

Women, Peace and Security Statistics: Where We Stand and How to Move Forward.

UN Women, Peace and Security Section

Fifth Global Forum on Gender Statistics, November 2014.

I. Introduction

Women and men are affected by conflict differently. Women often have fewer economic and other resources to protect themselves, they are frequently victims of sexual violence as a war tactic and they tend to be left out from peace negotiations and planning of community recovery efforts after conflict, which limits opportunities to gain justice for human rights violations and shape reform of public institutions. It is therefore important to measure and analyze conflict and recovery related issues through a gender lens to ensure that the specific needs of women, men, boys and girls in conflict, post-conflict and recovery settings are effectively addressed.

Since Security Council resolution 1325 (UNSCR 1325) was adopted in 2000, women, peace and security became a priority topic for the UN system organizations and its Member States involved in conflict and recovery settings. Since then, a strong normative framework has been set up to further operationalize implementation and monitoring of these commitments¹. In 2010 a set of global indicators was designed to monitor progress towards the implementation of UNSCR 1325 (see S/2010/498 and complete list in Annex 1). UN Women coordinates the compilation of these statistics in consultation with the UN Standing Committee on Women, Peace and Security.² Other organizations such as the European Union, the African Union and the North Atlantic Treaty Organization, along with multiple national governments, have put frameworks in place to monitor the implementation of UNSCR 1325 and/or to compile women, peace and security related statistics more broadly.

This paper provides an overview of some of the existing initiatives for the compilation of women, peace and security statistics, highlighting lessons learned and remaining challenges. A set of recommendations on how to improve the availability and quality of women, peace and security statistics is provided in the conclusion.

II. Availability of women, peace and security statistics

The adoption of the Millennium Declaration and the international use of the Millennium Development Goals' (MDGs) Indicators to track progress towards development commitments in the last decade have

¹ As at September 2014, this includes seven Security Council resolutions, S/RES/1325 (2000), S/RES/1820 (2008), S/RES/1888 (2009), S/RES/1889 (2009), S/RES/1960 (2010), S/RES/2106 (2013), S/RES/2122 (2013), related regional and national policy frameworks, as well as CEDAW General Recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations.

² The UN Standing Committee on Women, Peace and Security include members from over 20 United Nations entities working across the pillars of peace and security, human rights and development. Civil society organizations participate as observers.

resulted in increased attention towards monitoring and evaluation mechanisms across the United Nations system and beyond, and consequently in an increased production of related statistics.

While the MDGs facilitated progress monitoring on some development issues, progress towards peace and security commitments remained largely unmeasured until roughly a decade later. To address the specific circumstances of populations living in conflict and post-conflict settings a growing number of normative frameworks and peace and security related initiatives (international, regional and national) have been put in place since then. Some of these have specific monitoring and evaluation frameworks attached to assess progress towards commitments. Because of their global scope, the framework for tracking implementation of UNSCR 1325, as well as the Peacebuilding and Statebuilding Goals (PSG) attached to the New Deal for engagement in fragile states, are of particular relevance.

Framework for tracking implementation of UNSCR 1325

The monitoring framework for UNSCR 1325³ includes a set of 26 indicators and 36 series that were developed as a result of a mapping and consultation process led by a technical sub-working group established under the UN Standing Committee on Women, Peace and Security.⁴ The set of indicators can be divided in two groups: those that measure progress achieved by international or regional entities, and those that measure progress at the country level. Data for the first group of indicators is usually produced by international/regional entities themselves, utilizing self-assessments and/or administrative records. Data for the second group is sometimes produced at the national level then adjusted by international agencies before international reporting, and sometimes directly produced and reported by national governments. Data sources for the second group of indicators vary, although most are administrative records as well. UN Women, in collaboration with the UN Standing Committee on Women, Peace and Security, leads the coordination of data compilation from different producers and the subsequent preparation of the annual report of the UN Secretary-General on women, peace and security, in which analytical findings are presented. The development of a UNSCR 1325 data repository is expected in 2015. Depending on the indicator and source, current data availability and quality vary widely. In 2014, 58 per cent of the indicator series in the framework had at least one available data point. It is expected that the global review of progress on the implementation of resolution 1325(2000) in 2015 will help highlight which indicators have produced information considered most relevant for progress tracking, as well as which ones require revision or fine-tuning, and garner more support for enhanced data production, methodological development and capacity-building.

New Deal monitoring framework

Progress towards the achievement of the New Deal's 5 Peacebuilding and Statebuilding Goals can be monitored using a set of 50 indicators proposed by the Steering Group of the International Dialogue on Peacebuilding and Statebuilding in coordination with the G7+ group of countries⁵. While some of these indicators are country-specific and might not be relevant in all countries, others are applicable in all conflict and post-conflict settings and allow for international comparisons. The indicators were designed for national statistical offices and line ministries within G7+ countries to be the lead data producers in this process, although trusted stakeholders, including civil society organizations, could also contribute to data production where relevant. Data sources for these indicators could range from administrative records, to surveys, to estimates calculated by relevant international organizations. No international data repository exists for New Deal indicators to date, although some of the G7+ countries have published specific datasets and reports at the national level. Although not all of the New Deal indicators are gender-relevant,

³ To accelerate progress on implementation, the Security Council in its resolution 1889 (2009) requested the Secretary-General to: "submit to the Security Council (...) for consideration, a set of indicators for use at the global level to track implementation of its resolution 1325 (2000), which could serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations, and Member States, on the implementation of resolution 1325 (2000) in 2010 and beyond" (Security Council resolution 1889 (2009), operational paragraph 17).

⁴ For background, see UN Women (2012). "Tracking Implementation of Security Council resolution 1325." New York.

⁵ For a full list of goals and indicators see: <http://www.newdeal4peace.org/wp-content/uploads/2012/12/progress-report-on-fa-and-indicators-en.pdf>

instructions within the document indicate that sex-dissagregation should be mainstreamed throughout the framework where appropriate.

Regional and national monitoring frameworks

At the regional level, several institutions are currently compiling women, peace and security data, some of which adapted the 1325(2000) framework to regional priorities and periodically monitor progress accordingly. For instance, in July 2010 the Council of the European Union adopted a set of indicators to assess progress on their Comprehensive Approach to the implementation of resolution 1325(2000)⁶. The Council of the EU compiles data for these indicators and produces progress reports annually. Most data are obtained from administrative records collated in member countries or in regional organizations. Because data availability is still low for some of the indicators, the Council is currently working on assessing and reviewing guidelines for data production. Although a regional data repository is currently not available, data tables for some of the indicators can be found in the Council's annual reports on the implementation of UNSCR 1325.

Similarly, the Euro-Atlantic Partnership Council of the North-Atlantic Treaty Organization (NATO) recently designed the 2014 Action Plan for the implementation of policy on women, peace and security, which includes a monitoring and evaluation framework with numerical indicators. Data are being compiled from relevant countries and within the organization itself. All the figures are obtained from administrative records. Utilizing these data, the Secretary General of NATO will publish an annual report on the implementation of the Action Plan. Priorities and indicators might be revised every four years if/when necessary. In order to boost data availability and the quality of record keeping activities NATO is organizing a series of capacity building activities, including an international workshop for member and partner countries in November 2014 to identify lessons learned and good practices on the monitoring of UNSCR 1325. No data repository is currently available, although annual reports will provide data tables where relevant.

At the national level, National Action Plans on women, peace and security had been adopted in 46 Member States as of July 2014 and more than 20 countries are working on developing such plans. A growing number of these plans now include monitoring frameworks, which trigger related data compilation activities. Although several indicators included in these frameworks align with the international UNSCR 1325 indicators, some include indicators tailored to context specific peace and security concerns.

Sector-specific statistics

Besides statistical data collection initiatives for specific monitoring frameworks on women, peace and security, a number of international agencies are also compiling various sector-specific governance, peace and security related statistics that are relevant to analyze gender issues in conflict and post-conflict settings. Some examples are highlighted below.

Displacement

UNHCR compiles statistics on refugees, asylum seekers, internally displaced people and other populations of concern, which are published in an on-line database⁷, with a number of dissaggregations including country of origin and destination. Sex-disaggregated estimates are only available in some of the cases, although availability seems to be on the rise. Figures are obtained from administrative records and they were last updated in 2012. However, UNHCR's Field Information and Coordination Support Section is currently expanding its statistical efforts to ensure updates are performed in a timelier manner.

Safety and security

⁶ For a full list of regional indicators see:

<http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2011948%202010%20INIT>

⁷ See database here: http://popstats.unhcr.org/#_ga=1.148600183.1315798657.1409079280

Casualty data are highly relevant in peace and security contexts. OCHA has for the last decade published key trends on indiscriminate killings and injuries, and a new data portal is being created to make these statistics widely available in a more user-friendly manner. Data are, for the most part, collected through OCHA country offices in collaboration with national emergency monitoring systems when available.

UNODC compiles homicide data and data on the use of firearms, sharps and other small arms and disseminates it on the UNODC's statistics site⁸. Homicide figures are updated regularly and largely available in a sex-disaggregated manner. These estimates are derived from national data repositories generated by either national criminal justice (law enforcement authorities investigating a criminal case) or public health systems (health authorities certifying the cause of death of individuals). As a result, homicide deaths in conflict and post-conflict settings might be underreported in some cases. Sex-disaggregated data on other crime statistics, such as the use of firearms, sharps and other small arms, is however largely unavailable. UNODC's figures for these indicators are mostly obtained from public registries and therefore suffer from significant underreporting. International Crime Victimization Surveys, which often provide a more accurate picture and allow for sex-disaggregation, have been implemented in some countries but are not available for conflict and post-conflict areas. UNODC, the United Nations Statistics Division and the National Institute for Statistics and Geography in Mexico lead the International Expert Group on Crime Statistics, which works towards improving data production and methodological guidelines for crime and related security statistics.

Perceptions of safety are also relevant indicators of security in conflict and post-conflict areas and can be analyzed with data from World Value Surveys (see details below). Besides these figures, Gallup World Surveys⁹ also address perceptions of safety by asking respondents whether or not they feel safe walking alone in the area where they live, and related feelings of personal safety including confidence in local police and self-reported incidence of theft. Gallup datasets are available for various conflict and post conflict countries for a fee, and they allow for sex-disaggregation.

Experience surveys can also be used to evaluate the different ways in which men and women experience safety and security. Although numerous ad-hoc experience surveys exist, comparability between countries is usually an issue and availability in conflict and post-conflict settings is limited. This is the case, for instance, of Small Arms Surveys¹⁰, although both data availability in conflict settings and comparability are increasing rapidly. Examples of experience surveys that are currently being implemented in an increasing number of African countries include the governance, peace and security modules attached to household surveys implemented within the framework of the Strategy for the Harmonization of Statistics in Africa (SHaSA). Regional coordination for the design of questionnaires and for survey implementation ensures international comparability of these datasets (see more details in the "New Initiatives" section below).

Sexual and gender-based violence

One of the issues receiving increasing attention, both within the statistical community and among peace and security actors, is sexual and gender based violence (SGBV). Although more men than women die as a consequence of conflict-related violence, women experience violence in a very different manner. Rape is often used as a weapon of war and violence perpetrated by intimate partner usually increases in post-conflict situations. Statistics on SGBV are still scarce, especially in conflict and post-conflict countries. Despite the United Nations' Statistical Commission's efforts to agree on a set of violence against women indicators¹¹ for international comparability purposes, and despite the number of available methodological guidelines to produce SGBV statistics, increased funding is still necessary to promote the implementation of SGBV surveys in more countries. UN Women is currently working with the United Nations Statistics

⁸ See site here: <http://www.unodc.org/unodc/en/data-and-analysis/statistics/index.html>

⁹ Access data here: <http://www.gallup.com/poll/world.aspx?ref=b>

¹⁰ See survey portal here: <http://www.smallarmssurvey.org/>

¹¹ See full list of indicators in page 5 of the following report:

<http://www.unwomen.org/~media/Headquarters/Attachments/Sections/CSW/57/EGM/EGM-paper-Henriette-Jansen%20pdf.pdf>

Division and UNFPA to implement SGBV surveys in a group of pilot countries, but implementation in conflict and post-conflict countries is likely to remain a challenge.

Governance

Good governance indicators such as ease of access to services, corruption of public institutions and a general sense of whether or not people have trust in their governments and feel their governments are responsive to their needs can be assessed utilizing perception surveys. World Value Surveys¹², for instance, are valuable sources for sex-disaggregated assessment of perceptions on these issues, and micro datasets are openly available on-line. Carried out in 57 countries, including some conflict and post conflict countries, several rounds of the survey can be accessed to perform trend analysis. Additionally, experience data related to governance is currently being compiled in African countries utilizing governance modules attached to household surveys within the framework of SHaSA (see additional information in section III).

Asset ownership and entrepreneurship

Non-discrimination in access to resources, including land re-distribution and inheritance, is of high importance in conflict and post-conflict countries as it ensures the economic empowerment of women for peacebuilding and reconstruction. The consequences of unequal access to resources are aggravated by the fact that large numbers of male casualties are registered during conflict, and the rate of female headed households increases disproportionately. FAO's Gender and Land Rights database¹³ contains sex-disaggregated data on land ownership for most countries. Estimates displayed on-line are for latest available year, and time series are largely unavailable for now. Data sources are, for the most part, agricultural censuses or administrative records. The database also contains a repository of inheritance laws, customary norms and practices related to land ownership in each country, although this information is unavailable for the majority of conflict and post-conflict countries. Data availability, however, is expected to increase over time.

Access to other assets such as credit, livestock and dwelling is also important for women's economic empowerment during and after conflict. The EDGE project¹⁴ is being implemented by UNSD, UN Women, the World Bank and OECD to improve asset ownership and entrepreneurship data availability. Within this framework, pilot data collection initiatives in the form of household surveys are being conducted in a number of countries.

Sex-disaggregated figures for vulnerable employment are an example of entrepreneurship statistics relevant in conflict and post-conflict contexts that are currently available. These are published biannually by the ILO as part of Key Indicators of the Labor Market¹⁵ reporting, which brings together information from international repositories rather than conducting specific data collection. Estimates are widely available, even in the case of most conflict and post-conflict countries.

Access to services

Other estimates that help understand the impact of conflict and gender inequalities during and after conflict are, indicators pertaining to access to services, including education and health services. Reproductive health and maternal mortality data are compiled annually by UNICEF, WHO, UNFPA, the World Bank and the United Nations population division and international estimates are published on sites such as the WHO's Global Health Observatory¹⁶, UNICEF's Data Portal¹⁷, the World Bank's World Development Indicators database¹⁸ and the Millennium Development Goals database¹⁹. Data sources vary

¹² See data here: <http://www.worldvaluessurvey.org/wvs.jsp>

¹³ See database here: <http://www.fao.org/gender/landrights/home/en/>

¹⁴ See information on UNSD's website: <http://unstats.un.org/unsd/gender/default.html>

¹⁵ See KILM here: http://www.ilo.org/empelm/what/WCMS_114240/lang-en/index.htm

¹⁶ See data portal here: <http://apps.who.int/gho/data/?theme=main>

¹⁷ See data portal here: <http://data.unicef.org/maternal-health/maternal-mortality>

¹⁸ See data portal here: <http://data.worldbank.org/indicator/SH.STA.MMRT>

¹⁹ See database here: <http://mdgs.un.org/unsd/mdg/Data.aspx>

depending on the indicator, ranging from household surveys such as Multiple Indicator Cluster Surveys or Demographic and Health Surveys to administrative records from hospitals and national line ministries. For some of these indicators, international agencies calculate international estimates considering multiple available data sources per country. International estimates are updated periodically and sex-disaggregated figures are widely available where relevant.

Access to education is widely documented by UNESCO. The UNESCO Institute for Statistics (UIS) publishes annual sex-disaggregated enrolment, attendance, out of school, completion and literacy figures in UISstat²⁰. The UIS collects education statistics in aggregate form from official administrative sources at the national level. These statistics cover formal education in public and private institutions and special needs education (both in regular and special schools).

Rule of law and transitional justice

Sex-disaggregated data on access to justice is still largely unavailable. Ensuring equal access to justice for both men and women involves programming in a number of areas including gender sensitive law reform, increasing women's access to courts and truth commissions during and after conflict, implementing gender-responsive reparations programmes, and increasing the numbers of women in the legislature and judicial sectors, among others. While limited data for some of these issues, including truth commissions and reparations, is annually compiled by UN Women and published in Secretary General's reports on women, peace and security²¹, coordinated efforts to design monitoring and evaluation tools and collect sex disaggregated data are necessary to increase the reliability and comprehensiveness of access to justice statistics. Even in the case of rule of law indicators that could easily be sourced from standard administrative records (such as the proportion of female judges in national justice institutions or the proportion of female-plaintiff cases that are cleared within a year), sex-disaggregated information is not systematically registered in most countries and collating this data is still a challenge.

Financing for gender equality

The OECD's creation of a Gender Equality Policy marker within their Creditor Reporting System (CRS)²² triggered international efforts to mark the gender focus of financing in development spheres. The CRS was established in 1967 and has substantially evolved since then to mark aid flows not only for gender and women's empowerment but also by sector. At present, using OECD's gender marker data it is possible to identify the proportion of bi-lateral sector-allocable official development aid allocated to gender relevant initiatives that address peace and security related efforts, including but not limited to children associated with armed forces and groups, small arms and light weapons control, security system management and reform, peacebuilding, conflict prevention and conflict resolution. Data is available by donor and recipient, and all OECD countries report annually. Some of the limitations associated to these figures include, the fact that countries self-assess the gender focus of their allocations and differences in coverage ratios limiting the comparability of gender marked financing data across countries to some extent.

Within the UN, various forms of gender markers are currently used to assess the gender focus of interventions. The Inter-agency Standing Committee (IASC) Gender Marker²³ is utilized by a growing number of UN agencies within the Consolidated Appeal Process (CAP) to track gender focused fund allocations for humanitarian action. As it's the case for the OECD's gender marker data, data are also reported annually and the gender focus of allocations is self-assessed. Other UN agencies such as UNDP, UNICEF and the UN Peacebuilding Fund also utilize gender markers and report on progress annually. However, due to methodological differences the figures are not fully comparable with IASC Gender Marker figures. The UNDG Task Force on Gender Equality carried out work to identify common principles for the

²⁰ See database here: <http://data.uis.unesco.org/>

²¹ See 2013's report here: http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2013_525.pdf

²² See details here: <http://www.oecd.org/dac/stats/aidinsupportofgenderequalityandwomens empowerment.htm>

²³ See details here http://www.gender-budgets.org/index.php?option=com_joomdoc&view=documents&path=resources/by-theme-issue/gender-markers/iasc-gender-marker-report-final-10-january&Itemid=821

development of a UN system-wide gender marker that would strengthen coordination, comparability and accountability. A guidance note²⁴ was published in 2009 to disseminate these common principles.

Evidence shows that military spending is inversely correlated to the availability of funding for public services in a country. This is therefore very relevant in the context of women, peace and security statistics as well. The Stockholm International Peace Research Institute maintains the SIPRI Military Expenditure Database²⁵, which contains time series on the military spending of 171 countries since 1988, and of NATO member states from 1949 or from the date they joined NATO. Military expenditure data is shown by country in various currencies, per capita, as a percentage of gross domestic product and as a percentage of government spending. The Institute compiles the figures annually sending a questionnaire to all countries included in the database.

Political participation

Tracking progress in women's participation in elected, appointed and leadership positions is important in conflict and post-conflict settings given the unique opportunities that post-conflict periods provide to redress imbalances in decision-making, as well as to ensure both men and women's needs and priorities are addressed in peacebuilding and recovery. Comprehensive, systematically-collected sex-disaggregated data on women's political participation is currently only available at the national level, expressed as the number of seats in national parliaments held by women, the number of women heads of state and heads of government, the number of women in ministerial positions and the number of women speakers of parliament. This data is collated by the Inter-Parliamentary Union from a range of sources including national parliaments, governments and permanent missions to the United Nations and is published online²⁶. Systematic data collection at the local level of government is more challenging, mainly because of comparability issues across countries. UN Women is currently developing a methodology to enable internationally comparable data collection in the future.

III. New initiatives related to women, peace and security statistics

With the end of the MDG reporting period at sight, a new set of goals, targets and indicators is expected to replace the current framework starting in 2015. Discussions on the possible composition of the new framework have taken place in various spaces within the United Nations, including the Open Working Group²⁷ on Sustainable Development and the UN System Task Team on the post 2015 development agenda. A technical support team on peace, rule of law and capable institutions covered issues of women, peace and security during the Open Working Group negotiations, and the outcome document includes a somewhat related goal phrased as "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels". Although work on the selection of numerical targets and specific indicators has not been completed yet, indicators suitable for monitoring gender specificities across issues of peace, security, governance, rule of law and access to justice are expected for inclusion. If the proposed framework is adopted by the General Assembly of the United Nations, the monitoring of the Post-2015 goals is likely to draw attention to and drive data production on issues of governance, peace and security, including women, peace and security indicators.

Other forums outside the Open Working Group have also proposed issues of peace and security to be monitored after 2015. For instance, the High Level Panel of Eminent Persons on the Post-2015 development agenda published a report in 2013²⁸ that included a specific goal on "Ensuring stable and

²⁴ See full note here: <http://www.undg.org/docs/13191/Item%206%20-%20Draft%20UNDG%20Gender%20Equality%20Guidance%20Note.pdf>

²⁵ See database here: http://www.sipri.org/research/armaments/milex/milex_database

²⁶ See database here: <http://www.ipu.org/parline/parlinesearch.asp>

²⁷ See outcome document here: <http://sustainabledevelopment.un.org/focussdgs.html>

²⁸ See report here: <http://www.post2015hlp.org/wp-content/uploads/2013/05/UN-Report.pdf>

peaceful societies". Similarly, the African Union's Common Africa Position (CAP) ²⁹ on the Post-2015 development agenda includes a peace and security pillar and addresses issues of women, peace and security specifically. These mentions are evidence that, although improved coordination and refined indicators are needed in the area of women, peace and security statistics, data availability is likely to improve in the coming years.

Some related data production efforts have, in fact, already begun in certain regions. In 2009, heads of state in Africa mandated the African Union Commission, the African Development Bank and the Economic and Social Commission for Africa to develop the Strategy for the Harmonization of Statistics in Africa (SHaSA) ³⁰. This was envisioned to support the African agenda for the integration of statistics and enhance coordination and collaboration with National Statistical Offices, regional statistical organizations and development partners. Within this framework, and with the support of UNDP, DIAL/IRD, UN Women, UNODC and other international organizations, nine African National Statistical Offices have started integrating standardized governance, peace and security modules in national household surveys, and therefore enhancing the body of available microdata on these issues in the region. Because questionnaires are standardized and careful sampling techniques are utilized for each survey, comparability across countries and the possibility of sex-dissagregation on all governance, peace and security data emanating from these surveys are ensured. Although surveys have not been completed in all African countries yet and data tables are not publicly accessible for now, the SHaSA initiative envisages the implementation of these modules across the region (twenty African countries have officially confirmed their intention to integrate governance, peace and security statistics in their regular statistical production) and the publication of relevant data tables thereafter. These surveys, which include numerous perception and experience questions and have been implemented in various conflict and post-conflict countries, will be one of the most important women, peace and security data sources available to date when fully implemented. In addition to survey modules, the SHaSA methodology on Governance, Peace and Security Statistics also includes administrative data collection instruments aimed at supporting statistical units in relevant ministries, in the Parliament, and in oversight institutions such as national anti-corruption commissions. Survey-based indicators are then triangulated with indicators calculated from administrative records to ensure a comprehensive analysis of governance, peace and security issues.

Another African-led initiative, the Praia Group on Governance Statistics, is expected to produce international guidelines for the global production of comparable and reliable governance, peace and security statistics. The establishment of a City Group on Governance, Peace and Security statistics was proposed by Cape Verde in the 45th session of the United Nations Statistical Commission and gained wide support from other Member States. The group's terms of reference are expected to be presented to the Commission at its 46th Session in February 2015 and will hopefully include mentions to specific methodological guidance for the production of women's governance, peace and security statistics.

Additional regional initiatives include the revision of the European Council's set of indicators to monitor the implementation of UNSCR 1325, which work was recently started and is expected to continue through 2014 and 2015, and the NATO Science for Peace and Security Programme, which aims to assess how the goals and objectives of UNSCR 1325 have been operationalized by NATO member and partner states, as well as to identify lessons learned and good practices. In particular, NATO is organizing an international workshop in November 2014 to compare the UNSCR 1325 indicators developed by international organizations and States and examine their effectiveness, while assessing the comprehensiveness and international transferability of these measures. This workshop will also examine indicators to measure the effectiveness of gender perspectives in military operations.

²⁹ See full document here: http://www.uneca.org/sites/default/files/uploaded-documents/Macroeconomy/post2015/cap-post2015_en.pdf

³⁰ See details on the strategy here: <http://www.eastc.ac.tz/cms-v1/sites/default/files/SHaSA.pdf>

IV. Challenges and limitations pertaining to women, peace and security statistics

Despite the various women, peace and security data collection initiatives underway, many challenges limit data availability, quality and comparability of these statistics. Some are highlighted below.

Limited international statistical coordination

The lack of international women, peace and security statistical coordination body encompassing both national and international statisticians and working exclusively towards the improvement of women, peace and security statistics limits significantly the availability and international comparability of these data. Within the UN, the Standing Committee on women, peace and security coordinates tracking of progress in the implementation of UNSCR 1325 and hosts a working group on indicators that addresses statistical issues specifically. The working group is currently refining the UNSC 1325 indicators and developing methodological guidelines for data production. Additionally, the group provides support to Member States and regional data producers upon request. However, its work has so far been limited to the UNSC 1325 indicators and in particular improving systems for data collection and analysis within the UN. In order to take forward more complex indicators, such as those for which data is to be produced nationally, the group needs more active involvement from national statisticians.

Different inter-agency and intergovernmental coordination bodies are also in place to cover some of the sector-specific statistics associated with women, peace and security, including the Maternal Mortality Estimation Inter-Agency group, the International Expert Group on Crime Statistics, the Inter-Agency Standing Committee for Humanitarian Assistance, the Inter-Agency and Expert Group on Gender Statistics and, more broadly, the Inter-Agency and Expert Group on MDG indicators. All of these benefit from the participation of both international agencies and national statisticians.

The establishment of a specialized inter-agency and expert group involving international and national statisticians and tasked specifically with the coordination of women, peace and security statistical activities would likely improve the availability and quality of these statistics substantially. Of high relevance for this task will be the work of the Praia Group, which is expected to prepare methodological guidelines and coordination mechanisms for the compilation of internationally comparable governance, peace and security statistics. Similarly, future reporting mechanisms to be set up in connection to the Post-2015 development agenda's potential goal on "Promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels" might also contribute to the improvement of statistical coordination in these fields.

Lack of internationally agreed methodological guidelines

Partly due to the limitations in statistical coordination in this field, internationally-agreed methodological guidelines for the calculation of women, peace and security indicator figures are not available in all cases. UN Women is currently working, in coordination with members of the Standing Committee on Women Peace and Security, on the production of a set of methodological guidelines for the UNSCR 1325 indicators as a basis for further consultation with Member States and experts. Other international agencies and statistical coordination groups have also published guidelines for the compilation of data for specific indicators, such as violence against women, homicides, reproductive health, access to education, etc. Further work for a coordinated production of internationally-agreed methodological guidelines is still needed in certain areas, including, but not limited to, women's participation in justice and security institutions, women's political participation as voters and candidates, sex distribution in the attribution of relief and recovery benefits from temporary employment, training on sexual and gender-based violence received by national security forces, funding to civil society organizations and women participation in truth and reconciliation commissions.

Inadequate statistical capacity

Statistical capacity is necessary to ensure data quality, but in conflict and post-conflict countries, both financial and human capacity are usually limited. In situations of fragility, national and international capital flows tend to be shifted away from data production into emergency fields; as a result, statistical capacity tends to be degraded. Statistical capacity building initiatives are currently in place for certain women, peace and security related data production efforts, including gender financing markers, access to health services, ownership of small arms and light weapons, early economic recovery benefits from temporary employment and violence against women. However, further financing of statistical capacity is necessary to boost women, peace and security statistical data production, particularly to ensure the long term availability and quality of these statistics.

Changing populations

One of the major obstacles to comparability for women, peace and security statistics has to do with the volatile environments of conflict and post-conflict countries. Because the set of countries considered “conflict or post-conflict” changes dramatically over time, time series analysis of regional aggregates, and comparisons of conflict vs. non-conflict aggregates, are extremely challenging. Similarly, countries might split up or unify as a consequence of conflict, producing additional changes to the target group of countries. Large changes in population estimates during and after conflict due to casualties and displacement represent an added complexity to statistical comparability.

Difficult data collection

A significant limitation associated with microdata collection is tied to the difficulty reaching households in conflict-affected areas due to increased public insecurity, which tends to discourage survey enumerators and respondents, affecting response rates and data comparability. Even when reached, populations are less likely to provide honest answers because of fear or distrust. In turn, survey sampling becomes a significant challenge as large sample sizes are needed to account for non-response rates. In addition, particular subjects such as sexual and gender-based violence, availability and use of small arms, or political perceptions become even more sensitive during and after conflict, so survey enumerators need to undergo comprehensive training to ensure the quality of the data collected and the safety and security of respondents. An added complexity associated with conflict and post-conflict settings is that populations tend to strongly associate with particular political, religious or ethnic groups and, in order to ensure response reliability, enumerators need to be perceived as trustworthy. As a result, survey questions need to be posed very carefully and larger numbers of enumerators are needed to cover the various opinion groups. All these factors increase survey cost significantly. In addition, the number of female-headed households increases significantly as a result of conflict. Because of social norms, females might not be willing to respond to questionnaires or address certain issues in front of outsiders. This might affect both data availability and quality and it’s a limitation that is difficult to overcome.

Conflict and fragile settings also present difficulties for public record keeping. In some cases, records may have been destroyed as result of conflict. Administrative registries are also affected by shifting priorities, lack of funding and safety concerns. In many countries routine statistical activity is one of the first public services to be interrupted in emergency or fragile situations, as public funding is usually diverted towards emerging priorities. Additionally, safety concerns of national public servants might also be a detriment to continued record keeping.

Lack of political commitment

Because women, peace and security statistics are believed to be context-specific to peacekeeping, peacebuilding and recovery periods, they are often left out from long-term national development plans, including financing. Inclusion of women, peace and security data production in regular statistical activities is relevant also for countries that do not face imminent conflict or fragility, as these statistics also address conflict prevention and governance issues. The increasing number of national action plans on women, peace and security (both in conflict and non-conflict countries) that include a monitoring framework is

starting to trigger related data collection, although most plans are not tied to financing for data collection nor rely on adequate statistics.

Similarly, official development assistance and multi-donor trust funds don't usually cover women, peace and security related data collection initiatives for conflict and post-conflict countries, both because of rapidly shifting priorities in these contexts and because of the numerous challenges listed above. Monitoring frameworks tied to the Post-2015 development agenda are expected to highlight the need for these statistics, to promote related data collection and to trigger an increase on related funding.

V. Lessons learned from monitoring progress on the implementation of UNSCR 1325

In line with some of the challenges and limitations associated with women, peace and security statistics more generally, monitoring UNSCR 1325 has been challenging and data availability is still uneven. However, the experience of designing and utilizing a comprehensive monitoring framework and the associated efforts to compile and disseminate UNSCR 1325 data have been useful to draw a number of lessons that could help improve women, peace and security statistics in the future.

Improved international coordination

Firstly, the selection of a common set of indicators promoted international comparability of the data and statistical coordination, while aligning priorities among development actors. The selection process required the creation of specific coordination mechanisms, such as the working group on indicators within the UN Standing Committee on women, peace and security, that resulted in a shared sense of ownership of the indicators by all actors involved, which in turn promoted data collection activities. It also resulted in improved inter-agency coordination for related statistical activities, as periodic meetings of the group were held in preparation of annual reports and related data collection processes. However, in bringing this work forward, enhanced coordination with national and international statisticians and stronger alignment with new processes underway to improve gender statistics, remains a necessity for the group.

Limited comparability and measurability

Partly because not all members of the working group on indicators were statisticians, and partly because the wording of some proposed indicators had to be edited to reach agreement, the outcome set of UNSCR 1325 indicators contains some that are not statistically robust and present significant complexities for data collection and monitoring. This, in turn, allows for subjective interpretation of some of the indicator language by data producers, and measurements might not be fully comparable in all cases. Refinement of indicator language and improved methodological guidelines could certainly address this issue. Methodological guidelines for the calculation of indicator figures are not available for all UNSCR 1325 indicators yet, but in 2010 the working group agreed on a set of formulas that could be used to guide calculations³¹; these can serve as a starting point for future guideline design, some of which has already been initiated.

Scarce data availability

UN Women has been leading the compilation of 1325(2000) statistics since 2010 by coordinating related efforts among international agencies, regional partners and civil society. At present, figures are available for 58 per cent of indicator series, compared to 41 per cent in 2011. While data availability and quality have increased over time, data for a number of indicators is still largely missing. In some cases, this is due to the complexity or formulation of the indicator itself. In others, the sensitivity of the issues addressed, which might be aggravated in conflict and post-conflict settings, prevents the collection of reliable data and results into pushback from some national data producers. In the case of those UNSCR 1325 indicators that are for voluntary reporting by Member States, lack of national commitment to reporting also results

³¹ See Annex report for list of formulas: http://www.un.org/ga/search/view_doc.asp?symbol=S/2011/598

on limited data availability. Even when countries submit inputs to inform on national efforts regarding the implementation of UNSCR 1325, most of this information is qualitative and numerical inputs are rarely comparable across countries. In order to improve data availability, some indicators need to be fine-tuned and wider commitment to reporting from national statistical systems is necessary.

Caveats of time series analysis

One of the main challenges related to the global monitoring of UNSCR 1325 has to do with the limited comparability of regional aggregates over time. Because the set of countries considered as “conflict or post-conflict”³² varies by year, trend analysis of indicator data might reveal progress or regression due to the fact that the group of countries included in the count has changed from previous years. Recalculating previous years’ estimates to reflect the current composition of the “conflict or post-conflict” group would not be relevant either, as some of the countries that are currently labeled as conflict countries might not have been fragile in previous years, which would distort aggregates. Therefore, aggregates for so-called “conflict and post-conflict” countries must be understood as aggregates for the group of countries that were in conflict and post-conflict situations in each particular year, hampering over time comparisons. A potential way to address this limitation would be to promote UNSCR 1325 data collection in all countries, and to publish information at the country level (both from conflict and non-conflict countries), rather than only reporting conflict vs. non-conflict aggregates.

Inadequate dissemination

While the annual publication of the UN Secretary-General’s report on women, peace and security serves as an incentive for international agencies, regional partners, civil society and member states to report on progress towards the implementation of UNSCR 1325, the lack of an on-line data repository might be an additional reason why statisticians have not addressed the production of women, peace and security statistics more consistently until recently. UN Women, in collaboration with the Standing Committee on Women, Peace and Security and other partners, is planning to set up an on-line knowledge portal on women, peace and security that would also host a database and metadata repository. The increased visibility and accessibility of women, peace and security statistics through this portal is expected to incentivize national data production and dissemination.

Enhanced evidence-based decision making

Lastly, it is important to note that despite the multiple challenges encountered for the production of UNSCR 1325 indicator data, progress achieved in this area since 2010 has been key in expanding the knowledge-base and improve the understanding of current peace and security issues and trends. As such, it has been critical in sparking action by United Nations entities, donors and others to address stagnation or regression in different aspects of the women, peace and security agenda, it has contributed to better documentation of good practice and changes in policy and practice. For instance, evidence of slow progress in women’s representation in civilian and uniformed posts in United Nations field missions motivated review of recruitment practices, the development of initiatives such as the Senior Women Pipeline Initiative, and the inclusion of calls for such representation in normative frameworks. Data on women’s participation in peace processes and the gender content of peace agreements has driven the development of better training for envoys and mediators, as well as a push for gender expertise in mediation efforts and for the participation of civil society organizations in peace processes. While data gaps and reliability issues persist, improved monitoring of human rights violations against women and girls in conflict and post-conflict settings has contributed to increased technical and financial support for gender-sensitive investigations, service delivery and protection practices. Regular reporting of data on sexual exploitation and abuse has contributed to a reduction in pending investigations into allegations and an increase in the response rate from Member States for referral for action. Moreover, comparative

³² For global monitoring purposes, the selection of countries is presently based on the following three criteria: countries or territories in which (i) a United Nations political, peacebuilding or peacekeeping mission operated during the year monitored, (ii) or which the Security Council was seized, or (iii) countries or territories that received programmatic funds from the Peacebuilding Fund.

conflict/non-conflict data analysis in areas such as health and education is contributing to a deeper understanding of the impact of conflict on development and gender equality.

Notably, the publication of these statistics has also driven up fund allocations to women, peace and security. For instance, tracking financial allocations to women, peace and security helped evidence funding gaps and triggered investment in this area, such as allocations from the Peacebuilding Fund to projects implemented by UN Women in post-conflict countries, which increased fourteen fold from approximately USD 500,000 in 2010 to nearly USD 7 million in 2014.

Despite many remaining challenges in data availability, quality and comparability, tracking progress towards the implementation of UNSCR 1325 has served as an important accountability tool and can inform future work on women, peace and security statistics.

VI. Conclusions and recommendations

Despite the importance of compiling and analyzing women, peace and security statistics to assess and address gender specific needs in conflict and post-conflict settings, the quality and availability of related statistics still needs significant improvement.

The first step to ensure women, peace and security statistics are internationally comparable and statistically robust is to select internationally agreed indicators that are fully measurable. Some of the indicators currently in use by different actors present significant measurement challenges and need to be either fine-tuned or reformulated. Both for newly formulated and for existing indicators, drafting of internationally agreed methodological guidelines is of outmost importance. Lessons learned from monitoring the implementation of UNSCR 1325 and related commitments should ideally inform this process. These indicators should also align with recent developments around gender statistics, including within the framework of the Inter-Agency and expert group on Gender Statistics and inter-governmental agreements made at the Statistical commission.

Improved coordination between national, regional and international statistical systems in the area of women, peace and security is also necessary to increase data comparability and availability. This could be achieved through enhanced participation of national statisticians in inter-agency groups. Improved statistical coordination within national statistical systems is also important, as it promotes awareness of available data and enhances timely reporting.

Firm commitments from data producers to compile and report women, peace and security statistics in a timely manner are essential to boost data availability. This needs to be accompanied by commitments from national and international actors to long-term financing of this data production, including financial and technical support in conflict-affected and fragile states. The potential inclusion of governance, peace and security related indicators in the Post-2015 development framework might bring donor's attention to this issue.

Regarding the monitoring of UNSCR 1325 in particular, the progress review and global study to be conducted in 2015 will provide an opportunity to evaluate which of the UNSCR 1325 indicators have been the most useful to monitor progress, and which are still lacking reliable data for monitoring, as well as to examine how to better align this work with other processes underway. As a result of this review, initiatives must be set up to fine-tune the existing indicators, revise the framework and boost the production and reporting of related data, including at the national level. This should include coordination, capacity building and financing efforts to improve UNSCR 1325 data comparability and reliability. The proposed establishment in 2015 of a dedicated web portal for women, peace and security related statistics and knowledge tools will promote dissemination through open access to data and resources.

For comments/questions please contact:
Sara Duerto Valero
Statistics and Monitoring Specialist
UN Women Peace and Security Section, Policy Division
New York, NY
Sara.duerto.valero@unwomen.org

Annex 1: Indicators to monitor the implementation of United Nations Security Council Resolution 1325 (2000).³³

Number	Indicator
1a	Prevalence of Sexual Violence
1b	Patterns of sexual violence in conflict and post-conflict situations
2	Extent to which United Nations Peacekeeping and Special Political Missions include information on violations of women and girls' human rights in their periodic reporting to the Security Council
3a	Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies
3b	Number and percentage share of women in governance bodies of National Human Right Bodies (NHRB)
4	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases
5a	Extent to which measures to protect women's and girls' human rights are included in Peacekeeper Heads of Military Components and Heads of Police Components Directives
5b	Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks.
6	Number and type of actions taken by the Security Council related to resolution 1325 (2000)
7	Number and percentage share of women in the Executive leadership of relevant regional and sub-regional organizations involved in preventing conflict
8	Percentage of peace agreements with specific provisions to improve the security and status of women and girls
9	Women's share of senior UN positions in field missions
10	Percentage of field missions with senior level gender experts
11a	Representation of women among mediators, negotiators and technical experts in formal peace negotiations
11b	Women's participation in an official observer status at the beginning and the end of formal peace negotiations
12a	Women's political participation in parliaments and ministerial positions.
12b	Women's political participation as voters and candidates.
13	Extent to which Security Council missions address specific issues affecting women and girls in the Terms of Reference and Mission Reports
14	Index of women's and girls' physical security
15	Extent to which national laws to protect women's and girls' human rights are in line with international standards
16	Level of women's participation in the justice and security sector
17	Existence of national mechanisms for control of illicit Small Arms and Light Weapons (SA/LW)
18	Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls
19	Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced
20	Hours of training per capita of decision-making personnel in security and justice sector institutions to address SGBV cases
21a	Maternal mortality ratio
21b	Net Primary and secondary education enrolment ratios, by sex
22a	Proportion of budget related to indicators that address gender equality issues in strategic

³³ For full reference, see S/2010/498, annex.

	planning frameworks
22b	Proportion of budget related to targets that address gender equality issues in strategic planning framework
23a	Proportion of total disbursed funding to Civil Society organizations that is allocated to address gender equality issues
23b	Proportion of total disbursed funding to support gender equality issues that is allocated to Civil Society organizations
24a	Proportion of disbursed Multi Donor Trust Funds (MDTFs) used to address gender equality issues
24b	Proportion of total spending of UN system used to support gender equality issues
25	Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls
26a	Percentage of (monetary equivalent, estimate) benefits from reparation programmes received by women and girls
26b	Percentage of (monetary equivalent, estimate) benefits from DDR programmes received by women and girls
