



# General Assembly

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## Seventy-third session

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### Sexual exploitation and abuse: implementing a zero-tolerance policy

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

## Special measures for protection from sexual exploitation and abuse

### Report of the Secretary-General

#### *Summary*

The present report was prepared pursuant to General Assembly resolutions [71/278](#), [71/297](#) and [72/312](#). It contains updated information on measures to strengthen the United Nations response to sexual exploitation and abuse.



## I. Introduction

1. Combating sexual exploitation and abuse perpetrated by personnel serving under the United Nations flag, whether in peacekeeping or special political missions, other United Nations entities or non-United Nations international forces authorized by a Security Council mandate, is a priority collective effort for the United Nations.

2. The present report contains updates to the information provided in my previous report (A/72/751 and A/72/751/Corr.1), including on prioritizing the rights and dignity of victims, ending impunity, engaging with Member States, civil society and external partners and improving strategic communication for education and transparency. My strategy, which builds on the policy of zero tolerance of sexual exploitation and abuse, is driving a cultural transformation across our complex system comprised of more than 90,000 staff members, in more than 30 entities, and more than 100,000 uniformed personnel. Combating and reporting sexual exploitation and abuse are now seen as the personal responsibility of all and are acknowledged to be rooted in unequal power relations, abuse of power and gender bias, factors which also underlie sexual harassment. Collaboration and coordination among United Nations entities has been strengthened, reflecting an increased understanding that those concerns are shared system-wide. Partnership with the humanitarian sector has been enhanced through engagement with the Inter-Agency Standing Committee, the inter-agency mechanism for the coordination of humanitarian assistance, bringing together United Nations and non-United Nations humanitarian partners.<sup>1</sup>

3. The victim-centred approach is increasingly being mainstreamed, in part through new tools to mitigate risks and prevent the recruitment of those with a history of sexual exploitation or abuse. In addition, the guidance and rules for United Nations personnel, as set out in the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13), are currently being updated.

4. I welcome the strengthening of partnerships with Member States through the voluntary compact on preventing and addressing sexual exploitation and abuse and the circle of leadership on the prevention of and response to sexual exploitation and abuse in United Nations operations, given that it is our shared responsibility to protect and assist victims and whistle-blowers, and to take appropriate action against perpetrators. Engagement with civil society and external experts has increased, and the Civil Society Advisory Board will be launched in 2019 with a mandate to propose additional ways to further strengthen our efforts.

5. Nonetheless, allegations of sexual exploitation and abuse continue to be reported. They implicate a range of alleged perpetrators, including United Nations and non-United Nations personnel, such as staff members of non-governmental organizations that implement our programmes on the ground. This behaviour harms those we serve, undermines the United Nations values and principles and tarnishes the reputation of the women and men who work with integrity and dedication to realize the objectives of the Organization. I appreciate the advances made, in partnership with Member States and others, however, I am not complacent, and I recognize that more needs to be done.

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<sup>1</sup> See <https://interagencystandingcommittee.org/iasc-senior-focal-points-sexual-exploitation-abuse-and-harassment>.

## II. Progress in the system-wide response to sexual exploitation and abuse

6. The framework established to ensure sustained, strategic alignment and engagement comprises the High-Level Steering Group on preventing sexual exploitation and abuse,<sup>2</sup> convened at the principal level by the Chef de Cabinet, and the working group on combating sexual exploitation and abuse,<sup>3</sup> convened twice monthly by the Office of the Special Coordinator, on improving the United Nations response to sexual exploitation and abuse. The framework is crucial to strengthening collaboration and aligning policies, procedures and approaches.

7. The Office of the Special Coordinator drives and oversees efforts to align approaches and enhance coordination, cooperation and coherence system-wide. The annex to the present report sets out the initiatives undertaken and progress made in the system-wide implementation of the strategy. At my request, in March 2018, the Special Coordinator provided a briefing on the initiatives to a meeting of the United Nations System Chief Executives Board for Coordination (CEB),<sup>4</sup> consisting of the principals of the 34 Secretariat entities, agencies, funds and programmes, many of which have independent governance frameworks. In line with General Assembly resolution 71/297, I asked the Special Coordinator to gauge the system-wide resources dedicated to the prevention of and response to sexual exploitation and abuse.

<sup>2</sup> The High-Level Steering Group comprises: Department of Field Support (now Department of Operational Support), Department of Management (now Department of Management Strategy, Policy and Compliance), Department of Peacekeeping Operations (now Department of Peace Operations), Department of Political Affairs (now Department of Political and Peacebuilding Affairs), Department of Public Information (now Department of Global Communications), Office for the Coordination of Humanitarian Affairs, Office of Legal Affairs, Office of the Special Coordinator, Office of the Victims' Rights Advocate, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, Office of the Special Representative of the Secretary-General on Violence against Children, Office of the United Nations High Commissioner for Human Rights (OHCHR); United Nations Development Programme (UNDP); United Nations Population Fund (UNFPA); Office of the United Nations High Commissioner for Refugees (UNHCR); United Nations Children's Fund (UNICEF); United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women); World Food Programme (WFP); and Inter-Agency Standing Committee. In the present report, the names of entities as they were in 2018 will be used.

<sup>3</sup> Representatives of members of the High-Level Steering Group and the Department of Safety and Security, the Peacebuilding Support Office, the Office of Human Resource Management, the Office of Military Affairs, the Office of Information and Communications Technology, the Joint United Nations Programme on HIV and AIDS (UNAIDS), the United Nations Office for Project Services (UNOPS), and the International Organization for Migration (IOM).

<sup>4</sup> Thirty-four United Nations entities are members of CEB. The Secretary-General has direct authority over the Secretariat, the United Nations Conference on Trade and Development, UNDP, the United Nations Environment Programme (UNEP), UNFPA, UNHCR, UNICEF, the United Nations Office of Drugs and Crime (UNODC), UNOPS, United Nations University and UN-Women; partial authority over the International Trade Centre (ITC), UNAIDS, the United Nations Framework Convention on Climate Change, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and WFP; and no formal authority over the Food and Agriculture Organization of the United Nations (FAO), the International Atomic Energy Agency, the International Civil Aviation Organization, the International Fund for Agricultural Development (IFAD), the International Labour Organization (ILO), the International Monetary Fund (IMF), the International Maritime Organization (IMO), IOM, the International Telecommunication Union, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Industrial Development Organization, the World Tourism Organization, the Universal Postal Union, the World Bank, the World Health Organization (WHO), the World Intellectual Property Organization, the World Meteorological Organization (WMO) and the World Trade Organization.

8. Effective networks of focal points on protection from sexual exploitation and abuse in the field, under the leadership of resident and humanitarian coordinators are also essential. They bring together country teams, local organizations and communities in the areas of prevention, reporting, victims' support and other areas. I request resident and humanitarian coordinators and country teams to strengthen those networks, including by developing a model uniform coordination structure on protection from sexual exploitation and abuse that is adaptable to each specific context, building on good practices.

### III. Humanitarian action and the Inter-Agency Standing Committee

9. In the light of allegations of sexual exploitation and abuse by humanitarian actors, the Inter-Agency Standing Committee principals agreed, in May 2018, to strengthen the humanitarian sector's approach to preventing sexual exploitation and abuse and sexual harassment. The Committee agreed to undertake a structured and systematic sharing of good practices with regard to standards and policies, effective and robust mechanisms for staff communication, reporting and system-wide referencing (see para. 40 below) and approaches to sanctioning and sharing information on transgressors.<sup>5</sup> It agreed to integrate a victim-centred approach and to strengthen investigation capacity. It established a \$1 million fund, financed by the Office for the Coordination of Humanitarian Affairs, for rapid grants to support investigations. In November 2018, the Committee and the CEB task force on addressing sexual harassment jointly organized a meeting with investigatory bodies to harmonize approaches and strengthen investigation capacity on sexual exploitation, abuse and harassment.

10. As part of the Inter-Agency Standing Committee championship strategy on protection from and response to sexual exploitation and abuse and sexual harassment,<sup>6</sup> the Committee is accelerating the implementation of commitments with regard to protection from sexual exploitation and abuse<sup>7</sup> in countries with humanitarian or refugee response plans. It is focused on strengthening the following areas: (a) safe and accessible reporting mechanisms; (b) the quality of assistance for victims/survivors; and (c) enhancing accountability, including through the conduct of prompt and safe investigations. Many of the more than 20 countries with networks of focal points on protection from sexual exploitation and abuse have plans of action, including a code of conduct, ensure the inclusion of relevant projects in humanitarian response plans, and designate focal points for the humanitarian entities operating in those countries.

11. Coordination with the Inter-Agency Standing Committee has significantly increased and, through that coordination, so has coordination in the humanitarian sector, including through strengthened linkages with the Office of the Special Coordinator and the Office of the Victims' Rights Advocate and participation in the High-Level Steering Group and the working group on combating sexual exploitation and abuse. My Special Coordinator and the Victims' Rights Advocate also participate

<sup>5</sup> Available from <https://interagencystandingcommittee.org/principals/documents-public/session-1-summary-good-practices-psea-and-sha-31-may-2018-principals>.

<sup>6</sup> Available from [https://interagencystandingcommittee.org/system/files/181101\\_iase\\_champions\\_sea\\_sh\\_strategy\\_final.pdf](https://interagencystandingcommittee.org/system/files/181101_iase_champions_sea_sh_strategy_final.pdf). The current champion is the Executive Director of UNICEF.

<sup>7</sup> The Inter-Agency Standing Committee's six core principles relating to sexual exploitation and abuse mirror the standards set out in *ST/SGB/2003/13*. Available from [https://interagencystandingcommittee.org/system/files/legacy\\_files/plan\\_of\\_action\\_and\\_core\\_principles\\_of\\_codes\\_of\\_conduct\\_on\\_protection\\_from\\_sexual\\_abuse\\_and\\_exploitation\\_in\\_humanitarian\\_crisis.pdf](https://interagencystandingcommittee.org/system/files/legacy_files/plan_of_action_and_core_principles_of_codes_of_conduct_on_protection_from_sexual_abuse_and_exploitation_in_humanitarian_crisis.pdf).

in meetings of the Inter-Agency Standing Committee principals, which include a standing agenda item on these issues.

## **IV. Implementing partners**

12. Following the finalization of the United Nations protocol on allegations of sexual exploitation and abuse involving implementing partners,<sup>8</sup> a process led by UNICEF and UNFPA, in March 2018, there has been greater focus on strengthening prevention and response by implementing partners.<sup>9</sup> The protocol outlines the minimum standards that implementing partners and the United Nations must meet, including ensuring adequate safeguards and appropriate action related to sexual exploitation and abuse. The requirements are being incorporated into a draft Secretariat policy, which will include a requirement for a standard mandatory clause on sexual exploitation and abuse in written agreements with implementing partners.

## **V. Accountability in the system**

### **A. Management accountability**

13. Under my management reforms, conduct and discipline functions across the Secretariat have been consolidated within the Office of Human Resources for an integrated approach to upholding the standards of conduct required of all uniformed and civilian personnel. This will ensure that there is a consistent and streamlined application of the regulatory framework, strategies, policies and directives relevant to all United Nations personnel, facilitating screening, tracking and other requirements that are core to my strategy to prevent and respond to sexual exploitation and abuse.

14. My compacts with senior managers reporting to me require annual certification that all allegations have been reported and the mandatory training delivered. Since January 2018, heads of all non-Secretariat entities reporting to the General Assembly now submit similar annual certifications to their governing bodies. To enhance coherent reporting across the system, I also requested all 34 CEB members, including non-Secretariat entities not mandated to report to the General Assembly, to submit such certifications. At 12 February 2019, 23 certifications had been received.

15. At the 2018 annual session of the Executive Board of UNDP, UNFPA and UNOPS, a joint meeting was held with the Executive Boards of UN-Women, UNICEF and WFP, at which Member States acknowledged the progress made by the entities in tackling sexual exploitation and abuse and requested the formal presentation of their certifications at each annual session.

16. All heads of entities with a field presence are requested to provide me with annual action plans. The 37 such plans received in 2018 included measures for risk mitigation, community engagement and reporting complaints and processing allegations, outreach campaigns and policies for protecting victims, witnesses and

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<sup>8</sup> Available from [www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org/preventing-sexual-exploitation-and-abuse/files/un\\_protocol\\_on\\_sea\\_allegations\\_involving\\_implementing\\_partners\\_en.pdf](http://www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org/preventing-sexual-exploitation-and-abuse/files/un_protocol_on_sea_allegations_involving_implementing_partners_en.pdf).

<sup>9</sup> An implementing partner is an entity entrusted by the United Nations to implement a programme or project specified in a signed document, along with the assumption of responsibility and accountability for the use of resources and the delivery of outputs. Implementing partners may include government, inter-governmental and civil society organizations and institutions. Implementing partners' subcontractors are subsumed within this definition.

family members. Many incorporated provisions for mandatory predeployment training and the placement of staff on administrative leave without pay during investigations and/or disciplinary proceedings. Several plans included strategies to improve gender parity in recruitment. The OHCHR plan included the enhancement of internal procedures for handling allegations involving non-United Nations forces.

17. In 2018, internal independent reviews were conducted by IOM, UNHCR and UNICEF on the implementation of their policies and procedures and any required responses.<sup>10</sup> UNDP and UNFPA introduced annual certifications of compliance with their policies on prevention of sexual exploitation and abuse for all managers.

18. UNRWA has policies and systems in place for preventing and addressing sexual exploitation and other sexual misconduct. In 2018, it established a task force to craft innovative ways of addressing sexual misconduct, taking into account that Palestinian refugees accounted for the majority of its personnel. Initiatives included a due diligence exercise to collect information on prevention; scaling up existing practices and needs on staff and beneficiary reporting; victim/survivor support; and all-staff communications from the Commissioner-General and the Ethics Office. UNESCO is finalizing guidelines for prevention and reporting, including mandatory training, identification of internal reporting channels and investigating allegations. UNHCR reinforced its safeguarding structure by appointing a senior coordinator on preventing and responding to sexual exploitation and abuse and sexual harassment, reporting to the Deputy High Commissioner, who chairs a director-level emergency task force.

## B. United Nations personnel

19. I require all United Nations personnel to report allegations through the appropriate channels outlined in the accountability framework (A/71/818 and A/71/818/Corr.1), in which the relevant roles and responsibilities of Secretariat and non-Secretariat entities is delineated.

20. The third system-wide survey on sexual exploitation and abuse was administered in 2018 to United Nations and affiliated personnel at 34 duty stations with humanitarian and/or peace operations.<sup>11</sup> The survey, completed by more than 8,150 respondents from all categories of personnel in more than 26 entities,<sup>12</sup> assessed the level of awareness of the applicable standards of conduct, training received during the preceding 12 months and knowledge of reporting, referral procedures and consequences of engaging in prohibited conduct.

21. The results of the survey indicated that over 95 per cent of personnel knew the rules and their responsibilities to report, with an essentially one-to-one correlation between training received and knowledge of the rules. However, the data also

<sup>10</sup> UNICEF management's response to the findings of the review is available from [www.unicef.org/evaluation/index\\_102739.html](http://www.unicef.org/evaluation/index_102739.html).

<sup>11</sup> Duty stations included those in the following countries and areas: Afghanistan; Burundi; Cameroon; Central African Republic; Colombia; Côte d'Ivoire; Cyprus; Democratic Republic of the Congo; Ethiopia; Gabon; Guinea-Bissau; Haiti; India; Iraq; Kenya; Kuwait; Kyrgyzstan; Lebanon; Liberia; Libya; Mali; Nigeria; Pakistan; Somalia; South Sudan; Sudan; Syrian Arab Republic; Turkmenistan; Western Sahara; Yemen; Gaza; Jerusalem; Kosovo (references to Kosovo should be understood to be in the context of Security Council resolution 1244 (1999)) and Ramallah.

<sup>12</sup> Entities included the following: FAO; IFAD; ILO; IMF; IMO; IOM; ITC; Secretariat (Department of Field Support; the Department of Political Affairs; Department of Peacekeeping Operations); UNAIDS; UNDP; UNEP; UNESCO; UNFPA; United Nations Human Settlements Programme (UN-HABITAT); UNHCR; UNICEF; UNODC; UNOPS; UNRWA; United Nations System Staff College; United Nations Volunteers; UN-Women; World Bank; WFP; WHO and WMO; some respondents did not indicate an affiliation.

indicated gaps in training and awareness of some personnel, as well as some fear of retaliation for reporting allegations. Disaggregated results were provided to the heads of all participating entities. I asked the Special Coordinator to analyse the results against the 2018 action plans and management letters, to allow for the development of additional preventive or remedial measures and the evaluation of the effectiveness of management engagement.

## VI. Prioritizing victims' rights and dignity

22. The Victims' Rights Advocate is mainstreaming a system-wide focus on victims' rights and dignity through advocacy and consultation with Member States, the United Nations system and other intergovernmental entities and civil society, among others. With the Inter-Agency Standing Committee, the Victims' Rights Advocate is supporting the development of systems, capacities and resources to encourage victims to come forward. She interacts with development actors to encourage the sector to similarly integrate a victim-centred approach, in particular into the reform of the development architecture.

23. In March 2018, the Victims' Rights Advocate convened a meeting of Special Representatives of the Secretary-General and other relevant mandate holders,<sup>13</sup> at which synergies and complementarities in mandates, good practices and lessons learned in prevention measures, reporting complaints, assistance provision and access to justice for victims were discussed.

24. The Victims' Rights Advocate established an inter-agency working group to improve the Organization's approach to facilitating paternity claims arising from sexual exploitation and abuse, including by providing victims with timely information and supporting access to national legal processes. A harmonized procedure for handling paternity claims, from reporting to outcome, including procedures for communicating with victims/claimants and follow-up, will be put forward, as envisaged in paragraph 72 of [A/69/779](#). I emphasize the importance of individual responsibility for those who may be accurately identified in such cases with paternal obligations, and I count upon the assistance of Member States in addressing paternity and child support claims.

25. At my request (see [A/72/751](#)), the Victims' Rights Advocate will convene a consultation of international, regional and national experts to develop a statement on victims' rights, which will serve as an overarching policy tool for United Nations personnel and raise awareness of what victims should expect from United Nations personnel and the various avenues of redress.

26. Also, at my request (see [A/72/751](#)), the Office of the Victims' Rights Advocate is undertaking a pilot mapping, building on earlier work, to provide an overview of gaps, overlap, lessons learned and best practices in victims' rights approaches and available services, including legal, medical, psychosocial, safety, shelter and livelihood support, through the United Nations system and locally in eight countries.

27. The Victims' Rights Advocate conducted visits to Haiti, Jordan and Lebanon to gain a first-hand understanding of how United Nations actors supported victims, identify gaps and recommend further action, including building stronger partnerships

<sup>13</sup> They included the Special Representative of the Secretary-General on Children and Armed Conflict, the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Special Representative of the Secretary-General on Violence against Children, relevant special procedures of the Human Rights Council mandate holders and representatives of relevant United Nations entities.

on the ground. Where possible, and at their request, the Victims' Rights Advocate met with victims confidentially and individually.

28. Four field victims' rights advocates deployed in the Central African Republic, the Democratic Republic of the Congo, Haiti and South Sudan, working closely with conduct and discipline teams, played a catalytic role in bringing United Nations and civil society actors together to support victims and to help them to realize their rights.

29. In the Central African Republic, the field victims' rights advocate developed a project, to be funded by the trust fund in support of victims of sexual exploitation and abuse, on paternity claims arising from sexual exploitation and abuse, including capacity-building of the national human rights commission and bar association.

30. The field victims' rights advocate in the Democratic Republic of the Congo collaborated with UNFPA and UNICEF to strengthen referral pathways to service providers, as well as with members of community-based complaint mechanisms on vocational training, livelihood and income-generating projects, also funded by the trust fund. A total of 306 vulnerable people, including victims of sexual exploitation and abuse, were direct beneficiaries, and acknowledged the projects' positive impacts.

31. In Haiti, the field victims' rights advocate strengthened partnerships to facilitate more streamlined assistance and greater consultation with victims. In follow up to the Victims' Rights Advocate's visit, the field victims' rights advocate spearheaded a project providing education support for the children of victims of sexual exploitation and abuse perpetrated by personnel of the United Nations Stabilization Mission in Haiti (MINUSTAH). The field victims' rights advocate and the Victims' Rights Advocate worked to ensure more timely communication on outstanding paternity claims, resulting in several victims formally receiving long-pending DNA test results.

32. In South Sudan, the field victims' rights advocate and her team ensured the timely provision of medical, legal, psychosocial and other assistance, including providing mobile phones, SIM cards and travel funds. The team worked with the protection from sexual exploitation and abuse task force to establish community-based complaint mechanisms throughout the country, monitor their functioning and train community members on standards of conduct and reporting allegations. The field victims' rights advocate and her team partnered with a national non-governmental organization to provide legal assistance to victims, in particular with respect to paternity and child support claims. She also supported the convening of a mobile court, which resulted in convictions against several perpetrators of sexual exploitation and abuse. Projects are being developed to improve access to legal services and provide income-generating activities, livelihood support, education and vocational training and art therapy, with trust fund support.

33. The Department of Field Support, with technical support from UNOPS, finalized the confidential victim assistance tracking database, in which peace operations are to record, track and share secure communications among appropriate stakeholders to coordinate assistance to and monitor follow-up with victims and analyse data. Guidance on the database was provided to peace operations.

34. The Department of Field Support,<sup>14</sup> UNICEF and the Office of the Victims' Rights Advocate are finalizing a uniform protocol on the provision of assistance to victims of sexual exploitation and abuse, with a view to providing guidance on a coordinated system-wide approach to victim assistance, with linkages among missions and country teams.

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<sup>14</sup> The Conduct and Discipline Service, now in the Department of Management Strategy, Policy and Compliance, will continue to undertake those efforts (see [A/72/492/Add.2](#)).



35. UNICEF assists victims as part of its gender-based violence programming. In 2018, UNICEF scaled up support for community-based reporting mechanisms, access to services and interventions to strengthen accountability for victims, in 16 countries with humanitarian operations,<sup>15</sup> three regional offices and Headquarters, as part of the Inter-Agency Standing Committee's work on protection from sexual exploitation and abuse. UNICEF rolled out a protection from sexual exploitation and abuse monitoring framework to support country and regional offices in tracking progress. In September 2018, IOM and UNICEF participated in training on victim assistance and the victim-centred approach in a regional community-based complaint mechanism and 10 networks of focal points on protection from sexual exploitation and abuse in West and Central Africa.

36. OHCHR led efforts on a draft policy on a human rights-based approach to sexual exploitation and abuse, complementing conduct and discipline and criminal accountability approaches. The policy contains a comprehensive legal and policy framework for prevention and response, which places victims at the centre, including in United Nations' methods of work and approaches related to, inter alia, reporting of allegations, investigations, victim protection and assistance and follow-up with Member States.

37. The human rights components of missions often respond to allegations of sexual exploitation and abuse. In the Democratic Republic of the Congo, the human rights component and Conduct and Discipline Team collaborated to aid and protect victims. In Haiti, the human rights component assists the field victims' rights advocate and Conduct and Discipline Team in locating victims to inform them about their cases or follow-up on assistance provided. In Somalia, the human rights component engaged in the mission's risk assessment of sexual exploitation and abuse and in strengthening protection measures for victims in procedures for the deployment of immediate response teams; the component is a part of those teams.

### **Trust fund in support of victims of sexual exploitation and abuse**

38. In 2018, the trust fund<sup>16</sup> held over \$2 million, including approximately \$400,000 attributable to payments withheld in substantiated cases of sexual exploitation and abuse, in line with General Assembly resolution 70/286. In 2018, three projects providing services to victims commenced in the Democratic Republic of the Congo. Three projects on education and livelihood support in Liberia and two projects providing access to legal services, psychosocial and medical support in the Central African Republic were approved. Six project proposals in the Democratic Republic of the Congo, replicating earlier projects, are under review. Further proposals are being developed in the Central African Republic and South Sudan. I invite Member States and others to continue to make contributions to the fund, which allows for the provision of important specialized services for victims.

## **VII. Risk mitigation and ending impunity**

39. In 2018, the Department of Field Support launched a sexual exploitation and abuse risk management toolkit, a comprehensive framework for peace operations to

<sup>15</sup> The 16 countries with humanitarian operations were: Bangladesh; Central African Republic; Democratic Republic of the Congo; Ethiopia; Haiti; Iraq; Jordan; Libya; Mali; Myanmar; Nigeria; Somalia; South Sudan; Sudan; Syrian Arab Republic and Yemen.

<sup>16</sup> The implementing office for the trust fund was the Department of Field Support; as at 1 January 2019, the implementing office is the Department of Management Strategy, Policy and Compliance.

identify and assess risks, including practical tools, such as a workplan and risk register, that are adaptable to the conditions in each peace operation. I instructed the Special Coordinator to expand the toolkit for use across the Secretariat in 2019.

## **A. Screening**

40. I am committed to recruiting personnel of the highest calibre, in accordance with Article 101, paragraph 3, of the Charter of the United Nations, including through strengthened recruitment screening. Since April 2018, self-attestations have been required in the personal history profiles of all applicants for Secretariat posts. In June 2018, we launched Clear Check, an electronic tool aimed at preventing United Nations personnel from being deployed or reemployed within the system if they have been dismissed for substantiated allegations of sexual exploitation and abuse, or if they left while an investigation was pending. United Nations entities are now formally, and with appropriate confidentiality, sharing information about candidates with regard to prior misconduct related to sexual exploitation and abuse. Guidelines concerning the collection, maintenance, confidentiality, security, use, and disclosure of, and access to, information in the database have been developed and promulgated. The tool is being used in recruitment and onboarding processes across the Secretariat and the agencies, funds and programmes.

41. Regarding uniformed personnel seeking to serve in peace operations or special political missions, Member States are mandated to certify that no member of their personnel has been accused of crimes or misconduct, including allegations of sexual exploitation and abuse. The Department of Peacekeeping Operations cross checks proposed personnel against the database maintained by the Department of Field Support to ensure that no one with a record of sexual exploitation and abuse is deployed. Any uniformed personnel subsequently found to have a record of such an allegation is repatriated at the Government's expense.

42. In 2018, Inter-Agency Standing Committee principals agreed that candidates seeking employment in an Inter-Agency Standing Committee member agency were to declare any prior issues of sexual misconduct and circumstances of termination of past employment. Any declarations later proven to be false, inaccurate or incomplete would constitute grounds for termination or disciplinary measures. The Committee also committed to collaborating on system-wide referencing and establishing collective databases, taking into account their own governance and accountability frameworks.

## **B. Training**

43. Staff training is mandatory in the Secretariat, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNRWA, UN-Women and WFP. The Secretariat's mandatory e-learning programme on prevention of sexual exploitation and abuse became available in English and French in 2017 and 2018, respectively. As at 31 December 2018, 31,014 Secretariat personnel had completed the programme. Secretariat staff are required to attest to their awareness of the Organization's values and rules. In 2018, the Department of Field Support, in consultation with peacekeeping stakeholders, commenced the development of a peacekeeping command preparedness approach to creating a common understanding among commanding officers of United Nations standards of conduct, focusing on preventing sexual exploitation and abuse. IOM restructured its training package to include modules on duty of care for victims and the internal justice system. UNICEF provides staff training on its internal reporting procedure, which requires allegations to be reported to the senior leadership within

24 hours. OHCHR provides relevant training as part of its induction programmes and as a standing session in thematic training offered to staff. Placing sexual exploitation and abuse within a framework of combating gender-based violence, UNRWA ensured that 150 field and headquarters staff received in-depth training on preventing sexual misconduct and other forms of gender-based violence, with more than 1000 front-line staff also participating in awareness-raising sessions as part of the “16 days of activism against gender-based violence” campaign. OHCHR delivers field training on methodology and practices to monitor and investigate sexual violence.

### C. Reporting and data collection

44. All United Nations entities are to report to me any allegations where there is sufficient information to identify a possible act of sexual exploitation or abuse involving an identified or identifiable victim or perpetrator.<sup>17</sup>

45. The incident reporting form, developed to ensure uniformity and consistency in information collection on allegations across the system, was field tested by United Nations entities in the Democratic Republic of Congo, where it will continue to be used. It will be rolled out in the Central African Republic and Jordan in 2019. An online application will be available in 2019, while United Nations policies and standards of conduct, training materials and tools on combating sexual exploitation and abuse will be digitized and made accessible online in due course.

### D. Strengthened investigations

46. Pursuant to my 2017 request that United Nations entities strengthen their investigative methods and processes, including by pooling investigative capacities, the Office of Internal Oversight Services (OIOS), as Chair of the United Nations Representatives of Investigation Services standing task force on improving the investigation of sexual exploitation and abuse, led the development of draft uniform principles and guidelines for investigations of sexual exploitation and abuse, which are to be finalized in 2019.

47. OIOS integrated a victim-centred approach into investigations by introducing more robust procedures to obtain victims’ consent to participate in the investigative process and sharing information. It ensures that stakeholders are informed and enables them to provide support and updates on the status of investigations to victims.

48. UNHCR has further professionalized its investigation functions, increased the field presence of investigators by deploying them to three field offices and introduced dedicated training on misconduct and forensic interviewing. UNICEF is scaling up its investigative capacity from 7 investigators in 2017 to 15 by 2019, with priority being given to ensuring gender balance. In collaboration with OIOS, UNICEF investigators are trained in child-friendly interviewing. Further training on sexual and gender-based violence is planned for 2019.

49. The Joint Inspection Unit is reviewing the state of investigation functions in United Nations entities, in line with and in follow up to its 2011 review (A/67/140). The review will consist of, inter alia, an examination of the ability of investigation functions to address the zero-tolerance approach to misconduct and unethical behaviour and recommendations for improved cooperation and coherence.

<sup>17</sup> Data in that regard are available from [www.un.org/preventing-sexual-exploitation-and-abuse/content/data-allegations-un-system-wide](http://www.un.org/preventing-sexual-exploitation-and-abuse/content/data-allegations-un-system-wide). The Department of Field Support reports and real-time updates are available from <https://conduct.unmissions.org>.

## **E. Administrative and criminal accountability**

50. I encourage Member States to ensure that, where allegations of sexual exploitation and abuse against uniformed personnel are lodged, national investigations officers with appropriate experience and expertise are promptly appointed and deployed and that investigations meet international standards. I urge Member States to conduct investigations jointly with the United Nations. In partnership with Member States, the United Nations supports the capacity-building and training of national investigations officers. In 2018, OIOS conducted four training courses with support from Member States, the Department of Field Support and the Department of Peacekeeping Operations.

51. In 2018, Member States provided information on the results of investigations conducted and accountability measures taken in relation to 28 of the allegations recorded between 2010 and 2018, however, information from Member States remains pending with regard to the results of investigations for 63 allegations reported prior to 2018, some dating back to 2013, and with regard to accountability measures taken in relation to 43 allegations reported prior to 2018, some dating to 2010.

52. I continued to work with Member States in their efforts to ensure criminal accountability for personnel who engaged in criminal acts, including those associated with sexual exploitation and abuse. I refer cases of possible criminal conduct stemming from sexual exploitation and abuse to Member States for criminal accountability, in line with General Assembly resolution [62/63](#). Between 1 July 2016 and 30 June 2018, nine cases of credible allegations of sexual exploitation and abuse against United Nations officials or experts on mission were referred to their States of nationality ([A/73/129](#), annex I). Where Member States do not respond to follow-up requests, I stand ready to engage with Heads of State and Government. In 2018, the Department of Field Support developed guidance for peace operations on referring alleged criminal conduct to Headquarters and the judicial authorities of the host State.

53. To support the implementation of Security Council resolution [2272 \(2016\)](#), I established an interdepartmental technical working group to support the related standing review committee. The technical working group, which is to become operational in 2019, will link the conduct and discipline function in the relevant new departments, namely, the Department of Management Strategy, Policy and Compliance, the Department of Peace Operations and the Department of Political and Peacebuilding Affairs. The Department of Field Support and the Department of Peacekeeping Operations continued to advance a dedicated, secure database on implementation, for which the host platform will be developed in 2019.

## **F. Non-United Nations forces and personnel**

54. The United Nations has established an internal system to monitor, investigate, report and follow up on allegations involving non-United Nations forces and personnel with the Member States concerned. I welcome the inclusion of further prevention and response measures related to non-United Nations international forces in Security Council resolutions on country-specific situations, bringing standards closer to those applicable to United Nations personnel. For example, in Security Council resolution [2431 \(2018\)](#), on renewing the mandate of the African Union Mission in Somalia, the Council called upon the African Union and troop-contributing countries to screen and train personnel and undertake risk assessments, and encouraged the African Union to cooperate with the Organization on all aspects related to addressing sexual exploitation and abuse. I call upon the Security Council

to extend similar standards to other deployed and authorized non-United Nations forces and personnel and to those deployed in future.

55. Many challenges persist with regard to follow-up with Member States, including, in some cases, the absence of accessible measures, procedures and cooperation modalities, such as those agreed between the United Nations with troop- and police-contributing countries. There are limited measures in place, such as on information-sharing on investigations and associated judicial processes, to guarantee the collaboration of States deploying non-United Nations forces with the Organization.

56. In one case, despite several communications sent during 2018 to the Member State concerned recommending an investigation into new allegations, a response was received only in 2019. In another case, divergent conclusions prevented victims from obtaining redress. As an example of good practice, active engagement with a State elicited assurances regarding the protection of victims or witnesses, respect for confidentiality and informed consent. The assurances, together with information provided about the proceedings, prompted several victims to consent to participate in the State's judicial proceedings.

57. The unevenness between the standards applicable to United Nations uniformed personnel and those applicable to non-United Nations international forces has an impact on the Organization's ability to fully integrate a victim-centred approach. Given that non-United Nations forces are not bound by United Nations rules and regulations, but by international human rights law and, where applicable, international humanitarian law, the application of standards that are different to those by which United Nations personnel are bound has an impact on the support, assistance and protection afforded to victims, who are often left with limited avenues of redress, including with respect to paternity and child support claims.

58. I reiterate my request to Member States to explore options towards harmonization, including through endorsement of a special protocol outlining minimum standards and measures for protection from sexual exploitation and abuse involving non-United Nations forces, and will develop related proposals for discussion with Member States.

59. Harmonization is particularly important as the African Union-United Nations partnership on peace and security is expanded and future deployments of non-United Nations forces operating under a Security Council mandate are anticipated. We collaborated in establishing a conduct and discipline compliance and accountability framework for African Union peace support operations, which is human rights-based and rooted in international humanitarian law and which addresses protection from sexual exploitation and abuse. In November 2018, representatives of the United Nations and the African Union Commission met to exchange experiences and good practices on training and to discuss the establishment of a policy framework and mechanism for selection and screening aligned with international law.<sup>18</sup>

## **VIII. Engagement with Member States and civil society**

### **A. Member States**

60. I continue to engage with the 101 signatories of the voluntary compact on preventing and addressing sexual exploitation and abuse on their commitments,

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<sup>18</sup> The commitments of the Secretary-General and the Chairperson of the African Union Commission are contained in the joint declaration dated 6 December 2018.

ongoing challenges and the sharing of best practices. I encourage other Member States to become signatories. In 2018, five informal meetings of representatives of the 72 current and former Heads of State and Government comprising the circle of leadership were convened to discuss ways of intensifying the Circle's political momentum. On 27 September 2018, I issued the collective statement of the members of the circle of leadership, in which members, at the highest level, reaffirmed their continued personal commitment and resolve in support of efforts to combat sexual exploitation and abuse across the United Nations system. I am pleased that 49 members of the circle of leadership have endorsed the statement, as have 22 heads of United Nations entities.

61. In the Declaration of Shared Commitments on United Nations Peacekeeping Operations, Member States, organizations and arrangements and I committed ourselves, within our respective responsibilities, to holding personnel and leadership accountable for proper conduct, including through support to the policy of zero tolerance of abuse and the implementation of a victim-centred approach. I am gratified that, in the Declaration, Member States reiterated their commitment to certifying that prospective personnel met United Nations standards for service in United Nations peacekeeping operations. The Declaration has been endorsed by 151 Member States and four supporting organizations.<sup>19</sup> I look forward to working with those which have endorsed the Declaration as they translate those commitments into action and meet periodically to review progress.<sup>20</sup>

62. I encourage Member States to give greater visibility to their initiatives to eradicate sexual exploitation and abuse, including information on the status of administrative and judicial processes, which will be included in a public electronic hub. In 2018, I asked the members of the circle of leadership to provide me with updates, and seven Member States have responded.<sup>21</sup>

## **B. Civil society**

63. In line with my pledge to strengthen partnerships and consultation with civil society, I invited seven distinguished individuals with experience on, inter alia, peace operations, humanitarian activities, human rights, criminal investigations, child rights and gender-based violence to join a Civil Society Advisory Board to be chaired by the Chef de Cabinet. Members will serve in their personal capacity and will not be remunerated for their service.

64. I will continue to engage and consult with civil society, including on a possible framework for a more structured and coordinated United Nations-civil society approach to information-sharing on allegations and concerns, collaboration on interventions, victim assistance and protection of victims and witnesses. Consideration should be given to convening joint workshops at the regional and national levels to build the investigative capacities of civil society partners and share experiences.

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<sup>19</sup> The supporting organizations are as follows: African Union Commission; European Union; North Atlantic Treaty Organization; International Organization of la Francophonie.

<sup>20</sup> See <https://peacekeeping.un.org/en/action-for-peacekeeping-a4p>.

<sup>21</sup> The Member States that responded were Australia, Egypt, Germany, India, Slovenia, the United Kingdom of Great Britain and Northern Ireland and Uruguay.

## **IX. Improving strategic communications for education and transparency**

65. Communications are critical for preventing and combating sexual exploitation, increasing awareness of risk factors and maintaining the reputation of the United Nations. To mark the first anniversary of the establishment of my circle of leadership, in September, the Department of Public Information produced and disseminated a video message that I recorded. Fifteen other videos showcasing the system-wide approach to addressing sexual exploitation and abuse were shown during the seventy-third session of the General Assembly and posted on multiple digital channels. United Nations News published a print story on the work of the Victims' Rights Advocate and video interviews with the field victims' rights advocates in Haiti, the Central African Republic and South Sudan.

66. The Department of Field Support and the Department of Peacekeeping Operations strengthened outreach to communities and others on sexual exploitation and abuse. Support was provided to the United Nations Mission for Justice Support in Haiti, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the United Nations Mission in South Sudan (UNMISS) on strategic communications, through projects engaging local media and communities, media workshops and community theatre. Outreach included quarterly briefings and digital campaigns, such as web stories and the "Honouring our values" social media campaign.

67. The Department of Public Information maintained and updated the system-wide website on combating sexual exploitation and abuse<sup>22</sup> and published quarterly reports on allegations. OHCHR, UNDP, UNFPA and UNHCR launched websites, developed communications products and organized events to provide comprehensive information, tools and guidance.

68. My Special Coordinator continued to engage with Member States in the development and updating of a repository of national laws on sexual exploitation and abuse related to deployed military personnel, which includes input from 56 Member States. A repository of national laws governing police personnel is being established.

## **X. Overview of data on allegations**

69. Comprehensive information is available online regarding allegations of sexual exploitation and abuse relating to personnel in peacekeeping and special political missions, other United Nations system entities, implementing partners and non-United Nations forces authorized by a Security Council mandate, covering the period from 1 January to 31 December 2018.<sup>23</sup>

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<sup>22</sup> See [www.un.org/preventing-sexual-exploitation-and-abuse](http://www.un.org/preventing-sexual-exploitation-and-abuse).

<sup>23</sup> Available from <https://delegate.un.int/dgacm/delegate.nsf/xaOpenPortal.xsp>.

## A. Peacekeeping and special political missions

70. The number of cases of sexual exploitation and abuse reported for peacekeeping and special political missions has decreased, with 54 allegations<sup>24</sup> reported in 2018, compared with 62<sup>25</sup> and 104 reported in 2017 and 2016, respectively. The majority (74 per cent) of the allegations received in 2018 emanated from MINUSCA and MONUSCO, with the remaining 26 per cent associated with the United Nations Multidimensional Integrated Stabilization Mission in Mali, MINUSTAH, the United Nations Mission in Liberia and UNMISS. There were no allegations reported for special political missions. The allegations reported for peacekeeping missions were associated with 94 victims, of whom 83 per cent were adults and 17 per cent were children. Alleged perpetrators included 64 military, 14 police and 14 civilian personnel. Of the allegations reported in 2018, 20 (37 per cent) involved sexual abuse and 34 (63 per cent) sexual exploitation of an adult.<sup>26</sup>

## B. Other United Nations system entities and their implementing partners

71. Underreporting of allegations implicating personnel from other United Nations entities and non-United Nations personnel working with implementing partners is a continuing concern (see [A/71/818](#)). In 2018, 94 allegations against United Nations personnel in entities other than peacekeeping were reported. Reports of allegations related to personnel of implementing partners has increased, from 25 in 2017 to 109 in 2018, suggesting that awareness-raising and outreach efforts are having an impact and that there is increased trust among victims and witnesses and increased understanding of the need to report.

72. In 2017, to better understand the number of allegations in relation to the 12,000 staff members assisting direct beneficiaries (approximately 25 million) in 440 offices worldwide, IOM recruited an external communication agency to review the impact of its protection from sexual exploitation and abuse strategy on prevention and on building staff confidence in the internal justice system. In 2018, it embarked on a communication and awareness-raising campaign for staff and senior managers on sexual misconduct, which, inter alia, led to an increase in the number of reported cases referred to its internal justice system in 2018. In addition, IOM is leading the development of the comprehensive manual to guide field personnel in establishing effective prevention and response programmes.

<sup>24</sup> A further 33 allegations were reported to OIOS but not included in the data submitted by the Conduct and Discipline Unit for the preparation of the present report. The reasons given were as follows: 10 of the 33 allegations were covered by 3 previously reported allegations (1 in 2016, 1 in 2017 and 1 in 2018); there was insufficient information to proceed with an investigation with regard to seven reports made to OIOS; six allegations were considered conduct in violation of non-fraternization policies and not to contain indications of sexual exploitation or abuse; four allegations involved sexual harassment, physical assault and paternity claims, which were considered not to contain indications of sexual exploitation and abuse; three allegations involved sexual assaults between United Nations personnel, but not with beneficiaries of assistance; one allegation involved a member of United Nations personnel not associated with a peacekeeping mission; one allegation did not involve sexual exploitation and abuse; and one allegation was received by OIOS in 2018 but will be recorded in 2019, once it is referred to the Member State concerned. The Special Coordinator will prioritize achieving timeliness, accuracy and consistency in reporting across all levels of the Organization in 2019.

<sup>25</sup> An additional allegation was added to the total reported in 2017 for peacekeeping and special political missions; it was omitted from my previous report on special measures for protection from sexual exploitation and abuse ([A/72/751](#)).

<sup>26</sup> Additional information and details are available from <https://conduct.unmissions.org>.



73. In 2018, there was an increase in the rate of reporting of sexual exploitation and abuse at WFP, with its investigations office receiving significantly more reports in 2018 (11 involving WFP personnel and 8 related to its implementing partners) than it had in the previous 12 years (19 in 2018 alone; 26 over the previous 12 years). It is difficult to determine the extent to which the increase is attributable to an increase in incidents or whether outreach efforts have encouraged reporting by staff. There was an increase in the number of allegations reported at UNHCR during the fourth quarter of 2017, which stabilized in 2018. Thirty-four allegations involving UNHCR personnel were received in 2018, compared with 19 in 2017. During the same period, allegations concerning UNHCR implementing partners increased, from 20 to 83. I attribute those figures in part to the UNHCR strengthened global network of 380 focal points on protection from sexual exploitation and abuse and efforts to raise awareness and encourage victims to report. UNICEF scaled up training for staff and partners, updated its programme cooperation agreement template to strengthen reporting and broadened prevention and response measures. In 2018, there was an increase in the number of reports of allegations at UNICEF (15 in 2018, compared with 8 in 2017). Of those 15 allegations, 12 involved implementing partners, compared with 4 in 2017.

### C. Non-United Nations forces

74. Since the adoption by the General Assembly of resolution [70/286](#), most allegations involving non-United Nations forces have been related to forces that were formerly, but are no longer, deployed in the Central African Republic. In many locations, such as in Somalia and the Sahel region, given that the United Nations has restricted access to certain locations where alleged violations occurred and has yet to establish a monitoring presence in others, this affects its ability to receive and document allegations.

75. In 2018, the United Nations completed investigations into two allegations of rape perpetrated against children, which have been referred to Member States, as reported in the data reflecting the allegations involving United Nations staff and United Nations related personnel by number of victims reported by all United Nations entities in 2018.<sup>27</sup> Ten allegations against non-United Nations forces previously deployed in the Central African Republic are still being assessed.

## XI. Conclusions

76. It remains a priority for the United Nations system to entrench the prevention of, and appropriate response to, sexual exploitation and abuse in all contexts in which we operate. With continuing progress and engagement across the peacekeeping and humanitarian sectors, it is necessary to scale up efforts in development contexts. In the light of the reforms to the development architecture and the imperative of realizing the Sustainable Development Goals, especially Goals 5 and 16, it is timely for resident coordinators and country teams to review the coordination structures and activities on protection from sexual exploitation and abuse that are in place, including on victim support. The resident coordinators have clear roles and responsibilities in those areas, and I request that they engage closely with the Special Coordinator and the Victims' Rights Advocate in their implementation.

77. I welcome the progress made by the Victims' Rights Advocate and the field victims' rights advocates to mainstream the victim-centred approach into our

<sup>27</sup> Available from the website of the Office of the Special Coordinator at <https://www.un.org/preventing-sexual-exploitation-and-abuse/content/data-allegations-un-system-wide>. All annexes related to 2018 are also available from the website.

collective response to sexual exploitation and abuse. I look forward to an expansion of the mapping of victims' rights and approaches to facilitate the development of recommendations to strengthen inter-agency cooperation on country-level victim assistance, as requested by Member States. I reiterate my call for the designation of additional victims' rights advocates so as to create a network across the peacekeeping, humanitarian and development sectors. I also reiterate my call for continued resourcing of the trust fund, which provides the long-term specialized services required by victims.

78. Although there is measurable improvement in harmonizing approaches, in line with my strategy, dedicated effort and attention are essential. I will continue to rely on the Special Coordinator to maintain and accelerate momentum and to work with relevant entities to ensure continued progress in our capacity to prevent and respond effectively to sexual exploitation and abuse.

79. I am grateful to Member States for their continued engagement on this agenda. I note the commitments made at the highest levels, including the Whistler declaration on protection from sexual exploitation and abuse in international assistance, the Tidewater joint statement on combating sexual exploitation and abuse in the development and humanitarian sectors and the commitments made at the Safeguarding Summit 2018,<sup>28</sup> to bolster action on prevention, including within the donor community. I also acknowledge the support that has enabled the Offices of the Special Coordinator and the Victims' Rights Advocate and other system entities to continue their vital work. It is our moral imperative and our duty to end sexual exploitation and abuse, and it demands our constant vigilance and active efforts. We cannot relent.

**80. The Secretary-General recommends that the General Assembly take note of the present report.**

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<sup>28</sup> Available from <https://g7.gc.ca/en/g7-presidency/themes/investing-growth-works-everyone/g7-ministerial-meeting/g7-development-ministers-meeting-chairs-summary/whistler-declaration-protection-sexual-exploitation-abuse-international-assistance/>; [www.oecd.org/dac/Tidewater-Joint-Statement-on-Combating-Sexual-Exploitation-and-Abuse.pdf](http://www.oecd.org/dac/Tidewater-Joint-Statement-on-Combating-Sexual-Exploitation-and-Abuse.pdf); and [www.gov.uk/government/publications?include\\_world\\_location\\_news=0&publication\\_filter\\_option=all&topics%5B%5D=safeguarding-summit-2018](http://www.gov.uk/government/publications?include_world_location_news=0&publication_filter_option=all&topics%5B%5D=safeguarding-summit-2018).

## Annex

### Summary of United Nations initiatives during the reporting period

<i>Initiative</i>	<i>Status</i>
<b>Prioritizing rights of victims</b>	
1. Victims' Rights Advocate field visits	Conducted in Haiti, Jordan and Lebanon
2. Inter-agency working group to facilitate resolution of paternity and child support claims	Established in June
3. Victims' Rights Advocate pilot mapping of victims' rights approaches and services	Commenced in August
4. Dedicated field victims' rights advocates approved by General Assembly	July
5. Department of Field Support victim assistance tracking tool for peace operations	Launched in the fourth quarter of 2018
6. Office of the United Nations High Commissioner for Human Rights developing a United Nations policy on a human rights-based approach to combating sexual exploitation and abuse	Ongoing; completion envisaged in the first quarter of 2019
<b>Risk mitigation and ending impunity</b>	
1. Voluntary compact on measures for preventing and responding to sexual exploitation and abuse <sup>a</sup>	101 signatories
2. Secretary-General urged United Nations System Chief Executives Board for Coordination to submit certifications	December
3. Collaboration on the African Union policies on conduct and discipline for peace support operations and on prevention of and response to sexual exploitation and abuse <sup>b</sup>	29 November
4. Department of Field Support risk management toolkit <sup>c</sup>	Launched in June; under implementation
5. Clear Check electronic staff screening tool	Launched in June
6. Incident reporting form for uniform information collection	Ongoing
7. Electronic tool to consolidate reporting and data alignment	Launch envisaged in the first quarter of 2019
8. 2017 uniform policy on balancing the disclosure of information to national authorities with principles of confidentiality when receiving and handling allegations of sexual exploitation and abuse by persons acting under a United Nations mandate	To be promulgated as a Secretary-General's bulletin in 2019
9. Guidelines for investigations of sexual exploitation and abuse for United Nations investigative bodies	Completion envisaged in the first quarter of 2019

<i>Initiative</i>	<i>Status</i>
10. Department of Peacekeeping Operations Conduct and Discipline Unit and OIOS training for military national investigations officers	Four courses conducted: 55 military personnel from 17 troop-contributing countries
11. Community-based complaint mechanisms in humanitarian and peace operations <sup>d</sup>	Put into place in March
12. Protocol on allegations of sexual exploitation and abuse involving implementing partners	Adopted in March
13. Reissuance of 2016 note verbale on repository of national military laws on sexual exploitation and abuse <sup>e</sup>	August; 56 legal frameworks received
14. Note verbale issued on repository of national police laws on sexual exploitation and abuse	January 2019
<b>Engaging with civil society and external partners</b>	
1. Meetings with civil society	10 in 2018
2. Members of the Civil Society Advisory Board appointed by the Secretary-General	Anticipated in the first quarter of 2019
3. World Food Programme (WFP), Office of the United Nations High Commissioner for Refugees (UNHCR) and United Nations Children's Fund (UNICEF) engagement with civil society	2018
<b>Improving strategic communications for education and transparency</b>	
1. Circle of Leadership on the prevention of sexual exploitation and abuse in United Nations operations <sup>f</sup>	72 current and former Heads of State and Government
2. Secretary-General issued the collective statement of the members of the Circle of Leadership	September; endorsed by 49 Heads of State and Government; 22 United Nations entities
3. Meetings convened by the Special Coordinator of representatives of Circle of Leadership members	Five convened in 2018; ongoing
4. Website on preventing sexual exploitation and abuse system-wide <sup>g</sup>	Enhanced in 2018
5. Quarterly reports on allegations received by United Nations entities <sup>h</sup>	Ongoing
6. Conduct and discipline website translated into French <sup>i</sup>	December
7. Mobile application featuring digitized United Nations training materials	Launch envisaged in the second quarter of 2019
8. Peacekeeping missions' outreach on risks and reporting mechanisms	Ongoing
9. United Nations Development Programme (UNDP), UNHCR and the United Nations Population Fund (UNFPA) websites <sup>j</sup>	Launched
10. "Honouring our values" (#honouringourvalues) campaign, in English and French, on Facebook and Twitter <sup>k</sup>	Launched in March
11. Video on United Nations efforts to combat sexual exploitation and abuse <sup>l</sup>	Released in September

*Initiative**Status***Additional**

- |   |  |
|---|--|
| 1. Third United Nations personnel survey  | Third quarter of 2018  |
| 2. System-wide resources mapping  | Initiated in December  |
| 3. Gender study on the causes of sexual exploitation and abuse  | Concept finalized in February 2018; ongoing                      |
| 4. UNDP-UNFPA-United Nations Office for Project Services joint review of frameworks on addressing sexual exploitation and abuse, sexual harassment              | Launched fourth quarter of 2018                                  |
| 5. UNHCR Senior Coordinator on sexual exploitation and abuse and sexual harassment  | Appointed in March   |
| 6. UNHCR strategy and action plan on sexual exploitation and abuse and sexual harassment <sup>m</sup>   | Launched May   |
| 7. UNHCR consolidated 380 focal points in networks on protection from sexual exploitation and abuse   | July   |
| 8. UNHCR survey on challenges in collecting and responding to feedback from persons of concern to strengthen community-based complaints and feedback mechanisms | Concluded in September   |
| 9. UNICEF independent review <sup>n</sup>   | Launched in February; management response published in September |
| 10. UNICEF amended cooperation agreements and trained on the United Nations implementing partners' protocol   | June   |
| 11. UNRWA task force on combating sexual exploitation and abuse and sexual harassment   | Established in February  |
| 12. United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) handbook on combating sexual exploitation and abuse and sexual harassment | Issued in June   |
| 13. WFP joint management and Executive Board committees on combating sexual exploitation and abuse and sexual harassment and on whistleblower protection        | Established in May and October, respectively                     |
| 14. WFP prevention of sexual exploitation and abuse advisory group for knowledge-sharing and capacity-building of focal points                                  | Established in September   |

**Inter-Agency Standing Committee**

- |   |  |
|---|--|
| 1. Champions strategy <sup>o</sup>  | Endorsed in November   |
| 2. Champions strategy disseminated to humanitarian coordinators and networks of focal points on protection from sexual exploitation and abuse | November   |
| 3. UNICEF Executive Director appointed champion on protection from sexual exploitation and abuse and sexual harassment                        | International Organization for Migration (IOM): 2011–2018<br>UNICEF: 2018–2019<br>UNHCR: 2019–2020 |

<i>Initiative</i>	<i>Status</i>
4. Inter-Agency Standing Committee and United Nations Chief Executives Board for Coordination task force on addressing sexual harassment meeting of investigatory bodies	November
5. Office for the Coordination of Humanitarian Affairs fund to strengthen investigation capacity	June
6. In-country and regional training of trainers for inter-agency community-based complaint mechanisms	2017–2018
7. IOM protection from sexual exploitation and abuse collective in-country initiatives	Bangladesh in 2017 and Syrian Arab Republic in 2018
8. UNFPA mapping of services available to victims of gender-based violence	Initiated fourth quarter of 2018

*Note:* For information on initiatives undertaken since 2016, see [www.un.org/preventing-sexual-exploitation-and-abuse/content/fact-sheet-secretary-general%E2%80%99s-initiatives-prevent-and-respond-sexual-exploitation-and-abuse](http://www.un.org/preventing-sexual-exploitation-and-abuse/content/fact-sheet-secretary-general%E2%80%99s-initiatives-prevent-and-respond-sexual-exploitation-and-abuse).

<sup>a</sup> Available from [www.un.org/preventing-sexual-exploitation-and-abuse/content/voluntary-compact](http://www.un.org/preventing-sexual-exploitation-and-abuse/content/voluntary-compact).

<sup>b</sup> Available from [www.peaceau.org/uploads/english-final-sea-policy-for-au-psos.pdf](http://www.peaceau.org/uploads/english-final-sea-policy-for-au-psos.pdf).

<sup>c</sup> Available from [https://conduct.unmissions.org/sites/default/files/dpko-dfs\\_sea\\_risk\\_toolkit\\_28\\_june\\_2018\\_modified.pdf](https://conduct.unmissions.org/sites/default/files/dpko-dfs_sea_risk_toolkit_28_june_2018_modified.pdf).

<sup>d</sup> Available from <https://interagencystandingcommittee.org/accountability-affected-populations-including-protection-sexual-exploitation-and-abuse/documents-50>.

<sup>e</sup> Available from <https://peacekeeping.un.org/en/standards-of-conduct>.

<sup>f</sup> See [www.un.org/preventing-sexual-exploitation-and-abuse/content/circle-leadership](http://www.un.org/preventing-sexual-exploitation-and-abuse/content/circle-leadership).

<sup>g</sup> See [www.un.org/preventing-sexual-exploitation-and-abuse](http://www.un.org/preventing-sexual-exploitation-and-abuse).

<sup>h</sup> Available from [www.un.org/preventing-sexual-exploitation-and-abuse/content/quarterly-updates](http://www.un.org/preventing-sexual-exploitation-and-abuse/content/quarterly-updates).

<sup>i</sup> See <https://conduct.unmissions.org/fr>.

<sup>j</sup> See [www.undp.org/content/undp/en/home/accountability/combating-sexual-exploitation-and-abuse.html](http://www.undp.org/content/undp/en/home/accountability/combating-sexual-exploitation-and-abuse.html); [www.unhcr.org/our-fight-against-sexual-exploitation-abuse-and-harassment.html](http://www.unhcr.org/our-fight-against-sexual-exploitation-abuse-and-harassment.html) and [www.unfpa.org/protection-sexual-exploitation-and-abuse](http://www.unfpa.org/protection-sexual-exploitation-and-abuse).

<sup>k</sup> See also <https://trello.com/b/8dsqvTYT/sexual-exploitation-and-abuse>.

<sup>l</sup> Available from <http://webtv.un.org/watch/player/5846468853001>.

<sup>m</sup> Available from [www.unhcr.org/5b2cb6284](http://www.unhcr.org/5b2cb6284).

<sup>n</sup> See [www.unicef.org/press-releases/unicefs-position-sexual-exploitation-and-abuse-and-sexual-harassment](http://www.unicef.org/press-releases/unicefs-position-sexual-exploitation-and-abuse-and-sexual-harassment) and [www.unicef.org/evaluation/index\\_102739.html](http://www.unicef.org/evaluation/index_102739.html).

<sup>o</sup> Available from <https://interagencystandingcommittee.org/iasc-senior-focal-points-sexual-exploitation-abuse-and-harassment/content/strategy-protection-and>.