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**CEB Task Force on Addressing Sexual Harassment
within the Organizations of the UN System**

Progress Report

Table of Contents

Executive Summary

Executive Summary	3
A. Work of the Task Force	4
B. Outreach and consultations with related constituencies.....	6
C. Alignment with related UN system policy processes	7
D. Phase II Key deliverables on priority areas for action for addressing sexual harassment	8
a) Harmonising Policy.....	8
UN System Model Policy on Sexual Harassment	8
b) Accountability and Improved Reporting	9
I. Launch of the Sexual Harassment Screening Database ('ClearCheck').....	9
II. Expanded Guidelines on Sexual Harassment Screening Database ('ClearCheck') to include Pending Allegations of Sexual Harassment	9
III. Indicative Data from the System-Wide Questionnaire on Improved Reporting on Sexual Harassment in the UN system.....	11
c) Enhanced Awareness Raising, Communication and Training	14
I. Assessment of Hotlines/Helplines solutions implementated in the UN system.....	14
II. Draft Model Code of Conduct to Prevent Sexual Harassment During or in Relation to UN Events, and Implementation Guide.....	15
III. UN System Staff Survey on Sexual Harassment	16
d) Strengthening Investigative Capacity.....	16
E. Conclusions and recommendations.....	18

Annexes (CEB/2018/HLCM/14/Add.1):

- Terms of Reference of the CEB Task Force (Annex 1)
- List of Members of the CEB Task Force (Annex 2)
- List of Sub-working Groups (Annex 3)
- UN System Model Policy on Sexual Harassment, and explanatory notes (Annex 4)
- Expanded Guidelines on Sexual Harassment Screening Database ('ClearCheck') to include Pending Allegations of Sexual Harassment (Annex 5)
- Indicative data from the system-wide Questionnaire on improved reporting on sexual harassment in the UN system (Annex 6)
- Draft Model Code of Conduct to prevent sexual harassment during or in relation to UN events, and implementation guide (Annex 7)

Information document:

- Enabling Environment Guidelines for the UN System – Draft – For internal use only (CEB/2018/HLCM/14/INF.1)

Executive Summary

As unequivocally stated by the Secretary-General, harassment of any type is antithetical to the principles of the United Nations. Sexual harassment, in particular, undermines the credibility of the institution and degrades its staff. Committed to upholding a zero-tolerance approach to sexual harassment, strengthen victim-centred prevention and response efforts, and foster a safe and inclusive working environment across the UN system, the CEB established in November 2017 the CEB Task Force on Addressing Sexual Harassment (“Task Force”) within the organisations of the United Nations system, under the leadership of Ms. Jan Beagle, Under-Secretary-General for Management and Chair of HLCM.

The Task Force, comprised of senior officials from more than 40 UN entities, began its work in December 2017 and an update of its work was presented to the HLCM in April and to the CEB at its session in May 2018. In its first phase of work, the Task Force developed a uniform definition of sexual harassment, a set of common principles for a harmonised sexual harassment policy, and a framework for establishing a system-wide sexual harassment screening database. As the foundation to its work on harmonising policy in this field, a compendium of UN system sexual harassment policies was also prepared. In the discussion following the presentation to the CEB, Board members committed to strengthening capacities and instruments for reporting, investigating and supporting victims, and to enhanced sharing of resources, expertise and best practices, and supported the continuation of the Task Force and its focus on identified priority actions.

Building on the first phase of its work, the Task Force, through its working groups, prepared the following additional joint outcomes:

- UN-System Model Policy on Sexual Harassment;
- Launch of the Sexual Harassment Screening Database (‘ClearCheck’);
- Expanded Guidelines on Sexual Harassment Screening Database to include provisions on Pending Allegations of Sexual Harassment;
- Indicative data from the system-wide Questionnaire on improved reporting of sexual harassment in the UN system;
- Assessment of the various hotlines/helplines solutions put in place by UN system organizations, and proposal for development of a framework of hotlines/helplines solutions vis-à-vis a set of criteria of best practices;
- Draft Model Code of Conduct to prevent sexual harassment during or in relation to UN Events, and implementation guide; and
- Agreement for collaboration on system-wide efforts to strengthen investigative capacity, including through planned a joint Task Force/IASC meeting of heads of investigatory bodies of IASC members (November 2018).

The Task Force, at its meeting of 1 October 2018, reviewed and adopted all the measures and recommendations included in its Progress Report for Phase II, as summarised above. These deliverables are presented for review and approval by the HLCM at its meeting of 11-12 October 2018, on behalf of the CEB.

A. Work of the Task Force

1. As unequivocally stated by the Secretary-General, harassment of any type is antithetical to the principles of the United Nations. Sexual harassment, in particular, undermines the credibility of the institution and degrades its staff. Committed to upholding a zero-tolerance approach to sexual harassment, strengthen victim-centred prevention and response efforts, and foster a safe and inclusive working environment across the UN system, the CEB Task Force on addressing sexual harassment in the organisations of the UN system ('Task Force') was established by the Secretary-General at the CEB in November 2017. The Task Force is chaired by Ms. Jan Beagle, Under-Secretary-General for Management and Chair of the HLCM (Terms of Reference for the Task Force, Annex 1).
2. The Task Force, comprising some 40 UN system entities (list of members at Annex 2), convened in February, April, June and October 2018 to develop and deliver products addressing the key priorities for system-wide action on sexual harassment. A comprehensive approach has been pursued, with focus on prevention and rapid and effective response – with emphasis on victim-centred strategies, services and support. The Task Force had recognised a clear linkage between sexual harassment, unequal power dynamics of gender relations, and the need for greater empowerment of women staff and gender parity in the workforce. It emphasised an institutional commitment to strengthening capacities and instruments for reporting, investigating and supporting victims, and to enhanced sharing of resources, expertise and best practices. And the Task Force had highlighted the importance of principled leadership, greater transparency and consistent communication from the top.
3. In response to the urgency of the task and the need for technical expertise in a broad number of fields with legal, policy and gender dimensions, the Task Force established a number of sub-working groups to focus on discrete work streams, each led by representatives of relevant UN system entities. Each sub-working group met on multiple occasions in person and virtually over the course of the Task Force's work.
4. Under the umbrella focus of accelerating victim-centred prevention and rapid and effective response efforts, the Task Force identified harmonisation of sexual harassment policy, improvements in sexual harassment data collection, reporting, investigation and enhanced support, awareness raising, outreach, communication as priority areas for action. The Task Force agreed on a set of concrete deliverables to address the issue with urgency and alacrity.
5. The Chair of the Task Force presented an update of the outcome of its work to date to the CEB at its first regular session in May 2018. Deliverables presented included:
 - a uniform definition of sexual harassment;
 - a set of common principles for a harmonised sexual harassment policy that represent model 'best practices' for sexual harassment policies;
 - a compendium of UN system sexual harassment policies;
 - an operational and legal framework for the establishment of a system-wide sexual harassment screening database to avoid rehiring of individuals whose working relationship with a UN system entity ended because they had perpetrated sexual harassment;

- a Guide for Managers on prevention of and response to sexual harassment in the workplace; and
- a review/mapping of existing Hotlines/Helplines and related applications against sexual harassment.

6. In response to the presentation to the CEB, members of the Board:

- Affirmed the clear linkages between sexual harassment, unequal gender relations and power dynamics, and the need for greater empowerment of women staff and gender parity in the workforce;
- Committed to strengthening capacities and instruments for reporting, investigating and supporting victims, and to enhanced sharing of resources, expertise and best practices;
- Agreed to confront the informal culture of silence and permissiveness through principled leadership, greater transparency and consistent communication from the top; and
- Reaffirmed that harassment of any type was antithetical to the principles and values of the UN and could not be tolerated.

7. In concluding its May 2018 session, the Board issued a CEB Statement on Addressing Sexual Harassment within the Organisations of the UN System in which UN system leaders reiterated their firm commitment to upholding a zero-tolerance approach to sexual harassment; to strengthening victim-centred prevention and response efforts; and to fostering a safe and inclusive working environment. The CEB also supported the continuation of the Task Force and its focus on identified priority actions.

8. Building on the first phase of work, the Task Force further advanced and deepened its efforts across the areas of focus. Following extensive and intense work and consultation in the months following the CEB meeting, the Task Force, at its meeting on 1 October 2018, reviewed and adopted the following additional outcomes:

- A UN System Model Policy on Sexual Harassment that is applicable to all organisations. The Model Policy is expected to lead to the issuing of strengthened and aligned sexual harassment policies throughout the UN system;
- Launch of the “ClearCheck” Sexual Harassment Screening Database to avoid re-hiring of individuals whose working relationship with an organisation of the system ended because of a determination that they perpetrated sexual harassment, and expansion of the “ClearCheck” Sexual Harassment Screening Database Guidelines to include individuals with pending allegations of sexual harassment who leave an entity before the completion of the process;
- Development of a mechanism for system-wide collection and analysis of data to ensure timely and accurate reporting and evidence-based policy making – and results of a comprehensive system-wide Questionnaire on reporting of sexual harassment;
- Selection of initiatives to strengthen investigative capacity across the UN system, including through agreement for a Joint Meeting of Investigatory Bodies for Inter-Agency Standing Committee (IASC) Members and the CEB Task Force on Sexual Harassment on Preventing Sexual Exploitation, Abuse and Harassment in the Humanitarian Sector in November 2018;
- Draft Model Code of Conduct to prevent sexual harassment during and in relation to UN events;

- Assessment of implemented solutions of helplines/hotlines and support for the development of a framework of the various Hotlines/Helplines solutions with reference to best practices; and
- Perception survey to better understand the views of individuals most directly affected - to be launched across multiple UN entities.

The HLCM is invited to approve the measures and recommendations contained in this report, on behalf of the CEB.

B. Outreach and consultations with related constituencies

9. To further strengthen its efforts to produce rigorous and forward-looking initiatives to address sexual harassment, the Task Force continues to broaden its consultative process and engagement with stakeholders active and experienced in addressing sexual harassment. At its session in May 2018, the CEB had agreed that only by drawing upon the broad range of expertise in the UN system and consulting with external stakeholders, as appropriate, could the UN system effect real change in the way that the UN system addresses sexual harassment.
10. Accordingly, the Task Force expanded its outreach, both formal and informal, to staff members, gender specialists, academics, non-governmental organisations and persons directly affected by sexual harassment. It has engaged and continues to engage the expertise of staff representatives, offices that provide advice, assistance and support to individuals affected by sexual harassment, as well as representatives of organisations and institutions that have been active in addressing sexual harassment, gender issues and representing the voice of victims.
11. These consultations were aimed at seeking advice and highlighting best practices for consideration by the Task Force, towards strengthening future system-wide efforts to address sexual harassment in the workplace. Meetings with constituencies including the UN Ombudspersons, UN Feminists Network, UN Globe, the UN Gender Focal Point Network, revealed a strong commitment among many different stakeholders to work together on a zero-tolerance approach to sexual harassment. Collaboration has also been strengthened with the Inter-Agency Standing Committee humanitarian network with view to align and engage in collective efforts. These engagements highlight the importance of continuing coordination and communication with these constituencies in the ongoing work on implementing system-wide sexual harassment policies, and will be deepened in the coming months.
12. In addition, the Task Force has sought to develop support for the UN system's initiatives against sexual harassment in the broader community, and established partnerships that will further both the UN system and the diplomatic community's work on sexual harassment. Extensive engagements have been carried out by multiple Task Force members. For example, the Chair of the Task Force presented a briefing on the UN system's actions against sexual harassment at the inaugural meeting of the newly formed Group of Friends to Eliminate Sexual Harassment. The Ambassadorial-level Group in New York aims to share best practices in addressing the issue of sexual harassment and to support efforts of UN organisations.

C. Alignment with related UN system policy processes

13. The UN's system-wide activities on sexual harassment are taking place in a broader context of social and cultural change around gender equality and women's empowerment, as well as organisational change and UN system reform. In parallel to the system-wide work on sexual harassment, distinct but related activities and strategies are also being implemented within the UN system. Close collaboration between the Task Force and teams tasked with these separate activities ensures that the Task Force's work and deliverables are informed and enhanced by the data and outcomes of these distinct work streams.
14. Sexual harassment affects men and women, at all levels of seniority and is fundamentally linked to unequal gender relations. This is one reason that ensuring gender parity and empowerment of women is a central priority within the Secretary-General's reform agenda. Experience suggests that advances in gender parity in the UN system's organisational culture could be expected to reduce the incidence of sexual harassment. Launched by the Secretary-General in September 2017, the System-wide Strategy on Gender Parity is a comprehensive document, which includes provisions on targets and accountability; special measures; enabling environment; senior appointments; and mission settings. It balances accountability with incentives, recognises different starting points and challenges, and provides positive tools to empower and encourage staff and managers alike.
15. In the CEB Statement of May 2018, UN system leaders had committed, inter alia, to foster a safe and inclusive working environment. As a key element of the System-wide Strategy on Gender Parity, it was recommended that good practices guidelines for an enabling and inclusive organisational culture should be developed by the CEB HR Network, OHRM and UN Women, to be shared with each UN entity to incorporate into existing policies, monitoring and implementation. The enabling environment provisions were foreseen to include measures that are foundational to an inclusive organisational culture in which all UN system staff members can contribute fully to the work and development of the organisation in which they work.
16. The Enabling Environment Guidelines for the UN system (attached hereto as an information document) have been developed through an extensive consultation process centred on an interagency working group organised by UN Women in November 2017, which brought together over 100 Gender Focal Points, Focal Points for Women and Human Resources experts across the UN system. The guidance focuses on three thematic areas; flexible working arrangements, family-friendly policies and standards of conduct. It also covers recruitment and talent management, and cross-references the UN's work on addressing sexual harassment.
17. The issue of sexual exploitation and abuse (SEA) is distinct and addressed within the UN system separately from sexual harassment, yet the close linkages between the two are evident and entail coordination in their responses. Exchanges between the Chair of the Task Force and the UN Special Coordinator on Improving UN Response to Sexual Exploitation and Abuse and the Victims' Rights Advocate are facilitating the mutually supportive elements of this work.

D. Phase II Key deliverables on priority areas for action for addressing sexual harassment

18. In line with its agreed priority areas for system-wide action, and as completed by its constituent work streams, the Task Force adopted the following deliverables.

a) Harmonising Policy

UN System Model Policy on Sexual Harassment

19. In its May 2018 meeting, the CEB confirmed that the Task Force should move to finalisation and adoption of a UN System Model Policy on Sexual Harassment ('Model Policy'). The Task Force's Sub-working Group on the Model Policy, co-chaired by UN-OHRM and UN-Women, met extensively during the summer months, and final consultations yielded a consensus draft Model Policy (including explanatory notes) that was submitted to the Chair of the Task Force in September 2018. The Task Force reviewed and adopted the Model Policy, with a small amendment proposed by the Legal Counsel to Art. III (1) and accepted by all members. The Chair underlined that the Model Policy represents a "common ground and base that we all commit to". Following the adoption of the Model Policy, it is expected that organisations will issue their own policy documents, adapting the Model Policy as a common base to align with their specific institutional and legal frameworks. It is expected that the sexual harassment policies among the CEB entities would comply with the spirit and the principles agreed within the CEB Task Force, and utilise the same language to the maximum extent possible.

20. As envisaged during the first phase of the Task Force's work, which concluded in an agreement on a uniform definition of sexual harassment and principles for a model policy, the draft Model Policy provides substance to these principles. The full text of the Model Policy and the explanatory notes, as agreed by the Task Force on 1 October 2018, is found at Annex 4.

21. The Task Force agreed that the Model Policy is a living document and should be subject to periodic review at least every three years and possibly more frequent review in its initial stages of implementation. Follow up actions would focus on implementation of the Model Policy across the UN system.

Action: HLCM to approve the UN System Model Policy on Sexual Harassment, on behalf of the CEB, and to recommend a periodic review of its terms at least every three years.

b) Accountability and Improved Reporting

I. Launch of the Sexual Harassment Screening Database ('ClearCheck')

22. The launch of the Screening Database is a major milestone in the work of the Task Force. It is a critical system-wide tool to avoid the hiring and re-hiring of individuals whose working relationship with an organisation of the system ended because of a determination that they had perpetrated sexual harassment. In the first phase of its work, drawing on the Guidelines for the Sexual Exploitation and Abuse (SEA) database, the Task Force developed a comprehensive operational and legal framework for the establishment of a system-wide sexual harassment screening database to avoid rehire of individuals that perpetrated sexual harassment. In line with the agreed operational and legal framework (Guidelines for the Sexual Harassment Screening Database), the sexual harassment screening database became operational on a common platform for SEA and sexual harassment, "ClearCheck", that was successfully launched in June 2018.
23. Since the launch of the database, subject matter Focal Points have been nominated by their respective Task Force members, and Data Administrators have been appointed and have signed the necessary confidentiality undertakings. Case data has been entered and will continue to be updated regularly.

II. Expanded Guidelines on Sexual Harassment Screening Database ('ClearCheck') to include Pending Allegations of Sexual Harassment

24. In the second phase, the Guidelines for the Sexual Harassment Screening Database that had been presented to the HLCM in April 2018 and the CEB in May 2018, were subsequently expanded to extend the data collection to "Pending Allegations of Sexual Harassment" relating to individuals with allegations of sexual harassment 'pending' at or after separation. This extension was one of the main priorities indicated by the CEB Task Force on Addressing Sexual Harassment for this phase of the work and supported by the HLCM and CEB.
25. The expanded Guidelines are included as Annex 5 to this report. The "Scope" has been expanded to address 'pending' allegations. The Definitions have been modified to distinguish pending allegations and final determinations of sexual harassment and to permit listing in an investigation commenced after separation; the definition of 'personnel' has been adjusted to accommodate a wider range of engagements (and a consequential adjustment was made to address other legal processes requiring de-listing); and the definition of 'sexual harassment' has been expanded to accommodate a listing using either the model policy language or an entity's internal/historical definition. Section 5 provisions relating to the setup of the Database have been updated to accommodate 'pending allegations'. Sections 6 and 7 distinguish and describe the criteria for listing and process for final and pending cases. Section 8, concerning ongoing management of the data in the Database, was updated, principally to accommodate changes in the status of 'pending' cases. Finally, Section 9 now specifies the consequences of a listing of 'pending allegations'; a mandatory record check by a recruiting entity before hire, and provision for a recruiting entity to record its reasons for re-hire.

26. Under the expanded Guidelines, if an individual facing allegations of sexual harassment whose working relationship with the entity ended before the investigation and/or disciplinary process was completed, is alleged to have committed an offence warranting separation, and elects not to cooperate with any investigation undertaken, his/her name will be placed in the ClearCheck Database. Subsequent UN system recruiters will be required to check such records before hire.
27. Through its discussions, the Sub-working Group developed and agreed the adjustments that would be needed to extend the Guidelines and ClearCheck Database to include Pending Allegations. Entities discussed what would be required for them to apply the expanded provisions within their respective legal and operational frameworks. In the course of these discussions, some entities confirmed that they would have constraints to the application of these provisions due to specific entity procedures and to ensure due process. In weighing the “opt-in” approach, some organisations emphasized that the need to avoid the risk of re-hiring a perpetrator out-weighed any potential due process concerns. Provisions of warning given to an alleged perpetrator on notice of resignation, discretion to continue an investigation, and possible judicial review of a listing mitigated some due process concerns. Other entities highlighted that Guidelines requiring disclosure of information about pending investigations or influencing the continuation of investigations might be incompatible with fundamental principles of their independent investigative offices.
28. In order to move forward, the Sub-working Group suggested that entities should be left with the option whether to participate in the application of the extended provisions or to confirm participation at a future point. The Sub-working Group agreed that information on Pending Allegations should be nevertheless shared with all Database users regardless of whether they had opted-in and that hiring decisions with respect to individuals subject of a Pending Allegation should be left to the discretion of each entity.
29. A separate, very specific issue was raised with regard to investigation/disciplinary process procedures concerning military-contingent personnel and in consultation with the Office of Legal Affairs, and it was agreed that specific arrangements in relation to the recording of Pending Allegations of Sexual Harassment concerning any personnel contributed by a troop- or police-contributing country be developed with guidance from the Department of Field Support.
30. At its meeting on 1 October 2018, the Task Force adopted the expanded Guidelines, and encouraged all entities to opt for participating in the application of the extended provisions the maximum extent possible. The Task Force also agreed to monitor and evaluate operation of the ClearCheck Database after one year with a view to assess progress regarding the application of the expanded provisions, and review options for expanding its operations to include other types of misconduct and other partners.

Action: HLCM to approve the expansion to the Guidelines on Sexual Harassment Screening Database, on behalf of the CEB.

Action: HLCM to encourage all UN system entities to opt-in and deploy the expanded provisions. Guidelines to be monitored and assessed, with view to expanding to other types of misconduct and partners.

III. Indicative Data from the System-Wide Questionnaire on Improved Reporting on Sexual Harassment in the UN system

31. The Sub-working Group on Improved Reporting was tasked with developing a uniform mechanism for system-wide collection and analysis of data to ensure timely and accurate reporting and evidence-based policy making. In this respect, it conducted a follow-up System-Wide Questionnaire on Improved Reporting on Sexual Harassment in the UN System (the “Questionnaire”), refining and expanding questions, with the aim of allowing the comparison of the sexual harassment reporting mechanisms within and across entities and over time.
32. Twenty-five organisations responded to the Questionnaire, which is the most comprehensive survey to date. (The collected data is presented at Annex 6). Quantitatively, the questionnaire sought information about staff populations, recourse mechanisms, complainant demographics, incidence surveys, and dispositions of cases. The answers represent a robust data set about a relatively small number of cases (not all of which can be represented here). However, there were some questions for which respondent entities did not have historical or disaggregated data, including cases in informal channels or categories of personnel reporting. Snapshots of recent data are presented where possible.
33. A summary of findings follows.

Increase in reported cases

- i) There has been a recent marked increase in reports, while the size of the population eligible to report has remained relatively stable. Over the past five years (2013-2017), according to the information received, the number of persons eligible to use sexual harassment recourse mechanisms has dropped only modestly (an average of 250 000 persons were considered eligible). During the same period, the complaints per 10 000 personnel per year increased from about 1.5 complaints in 2013-2015, to 2 in 2016-2017, to 6.3 in the first half of 2018 alone.

Analysis of types and sources of reported cases

- ii) Overwhelmingly, the data suggests that victims rather than bystanders file complaints. The responses show that 58% of the participating organisations permit anonymous reporting of formal complaints, 71% allow non-victims (i.e., co-workers, witnesses, etc.) to file such complaints and 58% allow institutional bodies (e.g. Human Resources Department, Inspector General) to formally review cases of their own initiative, without a formal complaint having been filed. Despite the options available, in 2017, 88% of complaints were filed by the victims (non-victim reporting, 9%; anonymous reporting, 3%).
- iii) Non-victim and anonymous reports appear to have increased during the past year and a half, from the limited information received on the disaggregated data.
- iv) Women file most complaints, but other genders are affected. In 2017, 83% of reporters were women, 14% were men, and 3% did not identify themselves as male or female.

- v) Surprisingly, non-staff were proportionally slightly *over-represented* among complainants. From the collected data, it emerged that in 2017, 57% of the reports received were filed by staff of the responding organisations, 33% by non-staff and 10% by other persons having access to the formal reporting mechanisms (e.g., volunteers, interns, retirees, individuals working for other entities, etc.).

Policies and practices in “Formal” Mechanisms - Complaints for possible investigation and discipline

- vi) There remain policy and practice disparities. A large majority of the participating organisations (92%) screen initial reports of sexual harassment before opening a formal investigation, while 61% of them permit judicial reviews of some kind (i.e., challenging the investigation and/or the disciplinary outcome). Most of the participating organisations (87%) always or sometimes continue an investigation in cases where the subject separates during the investigation process for reasons unrelated to it (because of resignation, non-renewal of contract, etc.). Almost two thirds of the participating organisations (61%) always or sometimes continue a disciplinary/administrative action process in cases where the subject separates from the organisation after completion of the investigation but before disciplinary measures are imposed.

Deadlines for the filing of formal complaints

- vii) Deadlines for complaint are less common. 71% of the participating organisations do not impose a deadline for the filing of formal complaints. All but one of the remainder impose 6 to 12-month deadlines.

Consideration of reports

- viii) Between 2013 and 30 June 2018, a total of 144 reports resulted in an investigation, whereas a total of 116 reports result in the initiation of a formal investigation. The main reason for non-investigation has been indicated to be the lack of sufficient information or evidence (51%). Other reasons included: withdrawal of the complaint (20%); low priority of the case combined with limited investigation resources (2%); separation of the alleged perpetrator (1%).

Formal versus informal reporting

- ix) Formal reports exceed informal reports for the first time. In 2017, there were a total of 118 informal¹ reports against a total of 49² formal reports of sexual harassment. Drawing from the collected data, we note that the trend in this regard has been relatively stable over the past five years.³ During the first half of 2018, however, the trend reversed and the formal reports (141) outnumbered the informal ones (63).

¹ Informal reporting channel: a mechanism, which allows for reporting a complaint without escalating to a formal complaint for investigation and possible discipline. These reporting channels include options for conflict resolution, such as a facilitated conversation to address the conduct, mediation or reconciliation.

² Based on responses from the organisations, for the 49 cases reported in 2017, some entities have either not responded or responded that they do not collect such disaggregated information.

³ Nevertheless, it should be noted that in 2017 the numbers indicate that there was a significant increase of the informal reports (118) compared to the number of formal reports (49).

Disciplinary measures imposed

- x) Data available shows that where investigations resulted in sanctions, the majority of sanctions imposed were separation. According to the information received, between 2013 and the first half of 2018, a total of 33 disciplinary measures were imposed following 116 reported cases that were investigated. This reveals that disciplinary measures were imposed in around 20% of the cases, 73% of which resulted in the imposition of the measure of separation from service (either by termination of contract or dismissal).

Length of time for Investigation

- xi) Average Investigation timelines have been reduced. They hovered around 10 months in 2013-2015, before increasing to 14.7 months in 2016, and have been reported at 5.1 months in 2018.

Reporting on Disciplinary Measures imposed for Substantiated Sexual Harassment Cases

- xii) Most entities inform their personnel about discipline in sexual harassment cases. Of the organisations that provided data for the Questionnaire, two thirds said they publish their practice in disciplinary matters internally, whilst only one out of five publishes its practice publicly. The content of these reports, whether they are published internally or publicly, varies. Approximately 60% of the organisations include information about each individual case of sexual harassment; 35% publish aggregate data on the disciplinary measures imposed including the category of sexual harassment. Only 6% of the organisations publish aggregate data on disciplinary measure imposed without including the category of sexual harassment.

- xiii) In summary, tentative conclusions from a limited data set include:

- Reports have significantly increased. There are fewer formal barriers to complaint, such as deadlines. These will be removed across the system, if the recommendations of the draft Model Policy Sub-working Group are implemented (Draft Model Policy, Part V, s. 1).
- Although the gender data is incomplete, there are overall positive trends towards gender parity. The Model Policy Sub-working Group underlined this objective (Policy Reference Model, Part VI, Explanatory Notes). Surprisingly, non-staff personnel have apparently found comparable access to the system. Equitable access would be further reinforced by implementation of the policy Sub-working Group's recommendation to ensure information and access to non-staff personnel (Draft Model Policy, Part VI, s. 2(g)).
- The increase in reports, particularly in formal channels and by bystanders, would suggest knowledge of recourse mechanism, and recognition of 'zero tolerance' policies. The work of the enhanced awareness-raising, communication and training subgroup may contribute to this trend. The increase in victim reports might suggest a diminution in fear of reporting, although a recent Joint Inspection Unit report on whistleblowing raises concerns.
- The statistics also suggest some confidence in the efficacy of reporting. Investigative timelines have improved markedly. Disciplinary measures are generally reported.

Action: HLCM to note the Indicative Data from the System-Wide Questionnaire on Improved Reporting on Sexual Harassment in the UN System and members commit to systematic reporting of data

c) Enhanced Awareness Raising, Communication and Training

I. Assessment of Hotlines/Helplines solutions implemented in the UN system

34. A survey was conducted in March 2018 among UN system and other international organisations to identify and review existing help- and hotlines for reporting sexual harassment and other types of misconduct. The survey results demonstrated that a number of organisations have a help- or hotline in place for staff seeking to report misconduct. It was noted that all members of this group are in different stages in the design and development of both hot- and helplines and that there is no one size fits all approach due to the different needs of the organisations.
35. With the purpose of finding areas for collaboration, and replication, around best practices in this field, four Task Force organisations (IOM, The World Bank, the UN Secretariat and WHO) were invited to provide a brief demonstration of the characteristics of their systems and providers to the Sub-working Group members.
36. All four presenters offered to share with other organisations their know-how, expertise and experience in the field of reporting of sexual harassment and misconduct. The presentations and demonstrations given by the four different organisations provided the members of the Sub-working Group with an overview of what is on offer, in terms of services and service providers. Since the inception of the working group, UNHCR, UNDP and WFP have used the experience of WHO to facilitate their own hot/helpline procurement processes while others are considering the same. The Sub-working Group is building an inventory of the needs of the different organisations in this fields.
37. The Task Force agreed that, as a next step, a framework of the various hot-/helplines solutions vis-à-vis a set of criteria of best practices should be prepared, to provide a detailed outline of the features of each solution.

Action: Note the onward efforts to develop framework of the various hotlines/helplines solutions, with reference to best practices, and encourage the development of joint mechanisms.

II. Draft Model Code of Conduct to Prevent Sexual Harassment During or in Relation to UN Events, and Implementation Guide

38. The Draft Model Code of Conduct (at Annex 7) is drafted as a tool for communicating to both an internal and external audience the standard of conduct that is expected at UN organised or sponsored events and how an attendee of such an event can raise a complaint if they experience or witness conduct by another attendee that does not meet this standard. It is not a policy, it does not have legal effect and it does not replace UN system policies, regulations or rules.
39. As the Task Force has a mandate to address sexual harassment, the Code is limited to addressing that specific conduct. It is open to UN system entities to include other unacceptable conduct to the Code when they publish it. It has been drafted so that UN system entities can adapt it to their specific circumstances.
40. The Implementation Guide (also at Annex 7) has been developed to assist UN system entities to effectively implement the Code, including actions that are recommended to be taken before the Code is published. It also outlines the process behind the Code at a high level and it is expected this would be further elaborated by each entity when applied to their context and circumstances.
41. The Task Force adopted the Code of Conduct in its draft form. The Task Force further supported, as needed, engagements by its members with representatives of member States and relevant stakeholders as appropriate in light of the proposed applicability of the Code of Conduct to all attendees at UN events. Such informal consultations would be conducted over a period of about one month, with a view to finalize and promulgate the Code of Conduct by the end of 2018. As part of this consultation process, the Chair of the Task Force would share the draft Code of Conduct with the newly established Group of Friends Against Sexual Harassment at the UN in New York.

Action: HLCM to approve the draft Model Code of Conduct to Prevent Sexual Harassment During or in Relation to UN Events and Implementation Guide on behalf of the CEB, pending further informal consultations by members of the Task Force with a view to final adoption of the Code of Conduct by the end of 2018.

III. UN System Staff Survey on Sexual Harassment

42. The CEB Statement on Addressing Sexual Harassment Within the Organisations of the UN System (May 2018) emphasised the importance of launching staff perception surveys to learn from staff experiences with sexual harassment, and to use this information to work on changing the organisational culture.
43. The UN system's commitment to addressing sexual harassment takes an evidence-based approach, requiring reliable broad data on sexual harassment as experienced by staff across the UN system. In order to gather up-to-date information and elicit data on sexual harassment that may not reach the threshold of the formal investigatory system, the UN Secretariat is coordinating a survey of staff perceptions of sexual harassment that will cover staff from more than 31 entities. Based on industry best practices, and with attention to the sensitive and confidential nature of this issue, the UN system is seeking to enhance its prevention and response efforts on sexual harassment by identifying:
- Incidence of sexual harassment within the UN system as well as perceptions of how incidents are handled within the UN system;
 - Risk indicators, including vulnerable categories of personnel and potential high-risk environments;
 - Reporting rates, challenges and experiences;
 - Awareness level of staff and non-staff personnel regarding available reporting and support mechanisms; and
 - Ways in which the UN system can strengthen its prevention, protection and response efforts and more effectively serve the needs of those affected.

The Staff Survey, to be conducted by end 2018, is expected to deliver data that can be turned into meaningful information and linked to related actions to enable the UN system to continue to clearly plan and prioritise follow-up measures. The Staff Survey is anticipated to provide qualitative as well as quantitative data and information on staff experience and perceptions of sexual harassment to support an evidence-based approach to the ongoing UN system's work on sexual harassment, including development of actions geared to communication, changes in organisational culture and victim-support.

d) Strengthening Investigative Capacity

44. Investigating sexual harassment complaints in a timely and competent manner is a key component of addressing sexual harassment, and a stated priority of the Secretary-General and the CEB. The resulting commitment is to accelerate actions to improve and scale up the UN system's investigatory response and capacity in order to receive, process and respond rapidly and effectively to complaints and reports of sexual misconduct. Significant progress has been made by some entities to strengthen investigative capacity by, for example recruiting an increased number of experienced and specialised investigators and hiring more female investigators. Additionally, the UN Office of Internal Oversight Services (OIOS) has established a specialized OIOS team focused on investigation of sexual harassment and has recruited six new investigators – the majority of whom are women - specialized in addressing sexual harassment. UN OIOS and others are also delivering enhanced training for investigators focused on investigation of sexual misconduct. In parallel, UN

OIOS is developing a UN investigative interviewing model to be rolled out to wide UN investigative services, noting that investigating sexual harassment is very much an issue of collecting high quality testimony.

45. A related initiative, spearheaded by the Emergency Relief Coordinator, aims to strengthen the humanitarian sector's approach to preventing sexual exploitation and abuse (SEA) and sexual harassment. Improving system-wide reference checks and strengthening investigative capacity were priority areas for action for the humanitarian agencies. Principals of the Inter-Agency Standing Committee (IASC) agreed in May 2018 to establish a US\$1 million fund, financed and managed by the UN Office for the Coordination of Humanitarian Affairs (OCHA), to provide rapid grants to IASC entities to support investigations into SEA and sexual harassment allegations. This commitment aims to address a perceived lack of confidence by those affected by sexual misconduct that the reported incident will be investigated quickly or competently. The Task Force received a briefing at its meeting in June 2018 on behalf of the Emergency Relief Coordinator, which confirmed that the challenges related to investigative capacity are experienced throughout the UN system and needed urgent coordinated action.
46. In this context, the Task Force and IASC are collaborating to convene a joint meeting of heads of investigatory bodies of all IASC members and the Task Force to examine challenges in investigating allegations of sexual harassment and sexual exploitation and abuse, identify progress made, address good practices and gaps, identify future solutions that can be taken by individual entities or collectively, explore how greater protection can be afforded to victims and witnesses through the investigative process, and further strengthen investigative capacities across the UN system and humanitarian sector. The joint meeting will take place in November 2018, jointly organised by the Task Force with the support of UN Representatives of Investigative Services and IASC members.
47. Members of the Task Force, in their meeting of 1 October 2018, noted that improving investigative capacity and processes, including improving the quality of investigation reports, was a top priority. They further noted the need for harmonisation of standard operating procedures for investigations across the UN system. The Task Force also raised the need to improve cooperation among UN system investigative services, and a pooling of resources to enable entities to call upon support and assistance from other entities' investigative services as needed.
48. The Task Force, at the suggestion of the UN Legal Counsel, supported a continued and broadened discussion about both the assessment of evidence in sexual harassment cases in light of evidentiary standards set by the applicable administrative tribunals and the gravity of resulting charges of misconduct that could be sustained based on such evidence.
49. In order to continue its focus on improving investigative capacity in the UN system's work on sexual harassment, the Task Force agreed to establish a Sub-working Group on Strengthening Investigative Capacity.

Action: HLCM to commit to continuing efforts to strengthen the investigative capacity of the UN system and improving the quality of investigation reports, including increased cooperation and pooling of resources among investigative.

E. Conclusions and recommendations

50. In the context of continuing to advance system-wide efforts to accelerate prevention and rapid and effective response to incidents of sexual harassment, with emphasis on victim-centred strategies, services and support, the HLCM is invited to approve the following measures and note further work of the Task Force, on behalf of the CEB:
- I. Adopt the UN System Model Policy on Sexual Harassment, and recommend a periodic review of its terms at least every three years.
 - II. Adopt the Expanded Guidelines on Sexual Harassment Screening Database to include pending allegations of sexual harassment, and encourage all UN system entities to opt-in and deploy the expanded provisions.
 - III. Adopt the draft Model Code of Conduct to Prevent Sexual Harassment During or in Relation to UN Events, and Implementation Guide, pending informal consultations with Member States leading to final adoption.
 - IV. Note the indicative data from the system-wide Questionnaire on improved reporting on sexual harassment in the UN system, and commit to systematic reporting.
 - V. Note the onward efforts to develop a framework of the various hotlines/helplines solutions, with reference to best practices, and encourage the development of joint mechanisms.
 - VI. Note and commit to continuing efforts to strengthen the investigative capacity of the UN system and improving the quality of investigation reports, including increased cooperation and pooling of resources among investigative services.