisisgroup.org/~media/Files/latin-america/colombia/045-colombia-peace-at-last](http://www.crisisgroup.org/~/media/Files/latin-america/colombia/045-colombia-peace-at-last)

humanitarian law. A field mission is planned for follow up during late 2012/ early 2013 from the ToE-RoL. There is a Working Group at country level focusing on SCR 1820.

Given the current peace process, the recent work of DPA and UN Action on mediation and CRSV as well as the recent SRSR visit and, the active judicial work by ToE-RoL in New York and UN Women and OHCHR in Colombia, it seems a natural entry point for UN Action to pursue and follow up and for the roles and resources of the UN to be coordinated. It is striking in the case of Colombia that the designation of 'priority country' has hitherto been at odds with the design of a response strategy to match it. UN Action must consider how to remedy this in its follow up to the recommendation of this Review that UN Action reconsider all the priority countries and update assessments and criteria with view to designing credible and sustained activities.

#### 9.3.4 Côte d'Ivoire<sup>23</sup>

Conflict, displacement, widespread human rights violations have been on-going in Côte d'Ivoire since 2002 through the post-electoral crisis in 2010 and 2011. A decade of on-going crisis has severely affected the population of Côte d'Ivoire. Gender-based violence has been exacerbated by the crisis and peaks of conflict-related sexual violence have been reported during the fighting. Although there are no statistics on sexual violence before 2011, research conducted by UNICEF and UNFPA in 2008 shows that more than 20% of women and men interviewed had been victims of sexual violence. In 2011, of the 1,976 survivors who received assistance, 776 (39 per cent) were victims of sexual violence, the majority in cases of rape and gang rape. In areas of fighting, 58% of alleged reported perpetrators were men belonging to defence forces or rebel groups. Almost 40% of the survivors of sexual violence were children. In Côte d'Ivoire most of perpetrators are not held accountable. Widespread impunity is fuelled by discriminatory provisions within the national legislation, limited capacity of the judiciary and fear of reporting because of possible revenge or stigmatisation. The proliferation of small arms and the presence of armed individuals and groups are seriously affecting security.

The UN Security Council Resolution 2000 of July 2011 extended the mandate of UNOCI and its focus on Protection of Civilians including prevention of SGBV with explicit mention of UN Action and SCR 1960 (2011). It requested of UNOCI to 'support the efforts of the Ivorian Government in combating sexual and gender-based violence, including through contributing to the development of a nationally owned multi-sectoral strategy in cooperation with UN Action Against Sexual Violence in Conflict entities'. The former SRSR for SVC, Ms. Margot Wallström visited Côte d'Ivoire in late 2011. Among the issues broached with national authorities during that visit were the inclusion of human rights principles in Security Sector Reform (SSR) and the need to ensure that the Dialogue, Truth and Reconciliation Commissions (DTRC) would take account of gender-related issues. During the visit, the UNCT and UNOCI requested strategic support from UN Action for the development of the GBV Strategy.

UN Action had initiated its support in January 2010, supporting a UN Action delegation visit and assessment of the CRSV situation including an analysis of the draft GBV National Strategy developed in 2009 by the Government with the support of UN agencies. The delegation recommended that technical support should be provided to finalise the Strategy and to include human rights, peace and security dimensions. Although some GBV and gender programs were implemented in Côte d'Ivoire before the crisis in 2010, a more structured and coordinated response was introduced with the roll out of the cluster system in 2010 and the establishment of a GBV sub-cluster.

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<sup>23</sup> I am grateful to Simona Pari for providing this data and analysis used in this profile.

In February 2012, UN Action deployed a Sexual Violence Adviser to facilitate the development of a National Strategy on SGBV (Simona Pari). The Ministry of Family, Women and Children developed the National Strategy with her support through a broad consultative process, involving relevant Ministries (Defence, Interior, Health, Social Affairs, Education, Justice, Human Rights, etc.), UN entities, international and national NGOs and existing coordination mechanisms. The National Strategy has five priority axes: Prevention through behavioural changes, empowerment of communities and women, and protection by peacekeepers; Justice and the Fight against Impunity; Security Sector Reform and Disarmament, Demobilisation and Reintegration; Multi-sectoral Assistance. Data and Information Management and activities adapted for children are cross-cutting components.

The Strategy was validated in July 2012 and is with the Government awaiting an official launch. Some of the key activities under the Strategy include: training, adoption of Codes of Conduct for security forces, establishing dedicated police units and standardizing no-fee medical certificates. Feedback from the country level during this Review indicates that government and NGO stakeholders were very welcoming of the UN Action support and the consultative approach that it enabled at many levels. UN staff from different entities also commended the UN Action support and suggested more sustained support of this quality would be most welcome and helpful.

The ToE-RoL, in coordination with the Human Rights and Rule of Law components of ONUCI and UNIPSIL, will promote and experience sharing exercise by assisting national stakeholders from Cote d'Ivoire to travel to and learn from Sierra Leone's efforts in addressing sexual violence.

Feedback from the UN Action Secretariat indicates that the early-warning indicators developed through the network were drawn upon as part of monitoring the legislative elections. In terms of implementation of the SCRs related to CRSV, notably the dialogue and engagement with parties, including those listed in the Secretary-General's annual report, is a sensitive and on-going challenge in the country. Interviews and survey feedback indicate concern about legal frameworks for prosecution and a proliferation of recent mechanisms and suggested this as an area of support with the Government. Psycho-social services, protection of survivors who take cases and reparations are other areas highlighted for attention.

UNSCR 2000 (2011) also called for the appointment of Women Protection Advisers within existing resources and in line with SCRs 1888 (2009), 1889 (2009) and 1960 (2011). The Review finds that in fact the mission seems not to have prioritised these posts and no request was made on the mission budget for WPAs. An interim measure had already been supported by UN Action through its MPTF to fund a Gender-Based Violence Adviser with UNFPA for 12 months to pave the way for the deployment of at least one WPA. This post took some time to set up but the contract has now been issued and advisor will take up the post. The challenge of sustainability for WPA positions given Mission budgets and the strategy for UN Action of interim funding is discussed in opening of this chapter and also in Chapter 6 on the MPTF. Côte d'Ivoire is also one of the 4 countries identified for accelerated implementation of the MARA.

Named parties to conflict in Côte d'Ivoire were listed in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33). There is a need for support and follow up with the UN at country level as to how this will be taken forward in terms of dialogue with parties on protection and prevention and what role the WPAs might play in that regard.

### 9.3.5 Democratic Republic of Congo

The conduct and impact of the wars in the Democratic Republic of Congo from the mid-1990s to the mid-2000s brought the plight of sexual violence in conflict to the global stage and were a major impetus in the campaign for the Security Council to treat it as an urgent peace and security matter. The country has been on the list of priority countries of UN Action since its inception in 2007. The former SRSG, Margot Wallström undertook two visits to the country during 2010. Sexual violence in conflict remains both a legacy and on-going factor of insecurity in eastern Congo. A rebel movement, the M23, made up of former soldiers entered Goma in November 2012. It is accused of recruiting by force and mass rape. Gen. Bosco Ntaganda, the rebel leader of M23 is wanted for war crimes by the International Criminal Court (ICC). The rebels withdrew following stand-off with the government and negotiations on release of prisoners. On Dec 31<sup>st</sup> the UN Security Council imposed sanctions against rebel leaders of the M23 as well as the FDLR (Democratic Forces for the Liberation of Rwanda).

Security Sector reform remains a challenging and yet critical area of engagement in the DRC. Combating impunity has also been very political and sensitive issue but recent successful indictments and prosecutions of military and rebel group suspects in international (ICC) and domestic jurisdictions show some slow but welcome progress. Named parties to conflict in the Democratic Republic of Congo were listed in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33). There is a need for support and follow up with the UN at country level as to how this will be taken forward in terms of dialogue with parties on protection and prevention and what role the WPAs might play in that regard.

#### **Overview of UN Action engagement in DRC 2007-2012**

UN Action supported the first ever Comprehensive Strategy to Combat Sexual Violence in Conflict in the DRC. It funded a position of Senior Coordinator (2008-2009) with a dedicated team located in the Integrated Offices of the DSRSG/RC/HC. This Comprehensive Strategy started as an effort by the UN to plan and coordinate actions for prevention and response across 4 pillars multi-sectoral assistance, combating impunity, protection and prevention, and security sector reform. The Government-owned *National Strategy on GBV* (launched in November 2009) integrated the *Comprehensive Strategy to Combat Sexual Violence* which was developed by the UN and endorsed by the GoDRC in April 2009. It added the issue of data collection and analysis as a separate rather than cross-cutting pillar. UN Action has funded (UNA026) the National GBV Coordinator in UNICEF DRC to reinforce the MSA Pillar coordination of the National Strategy on GBV.

UN Action went on to fund and support the historic precedent of setting up a dedicated Sexual Violence Unit in MONUSCO in 2009/2010. This Unit worked with the Government to establish a national coordination mechanism replicated in the east to develop projects, fund and manage the implementation of the National Strategy in the east. This takes the form of a sexual violence pillar the wider International Security and Stabilization Support Strategy (I4S) that is funded through the Stability and Recovery Funding Facility (SRFF). Latest data from the MPTF Office that manages the SRFF indicates that during 2010, 2011 and 2012 over USD\$12.7m has been contributed by the Governments of Norway, The Netherlands, Sweden, and Belgium. Of this USD\$5.7m has been reported as expended.<sup>24</sup>

Other actions supported by the network in the DRC include:

<sup>24</sup> See <http://mptf.undp.org/factsheet/fund/CRF00>

- ✓ the current roll out of the early-warning indicators developed by UN Action partners, currently being adapted and introduced into protection arrangements.
- ✓ UN Action funding supported the continued presence of police forces in Luvungi in the wake of the Walikale mass rapes in 2010/11 with funds that were in-country for the SVU since 2008 from Norway.
- ✓ The Team of Experts- Rule of Law followed up on Missions by the former SRSG SVC in 2010 and has supported Prosecution Support Cells, women magistrates, and judicial monitoring. Following a mission in February 2011, the ToE-RoL agreed to provide expertise to support the Congolese military justice system through the Prosecution Support Cells established by MONUSCO in eastern DRC. An expert has been identified and will to be deployed at the end of January 2013. The TOE is also following closely the proposed establishment of a Specialized Court with jurisdiction over genocide, crimes against humanity and war crimes committed since 1990 in DRC. The Team produced a preliminary analysis of the draft bill establishing the Special Court and stands ready to cooperate as necessary with the Government and relevant partners in this process given the potential of such a court in heightening efforts to address impunity for sexual violence.
- ✓ In terms of combating impunity the SRSG and UN Action has worked at the Security Council to encourage the DRC Sanctions Committee to name and pursue suspected perpetrators.
- ✓ The UN Action MPTF (UNA027) has recently approved funding for a WPA position to be posted in the JHRO in Kinshasa to support the set up and implementation of MARA. DRC is one of the 4 countries identified for accelerated roll out. The MPTF (UNA018) is also finding a database initiative on tracking services (Landscape) and a analytical initiative in the mission (ITEM) to support reporting. These actions all received favourable feedback but there was a strong sense of the need for a renewed and robust engagement by UN Action in the DRC; that there is a need to learn from and build on the pioneering programming efforts to implement commitments on CRSV in the DRC and that UN Action go further in ensuring a concerted and sustained package of support activities to keep a momentum for greater impact.

### ***Critical Feedback and Need for Urgent Action and Reinforcement***

The feedback from field level interviews and surveys from this Review are a source of concern. There are strong indications that UN Action risks a rowing back of the fragile gains and investments that have been supported from 2008-2012; the factors for this lie not only in the on-going insecurity in the east of the country but mainly in the challenges of turnover of key officials and posts as well as drift within the Mission on this issue despite the presence of the dedicated unit and mandate.

The political and security situation in the east has deteriorated in the course of this Review. In late 2012 the M23 rebel group re-took Goma. Key UN and international interviewees express frustration with the lack of a regional solution or engagement in addressing the security risks that drive the threats and realities of sexual violence in eastern Congo. This underscores the extent to which combating CRSV in the DRC is also about getting a peace and security process that addresses, manages and ultimately resolves the wider conflict and the drivers of that conflict at many levels. For its part UN Action has to reaffirm and reposition itself within this recurring violence and seek to hold onto modest gains while moving ahead with supporting the UN to better prevent and respond to the situation. In this, it can help by addressing institutional and human resource gaps and weaknesses that currently mean the UN cannot fully capitalise even on the dedicated resources and strategy it does have.

The implementation of the National Strategy has not been helped by the weakening of the stabilisation and recovery framework in the east, for a host of reasons. In fact, the sexual violence pillar of the SRFF is considered the most effective by many respondents even in that weak context. The feedback strongly

indicated the urgent need for the SVU to be examined and restructured to fill its vital and pioneering mandate and for critical human resource weaknesses and gaps to be addressed. The Comprehensive Strategy (now the National Strategy with Government and UN coordination) needs to be taken in hand and the pillars supported to reorientate as appropriate and identify feasible short and medium term objectives in the renewed context of insecurity in the east. The National Strategy is a complex structure and requires close facilitation and strong relationships to keep it functioning. Resources are also critical to ensure the painstaking efforts for the national coordination platform supported by the UN continues to work. It would seem the resource mobilisation has ground to a halt and that donor confidence is weakening. There is a genuine concern that the early gains of coordination, planning and implementation of the National Strategy are being lost.

A Review has been commissioned by the SVU through UN Women to assess the performance of the Comprehensive Strategy. This is apparently linked to donor requests before further funds are released, in the light of unspent allocations. However, this critical process and associated decisions seem not to have been widely consulted in Kinshasa or with UN Action and the stakeholders in the strategy. There is much confusion and concern expressed by a range of stakeholders across UN, Government, NGO and donors at senior and working levels about the current state of leadership and coordination of the National Strategy on the UN side. There are strong indications that ground has already been lost and a sense of drift since the previous Head of the SVU left in late 2011 and with the departure of the very active and engaged DSRSR/Rule of Law Ms. Leila Zerrougui in 2012 when she was appointed the new SRSG for Children and Armed Conflict. The pillar leads are not being supported in the way envisaged and required in the Comprehensive Strategy.

UN Action has invested with some commendable signs of success in what is the most challenging of conflict-affected situations and one of the most complex UN operations. It is important for the CRSV agenda that UN Action continues to strive to make a difference in the DRC. The network needs to make a significant lift to deal with the current fragmentation and drift – operational learning and improvement has to happen quickly to capture learning on Comprehensive Strategy and the Sexual Violence Unit. These are unique and new approaches that were designed to improve UN response and coordination. This is exactly where UN Action should be active and visible at this time and prepared as One UN to take actions and measures as necessary and quickly as possible to ensure structures are working as well as possible and with the best possible human resources in place.

Assessment missions were undertaken on behalf of UN Action to DRC in 2009 and 2011 (by the author of this Review) that recommended the need for follow up in areas of monitoring and evaluation, support to pillar coordination, and advocacy and communications. Follow up work and missions were undertaken by Simona Pari and Letitia Anderson on behalf of UN Action. As with other consultant and assessment missions commissioned by UN Action over 2009-2012 it is being recommended here that the development of a new and more ambitious country-level support strategy includes a review of the recommendations of these earlier missions.

In addition, data on sexual violence in conflict has been a contentious issue in the DRC and a subject of inter-agency tension for the UN. While progress has been made in providing support to the Ministry of Gender in developing a data base, and while the GBVIMS tool has been piloted with NGOs, there still remains a fragmented picture on the availability of basic data on (i) recording incidents (ii) mapping responses. There is still frustration among stakeholders about this. It is a higher-level concern also to CRSV at a global level and is addressed in Chapter 5 in discussions on the knowledge generation pillar of UN Action's Strategic Framework.

### *Donor Relations and Coordination*

Donor relations are critical to encouraging buy-in and confidence in the UN Comprehensive Strategy and coordination of its implementation. USAID is a major player in the DRC with a UN Action assessment report in 2011 identifying the 2010-2012 level of bilateral funds to the sexual violence pillar of the stabilisation and recovery strategy to be over USD\$24m<sup>25</sup>; it is a general policy to not participate in pooled funds. Nonetheless UNSAID is an active participant in the meetings of the national coordination mechanism of the Government and UN for the National Strategy and a vital partner and actor in working on CRSV in the east. Many of the NGOs who partner with UN agencies also partner with USAID.

Canada's Prime Minister Stephen Harper announced a new initiative in the DRC on sexual violence at the Summit of Francophonie in Kinshasa in Oct 2012. Some \$18m of CIDA funding over 5 years to combat SGBV. This will take the form of Joint Programme of funding with selected UN entities. It is important this is aligned and does not undermine the hard-won efforts to construct a coordination system with the Government and within the UN on implementing the National Strategy on GBV in the east.

It is very important that donor coordination is encouraged and that painstakingly-developed existing national coordination mechanisms be strengthened and built upon where possible and appropriate. The critical engagement of donors is helpful to the UN and has to be sustained in a more systematic way by the UN (DSRSGs, SVU and Agency Heads). It is important that stronger policy relations and operational learning and engagement is undertaken by the UN with USAID, Canada (CIDA), Belgium and others who have long engagement in the country.

#### **9.3.6 Liberia**

Liberia endured a long and devastating war involving a number of armed factions from 1989 to 2003 when the Accra Peace Accord was signed. An estimated 150,000 people were killed and a further 500,000 internally displaced (many repeatedly) and some 800,000 fled to neighbouring countries as refugees. The current population of Liberia is 3.5 million with 1.8 million (over 50%) under 18 years of age. During the second phase of the war in Liberia, 1999-2003, an estimated 30-40% (or some 35,000-40,000) of the fighters were women and girls, with many accounts of a range of violence and abuses including rape and sexual violence. This was in addition to the well-reported and widespread use of vicious killings, sexual attacks and torture on the civilian population during the war. Sexual violence is not just a legacy of war in Liberia but has also become a significant trend and challenge for post-conflict peacebuilding and recovery.

National elections in 2005 resulted in a Government led by the first woman President in Africa, Ellen Johnson-Sirleaf who was re-elected in 2011. The UN Mission in Liberia has been in place since 2003. The current mandate of supporting peace, recovery and stability has been extended until September 2013 and includes reducing the military component as part of a phasing down of the mission, continued support to the transition and reform of police services, and combating impunity for SGBV crimes. The renewal of the UNMIL mandate includes a specific request for 'qualified specialist advisers' "to be made available to the SRSRG to fill gaps that might exist in meeting the goal of increasing the capacity of the Government of Liberia, particularly the LNP, to implement sustainable rule of law, justice, governance and SSR programmes, including mechanisms to hold perpetrators of sexual and gender-based violence accountable". (S/RES/2066, para.8, Sept. 2012). There has been increased cooperation between UNMIL and the UN Mission in neighbouring Côte d'Ivoire (UNOCI) as a result of electoral violence and instability in 2010 and 2011 that led to displaced persons crossing the border into Liberia with increased violent attacks and conflict in border areas.

<sup>25</sup> Taken from report of UN Action independent assessment mission to DRC in 2011

UN Action support to Liberia has included the following:

- UN Action supported the implementation of the UN Joint Program on SGBV in Liberia. A request in late 2008 from the DSRSG/RC/HC Jordan Ryan (now ASG and Director of UNDP/BCPR) to strengthen the UN system on the ground to respond to sexual violence in what is a post-conflict setting led to UN Action part funding the newly created post of Programme Manager for the Government of Liberia and UN Joint Programme on Sexual and Gender Based Violence. This programme was a direct result of the Government's National Plan of Action for Gender Based Violence developed in 2006 that gave rise to a task-force of national and international actors to translate the policy into action. The catalytic funding of this position for 6 months came to an end in February 2010. The Joint Programme continues with reliance on Sweden as a lead donor.
- UNMIL in Liberia was one of the country missions to field test findings of good practice for the UN Action Analytical Inventory of Peacekeeping Practice published in 2010. This involved a visit by UN Action Secretariat, DPKO Office of Military Adviser and Gen. Patrick Cammaert to document and highlight promising protection practices and initiatives to address sexual violence, such as the lessons that can be drawn from the Indian all-female police unit. This mission also contributed to advocacy and knowledge-building as it included dialogue with the military and police components of the mission on SVC and helped to disseminate SCR 1820.
- The former SRSR SVC visited Liberia in June 2010, supported by the UN Action Secretariat, in a high-level advocacy mission and working through the local media with clear messages on CRSV. In terms of challenges, the SRSR discussed with President Sirleaf possible UN support to build a national Stop Rape Now movement aimed to curb stigma and victim-blame. However in seeking to deploy a consultant to follow up there were challenges identifying candidates and also concern by the Mission that any contract for less than six months was simply too costly in time and resources of an entity to host.
- The SRSR visit paved the way politically for the deployment of the ToE-RoL. In May 2011, the Team undertook an assessment of the justice system to look at both enabling and obstructing factors that underlie the Liberian national response to sexual violence, and how such factors impact Liberia's ability to prevent and respond in a holistic manner to crimes of sexual violence.
- An assessment mission was commissioned by UN Action in April 2010 (carried out by the author of this report). A number of areas for follow up were identified: (i) support to the implementation and impact of the Joint Programme on SGBV (ii) the formulation of a focused UN Strategy on Sexual Violence in the context of SCRs 1820 and 1888 (iii) development of and support to targeted communications and advocacy initiatives (iv) strengthening of the UN Action role in country level support and post-conflict situations.

Some issues identified from feedback include: the lack of focus on 'prevention' in current efforts that are focused on assisting survivors; the persistence of impunity; a gap in counselling and mental health support and programming; the fragmentation of national data on SGBV across different parts of the UN working with different Ministries; lack of resources for advocacy and taking the anti-rape campaign to a second phase; the growth in awareness and leadership on SGBV in the Mission and UNCT; SRSR visit did raise profile of issue; SCRs and policy framework have had some effect on work and focus of Mission and UNCT; knowledge and understanding of UN Action network is limited.

There is a sense of drift in terms of the expectations built up by various missions and assessments that seemed to not bring critical new resources or momentum to the issue of dealing with the legacies of CRSV in Liberia. UNMIL is also afflicted as all missions and UNCTs are with high turnover of staff in conflict and post-conflict settings and so ensuring continued momentum at the leadership level of Mission and in

critical initiatives is a challenge. There remains a need to clarify UN Action strategy in relation to post-conflict settings, where there are major outstanding issues in terms of justice and reparations. There is also a need to work closely with the Government and UN in-country to determine the specific areas where UN Action might add value and support to dealing with the legacy issues. Liberia is also a country on the agenda of the Peacebuilding Commission and so there is need for PBSO as a member of UN Action to engage actively on any future country strategy of support. This needs to take account and build upon previous missions and initiatives that have been supported through UN Action and needs to be backed up by a credible package of support if it is decided that Liberia remains a priority country for UN Action.

### 9.3.7 South Sudan

The Republic of South Sudan became an independent country on July 9, 2011 following decades of civil war, the most recent phase of violent hostilities beginning in 1983. A lengthy peace process brokered by IGAD resulted in the signing of the Comprehensive Peace Agreement (CPA) on 9 January 2005 between the Government of Sudan and the Sudan People's Liberation Movement (SPLM). A transition period ensued that ended with the referendum for self-determination for South Sudan in January 2011. The transition of South Sudan to statehood and the continuing security, economic and political tensions within the wider framework of Sudan and South Sudan and been a concern for the UN Security Council and the African Union. These include border security and disputes, oil resources and infrastructure, and status of citizens.

The humanitarian crisis in the Southern Kordofan and Blue Nile states of Sudan is dealt with in the profile on Sudan but has direct implications for South Sudan owing to the flows of refugees (estimated to be 175,000 in latest report to Security Council in November 2012) crossing the border to flee violence and access humanitarian aid in the states of Upper Nile and Unity with implications of insecurity and violence there. Rebel militia groups from both countries are implicated in the violence. In September 2012 a set of agreements were signed in Addis Ababa, brokered by the African Union High-Level Implementation Panel, between the Governments of Sudan and South Sudan addressing some of these issues. They have been cautiously welcomed as a prospect for consolidating peace. However the insecurity and threat to civilians continues. The border conflicts with Sudan in some states are compounded by existing inter-communal conflict and widespread food insecurity.

The UN Mission in South Sudan (UNMISS) was established by the Security Council with SCR 1996 in July 2011 to take over from the previous Mission (UNMIS) with a mandate to 'consolidate peace and security'. Ms. Hilde Johnson, formerly Deputy Executive Director of UNICEF and former Co-Chair of UN Action was appointed the SRSG for the Republic of South Sudan which was a significant recognition and boost for the CRSV agenda and provides a unique field leadership opportunity for UN Action. The mandate of UNMISS is very wide-ranging in supporting the new Government. It covers areas of (1) peace consolidation to foster longer-term statebuilding and economic development (2) conflict prevention, resolution and protection of civilians (3) security, justice and rule of law including SSR and DDR. UN SCR 2057 (2012) renews the mandate of UNMISS to July 2013 placing renewed emphasis on the protection and civilians including early warning measures.

There is a legacy and on-going threat of conflict-related sexual violence in South Sudan though research and reporting on the 1983-2005 period is limited. Sexual violence and GBV are indicated through experiences of rape, forced marriage, and abduction. The LRA was the most notorious of many militias fighting in the south of Sudan perpetrating atrocities on civilian populations including rape and sexual violence. On-going incidents in the post-independence context are attested to in Report of Secretary-General on CRSV in January 2012 where reports had come in from Jonglei State, the site of inter-communal

violence, and the border states of Upper Nile and Unity. Reported incidents of sexual violence have involved the Sudan People's Liberation Army (SPLA) - the former rebel force and now the army of the new state, as well as the rebel militia groups of the SSLA (the South Sudan Liberation Army), fighters under the command of since deceased leader George Athor, Misseriya militia members, and the LRA. Services to survivors are very weak in an overall context of weak institutions and capacities that mark a country emerging from long years of conflict. DDR as well as the development of professional armed forces and police training are all areas that are beginning to be addressed.

UN SCR 1996 requests the set up the MARA for CRSV in South Sudan and UN SCR 2057 calls for 'specific and time-bound commitments to combat sexual violence in accordance with resolution 1960'. South Sudan is one of the 4 countries identified for accelerated roll-out of the MARA. The process has begun to implement the MARA in accordance with the Provisional Guidance Note on the Implementation of UNSC Resolution 1960. A Technical Working Group on Conflict-Related Sexual Violence has been formed. The Group held its first meeting in December 2012 and the Terms of Reference were shared. The members are currently developing a case/incident Information Sharing Protocol for the group. Additionally, a training course aimed at building the monitoring and reporting capacity of human rights officers, WPAs, PoC, CPU, Gender Unit, UNPOL and members of the UNCT programme was conducted from 28 to 30 November 2012 by OHCHR-Geneva, UNMISS Human Rights Division and WPAs, and the Office of the SRSG on Sexual Violence in Conflict. Among the areas covered was the implementation of the MARA.

It should be noted that there is an active Gender-Based Violence Sub-Cluster in South Sudan coordinated by UNFPA and ARC (American Refugee Committee). The Sub-Cluster Action Plan 2011-2012 includes objectives of emergency preparedness, identification of priorities, and development of a context-specific GBV toolkit for services and referral pathways. UNMISS also has a Protection of Civilians Strategy with 5 priority areas - incidents in the border areas affecting civilians; rebel militia activities; inter-communal violence; threats to civilians during security operations, including civilian disarmament; and the activities of LRA. The PoC Working Group includes representation from the UNCT.

Feedback from surveys and interviews suggest weak services with a large gap in legal services and environment for dealing with cases. Other points raised in relation to the positive impact of CRSV SCRs and profile in terms of (1) discussions with Government on the need to end the use of Form 8 that has to be completed by survivors at police stations in order to access medical services (2) raised awareness among senior government officials and ex-Sudan People's Liberation Army of need for prevention and prosecution (now the South Sudan National Army) (3) more reporting of violations (4) Ministry of Gender, Child and Social Welfare is developing policy on gender based violence including sexual violence. There is more policy space for women opening up and opportunities to participate in forums and to speak on sexual violence and other issues but there is a need to build Government ownership and strengthen laws for prosecutions. Overall these is an understanding that CRSV must also be viewed and responded to in a wider context of SGBV in terms of protection, services, legal redress, and Government leadership on the agenda.

The LRA is the only group listed as named party to conflict in South Sudan in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33). There is a need for support and follow up with the UN at country level as to how this will be taken forward in terms of dialogue with parties on protection and prevention and what role the WPAs might play in that regard. UNMISS is also actively engaged in the regional strategy on the LRA that was adopted by the Security Council in June 2012 (S/2012/481).

UNMISS is the first Mission to have requested and budgeted for a team of WPAs since SCR 1960 (2010) from the peacekeeping regular budget in line with the original intention of SCR 1888. Nine (9) WPAs are due to be deployed and will be a vital opportunity to develop and learn from the operational implications of these new human resource capacities for combating CRSV. A senior OHCHR officer has been facilitating the preparation on the ground for deployment. The first WPA to South Sudan was deployed in April 2012. As of January 2013, there is in post one P4 WPA Human Rights, four P3 WPA Human Rights and one WPA temporarily placed with Protection of Civilians. One P3 WPA Human Rights and one P4 WPA Gender are expected on board by end Jan/early Feb 2013. The P5 Senior WPA is currently under recruitment and we expected to have a candidate on board by April 2013. It is hoped that they will assist with reach and coverage on monitoring CRSV at state level in a challenging terrain for UN operations. The WPAs do have coordinating relationships with

- UNICEF and the Child Protection Unit of UNMISS on the Monitoring and Reporting Mechanism (MRM) established by UNSC Resolutions 1612, 1882 and 1998 to assess cases involving children;
- The Technical Working Group on the Protection of Civilians and the broader protection cluster led by UNHCR;
- The Integrated Protection Teams (IPTs) to provide specific expertise on monitoring CRSV and the verification of information;
- The sub-cluster on SGBV, UNMISS Rule of Law and the UNDP Justice Program to reinforce accountability measures; and
- Various partners, including for example the Ministry of Gender, Child and Social Welfare, the South Sudanese Human Rights Commission and UNFPA to develop a comprehensive strategy to enhance prevention and develop programmatic responses for survivors of conflict related sexual violence.

There are concerns expressed by some respondents about possible duplication of roles and work between GBV Sub-Cluster (humanitarian protection) and the WPAs and about increased burden of coordination and reporting on the different SCRs.

The ToE-RoL undertook in early 2011 preparatory work for support to the drafting of the Transitional Constitution of the Republic of South Sudan and visited the country in June 2011 on the eve of independence. It is scoping out further areas of support and cooperation with the UN and Government. From 31 May to 13 June 2012, the Team conducted another visit to South Sudan to help identify and clarify legislative reform priorities relating to sexual violence, and assess the national and state level justice sector capacity to respond to sexual violence crimes. Based on the assessment, the Team, in coordination with various Government entities, the United Nations and other stakeholders on the ground, is currently in the process of identifying the key areas of assistance in which the TOE may support national authorities to enhance the response to sexual violence.

It is also noted from interviews that the new UK Prevention of Sexual Violence Initiative has been looking at deploying experts to the country.

The early-warning matrix of indicators developed by UN Action is also being piloted in UNMISS. The WPAs are working with Joint Mission Analysis Centre (JMAC), PoC and other relevant colleagues to discuss how this Early Warning Indicators can be incorporated into UNMISS general Early Warning Strategy.

### **9.3.8 Sudan (Darfur)**

The continuing conflict in the western region of Darfur has driven two million people from their homes and killed more than 200,000. The civil war involving Government forces and militias against rebel militias in Darfur broke out in 2003 and brought the international spotlight onto the grievous levels of human rights abuses including rape and sexual violence. Long-running peace efforts are being brokered by the African

Union and the UN involving various parties to the conflict. This conflict and associated peace support efforts must be placed in the wider context of the Comprehensive Peace Agreement (2005) that paved the way to ending the civil war between the Government and rebels from the southern part of the country – the SPLA. (See the Country Profile on South Sudan). More recently, since the independence of South Sudan in 2011, violent conflict has increased in the contested southern border areas of Southern Kordofan and Blue Nile states, triggering a humanitarian crisis.

UNAMID (the African Union/UN Hybrid operation in Darfur) was established in July 2007 and is a one of a new generation of joint peace operations. Its mandate is strongly on protection of civilians and facilitation of humanitarian aid focused on the Darfur region and borders with Chad and the Central African Republic. In cases documented by UNAMID Human Rights Officers and reported in the Secretary-General's report on CRSV in January 2012 (S/2012/) alleged perpetrators of CRSV included governmental forces, signatory and non-signatory armed factions, other armed groups and private individuals especially IDPs and armed men that cannot be identified. There are low levels of reporting on SGBV generally including CRSV due to stigma, lack of understanding and interest of authorities and weak legal provisions for redress. This impunity is compounded by weak police and judicial presence and coverage in Darfur.

The UNCT is an active part of the Darfur Protection Cluster that includes a sub-cluster on GBV led by UNFPA and working with government structures, NGOs and civil society to provide services. The space for discussing GBV and CRSV as well as the ability to provide services to survivors was severely affected by the decision of the Government to expel most international NGOs in 2009 in retaliation for the decision of the International Criminal Court to issue a warrant for the arrest of the President of the Sudan. This means that the UN response strategy had to re-orientate much of its focus on Government structures and civil society organisations that need strong support and capacity building.

There was an inter-agency mission by UN Action to Darfur in 2007 - the first mission of the fledging UN Action network which led to follow-up support for GBV coordination through UNFPA in the form of a dedicated post. The mission generated a lot of interest and support at the time and illustrated the positive impact of a possible model of UN Action country level engagement that unfortunately was not often repeated. The 2007 UN Action mission envisaged the creation of a pillar structure with sector leads to support a comprehensive response to survivors. Elements of this did emerge but services remain challenging with many gaps. The country-level feedback on the UN Action follow-up support suggests: (1) it should be more fully scoped and consulted and meet the needs on the ground (2) that the coordination support funded needed greater support and continuity to gain traction for activities as funding for the original posts envisaged was not sufficient and faced collapse not long afterward. (3) There was also a need for clarification of the relationship with and expectations of UN Action Secretariat by field staff. (4) There needs to be better briefing and advocacy on UN Action to UN leadership and entities on the ground. This does not take away from the valued-added of UN Action that is acknowledged in filling an important capacity gap at the time.

A strong theme emerges of national level sensitivities and risks in addressing CRSV openly. As one respondent put it, 'before the indictment of the President you could talk of sexual violence in conflict and sexual and gender-based violence but after, it was not possible.' Some feedback from surveys and interviews indicated a preference for maintaining a broad and social-welfare based discussion and focus on GBV so as not to put at risk the services that the UN can now provide through government and civil society organisations. Some fear that pushing the CRSV agenda will risk the expulsion of UN staff, place civil society partners at risk, and lead to blocking of visas or withdrawal of Government permission to work in certain areas. Yet, there are others who feel that not directly addressing CRSV is playing into the political situation and that the role of the UN should be to establish a dialogue with the government and other actors on this

issue and seek to increase awareness and accountability. This needs a coherent UN they say so that parts will not be played off against each other by the Government. This division of opinion does not necessarily follow UNCT/Mission lines.

The location of UNAMID in El Fasher (North Darfur) and the Country Team in Khartoum (covering all of Sudan) does add to the challenge of Mission-UNCT cooperation. Despite this, a task force has successfully been launched to address the MARA. A UN Technical Working Group on sexual violence in conflict focused on MARA implementation in line with SCR 1960 was established in July 2012. It is composed of UNAMID, UNHCR, UNFPA, UNICEF, UNDP, UN Women, OCHA, WHO, and the UN Resident Coordinator's Officer. It is currently developing its work plan and finalizing its work modalities. The same concerns as at the global level in terms of relating to MRM and protecting humanitarian work and information were raised by some respondents and reflect wider Mission/UNCT tensions in addressing CRSV, and in developing reporting on SCRs. It was also mentioned by one respondent that MARA may provide the opportunity for constructive dialogue and bring about coherent positions for the UN. A positive indicator for improved UN coordination is the quality of experience and engagement of interlocutors on CRSV across the UNCT and UNAMID who completed the surveys and gave interviews to the Review.

Despite serious challenges in Darfur some positive signs arise from the country level feedback in terms of the Government developing a National Action Plan to combat violence against women and establishing units for combating violence against women at the national level and in seven States. State committees to combat violence against women and children are in place in three Darfur States. UNAMID and UN agencies and programmes are members of the State Committees to Combat VAW. The challenge is to ensure government ownership and backing for these new structures in terms of leadership and budgetary resources. Feedback from interviews also highlighted positive developments in terms of the repeal of the *Form 8* procedure through the issuance of the *Circular 2* instructing hospital personnel to provide adequate health care to victims of sexual violence even in the absence of a *Form 8*. This form usually had to be obtained at a police station and required police signature before a victim could seek services or support. Yet, the filtering down of this change remains a challenge. UNAMID is carrying out in-mission training of personnel on CRSV, deploying of female policing personnel and undertaking of specific peacekeeping practices such as community patrols and escort for firewood gathering and collection of water. Coverage of the terrain in terms of protection activities is a real challenge and echoes the experience of MONUSCO in the DRC.

The former SRSB SVC was to visit to Sudan in 2011/2012 but it was postponed due to a visa issue. It is hoped the new SRSB SVC will be able to pursue the possibility of visit and build dialogue with the Government of Sudan. Three themes had emerged from preparations with UN Action for the earlier visit: improving access to services; engagement with the security forces; and, support to the government in relation to the on-going legislative and Constitutional review process.

Sudan (Darfur) remains a country requiring attention and support in combating CRSV and helping the UN, Government and civil society to forge positive and effective collaboration in addressing the issue at policy and operational levels. For UN Action, it poses a challenge of working with the UN presences on the ground to navigate a very sensitive political setting to find ways of enabling advocacy and operational support on CRSV issues. An updated understanding and renewed engagement is required, taking stock of past and on-going efforts. This should include consideration of MARA set up, the UNCT work in the border areas with South Sudan, and training and learning opportunities for UN staff on other countries and situations of CRSV.

### 9.3.9 Other Countries

Guinea, Chad and Kenya were also situations where UN Action had some engagements. There was a UN Action assessment mission to Chad in 2009 that resulted in the deployment of a consultant under the auspices of the GenCap. In Guinea the ToE-Rol was involved in support and follow up to the visit there in November 2011 by the former SRSG. This resulted in joint Communiqué regarding the mass incidence of sexual violence that took place in the national stadium during the political unrest of September 2009 and was the subject of an international Commission of Inquiry. In Kenya in the aftermath of electoral violence UN Action supported a GBV support mission.

## 9.4 ELEMENTS OF COUNTRY-LEVEL SUPPORT FOR FUTURE FOCUS

The overall assessment from the country level aspects of the Review is that UN Action has opened up some very important entry points for action in the 8 priority countries and that it has supported critical capacity gaps and processes to support and improve both the strategic and operational coordination of CRSV at the country level. However, while the intention and impact has been short-term and catalytic, the spread and level of the country support has been too thin and not sustainable in many cases. This is inevitable given the context of conflict and fragility in many cases. However, it is also that some one-off actions have been too small to have an impact or that follow through by and with UN presences on the ground has not been supported and sustained to ensure follow through or take up of the catalytic actions beyond their funded time. It may also be that one to two year time frames that encapsulate most of the initiatives make it difficult to plan ahead and secure extended support or sustainability. And indeed pose problems of implementation given the challenges of institutional and operational context in many cases. Maintaining the gains and overcoming setbacks is an important part of the moving forward with country level support.

As indicated earlier in this Chapter, UN Action has to give serious consideration to what it means to identify a 'priority' country. It needs to decide whether having priority countries means something in terms of a significant level of engagement and support that countries can expect, and whether the UN Missions and UNCTs at country level have demonstrated readiness to lead and be pro-active in taking the agenda forward. There is not a strong sense of identity emerging from country level feedback that being a priority country for UN Action has particular meaning or implications. Certain actors or projects are mentioned and where strategies are in place they are seen as the touchstone for action. These are all good elements but not yet reflecting the degree of ownership and leadership that would drive greater impact.

**The call for country level support is based on strengthening and scaling up the pilot and catalytic efforts of the first 5 years of UN Action. It calls for a shift from commendable policy successes to a focus on support to implementation. As in the past, any future country level support from UN Action would be centred on its value-added to the on-going work of the UN on the ground by enabling and leveraging UN coherence, coordination and impact on CRSV. This country level support needs to be increasingly driven and informed by a better understanding and scoping of needs with UN Missions and UNCTs in light of new operational implications of the UN SCRs. It also need to be informed by the UN Action mandate, resources, and learning.**

**So, the basis for country level support strategies is not new and builds on the intentions and work of UN Action through its pillar of country level action over the past 5 years. The findings of the Review indicate that while some actions have been catalytic, there is a greater need to sequence the support of UN Action and for it to be of a greater magnitude to have greater impact. The work in the past has tended to fill critical capacity gaps for UN coordination and strategic planning for CRSV prevention and response at country level. The recent trend has been for UN Action to fund the WPAs and support the roll out of the**

**MARA. There is a question for UN Action now of how this work on filling capacity gaps, supporting strategic planning and financing the operational requirements of the SCRs will be taken forward and sustained in the next phase? Also, there is the question of how the relationship and support to priority countries and emerging situations will be structured and supported with meaningful resources and actions by the UN Action and the SRS?**

**For the sake of clarity, it is important to reiterate that UN Action through its that country level action is not seeking to replace or duplicate UN agency, office or programme actions, nor is it seeking to set itself up as an operational entity to compete with its UN entity members or with UN presences at country level. The recommendations of the Review on the significant lift needed on country level support are intended to enable the network to debate and decide how best to take this vital part of its mission forward in the next phase.**

Given these findings and discussions what then are the elements of country level support that need to be considered by UN Action in the next phase?

1. To develop enhanced country-level support strategies to guide a significant, sequenced and sustained series of actions and engagement. These need to be grounded in rapid country assessments of selected and agreed cases and that ensure UN and other stakeholders are engaged. The development of country strategies involves revisiting the current list of 'priority countries' and to agree priority situations for UN Action engagement and a wider list of emerging situations. Then, UN Action has to match these priority and emerging situations with a robust and consulted country strategy and a credible and appropriate package of country-level support. Two existing resources for improved assessment are (1) drawing on the country level analysis and assessments, missions and advisory work that has been undertaken by a range of consultants on behalf of UN Action over the past 5 years and (2) reviving the *ad hoc* but successful joint missions that UN Action members undertook in the early years of the network.

**The strategies and assessments are envisaged to be light touch and build on the past work of UN Action and the MPTF, and drawing on specific engagement and requests of UNCTs and UN Missions. They also take account of having a dedicated SRS SVC to open access, raise profile and lend support to coherent and coordinated UN at the country level in preventing and responding to CRSV. The focus remains on strategic and catalytic support to drive forward and sustain UN action and impact on CRSV at country level.**

2. An enhanced and deliberate strategy of efficient country level assessments as a starting point would have many benefits:
  - Ensure the specific challenges and nature of CRSV in different contexts drives the support and interventions that the UN undertakes and coordinates
  - Contribute very practically to the internal advocacy of UN Action in getting the UN system to own and embed the CRSV concepts, policies and tools to shape improve responses for greater impact.
  - Build relationships and capacities of the growing cadre of coordination, policy and programme specialists emerging from new practices and operational requirements of the UN commitments on CRSV
  - Forge the link between HQ and the field in a practical and constructive manner and create peer relationships between teams from member entities of UN Action that have a powerful demonstration impact in the field in terms of coordination and joined-up action.

3. As reflected in earlier chapters of this Review, the design of country-level support must also include closer coordination of UN Action, the ToE-RoL, and the OSRSG in aligning and sequencing actions, missions, follow-up and priorities as far as possible and appropriate in the strategic planning work of UN Action. This can build on current informal practices of participation by ToE-RoL and OSRSG representatives in UN Action meetings and planning sessions.
4. There is an urgent need to ensure that the UN Action Secretariat has the capacity to support and follow up on the range of country support initiatives outlined here and that there is high-level engagement of the SRSR SVC to enable the buy-in and leadership of UN Missions and UNCTs in the relevant countries.
5. An important consideration in setting priorities for the proposed enhanced UN Action country-level support strategies are those countries where the implementation of SCR 1960 has been focused. This means taking account of those situations where MARA, WPAs and dialogue with listed parties has been targeted by the Security Council.
  - MARA implementation needs to be core consideration for prioritising country-level support. There are 4 countries - DRC, Côte d'Ivoire, Central African Republic and South Sudan - that were identified for accelerated roll-out in the Third Consolidated Report of UN Action and MPTF (May 2012). The UN Action MPTF has been supporting a number of WPA positions with this in mind. The idea of an inter-agency reference/global support group being constituted under UN Action auspices to track good practices and foster cross-mission learning as the MARA matures, particularly in settings like South Sudan and the DRC, has come up in network discussions. It is important to move on this idea in a timely manner so that countries can get the support they need.
  - WPA deployments are another factor for consideration in consolidating and enhancing country-level support. They have been called for and funded through the mission in South Sudan. In Côte d'Ivoire a bridging position of GBV Adviser in UNFPA being funded through UN Action, CAR will receive a WPA post through DPA funded from UN Action MPTF and so too will the Joint Human Rights Office in DRC. There is a need to cultivate, support and learn from these pioneers to build the bespoke expertise that the complex aspects and mandate regarding CRSV will require. The August 2012 Meeting of UN Action Focal Points reviewed a draft outline for training needs for possible WPAs to support their deployment developed by a consultant. This has been called for in the UN Action Review of Training and Capacity Building for the network in early 2012. This needs to be followed up in terms of the recent and upcoming deployments to ensure feasible and appropriate training and support from the outset for what is a challenging post. South Sudan is the only mission budget thus far to successfully request funding for WPA positions. The challenge of sustaining the UN Action-funded WPAs in other countries is addressed in Chapter 6 on MPTF.
  - As discussed earlier in the context of UN Action pillar of advocacy (see Section 5.1). There is a need for support and follow up by UN Action with the leadership of the SRSR SVC to ensure the UN presences at country, cross-border and regional level are consulted as to how the 'listing of parties' and the regional strategy on the LRA (S/2012/481) will be taken forward in terms of dialogue with parties on protection and prevention of CRSV including what role the WPAs might play in that regard. Named parties to conflict in Central African Republic, Côte d'Ivoire, Democratic Republic of Congo and South Sudan were listed in the first Annex of List of Parties Credibly Suspected of Committing or Being Responsible for Patterns of Rape and Other forms of Violence in Situations of Armed Conflict on the Security Council Agenda that featured in the Report of the Secretary-General to the Security Council on CRSV in January 2012 (S/2012/33).

6. The systematic roll-out and adoption of critical tools and practices for CRSV prevention and response that have been incubated by UN Action with support of the MPTF (and in some cases other donors) is another core consideration for setting priorities for the proposed enhanced UN Action country-level support strategies. These were discussed in Chapter 5 (Section 5.3) and include the Early Warning Matrix, and the SBTM linked to the Peacekeeping Inventory.
7. The practice of joint missions by UN Action with participation of UN staff should be systematically applied. Early examples of this were identified in Darfur and Chad and were seen as important on many levels. It also avoids the risk of out-sourcing all strategy and analysis to consultants which can make buy in of the UN itself difficult in taking strategies and assessment findings forward.
8. **The recommendation of recruiting a P4 level professional to Country Support Officer in the Secretariat of UN Action is suggested to support and track this overall lift on country support as an inter-agency resource. Considerations that shape this recommendation include (i) the past successes of the Secretariat in diving work forward and tracking actions in areas of advocacy and policy in particular. Resources were stretched to give country level follow up the focus it needed (ii) the need to track and follow up on past and existing country level initiatives for the network (iii) the need to plan and backstop UN Action assessment missions, planning of support of the county level action pillar of work (iv) the need to engage and support, on behalf of the network, the roll out of the MARA and other operational provisions (v) the need to track and learn from operational implications across countries of the new provisions and resources for CRSV including WPAs and MARA and, (vi) to backstop the call for enabling increased applications from the country level for MPTF support.**
9. Strategic planning and resource mobilisation are critical areas of support for UNCTs and Missions. Consideration needs to be given to providing more systematic support in key countries to these needs. Resource mobilisation efforts could be channelled via the MPTF of UN Action at the global level or involve dedicated efforts by UN Action on behalf of certain country trust funds, strategies or programmes. There is scope also to reach out to Governments and civil society in-country through, for example, the sexual violence pillar of the UN Trust Fund that UN Action leads on behalf of the UN.
10. Modalities for UN Action regarding timely information-sharing, briefing, country-level scoping, and calls for action should be formalised and made explicit in 'emerging situations' or 'situations of concern'. This would save time and also create a readiness to respond. Elements of this have happened informally in the past but the growing complexity of the institutional arrangements and actors means that a formal and clear process is required. Related to this is the need to define specific MPTF guidance on possible use of funds in such situations so as to ensure responsiveness, transparency and accountability.
11. There are interesting and relevant cross-border issues of CRSV that UN Action needs to take into greater account. For example, the armed group of the LRA is well-known for CRSV crimes across Central African Republic, South Sudan, and the Democratic Republic of Congo – 3 of UN Action Priority Countries. There is scope to enable a coherent approach in supporting the new Security Council-endorsed UN regional strategy and a cross-mission perspective to assist UN presences on the ground with a regional approach. The displacement and flight from Cote d'Ivoire led to attacks on civilians including sexual violence in the context of electoral-related violence in 2010-2011; this had implications for the border areas and communities of Côte d'Ivoire and Liberia where UNOCI and UNMIL have been increasing cooperation. Yet, it is not clear the UN Action has been engaged in addressing CRSV in this context. The on-going border issues between Sudan and South Sudan provide another example. UN

Action is well-placed to ensure a global and regional dimension to cross-border aspects of CRSV as well as encouraging operational learning from one scenario to another.

12. The desire and usefulness of learning across countries was expressed in the survey results and picked up in interviews. There are elements of regional trainings such as the MARA workshop in Entebbe in 2011. More opportunities for bringing core staff and front-line staff to shared training and learning events should be considered as part of operational learning.

## 10. RECOMMENDATIONS OF THE REVIEW

### 10.1 STRATEGIC DIRECTION OF UN ACTION

The Review went through various phases in gathering feedback and exploring the strategic direction of UN Action with respondents. Three options emerged with varied degrees of support.

- (1) Disband the UN Action network and celebrate success of policy and advocacy in particular
- (2) Scale back the UN Action network to be a light-touch system-wide coordination mechanism largely for information-sharing and consultation by the SRSB SVC on reports for the Security Council
- (3) Build upon the past 5 years of policy gains and strategic programming of UN Action as a network allied to the MPTF and move into a new phase of commitment to accelerate the roll out the UNSCRs and their operational implications in a selected group of countries and situations. This means up-scaling the pilot and catalytic actions of recent years and identifying theories of change and anticipated impacts in a number of areas where UN Action can add value to UN presences in the field.

The Review in its deliberations went through the process of considering option 1 - to test out the 'nuclear option' of calling for UN Action to be wound up and to simply record the achievements. This arose from the sense of frustration, fatigue and even disillusionment in some of the feedback including from senior figures working on the issue of CRSV. This can be summarised as a view that 'UN Action has served its purpose and that unless it energised the continued focus it should be disbanded and that the appointment of an SRSB was an end in itself and had been achieved.' There was very little appetite for this option in the final analysis even amongst the frustrated but it was a very useful test to uncover what concerns lay behind.

Consideration also needed to be given to the fact that any SRSB SVC would require a system-wide coordination or convening platform as is the case of other critical issue areas. For example, the themes of Children and Armed Conflict, and Food Security and Nutrition require such structures. This was the rationale for Option 2 and there were a few respondents who thought that this should be considered with reference to the SRSB CAAC. However as the relevant sections of the Review find, the prior existence and achievements of UN Action as a substantive coordination network is a tremendous asset for the SRSB and provides a platform that extends beyond Task Force activities and impact. If the issue of CRSV was to fully adopt the CAAC model then it would seem to imply a narrower focus on monitoring and reporting linked to the Security Council and the dismantling of the whole range of operational and coordination support work currently undertaken by the UN Action with a focus on a smaller task team centred in the OSRSB. The feedback from the Review does not indicate this is a direction that many internal and external voices consider inevitable, necessary or justifiable.

The conclusion of the Review is that the Theory of Change surfaced from UN Action and set out at the beginning of the Review remains relevant and valid in defining the mission of the network. This stated:

*‘that improved and effective UN coordination and advocacy across a range of UN entities will enhance understanding, policy and mandate, response and prevention of conflict-related sexual violence (CRSV) at international and national levels’.*

In supporting the continued pursuit of this theory of change, Option 3 is the most suitable and ambitious Option for UN Action. It is also the most widely supported at both international and country level. There is a strong majority view that UN Action is a highly-effective coordination system, and at the same time it is more than a coordination mechanism in terms of (1) its normative impact through advocacy and policy innovation and coherence (2) its generation of vital collaborative relations and resources through its vibrancy as a network of dedicated participants and (3) its incentives for joint working and operational support through the MPTF allied to a structured and substantive Strategic Framework.

The network is at a crossroads and there is a need for leadership and senior level decision-making on the key parameters of the future strategic direction of the network. The challenge is for UN Action to decide whether to reaffirm this theory of change that underpins its existence and work, and to marshal and rejuvenate the resources of commitment, participation and trust that are critical for its effectiveness, impact and success. In addition, the network has to reconfigure its strategic planning process and equip its Secretariat with the necessarily capacity to drive forward the policy changes, advocacy assets, and operational tools that the hard work of a pool of UN officials have generated at HQ and field levels. Finally, UN Action needs to rejuvenate its partnerships particularly with Member States and donors and NGOs in maintaining and expanding the constituency of support it has built up in the first phase.

The Recommendations therefore tend around Option 3 as the preferred option on the balance of interviews, research and analysis, and are set out below. They have been indicated and set up through the different Chapters of this Report on the basis of the analysis and findings of the wide-ranging work of this Review. It is hoped that they will support and contribute to the work of the Steering Committee in now deciding the future, direction, focus and impact of UN Action. In order to consider these recommendations and decide how to respond to them the Steering Committee of UN Action with the guidance of the Chair needs to address some fundamental conditions that will be required for the continued role and effectiveness of UN Action.

- (i) A consensus by all members to re-mandate the UN Action network with an explicit statement of a theory of change and intended impact. Furthermore that this re-mandating discussion will set out the agreed scope of work that UN Action will address in the areas of advocacy, country level action and knowledge generation over next 5 years
- (ii) High level discussion and deliberation on the relative roles, functions and responsibilities of the OSRSG and UN Action (particularly at level of Focal Point group and of the UN Action Secretariat) to promote improved collaboration and optimal use of resources in ensuring organisational effectiveness of the arrangements that have evolved since 2010.
- (iii) Consideration will also need to be made to the political and financial support of Member States to the future strategic direction of UN Action and the use and impact of the MPTF; resource mobilisation will be a critical role for the new Coordinator of UN Action to ensure future plans can be implemented.

## 10.2 RECOMMENDATIONS:

### OVERALL ORGANISATIONAL EFFECTIVENESS

A new and enhanced architecture for CRSV now exists at the UN. There is a need in the next phase to ensure the whole is greater than that sum to its parts and that the UN can Deliver as One on a focused set of priorities over the next 5 years. To this end the Network needs to be renewed, revitalised and re-mandated by its members. Continuation must be based on the concrete commitment of dedicated and participating Focal Point and Steering Committee members, as well as agreed areas of work and action in which they are going to be engaged through the network.

1. The Steering Committee of UN Action with the guidance of the Chair to consider re-mandating the UN Action network with an explicit statement of updated objectives and intended impact. Furthermore that this re-mandating discussion should set out the agreed scope of work that UN Action will address in the areas of advocacy, country level action and knowledge generation
2. The Steering Committee with the guidance of the Chair needs to debate and clarify for all concerned the functions, roles and responsibilities that will define the relationship between the different parts of the enhanced UN architecture for CRSV in moving into a new phase of coordination and action; these elements are made up of the OSRSG, the Team of Experts -Rule of Law, the Steering Committee, the Focal Points Group, and the UN Action Secretariat.
3. It is recommended that Terms of Reference be established to guide the role of Focal Points and the work of that group. The functions of the Steering Committee as a decision-making body could also usefully be set out. Steering Committee agendas could be focused in terms of dedicated and prepared discussions on critical themes and country situations with a view to taking decisions on concerted courses of action and follow up by UN Action. Focal Point meetings could be structured similarly to focus preparation and framing of actions.
4. One UN Action Steering Committee meeting should be encouraged at the level of Head of Entities or a similar format be devised for high-level consultation. This would reinforce leadership on the issue across the system; provide a forum for endorsing key concrete plans for specific initiatives; and, an opportunity to agree key messages and advocacy positions by the SRSR with other UN senior leaders.
5. It is recommended that the network extend its focus from one to two (1-2) year horizons to a time frame of three to five years (3-5) year time frame in strategic planning terms so that enhanced support and focus at country level can gain traction and momentum. The recent extension of the MPTF for a 5 year period supports this emphasis. This does not preclude the network from remaining catalytic in its approach or responding to emerging situations.
6. The strategic planning process of UN Action should involve more formalised planning links with the Team of Experts-Rule of Law and the priorities and plans of the SRSR to align as far as possible resources and activities for greatest impact.

### GBV AoR

7. The platforms of UN Action and GBV AoR require substantive dialogue as part of UN Action strategic planning to shape next generation of work and focus on services for survivors and data. There is a need to identify areas where the GBV AoR agenda intersects with the CRSV agenda for specific, relevant actions and areas of cooperation can be identified to be taken forward. For

example, (i) the implications of MARA and learning from GBV AoR community in terms of challenges and solutions (ii) reviewing the state and practice of Multi-Sectoral Assistance in ensuring well-coordinated and targeted services for survivors (iii) exploring how far the longer-term prevention agenda of GBV can be integrated and have impact for the CRSV in given situations.

#### UN ACTION SECRETARIAT

8. The vacant post of Co-ordinator to be filled as a matter of urgency to bring Secretariat back to core strength. Consideration should be given to the future profile and qualities of the post-holder in terms of facilitating relations across the system, coordination strengths in day-to-day management, advancing country level support, and reviving resource mobilisation and donor relations work. This post should be at the P5/D1 level taking account of the new structures.
9. Updated Terms of Reference for the Secretariat and the existing posts of Coordinator, Policy Officer and Programme Assistant should be developed based on the actual tasks and workloads. This is also contingent on Recommendation 2 and the clarification of the functions and roles in the enhanced CRSV architecture. The Policy Officer position may need to be re-profiled for internal advocacy and roll-out of knowledge generation work if and when external advocacy transfers to the OSRSG.
10. The recruitment of Country level support professional at the P4 level to support Coordinator in taking forward a bolder country level support strategy by UN Action called for by this Review.

*This would be an inter-agency resource to support and track this overall lift on country support. Considerations that shape this recommendation include (i) the past successes of the Secretariat in diving work forward and tracking actions in areas of advocacy and policy in particular. Resources were stretched to give country level follow up the focus it needed (ii) the need to track and follow up on past and existing country level initiatives for the network (iii) the need to plan and backstop UN Action assessment missions, planning of support of the county level action pillar of work (iv) the need to engage and support, on behalf of the network, the roll out of the MARA and other operational provisions (v) the need to track and learn from operational implications across countries of the new provisions and resources for CRSV including WPAs and MARA and, (vi) to backstop the call for enabling increased applications from the country level for MPTF support.*

11. Further consultant support or inputs should be considered by UN Action on a case-by-case basis in respect of particular network initiatives from the work plan that may call for extra capacity for defined periods of time.

#### PRIORITY COUNTRIES AND SITUATIONS OF CONCERN

12. UN Action to set out an updated list of priority countries and emerging situations where efforts will be concentrated in the next 1-3-5 year time frame while allowing for unexpected and emergency situations that may occur and require response. Selection should be based on explicit and transparent criteria. In considering priority countries, UN Action needs to reflect on the specific context in terms of conflict-affected, post-conflict, political unrest and violence, or emerging situations of violent conflict.
13. UN Action to consider organising a set of dedicated priority country meetings by UN Action Focal Points, alongside engagement with the OSRSG in joint planning, to plot out future engagement and strategy. These country discussions should include participation of UNCT and Mission

representatives from the relevant countries. In addition to the current list of focus countries, consideration should be given to exploring the 'additional situations of concern' and emerging situations' that were raised during the Strategic Planning Meeting in October 2012. The country profiles in this report should also assist in this task.

14. A clear package of country level support to be developed so that UN Missions and Country Teams in Priority Countries know what to expect from UN Action and the MPTF in terms of value-added to their work, and so the network can be accountable for ensuring a level of support and engagement commensurate with the designation 'priority'. This builds on the past work of the county level action pillar of the network and the roll-out of tools and training called for in Recommendation 40.
15. UN Action to develop a network protocol for mobilising in response to early warning and emerging situations. This could outline the steps for the network to (i) get shared base of key facts and information (ii) assessment by UN on the ground with possible support and additional support as appropriate and requested; (iii) align or sequence statements and actions across the network (iv) provide common, succinct, clear messages, response actions, updates to range of audiences.

### COUNTRY LEVEL SUPPORT

Recommendations 3, 5, 6, 8, 10, 12-15, 30 and 34 are all directly related to reinforcing country level support by UN Action

16. The Steering Committee of UN Action with the guidance of the SRSG SVC needs to discuss and decide the most appropriate forms for country level actions by UN Action to take forward in the context of agreeing and setting out the parameters of UN Action in the re-mandating of the network. This should build on past experiences and ensure county level ownership and participation in shaping the added value of UN Action activities. The recommendations in this section should act as a guide to these discussions.
17. UN Action to develop enhanced country-level support strategies for to guide a significant, sequenced and sustained series of actions and engagement by the network through its pillar of country level action. These need to be grounded in rapid country assessments of selected and agreed cases and that ensure UN and other stakeholders are engaged.

*These strategies and assessments are envisaged to be light touch and build on the past work of UN Action and the MPTF, and drawing on specific engagement and requests of UNCTs and UN Missions. They also take account of having a dedicated SRSG SVC to open access, raise profile and lend support to coherent and coordinated UN at the country level in preventing and responding to CRSV. The focus remains on strategic and catalytic support to drive forward and sustain UN action and impact on CRSV at country level. Two existing resources for improved assessment are (1) drawing on the country level analysis and assessments, missions and advisory work that has been undertaken by a range of consultants on behalf of UN Action over the past 5 years and (2) reviving the ad hoc but successful joint missions that UN Action members undertook in the early years of the network.*

18. An important consideration in setting priorities for the proposed enhanced UN Action country-level support strategies are those countries where the implementation of SCR 1960 has been focused. This means taking account of those situations where MARA, WPAs and dialogue with listed parties has been targeted by the Security Council.

19. The systematic roll-out and adoption of critical tools and practices for CRSV prevention and response that have been incubated by UN Action with support of the MPTF (and in some cases other donors) is another core consideration for setting priorities for the proposed enhanced UN Action country-level support strategies.
20. The practice of joint missions by UN Action with participation of UN staff should be systematically applied. A schedule of missions (some of which could be timed to accompany or follow on from a visit of the SRSG SVC) to key countries to be considered to identify and shape support requested from UN Action and the MPTF. This practice could also address the idea of targeted support for MARA implementation on the ground that has been discussed by the network at Focal Point meetings.
21. Strategic planning and resource mobilisation are critical areas of support for UNCTs and Missions. Consideration needs to be given to providing more systematic support in key countries to these needs. There is scope also to reach out to Governments and civil society in-country through, for example, the conflict window of the UN Trust Fund to End Violence Against Women that is managed by UN Women.
22. There are relevant cross border issues of CRSV that UN Action needs to take into greater account. The network is well-placed to ensure a global and regional dimension to cross-border aspects of CRSV as well as encouraging operational learning from one scenario to another. Examples include (i) the recent Security Council-endorsed UN regional strategy in dealing with the LRA, an armed group well-known for CRSV crimes across Central African Republic, South Sudan, and the Democratic Republic of Congo – 3 of UN Action current Priority Countries (ii) The impact of electoral-related violence in 2010-2011 for the border areas and communities of Côte d'Ivoire and Liberia where UNOCI and UNMIL have been increasing cooperation, and (iii) the on-going border disputes between Sudan and South Sudan.
23. UN Action to promote more opportunities for bringing core staff and front-line staff to shared training and learning events as part of operational learning. The desire and usefulness of learning across countries was expressed in the survey results and picked up in interviews. There are elements of regional trainings such as the MARA workshop in Entebbe in 2011.

#### **Democratic Republic of Congo**

24. A UN Action field mission is strongly advised as a matter of importance to investigate challenges and take actions with respect to the Sexual Violence Unit and the coordination of the National Strategy from the UN side in the Democratic Republic of Congo. The Review is taking the unusual step of making a recommendation based on one of the Country Profiles. The intention generally of the Profiles is to inform and suggest and so it was not intended to make specific country recommendations. However, in the case of the DRC there are strong indications that UN Action risks a rowing back of the fragile gains and investments that have been supported from 2008-2012. UN Action should be active and visible at this time and prepared as One UN to take actions and measures as necessary and quickly as possible to ensure structures are working as well as possible and with the best possible human resources in place.

## ADVOCACY

### External Advocacy

25. It is recommended that the UN Action Secretariat and interested members of UN Action engage with the SRSG and her Office on how best the high-quality advocacy platform of the Stop Rape Now and Get Cross website and campaign can be taken forward to support her advocacy role and also to structure how this will be maintained and developed as an area of work by the UN Action Secretariat and the OSRSG.
26. Partnerships and outreach remain important for UN Action and the Secretariat in terms of maintaining and deepening the role with donors and NGOs in particular and conducting briefings often requested from Member States, think tanks, NGOs, and other stakeholders. This on-going outreach work of the UN Action network and its policy framework should continue and seek to engage the non-like-minded too in addressing new constituencies.

### Donor Engagement

27. There is a need to pre-empt a potential fragmentation of mobilisation efforts for the MPTF by UN Action, and the ToE-RoL with the OSRSG with possible duplication of donor engagement by establishing a resource mobilisation and partnerships plan, building on existing relations and modalities. It is hoped the overdue recruitment of the Coordinator post in the UN Action Secretariat will revive this area of work including the past successful practices of an Annual UN Action Donor meeting co-chaired by the SRSG with one of the donor leads.

### NGO Engagement

28. UN Action should not seek to expand the current focus of the network as a mechanism of system-wide coordination for the UN on conflict-related sexual violence. It should however step up and formalise its engagement with NGOs and build on the existing strands of the relationship. The OSRSG CAAC suggests an interesting model for formalising NGO relations in terms of an 'advisory council' of NGOs that meets bi-monthly. In any case, UN Action should consider one formal annual meeting with an invited list of NGOs drawn from the relevant constituencies to share information but also have discussions about particular policy or operational concerns in terms of implementing commitments on CRSV.

### Internal Advocacy

29. It is recommended that UN Action build on earlier advocacy strategies and products to develop an updated Internal Advocacy Strategy that can drive the forward the implementation of the policy framework and enable the ownership and accountability of the UN that is at the heart of UN Action. This strategy should be developed with member entities, country presences and seek the inputs and guidance of the SRSG and her Office. It should also reflect the work of the knowledge generation and country support pillars in terms of training initiatives on CRSV. This is not simply about information sharing or about promoting the network – this about embedding ownership and accountability for action on CRSV throughout the UN system.

Such a strategy could focus *inter alia* on

- Disseminating information and understanding of CRSV
- Clearly communicating what UN Action does as One UN and what support it can offer the UN and Governments at country level

- Expressing UN Action country level support in terms of supporting One UN
  - Changing attitudes and ensuring accountability at all levels for implementation
  - Both Focal Points and Steering Committee members have an important role as ambassadors for the Network and ensuring advocacy materials, briefings and training are systematically used to build awareness and ownership in their own entities at global and field level.
  - UN Action missions recommended under Country Level Support are also recommended as a critical vehicle for internal advocacy. An inter-agency mission flying the flag for UN Action provides an opportunity to engage UNCT and Mission components in the field and demonstrate through example and leadership the ethos of UN as One in combating CRSV.
  - MARA requires support and learning from UN Action if it is to work. This should be considered as part of wider dedicated training on CRSV needed by front-line UN staff at leadership, management and working levels of field operations and in HQ.
30. UN Action must seek to make fullest use of its Chair, the SRSV SVC, and arm her with the information and requests to raise issues or situations with heads of entities or mission leadership teams, and to empower the staff in those entities, UNCTs and missions who are seeking to push this issue up the agenda of their home entities while participating in the network.
31. The important function of the Steering Committee to provide leadership and advocacy within the members *own* entities on CRSV and on participation in UN Action needs strengthening. This role includes support to and empowerment of the working and management level Focal Points to prevent marginalisation of the issue to one post or part of the entity. This should be discussed as part of the recommended Internal Advocacy Strategy.
32. There is an emerging need for support and follow up by UN Action with the leadership of the SRSV SVC to ensure the UN presences at country, cross-border and regional level are consulted as to how this 'listing of parties' and regional strategy on the LRA will be taken forward in terms of dialogue with parties on protection and prevention of CRSV and what role the WPAs might play in that regard. It is important that the various dimensions of this dialogue work including the technical work on engaging non-state armed groups that has already been funded by UN Action.
33. UN Women should be invited to co-lead the Advocacy pillar work with the UN Action Secretariat to bring its experience and support to this important area of work.

#### THE MPTF

34. The MPTF needs to be used in as strategic a manner as possible. There is potential to grow the reach and impact of the current portfolio and UN Action Strategic Framework to support a focused and ambitious phase of enhanced country-level support that draws on the advocacy, knowledge generation and country-support actions that have been achieved so far and builds on its success. This is contingent on the strategic direction that UN Action decides to adopt in terms of the Recommendations in this Review. The recent extension of the MPTF for 5 years rather than annual renewal pre-empted a recommendation of this Review that such a predictable framework for partnership support and funding to the UN through one window is an important part of a longer-term strategy to drive the work of the Network in the coming 5 years.
35. The MPTF to actively encourage more country-level applications for joint actions that reinforce and add value to existing country efforts and that fall within the scope of actions for UN Action and the

- MPTF. Consideration could be given to how and when to include funding to NGO and Government initiatives as part of the country-level efforts.
36. There is a need to define MPTF guidance on possible use of funds in emerging or emergency situations that may not feature in the work plans of the Strategic Framework managed by Focal Points and the UN Action Secretariat. This would seek to ensure compliance with purposes of funds as set out in terms of reference of the MPTF.
  37. The role of the UN Action Secretariat as the first line of application in terms of desk-based review of Concept Notes is an important role in terms of vetting, quality control and compliance checks with the remit of the MPTF. It needs to be reinforced and it is hoped that filling the vacant post of Coordinator will restore this important role to its full capacity.
  38. A donor representative should be considered for membership of the RMC. This would strengthen the internal governance from the Network's perspective in terms of the expanded institutional arrangements that now include the OSRSG and the Team of Experts while inviting greater donor engagement.
  39. In cases of unusual delays or disputed applications it could be considered that a member of the Steering Committee is requested to be involved to set out constructive and transparent steps that can be taken. This links to the Steering Committee's oversight of the MPTF.

#### **KNOWLEDGE BUILDING**

40. The network should move beyond pilot and catalytic efforts to roll out key knowledge products and training it has developed so as to extend their operational usefulness and impact across the range of situations that UN Action will focus its work. Consideration should be given to prioritising a few of the tools in the first instance. There is a need for collective sign off of the network for final products so that shared ownership drives the roll-out and adaptation to specific contexts of tools and practices that deliver impact.
41. UN Action should consider scaling up the training and dissemination activities for the Analytical Inventory of Peacekeeping Practices and its associated Scenario-Based Training Module with a new project funded through the MPTF. This product and training has been well-tested and well-received and remains of critical importance to changing peacekeeping practices and increasing protection and prevention for vulnerable communities facing the threat and reality of CRSV.
42. From the outset UN Action developed very concise and visible short briefing notes/ practice notes that are both tools (knowledge building) and advocacy/communications outputs. These should be revisited and updated with new dissemination efforts.
43. UN Action should review the outcomes of the Research Agenda work that was led by WHO on behalf of UN Action and consider what elements of this research agenda could appropriately and feasibly be taken forward by the network. In addition it may want to consider sharing or promoting this research agenda as a useful focus for discussion by a range of actors working on CRSV and who have comparative advantages in taking forward some of the actions and research in increasing prevention and response to CRSV.

### **Data Coordination**

44. UN Action is the appropriate forum to address the problematic issue of data coordination on CRSV and should consider putting in place a robust and simple overview system. This would, at a minimum, set out in clear and precise terms what exists in terms of data gathering and analysis for the following purposes (i) timely and credible information on incidents so that early warning, patterns and trends can be identified to drive urgent and if possible early action - who, what, where, when, likely perpetrators; (ii) services available to survivors, provided by which organisation, in what geographical location.

### **Longer Term Capacity**

45. Consideration should be given by the network to supporting longer-term needs of enhancing the overall quality of technical and field expertise in this area of CRSV and developing the cadre of professionals envisaged by the Women Protection Advisers. This can build on the recommendations of the UN Action Review of early 2012 on Training and Capacity Building and link up effectively with other relevant UN capacity building efforts– Civilian Capacities project, GenCap, secondments, and JPOs.