



**ACCORD submission to the  
Global Study on the Implementation of UNSCR 1325  
Strengthen gender mainstreaming in Africa's peace operations<sup>1</sup>**



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## **1.0 Introduction**

Since the year 2000, peacekeeping operations in conflict zones have undergone many doctrinal, management and implementation changes, especially in the area of gender.<sup>2</sup> The changing nature of conflict has placed numerous demands on peace operations, giving more emphasis to multidimensionality and the need to increase women participation as well as mainstream gender issues in a mission environment. Women peacekeepers have proven that they can perform the same roles, to the same standards and under the same difficult conditions, as their male counterparts. It is also important to note that useful opportunities to both elevate awareness and strengthen gender equality are currently developing. For example, there has been an increased commitment by the African Union (AU) reflected through several AU Peace and Security Council (PSC) open sessions on women, peace and security. On these open sessions, mainstreaming gender considerations into peace operations has been a priority for the PSC. Further, in 2012 the AU deployed its first gender officer to its peace operation mission, African Union Mission in Somalia (AMISOM), paving the way not only for strengthened gender mainstreaming in the mission, but also for mainstreaming gender considerations into future operations as well.

The UN likewise has undertaken several initiatives in the field of women peace and security. The commitment by the UN Security Council is exemplified through the resolutions like 1325, 1820, 1888, 1960, 1889, 2106, and 2122 which have supported gender mainstreaming in peacekeeping. Despite these gains, there are considerable challenges in mainstreaming gender considerations into UN and AU peace operations. Overall the UN system, the Security Council, the AU and all Member States must more consistently address women, peace and security issues across their work in order to meet their obligations. Thus, the following recommendations seek to strengthen gender mainstreaming in Africa's peace operations.

## **2.0 Summary of Recommendations**

### **2.1 Strengthen Capacity Development**

*2.1.1 Continuous, specialized and sustained training*

*2.1.2 Gender-sensitivity training resources*

*2.1.3 Constructive partnership with other actors on generating and developing capacities*

### **2.2 Increase financial support for implementation**

*2.2.1 Increase funding to the local actors implementing 1325*

*2.2.2 Establish formal funding mechanism to support implementation of resolutions on women, peace and security*

*2.2.3 Gender-Responsive Budgeting at the strategic and operational level*

### **2.3 Increase women's participation in peace operations and peace processes**

*2.3.1 Support efforts to increase the number of qualified women for peacekeeping*

*2.3.2 Support women's participation in political processes and decision making*

*2.3.3 Institutionalize gender issues in UN mediation efforts*

*2.3.4 Strengthen the gender components of the Quick Impact Projects (QUIPs)*

### **2.4 Strengthen protection of women in armed conflict**

*2.4.1 Enhance humanitarian support to female refugees and internally displaced persons (IDPs)*

*2.4.2 Support women's compensation and reparation*

*2.4.3 Support community infrastructure for protection of women*

*2.4.4 Strengthen the human rights monitoring section of the mission*

*2.4.5 Establishment of an oversight office for crimes against women in all peace operations*

*2.4.6 Enhance accountability and combating impunity on violence against women*

*2.4.7 Strengthen evidence gathering on sexual violence in the mission area*

*2.4.8 Strengthen survivor/victim recovery and justice processes*

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<sup>2</sup> UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/66/19)*, 11 September 2012, p. 5.

## **2.5 Information Dissemination**

*2.5.1 Increase advocacy and sensitization of 1325*

*2.5.2 Include gender experts and expertise in all levels and aspects of peace operations*

*2.5.3 Utilization of best practices and lessons learnt*

## **2.6 Strengthen monitoring and evaluation of implementation of women, peace and security agenda**

*2.6.1 Strengthening monitoring and evaluation on implementation of 1325*

*2.6.2 Increase coordination and reporting in continental and regional Mechanisms*

*2.6.3 Systematic follow up on the recommendations after the reviews*

## **2.7 Support policy processes for implementation of 1325**

*2.7.1 Support policy processes at regional and national level on women in peace operations*

*2.7.2 Support the role of women in post-conflict peacebuilding*

*2.7.3 Strengthen the gender perspective in demobilization, disarmament and reintegration (DDR) and security sector reform (SSR) programmes*

*2.7.4 Strong political leadership on the full implementation of resolution 1325 and its subsequent resolutions*

*2.7.5 Develop a gender policy on force generation*

*2.7.6 Establish a gender mentorship program*

## **2.0 Detailed Recommendations**

### **2.1 Strengthen Capacity Development**

**2.1.1 *Continuous, specialised and sustained training:*** The UN should consider the need for continuous training on issues of gender and women's rights under international humanitarian law and international human rights law. This is vital for the implementation of international legal frameworks for strengthening gender perspectives in Africa's peace operations. Due to the complex nature of current peace operations, there is an increasing need for the military, police and civilian personnel to be equipped with practical skills and contextual knowledge to interact with local women and men in the environment they operate in. Training thus helps to explain the basic gender concepts and how attitudes and behavior towards gender may impact one's own performance in support of the mission. Noting training as crucial step for properly targeted interventions, there is therefore a dire need to integrate practical training on women, peace and security issues, including the prevention of sexual and gender based violence, into police, civilian and military training, supplemented by mission-specific training for peacekeepers. They should explicitly incorporate information on the impact of armed conflict on women and girls, and on the roles and contributions of women and girls in conflict situations. These trainings should be sustainable and not just one - off events. They should therefore be incorporated as part of mission specific induction training and ongoing in-mission specialised training.

**2.1.2 *Gender-sensitivity training resources:*** The UN should encourage and support the availability of gender specific training resources to all personnel from contributing countries for the purposes of national pre-deployment preparation. It should also ensure that there is dedicated gender training expertise in the UN training departments for strengthened capacity at the strategic level and in the field mission training cells. Further, the UN should ensure that mission force commanders commit to training their troops using country-specific training modules, which emphasizes on the gender issues specific to the mission. This can be done by ensuring that the training resources include "Contextualised Mission Gender Packs" that could be made available to all troops in the entire deployment zone, specifically to strengthen the fight against sexual and gender based violence (SGBV) and provide key practical recommendations for peacekeepers.

**2.1.3 Constructive partnership with other actors on generating and developing capacities:** It is important to leverage the capacity of institutions outside of the UN system in order to take advantage of specialised skills that could not be readily available in a mission environment. These niche skills can be found in member states — in government, in civil society and in the private sector. It is therefore expedient that UN strengthen its external partnership with think tanks and social movements through to address gender issues in peace operations. UN peace operations also should improve opportunities for collaboration with women's groups at the local and regional levels to encourage and promote women participation in peace processes and state building. Political processes supported by UN peace operations should prioritise the development of dedicated dialogue platforms for the inclusion of women issues into peace processes as well as state building approaches. Specific attention should include identifying, supporting, and training women leaders in mission environments to boost their engagement in mediation at all levels.

## **2.2 Increase financial support for implementation**

**2.2.1 Increase funding to the local actors implementing 1325:** Inadequate funding and staffing for gender remains to be a problem in the planning and implementation of peace operation. To facilitate the effective integration of a gender strategy within peace operations there needs to be a genuine commitment to provide sufficient amount of funding to ensure meaningful implementation, monitoring and evaluation- with specific gender sensitive indicators- of efforts by all actors. In order to strengthen gender in African peace operations, funding support for regional women's organisations and for non-governmental organisations working to achieve gender equality is an important element that peace operations can explore for supporting women's empowerment and participation in protection strategies. These organisations often have detailed knowledge, rooted in local realities, of the social and cultural barriers to gender equality and promotion and protection of women's rights and can recognise and address the impact of gender inequalities at local, national and international levels<sup>3</sup>.

**2.2.2 Establish formal funding mechanism to support implementation of resolutions on women, peace and security:** Crucially, the UN working with other actors like the AU should establish a formal funding mechanism to support implementation of resolution 1325 and the six subsequent Security Council Resolutions including 1820, 1888, 1889, 1960, 2106 and 2122 in Africa. This mechanism should fall within the budgets of peacekeeping missions of the UN and regional organizations. More often the funding for the implementation of these resolutions are limited and adhoc.

**2.2.3 Gender-Responsive Budgeting at the strategic and operational level:** The UN should identify and dedicate sufficient and long-term resources from the regular budget for implementing activities and consultations and support for civil society on women, peace and security. This should also be the case in mission environment.

## **2.3 Increase women's participation in peace operations and peace processes**

**2.3.1 Support efforts to increase the number of qualified women for peacekeeping:** The dynamics of conflict calls for the need to have the required uniformed and civilian capabilities to meet operational demands for peacekeeping. Due to the impact of sexual and gender based violence in the mission environment, the UN should also support efforts by member states and other actors to increase the number of qualified women in the security forces as well as in civilian capacities. The UN can support this by deploying Gender Advisers and Women Protection Advisers, as well as broadening opportunities for women police and military deployment to peacekeeping missions and improving their conditions of service. This challenge is linked to national policy frameworks for the deployment of defence and security forces into peace operations. More attention should therefore be linked to, on the one hand, the revision of national policies inhibiting women participation and, on the other, the

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<sup>3</sup> FEMNET 2006

development of policies supporting women deployment in peace operations. This could also be complemented by targeted trainings at regional and national level of the Gender Advisers and Women Protection Advisers.

**2.3.2 Support women's participation in political processes and decision making:** Women's full and meaningful participation in building peace and security should be part of the UN's priorities in addressing gender issues in Africa. Implementation of the women, peace and security agenda at local, national and regional levels should be designed to increase coordination and mobilization of decision makers to ensure women's participation and a gender perspective are fully integrated into all pillars of institutional work of the actors involved. It should also be designed to engage civil society in the development and review of these implementation efforts. To increase the meaningful participation of women in peace operations, women need to be integrated into senior, decision-making and leadership posts. If only few women are being selected for higher-level positions in the UN and regional actors, then, in a spirit of transparency and accountability, the UN should examine the reasons why.

**2.3.3 Institutionalise gender issues in UN mediation efforts:** The UN should also commit to support the systematic considerations of gender issues during the elaboration of peace agreements. Noting that, the differential impact of conflict on women and girls calls for specific responses from the international community, gender issues therefore should be explicitly incorporated in peace agreements and accompanied by an implementation plan that should rely on the support from peace operations in Africa. Sexual violence should be included in the definition of acts prohibited by ceasefires and be monitored as part of ceasefire monitoring mechanisms. These concerns should also be reflected as specific provisions in peace agreements and mediation efforts related to security arrangements and transitional justice.

**2.3.4 Strengthen the gender components of the Quick impact projects (QUIPs):** The UN should encourage donors and work with other actors to fund income-generation projects and micro-credit schemes aimed at women in post-conflict countries where missions are deployed. The QUIPs implemented by these missions should also be gender sensitive and the mission should set aside funds for programmes that respond specifically to gender issues, protection of women, and specific to increasing women's participation in peace processes.

## **2.4 Strengthen protection of women in armed conflict**

**2.4.1 Enhance humanitarian support to female refugees and internally displaced persons (IDPs):** Noting that all categories of refugees and IDPs (women, children, aged, and men) suffer extremely from lack of basic needs like water, lack of health centres, hospitals, proper housing, community infrastructures, schools, food and harsh weather; the UN system should however devote more resources to the protection of women IDPs and refugees. This should be further supported by international partners in all peace operations environment. The UN should focus on strengthening the capacity of national authorities in ensuring protection for women and girls, including from conflict-related sexual violence.

**2.4.2 Support women's compensation and reparation:** the UN should ensure that humanitarian aid and funding provides for the full range of medical, legal, psychosocial and livelihood services to victims of rape, including access to services for safe termination of pregnancies resulting from rape, without discrimination and in accordance with international human rights and humanitarian law. The UN should also take steps to ensure that victims of gender-based and sexual violence and any other forms of violence during armed conflict have the right to reparations for damages incurred. To this end, it should also ensure that reparations awarded through judicial or administrative mechanisms are established and made available to victims of sexual violence in conflict. Multi-sectoral approaches to the provision of reparations should be strengthened as part of post-conflict transition initiatives and reparations programmes should receive consistent and sustainable funding.

**2.4.3 Support community infrastructure for protection of women:** In most conflict environment where local women protection activities exist, there are weak or no structure in place to facilitate the work that needs to be undertaken in protecting women. For example, there are hardly any structures available to deter or prevent violence against girls or women in the community. This negatively affects the protection of women and children in poor communities. The UN should emphasize its support to women in this regard. A key success inherent in peace and security issues is to utilize and engage community structures to support a particular goal. Most often, women at the grass root level do not have maximum benefit from the implementation of the peace and security agenda. In order to have impact on all women in a conflict society, increased local engagement should be emphasized in a peace operations environment. The UN should therefore support processes and coordination systems that ensure the inclusion of local authorities including indigenous and traditional women leaders in development, planning, implementation, monitoring and evaluation of strategies to guarantee ownership and inclusive participation.

**2.4.4 Strengthen the human rights monitoring section of the mission:** All UN peace operations should include a human rights monitoring component, with an explicit mandate and sufficient resources to investigate, document and report human rights violations against civilians and more particularly against women. To ensure complementarity and coordination of efforts on broader issues related to human rights, gender advisors, women's protection advisors, HIV/AIDS advisors, child protection advisors and independent human rights monitors at the field level should work closely with the missions' monitoring and reporting structures. The UN should provide for such platforms for engagement and collaboration. Further, engaging with civil society, including women's organizations and women's human rights defenders should be a priority in the implementation of the mission's thematic issues.

**2.4.5 Establishment of an oversight office for crimes against women in all peace operations:** The office will regularly monitor and report on compliance with the principles set forth in the UN Inter-Agency Standing Committee (IASC) Task Force on the Protection from Sexual Exploitation and Abuse in Humanitarian Crises. The presence of this office will also help in strengthening the codes of conduct for international and local humanitarian as well as for the peacekeeping personnel.

**2.4.6 Enhance accountability and combating impunity on violence against women:** There should be no exemptions for peacekeepers from prosecution by international tribunals, the International Criminal Court and national courts in the host country for any crimes committed, including those against women. All states maintaining peacekeeping forces are expected to take necessary measures to bring to justice their own nationals responsible for such crimes, as called for by the Security Council (S/RES/1400 (2002)). The UN should also ensure that the principle of no amnesty for perpetrators of grave human rights violations, including sexual violence crimes is adhered to by member states. The UN should therefore further ensure that the member states who do not take action on such misconduct are held accountable to the acts of their officers.

**2.4.7 Strengthen evidence gathering on sexual violence in the mission area:** A sound strategy must be based on reliable data. Member states should close the existing data and evidence gap by conducting or commissioning regional studies on gender equality in the armed forces. To facilitate improved data collection and analysis on the linkages between the widespread availability of illicit small arms and light weapons and conflict-related sexual violence, and put in place effective arms control measures at the national, regional and international levels.

**2.4.8 Strengthen survivor/victim recovery and justice processes:** In supporting extension of state authority, the UN should ensure that the security sector is accessible and responsive to all segments of the population, in particular to women and children.

## **2.5 Information Dissemination**

**2.5.1 Increase advocacy and sensitization of 1325:** Furthermore, messages touching on the value of UNSCR 1325 and subsequent Security Council Resolutions on Women, Peace and Security should be disseminated widely. In this light, the UN's peace operations should expand engagement with women at the grassroots level in conflict settings. These efforts should be conducted within a strategy that fosters their participation in peace processes and to promote solidarity among women for early action to prevent sexual violence and to facilitate the pursuit of justice.<sup>4</sup>

**2.5.2 Include gender experts and expertise in all levels and aspects of peace operations:** the UN should strengthen the gender analysis during mission planning, mandate development, implementation and mission drawdown. In addition to a general call to include a gender perspective in the work of the UN, a specific reference in all mandates is crucial for a more systematic inclusion of a gender perspective. The UN should therefore fully integrate the Women, Peace and Security agenda during preparations for the mission, in the Terms of Reference of the field missions, and throughout the mission itself by meeting with women directly affected by conflict in their settings. As missions drawdown and transfer authority to a UN country team (UNCT) is undertaken, the Security Council should ensure that both the Government, regional actors and UN entities continue efforts to support the full and equal participation of women in political, economic and social spheres. In order to ensure the WPS agenda is fully implemented at the field level, missions must have sufficient, senior, gender expertise and capacity. Gender expertise is a fundamental necessity and should not be considered optional within peacekeeping and political missions. The UN should also systematically reflect sexual violence in conflict in all relevant country resolutions and in authorizations and renewals of the mandates of peacekeeping and special political missions. Where possible, mandates should include national capacity-building in order to support the establishment of gender-sensitive institutions and legislation, mechanisms to enable women's participation, and foster women's civil society organizations at national and local levels.

**2.5.3 Utilization of best practices and lessons learnt:** The UN should further ensure that peacekeeping missions build on successful efforts to date and lessons learnt to facilitate increased participation of women in peace processes at all levels. The UN should put greater focus on building the capacity of, and supporting, elected women to ensure that an increase in their numbers leads to a genuinely strong political voice and positive change for women. This would mean that peacekeeping should build and strengthen linkages between women political leaders and women civil society organisations. Further, the national machinery for the advancement of women need to be better facilitated and strengthened, with best practices forming a basis for these efforts.

## **2.6 Strengthen monitoring and evaluation of implementation of women, peace and security agenda**

**2.6.1 Strengthening monitoring and evaluation on implementation of 1325:** The level of implementation of the national action plans (NAPs) for implementation of 1325 and its successes remain debatable. This is because the reviews and assessments done on 1325 have not been consistent. Every review has its own approach; the UN can therefore establish a standard mechanism for reviewing the work done on implementing 1325. The UN should establish strong, results-based monitoring and evaluation mechanisms that offer clear indicators and outline specific timeframes for all activities which are regularly reviewed. The NAPs developed by member states have some indicators to be used in the monitoring process, but they are mostly quite vague and generic. More frequent review of the progress, challenges and best practices on the implementation of 1325 should be undertaken. The reviews on women, peace and security should be done at shorter intervals by the UN, on a yearly basis to ensure the implementation of 1325 is on track. The member states measure their success differently using

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<sup>4</sup> Recommendation from the High Level Seminar on the Promotion of Women in Peace and Security in Africa (2010). Durban.

country specific indicators. However, this monitoring is inconsistent and adhoc, thus there is need for a more common approach to monitoring and evaluating the implementation of 1325 at the national and regional level. The UN can help in this regard by training member states on how to monitor and evaluate the progress of 1325. A process to include civil society and relevant actors in the design, implementation and monitoring and evaluation process is key. The UN should ensure that sex disaggregated data should reflect in the reporting and in the benchmarking of the global indicators on women, peace and security accompanied by an analysis of the data. The UN should consider putting in place an appropriate mechanism or procedure of the Security Council to systematically monitor commitments by parties in implementing 1325.

**2.6.2 Increase coordination and reporting in continental and regional Mechanisms:** There are numerous efforts and processes that support the implementation of 1325 in Africa and this should be coordinated to avoid duplication of efforts and maximise on the utilization of the resources to achieve greater impact. In order to ensure that gender considerations are meaningfully and effectively mainstreamed into peace operations, the UN should strengthen coordination efforts with the African Union Commission for reporting and information sharing on gender mainstreaming activities in peace operations. These reports should contain an analysis and barriers to implementation, not just general information and lists of activities. Reports should further include concrete recommendations on ways to improve implementation of the Women, Peace and Security agenda across the work of the missions. The UN should further support efforts by appropriate regional organisations to engage in dialogue with State and non-State parties to elicit commitments, including engagement, as appropriate, with the business community, diaspora, religious and traditional leaders or others who may exert influence on issues of women, peace and security.

**2.6.3 Systematic follow up on the recommendations after the reviews:** After this review, the UN should put in place mechanisms for following up on the recommendations on strengthening gender issues in peace operations. This follow up should be systematic and inclusive of all the relevant actors in the implementation of resolution 1325. The follow up process should be strengthened at the regional and national level.

## **2.7 Support policy processes for implementation of 1325**

**2.7.1 Support policy processes at regional and national level on women in peace operations:** The UN should increase women's representation in peace operations through the recruitment of police, military and civilian personnel.<sup>5</sup> The UN should support the troop- and police-contributing countries, to develop medium-term plans for meeting the global recruitment goal of increasing the number of women military and police personnel serving in peacekeeping operations in Africa. The UN should also lobby amongst member states for high-level government support for the design, implementation and review of the existing country specific progress on 1325. The UN should emphasize on the compliance with international human rights and humanitarian law standards for women and commitments to gender-sensitive laws, policies, practices and institutions. The UN should also encourage member states to review their recruitment policies and criteria for deployment to identify any inequalities or barriers to entry for women. The UN should also work with the member states in identifying areas of convergence in national criteria for recruitment to UN missions and the UN criteria for recruitment to missions. Further, the UN should support training and sensitization on sexual violence for police, prosecutors, judges and magistrates, including training of more women magistrates and lawyers. Due consideration should also be given to the prosecution for sexual violence crimes through transitional justice arrangements, as appropriate.

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<sup>5</sup> UN Women, Available from  
<[http://www.unwomen.org/~media/headquarters/media/publications/unifem/217\\_chapter05.pdf](http://www.unwomen.org/~media/headquarters/media/publications/unifem/217_chapter05.pdf)>



**2.7.2 Support the role of women in post-conflict peacebuilding:** At the field level, missions should regularly engage with civil society organizations in the development, implementation and review of mission activities. Therefore, missions must substantively engage with civil society organizations regularly and not limit consultations to one annual event. Women are often actively involved in informal peace processes, but are often largely absent from formal peace processes. The UN should ensure full involvement of women in negotiations of peace agreements at national and international levels, including through provision of training for women and women's organizations on formal peace processes. This role of women in post-conflict peacebuilding should be considered during the planning phase and implementation phase of the mission mandate. This cognizance should note the structural inequalities and their link to development policies and practices.

**2.7.3 Strengthen the gender perspective in demobilization, disarmament and reintegration (DDR) and security sector reform (SSR) programmes:** The UN should further ensure that donors and designers of DDR programs pay particular attention to the reintegration needs of former female combatant. The UN should support processes that seek to engender efforts to fight the proliferation of small arms and light weapons in a mission area. Further, due consideration should be given to the establishment of protection mechanisms for civilians, particularly women and children, in close proximity to cantonment sites.

**2.7.4 Strong political leadership on the full implementation of resolution 1325 and its subsequent resolutions:** High-level political leadership across the whole UN system should be visible and operational in responding to issues of women, peace and security. The leadership should be well resourced with expertise, adequate staff capacity and finances. The Security Council in concert with relevant Member States and UN entities should be actively and visibly engaged at the country and the global policy levels to implement all elements of the women, peace and security agenda. Greater efforts to ensure accountability must accompany greater leadership efforts by UN actors. The Security Council needs to challenge itself to overcome the political and implementation hurdles it faces on the WPS agenda, and on the entirety of its obligations on international peace and security. Briefings from senior UN officials, including special envoys and special representatives, must include analysis and recommendations on women's security concerns and engagement in key political processes and decision-making forums, women's access to services and protection, reflect on information in the reports, and fill gaps in information not provided in the reports, particularly on women's participation. In this regard, briefers should report explicitly on the implementation of the WPS components of the mandate – including successes, challenges, failures and plans for further implementation.

**2.7.5 Develop a gender policy on force generation:** this policy should include both military and police personnel for UN peacekeeping with sex specific measures to address the recruitment, retention, and advancement of female uniformed personnel in missions. This policy should then be domesticated by the member states. This will be supported by research on the recruitment and retention of women in national police and armed forces. The presence of a gender policy will assist in engendering the rapid deployment process that is often witnessed in most Africa's deployment. Once authorized, peace operations must be able to deploy rapidly without compromising on the quality and substantive contribution of all genders.

**2.7.6 Establish a gender mentorship program:** This will primarily target the Military, civilians and Police Advisory Committees at the UN, AU, REC and member state level. This could benefit from experiences of UN Police international network of female peacekeepers, a network which focuses on increasing the professionalism through training and sharing expertise on international policing and issues affecting women. This mentorship program will strengthen the understanding at the strategic level before, during and after deployment of the personnel.