



DPKO Policy Directive

[November 2006]

Gender Equality in UN Peacekeeping Operations

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POLICY DIRECTIVE ON Gender and Peacekeeping

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A. PURPOSE

1. This Policy Directive defines and describes requirements for ensuring the equal participation of women, men, girls and boys in all peacekeeping activities. It embraces gender mainstreaming as a strategy to advance the goal of gender equality in post-conflict societies.¹
 2. The policy applies existing United Nations system-wide mandates for advancing gender equality, to the specific context of post-conflict transitions, to which all peacekeeping personnel must adhere, with the goal of providing a more sustainable and democratic basis for the subsequent peace-building agenda.
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B. SCOPE

3. This policy is targeted to all categories of peacekeeping personnel, including civilian, police and military personnel. Implementation of the policy directive should be tailored to the specific mandate of different peacekeeping missions.²
4. Member States should be informed of this policy and support its implementation, including, but not limited to their responsibilities for budgetary oversight, contribution of troops and police officers, and in the development of National Action Plans for the Implementation of SCR 1325 (2000) on Women Peace and Security.

¹ Refer to section F for the terms and definitions.

² These primarily include traditional missions and multidimensional integrated missions.

C. RATIONALE

5. Peacekeeping personnel are mandated to safeguard the human rights of all those whom they are called upon to protect and, in so doing, to integrate gender perspectives into their work in compliance with the United Nations Charter, international human rights instruments and Security Council Resolution mandates, including resolution 1325 on women, peace and security.

6. As a critical actor at the early stages of a post-conflict recovery process, DPKO has a particular responsibility and an opportunity to influence the channeling of resources and the shaping of laws, institutions and processes to advance gender equality and the empowerment of women in countries hosting peacekeeping missions. This provides the basis for more sustainable outcomes, as has been confirmed through lessons and experiences to date.

D. POLICY

D.1. Principles

7. The following principles underlie DPKO's work for gender equality:

- i. The principle of inclusiveness, which requires that peacekeepers consult with both women and men in post-conflict countries in all decisions that affect them.
- ii. The principle of non-discrimination, which requires that peacekeeping personnel ensure support for policies and decisions that uphold the equal rights of women and girls, and ensures their protection from harmful traditional practices.
- iii. The principle of standard-setting, which requires that the staffing profile of DPKO and United Nations peacekeeping missions role model our institutional commitments to gender balance and the equal participation of women in decision-making.
- iv. The principle of efficiency in peacekeeping activities, which requires that all human resources capacity in post-conflict societies (women, men, boys and girls) are effectively harnessed to build and sustain the peace process.

D.2. Mandate Implementation and Operational Support

8. All peacekeeping personnel (civilian, police and military) shall ensure that their work in policy development, planning, implementation and monitoring of peacekeeping mission mandates, and all related and supporting activities acknowledges the equal rights of women and men and takes appropriate account of their different experiences, priorities and contributions during all stages of the transitional process.

9. Where mandated, peacekeeping personnel shall support specific actions to eliminate discriminatory laws, policies and practices that prevent women and girls from accessing and enjoying their full and equal rights in post-conflict societies.

10. Policy and operational plans for Headquarters and mission personnel shall elaborate and promote a set of minimum standards for ensuring effective integration of gender perspectives in all

areas of peacekeeping relevant to the specific mandate of the mission. Some or all of the following activities may form part of a mission's mandate:

Restoration of Stability and Order

i. **An effective security presence** that incorporates protection for women, including from gender-based violence; ensures that women are consulted in all information-gathering and priority-setting and decision-making processes; promotes a progressive increase in the number of uniformed female peacekeepers, including military observers and UN police officers; and ensures adherence to the highest standards of professional conduct and discipline.

ii. **Law enforcement** that facilitates full application of women's equality before the law and promotes the equal rights of women in all areas of law enforcement activities; supports measures to address sexual and other forms of gender-based violence; facilitates the development of gender-sensitive policies and training tools for restructured police services, and the increased recruitment of women to law enforcement agencies in post-conflict countries.

iii. **HIV/AIDS Programmes** that ensure that a gender perspective is reflected in the planning and implementation of awareness and peer education training, voluntary counseling and testing, and monitoring and evaluation processes; and ensure the integration of a gender perspective in all outreach activities, including a recognition of the particular risks of women and girls to HIV infection.

iv. **Extension of state authority** that builds the capacity of national administrators to analyse and respond to women's needs and interests, protects their rights, and consults with women regarding their public service needs; supports capacity-building of women's groups; and facilitates the development of gender policies as part of the reform of national military and police structures in peacekeeping host countries.

v. **Disarmament, Demobilisation and Reintegration** that addresses the specific needs of women, men, girls and boys in DDR processes, in accordance with the policies, guidelines and procedures outlined in the *Integrated Disarmament, Demobilisation and Reintegration Standards* (IDDRS); includes a recognition of the category of women associated with fighting forces; ensures sustainable reintegration support to male and female ex-combatants and their dependants; and promotes the recruitment of a critical mass of women ex-combatants to restructured security services.

vi. **Mine Action services** that seek to advance gender equality in all policy, strategic and operational planning, monitoring and evaluation activities; ensure the collection of sex-disaggregated data; and prioritize and deliver mine risk education, mine clearance, survey and tasking, victim assistance and advocacy efforts in accordance with the provisions of the *Gender Guidelines for Mine Action Programmes*.

Early Establishment of the Pre-conditions for Long-term Peace – the rule of law and democratic political institutions.

vii. **Constitutional processes** that support legal acknowledgment of the equal rights of women and girls and guarantee their civil, economic, political and social rights and freedoms.

viii. **Human rights protection and promotion mechanisms** that support the empowerment of civil society; the establishment of laws, policies, institutions and practices which safeguard the equal rights of women and girls, and facilitate the implementation of legally binding human rights treaties; incorporate an integrated approach to securing the economic, social and cultural rights

of those affected by conflict; and ensure remedies for past violations of women's and girls human rights.

ix. **Rule of law and reform of state security services** that support explicit recognition in law and practice of women's and girls' economic, social and cultural rights and protections; the amendment of laws which impede protection of women and girls' rights; the development of family law; the prevention of all forms of violence against women; the incorporation of mechanisms to ensure an end to impunity for all forms of gender-based violence; the creation of strong, unbiased and transparent judicial systems; the recruitment of a critical mass of women to the justice and security sectors; the promotion of gender sensitive reforms of Correctional Systems, including the provision of separate facilities for male and female prisoners, and the adoption of measures that respond to the specific needs of female prisoners, including pregnant and lactating mothers.

x. **Electoral processes** that ensure equal access and opportunities for women in registration and voting processes; ensure recruitment and appointment of women as elections officials; encourage capacity-building support to women candidates running for public office and those elected to office; facilitate the adoption of gender-sensitive electoral laws; and ensure partnerships with women's groups in community outreach activities.

xi. **Public administration and governance policies and institutions** that facilitate attention to the specific priorities of women and upholds their equal rights in the reconstruction and reform of national and local governance structures.

xii. **Trust Funds and Quick Impact Projects (QIPS)** that ensure application of gender analysis and attention to gender dimensions in all project selection, monitoring and evaluation processes, and that also ensure the targeting of specific projects to support women's empowerment.

xiii. **Procurement activities** that take gender considerations into account in the identification of vendors, guided by the principle of best value in accordance with FR 5.12.

xiv. **Promotion of national and regional dialogue** that is planned explicitly to include and actively encourage the full and equal participation of women and girls and that facilitates the participation of women in peace negotiations through formal and informal dialogue processes.

Partnerships and consensus-building

xv. **Internal partnership processes** that ensure the inclusion of gender expertise in all integrated planning teams, and ensure that all task forces and multi-functional teams consult with headquarters and/or mission Gender Advisors regarding the implications and potential of their work for advancing the issues reflected in this Policy Directive.

xvi. **UN System partnership strategies** that draw upon existing gender expertise within DPKO and peacekeeping missions and from system-wide partners (namely the Office of the Special Adviser for Gender Issues and the Advancement of Women (OSAGI), the United Nations Development Fund for Women (UNIFEM), the United Nations Development Programme (UNDP), the Office of the High Commissioner for Human Rights (OHCHR) and gender components in other sister agencies including the United Nations Children Fund (UNICEF) and the United Nations Population Fund (UNFPA), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and regional organizations), in the planning and implementation of Integrated mission concepts; and that ensure that the contributions of peacekeeping missions to the work of the United Nations Country Team advance coherent and harmonized action on each of the areas outlined in this Policy Directive under the leadership of the Head of Mission.

xvii. **External partnerships and consensus-building efforts** with member states, host governments, regional and international organizations, other peacekeeping or military structures and civil society that are based on the institutional commitment to promote gender equality and the empowerment of women.

D.3. Recruitment and retention of high quality personnel

11. **Collaboration and dialogue with TCC/PCCs** shall advocate for the adoption of gender-sensitive policies which support the increased recruitment and deployment of uniformed women to peacekeeping, as part of the overall commitment to ensure maximum operational effectiveness of peacekeeping operations in line with the commitments made by Member States in recent policy discussions with DPKO.³

12. **Civilian personnel recruitment, retention and promotion procedures** shall be planned to advance gender balance among DPKO headquarters and mission staff, including at senior management levels; shall adopt active steps to improve hiring procedures, including selection and interview processes; ensure the inclusion of language which underlines commitment to gender equality principles in all vacancy announcements; ensure the inclusion of qualified female candidates on all shortlists particularly for senior level appointments; and ensure dedicated resources to support outreach activities to identify women candidates for senior level positions.

13. **Retention of female personnel** shall be pursued through improved Human Resources Management Reforms, in accordance with the Secretary-General's Report on Human Resources Reform, so as to reduce the high staff turnover and to foster greater gender balance.

14. **Training and capacity building:** All induction and training activities for peacekeeping personnel (civilian, military and police), including training modules developed for different substantive areas, shall include appropriate gender components. Sessions on gender issues shall be delivered by trainers with relevant levels of expertise as part of ongoing capacity-development of peacekeeping personnel. All materials prepared for pre-deployment training for uniformed personnel, shall cover the role and rationale of work for gender equality and the empowerment of women in peacekeeping contexts and a review of this Policy Directive. Troop and Police Contributing Countries shall be encouraged and supported to employ local gender expertise for the delivery of such training.

D.4. Development of a policy and doctrinal environment that reflects UN system commitments to gender equality and the empowerment of women.

15. All headquarters and mission-based policy development, planning and analysis processes shall employ gender analysis and ensure the collection and use of data disaggregated by sex and age in all reporting procedures and at all levels of planning.

16. Gender equality considerations shall be included in all policy guidance development procedures, policy dialogue and policy guidance activities, in accordance with relevant guidelines and SOPs.

³ Report of Policy Dialogue convened by DPKO on *Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping* (March 2006)

D.5. Information sharing

- 17. **Disaggregated information:** All demographic and statistical data and information, including mission reporting, internal mission analysis, information presented in reports to the Security Council and information posted on the DPKO website, shall be disaggregated by sex and age in absolute and percentage terms wherever possible. Where joint reporting is undertaken with the host government or parties (for example in Joint Monitoring Commissions), UN personnel should seek to promote the use of sex-disaggregated data and information in reporting.

 - 18. **Reports of the Secretary General** to the Security Council shall reflect progress in promoting gender equality and the empowerment of women and especially the attainment of the standards set out in Section D. of this policy. These reports shall incorporate gender-specific information as appropriate in each thematic section, and also include a specific section on gender equality issues that addresses overall achievement.

 - 19. **Documentation and evaluation of peacekeeping practice**, including through such instruments as End of Assignment Reports, After-Action Reviews, Audit and Inspection Reports, and Lessons Learned Reports, shall incorporate an assessment of progress in the implementation of the standards and benchmarks outlined in this policy directive.

 - 20. **Information sharing mechanisms with UN system partners** shall be enhanced at the country level, to ensure that all partners engaged in joint or collaborative activities with peacekeeping missions are informed of progress relating to implementation of this directive.

 - 21. **Media and outreach activities** shall communicate the provisions of resolution 1325 and the standards outlined in this Policy Directive to the host populations as part of efforts to promote awareness of women’s rights and gender equality.
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D.6. Secure the Essential Resources

- 22. In the preparation of results-based budgeting processes, all divisions and units shall ensure that provisions are made for the allocation of adequate resources to facilitate implementation of the standards outlined in this policy directive and report on the impact of such investments.

 - 23. Gender components in peacekeeping missions shall be strengthened with the requisite human, financial and technical resources to enable them to guide the effective implementation of this Policy Directive.
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E. MONITORING AND COMPLIANCE

- 24. **The Senior Management Teams** at DPKO Headquarters and within missions shall review and monitor progress on the implementation of this Policy Directive, including through periodic meetings to be convened for this purpose.

 - 25. **Managers shall ensure accountability** by requiring peacekeeping personnel to include within their work plan objectives, specific actions and indicators to measure compliance with the standards outlined in this Policy Directive.
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26. **Regular reporting and briefings to the Security Council** by senior managers of DPKO and peacekeeping missions shall report on progress in the implementation of this Policy Directive as relevant.

7. **The DPKO Gender Advisory Team** comprising gender advisers at headquarters and in peacekeeping missions shall monitor and support overall implementation of this policy, and advise senior management on issues and trends that should inform periodic policy reviews.

F. TERMS AND DEFINITIONS

Gender: refers to the social attributes and opportunities associated with being male and female. These attributes, opportunities and relationships are socially constructed and are learned through socialization. They are context/ time-specific and changeable. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context. (adapted from OSAGI website)

Gender mainstreaming: “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.” *Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.*

Gender equality (Equality between women and men): refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women’s issue, but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development. (OSAGI website)

Gender-based Violence: “The term gender-based violence (GBV) is used to distinguish common violence from violence that is directed against individuals or groups of individuals on the basis of their gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men and boys and girls can be victims of gender-based violence, women and girls are the main victims”. (Declaration on the Elimination of Violence against Women, Convention on the Elimination of All Forms of Discrimination Against Women and CEDAW General Recommendation 19)

Gender Analysis: refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other.

Gender Impact Assessment: Gender Impact Assessment refers to the differential impact-intentional or unintentional- of various policy decisions on men and women, boys and girls. It enables policy-makers to picture the effects of a given policy more accurately and to compare and assess the current situation and trends with the expected results of the proposed policy.

G. REFERENCES

Normative or Superior References

International Covenant for Civil and Political Rights (ICCPR) 1966.

International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966.

Convention on the Elimination of all Forms of Discrimination Against Women, (CEDAW) 1979.

Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.

Security Council Resolution 1325 on Women, Peace and Security 2000.

Security Council Presidential Statement on Women, Peace and Security 2001 (S/PRST/2001/31), 2002 (S/PRST/2002/32), 2004 (S/PRST/2004/40) 2005 (S/PRST/2005/52), and (S/PRST/2006/42).

Security Council Resolutions 1379 (2001), 1460 (2003), 1539 (2004), and 1612 (2005) on Children and Armed Conflict.

Security Council Resolutions 1265 (1999), 1296 (2000), and 1674 (2006) on Protection of Civilians in Armed Conflict).

H. DATES

This policy will be applicable from *November 2006* and shall be reviewed no later than two years from the date of signature.

I. CONTACT.

Gender Adviser, DPKO, New York

Gender Advisers or Gender Focal Points in peacekeeping missions.

J. HISTORY

The Windhoek Declaration and Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (May 2000)

The present document supersedes and replaces the DPKO Under Secretary General's Policy Statement on Gender Mainstreaming March 2005

SIGNED:

DATE:

Annexure

Annex A

Basic Information and Key resources to consult

- DPKO Action Plan for implementation of SCR 1325
- Quarterly reports of gender advisers
- Relevant gender-related language and provisions in the Security Council mandate establishing the peacekeeping mission
- DPKO Guidance on Gender Mainstreaming in Peacekeeping Missions (forthcoming)
- Websites
 - DPKO: Gender and Peacekeeping Operations Web-page.
<http://www.un.org/Depts/dpko/gender/index.htm>
 - United Nations Womenwatch website: Feature Page on implementing SCR 1325 (2000) on Women Peace and Security
<http://www.un.org/womenwatch/feature/wps/index.html>
 - UNIFEM: Portal on Women Peace and Security <http://www.womenwarpeace.org/>
 - International Research and Training Institute for the Advancement of Women (INSTRAW): Security Sector Reform and listing of research and training centres on women peace and security <http://www.un-instraw.org/en/>
 - NGO Working Group on Women Peace and Security:
<http://www.peacewomen.org/un/ngo/wg.html>