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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](#), [72/312](#), [73/302](#), [75/321](#) and [76/274](#). It contains updates on measures taken by the United Nations to strengthen the prevention of and response to sexual exploitation and abuse.



I. Introduction

1. The present report contains updates on the implementation of my strategy for the prevention of and response to sexual exploitation and abuse by United Nations staff, related personnel and implementing partners. The strategy prioritizes: upholding the rights and dignity of victims; ending impunity through reporting and investigations; engaging with Member States, civil society and other partners to build a multi-stakeholder approach; and improving strategic communications for education and transparency.

2. Since the launch of my strategy, we have made significant progress in reshaping the landscape. My annual reports,¹ dedicated website,² a fact sheet³ and information portals⁴ demonstrate the seriousness that the United Nations and I attach to ending this behaviour. Now all pillars of the Organization – development, humanitarian, human rights and peace operations – are working to raise awareness, identify risks, develop tools and implement victim-centred institutional and operational processes to prevent and respond to such misconduct.

3. Despite clear gains, sadly, allegations of sexual exploitation and abuse implicating all categories of United Nations personnel and staff of those who implement our programmes on the ground continued to emerge in 2022. These incidents of misconduct are rooted in the abuse of power, gender inequality and violence, entrenched harmful practices and situations of vulnerability caused by economic and social disparities. The impact of war, climate shocks and disease, including the coronavirus disease (COVID-19), on populations in settings where the United Nations operates on the ground heightens the risk of such behaviour occurring, among other reasons because of the close interaction between our personnel and the population in vulnerable situations.

4. The success of our work in development, humanitarian or peace operations depends on building and maintaining the trust of those we serve. When United Nations personnel engage in sexual exploitation and abuse, individuals, families and communities are harmed and trust in the integrity of the United Nations is undermined, thereby compromising the fulfilment of its tasks and mandates. Most personnel of the United Nations uphold the Organization's standards and work with pride and purpose, often in harsh and dangerous conditions, and such misconduct detracts from all their efforts. Nonetheless, the risk of such incidents of misconduct occurring must be anticipated, as must the costs of prevention and support to victims.

5. In order to reinforce ongoing system-wide efforts, in September 2022, the position of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse was strengthened by revising the terms of the appointment from a when-actually-employed basis to a full-time position at the Under-Secretary-General level. I am pleased that the General Assembly approved my request to fund the Special Coordinator and his Office from the programme budget, which provides for more dedicated and predictable resources to support this critical work for the United Nations system at large. I have asked the Special Coordinator to intensify engagement with our leadership to reinforce the implementation of my strategy, provide strategic and operational advice, streamline the use of resources and

¹ Available at <https://www.un.org/preventing-sexual-exploitation-and-abuse/content/secretary-generals-reports>.

² See <https://www.un.org/preventing-sexual-exploitation-and-abuse/>.

³ Available at <https://www.un.org/preventing-sexual-exploitation-and-abuse/content/fact-sheet-on-initiatives-to-prevent-and-respond-to-sexual-exploitation-and-abuse>.

⁴ United Nations intranet (Knowledge Gateway), United Nations system-wide Yammer, Inter-Agency Standing Committee portal and global dashboard.

focus on delivery at the country level, while continuing to innovate and strengthen internal and external partnerships.

6. I am convinced that the effectiveness of United Nations peace operations is directly linked to the proper conduct and discipline of all personnel. Credible reports of sexual exploitation and abuse must be decisively acted upon.

7. Credible reports of widespread sexual exploitation and abuse resulted in the repatriation in 2021 of a contingent from the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The Secretariat subsequently established a multi-disciplinary team to examine, in close collaboration with MINUSCA, the factors contributing to these incidents, and recommended actions to avoid reoccurrence. Following reports of allegations related to United Nations and civil society staff in Malakal, in September 2022, I requested the United Nations country team in South Sudan to inform me of actions and safeguarding measures put in place to address sexual exploitation and abuse across all operations.

II. Progress, lessons learned and persistent challenges

8. Standing bodies ensure our leadership's ongoing engagement and strategic alignment. The High-level Steering Group on preventing sexual exploitation and abuse⁵ oversees the implementation of my strategy. My Special Coordinator drives the implementation of harmonized and aligned approaches across the system's more than 30 affiliated programmes, funds and specialized agencies, and promotes systemic coordination among United Nations system entities in operational settings. His Office chairs regular virtual discussions of the system-wide working group on addressing sexual exploitation and abuse, which develops tools and supports the implementation of policies and of High-level Steering Group decisions. The Office of the Victims' Rights Advocate promotes the rights and dignity of victims, including by providing guidance to Senior Victims' Rights Officers in the field. The management and accountability framework of the United Nations development and resident coordinator system⁶ establishes the roles of the Resident Coordinator and United Nations country team in developing an environment that prohibits, deters and responds to sexual misconduct. The Inter-Agency Standing Committee⁷ coordinates

⁵ The members of the High-level Steering Group are the heads of the Department of Global Communications, the Department of Management Strategy, Policy and Compliance, the Department of Operational Support, the Department of Peace Operations, the Department of Political and Peacebuilding Affairs, the Office for the Coordination of Humanitarian Affairs, the Office of Legal Affairs, the Office of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse, the Office of the Victims' Rights Advocate, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Office of the Special Representative of the Secretary-General for Children and Armed Conflict, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Office of the Special Representative of the Secretary-General on Violence against Children, the International Organization for Migration (IOM), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the World Health Organization (WHO). In October 2022, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) became a full member of the Inter-Agency Standing Committee. The Development Coordination Office and the Office of Internal Oversight Services (OIOS) participate as observers.

⁶ Available at <https://unsdg.un.org/resources/management-and-accountability-framework-un-development-and-resident-coordinator-system>.

⁷ See <https://interagencystandingcommittee.org/iasc-champion-on-protection-from-sexual-exploitation-and-abuse-and-sexual-harassment>.

humanitarian actors and action within and outside the United Nations, providing technical support and fostering cooperative approaches. Networks focused on protection from sexual exploitation and abuse have been established to promote inter-agency coordination and alignment at the country level. Conduct and discipline teams work in peace operations and engage in outreach activities to encourage the reporting of complaints and assist with referrals for investigation and follow-up.

9. The United Nations is taking proactive measures at the outset of operations to mitigate the risks of sexual exploitation and abuse. For example, in April 2022, in response to the refugee crisis created by the hostilities in Ukraine, United Nations entities rapidly convened high-level discussions and leaders conducted visits to reinforce the scaling up of operations. An inter-agency protection from sexual exploitation and abuse coordinator was deployed to Ukraine and the Office of the United Nations High Commissioner for Refugees (UNHCR) deployed other coordinators to neighbouring countries to establish networks and coordinate prevention and response efforts among State and humanitarian actors. Community engagement activities and mass information campaigns aimed at internally displaced persons and refugees about the risks of sexual exploitation and abuse, gender-based violence and trafficking were conducted and risk assessments were initiated. The experience of the emergency response for Ukraine underscores the critical importance of putting in place dedicated capacity and coordination structures for the prevention of sexual exploitation and abuse, from the onset of emergency response planning and of integrating efforts for the prevention of sexual exploitation and abuse in the response.

10. The Special Coordinator visited United Nations field operations to assess challenges and identify how the United Nations system could improve its response. In September, he visited the Central African Republic with a delegation from the Department of Peace Operations to assess the implementation of the recommendations of an interdisciplinary team from the Secretariat, including the strengthening of risk management and support and assistance to victims. In November, he visited Colombia to engage with senior management and staff of the United Nations Verification Mission in Colombia, the country team and civil society and to participate in the launch of a training toolkit for frontline humanitarian workers developed by the World Food Programme (WFP), the International Organization for Migration (IOM) and Translators without Borders (see para. 17 below). In January 2023, he visited Kenya and Mali, with the Victims' Rights Advocate, and plans to conduct further visits in 2023–24.

11. The recommendations of the 2021 global report on protection from sexual exploitation and abuse and sexual harassment,⁸ an external review commissioned by the United Nations Population Fund (UNFPA) (as Inter-Agency Standing Committee Champion on the topic for 2021) on behalf of the Inter-Agency Standing Committee, were reviewed in 2022 and a five-year vision and strategy were launched by the Inter-Agency Standing Committee.⁹ The vision and strategy prioritize operationalizing a victim-centred approach; promoting lasting change in organizational culture, behaviour and attitudes; and increasing country capacity in high-risk contexts. The current Champion, the Chair of the Steering Committee for Humanitarian Response, World Vision International, is leading the Inter-Agency Standing Committee to agree on a definition of a victim-/survivor-centred approach; operationalizing a five-year project to deploy the prevention of sexual exploitation

⁸ Available at <https://psea.interagencystandingcommittee.org/resources/2021-iasc-external-review-pseash>.

⁹ Available at <https://interagencystandingcommittee.org/about-inter-agency-standing-committee/iasc-principals-endorse-iasc-vision-and-strategy-protection-sexual-exploitation-and-abuse-and-sexual>.

and abuse coordinators to the 15 highest risk contexts; and leading a process of culture change so that the humanitarian sector exemplifies zero tolerance for inaction on misconduct.¹⁰

12. Inter-agency coordinators on protection from sexual exploitation and abuse are crucial to achieving consistent prevention and response across the United Nations and other entities on the ground.¹¹ In order to create a collective understanding of the role and responsibilities of the coordinators and to improve the availability of skilled support at the country level, IOM provides technical support at the country level and training programmes for coordinators, and UNFPA developed a roster of qualified coordinators. Some United Nations entities are currently funding a number of coordinators. For example, the World Health Organization (WHO) currently supports coordinators in the Central African Republic, the Democratic Republic of the Congo and Nigeria, and in 2022, UNFPA in 2022 supported coordinators in nine countries, while the Norwegian Refugee Council did so in eight.

13. Resourcing the deployment and sustaining the presence of dedicated coordinators for protection from sexual exploitation and abuse is a challenge, and regrettably, the predictable and sustainable funding required for these positions to be created where they are needed is lacking. The Inter-Agency Standing Committee is working with the Office for the Coordination of Humanitarian Affairs and the Norwegian Refugee Council on a project to overcome this challenge in the highest risk locations.

14. Additional challenges to be overcome include coming to agreement concerning the exchange of information on allegations of sexual exploitation and abuse within the United Nations system and developing a system-wide tracking system to monitor the assistance available to victims, the quality of that assistance and whether any has been provided. Other challenges are highlighted by the results of the seventh annual survey of United Nations staff and affiliated personnel, conducted by the Office of the Special Coordinator. The survey assesses their knowledge of the prohibition of sexual exploitation and abuse and their perceptions of leadership engagement. In 2022, over 37,000 personnel from 154 duty stations responded, 95 per cent of whom knew the rules and prohibitions; 96 per cent believed that leadership had provided clear policies and that “zero tolerance” was taken seriously, but 14 per cent feared retaliation if they report an incident; and 12 per cent did not know where they should direct or refer victims who wished to report an incident.

III. Leadership accountability, selection of personnel and targeted training

15. Leaders are responsible for transmitting a clear and consistent message, through words and action, that sexual exploitation and abuse will not be tolerated and that perpetrators will be held to account. Leaders must emphasize the common responsibility to report and act against sexual misconduct, including through embedding these responsibilities in performance agreements and evaluations.

16. The personal accountability of leaders is monitored through the requirement that heads of United Nations entities at headquarters and in the field submit annual action plans, which are reviewed by the Office of the Special Coordinator on my behalf, identifying risks of sexual exploitation and abuse and mitigation measures and certifying that all allegations that have come to their attention are reported. Starting

¹⁰ See <https://interagencystandingcommittee.org/iasc-champion-on-protection-from-sexual-exploitation-and-abuse-and-sexual-harassment>.

¹¹ See <https://psea.interagencystandingcommittee.org/collective-action-country-level>.

in 2022, in order to address the findings of the annual survey and streamline annual reporting, United Nations entities were requested to submit their annual action plans in December. To date, 193 action plans for 2023 have been received. An analysis of the action plans indicates that all entities have a victim-centred policy on the prohibition of sexual exploitation and abuse, along with related workplans, complaint and reporting mechanisms and mandatory training for all personnel on the prevention of sexual exploitation and abuse. Incoming resident coordinators receive in-person briefings from my Special Coordinator and the Victims' Rights Advocate emphasizing their accountability for creating a framework to prevent and respond to sexual exploitation and abuse. In 2022, global meetings of resident and humanitarian coordinators convened in Geneva and New York featured discussions of their responsibilities, including the provision of victim-centred assistance, with the Special Coordinator, the Victims' Rights Advocate and the Investigations Division of the Office of Internal Oversight Services (OIOS). In 2023, similar briefings will be provided to mission leadership, while the annual retreat of the special representatives of the Secretary-General held in 2023 included a dedicated discussion on protection from sexual exploitation and abuse. The Department of Management Strategy, Policy and Compliance will roll out a reinforcement training package, on a pilot basis, to support commanders in managing the risk of sexual exploitation and abuse in peace operations and field missions, which will be available as part of predeployment training.

17. The Office of the United Nations High Commissioner for Refugees, on behalf of the United Nations System Chief Executives Board for Coordination (CEB) and the Inter-Agency Standing Committee, developed a facilitators' guide on attitudes, values and organizational culture in relation to the prevention of sexual misconduct. The people strategy 2022–2026 of the Office for the Coordination of Humanitarian Affairs emphasizes the creation of a healthy, safe and secure working environment, including through dialogues and training on unconscious bias, diversity and inclusion aimed at addressing power differentials that can lead to sexual misconduct. UNFPA implements a mandatory training programme on impactful conflict management, delivered with the Office of the Ombudsman, to empower managers to manage conflicts in a victim-centred manner. WFP launched an initiative to foster a culture of speaking up in order to promote a respectful workplace culture and ethical behaviour. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) training for senior managers incorporates a module on accountability for ensuring conduct that is free from sexual exploitation and abuse, sexual harassment and other forms of discrimination. IOM created micromodules on the prevention of sexual exploitation and abuse for personnel who have direct contact with affected populations or are sent on rapid or emergency deployment. WFP and IOM, in collaboration with Translators without Borders, developed a multilingual training toolkit entitled "Together we say no" for frontline workers who interact directly with beneficiaries and communities. WHO webinars as part of the "No Excuse!" campaign attracted more than 30,000 participants in 2022, and its training sessions on a "speak-up" culture were attended by 2,000 personnel.

18. The Capacity Development and Operational Training Service in the Department of Operational Support and the Office of the Special Coordinator are exploring the development of communications, advocacy and training initiatives for United Nations personnel to be able recognize situations that could lead to sexual exploitation and abuse and to apply the most appropriate and safe course of action. These efforts draw on behavioural science research and applications and a joint project of the Department of Safety and Security and WFP, which includes a virtual reality film and online training.

IV. Risk management

19. The Organization is vigilant in seeking to mitigate any risks of sexual misconduct, and risk mitigation measures are increasingly integrated across all entities. Nevertheless, greater efforts are required before risk management becomes embedded in the culture of the Organization.

20. Risk management is critical at the recruitment stage. Tools to prevent the recruitment of personnel whose conduct has been found to be inappropriate in the past include the ClearCheck database,¹² which has been operational since 2018. Since its inception, 33 United Nations system entities¹³ now use it in all recruitments, with a view to preventing individuals, where allegations of sexual exploitation and abuse have been substantiated, or who left the organization pending or during an investigation, from being rehired in any part of the United Nations.

21. In parallel with ClearCheck, an inter-agency Misconduct Disclosure Scheme¹⁴ prevents the rehiring of perpetrators across non-governmental organizations and other participating agencies. More than 170 civil society organizations and affiliates participate in the scheme, with 51 joining in 2022. Since its launch in 2019, more than 29,000 checks were conducted and 142 applications rejected. UNHCR piloted the scheme in three countries, and I have requested the Special Coordinator to examine the ways in which ClearCheck and the scheme can be used to reinforce each other.

22. While sexual exploitation and abuse can and does occur in development settings, the risks of widespread sexual exploitation and abuse appear to be highest in large-scale humanitarian and peace operations.

23. In 2022, I committed to ensuring that Member State personnel deployed to United Nations peace operations are subject to national prohibitions against sexual exploitation and abuse, as defined by the United Nations, and that sanctions imposed for such conduct be commensurate with the gravity of the acts (A/76/702, para. 43), as the absence of sanctions can constitute barriers to accountability for acts of sexual exploitation and abuse. The Secretariat is examining the selection and deployment of uniformed personnel against performance on prevention of and response to reports of sexual exploitation and abuse, as this is a strong indicator of the seriousness with which a Member State takes its responsibility to address sexual exploitation and abuse by its personnel and is critical to risk management. In 2022, the Secretariat communicated this initiative to Member States, including through technical briefings. It also transmitted an online questionnaire to assess the status of Member State laws. Good practices on the management of the risk of sexual exploitation and abuse in peace operations and special political missions are continually sought, with Member States being encouraged to share good practices, including through an open standing digital survey of Member State good practices to uphold the United Nations standards of conduct,¹⁵ which is highlighted on the Conduct in United Nations field missions web page¹⁶ and on Secretariat social media platforms.

¹² Available at <https://unsceb.org/screening-database-clearcheck>.

¹³ Available at https://www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org/preventing-sexual-exploitation-and-abuse/files/list_of_participating_un_entities_clear_check.pdf.

¹⁴ See <https://misconduct-disclosure-scheme.org/>.

¹⁵ See the Secretariat survey of Member State good practices to uphold United Nations standards of conduct, available at https://forms.office.com/Pages/ResponsePage.aspx?id=2zWeD09UYE-9zF6kFubccJ_RP6Ie9-xLgV8b9-reTPpUQkZISDNXTjU0MFFUSEdZVFRGVEVHQ112QyQIQCN0PWcu&wdLOR=c9C9AD4CB-057E-4E81-B442-A5ED87E70995.

¹⁶ See <https://conduct.unmissions.org/good-practices-conduct-and-discipline>.

24. The Secretariat collects data on allegations of sexual exploitation and abuse that suggest that risks of sexual exploitation and abuse are heightened in post-conflict circumstances in which institutions may be weakened, people are displaced, economic opportunities rare and sexual violence is common. Risks can differ within individual peacekeeping or special political missions, including whether they are in urban or rural settings; risks and the oversight thereof can vary depending on whether personnel are civilian or uniformed. Effective ways to identify and respond to different types and levels of risk include integrated risk analyses that reflect the perspectives and expertise across mission components and the United Nations country team. The Department of Management Strategy, Policy and Compliance is revising its sexual exploitation and abuse risk management toolkit¹⁷ to incorporate elements of an integrated approach, including the creation of targeted risk registers and workplans for specific areas of deployment and the greater use of data to better understand trends and support decision-making. The toolkit will be rolled out in peace operations and made available to the Secretariat, United Nations system entities and Member States for use in the training of personnel. The Secretariat is reviewing how risks of sexual exploitation and abuse in peace operations are managed from Headquarters, focusing on greater coordination among departments and offices, engagement with Member States and strengthened data-driven and evidence-based analysis and decision-making as part of overall monitoring of performance and deployment planning.

25. Sexual exploitation and abuse are perpetrated by civilian personnel across all pillars, as revealed in the report of the independent commission published by WHO in 2021,¹⁸ following numerous allegations of sexual exploitation and abuse (which also implicated the United Nations Children's Fund (UNICEF) and IOM) in relation to the response to the tenth outbreak of Ebola virus disease in the Democratic Republic of the Congo, in 2018. In response to the commission's findings that WHO had clear structural failures, including the absence of an assessment of the risks of sexual exploitation and abuse, WHO committed funding to prevention and response and updated its Emergency Response Framework to incorporate the prevention of sexual exploitation and abuse and sexual harassment in emergencies so as to reduce the risks and ensure safe programming and victim-centred reporting and response.

26. In 2022, WFP conducted risk mapping to identify country offices or regions with the highest risk of ethical challenges and to target prevention and outreach initiatives. UNFPA disseminated integrated guidance to strengthen the identification, assessment and treatment of contextual and programmatic risks of sexual exploitation and abuse, which is complemented by practical tools to support business units in the development of their risk registers.

¹⁷ Available at https://conduct.unmissions.org/sites/default/files/dpko-dfs_sea_risk_toolkit_28_june_2018_modified.pdf.

¹⁸ Available at <https://www.who.int/publications/m/item/final-report-of-the-independent-commission-on-the-review-of-sexual-abuse-and-exploitation-ebola-drc>.

Implementing partners

27. The United Nations relies on implementing partners,¹⁹ whose personnel are not under its authority, to deliver many of its programmes. In order to address the risks that such personnel may engage in sexual exploitation and abuse, which harms victims and undermines the work of the United Nations, in 2022, WFP, UNHCR, UNFPA and UNICEF issued guidance for operationalizing the 2018 protocol on allegations of sexual exploitation and abuse involving implementing partners and piloted a tool for assessing United Nations implementing partner capacity to protect against sexual exploitation and abuse,²⁰ to screen common partners. In 2022, it was requested that further work be done to strengthen the interim tool and that additional instructions be provided on how to use it. That work is ongoing and should be completed in 2023. UNICEF assessed the capacity of its more than 4,000 civil society implementing partners to protect against sexual exploitation and abuse and supported many in developing related action plans. In 2022, UNFPA assessed 81 per cent of its non-governmental organization partners and launched a review of the implementation of the interim policy that requires the implementing partners undergo the capacity assessment and of its impact at the country, regional and global levels.

28. In order to strengthen the capacity of implementing partners to investigate sexual exploitation and abuse, UNHCR launched an e-learning initiative, in which more than 3,000 partner staff had enrolled by September 2022. UNICEF worked with inter-agency partners on the development of global guidance on child- and gender-sensitive investigations of sexual exploitation and abuse, on the basis of the work conducted in the Central African Republic and the Democratic Republic of the Congo. The Office of the United Nations High Commissioner for Human Rights (OHCHR) has built the capacity of its field presence and of its focal point network on protection from sexual exploitation and abuse to incorporate relevant requirements in their engagement with implementing partners, and is pursuing accountability for allegations that have been received. United Nations entities and country teams are also creating pools of investigators with the support of specialized organizations or through internal capacity development.

29. The United Nations often works with government implementing partners and UNICEF is leading the development of a global government cooperation framework on protection from sexual exploitation and abuse. To date, the process has focused on bolstering and strengthening cooperation, streamlining government engagement with United Nations entities and reinforcing the capacity of government partners on protection from sexual exploitation and abuse.

V. Prioritizing victims' rights and dignity

30. There has been progress across the United Nations in putting victims at the forefront of our efforts. OHCHR is operationalizing the policy on integrating a human

¹⁹ Implementing partners are defined as national government entities (including agencies or institutions), non-governmental organizations and civil society organizations, United Nations system agencies or organizations acting as implementing partners, non-United Nations multilateral and intergovernmental entities and other entities (academia, etc.) with which United Nations system organizations enter into agreements and allocate United Nations resources to execute or implement programmes, projects and activities for the organization's beneficiaries (see the note by the Secretary-General (A/77/317) transmitting the report of the Joint Inspection Unit on the review of the management of implementing partners in the United Nations system organizations (JIU/REP/2021/4, executive summary)).

²⁰ Available at <https://interagencystandingcommittee.org/iasc-task-team-accountability-affected-populations-and-protection-sexual-exploitation-and-abuse/un-implementing-partner-psea-capacity-assessment>.

rights-based approach to United Nations efforts to prevent and respond to sexual exploitation and abuse²¹ in several country contexts, in collaboration with United Nations country teams and protection from sexual exploitation and abuse coordinators. It also provides guidance to its field offices on seeking stronger accountability from Member States through investigating allegations and holding perpetrators accountable, while respecting the confidentiality of victims and ensuring their safety.

31. The Secretariat manages the trust fund in support of victims of sexual exploitation and abuse, which is financed through contributions by Member States and payments withheld from personnel against whom allegations of sexual misconduct have been substantiated. The trust fund fills some gaps in terms of support and assistance for victims through projects developed and implemented by the United Nations and other partners on the ground that provide medical and psychosocial care and capacity-building in income-generating activities. In 2022, the first trust fund project in Haiti concluded, and new projects were launched in the Central African Republic, the Democratic Republic of the Congo, Liberia and South Sudan. The first annual call for proposals was launched and 420 proposals were received. I am grateful to the 24 Member States²² that contributed to the trust fund in 2022 and encourage others to do so. At the same time, I acknowledge that while the trust fund has been invaluable for victims, it is also insufficient. I urge Member States to consider ways to provide sustainable and consistent support for victims in line with the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (see General Assembly resolution 62/214, annex).

32. In 2022, as part of the commitment to the quality of victim-centred assistance, UNICEF provided training²³ and support to 11 high-priority countries to implement the United Nations protocol on the provision of assistance to victims of sexual exploitation and abuse, and over 1,600 practitioners were trained.

33. A guide containing answers to the frequently asked questions on the scope and duration of assistance for victims of sexual exploitation and abuse by United Nations staff and non-staff personnel was issued by the Office of the Victims' Rights Advocate. A methodology to garner victims' feedback on their experience of the assistance and support provided has been finalized and is to be piloted in 2023 in collaboration with other entities. A roster of pro bono lawyers and legal aid organizations able to assist victims will also be finalized. The Victims' Rights Advocate led internal consultations on a draft statement on the rights of victims of sexual exploitation and abuse, aiming to empower victims by raising awareness of their rights, and supported the development of the Inter-Agency Standing Committee Champion's work to formulate a common definition and main principles of a victim-centred approach.

34. In order to equip all United Nations staff and related personnel with a practical understanding of the meaning of the victim-centred approach to sexual exploitation and abuse and sexual harassment, in collaboration with IOM, OHCHR and the secretariat of the CEB Task Force on Addressing Sexual Harassment within the Organizations of the United Nations System, the Office of the Victims' Rights

²¹ Available at https://www.un.org/preventing-sexual-exploitation-and-abuse/sites/www.un.org/preventing-sexual-exploitation-and-abuse/files/policy_on_integrating_a_human_rights-based_approach_to_un_efforts_to_prevent_and_respond_to_sea.pdf.

²² See <https://www.un.org/preventing-sexual-exploitation-and-abuse/content/donate-trust-fund>.

²³ See https://psea.interagencystandingcommittee.org/sites/default/files/2021-11/Technical%20Note_UN%20VA%20Protocol-Training%20Flyer-%28ENG%29%202021.pdf for more information on the training package in Arabic, English, French and Spanish, as well as Portuguese.

Advocate designed a multimedia scenario-based training module on this approach, which will be available in 2023. The Victims' Rights Advocate, along with other Secretariat officials, visited South Sudan in September 2022. The delegation assessed progress in the implementation of the victims' rights approach since 2017, met with United Nations actors, government officials, members of the diplomatic community and civil society and participated in the launch of project financed by the trust fund and managed by UNFPA in Bentiu, Unity State.

35. Some progress was achieved in 2022 in addressing pending paternity and child support claims, as several Member States conducted testing of DNA samples of children against samples from alleged fathers, thereby allowing paternity to be established in several instances. Nevertheless, the review by the Department of Management Strategy, Policy and Compliance of the status of paternity claims relating to all categories of peace operations personnel received from January 2010 to 21 December 2019 revealed many open cases and those for which responses from Member States when notified of a claim related to their personnel were still pending (see [A/76/702](#), para. 28). A reinvigorated strategy is needed so as to facilitate the resolution of outstanding and new paternity and child support claims. Underlining the joint responsibility of Member States and the United Nations for the resolution of these cases and in order to advocate the resolution of these claims, the Victims' Rights Advocate visited a number of countries whose personnel had fathered children.

36. In late 2022, the Under-Secretary-General of the Department of Management Strategy, Policy and Compliance created a high-level task force on resolving paternity and child support claims involving United Nations peace operations personnel, which is supported by a technical-level working group, to examine the practical and legal issues related to these claims and to engage with Member States so as to agree on a joint approach. I will provide more detailed information on the progress of these claims in my next report.

37. Full-time Senior Victims' Rights Officers are deployed in the Central African Republic, the Democratic Republic of the Congo, Haiti and South Sudan, in order to strengthen collaboration with entities across the United Nations system, civil society organizations, including national human rights institutions, and States on realizing victims' rights to support and assistance in line with the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel. These officers maintain direct and regular contact with victims, coordinate urgent medical care and psychosocial support, provide practical support to victims and their children on the resolution of paternity and child maintenance claims, including the collection of DNA samples, and keep victims informed of the status of their cases. They also support victims during OIOS and Member State investigations, and, at their request, refer victims to available legal aid practitioners. They also advise on, prepare and support the implementation and oversight of projects supported by the trust fund.

38. The officers contribute to creating an enabling environment that encourages victims to come forward and to facilitating their access to quality support and services, but a single resource is unable to meet the needs of all victims across the system in a given country. The officers have been provided with ad hoc support by some field missions, but this is neither sufficient nor sustainable. Adequate human and financial resources should be made available to these officers. A multidisciplinary Secretariat team was established to examine the factors that contributed to the high number of victims of sexual exploitation and abuse. The team recommended that United Nations entities system-wide should provide the officers with direct access to victims. The Victims' Rights Advocate is exploring ways to expand the network of officers across the system.

VI. No impunity

39. Since 2017, I have called for an end to impunity for perpetrators of sexual exploitation and abuse through transparent reporting and strengthened investigations. OIOS responded to this directive by reminding United Nations personnel of the obligation to report allegations of such misconduct to OIOS, as the entity mandated by the General Assembly to receive and safeguard such reports. OIOS continues to conduct robust and timely investigations. In 2022, OIOS commenced 85 investigations into complaints of sexual exploitation and abuse of victims who were beneficiaries of assistance,²⁴ most of which involved allegations against personnel of troop-contributing countries, experts on mission and Secretariat personnel. In order to strengthen Member State capacity to investigate allegations of sexual exploitation and abuse, OIOS led train-the-trainer courses in Australia, India and Peru, developed and delivered in coordination with the Department of Peace Operations, which provided guidance on investigations conducted by national investigation officers to 68 participants from nearly 30 Member States. OIOS conducts its sexual exploitation and abuse investigations in a victim-sensitive manner, working closely with partners, including Senior Victims' Rights Officers. OIOS continues to collaborate with specialized agencies, funds and programmes to advance a system-wide approach to strengthen reporting and to promote transparent investigations across the 22 investigative services in the Organization. OHCHR continued to deliver training on methodologies to monitor and investigate sexual violence for OHCHR field staff and provide support on the management of cases of sexual exploitation and abuse, including engagement with Member States on investigation and prosecution. In 2022, WHO scaled up its investigation capacity by empowering a new Head of Investigations to fast-track sexual exploitation and abuse investigations by creating a team of 18 qualified investigators who use trauma-informed approaches. The team cleared the backlog of sexual exploitation and abuse cases under the control of WHO (some additional cases remain in progress with OIOS) by May 2022 and are meeting a 120-day benchmark for completing such investigations. Aggregate figures are published on the WHO website.²⁵

40. In 2023, I intend to finalize the roll-out of a digital, secure electronic incident reporting form for use across the system, to address the challenges of the secure exchange of information on sexual exploitation and abuse across United Nations system entities, track such allegations and provide data protection. The incident reporting form will be standardized to promote rigour in the complaint intake process. It will also reduce the number of times victims and witnesses need to be interviewed, thereby minimizing their retraumatization. The incident reporting form will serve as the basis of a confidential workflow system, allowing for the tracking of each complaint reviewed and assessed by the appropriate investigative body, and equipping investigators with the necessary information from the outset to investigate and hold perpetrators accountable. A repository of all reports received will be created, which is critical for accountability, tracking the timeliness of investigation response and documenting the nature of the complaint. The tool will assist the Office of the Special Coordinator to analyse trends and the Victims' Rights Advocate to confirm that all victims are supported from the start of the process, and will improve consistency in the collection and exchange of information on allegations.

²⁴ In addition to the 85 investigations involving beneficiaries, in 2022 OIOS opened 12 investigations into cases of sexual exploitation and abuse where the victim was not a beneficiary of assistance.

²⁵ See <https://www.who.int/initiatives/preventing-and-responding-to-sexual-exploitation-abuse-and-harassment/disciplinary-actions>.

VII. Facilitating accountability at the national level

41. All acts of sexual exploitation and abuse, irrespective of whether they meet the definition of crimes at the national level, violate the standards of conduct of the United Nations. The Organization, as an employer, uses its administrative and disciplinary mechanisms to sanction personnel who engage in sexual exploitation and abuse. Final determinations by the Organization that a staff member has perpetrated sexual exploitation and abuse, as defined in the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse ([ST/SGB/2003/13](#)), result in the staff member being dismissed or separated from service and included in ClearCheck.

42. Where acts of sexual exploitation or sexual abuse may amount to crimes, the role of the United Nations is to: (a) refer credible allegations of which it becomes aware to Member States as a priority; and (b) irrespective of whether they were initially referred by the United Nations, cooperate with national investigations and prosecutions to facilitate the proper administration of justice. This is without prejudice to the rights of any victim or witness to report allegations of criminal acts of sexual exploitation and abuse to national authorities at any time.

43. Between 1 July 2016 and 30 June 2022, 26 credible allegations of sexual exploitation and abuse against United Nations officials and experts on mission were referred to their States of nationality. In all cases, the United Nations provided cooperation when requested. The Secretariat provides information received from Member States on the status of investigations and prosecutions in referral and cooperation cases in the annual report on the criminal accountability of United Nations officials and experts on mission.²⁶ Information from a Member State indicates that in 2022, one case resulted in a criminal conviction.

44. The Organization is resolute in its efforts to seek criminal accountability by referring allegations to and cooperating with national authorities. I urge Member States to ensure that United Nations personnel who may have engaged in any form of criminal conduct, including in relation to sexual exploitation and abuse, are held accountable, and reiterate that the Organization is committed to cooperating with national authorities in this regard. I also call upon Member States to inform the United Nations of the outcome of cases referred, as urged by the General Assembly (see resolution [77/98](#)).

45. Information on allegations concerning members of national military contingents in United Nations peace operations is available on the United Nations website.²⁷ Troop-contributing countries retain the authority to investigate allegations of sexual exploitation and abuse implicating their personnel, although investigations with the support of OIOS are strongly encouraged. I look forward to improved engagement from Member States with OIOS to ensure more rapid investigations and follow-up. Accountability for sexual exploitation and abuse in cases involving uniformed

²⁶ Annex I to the report of the Secretary-General on the criminal accountability of United Nations officials and experts on mission ([A/77/225](#)) contains information regarding each case referred to national authorities by the Organization and the status of actions taken by the States concerned, in accordance with General Assembly resolution [62/63](#). Annex II to that report contains information concerning cases about which Member States have informed the United Nations of investigations in the past five years.

²⁷ Data on allegations of sexual exploitation and abuse are provided in the supplementary information to the present report, in English only, available at www.un.org/preventing-sexual-exploitation-and-abuse/content/secretary-generals-reports. Section III.B of that supplementary information contains data regarding allegations involving members of national military contingents under United Nations command, which are subject to the exclusive criminal jurisdiction of the States contributing such personnel.

personnel depends on national laws and procedures, including criminal codes where applicable, that apply to these acts and conduct.

46. Allegations of sexual exploitation and abuse against non-United Nations forces operating under a Security Council mandate are referred by OHCHR to the Member State concerned for investigation, prosecution of alleged perpetrators and provision of remedies for victims. Despite regular exchanges with States of nationality of alleged perpetrators, requesting them to investigate allegations against their nationals and offering United Nations support, limited information has been provided. OHCHR is unaware of national proceedings leading to sanctions for perpetrators or remedies for victims.

VIII. Engagement with Member States and civil society

47. The Organization regularly engages with Member States, intergovernmental organizations, civil society organizations, international and national experts and national and local leaders on efforts to end sexual exploitation and abuse. An informal strategic dialogue with all Member States was held on 20 May 2022, co-chaired by the Special Coordinator and the Deputy High Commissioner for Refugees in her role as Chair of the CEB Task Force on Addressing Sexual Harassment within the Organizations of the United Nations System. A total of 86 Member States and 30 United Nations entities participated,²⁸ encouraging more dialogue to strengthen prevention, response and accountability and stressing the need to create a culture of commitment, leadership and zero tolerance for inaction, including through the sharing of good practices. I have asked the Special Coordinator to continue this dialogue and convene similar meetings between relevant Secretariat entities and troop and police contributors. I reiterate my invitation to Heads of State or Government to join my circle of leadership on the prevention of and response to sexual exploitation and abuse

²⁸ Member States: Albania; Andorra; Argentina; Australia; Austria; Azerbaijan; Belarus; Belgium; Bolivia (Plurinational State of); Brazil; Bulgaria; Burkina Faso; Burundi; Cambodia; Canada; Chile; Colombia; Costa Rica; Côte d'Ivoire; Croatia; Cyprus; Czechia; Denmark; Dominican Republic; Ecuador; El Salvador; Estonia; Finland; France; Georgia; Germany; Ghana; Greece; Honduras; Hungary; Iceland; India; Ireland; Israel; Italy; Japan; Kyrgyzstan; Lao People's Democratic Republic; Latvia; Liechtenstein; Lithuania; Luxembourg; Malta; Mexico; Montenegro; Morocco; Mozambique; Myanmar; Namibia; Nauru; Netherlands; New Zealand; North Macedonia; Norway; Panama; Peru; Poland; Portugal; Qatar; Republic of Korea; Republic of Moldova; Romania; Russian Federation; Slovakia; Slovenia; Spain; Sri Lanka; Sudan; Sweden; Switzerland; Syrian Arab Republic; Timor-Leste; Tunisia; Türkiye; Ukraine; United Kingdom of Great Britain and Northern Ireland; United Republic of Tanzania; United States of America; Uruguay; Yemen; and Zimbabwe. United Nations entities: Office of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse; CEB Task Force on Addressing Sexual Harassment within the Organizations of the United Nations System; Development Coordination Office; Department of Management Strategy, Policy and Compliance; Department of Peace Operations; Department of Political and Peacebuilding Affairs; Executive Office of the Secretary-General; Office for the Coordination of Humanitarian Affairs on behalf of the Inter-Agency Standing Committee; Office of the United Nations High Commissioner for Human Rights; OIOS; Office of Legal Affairs; Office of the Special Representative of the Secretary-General for 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 Victims' Rights Advocate; United Nations Office on Drugs and Crime; Food and Agriculture Organization of the United Nations; International Civil Aviation Organization; International Fund for Agricultural Development; IOM; UN-Women; UNDP; the secretariat of the United Nations Framework Convention on Climate Change; UNFPA; UNHCR; UNICEF; United Nations Office for Project Services; United Nations Relief and Works Agency for Palestine Refugees in the Near East; WFP; and WHO.

in United Nations operations,²⁹ which demonstrates our joint commitment to zero tolerance for sexual exploitation and abuse. I am pleased to report that 104 current or former Heads of State or Government participate in the circle of leadership and 105 Member States are signatories to the voluntary compact on preventing and addressing sexual exploitation and abuse.

48. In 2022, senior leaders participated in events on preventing and responding to sexual exploitation and abuse, organized by Member States, intergovernmental bodies and other frameworks, United Nations entities and civil society. Several attended the International Preventing Sexual Violence in Conflict Initiative Conference hosted by the United Kingdom of Great Britain and Northern Ireland, which focused on the rights of victims/survivors. They continue to participate in peer-learning sessions organized by the Development Assistance Committee of the Organisation for Economic Co-operation and Development on its recommendation on ending sexual exploitation and abuse and sexual harassment in development cooperation and humanitarian assistance,³⁰ to which UNFPA, UNHCR, UNICEF and the United Nations Office for Project Services adhere.

IX. Communications

49. In 2022, guidance for the United Nations system on communicating about sexual exploitation and abuse was endorsed by the High-level Steering Group, and a series of briefings were held for staff on its application. The Department of Global Communications, in cooperation with the Department of Management Strategy, Policy and Compliance and the Department of Peace Operations, conducted two sessions of its communications training course on sexual exploitation and abuse in 2022. Since the first session in 2020, 130 senior officials, spokespersons and others have participated.

50. A multilingual web page on United Nations system-wide efforts to address sexual exploitation and abuse³¹ contains reports, tools, press releases, videos, transcripts and information on how to report allegations, as well as updated statistics on allegations. During 2022, there were in excess of 420,000 views of this site. Information on allegations of sexual exploitation and abuse related to peace operations is available on the Conduct in United Nations field missions web page, through which the public can register for email updates.

51. In 2022, the United Nations news and social media platforms were active and senior United Nations officials used social media to raise awareness of this important issue.³² Multimedia stories were disseminated, including on “do’s and don’ts” for United Nations personnel; the implementation of the trust fund; the collection of DNA samples in the Democratic Republic of the Congo; and outreach efforts in the Central African Republic, the Democratic Republic of the Congo, Mali and South Sudan. A film about victims’ concerns was produced and made available on YouTube,³³ and a campaign entitled “Victims’ Rights First” was launched.

²⁹ See <https://www.un.org/preventing-sexual-exploitation-and-abuse/content/circle-leadership>.

³⁰ See <https://www.oecd.org/dac/gender-development/dac-recommendation-on-ending-sexual-exploitation-abuse-and-harassment.htm>.

³¹ Available at <https://www.un.org/preventing-sexual-exploitation-and-abuse/>.

³² Available at <https://www.un.org/sg/en/content/sg/statement/2022-07-12/secretary-generals-remarks-the-security-council-debate-united-nations-peacekeeping-operations-the-key-role-of-strategic-communications-bilingual-delivered-scroll-down>.

³³ See <https://www.youtube.com/watch?v=OWBFvpi4lpU>.

X. Overview of data on allegations

52. Progress in ending sexual exploitation and abuse is frequently measured by the number of allegations received, but we have learned that few or no allegations does not indicate that an adequate prevention programme exists. No allegations could indicate that there are ineffective complaint mechanisms, that these do not exist, that victims do not report allegations because they do not believe they will be protected, or that they believe that no action will be taken. Accordingly, while the number of allegations may provide insights into trends, the progress of the United Nations, Member States and partners must be measured by their individual and collective efforts to prevent these behaviours through creating and communicating standards, training, vetting, risk management and the implementation of mitigation measures and by whether they respond swiftly and effectively to realize the rights of victims to assistance and accountability.

53. The data in the present report relate to sexual exploitation and abuse in peacekeeping and special political missions and humanitarian and other operational contexts pursuant to General Assembly resolution 57/306 of 15 April 2003. Sexual exploitation and abuse implicating United Nations personnel serving in other environments are not reflected in the report, but also constitute violations of United Nations regulations and rules,³⁴ for which personnel will be held accountable through the Organization's disciplinary and criminal accountability referral frameworks, as highlighted in my annual report on disciplinary practice (A/77/606). Additional information concerning the issues covered in this section is provided in the supplementary information to the present report, including information where action is expected to be taken by Member States to address pending allegations, as well as paternity and child support claims.

54. In 2022, 243 allegations of sexual exploitation and abuse related to United Nations staff and affiliated personnel were received across the United Nations system, and 291 allegations relating to personnel of implementing partners not under the authority of the United Nations were reported.

A. Peacekeeping and special political missions

55. A total of 79 allegations were reported in peacekeeping and special political missions in 2022, compared with 75 allegations reported in 2021. Some 116 identified victims were associated with these allegations, of whom 90 were adults and 26 were children, compared with 189 victims identified in 2021. In 2022, there were 18 allegations of sexual abuse of a child, compared with 25 allegations in 2021. A total of 115 perpetrators were associated with the allegations recorded in 2022, 46 of which involved 61 individual paternity and child support claims.³⁵

56. Nine allegations involved multiple victims, eight of which concerned MINUSCA and one concerned the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Two of these allegations implicated contingents from two troop-contributing countries that are no longer deployed in peacekeeping operations.

57. Over 90 per cent of the allegations related to two missions, MONUSCO (48) and MINUSCA (24). The remaining allegations were recorded in five peacekeeping

³⁴ See the Secretary-General's bulletin on the Staff Regulations and Staff Rules, including provisional Staff Rules, of the United Nations (ST/SGB/2023/1), staff rule 1.2(e).

³⁵ Further information on allegations, including the status of allegations recorded since 2015, is available at <https://conduct.unmissions.org/sea-data-introduction>.

missions: the United Nations Mission in South Sudan (2); the United Nations Multidimensional Integrated Stabilization Mission in Mali (2); the United Nations Interim Force in Lebanon (1); the former United Nations Stabilization Mission in Haiti (1); and the United Nations Assistance Mission in Afghanistan (1).

58. There was an increase in the number of allegations involving military personnel (58 in 2022 compared with 52 in 2021), a decrease in the number of allegations involving police or other government-provided personnel (5 in 2022 compared with 9 in 2021) and an increase in the number of allegations involving civilian personnel (16 in 2022 compared with 14 in 2021).

59. The 79 allegations recorded in 2022 are consistent with the average of 71 allegations per year over the past 10 years. There were 30 allegations reported in 2022 related to events occurring in 2022 or 2021, consistent with the trend over the past four years, where 62 per cent of the allegations reported related to events occurring more than two years earlier.

60. MONUSCO reported the largest number of allegations (48) in 2022, 10 of which relate to events in 2022 and 2021, while the remainder concern allegations related to events occurring, on average, 10 years prior. Similarly, the troop-contributing country with the largest number of allegations reported in 2022 has 2 allegations for events in 2022 (and none for events in 2021), while 16 allegations related to events which occurred, on average, 11 years ago.

61. OIOS investigation reports are in progress for 24 allegations reported in 2021 and 2 allegations reported in 2020 involving military, police or civilian personnel. Decisions on disciplinary sanctions by the United Nations for substantiated allegations against staff members reported in 2020 remain pending with Department of Management Strategy, Policy and Compliance in relation to three allegations and with the United Nations Development Programme for one allegation involving a United Nations Volunteer.

62. Troop- and police-contributing countries have addressed a number of pending matters. Information on investigations conducted by 25 Member States on allegations received in 2021 or earlier remains pending. No information has been received regarding 57 allegations and additional information is outstanding on 78 allegations. Information from 25 Member States on accountability measures taken in relation to 55 substantiated allegations involving police and military personnel is pending in respect of allegations recorded in 2021 or earlier.

63. In terms of paternity claims, of the total of 463 individual paternity claims recorded since 2010, paternity has been established in 55 instances, and in 88 instances it was not. Action remains pending with 32 Member States in relation to 298 claims concerning uniformed personnel.

B. Allegations involving personnel of implementing partners

64. In 2022, 291 allegations relating to personnel of implementing partners not under the authority of the United Nations were reported, compared with 263 in 2021.

C. Non-United Nations forces

65. In 2022, no allegations were received by the United Nations of sexual exploitation and/or abuse perpetrated by members of non-United Nations forces operating under a Security Council mandate. This may be because of a number of factors: a smaller number of non-United Nations security forces are currently

deployed; OHCHR has limited information on allegations received by regional organizations relating to non-United Nations forces; restricted access of the United Nations to locations where sexual exploitation and abuse may occur; the lack of capacity to provide security and protection for victims to report; and the absence of monitoring presences in most of these contexts, which makes reporting more challenging.

XI. Resourcing our efforts

66. I am grateful to the Member States that have provided funding to the Office of the Special Coordinator through extrabudgetary resources and have contributed to the Office of the Victims' Rights Advocate, the trust fund and other programmatic activities.

67. I welcome the engagement by many Member States and recognize that more resources are required, in particular at the country level. I instructed my Special Coordinator to explore the integration of protection from sexual exploitation and abuse as a requirement in all United Nations activities and programmes and have updated the 2023 management letter for leaders to certify that their programmes comply with this requirement. This measure will embed a shared appreciation of the risk of this behaviour, including through common training and communications efforts, and foster timely information-sharing across the system. It will encourage the sharing of resources and capacities among United Nations entities, particularly at the country level. If we are to be successful in eradicating sexual exploitation and abuse in peace operations, development cooperation and humanitarian assistance, it will be necessary that we work effectively together as One United Nations.

XII. Conclusions

68. Much has been accomplished over the past few years but more remains to be done, particularly in ensuring effective delivery at the country level, in working coherently and consistently across the United Nations system and with our partners and in strengthening our interventions to further improve transparency, accountability and support to victims. If we are to eliminate sexual misconduct from within the aid sector, it requires recognition that this is a core responsibility of each organization and considered an integral part of the "cost of doing business". As we move forward with mainstreaming within the United Nations system, the support of Member States and donors in providing adequate, predictable and sustainable resourcing will be essential to our success.
