

# Gender Resource Package for Peacekeeping Operations



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United Nations Department of Peacekeeping Operations

# Gender Resource Package for Peacekeeping Operations

Produced by:  
Peacekeeping Best Practices Unit  
Department of Peacekeeping Operations  
United Nations



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Indian peacekeeper in the INDBAT Sector Headquarters, Adigrat, Ethiopia. October 2001.

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Panjao girls carrying poster which reads: "Respected Women! Participate in voting. Your vote is important. Register for voting and take part in the reconstruction of Afghanistan." 2004.

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Female Sudan People's Liberation Army (SPLA) combatant in southern Sudan.

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UN soldier of the Kenyan battalion with a Croatian child in a predominantly Serbian village near Knin, Croatia. August 1992.

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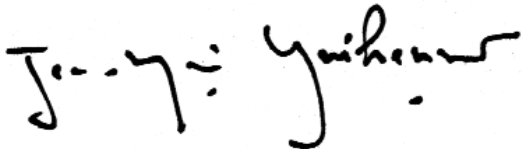
## Foreword

During and after armed conflict, the different interests, needs and priorities of women, men, girls and boys in a host country (i.e., the various gender issues) need to be understood and taken into account so that the entire population can benefit equally from peacekeeping efforts and so both men and women can participate in consolidating peace and rebuilding conflict-torn societies. As peacekeeping staff, it is important not only to understand what the gender issues are in your area of work, but also to take measures to promote gender equality - that is, equality in rights, responsibilities and opportunities for women and men and girls and boys.

This gender resource package offers concrete guidance on how to identify the various gender issues in peacekeeping and how to integrate, or mainstream, gender into all aspects of peacekeeping. This improves the effectiveness with which peacekeeping operations discharge their mandates and is, therefore, integral to their success.

The materials presented in this package are intended for use by all peacekeeping personnel - gender specialists and non-specialists alike - and cover all functional areas of peacekeeping. I urge my senior managers, in particular, to support their staff by offering them the opportunity to develop their skills, as well as the time and resources to integrate gender issues into the work of the Department of Peacekeeping Operations, both at Headquarters and in the field.

This gender resource package, which is also available on CD-ROM, is the outcome of a consultative process involving the participation of colleagues from peacekeeping operations and UN partners worldwide, as well as at Headquarters. Gender mainstreaming is, in many ways, still a new concept and we will, no doubt, learn many lessons as we move forward. For this reason, this is very much a work in progress, which will need to be periodically updated.



Jean-Marie Guéhenno  
Under-Secretary-General  
for Peacekeeping Operations  
July 2004

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*Peacekeeping operations:* Staff from United Nations peacekeeping operations in Afghanistan, Côte d'Ivoire, the Democratic Republic of the Congo, Eritrea/Ethiopia, Kosovo, Sierra Leone and Timor-Leste.

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*Other entities:* UN Inter-agency Task Force on Women, Peace and Security; and UN Inter-agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse.

Acknowledgement is also due to Ms. Sherrill Whittington, who produced materials for an earlier version of this gender resource package.

This gender resource package was coordinated and produced by Ms. Anna Shotton of the Peacekeeping Best Practices Unit of DPKO.

## Acronyms

ASG	Assistant Secretary-General
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CIVPOL	Civilian police
CRC	Convention on the Rights of the Child
DAW	Division for the Advancement of Women
DDR	Disarmament, demobilization and reintegration
DESA	Department of Economic and Social Affairs
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DPI	Department of Public Information
DSRSG	Deputy Special Representative of the Secretary-General
EAD	Electoral Assistance Division
EMB	Electoral Management Body
EPLF	Eritrean People's Liberation Front
FMLN	Faribundo Martí National Liberation Front
FSLN	Sandinista National Liberation Front
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
ILO	International Labour Organization
MLO	Military Liaison Officer
MONUC	UN Organization Mission in the Democratic Republic of the Congo
MOU	Memorandum of Understanding
MSA	Mission status allowance
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OHRM	Office for Human Resources Management
OSAGI	Office of the Special Adviser on Gender Issues and the Advancement of Women
OSCE	Organization for Security and Cooperation in Europe
QIPS	Quick-impact projects
SEAGA	Socio-Economic and Gender Analysis Programme
SGTM	Standardized Generic Training Module
SRSG	Special Representative of the Secretary-General
STM	Standardized Training Module



TCC	Troop Contributing Country
TES	Training and Evaluation Service
UDHR	Universal Declaration on Human Rights
UN	United Nations
UNAIDS	Joint UN Programme on HIV/AIDS
UNAMA	UN Mission of Assistance in Afghanistan
UNAMSIL	UN Mission in Sierra Leone
UNDP	UN Development Programme
UNFICYP	UN Peacekeeping Force in Cyprus
UNFPA	UN Population Fund
UNHCHR	UN High Commissioner for Human Rights
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNIFEM	UN Development Fund for Women
UNITAR	UN Institute for Training and Research
UNMAS	UN Mine Action Service
UNMEE	UN Mission in Ethiopia and Eritrea
UNMIK	UN Mission in Kosovo
UNMIL	UN Mission in Liberia
UNMISSET	UN Mission of Support in Timor-Leste
UNMO	United Nations Military Observer
UNSECOORD	Office of the UN Security Coordinator
USG	Under-Secretary-General
UNTAET	UN Transitional Administration in East Timor
UXO	Unexploded ordnance
VA	Vacancy Announcement
WFP	World Food Programme

## INTRODUCTION

### Background to Peacekeeping

United Nations peacekeeping is based on the principle that an impartial presence on the ground can ease tensions between hostile parties and create space for political negotiations.

Peacekeeping can help bridge the gap between the cessation of hostilities and a durable peace, but only if the parties to a conflict have the political will needed to reach the goal. Initially developed as a means of dealing with inter-state conflict, peacekeeping has increasingly been used in intra-state conflicts and civil wars, which are often characterized by multiple armed factions with differing political objectives and fractured lines of command.

These realities have led to an evolution in the structure of peacekeeping missions, particularly since the late 1980s. Many peacekeeping operations are still based on the “traditional” model of a military operation deployed in support of a political activity. These operations, which involve military tasks such as monitoring ceasefires and patrolling buffer zones between hostile parties, are carried out by UN peacekeepers who may or may not be armed; they are widely known as “blue helmets” or “blue berets,” terms derived from their distinctive headgear. Although past military observer missions also included non-military tasks, a growing number of UN peacekeeping operations have become far more “multidimensional” and can now include a broad range of components, including: child protection; civil administration; civil affairs; civilian police; corrections; disarmament, demobilization and reintegration; elections; gender; HIV/AIDS; human rights; humanitarian relief; justice; military; mine action; political affairs; public information; and reconstruction and recovery. Some of these operations do not have a military component but carry out their mandates alongside a regional or multinational peacekeeping force.

Depending on their mandate, multidimensional peacekeeping operations may be required to:

- Assist in implementing a comprehensive peace agreement;
- Monitor a ceasefire or cessation of hostilities to allow space for political negotiations and a peaceful settlement of disputes;
- Provide a secure environment that encourages a return to normal civilian life;
- Prevent the outbreak or spill-over of conflict across borders;
- Lead states or territories through a transition to stable government based on democratic principles, good governance and economic development; and
- Administer a territory for a transitional period, performing all the functions normally the responsibility of a government.

Although military personnel remain a vital component of most operations, civilians have taken on a growing number of responsibilities, which can include:

- Helping former opponents implement complex peace agreements by acting as liaison with a range of groups and individuals in political and civil society;
- Supporting the delivery of humanitarian assistance;
- Assisting with the disarmament, demobilization and reintegration of former combatants;
- Supervising and conducting elections;
- Strengthening the rule of law, including assistance with judicial reform and training of civilian police;
- Promoting respect for human rights and investigating alleged violations;
- Assisting with post-conflict recovery and rehabilitation; and
- Setting up a transitional administration as a territory moves towards independence.

These responsibilities offer great potential for integrating gender perspectives into peacekeeping operations. The UN Department of Peacekeeping Operations (DPKO) has expanded its in-house expertise on gender mainstreaming accordingly. As of April 2004, full-time gender advisers are operating at DPKO Headquarters, as well as in peacekeeping operations in Afghanistan, the Democratic Republic of the Congo, Kosovo, Liberia, Sierra Leone and Timor-Leste; gender advisers are also being appointed for the peacekeeping operation in Côte d'Ivoire.

### **Rationale for Taking Gender Issues into Account**

The expanded nature of multidimensional peacekeeping operations has greatly increased the likelihood that a mission will have a far-reaching impact on the lives of the host country's population. An understanding of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps peacekeeping personnel to better understand the context in which they are working.<sup>1</sup> This in turn assists peacekeeping staff in ensuring that the mission does not make matters worse for the local population or reinforce past discrimination. Furthermore, it should help missions redress social inequities in the host country that fall within the scope of their mandates, such as women's lack of access to decision-making processes or limited access to education. Having an in-depth understanding of the different needs, priorities and potentials of women and men, and girls and boys, in a particular country should ultimately lead to better-informed decisions and more effective implementation of the mission mandate.

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<sup>1</sup> More detailed information on how conflict affects the lives of women, men, girls and boys can be found in the Report of the Secretary-General on *Women, Peace and Security* (S/2002/1154), 16 October 2002 and *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf, UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York: UNIFEM, 2002 (see the Introduction).

## Purpose of the Gender Resource Package

This gender resource package is designed to explain the concept of “gender mainstreaming” to peacekeeping personnel at Headquarters and in missions. It is a reference guide that includes background information and highlights key gender issues in each functional area of peacekeeping operations. The package provides guidance on gender issues at the planning stage as well as after the establishment of a peacekeeping operation, and includes a number of practical tools such as a gender assessment checklist for planning and guides to implementation. The package is of greatest relevance to multidimensional peacekeeping operations, which have broad scope to integrate gender issues into mission policies and activities. Personnel working in more traditional peacekeeping operations with more restricted military mandates would use this package to acquire a general understanding of the issues, and might use specific chapters in their daily work.

## Target Audience of the Gender Resource Package

The gender resource package is intended for use by all peacekeeping personnel, i.e., civilian, civilian police and military staff of all grades, as well as both national and international personnel.

In addition, the package can serve as a resource for UN political missions and UN partners and non-governmental organizations (NGOs) working in conflict and post-conflict environments, as well as for donors, regional organizations, national governments and civil society.

The manner in which this package will be utilized will depend on the user. Gender experts in missions will use it primarily to:

- Plan, implement and monitor a gender mainstreaming programme; and
- Advise non-gender specialists on the gender issues relevant to the different functional areas of peacekeeping operations.

Policymakers and managers in missions and at DPKO Headquarters will use it primarily to:

- Understand the types of gender issues that should be integrated into the planning,<sup>2</sup> implementation and monitoring of mission activities;
- Facilitate their supervision of gender mainstreaming in mission planning, implementation and monitoring; and
- Understand how to coordinate their work with that of gender experts in their mission or at Headquarters as well as with relevant UN and external organizations.

Staff working in substantive areas and in support functions of peacekeeping operations, both at Headquarters and in missions, will use it primarily to:

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<sup>2</sup> In this chapter the term planning includes “planning” conducted both before and after the establishment of a mission.

- Understand the types of gender issues that need to be integrated into the planning, implementation and monitoring of activities in their functional areas; and
- Understand how to coordinate their work with that of gender experts in their mission or at Headquarters as well as with relevant UN and external organizations.

## Process

This gender resource package was developed through a consultative process with DPKO peacekeeping missions and DPKO Headquarters staff from a wide range of functional areas. In addition, its preparation involved close collaboration with UN entities that specialize in women's and gender issues, including the UN Development Fund for Women (UNIFEM) and the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), as well as with a number of other UN partners (see the acknowledgements for a full listing).

This package represents a work in progress. Chapters vary in scope and level of detail. The package will be updated and refined periodically, and users are invited to submit comments or additional information and materials to the DPKO Peacekeeping Best Practices Unit (PBPU) at the following e-mail address: [dpko-pbpuwebmaster@un.org](mailto:dpko-pbpuwebmaster@un.org)

An accompanying CD-ROM contains an electronic version of the entire package, as well as numerous additional resources relating to the various chapters. A full listing of CD-ROM resources can be found in annex 1. Both hard and electronic versions of the package are available in English and in French.

# *Chapter 1*

## Gender and Peacekeeping

## GENDER AND PEACEKEEPING

This chapter explores definitions of sex and gender, gender mainstreaming and gender balance and outlines roles and responsibilities involving gender mainstreaming in a peacekeeping mission. The chapter goes on to describe the impact of armed conflict and of peacekeeping operations on gender relations in host countries. Finally, it ends with an overview of key mandates on gender and peacekeeping, with a focus on Security Council Resolution 1325 (2000) on women, peace and security.

### Definitions of Sex and Gender<sup>1</sup>

To understand what “gender mainstreaming” means, it is necessary to understand the difference between the terms “gender” and “sex.” The conceptual distinction between them that was developed in the 1970s has been almost universally accepted, and therefore they should not be used interchangeably. The term “sex” refers to the biological differences between women and men (e.g., chromosomes, anatomy and hormonal states). For example, “men’s voices break at puberty, women’s do not” is a statement about the sexual differences between women and men.

The sex of a person is:

- Biologically defined;
- Determined by birth;
- Universal.

The term “gender” refers to the social differences and social relations between women and men. It therefore refers not to women or men, but to the relationship between them, and the way this is socially constructed. For example, “In Ancient Egypt men stayed at home and did weaving. Women handled family business. Women inherited property and men did not,” is a statement about the gender differences between women and men. A person’s gender is learned through socialization and is heavily influenced by the culture of the society concerned.

The gender of a person:

- Is socially constructed and therefore learned and can be changed;
- Differs and varies within and across cultures and over time;
- Results in different roles, responsibilities, opportunities, needs and constraints for women, men, girls and boys.

**Use of the word gender.** Not everyone uses the word “gender” in the same way, which can lead to confusion, particularly in multicultural settings. The word “gender” can also be difficult

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<sup>1</sup> Sources used include: *The Oxfam Gender Training Manual*, Oxfam, 1994; *Gender Approaches in Conflict and Post-conflict Situations*, UNDP, 2002; *Gender Planning and Development*, Moser, C. London: Routledge, 1993.

to translate. In some languages, it may be advisable to avoid the word and instead describe the concept in greater detail. For example, “gender equality” can be explained as “equality between women and men.” Throughout this resource package, the terms gender “issues,” “concerns,” “considerations,” “dimensions” and “perspectives” are used interchangeably.

**Gender roles.** The roles that women and men have in a particular society have less to do with their biological differences, and more to do with the “gender roles” ascribed to them. Gender roles vary according to socio-economic, political and cultural contexts, and are affected by other factors including race, class and ethnicity. Indeed, in many post-conflict societies, women tend to play a strong role in reproductive (e.g., domestic tasks), productive (e.g., household food production) and community management activities or roles (e.g., providing firewood for schools free of charge). However, women in such societies tend to play a lesser role in community-level political activities. Men also engage in productive activities (e.g., production of cash crops rather than food crops) in such societies but tend to spend more time in community-level political activities than women and play a lesser role in reproductive tasks.

These gender roles, as well as the subordinate position of women and girls in many areas of life, result in women and men and girls and boys having different experiences during conflict. For instance, young men and boys typically have the role of “protectors” of their communities. As such, they are most at risk of being recruited into militia groups and armies and of being injured and dying through combat. On the other hand, women and girls typically have the role of providers of everyday household needs, which can, for example, take them to remote locations in search of water and firewood. As a result, the main threat to the security of women and girls in conflict zones may be rape and sexual assault when carrying out household tasks rather than injury and death through combat.

The following UN statistics remain as true today as when they were formulated over a decade ago and illustrate the subordinate position of women and girls as compared to men and boys in many areas of life:

- Women earn one-tenth of the world’s income;
- Women constitute two-thirds of the world’s illiterates; and
- Women own less than one-hundredth of the world’s property.

As these statistics reveal, women and men face different *social conditions* (i.e., the material conditions they are confronted with due to poverty, heavy workloads, poor health care) and have different *social positions* (i.e., the social, political, economic and cultural position of women relative to men who are in the same group). The UN Charter states in article 1 that, “[p]urposes of the United Nations [include]...promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.” Therefore, within the confines of their mandates, striving to improve the social conditions and protect the rights of civilians is a guiding principle of all UN peacekeeping operations. In post-conflict countries, this typically means focusing on improving the social condition and position of women in order to achieve gender equality.



**Gender equality** is a goal to which governments and international organizations have committed themselves. It is enshrined in international instruments and documents, including the Charter of the United Nations.<sup>2</sup>

**Gender equality** means “[e]qual 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.”<sup>3</sup>

**Discrimination against women** “shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”<sup>4</sup>

## Gender Mainstreaming and Gender Balance

**Gender mainstreaming** refers to “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 the concerns and experiences of women and men an integral dimension of 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.”<sup>5</sup>

**Gender mainstreaming** is a strategy endorsed by the UN to achieve gender equality. The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action at the Fourth World Conference on Women held in Beijing in 1995. It was defined in the Agreed Conclusions of the Economic and Social Council of 17 September 1997. In simple terms, gender mainstreaming means ensuring that in all areas of its work the UN Department of Peacekeeping Operations (DPKO) takes into account the different experiences, needs and prior-

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<sup>2</sup> Article 1, and from article 8: “The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs.” - Charter of the United Nations.

<sup>3</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731) (see CD-ROM).

<sup>4</sup> Article 1, Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

<sup>5</sup> Agreed Conclusions of the Economic and Social Council, 1997/2.

ities of women, men, girls and boys. Mainstreaming covers a broad range of actions to achieve gender equality, but does not replace the need for targeted, women-specific policies and programmes and positive legislation nor does it do away with the need for gender units.<sup>6</sup>

**Gender balance in peacekeeping.** Given the goal set by the General Assembly, DPKO strives to achieve a gender balance (i.e., a 50-50 ratio of women to men) at all levels and in all cate-

**Gender balance** refers to the equal representation of women and men at all levels of employment. The General Assembly has set the goal of achieving a 50-50 representation between women and men in all professional posts, particularly in decision-making and senior positions.<sup>7</sup>

gories of civilian posts at Headquarters and in peacekeeping operations. However, as of September 2003, 33 per cent of professional civilian positions in UN peacekeeping operations were occupied by women. In the same month, roughly 4 per cent of civilian police positions and around 1.5 per cent of military personnel positions that UN Member States had contributed to DPKO peacekeeping missions were held by women. In all categories of personnel, the percentage of women decreases as the positions rise in the hierarchy (see chapters X, XV and XVIII for further information on civilian personnel, military personnel and civilian police, respectively).

## Roles and Responsibilities in Gender Mainstreaming

**A joint responsibility.** Gender mainstreaming is the responsibility of all DPKO Headquarters and peacekeeping mission staff - men and women alike. The DPKO gender adviser at Headquarters and gender units in missions can provide additional guidance and technical advice, but the responsibility for gender mainstreaming lies with each staff member, who is responsible for ensuring that the different needs and priorities of women and men, and girls and boys, are reflected in his/her work. In most functional areas of peacekeeping operations, the scope for gender mainstreaming is very broad.

**Success linked to senior-level commitment.** The Head of Mission and his/her senior management are instrumental to the success of mainstreaming gender into all areas of the mission's work. Similarly, at Headquarters, the Principals and their senior management also play a key role in determining the gender-related resources and institutional structures (e.g., adequately-resourced gender units) in peacekeeping missions. As stated in the study of the Secretary-

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<sup>6</sup> For further information on gender mainstreaming, see *Gender Mainstreaming: An Overview*, UN OSAGI, 2002 (see CD-ROM).

<sup>7</sup> Resolution Adopted by the General Assembly on *Improvement of the Status of Women in the United Nations System*, 30 January 2003 (A/RES/57/180), operative paragraph 3. Note that the terms "gender distribution" and "gender balance" are used interchangeably in UN documents. This working definition on gender balance was provided by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI).

General on *Women, peace and security*:

“...[m]issions that have made progress in promoting gender equality and women’s rights have had the support of the highest levels of authority within the mission. The Head of Mission has the responsibility to promote and facilitate attention to gender perspectives in all areas of work and demand accountability from managers and staff from all levels. A clear commitment to the promotion of gender equality in the entire mission is required from the inception of its mandate to its end. This commitment must be translated into concrete actions in all areas of the mission and should be the responsibility of all staff in the mission, particularly senior managers.”<sup>8</sup>

The Secretary-General reaffirmed in 2002 that “[g]ender advisers and gender units are resources to support the top management of the Department of Peacekeeping Operations in carrying out their leadership role in gender mainstreaming.”<sup>9</sup>

What follows are examples of roles and responsibilities of *Heads of Mission* and *senior management* with regard to mainstreaming gender into planning for peacekeeping operations and implementing their mandate.

**Planning.** Senior management at Headquarters and the Head of Mission (where appropriate) can ensure that the DPKO gender adviser participates at all stages of the planning process for new missions or mission expansion, and that gender expertise is part of inter-agency, fact-finding assessment missions. Furthermore, they can ensure that the concept of operation includes a strategy for mainstreaming gender and a provision for a gender unit/gender adviser, as appropriate. The strategy and resources required for the gender unit should be adequately reflected in the results-based budget of the mission. Further information on integrating gender into the planning process is available in chapter IV and annexes 3 and 4.

**Mandate implementation.** On arrival in the mission, the Head of Mission can ensure that the baseline assessment of the host country includes an analysis of key gender issues, and that the mission has a plan for addressing priority gender issues in line with the mission’s mandate.

The Head of Mission can also ensure, for instance, that:

- The gender adviser is included in senior-level management meetings, to ensure that advice on gender issues covers all areas of mission work;
- The mission has a strategy for gender mainstreaming in all areas of its mandate, and that this is periodically reviewed in consultation with senior management and the Head of Mission (see chapter III, “Programming for Gender Mainstreaming” regarding implementation plans for Security Council Resolution 1325 (2000) on women, peace and security); and
- Key gender issues are brought up in discussions with external partners such as gov-

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<sup>8</sup> Secretary-General’s study on *Women, peace and security*, UN, 2002, para. 236 (see CD-ROM).

<sup>9</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 18) (see CD-ROM).

ernment officials, civil society representatives and other United Nations entities and donors.

What follows are the roles and responsibilities with regard to gender mainstreaming of *gender units*, *substantive area experts* and focal points for women in peacekeeping missions.

**Gender units.** In a statement to the General Assembly in 2002, the Secretary-General emphasized that “assigning staff as focal points on a part-time and ad hoc basis is clearly inadequate to deal with gender mainstreaming in peacekeeping activities...in missions.”<sup>10</sup> The Under-Secretary-General for Peacekeeping Operations subsequently reiterated the Department’s commitment to full-time gender expertise in all multidimensional peacekeeping operations in his presentation to the Security Council in October 2003 (see presentation of 29 October 2003 on CD-ROM). The role of gender advisers in gender units is “to promote, facilitate, support and monitor the incorporation of gender perspectives in peacekeeping operations.”<sup>11</sup> In other words, gender advisers work as catalysts for gender mainstreaming in missions, and provide essential technical advice on how to do so and on how involve other UN partners as required. More detailed guidance on the role of gender advisers in gender units is provided in chapter III, “Programming for Gender Mainstreaming.”

**Substantive area experts.** With regard to gender mainstreaming, the primary specific roles and responsibilities of managers and staff in peacekeeping missions, whether military, civilian police or civilian, are to ensure that gender issues are integrated into the planning, implementation and monitoring of mission activities. This entails undertaking measures such as:

- *Situation analysis.* Gaining an in-depth understanding of gender issues in one’s field of expertise (e.g., through collecting data disaggregated by sex, etc.);
- *Programme planning and design.* Through consulting with gender experts such as the mission’s gender unit, specialist UN entities working on gender issues such as the UN Development Fund for Women (UNIFEM), the UN Children’s Fund (UNICEF) and the UN Population Fund (UNFPA) and women’s organizations where relevant;
- *Monitoring.* Periodically reviewing indicators of achievement on gender mainstreaming, in consultation with gender experts in the mission and other UN entities as appropriate;
- *Implementation.* Integrating gender dimensions into all activities undertaken, including training and reporting;
- *Coordination.* With other United Nations entities and women’s organizations, as appropriate, on gender issues; and

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<sup>10</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 43) (see CD-ROM); see also *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002, chapter 5 (see CD-ROM).

<sup>11</sup> Secretary-General’s study on *Women, peace and security*, UN, 2002, para. 238 (see CD-ROM).

- *Networking.* With specialist UN entities working on gender issues as well as with local women's organizations.

**Focal Points for Women.** A network of focal points for women was established in DPKO Headquarters and field missions in late 2000, to assist the Department in achieving the UN goal of gender balance at all post levels. Further information on the role of focal points for women in gender mainstreaming activities can be found in chapter III, "Programming for Gender Mainstreaming."

## The Impact of Armed Conflict<sup>12</sup>

**Impact linked to gender roles.** During armed conflict, civilian women and girls, like men and boys, die, are forcibly displaced, are injured by landmines and other weapons and lose their livelihoods. However, there are important differences in the experiences of women and girls. During conflict, pre-existing social inequalities are magnified, making women and girls more vulnerable to certain forms of violence. These range from sexual violence and exploitation, including rape and sexual slavery, to enforced prostitution and trafficking. The use of sexual violence as a strategy and tactic of war is increasingly being documented for women and girls, and is also gradually being recognized for men and boys. Such acts of violence tend to have a political and symbolic significance and often are endorsed at the highest levels of leadership.

**Sources of vulnerability for women and girls.** Besides its obvious psychological impact, sexual violence against women and girls during conflict has important health and social ramifications. It places women and girls at a higher risk of contracting sexually transmitted diseases including HIV/AIDS. Their difficulties can be compounded by the unequal power relations they face in many societies. In addition, the loss of male family members through participation in armed forces, displacement, detention or disappearance can increase the economic vulnerability of women and girls and, once again, increase their risk of being forced into exploitative relationships.

During conflict, women and girls typically are forced to take on additional responsibilities to meet the daily subsistence needs of their households, often without the necessary resources or social support. The measures that they take to cope with these additional responsibilities may not always be beneficial to themselves and their households. For instance, where a household loses the labour of its men and boys who have been recruited into armed forces, women may cope by switching to providing the household with cheaper, less nutritious, bulkier foods, working longer hours and taking children, especially girls, out of school. The increased economic vulnerability of women and children also places them at greater risk of exploitation by organized criminal groups that may be involved in prostitution rackets or trafficking drugs and humans.

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<sup>12</sup> Secretary-General's study on *Women, peace and security*, UN, 2002, chapter II (see CD-ROM); and *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York: UNIFEM, 2002, chapters 1-4 (see CD-ROM).

Armed conflict also changes social structures and relationships. The number of households headed by women and children typically increases during conflict. Girls heading households face increased marginalization owing to their low status as female adolescents and their lack of protection. In households in difficult financial straits, they may be forced into early marriage as a coping strategy. Lastly, women and girls may join armed groups out of poverty, by force or willingly. Usually, they provide support services to combatants such as domestic services, but sometimes they are used as sexual slaves.

**Women and girls as active agents and participants in conflict.** Women and girls are not only victims in armed conflict; they may also become active agents. In many conflict and post-conflict situations they have been instrumental in promoting peace. Their involvement in a number of countries has drawn upon their moral authority as mothers, wives and daughters to call for an end to conflict. However, women continue to be largely absent from formal peace processes. Instead, they tend to play more prominent roles in informal activities that support formal peace processes (e.g., peace marches and advocacy campaigns). Further information on the role of women in peace processes (e.g., negotiations, transitional institutions) can be found in chapter XIII, “Gender and Political and Civil Affairs.” In some instances, commitment to the political, religious or economic goals expressed by one side or another in the conflict motivates some women to become armed combatants or collude in acts of violence.

## The Impact of Peacekeeping Operations on Gender Relations in Host Countries

**Positive impact on gender equality.** By maintaining peace and through reconstruction, peacekeeping operations are by their very nature intended to bring about positive change for women, men, girls and boys alike in the host country. The extent to which a mission can counter discrimination against women and girls will depend on a range of factors such as the mandate of the mission concerned, and the degree of commitment by the Head of Mission and relevant senior managers at headquarters to gender mainstreaming, including the adequacy of resources provided for a gender unit. In peacekeeping operations, a mission has the potential to provide women with opportunities to express their needs and priorities and increase their participation in both peace processes and the implementation of peace agreements.

Peacekeeping operations are also an important economic force in many host countries. This gives them the power to exercise a positive impact on women’s employment opportunities and income-generating potential by providing a source of employment for the local population<sup>13</sup> as well as forming a large segment of the market for private sector services such as telecommunications, the hotel and restaurant business, and the housing market.

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<sup>13</sup> *Mainstreaming a Gender Perspective In Multidimensional Peace Operations*, UN DPKO. New York: United Nations, July 2000 (see CD-ROM).

**Negative impact on gender equality.**<sup>14</sup> Nevertheless, peacekeeping missions have also been linked to distortions in local economies by inflating rents for housing, for instance.

Peacekeeping missions also bring with them the risks of increased prostitution in response to demand from peacekeeping personnel, trafficking in women and girls, the spread of HIV/AIDS, as well as sexual abuse and exploitation of local populations, including minors. The economic and social impact of peacekeeping operations on host countries remains an under-researched topic, worthy of further attention. At present, evidence of the negative impact of peacekeeping operations has been documented by, amongst others, UNIFEM,<sup>15</sup> human rights organizations, international NGOs and the media. The Secretary-General has frequently reiterated his policy of zero tolerance for acts of sexual exploitation and abuse committed by personnel employed by or affiliated with the United Nations,<sup>16</sup> and in 2003 promulgated a Bulletin detailing “Special Measures for Protection from Sexual Exploitation and Sexual Abuse.”<sup>17</sup> Further information on forms of misconduct by peacekeepers such as sexual exploitation and sexual abuse of local populations as well as recent measures taken by DPKO to address this issue can be found in chapter VII, “Gender and Codes of Conduct.”

### Mandates on Gender and Peacekeeping<sup>18</sup>

**On 31 October 2000**, the Security Council adopted Resolution 1325 (2000) on women, peace and security (see chapter II).

In Resolution 1325 (2000), the Security Council recommends that gender perspectives become integral to all United Nations conflict prevention and peace-building, peacekeeping, rehabilitation and reconstruction efforts. The Resolution stresses the importance of ensuring the protection of women’s rights and the full involvement of women in all aspects of promoting and maintaining peace and security, with a strengthened role in decision-making. It recommends specialized training for peacekeepers on the protection, special needs and human rights of women and children, and urges greater representation of women at all levels in peacekeeping operations. It also notes the need to consolidate data on the impact of armed conflict on women and girls, and requests the Secretary-General to include in his reporting to the Security Council, where appropriate, progress on gender mainstreaming in peacekeeping missions and all other aspects relating to women and girls.

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<sup>14</sup> For further information on this topic, see the Secretary-General’s study on *Women, peace and security*, UN, 2002, para. 267-272 (see CD-ROM); and *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002, chapter 5 (see CD-ROM).

<sup>15</sup> See *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002, chapter 5 (see CD-ROM).

<sup>16</sup> The Secretary-General has noted that such conduct “violates everything the United Nations stands for. Men, women and children displaced by conflict... look to the United Nations and its humanitarian partners for shelter and protection. Anyone employed by or affiliated with the United Nations who breaks that sacred trust must be held accountable and, when the circumstances so warrant, prosecuted.” (A/57/465, para. 3) (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>17</sup> ST/SGB/2003/13 (see CD-ROM resources for chapter VII, “Gender and Codes of Conduct”).

<sup>18</sup> Secretary-General’s study *Women, Peace and Security*, UN, 2002 (see CD-ROM).

The Resolution includes paragraphs addressed to Member States, the Secretary-General of the UN, “all actors involved,” as well as to “all parties to armed conflict” and planners. Peacekeeping operations have an obligation to implement Resolution 1325 (2000) and to report thereon. This gender resource package is also intended as a practical tool to assist all personnel at DPKO Headquarters and in peacekeeping operations in implementing and reporting on Resolution 1325 (2000).

**Prior to 2000.** Security Council Resolution 1325 (2000) is a landmark in the recognition of the contribution of women to the maintenance and promotion of peace and security and their specific needs and concerns in armed conflict and its aftermath, as well as the responsibilities of the international community to provide effective responses.<sup>19</sup> However, a narrower focus on the impact of armed conflict on women and children has long been on the United Nations’ agenda. The issue gained increasing recognition between the 1960s and 1980s. The Nairobi Forward-looking Strategies for the Advancement of Women that were adopted at the UN World Conference (Nairobi, 15-16 July 1985) - tasked with examining and evaluating the results of the United Nations Decade for Women - directly addressed peace and security issues. During the 1990s, the 1993 United Nations World Conference on Human Rights held at Vienna recognized violence against women during armed conflict as a violation of human rights. The Fourth World Conference on Women, held in Beijing in 1995, went on to identify women and armed conflict as one of twelve critical areas of concern to be addressed by Member States, the international community and civil society. Resolution 1325 (2000) also builds on a series of Security Council resolutions on children and armed conflict, the protection of civilians in armed conflict and the prevention of armed conflict.<sup>20</sup>

### **January to September 2000.**

- The statement of the Security Council President on International Women’s Day on **8 March 2000**, recognized the link between peace and gender equality and the crucial role that the full participation of women in peace operations plays in establishing sustainable peace.
- In **May 2000**, DPKO, in coordination with the UN Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), organized a seminar on *Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations*, hosted by the Government of Namibia in Windhoek (see CD-ROM). The ensuing “Namibia Plan of Action” urged the Secretary-General to ensure that appropriate follow-up measures would be taken to implement the plan, in consultation with Member

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<sup>19</sup> See *Report of the Secretary-General on women, peace and security*, 16 October 2002 (S/2002/1154, para. 3) for full text.

<sup>20</sup> Security Council Resolutions 1261 (1999), 1265 (1999), 1296 (2000) and 1314 (2000), Presidential Statement S/PRST/2000/7.



States, and that periodic progress reviews would be undertaken. With the support of the Namibian Government and key UN and NGO actors, this document formed the basis of a resolution adopted by the Security Council in October 2000.

- In **June 2000**, a “Beijing-plus-five review” entitled *Women 2000: Gender equality, development and peace for the twenty-first century*<sup>21</sup> was held during the twenty-third special session of the General Assembly. At this session, Member States reaffirmed their commitments made in the Beijing Declaration and Platform for Action. The outcome document called for the full participation of women at all levels of decision-making in peace processes, peacekeeping and peace-building. It also addressed the need to increase the protection of girls in armed conflict, especially the prohibition of their forced recruitment.

### **First and second anniversaries of Resolution 1325 (2000).**

- Following the adoption of Resolution 1325 in 2000, the Security Council again discussed women’s role in peace processes in **October 2001**, and adopted a Presidential Statement.
- In **March 2002**, the Special Committee on Peacekeeping Operations reaffirmed that DPKO should ensure that gender equality issues are properly addressed in all operations, both in the field and at Headquarters, and that the United Nations Secretariat should provide proper support and adequate resources for the work of gender advisers in the field.<sup>22</sup>
- On **25 July 2002**, the Security Council held an open session on women, peace and security.
- For the **second anniversary of Resolution 1325 (2000)**, the Secretary-General submitted a report to the Security Council on the “Women, Peace and Security”<sup>23</sup> study that outlines the impact of conflict on women and girls and their role in conflict, peace processes, peacekeeping operations, humanitarian operations, reconstruction and rehabilitation, as well as in disarmament, demobilization and reintegration (see CD-ROM). In 2002, the UN also published the UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building entitled *Women, War, Peace* (see CD-ROM). Both studies provide a number of recommendations charting the way forward in implementing Resolution 1325 (2000).
- Towards the end of the year, the Presidential Statement<sup>24</sup> on **31 December 2002** reaffirmed the importance of various measures to mainstream a gender perspective into peacekeeping operations and the work of the Security Council.

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<sup>21</sup> General Assembly Resolutions S-23/2, annex and S-23/3, annex.

<sup>22</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 9).

<sup>23</sup> *Report of the Secretary-General on women, peace and security*, 16 October 2002 (S/2002/1154).

<sup>24</sup> Presidential Statement on Women, Peace and Security (S/PRST/2002/32) (see CD-ROM).

**Third anniversary of Resolution 1325 (2000) and beyond.** In a presentation to an open meeting of the Security Council on 29 October 2003 for the third anniversary of Security Council Resolution 1325 (2000), the Under-Secretary-General for Peacekeeping Operations, Mr. Jean-Marie Guéhenno, reaffirmed DPKO's commitment to gender mainstreaming in peacekeeping operations whilst acknowledging that the organization had a long way to go (see presentation of 29 October 2003 on CD-ROM). A letter from the Security Council President to the Secretary-General on 31 October 2003 echoed the view of many speakers that "much more needs to be done before it can be said that a gender perspective has been incorporated into all United Nations work and that the Resolution has been fully implemented." In addition, the Security Council President noted that "[s]peakers also appreciated the importance of the role that full-time gender advisers in the field play in making real progress on gender mainstreaming. Several speakers also called for gender advisers to be assigned to all peacekeeping missions."<sup>25</sup> For the fourth anniversary of Resolution 1325 (2000), the Secretary-General is expected to produce a 2004 report on women, peace and security, outlining measures taken to-date to implement the Resolution, as well as gaps in implementation and recommendations for future action.

### Additional Resources

Information on gender mainstreaming and key documents relating to women, peace and security can be found on the web site of the UN Office of the Special Adviser on Gender Issues and Advancement of Women which is available at:

<http://www.un.org/womenwatch/osagi/index.html>

UNIFEM's *Women, War, Peace Web Portal* provides gender profiles of countries in conflict, and briefs on gender issues in peacekeeping functions, and is available at:

<http://www.womenwarpeace.org>

The Women's International League for Peace and Freedom (WILPF) monitors the implementation of UN Security Council Resolution 1325 (2000) and provides news on gender issues in countries in conflict, and is available at: <http://www.peacewomen.org/WPS/Index.html>

*Gender Approaches in Conflict and Post-conflict Situations* from UNDP (2002) includes information on basic gender concepts, policy approaches on gender mainstreaming, relevant international instruments, and guidance on how to integrate gender into the project cycle, and is available at: <http://www.undp.org/erd/ref/gendermanualfinal.pdf>

BRIDGE, a specialized gender and development information service that offers free access to a number of informative papers relevant to gender and peacekeeping, is available at:

<http://www.ids.ac.uk/bridge/index.html>

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<sup>25</sup> Letter from the Security Council President to the Secretary-General of 31 October 2003 (S/2003/1055) (see CD-ROM).

# *Chapter 2*

Security Council Resolution  
1325 (2000)

## Security Council Resolution 1325 (2000)

**Adopted by the Security Council at its 4213th meeting, on 31 October 2000**

*The Security Council,*

*Recalling* its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and recalling also the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

*Recalling also* the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

*Bearing in mind* the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

*Expressing* concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

*Reaffirming* the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

*Reaffirming also* the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

*Emphasizing* the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

*Recognizing* the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

*Recognizing also* the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

*Recognizing* that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the

peace process can significantly contribute to the maintenance and promotion of international peace and security,

*Noting* the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. *Requests* the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;
8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:
  - (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
  - (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;

- (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;

9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible from amnesty provisions;

12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;

16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and *further invites* him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. *Decides* to remain actively seized of the matter.

# *Chapter 3*

## Programming for Gender Mainstreaming

## PROGRAMMING FOR GENDER MAINSTREAMING

### Background

The *Report of the Secretary-General on women, peace and security*<sup>1</sup> in 2002 cited the lack of gender expertise in field missions as an important constraint to the UN Department of Peacekeeping Operations' (DPKO) gender-mainstreaming efforts, and noted that the presence of a gender advisory capacity had led to significant achievements at the field level. DPKO currently has a number of gender units located in multidimensional peacekeeping operations with civilian components that function in a gender advisory capacity.<sup>2</sup>

### Approach

In multidimensional peacekeeping operations, DPKO has a twofold responsibility for gender mainstreaming: “(a) incorporating gender perspectives into its own work in all phases of peacekeeping operations; and (b) assisting the efforts of the affected population in post-conflict situations to incorporate gender perspectives into work on reconstructing administrative structures, institution-building, combating organized crime, enforcing the rule of law and implementing other post-conflict activities, including nation-building.”<sup>3</sup> The extent of the second prong of DPKO's gender mainstreaming responsibilities will depend on the nature of the peacekeeping operation's mandate.

### Gender Units in Peacekeeping Operations

Overall responsibility for mainstreaming gender into peacekeeping operations lies with the senior management of such operations, and ultimately with the Head of Mission. However, gender units staffed with gender advisers are key resources to support top management in peacekeeping operations to carry out their leadership role in gender mainstreaming. The role of such gender units is, therefore, “to promote, facilitate, support and monitor the incorporation of gender perspectives in peacekeeping operations.”<sup>4</sup> The mission's concept of operation will determine where the gender unit is located in the mission structure. Further information on the suggested location and composition of a gender unit can be found in chapter IV, “Gender and Planning for

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<sup>1</sup> *Report of the Secretary-General on women, peace and security*, 16 October 2002 (S/2002/1154) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>2</sup> In April 2004, the following multidimensional peacekeeping operations had a gender advisory capacity: UNAMA in Afghanistan, UNAMSIL in Sierra Leone, MONUC in the Democratic Republic of Congo, UNMIK in Kosovo, UNMIL in Liberia and UNMISSET in Timor-Leste.

<sup>3</sup> Secretary-General's report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 52) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>4</sup> Secretary-General's study on *Women, peace and security*, UN, 2002, para. 238 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).



Peacekeeping Operations”. When hiring for a gender unit, due consideration should be given to gender balance and to encouraging men’s participation in promoting gender equality.<sup>5</sup> Model Terms of Reference for a senior gender adviser of a gender unit can be found in annex 2.

## Establishing a Baseline Picture

**Prior to establishing a peacekeeping operation.** During the planning process for new or expanding peacekeeping operations, gender expertise is required on inter-agency assessment missions to assist in capturing information and producing recommendations on gender issues relevant to the mandate envisaged (see chapter IV, “Gender and Planning for Peacekeeping Operations” and annexes 3 and 4 for additional information on gender issues in planning). The reports produced as a result of such assessment missions provide an initial baseline situation analysis of the host country. However, to build up a more detailed picture of gender issues, these reports would typically have to be updated and complemented by more in-depth research and analysis on arrival in the mission area.

**During mandate implementation.** Before developing a programme to mainstream gender issues in the mission’s policies, programmes and activities, it is necessary to understand the situation in the host country and to identify areas of possible intervention that are in line with the mission mandate and where limited resources can have the maximum effect. The aim is to produce a baseline picture or situation analysis of the host country from a gender perspective that is more detailed than the one initially produced as a result of a pre-mandate assessment mission. This is done through gender analysis, and is best carried out in a participatory manner.

Gender analysis means looking at the different roles and activities that women, men, girls and boys have in a particular society and the social relationships between them. It means asking “who does what?” “who makes decisions?” “who derives the benefits?” “who uses resources such as land or credit?” “who controls these resources?” and “what other factors influence relationships?” (such as laws about property rights and inheritance). Examining these aspects of a society reveals the differences in the experiences of women, men, girls and boys and the differences in their needs.

*Literature reviews and web-based searches.* The first step in any gender analysis by the gender unit of a peacekeeping mission is to carry out a desk-based review of the gender literature available on the host country. This can be done through reviewing, for instance, earlier inter-agency planning assessment mission reports, country situation reports produced by think-tanks, women’s organizations and networks, human rights organizations, humanitarian and development agencies, as well as, if available, reports on the implementation of the Convention on the

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<sup>5</sup> See the Agreed Conclusions of the Forty-eighth session of the Commission on the Status of Women, 1-12 March 2004 on “The role of men and boys in achieving gender equality” (see CD-ROM).

Elimination of All Forms of Discrimination Against Women (CEDAW). The Internet is also an invaluable source of information (e.g., the UN Development Fund for Women [UNIFEM] *Women, War, Peace Web Portal* provides country-specific and thematic information on gender issues).

*Consultations.* A desk-based review can provide a clear, basic understanding of gender roles and relations in the host country, which can be supplemented by information obtained through key informant interviews with, for instance, gender experts from other UN entities, government, NGOs including women's organizations, think-tanks, academia and the media. When establishing a baseline picture of gender issues in the host country, the involvement of other components of the mission and of UN entities and external partners such as women's organizations also provides an opportunity to start developing linkages between the gender unit and key players on gender issues.

*Gender analysis tools.* Should the gender unit wish to explore a particular gender issue in greater detail, a number of tools are available for conducting more in-depth gender analysis. The generic gender assessment checklist in annex 4 provides some of the guiding questions for key informant interviews. In addition the gender unit can use the Moser "triple roles" and "practical and strategic needs" tools in a consultative process with relevant stakeholders from government, civil society and the United Nations (see Moser Gender Analysis Tools on CD-ROM). When using the two Moser tools, it is also helpful to analyse how influencing factors (legal, political, economic, environmental, social, cultural, religious, etc.) affect the practical and strategic needs of women and girls. Regional and international factors should also be considered at this stage.

## Establishing a Programme for Gender Mainstreaming

**Establishing priorities.** The general functional areas for gender mainstreaming will have been determined at the planning stage, when the mandate of the peacekeeping operation was formulated (see chapter IV, "Gender and Planning for Peacekeeping Operations"). However, within these often broad categories, it will still be necessary to decide which gender mainstreaming activities to focus on in the short, medium and long term.

The mission's results-based budgeting framework, which lays out the mission mandate components, expected achievements and outputs, should be used as a starting point for discussions on priority areas of action in gender mainstreaming. As the mission progresses, this results-based budgeting framework will be revised and updated, and the gender unit should ensure that gender issues are adequately reflected throughout all components. Using the results-based framework of the mission and the baseline picture of gender issues in the host country as a starting point, the gender unit should engage in consultations with all the various functional areas of the mission to identify priority areas of action. In addition, the gender unit should consult with UN entities in the theatre of operation, many of whom will have been working on gender issues in the host country prior to the arrival of the peacekeeping operation, as well as relevant government authorities, civil society and other organizations. The aim of these consultations is three-

fold: firstly, to provide ideas on which issues the gender unit should focus on; secondly, to assist each section in identifying the gender issues that it will include in its own section work plans; and thirdly, to ensure that the mission's priorities in the area of gender mainstreaming are in line with national priorities.

**Gender unit work plan.** Based on these consultations, the gender unit should draw up a work plan for itself. In the absence of standardized templates for work plans in DPKO, a model work plan is suggested (see Model Work Plan for Gender Units on CD-ROM). It is important to ensure that activities result in the planned outputs, and that the planned outputs relate to a mandate component. The gender unit should produce an annual work plan, divided into four quarters to facilitate monitoring progress. At this stage, the gender unit should also identify the necessary resources if any of the planned activities have cost implications in terms of additional staff, materials or money.

Once the gender unit has drawn up a work plan, it should be shared with other sections for comment. Other relevant UN entities in-theatre should also be consulted on the work plan, and wider consultation with external partners may also be helpful. The final gender unit work plan should be shared with sections inside the mission as well as the DPKO gender adviser and relevant programme managers at Headquarters. Information on the gender unit work plan should also be shared with relevant UN entities and external partners.

**Mission work plan on gender mainstreaming.** In addition to having his/her own unit work plan, the gender adviser should take a lead role in assisting the mission in developing a mission work plan on gender mainstreaming (also referred to as an implementation plan for Security Council Resolution 1325 (2000) on women, peace and security). Each section would provide inputs using a format provided by the gender adviser, who would then be responsible for compiling the inputs into a draft mission implementation plan on Security Council Resolution 1325 (2000). This draft plan would be shared for comment with the various sections of the mission, as well as with relevant UN entities and external partners, and finally approved by the Head of Mission. The final mission implementation plan on Security Council Resolution 1325 (2000) should be shared with all sections, the gender adviser and relevant programme managers at Headquarters and the appropriate UN entities and external partners.

## Establishing Gender Mainstreaming Mechanisms

Mechanisms for mainstreaming gender (e.g., a working group on gender mainstreaming) should be established between functional areas within the mission, between UN agencies working under the lead of the mission, and between the mission and relevant external partners. This will ensure a coordinated approach to gender mainstreaming, minimize duplication of efforts and provide opportunities for cooperation.

A representative of the peacekeeping operation such as the senior gender adviser should participate in any inter-agency coordination mechanisms on gender issues between UN agencies already in place in the host country. For example, in some countries, the UN Country Team establishes a Gender Working Group (which may be led by UNIFEM). In addition, a represen-

tative of the peacekeeping operation should participate in any coordination mechanisms on gender issues between the mission and local partners including government and civil society organizations. Where a UN inter-agency coordination mechanism on gender mainstreaming is not in place, the peacekeeping mission should liaise with other UN entities in the mission area to facilitate the establishment of such a mechanism.

## Establishing Partnerships

Establishing partnerships both within the mission as well as with UN entities and external partners is essential. Effective partnerships with other sections within the mission result in a two-way flow of information, improved policy-making and programme development through the pooling of knowledge and resources, minimal duplication of efforts, and they provide opportunities for cooperation.

The following table offers illustrative examples of possible areas of collaboration between the gender unit and other sections of a mission as well as with other UN entities and other partners.

<b>Section(s)</b>	<b>Possible Areas of Collaboration</b>
Civilian Police	Collect data on services available to victims of sexual violence and develop a strategy on services for such victims.
Rule of Law	Provide advice on gender equality provisions in comparative constitutions, where a national constitution is being developed. This is typically done in collaboration with, amongst others, the Office of Legal Affairs, the Civilian Police, the Human Rights Unit and national women's organizations.
Personnel	Provide gender-awareness training during induction courses.
Public Information	Develop public relations materials such as brochures or fact sheets for the local population on key gender issues (e.g., participation of women in elections); provide media coverage on radio and TV of specific events such as International Women's Day.
Disarmament, demobilization, reintegration (DDR) of former combatants	Use women's networks to identify the number, roles and specific needs of women and girls in armed groups; integrate messages on violence against women into training programmes for former combatants; and identify potential constraints to the participation of former female combatants in reintegration programmes.
Human Rights	Advise on women's rights issues to be included in human rights training for national police forces; build the capacity of women's organizations to conduct human rights monitoring.
Humanitarian Affairs	Advise on incorporating local women's views into the planning, implementation and monitoring of quick-impact projects (QIPS).

The gender unit should establish effective partnerships with a wide range of partners, including UN entities; external partners such as government agencies, international and national NGOs; and donors active in-theatre. Whilst the first point of contact may be with the person in the partner agency who is officially in charge of gender mainstreaming issues, it is also important to establish links with key decision-makers or advocates for gender issues without official gender mainstreaming functions (see CD-ROM Resources for chapter XXII, “Gender and Humanitarian Assistance,” for a non-exhaustive listing of potential partners amongst UN and international agencies).

**Within the UN system.** Many UN entities will have been present in the host country prior to the arrival of a peacekeeping operation and have a wealth of experience and expertise on gender issues relating to, for instance, provision of basic needs (food, water, education, etc.) to local populations, violence against women and political participation. For instance, where the peacekeeping mission is planning to implement a Quick-Impact Project to rehabilitate a primary school, the UN Children’s Fund (UNICEF) will have valuable advice with regard to project planning and implementation to ensure that girls and boys have equal access to the school. Furthermore, UNIFEM has a number of regional and country programmes in peacekeeping theatres that offer broad potential for partnerships on gender issues. For instance, UNIFEM has worked with UNAMA in organizing a roundtable on women’s leadership in Afghanistan and in providing training for women to participate in the *Loya Jirga* (a traditional Afghan Grand Council) and the constitutional process. In Sierra Leone, UNIFEM has worked with UNAMSIL to provide workshops for peacekeepers on HIV/AIDS prevention and to organize training for the Truth and Reconciliation Commission staff to ensure gender sensitivity in their processes and practices.

**Outside the UN system.** A gender unit would typically establish partnerships with a wide range of government departments, national machineries/bureaus for the advancement of women, women leaders, women’s organizations and networks as well as some religious and media organizations, think-tanks and academics working on gender issues.

### Regular Reporting Requirements for the Gender Unit

The gender unit would provide inputs, as appropriate, to a wide range of mission reporting activities such as the preparation of Secretary-General reports on the discharge of the mission’s mandate; on the implementation of Security Council Resolution 1325 (2000) on women, peace and security; as well as situation reports to Headquarters; public relations materials and so forth (see chapter V, “Gender and Reporting,” for a listing of such reports). When producing inputs for mission reports, the gender unit should tap into sources of information available in-theatre (as appropriate) such as UNIFEM, as well as local actors such as government departments and women’s organizations. Reports on the activities of the gender unit, such as biennial and annual reports, should be shared with the gender adviser and relevant programme managers at Headquarters, as well as with the appropriate UN entities in-theatre and external partners.

## Monitoring and Evaluation

Guidance on how to establish a monitoring and evaluation system for the mission's implementation plan on Security Council Resolution 1325 (2000) goes beyond the scope of this gender resource package. For further information on monitoring and evaluation, please see the United Nations Development Programme (UNDP) *Handbook on Monitoring & Evaluating for Results* (see Additional Resources).

## Exit Strategy

As the end-date of the mandate approaches, the gender unit should produce an assessment to facilitate the transfer of responsibilities to a successor mission, a national government, civil society or other United Nations entities. This final evaluation can result in an end-of-mission report covering an appraisal of work plan implementation, best practices/lessons learned, and conditions/partnerships essential to sustaining programmes and initiatives implemented by the gender unit. During the evaluation, it is important to consult with other functional areas of the mission, UN entities as well as external partners with whom the gender unit has collaborated. This end-of-mission report should be submitted to the Head of Mission as well as the gender adviser and relevant programme managers at Headquarters, and the appropriate UN entities and external partners.

## Additional Resources

The UNIFEM *Women, War, Peace Web Portal* provides gender profiles of countries in conflict, and briefs on gender issues in peacekeeping functions. It is available at: <http://www.womenwarpeace.org>

The Women's International League for Peace and Freedom (WILPF) monitors the implementation of UN Security Council Resolution 1325 (2000) and provides news on gender issues in countries in conflict. It is available at: <http://www.peacewomen.org/WPS/Index.html>

*Gender Approaches in Conflict and Post-conflict Situations*, UNDP, 2002, includes information on basic gender concepts, policy approaches on gender mainstreaming, relevant international instruments, and guidance on how to integrate gender into the project cycle. It is available at: <http://www.undp.org/erd/ref/gendermanualfinal.pdf>

*Gender Mainstreaming Information Pack*, UNDP, 2001, is a training resource focusing on how to mainstream gender into development and post-conflict reconstruction programmes. It is available at: <http://www.undp.org/dpa/publications/gender.html>

*Handbook on Monitoring & Evaluating for Results*, is a comprehensive UNDP guide to monitoring and evaluation that can be applied to peacekeeping programmes. It is available at: <http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/>

BRIDGE is a specialized gender and development information service that offers free access to a number of informative papers relevant to gender and peacekeeping. It is available at: <http://www.ids.ac.uk/bridge/index.html>

*Siyanda* is an on-line database of gender and development materials that allows gender practitioners to exchange resources, ideas and experience. It is available at: <http://www.siyanda.org>

# *Chapter 4*

## Gender and Planning for Peacekeeping Operations



## GENDER AND PLANNING FOR PEACEKEEPING OPERATIONS

### Legislative Basis

In Security Council Resolution 1325 (2000) on women, peace and security, the Council “[e]xpresses its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component.” Ensuring that a gender perspective is adequately incorporated into a peacekeeping operation requires taking the concerns of women and men and girls and boys into account from the very beginning of the planning process. This point was underlined in the Security Council’s presidential statement<sup>1</sup> adopted on the second anniversary of Resolution 1325 (2000), where the Council undertook to integrate gender perspectives into the mandates of all peacekeeping missions and reiterated its request that all reports submitted to the Security Council systematically address gender perspectives. In 2003, the Secretary-General also stated to the General Assembly that “[g]ender mainstreaming must ensure that the contributions, needs and priorities of...women and men, boys and girls...are taken into account in the planning and implementation of peacekeeping operations.”<sup>2</sup> This same report goes on to emphasize that the UN Department of Peacekeeping Operations gender adviser will “[s]upport the incorporation of gender perspectives into concepts of operations, mission plans, and associated resource requests, prior to implementation of peacekeeping mandates, as well as into the mandates themselves.”

### Guide to Integrating Gender into Planning<sup>3</sup>

It is the responsibility of each staff member involved at all phases of the planning process to obtain and analyse the relevant gender issues in his/her area of expertise. A detailed guide on how to mainstream gender into the planning process for peacekeeping operations can be found in annex 3. This guide suggests ways to integrate a gender dimension at each of the five levels of the planning process and details the expected gender-related output and the method(s) used to achieve it. This guidance is applicable in planning both new and expanding peacekeeping operations. The DPKO gender adviser also provides technical advice to planners throughout the planning process on integrating relevant gender issues into all functional areas.

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<sup>1</sup> Presidential Statement on Women, Peace and Security (S/PRST/2002/32) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>2</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 21) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>3</sup> For further guidance see *Integrated Mission Planning Process*, 23 January 2004 (DPKO/HCM/2004/12) - (see CD-ROM).

## Gender Checklist for Assessment Missions

Inter-agency multidisciplinary assessment missions are an important part of planning and can take place at any stage in the planning process. Including gender-related information in the data collected brings a clear understanding of the situation in the country and region. Where a peacekeeping operation is envisaged, this in turn will help to better define the desired “end state” of the operation (e.g., establishment of a transitional government), as well as the best strategies for achieving this goal (e.g., full participation of women in transitional decision-making institutions). To assist the team members with data collection on gender issues, a generic checklist of gender issues in each aspect covered in an assessment is included in annex 4.

## Gender Expertise in Assessment Missions

Wherever possible, assessment teams should include staff with gender expertise to assist in the collection, analysis and reporting on gender issues in each functional area. Typically, gender expertise would be provided through a DPKO gender adviser, either from Headquarters or from a field mission. Where DPKO expertise is not available, the Department seeks assistance from specialist bodies and agencies on gender issues, such as the Office of the Special Adviser for Gender Issues and the Advancement of Women (OSAGI) and the UN Development Fund for Women (UNIFEM).

## Gender Issues in Secretary-General Reports to the Security Council

The findings and recommendations of an assessment mission may feed into a Secretary-General’s report to the Security Council, which contains the Secretary-General’s findings and recommendations on the form the UN mission should take as well as an indication of the resources required. It is important to include clear findings and recommendations on relevant gender issues in the Secretary-General’s report (as appropriate) so that Member States can take them into account when deciding on a mandate for a UN mission and determining what specific references to gender issues that mandate should include. Examples of Secretary-General reports informed by an assessment mission are provided along with ensuing Security Council resolutions; all incorporate gender-specific language (see CD-ROM). As the Secretary-General pointed out in his 2002 study on women, peace and security, including specific references to gender issues in the mandate of a peacekeeping operation “...can facilitate the integration of gender perspectives in all its substantive activities and can provide criteria by which to measure the performance of the mission in terms of its attention to gender equality.”<sup>4</sup> More detailed information on integrating gender dimensions into Secretary-General reports to the Security Council can be found in chapter V, “Gender and Reporting.”

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<sup>4</sup> The Secretary-General’s study on *Women, Peace and Security*, UN, 2002, para. 228. The study is available at: <http://www.un.org/womenwatch/osagi/pdf/eWPS.pdf>

## Gender Capacity in Mission Plans

In a statement to the General Assembly in 2002, the Secretary-General emphasized that “assigning staff as focal points on a part-time and ad hoc basis is clearly inadequate to deal with gender mainstreaming in peacekeeping activities...in missions.”<sup>5</sup> The Under-Secretary-General for Peacekeeping Operations subsequently reiterated the Department’s commitment to full-time gender expertise in all multidimensional peacekeeping operations in his presentation to the Security Council in October 2003 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”). The Mission Plan should include recommendations on the type of gender expertise (e.g., a gender trainer versus a women’s rights legal expert) and number of gender experts required. This will depend on the tasks to be achieved by the mission. Further information on the suggested location and composition of a gender unit can be found in annex 3.

## Additional Resources

*Checklist of Key Gender Dimensions for Iraq by Sector*, UNIFEM, 2003 is available at: [www.peacewomen.org/resources/NGO\\_reports/postconflict/UNIFEMchecklist.html](http://www.peacewomen.org/resources/NGO_reports/postconflict/UNIFEMchecklist.html)

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<sup>5</sup> Secretary-General’s report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731, para. 43) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”); see also *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002, chapter 1, “Violence against Women” and chapter 5, “Women and Peace Operations” (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

# *Chapter 5*

## Gender and Reporting

## GENDER AND REPORTING

### Reporting on Gender Issues to the Security Council

In Resolution 1325 (2000) on women, peace and security, the Security Council requested “the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls.” DPKO is therefore required to include gender dimensions, as appropriate, in the following forms of reporting to the Security Council:<sup>1</sup>

- Oral briefings on the activities of peacekeeping operations;
- The Secretary-General’s progress reports on peacekeeping operations; and
- The Secretary-General’s special reports and/or thematic reports (where a Department other than DPKO may be in the lead).

**Extent of gender mainstreaming in the Secretary-General’s reports.** An analysis of the gender content of the Secretary-General’s reports to the Security Council conducted by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) in late 2003 (see CD-ROM) found that “17 per cent of the reports make multiple references to gender concerns, 16 per cent make minimal reference and 67 per cent of the reports make no or only one mention of women or gender issues. The vast majority of reports citing gender concerns mention the impact of the conflict on women and girls, primarily as victims of conflict - not as potential dynamic actors in reconciliation, peace-building or post-conflict reconstruction.”<sup>2</sup> The analysis also noted that report annexes detailing the number of military, civilian police and civilian personnel contributed by various countries do not provide data disaggregated by sex.

**Benefits of integrating gender dimensions into DPKO reporting to the Council.** Including relevant gender issues and statistics disaggregated by sex in DPKO reports will provide DPKO decision-makers and the Security Council with a more accurate understanding of the situation in the country or subject concerned, and of any specific needs of the population. This will, in turn, allow DPKO and the Security Council to take informed decisions and ultimately contribute towards an effective discharge of a mandate. For instance, when a report includes information on the role of women and girls in the armed forces and their specific needs, the Security Council can, in an ensuing resolution, emphasize that disarmament, demobilization and reinte-

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<sup>1</sup> Security Council Resolution 1325 (2000), para. 17. This in turn implies that situation reports from missions, especially those produced weekly and monthly, should also cover relevant gender issues, since such documents are often used in the preparation of Secretary-General reports.

<sup>2</sup> *An Analysis of the Gender Content of Secretary-General’s Reports to the Security Council: January 2000 - May 2003*, Office of the Special Adviser for Gender Issues and Advancement of Women, 1 August 2003 (see CD-ROM). A total of 243 reports of the Secretary-General were reviewed, of which 224 were country reports and 19 thematic reports. The reports were from January 2000 (pre-Resolution 1325 (2000)) until May 2003.

gration (DDR) efforts should address those needs. Including information on gender dimensions also alerts DPKO and the Security Council to issues that may require their attention. For instance, if a report notes the absence of women in transitional government institutions (where this information is relevant to the implementation of a mission's mandate), in a subsequent resolution the Security Council could include a request that the host country address this issue during the recovery process.

## Reporting on Gender Issues Outside of the Security Council

In a study submitted to the Security Council in 2002 (S/2002/1154) (see CD-ROM Resources for chapter I, "Gender and Peacekeeping"), pursuant to Resolution 1325 (2000), the Secretary-General recommended to the Security Council "that data collected in research, assessments and appraisals, monitoring and evaluation and reporting on peace operations is systematically disaggregated by sex and age and that specific data on the situation of women and girls and the impact of interventions on them is provided." In other words, other forms of reporting, both in the mission and at Headquarters on peacekeeping operations, should also include relevant gender dimensions, as well as data disaggregated by sex and age. These forms of reporting could include, but are not limited to:

- Public relations materials such as DPKO brochures, bulletins, publications, fact sheets, press releases and statements;
- Reports within missions and mission reports submitted to Headquarters;
- Research, assessments, appraisals, monitoring and evaluation reports produced by DPKO on peace operations; and
- Briefing materials, whether prepared by DPKO for the Secretary-General and senior DPKO management, or by missions for the use of the Head of Mission/senior management.

## Approach to Gender Mainstreaming in Reporting to the Security Council

**A case-specific approach.** Due to the diversity of mission mandates, there is no blueprint for incorporating gender dimensions in Secretary-General reports. This is underlined in Resolution 1325 (2000), where the Security Council emphasized that gender dimensions should be incorporated in reporting "where appropriate," i.e., when relevant to the mandate of the mission and purpose of the report. For instance, in missions with a mandate that does not include any humanitarian aspects, information on the different humanitarian needs of women/girls as compared to men/boys may not be necessary.

**Location of gender issues in the Secretary-General's report.** The aim is to integrate information on differences between women/girls and men/boys into each aspect (or topic) covered by the report, where it is relevant to do so. A separate section entitled "Gender issues" could also be added to the Secretary-General's report. This may apply, for instance, when a change in the

mission's mandate has a significant impact on gender issues. In the case of a new requirement to protect civilians in a particular location that has experienced widespread human rights violations - such as the rape of women and girls, or the forcible recruitment of men and boys into armed forces - this information could be included in a separate section.

**Linking facts and recommendations.** Relevant gender dimensions would be outlined in the factual sections of the report ("core sections") that provide an account of activities and developments pertinent to the mission's mandate. If appropriate, gender dimensions raised in the "core sections" may also be connected to a related reference or recommendation in the "observations and recommendations section." For instance, if the factual section provides information on widespread human rights violations targeting women and girls, a recommendation to address this phenomenon may be included in the final section of the Secretary-General's report.

## The reporting chain

The following parts of the reporting chain are responsible, at different stages, for incorporating relevant gender dimensions in reporting:

### In a mission:

- The component of a mission drafting input for a report, such as the Human Rights, Humanitarian Affairs or Political Affairs section;
- The component responsible for compiling mission inputs into draft versions of reports, e.g., the Special Representative of the Secretary-General's office or the Political Affairs section; and
- A mission's senior management with overall responsibility for approving mission reports.

### At Headquarters:

- Desk Officers in charge of preparing inputs for DPKO briefing materials;
- Desk Officers responsible for editing draft reports/presentations received from the field;
- Relevant offices within DPKO as well as United Nations entities consulted on the content of draft Secretary-General's reports, e.g., the Civilian Police Division, the UN High Commissioner for Refugees (UNHCR), the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) or the UN Development Fund for Women (UNIFEM); and
- Team Leaders, Directors, and Assistant Secretary-Generals/Under-Secretary-Generals, as appropriate, responsible for approving briefing materials and draft reports before submission to the Executive Office of the Secretary-General.

## Checklist for Integrating Gender Dimensions in Reporting

The table below provides examples of some of the differences between women/girls and men/boys that may be relevant to aspects or topics being reported on at the mission or Headquarters level. The listing below is not exhaustive but suggests some issues that can be reflected, as appropriate and in accordance with the mandate of the mission and purpose of the report. More detailed information on gender dimensions in the various aspects of mission mandates can be found in chapter IV, “Gender and Planning for Peacekeeping Operations,” and chapters VI to XXIII.

<b>Aspect/Topic Reported On</b>	<b>Examples of Gender Dimensions</b>	<b>Rationale for Integrating Gender Dimensions</b>
All Aspects/Topics	Data on people should be disaggregated by sex (and age) e.g.1: Annexes providing military, civilian police and civilian staffing figures should be broken down by sex; and e.g.2: Percentage of women/girls amongst displaced populations (should be provided and broken down by age).	e.g.1: Promotes better understanding of the role of women in peace operations and the ability to meet gender-specific needs such as female-staffed police units for victims of domestic violence (where there is an executive policing mandate); and e.g.2: Promotes better understanding of populations affected by a crisis.
Political	The extent and quality of women’s involvement in key political processes and any barriers to their full and equal participation.	Promotes better understanding of the role of women in transitional institutions; and helps identify entry points for the mission to support government redress.
Disarmament, demobilisation and reintegration (DDR)	e.g.1: The number and role of women and girls in armed forces and groups; and  e.g.2: Information on how the armed conflict may affect women, men, girls and boys differently.	e.g.1: Helps identify the needs of women and girls in future disarmament, demobilization and reintegration programmes for potential recommendations to the Security Council resolutions; and e.g. 2: Helps identify indicators to monitor the impact of the mission on security for women, men girls and boys.

*Table continued page 41*



<b>Aspect/Topic Reported On</b>	<b>Examples of Gender Dimensions</b>	<b>Rationale for Integrating Gender Dimensions</b>
Civilian police	e.g.1: Measures taken to address sexual crimes and domestic violence against women and girls; and e.g.2: Programmes/activities to combat human trafficking	e.g.1 and 2: Helps monitor progress in effective policing and re-establishing rule of law.
Mission support	Changes in the staffing levels of gender experts.	When a civilian component is added to a mission mandate, information on staffing levels of gender experts is one indicator of support to gender mainstreaming activities.
Financial	Changes in the amount budgeted for gender experts.	When a civilian component is added to a mission mandate, information on the financial implications of changes to staffing levels of gender experts would be included.
Humanitarian	Differences in the basic needs, coping mechanisms and access to resources of women and girls compared to men and boys, whether amongst the host population, the internally displaced, or refugees.	Provides information useful in deciding on the types of basic services to provide, duration of assistance and specific measures or vulnerable groups.
Human Rights	Differences in the human rights violations affecting women/girls compared to men/boys (nature, extent, etc.)	Provides information to decide on the measures needed to address human rights violations, and aids selection of services and targeting of assistance to survivors of violations.
Economic and social	Differences in the economic situation social and cultural attitudes and practices faced by women/girls compared to men/boys.	Helps determine areas that should become priorities for assistance, the selection of services and targeting of assistance.

## **Additional Resources**

The UNIFEM *Women, War, Peace Web Portal*, which includes gender profiles of countries in conflict and thematic issues briefs (e.g., gender issues in DDR), is available at:  
<http://www.womenwarpeace.org>

# *Chapter 6*

## Gender and Training

## GENDER AND TRAINING

### Gender-Awareness Training for Peacekeeping Personnel

**Legislative basis.** In its Resolution 1325 (2000) on women, peace and security, the Security Council requested that peacekeeping personnel, whether civilian, civilian police or military, receive training on the “protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures.”<sup>1</sup> Such training generally corresponds to what is termed gender-awareness training.

**Impact.** Training on gender awareness ensures that peacekeepers (military, civilian police and civilian) have a common understanding of the values they are to uphold when working for the United Nations. These include the principles of equality between women and men and non-discrimination based on sex. In addition, training helps peacekeepers understand the social context in which peacekeeping operations are carried out. This in turn will help them become aware of the positive or negative impact that their actions can have on the host country. Training on gender awareness is therefore not a luxury, but a requirement for improving the effective discharge of the mission’s mandate and reducing both harmful forms of behaviour by peacekeeping personnel and unintended negative effects of mission policies and programmes.

**Approach.** Basic training for peacekeeping personnel on gender issues generally consists of an awareness-raising course. This may be followed up by more intensive training on specific gender issues facing peacekeeping missions, such as specialised course on combating trafficking in women and girls. Training on gender issues should be required for all levels and categories of staff, including national and international personnel. Such training is often overlooked for middle and senior management, yet it is essential to include them, since they play key decision-making roles in peacekeeping missions and influence work practice. When designing gender-awareness courses in peacekeeping missions, trainers should take advantage of local resources, such as women’s organizations on the ground, as well as UN entities with specialist knowledge on gender issues, such as the UN Development Fund for Women (UNIFEM).

**Pre-deployment gender-awareness training.** The Training and Evaluation Service (TES) of the Military Division has a generic training package on *Gender and Peacekeeping Operations* that is available to Member States for pre-deployment training of military and civilian police personnel.<sup>2</sup> It is the responsibility of Member States to provide such gender-awareness training

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<sup>1</sup> Security Council Resolution 1325 (2000) “[r]equests the Secretary-General to provide Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training.”

<sup>2</sup> For full-length *Gender and Peacekeeping* module and abridged version, see CD-ROM.

to both military and civilian police personnel participating in peacekeeping operations. To date, civilian personnel have not received any gender-awareness training prior to arrival in a mission.

**In-mission gender-awareness training.** Military and civilian (uniformed) personnel generally receive induction training on arrival in the peacekeeping mission separately from civilian staff. The extent to which gender-awareness modules are included in induction training varies across missions. However, as a rule, gender-awareness components are stronger in the induction trainings for peacekeeping operations that include gender advisers on their staff. The United Nations Institute for Training and Research (UNITAR) has a “women and children in and after armed conflict” course, available on request to missions, which is designed for civilian personnel.<sup>3</sup> This resource has been used by missions in Bosnia and Herzegovina, Eritrea/Ethiopia, the Democratic Republic of the Congo, Kosovo and Timor-Leste.

**Headquarters gender-awareness training.** Personnel based at Headquarters receive gender-awareness training during induction courses organized by the DPKO Executive Office. In addition, upon the request of the Department, the Office for Human Resources Management (OHRM), United Nations Secretariat can organize a programme on gender-awareness and related courses for DPKO staff at Headquarters.<sup>4</sup>

## Challenges of Training on Gender Issues

Training on gender issues is difficult for a variety of reasons. By distinguishing between sex (a biological term) and gender (a social and cultural construct), gender training challenges traditional ways of thinking and uncovers common assumptions about women and men. Some personnel may find that discussing how culturally defined roles and responsibilities for women and men differ among regions and communities can be unsettling or even confrontational. It may provoke strong emotions by touching on deep-rooted, personal beliefs and family practices. Gender plays a role in all aspects of our social structures, from the home to state institutions such as marriage and government. Training participants who view these structures as immutable may resist any attempt to raise questions about them. Training on gender issues can also raise complicated linguistic issues, since the term “gender” does not exist in many languages. Further information on gender-related terminology can be found in chapter I, “Gender and Peacekeeping.”

## Including a Gender Dimension in Training Programmes

Peacekeeping missions conduct training courses for both peacekeeping personnel and the local host population on a wide variety of topics, ranging from training mission HIV counsellors in

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<sup>3</sup> For further information on UNITAR courses, contact the Civilian Training Section of DPKO.

<sup>4</sup> The OHRM Staff Development Programme 2004 lists the following programmes: *Gender Issues in the Workplace*, *Mainstreaming a Gender Perspective*, *Diversity Issues in the Workplace* and *Communicating within a Culturally Diverse Environment*. Other staff development programmes offered by OHRM also integrate gender dimensions.

voluntary confidential counselling and testing (VCT) for HIV, to training national police forces on human rights. Including a gender dimension in the planning, design, delivery, monitoring and evaluation of any such training programmes is essential for a variety of reasons. It promotes better understanding of the subject matter. It also ensures that the course upholds the UN principles of non-discrimination based on sex and equality between women and men by, for example, challenging negative stereotypes concerning women and men and ensuring that women and men enjoy equal access to a training course. A guide to integrating gender dimensions into training programmes can be found in annex 5 (several of the questions are more directly applicable to courses directed at host populations). In addition, trainers should refer to the content of chapters VI to XXIII in this gender resource package for the key gender issues to include when training on a substantive subject.

Forms of serious misconduct such as sexual harassment in the workplace and sexual exploitation and sexual abuse of local populations by peacekeepers are touched upon in existing training materials relating to codes of conduct. However, the DPKO Disciplinary Directives (see chapter VII, “Gender and Codes of Conduct”) as well as the guide for managers and case studies on sexual exploitation and sexual abuse provided in annexes 6 and 7, respectively, may provide useful materials for training on these issues as part of courses on Codes of Conduct.

## Future Directions

In the near future, DPKO will work towards ensuring that all peacekeeping personnel, whether military, civilian police or civilian, participate in a basic level of gender-awareness training during pre-deployment and/or induction trainings. For military and civilian police, this training will be offered in close collaboration with Member States. In addition, DPKO will work to ensure that all topics in its training materials for peacekeeping personnel and the host population integrate a gender dimension.

## Additional Resources

*Introductory Gender Analysis and Gender Planning Training Module for UNDP Staff* is available at: <http://www.undp.org/gender/docs/GenderAnalysisTrainModule.pdf>

*Gender and Peacekeeping Online Training Course*, DFID/DFAIT, 2002 is available at: <http://www.genderandpeacekeeping.org/>

Information on the UNITAR course *Women and Children In and After Armed Conflict* is available at: <http://www.unitar.org>

# *Chapter 7*

## Gender and Codes of Conduct

## GENDER AND CODES OF CONDUCT

### Background

**System for protection.** In spring 2002, allegations of widespread sexual exploitation and abuse of refugee and internally displaced women and children by peacekeepers and humanitarian workers in West Africa highlighted the vulnerability of these populations in conflict and post-conflict situations.<sup>1</sup> Subsequent investigations underscored the apparent absence or failure of systems for protection from and monitoring of gender-based violence<sup>2</sup> (e.g., sexual assault) committed by peacekeepers and aid workers, and the lack of avenues for recourse for victims when such exploitation or abuse is threatened or occurs.

**Peacekeeper misconduct.** Post-conflict environments in which UN peacekeeping missions operate are typically characterized by weak or non-existent rule of law, and by significant power differentials between peacekeepers and the local populations. These two factors significantly increase the vulnerability of local populations to sexual exploitation and sexual abuse by peacekeepers. Allegations and incidents of peacekeeper involvement in sexual exploitation such as trafficking in women and girls have been extremely damaging to missions, not least by undermining the implementation of police reform and human rights monitoring mandates and generating negative media portrayals of the UN.

**Zero-tolerance policy.** The Secretary-General has frequently reiterated his policy of zero tolerance for acts of sexual exploitation and abuse committed by personnel employed by or affiliated with the United Nations,<sup>3</sup> and in 2003 promulgated a Bulletin detailing *Special Measures for Protection from Sexual Exploitation and Sexual Abuse*.<sup>4</sup> In addition, the United Nations General Assembly has condemned acts of sexual exploitation or sexual abuse committed by peacekeeping or humanitarian personnel and has called for “those responsible for such deplorable acts to be brought to justice.”<sup>5</sup> In commenting on initiatives to prevent misconduct, including the abuse of power and sexual exploitation, the Special Committee on Peacekeeping has also emphasized the need to build greater awareness of their responsibilities amongst UN peacekeepers.<sup>6</sup> In addition, the Security Council has expressed serious concern on the issue and support for the Secretary-General’s policy of zero tolerance for such abuse.<sup>7</sup>

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<sup>1</sup> *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/57/465)* (see CD-ROM).

<sup>2</sup> Gender-based violence is defined and described in further detail in annex 6.

<sup>3</sup> The Secretary-General has noted that such conduct “violates everything the United Nations stands for. Men, women and children displaced by conflict... look to the United Nations and its humanitarian partners for shelter and protection. Anyone employed by or affiliated with the United Nations who breaks that sacred trust must be held accountable and, when the circumstances so warrant, prosecuted.” (A/57/465, para. 3) (see CD-ROM); see also the Secretary-General’s letter of 22 October 2003 to Members of the Senior Management Group on Protection from Sexual Exploitation and Abuse (see CD-ROM).

<sup>4</sup> *Special Measures for Protection from Sexual Exploitation and Sexual Abuse (ST/SGB/2003/13)* (see CD-ROM).

<sup>5</sup> GA Resolution 57/306 on *Investigation into sexual exploitation of refugees by aid workers in West Africa* (see CD-ROM).

<sup>6</sup> A/57/767.

<sup>7</sup> S/RES/1400 (2002) and S/RES/1460 (2003).



## Gender-Based Violence and Serious Misconduct

Serious misconduct is defined as “any act, omission or negligence, including criminal acts, that is a violation of mission standard operating procedures, directives, or any other applicable rules, regulations or administrative instructions that results in or is likely to result in serious damage or injury to an individual or to the mission.” Serious misconduct includes sexual exploitation and sexual abuse (including human trafficking) and sexual harassment (see definitions of these terms in annex 6), which are forms of gender-based violence.

The *Compilation of Guidance and Directives on Disciplinary Issues of Personnel Serving in United Nations Peacekeeping and Other Field Missions* of the UN Department of Peacekeeping Operations (DPKO) (henceforth referred to as DPKO Disciplinary Directives) is applicable to military members of national contingents, military observers, civilian police officers and civilian personnel (see CD-ROM). These directives provide instructions for dealing with serious misconduct by peacekeeping personnel, including sexual exploitation, sexual abuse and sexual harassment. All uniformed personnel, additionally, sign an undertaking to abide by all policies and directives laid down by the Head of Mission and to live up to the highest standards of integrity while in service of the UN. The aim of the DPKO Disciplinary Directives is to encourage common standards of behaviour and, as far as possible, comparable action when dealing with serious misconduct across all categories of peacekeeping personnel. The disciplinary procedures do, however, differ for the various categories of personnel in peacekeeping operations.

A practical guide for managers in peacekeeping operations is attached in annex 6, outlining key points on the conduct expected of all categories of peacekeeping personnel in the area of gender-based violence, and sexual exploitation and sexual abuse in particular, including information on the specific responsibilities of Heads of Mission in preventing and responding to such problems. This guide does not replace the technical guidance on handling cases of misconduct found in the DPKO Disciplinary Directives.

## Future Directions

DPKO is an active participant in inter-agency efforts to develop common guidance on the implementation of the Secretary-General’s Bulletin on *Special Measures for Protection from Sexual Exploitation and Sexual Abuse*. Furthermore, DPKO is currently reviewing its available training materials with a view to increasing content on gender-based violence, particularly sexual exploitation and sexual abuse as well as sexual harassment. In the interim, a number of case studies have been drawn up by the UN Inter-agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse that provide a useful resource for managers and trainers (see annex 7). Training materials available on this topic from other sources are listed below.

## Additional Resources

*Training of Trainers: Gender-based Violence Focusing on Sexual Exploitation and Abuse*, UNICEF, is available at: <http://www.reliefweb.int/w/rwt.nsf/WebPubDocs/37ACC35E7F3E7F23C1256E08004BD41B?OpenDocument>

*Facilitator's Guide: Understanding Humanitarian Aid Worker Responsibilities: Sexual Exploitation and Abuse Prevention*, Coordination Committee for the Prevention of Sexual Exploitation and Abuse in Sierra Leone, 2003, is available at: <http://www.reliefweb.int/w/rwt.nsf/WebPubDocs/08968B910604DA6FC1256E430040BD4E?OpenDocument>

*Sexual and Gender-based Violence Against Refugees, Returnees and IDPs - Guidelines for Prevention and Response*, UNHCR, May 2003, is available at: <http://www.unhcr.ch/cgi-bin/texis/vtx/home?page=PROTECT&id=3b83a48d4>

# *Chapter 8*

## Gender and HIV/AIDS

## GENDER AND HIV/AIDS

### Background<sup>1</sup>

**Gender and vulnerability to HIV/AIDS.** Although the Human Immunodeficiency Virus (HIV) is a disease that affects both sexes, women and young girls are disproportionately affected by HIV and AIDS.<sup>2</sup> Their physiological susceptibility - at least two to four times greater than men's - is compounded by social, cultural, economic and legal forms of discrimination. Infection in women and girls is fuelled by a range of factors that are commonly present in host countries of peacekeeping operations. These include, firstly, poverty, low status and unequal economic rights and educational opportunities that can place women and girls at greater risk of sexual exploitation, trafficking and abuse, and push them to engage in sex work as a means of economic survival. Secondly, unequal power relations between women and men limit the ability of women and girls to negotiate safe sex or refuse unwanted sex. Thirdly, poor security in the host country increases the risk of sexual violence against women and girls. Fourthly, older men often seek younger sexual partners; this age discrepancy can increase a girl's risk of infection even within marriage. Fifthly, certain social norms such as those that encourage men and boys to engage in risky, early or aggressive sexual behaviour can increase the vulnerability of both men and women. And lastly, cultural practices that deprive women and girls of a means of protecting themselves from HIV infection, including early and forced marriage, can increase their vulnerability to the disease. Understanding how HIV/AIDS affects women and girls differently than men and boys in the host population where peacekeeping operations are located is important not only in terms of assessing risks for peacekeeping personnel and the local population, but also in designing appropriate prevention and response strategies.

**Legislative basis.** Security Council Resolution 1308 (2000) recognized the devastating impact of HIV/AIDS on all sectors and levels of society and focused attention on the vulnerability of uniformed services, international peacekeeping personnel and civilian staff. Both Resolution 1308 and Security Council Resolution 1325 (2000) request the incorporation of HIV/AIDS awareness into pre-deployment and in-mission training programs for military and civilian peacekeeping personnel. In addition, the Declaration of Commitment by the UN General Assembly Special Session on HIV/AIDS (2001) calls for "the inclusion of HIV/AIDS awareness and training, including a gender component, into guidelines designed for use by defence personnel and other personnel involved in international peacekeeping operations while also continuing with ongoing education and prevention efforts, including pre-deployment orientation."<sup>3</sup>

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<sup>1</sup> This chapter draws on *Women: Meeting the Challenges of HIV/AIDS*, UNFPA, UNAIDS, UNIFEM, 2003; and *Gender and HIV/AIDS*, UNAIDS technical update, September 1998 (see CD-ROM).

<sup>2</sup> HIV causes Acquired Immune Deficiency Syndrome (AIDS). It is a deadly disease, with no vaccine or cure.

<sup>3</sup> *Declaration of Commitment on HIV/AIDS*, para. 78, United Nations General Assembly Special Session on HIV/AIDS, 25-27 June 2001.

## HIV/AIDS Prevention and Response in Peacekeeping Operations

In 2001, the Joint United Nations Programme on HIV/AIDS (UNAIDS) signed a cooperation framework with the Department of Peacekeeping Operations (DPKO) to provide technical and advisory support for awareness and prevention programmes in UN peacekeeping operations. Such programmes aim to reduce the risk of uniformed and civilian peacekeepers either contracting or spreading HIV in host countries. They increasingly include outreach activities targeting the local host population, including the national police force or army. In 2004, UNAIDS launched the “Global Coalition on Women and AIDS,” an initiative that brings together activists, government representatives, community workers and celebrities (see <http://womenandaids.unaids.org>) to focus on seven key areas related to HIV/AIDS on women and girls. They include preventing new infections amongst women and girls and reducing violence against women.

## Gender-Sensitive HIV/AIDS Prevention and Response Strategies

The following is a non-exhaustive listing of suggested activities that take the gender dimensions of the virus into account in efforts to prevent and respond to HIV/AIDS in peacekeeping missions.

### General

- When planning for new or expanding peacekeeping operations, collect and analyse data on the gender issues relating to HIV/AIDS listed in annex 4;
- Develop HIV/AIDS strategies and activities in close collaboration with the gender advisory capacity of the peacekeeping mission, to ensure that the gender dimensions of HIV/AIDS are brought out in communications messages directed at both personnel within the mission and the host population (e.g., high levels of poverty in post-conflict countries can push women and girls to engage in regular and transactional sex work to assure their economic survival; this, in turn increases their risk of contracting and transmitting HIV); and
- Coordinate planning and implementation as well as monitoring and evaluation of HIV/AIDS activities with experts in the host country who have knowledge of both gender and HIV/AIDS issues. These should include relevant women’s organizations such as those representing sex workers; government departments; and UN agencies such as UNAIDS, the UN Development Fund for Women (UNIFEM) and the UN Population Fund (UNFPA). Strong coordination efforts with other UN agencies will allow programmes to take advantage of the broader mandates of individual agencies and to draw on their unique knowledge, experience and expertise. For instance, in Sierra Leone, the mission has joined forces with UNAIDS, UNFPA and UNIFEM to run HIV/AIDS prevention and gender and human rights awareness workshops for peacekeepers. This programme is being replicated in other countries.

### **Targeting peacekeeping personnel**

- Collaborate with HIV/AIDS policy advisers/focal points in the peacekeeping mission and gender advisers and trainers on how to incorporate gender-sensitive HIV/AIDS messages into induction and other training initiatives for peacekeeping personnel;
- Develop HIV/AIDS strategies and activities in close collaboration with focal points for sexual exploitation and sexual abuse, personnel conduct offices, gender advisers, human rights officers and child protection officers in the peacekeeping mission to ensure that messages targeting peacekeeping personnel address the specific circumstances of the host country and cite relevant messages relating to codes of conduct (see chapter VII for further information on “Gender and Codes of Conduct”);
- Distribute both male and female condoms for civilian and uniformed personnel;
- Ensure that both women and men working in peacekeeping operations are aware of, and have access to, Post Exposure Prophylaxis (PEP) kits for use when exposed to HIV/AIDS through work-related contact with contaminated blood or other bodily fluids, or due to sexual assault; and
- Provide voluntary confidential counselling and testing (VCT) for all personnel so that both women and men working in peacekeeping operations can find out their HIV status without fear of reprisal or discrimination.

### **Targeting the host population**

- Tailor HIV/AIDS strategies and activities to the target audience. For instance, public information messages on condom promotion need to be designed for males and females, young and old, to reflect their respective circumstances and promote positive images that do not reinforce negative patterns of behaviour. Furthermore, the medium used for communicating such messages should be tailored to the target audience since women and girls often have different sources of information than men and boys. For instance, in post-conflict countries where literacy rates amongst women are low, they may be more likely to get information through radio than print media (see chapter XIV, “Gender, Public Information and the Media” for suggestions on targeting female audiences);
- Disseminate HIV/AIDS messages that target specific constituencies who are in settings where high-risk behaviour is likely, such as uniformed services including the national military and police force and former combatants. For instance, the demobilization of former combatants at cantonment sites provides a good opportunity to provide HIV/AIDS awareness programmes that highlight the links with gender issues; and
- Involve local actors, such as women’s organizations, in HIV/AIDS prevention and response activities (e.g., training of peacekeepers). This is a powerful way to help peacekeeping personnel understand the social realities of the host country, and at the same time provide civil society organizations with experience in training. The peace-

keeping mission can also strengthen local capacity by including local health officials and NGOs working on health issues in training courses on HIV/AIDS. These could include courses on VCT or on blood screening procedures to ensure safe transfusions. Such capacity-building efforts should be carried out in a manner that ensures that female health professionals are included (see chapter VI, “Gender and Training” for further information on gender-sensitive training initiatives).

### **Additional Resources**

UNAIDS HIV/AIDS resources, including reference and training materials on gender issues such as “Gender and HIV/AIDS Fact sheets” and “Gender and HIV/AIDS Modules” are available at: <http://www.unaids.org>

UNIFEM’s *Gender and HIV/AIDS Web Portal* provides resources listed by topic, tool and region on gender issues and HIV/AIDS. It is available at: <http://www.genderandaids.org>

# *Chapter 9*

## Gender and Staff Security and Safety



## GENDER AND STAFF SECURITY AND SAFETY

### Background

National and international UN personnel face hazardous and unsafe conditions in many peacekeeping operations, whether in their homes, travelling or at work.<sup>1</sup> The security threats may arise in the external environment of the host country (e.g., attacks on UN vehicles) as well as within the mission itself (e.g., sexual harassment in the workplace). In addition, peacekeeping environments present a number of risks to staff safety, such as high levels of disease and stress.

No analysis is yet available as to whether security threats and safety risks affect female and male staff differently. However, law enforcement agencies and women's organizations working on issues of violence generally agree that during their lifetimes women are more likely than men to experience gender-based violence such as sexual harassment in the workplace or sexual assault.<sup>2</sup> This is a powerful argument for security measures that minimize external threats due to the operating environment of the host country, as well as for addressing "internal threats" to peacekeeping staff such as sexual harassment in the workplace. Understanding the cultural norms of the host country is also essential to minimizing security threats to both female and male peacekeeping personnel.

### Security Threats and Safety Risks

**Minimizing external security threats.** Individuals and managers need to be aware of the relationship between staff security on the one hand, and cultural and social norms and attitudes in the host country that shape how women and men behave on the other hand. This is essential for the security of all staff. For instance, in cultures where contact between women and men is strictly controlled, male staff could place themselves at risk if they speak to unmarried women when male relatives are not present, whereas female staff would not face such a risk if engaging in the same behaviour. Similarly, a female expatriate staff member may behave publicly in a manner that is perfectly acceptable in her own culture but that violates local custom and exposes her to a threat of assault. For example, in certain cultures it is acceptable for men but not women, whether local or international, to have a drink in a café. As these examples illustrate, culturally acceptable behaviour may differ for male and female peacekeepers, and so might the security implications of violating these norms. This does not mean that male and female staff should always observe local custom to the letter. However, they should understand the local culture and customs so they can assess the risk in a particular situation and make informed decisions about how to act.

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<sup>1</sup> In DPKO-led missions the Under-Secretary-General for Peacekeeping and the Head of Mission are exclusively responsible and accountable for the security of all peacekeeping personnel, including civilian, civilian police and military personnel. UNSECOORD provides technical and operational support to DPKO.

<sup>2</sup> For a definition of gender-based violence, see annex 6.

**Addressing internal security threats.** Studies conducted by the Peacekeeping Best Practices Unit of the UN Department of Peacekeeping Operations have concluded that the presence of female staff creates a more “normal” environment, which discourages chauvinistic attitudes toward women.<sup>3</sup> In other words, the participation of women in peacekeeping missions reduces the likelihood of certain types of gender-based violence, such as sexual harassment within the workplace.

**Stress as a safety risk.** For some peacekeeping personnel, living and working conditions in the host country lead to unhealthy levels of stress and, in severe cases, to post-traumatic stress disorder requiring professional help. Extreme forms of stress are increasingly acknowledged to be a security threat to other staff as well as a safety risk for the staff who suffer from it. Male and female staff reactions to stress will differ according to cultural and social background as well as individual personality. Sensitivity to early signs of stress is particularly important in peacekeeping operations, since people who are under stress may not recognize potentially unsafe situations, and may put themselves and others at risk. In recognition of these dangers, as of 2004, peacekeeping operations in Afghanistan, the Democratic Republic of the Congo, Kosovo, Lebanon and Timor-Leste have permanent, full-time stress counsellors.

### Tools to Address Security Threats and Safety Risks Facing Female and Male Staff

The following is a checklist for managers on how to prevent and respond to gender-based violence against male and female peacekeeping personnel:

Category	Suggested Measure
Training	In training courses on staff security and safety or on culture or gender awareness, the link should be made between gender, culture and staff security.
Information on Prevention	All staff should be directed to the DPKO <i>Security Awareness - An Aide-Mémoire</i> booklet, which offers useful advice on how to prevent and deal with various forms of gender-based violence such as sexual harassment, sexual assault and rape (see CD-ROM, pages 7-20 in particular). In addition, staff should be referred to the <i>UN Stress Management Booklet</i> (see CD-ROM).
Security Entitlements	International female civilian staff should be advised that in situations where they are living by themselves without another adult, they may request one additional security measure (to be determined locally) over and above the general security measures that have been approved for the duty station. <sup>4</sup>
Prevention of HIV Infection	All staff should be made aware of the availability and location of the mission’s Post Exposure Prophylaxis (PEP) kit, and understand how and when to administer it when exposed to HIV/AIDS through work-related contact with contaminated blood or other bodily fluids, or due to sexual assault.

Table continued page 65

<sup>3</sup> *Mainstreaming a Gender Perspective In Multidimensional Peace Operations*, UN DPKO. New York: United Nations, July 2000 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>4</sup> Decision of the Ad-hoc Inter-agency Meeting on Security (1997) approved by the Administrative Committee on Coordination, now referred to as the Chief Executives Board.

Category	Suggested Measure
Complaint Mechanisms	All staff should be made aware of whom they should contact for assistance in the organization if they have experienced gender-based violence in the work place or more generally whilst on mission for DPKO (regardless of who the perpetrator is).
Stress Management	Stress management and counselling services should be made available to all staff. Management of DPKO-led missions that do not have staff counsellors can request that a stress counsellor from UNSECOORD HQ visit their mission. Managers should make every effort to foster a working environment that does not embarrass, antagonize or humiliate those who seek counselling.
Response to Misconduct	Consult the DPKO Disciplinary Directives for information on how to respond to a complaint of gender-based violence allegedly perpetrated by a peacekeeper (see annex 6 for further details).

### Additional Resources

Information on prevention and response to gender-based violence, including PEP kits and stress management, is available at: <http://extranet.unsystem.org/unsecoord>

# *Chapter 10*

## Gender Balance and Civilian Personnel

## GENDER BALANCE AND CIVILIAN PERSONNEL

This chapter provides practical suggestions for civilian personnel officers in peacekeeping missions on how to carry out their functions in compliance with the United Nations' goal of equality between women and men. Personnel issues pertaining to military personnel and civilian police are dealt with in chapters XV and XVIII, respectively.

### Background

**Legislative basis.** The Charter of the United Nations, the Platform for Action adopted by the Fourth World Conference on Women and a number of General Assembly Resolutions and Secretary-General Bulletins all provide guidance on the status of women in the United Nations system.<sup>1</sup> Since the mid-1990s, the General Assembly has called for a 50/50 gender distribution in professional posts; that is, equal numbers of women and men. More recently, Security Council Resolution 1325 (2000) in paragraph 4, "...urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel." In addition, the Security Council, in the same Resolution, urges the Secretary-General to appoint more women as special representatives. In simple terms, these various UN decisions require the UN Department of Peacekeeping Operations (DPKO) to increase the number of women at all levels and in all categories of personnel both at Headquarters and in the field.

**DPKO goals.** With regard to civilian personnel, the UN has the specific goal of "...achieving 50/50 gender distribution in all categories of posts within the United Nations system, especially at senior and policy-making levels..."<sup>2</sup> This means that DPKO should strive to achieve gender balance<sup>3</sup> (i.e., a 50/50 ratio of women to men) at all levels at Headquarters as well as in peacekeeping operations, for both national and international civilian staff. The need to achieve greater parity between the number of women and men in peacekeeping operations is based on the UN goal of gender equality, i.e., equality between women and men.

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<sup>1</sup> See articles 1 and 101 of the Charter of the United Nations as well as article 8, which provides that the UN shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs; See *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, Resolution 1, annex II.; See listing of major General Assembly Resolutions and Secretary-General Bulletins on the status of women in the United Nations system at: <http://www.un.org/womenwatch/osagi/fpdocumentation.htm>; see also A/58/374 on CD-ROM.

<sup>2</sup> Resolution adopted by the General Assembly on *Improvement of the Status of Women in the United Nations System*, 30 January 2003 (A/RES/57/180), operative paragraph 3 (see CD-ROM); see also the Secretary-General's Report on *Improvement of the Status of Women in the United Nations System*, 17 September 2003 (A/58/374) on CD-ROM. Note that the terms "gender distribution" and "gender balance" are used interchangeably in UN documents.

<sup>3</sup> "Gender balance refers to the degree to which men and women hold the full range of positions in a society or organization," excerpt from *Mainstreaming a Gender Perspective In Multidimensional Peace Operations*, UN DPKO. New York: United Nations, July 2000 (see CD-ROM Resources for chapter I, "Gender and Peacekeeping").

**Strategy.** The UN strategy for achieving 50/50 gender distribution is based on instituting measures to attract and retain equal numbers of women and men in peacekeeping operations at all levels, and ensuring that the work environment and other conditions are conducive to their retention and advancement.

## Current Gender Balance in Peacekeeping Operations

**Statistics.** As of March 2004, women represented 24 per cent of the 10,933 international and national civilian staff members working in 27 peace operations (fifteen peacekeeping missions and twelve political missions). This total can be broken down by grade as follows:

Grade	% women by grade	Grade as a percentage of the workforce
Senior-level (D-1, D-2, ASG, USG <sup>4</sup> )	16%	1%
P1-P5 (including Field Service 6 and 7)	26%	13%
General service <sup>5</sup>	24%	86%

In this same month, out of the 27 peace operations, one was headed by a (civilian) woman. At the level of Deputy Special Representative of the Secretary-General (DSRSG), women held three out of fourteen positions - that is, 21 per cent of the total. These statistics show that the representation of women in peacekeeping missions is well under the 50/50 goal, and that their percentage decreases with increasing seniority.

**Reasons for poor representation of women.** As mentioned in an earlier DPKO study,<sup>6</sup>

“Peacekeeping is frequently conducted in a dangerous environment and on an emergency basis. These facts have been offered as reasons for the low participation of women in peacekeeping field operations. However, personnel involved in humanitarian relief and refugee assistance work under similar conditions and seem to be able to recruit women and to anticipate and provide for their needs; also there seems to be little difficulty in recruiting women for General Service positions for peacekeeping operations.”

The reasons behind the overall low percentage of women in peacekeeping operations and the clustering of women in more junior positions are multifaceted and require additional research.

<sup>4</sup> In order of increasing seniority, senior-level grades are as follows: D-1, D-2, Assistant Secretary-General (ASG) and Under-Secretary-General (USG).

<sup>5</sup> This category includes Field Service posts grades 1-5, national and international General Service posts, Security posts and Trade and Crafts posts.

<sup>6</sup> Excerpt from *Mainstreaming a Gender Perspective In Multidimensional Peace Operations*, UN DPKO. New York: United Nations, July 2000 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

**Headquarters-based measures to improve gender balance.** As the Secretary-General's 2002 study on women, peace and security<sup>7</sup> points out,

“Experience has shown that unless there is a proactive search for women candidates, women's representation in missions will not increase, particularly at the decision-making levels. It is also true that more women than men may self-select against particular jobs and types of operations based on familial responsibilities to dependants. In some contexts, women may also be [unfairly] excluded on the grounds that women should not be working in dangerous situations or on the assumption that host countries may not readily accept women in decision-making positions.”

At Headquarters, initiatives in 2004 to increase the number of women in peacekeeping missions include disseminating Vacancy Announcements (VA) and public relations materials on women in “non-traditional jobs” such as logistics in peacekeeping missions to international professional women's organizations. For high-level positions in missions, such as that of the Special Representative of the Secretary-General (SRSG) and Deputy Special Representative (DSRSG), DPKO may propose candidates from the “Eminent Persons Roster.”<sup>8</sup> In October 2003, this roster contained 564 names, of which 183, or 32 per cent, were female.

Under the current system of delegated authority, senior managers at DPKO Headquarters and in missions play an important role in the selection of candidates for peacekeeping positions. National staff positions are determined solely by managers in peacekeeping missions.

### **Practical Measures to Improve Gender Balance in Peacekeeping Operations**

The following are practical suggestions on how civilian personnel officers can improve the *recruitment* and *retention* of equal numbers of women and men in peacekeeping operations.<sup>9</sup>

#### **All categories of staff**

- Regular monitoring of gender balance data in the mission and setting of targets for improving gender balance at all levels and for all occupational groups, in consultation with senior management. This entails disaggregating all personnel data by sex;
- Gender-awareness training for staff involved in recruitment to improve understanding of the UN principles and goals relating to gender balance as well as the practical benefits of gender balance for peacekeeping operations. Such training would include

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<sup>7</sup> Secretary-General's study *Women, Peace and Security*, UN, 2002 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

<sup>8</sup> Names of candidates have in the past been supplied by Permanent Missions, the Executive Office of the Secretary-General, other departments of the Secretariat including DPKO and the Office of the Special Adviser on Gender Issues and the Advancement of Women. DPKO maintains this roster on behalf of the Secretary-General's Senior Appointments Group comprising representatives of Departments and Offices of the Secretariat.

<sup>9</sup> International professional staff (P-1 to D-2) and general service.

questioning assumptions on the proper roles of women and men in a mission to ensure that they are provided equal opportunities at all times. For instance, assumptions that could be challenged include beliefs that sub-offices in remote or insecure locations are not suitable for female staff, or that the mission should acquiesce to repeated exclusion of relevant female staff from decision-making meetings with local partners where the latter put forward cultural reasons for excluding them;

- Measures to ensure that when women are underrepresented in an occupational group (e.g., logistics) VAs should state that they are encouraged to apply and *vice versa*, men should be encouraged to apply where they are underrepresented in the occupational group (e.g., administration); and
- Provision of information to prospective candidates and new recruits on employment opportunities for spouses (for family duty-stations).

### **International professional-level staff (P-1 to D-2 levels)**

- Measures to facilitate information sharing between missions about female staff members seeking a transfer between missions on completion of their assignment in occupational groups where they are underrepresented and likewise measures to facilitate information sharing for male staff in occupational groups where they are underrepresented.

### **National staff**

- Dissemination of VAs to national and regional (professional) women's organizations to increase the number of female applicants;
- Dissemination of information on upcoming vacancies in the mission through local communication channels (e.g., radio and local newspapers), encouraging applications from women or men as appropriate;
- Advocacy to increase the role of women or men, as appropriate, in non-traditional roles in peacekeeping missions (e.g., women as drivers and men in administration);
- High-level advocacy by management on the participation of women in peacekeeping missions (e.g., at official functions and high-level meetings in the host country); and
- Measures to ensure that interview panels include both women and men and the focal point for women.

The following are practical suggestions on how civilian personnel officers can improve the *working environment and conditions* to encourage the retention of equal numbers of women and men in peacekeeping operations at all levels, as well as the *promotion* of women or men, as appropriate, in occupational groups where they are underrepresented.

### **All categories of staff**

- Provision of gender-awareness and (inter-) cultural awareness training for all staff during induction;



- Provision of information on UN rules and regulations concerning codes of conduct during induction to both male and female staff, including relevant rules and regulations regarding sexual harassment<sup>10</sup> (see DPKO Disciplinary Directives under the CD-ROM Resources for Chapter VII, “Gender and Codes of Conduct”);
- Provision of information on avenues of recourse in case of work-related grievances, including stress management and counselling services, to both male and female staff;
- Introduction of flexible work arrangements (e.g., part-time or flex-time schedules) where possible;
- Provision of safe transportation between home and place of work, as appropriate;
- Measures to ensure, to the extent possible, that separate sleeping quarters are available for male and female staff during field trips in the mission area;
- Measures to ensure that women and men have equal opportunity to acquire the skills required for promotion and transfer between missions and UN entities (e.g., training or exposure to certain types of work environments);
- Additional measures to support efforts by female staff (or male staff, as appropriate) to acquire the skills necessary for promotion in occupational groups where they are underrepresented; and
- Research (e.g., through focus group discussions) with female or male staff, as appropriate, in occupational groups where they are underrepresented, on the quality of their participation in the workplace and to solicit suggestions for improvement.

### **International professional-level staff (P-1 to D-2 levels)**

- Measures to ensure that international female staff have access to gynaecological services that meet international standards; and
- Measures to ensure that female staff are fully informed of any additional entitlements in the duty station concerning home security, in accordance with UN rules and regulations.<sup>11</sup>

### **National staff**

- Measures to facilitate the mobility of female staff where cultural restrictions apply (e.g., provision by some UN agencies of male chaperones for female staff or husband/wife field teams in Afghanistan).

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<sup>10</sup> The sexual harassment procedures applicable to UN civilian personnel are under revision in 2004 (see ST/AI/379 under the CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>11</sup> International, female civilian staff should be advised that, where they are living by themselves without another adult, they may request one additional security measure over and above the security measures that have already been approved at the given duty station. Decision of the Ad-hoc Inter-agency Meeting on Security (1997) approved by the Administrative Committee on Coordination, now referred to as the Chief Executives Board.

## Using the Focal Point for Women to Promote Gender Balance

To assist in improving gender balance in peacekeeping operations, a network of focal points for women was established in DPKO Headquarters and field missions in late 2000, similar to the network of departmental focal points for women in the UN Secretariat. This network was set up on the advice of the Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI). In missions, these focal points are currently involved in personnel issues such as recruitment, promotions, employment discrimination and sexual harassment. The functions of the focal point for women should not be confused with those of the gender adviser (see chapter III, “Programming for Gender Mainstreaming” for further information on the roles and responsibilities of gender advisers).

As the system was originally envisaged, focal points for women had to be strongly committed to the goal of gender equality and have access to senior decision-makers in the mission as well as to information required for the discharge of their duties. Missions were to appoint both a focal point and an alternate, one of whom was to be a woman. The focal point for women system in the field is under review in 2004 by DPKO Headquarters.

## Planning and Reporting

When civilian personnel officers participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to personnel issues. Detailed guidance on how to reflect gender issues in reporting on civilian personnel issues can also be found in chapter V, “Gender and Reporting.” All personnel data should be disaggregated by sex wherever possible.

## Additional Resources

The web site of the *Office of the Focal Point for Women* in the United Nations, which is part of the Office of the Special Adviser on Gender Issues and Advancement of Women, provides information on harassment/sexual harassment and work/life balance issues in the UN, and is available at: <http://www.un.org/womenwatch/osagi/fp.htm>

*Promoting Gender Equality - A Resource Kit for Trade Unions*, Gender Promotion Programme, International Labour Organization (ILO), 2001, suggests ways to improve recruitment and retention of women, and is available at: [http://www.ilo.org/public/english/employment/gems/eo/tu/tu\\_toc.htm](http://www.ilo.org/public/english/employment/gems/eo/tu/tu_toc.htm)

*Centre for Self-assessment for a Woman-friendly Workplace* (Work paper 29), Consultative Group on International Agricultural Research (CGIAR), provides indicators for measuring the

recruitment and retention of female staff that can be applied in peacekeeping contexts (see Chapter 3), and is available at: <http://www.genderdiversity.cgiar.org/>

*Diversity - Positive Recruitment* (Work paper 36), CGIAR, provides guidelines and tools for increasing the number of female applicants that can be applied in peacekeeping contexts, and is available at: <http://www.genderdiversity.cgiar.org/>

# *Chapter 11*

## Gender and Human Rights

## GENDER AND HUMAN RIGHTS

This chapter starts by providing the legislative basis for addressing gender issues in the field of human rights, then examines conceptual issues around gender equality and promoting human rights, and highlights approaches to integrating gender issues into human rights programming. The chapter concludes with concrete examples illustrating the integration of a gender perspective into human rights activities in peacekeeping operations.

### Legislative Basis

**Non-discrimination on the basis of sex.** This is a fundamental principle of international human rights law first recognized by the United Nations (UN) in its Charter<sup>1</sup> and subsequently in the 1948 Universal Declaration on Human Rights (UDHR). The UDHR affirms the principle that all human beings are born free and equal in dignity and rights and that everyone is entitled to all the rights and freedoms “without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, birth or other status.”<sup>2</sup>

**The human rights of women.** Although almost all major human rights treaties have provisions regarding non-discrimination on the basis of sex,<sup>3</sup> the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) has been the primary instrument invoked to address violations of women’s rights and discrimination against women. However, at the 1993 UN World Conference on Human Rights held in Vienna, women’s activists and their slogan “women’s rights are human rights” caught the attention of the human rights community, and highlighted the need to address women’s rights issues systematically through all international human rights treaties. At the conference, participants affirmed that “the human rights of women and girls are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on the grounds of sex are priority objectives of the international community.” It also specifically recognized violence against women during armed conflict as a violation of human rights, and further demanded that the equal status of women and human rights of women be integrated into the mainstream of United Nations system-wide activity.<sup>4</sup> In 1995, the Beijing Platform for Action, adopted at the Fourth UN World Conference on Women, emphasized that the goal of full realization of human rights for all required explicit attention to the systematic and systemic

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<sup>1</sup> “Purposes of the United Nations [include]...promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.” (article 1); “The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs.” (article 8) - Charter of the United Nations.

<sup>2</sup> General Assembly Resolution 217A (III) (article 2), 10 December 1948.

<sup>3</sup> The Universal Declaration of Human Rights; the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the International Convention on the Elimination of Racial Discrimination; the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; the Convention on the Rights of the Child; the Convention on the Elimination of All Forms of Discrimination against Women; and the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

<sup>4</sup> Vienna Declaration and Programme of Action, Part I, para. 18 and Part II, para. 37, A/CONF.157.23, 12 July 1993.

nature of discrimination against women in the application of international human rights instruments. More specifically, the Platform for Action identified women and armed conflict as one of the twelve critical areas of concern to be addressed by Member States, the international community and civil society.

**Protection of women and girls in armed conflict.** Five years later, the Security Council passed the landmark Resolution 1325 (2000) on women, peace and security, which reaffirms the responsibility of parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially civilians, and highlights particular contexts where women and girls' specific human rights must be protected (see chapter II for the full text of this Resolution).

### Mainstreaming a Gender Perspective into Human Rights Approaches<sup>5</sup>

**Gender equality<sup>6</sup> and the application of international human rights instruments.** Most provisions in international human rights law are written in gender-neutral language that applies to both women and men. However, many of the substantive norms of international human rights law are defined in relation to the experiences of men. For example, the 1984 Convention against Torture does not make any reference to gender-specific torture, such as forced sterilization or rape as a form of torture. In this connection, the 1998 Statue of the International Criminal Court constitutes a significant development: rape and other gender-specific forms of violence were incorporated into the definition of international crimes. Furthermore, in practice, women and men are not always able to exercise their human rights equally. This is due to a range of factors including discriminatory national laws and practices against women and girls in the political, legal, economic and cultural spheres. These factors explain why promoting and implementing international human rights instruments does not automatically result in women and girls enjoying the same range and extent of human rights as compared with men and boys. A specific focus on women's human rights is, therefore, often necessary to redress such imbalances, and should be part of any strategy to promote gender equality and universal human rights.

**Gender equality implies positive measures to redress inequalities.<sup>7</sup>** Gender equality applies to the enjoyment of all rights - civil, cultural, economic, political and social. The right to gender equality is not merely a right to non-discrimination. States Parties are under the obligation not only to adopt measures of protection and refrain from committing human rights violations

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<sup>5</sup> For further information on gender mainstreaming in human rights approaches, see *Gender Integration into the Human Rights System; A Rights-based Approach to Realizing Gender Equality*; and *Women's Empowerment in the Context of Human Security* (see CD-ROM).

<sup>6</sup> Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys (see chapter I, "Gender and Peacekeeping," for further information on gender equality).

<sup>7</sup> For practical examples of protecting rights through humanitarian action, see *Growing the Sheltering Tree - Protecting Rights through Humanitarian Action*, UNICEF, 2002 (see CD-ROM).

against women and girls, but are also required to adopt positive measures to identify and eliminate all obstacles to the equal enjoyment of such rights.<sup>8</sup> In a peacekeeping context, mainstreaming a gender perspective into human rights programming therefore implies the following approach:

- Gaining a clear understanding of how human rights violations affect women/girls differently than men/boys. For instance, in a particular country, young men and boys may face a greater risk of forced recruitment into armed forces and injury and death through combat, whereas women and girls may face a higher risk of sexual violence due to the breakdown of law and order or be specifically targeted with such forms of violence as part of a strategy for warfare.
- Adopting specific measures to redress imbalances in the enjoyment of human rights between women/girls and men/boys. This typically implies a strong focus on the human rights of women where women/girls are discriminated against in the political, legal, economic, social and cultural spheres. For instance, where women have no right to inherit property, this issue may need to be addressed during the process of drafting a new Constitution or legislation.

## Human Rights Components in Peacekeeping Operations

Integrating gender dimensions into human rights programming in peacekeeping operations will provide a clearer understanding of human rights violations and the measures required to ensure equal enjoyment of the full range of human rights by both women/girls and men/boys. In other words, integrating a gender dimension into human rights programming will ensure that the peacekeeping mission discharges its human rights and protection mandates more effectively.

In 2002 the Office of the High Commissioner for Human Rights (OHCHR) adopted gender mainstreaming as an institutional policy objective, recognizing the fulfilment of gender equality as a precondition for the effective promotion and protection of all human rights. This policy requires OHCHR and its field presences to reflect gender concerns in the conceptualization, implementation and evaluation of human rights policies, strategic planning and in setting priorities. In line with the Memorandum of Understanding between OHCHR and the UN Department of Peacekeeping Operations, OHCHR is to provide substantive guidance to human rights components of peacekeeping operations. Therefore, some of the most relevant elements of the OHCHR gender mainstreaming policy should be integrated in the human rights work of peacekeeping operations.<sup>9</sup>

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<sup>8</sup> CEDAW art. 1; General Comment on art. 3 of the International Covenant on Civil and Political Rights (CCPR/C/21/Rev.1/Add.10, CCPR General Comment 28, 29 March 2000).

<sup>9</sup> See <http://www.unhcr.ch/women/policy.html> for further information on gender mainstreaming in human rights.

## Peace Negotiations

Where DPKO plays a role in peace negotiations and the drafting of a peace agreement, this presents an opportunity to ensure that any specific human rights issues affecting women/girls and men/boys are included in the text of the agreement. Women's participation at the peace negotiations themselves and facilitating the access of women's civil society groups to the negotiators are other areas in which a peacekeeping mission can be proactive. For further guidance on inserting gender-specific language (e.g., to address sexual violence against women and girls during a past conflict) in peace agreements, and on promoting women's involvement in peace processes, see chapter XIII, "Gender and Political and Civil Affairs."

## Mandate Implementation

Depending on the mandate of the peacekeeping operation, human rights officers generally have a broad scope to integrate human rights issues into the various functional areas of peacekeeping, and to do so in a manner that integrates a gender perspective. What follows is a non-exhaustive listing of gender-sensitive human rights activities (under the general categories of activities undertaken by human rights officers) in peacekeeping missions.

**Monitoring and Investigation.** Security Council Resolution 1325 (2000) in paragraph 9, "[c]alls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls..." and in paragraph 10, "[c]alls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict."

Where a peacekeeping mission has a mandate to monitor and investigate human rights violations, the following measures should be taken in support of paragraphs 9 and 10 of this Resolution and to integrate a gender dimension into monitoring and investigation more generally.

### *Types of data*

- Regularly and systematically collect sex-disaggregated data (e.g., How many victims are women and girls? Do any of the violations observed appear to target women and girls because of their gender? What is the percentage of female-headed households in the village? How many combatants, police officers, judges, community leaders, etc. are female?)
- Be aware of phenomena that could be interpreted as gender-specific early warning indicators of conflict. These are necessarily context-specific, and may include, but are not limited to: an increase in the rape of women and girls, military-related sex work, propaganda emphasizing hyper-masculinity, media scapegoating of women,



accusations against women of political or cultural betrayal, sex-specific refugee migrations and increases in women-headed households.<sup>10</sup>

- Provide information on allegations of misconduct, in particular gender-based sexual violence or exploitation by civilian and military peacekeeping personnel, to the relevant focal points in the mission who are appointed to receive complaints of this nature (see chapter VII, “Gender and Codes of Conduct” and annex 6).

#### *Sources of data*

- Interview both women and men when taking testimonies - their perceptions might shed light on the same incident from different angles. Always ask whether female interviewees prefer to speak to a female human rights officer and ensure that female human rights officers are available to speak to women and girls or are present during the interview, if culture or tradition so require.
- In addition to consulting with traditional village elders and community leaders, try to speak with female members of the community when gathering information.
- Build a network with human rights activists and organizations, including with women’s groups and grass-roots organizations, for sharing and collecting information and for monitoring potentially destabilizing situations, but also for receiving information that could be used for early warning and prevention purposes.

#### *Team composition*

- Aim for equal numbers of women and men on human rights monitoring and investigation teams, and ensure that there is at least one female and one male officer on the team.
- Human rights officers need to receive awareness and sensitization training before interviewing victims of gender-based sexual violence and other gender-based human rights violations, as they might be the first point of contact with victims.
- Human rights monitoring and investigation teams should, wherever possible, have at least one human rights officer with specialist knowledge of gender issues.
- Conduct joint missions with the Gender or Child Protection Advisers of the mission, if relevant, to obtain an in-depth understanding of a particular human rights situation. For further information on gender issues in child protection activities, see chapter XII, “Gender and Child Protection.”

#### *Collaboration with other mission components*

- Provide human rights induction briefings and trainings for uniformed personnel and civilian staff, with particular attention to integrating women’s human rights and

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<sup>10</sup> Source: *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002, chapter 9, (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

gender issues. Civilian police and military observers are often the first point of contact with the civilian population and may provide important leads and relevant information for follow-up action by human rights officers.

**Planning and Analysis.** *Assessment missions.* A number of gender-related human rights issues are listed in the generic gender assessment checklist in annex 4, for use during fact-finding assessment missions prior to the establishment of new peacekeeping operations or expansion of existing operations. These can be used to develop a baseline picture of the human rights situation for women/girls and men/boys in a particular host country.

*Gender analysis.* When identifying the different human rights violations affecting women/girls as compared to men/boys, it is necessary to understand the socio-economic, legal, political and cultural context in which such violations are taking place. In addition, it is important to understand how the conflict has affected women/girls and men/boys differently and whether changes in gender roles have occurred as a result of the conflict (see chapter I, “Gender and Peacekeeping,” for further discussion on gender roles and the impact of conflict on gender roles). This analysis will help identify strategies for addressing human rights violations. For instance, rape against women and girls may be widespread in a particular country, but it is important to understand the underlying factors, such as whether rape is being used as a strategic weapon in the war to weaken morale and social cohesion in opposition areas, as well as the implications of rape for women and girls. These could include, for instance, the underreporting of rape due to the reluctance of victims to file statements at police stations that are staffed only by male police officers, or the stigmatization of rape victims by their own communities. In such cases, the peacekeeping mission’s response would have to be multifaceted, addressing both the underlying motives for human rights violations as well as the range of implications for women and girls (e.g., underreporting could be tackled by advising national police forces to have trained, female police officers deal with victims of sexual crimes; and stigmatization could be addressed through public information messages).

**Reporting.** Detailed advice on integrating gender dimensions into reporting can be found in chapter V, “Gender and Reporting.” In addition, the following suggestions should be taken into account:

- The gender dimensions of human rights issues should be highlighted throughout a human rights report. However, it may be necessary to include a specific section on human rights violations affecting either women/girls (e.g., trafficking in women and girls) or men/boys (e.g., torture of male, political opposition leaders) if these violations require special emphasis.
- Consider carefully whether the purpose of reporting is public or internal to the mission, especially when disclosing information related to sexual violence. Never disclose your confidential sources or names of victims or witnesses in public reports. Further guidance on ethical approaches to designing messages towards the elimination of violence against women and girls can be found in chapter XIV, “Gender, Public Information and the Media.”

- Ensure that the substantive content of reporting, including its gender dimensions, is reflected in corresponding recommendations for follow-up and action. Consider the necessity for special recommendations focusing on the rights of women and girls.
- Issue special thematic reports focused, for example, on conflict-related rape and sexual violence, or on trafficking in persons, which highlight the particular plight of women and girls. Other thematic reports or in-depth analyses on the relationship amongst issues such as conflict, gender and HIV/AIDS might provide insightful analysis to inform the mission's strategies for mandate implementation.

**Institutional reform.** Data collection and analysis activities are not ends in themselves, and typically feed into the design of strategies to reform institutions and laws of the host country, such as the electoral, legal and judicial, police and corrections systems. Indeed, Security Council Resolution 1325 (2000) in paragraph 8, “[c]alls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*: ... (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

*Ratification of international human rights instruments.* In advocating for the ratification of human rights treaties, peacekeeping missions should include special advocacy measures for CEDAW, the Convention on the Rights of the Child (CRC) and their optional protocols (see CEDAW Assessment Tool on CD-ROM).

*Government reporting obligations.* In assisting the Government with its human rights reporting obligations under the relevant bodies, ensure that equal emphasis is placed on elaborating State Party reports under CEDAW and CRC, if applicable. In Sierra Leone, for example, the gender specialist within the human rights section initiated a working group to draft the overdue CEDAW State Party reports, with the participation of the relevant Ministries, UN agencies, human rights and women's organizations. The State Party reporting process can be used as a catalyst to promote dialogue at national level on gender issues and women's human rights, to facilitate links between relevant government institutions and women's organizations and to increase access by women's groups to their governmental counterparts.

*Harmonizing national law with international human rights standards.* Encourage and assist the legislature, in cooperation with women's professional legal associations, to harmonize national laws with international human rights standards, with particular attention to the inclusion of gender equality, non-discrimination and equitable representation clauses. Information on strengthening national responses and legal frameworks to address human trafficking can be found in chapter XVIII, “Gender and the Police.”

In paragraph 11 of Security Council Resolution 1325 (2000), the Council “[e]mphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war crimes, including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible, from amnesty provisions.”

To encourage host countries to meet their obligations under paragraph 11, peacekeeping missions could work in the following areas:

- *Transitional justice mechanisms.* Support women's active participation in any consultative processes on the establishment of transitional justice mechanisms and related legislation, including truth and reconciliation commissions. Advocate for the inclusion of conflict-related violence against women and girls amongst the issues to be considered by transitional justice mechanisms.
- *National human rights protection systems.* In strengthening national human rights protection systems, ensure that women's groups have access, for example, to national and local consultations and the development of draft legislation relating to the establishment of a national human rights commission. Assist women's groups in organizing themselves to present candidates for commissioners and other positions for which civil society can provide nominations. Encourage the establishment of a legislative commission or sub-commission to address gender issues and/or specific women's rights concerns.

**Capacity-building, public information and advocacy.** Institutional reform is typically coupled with measures to strengthen institutions, which in turn can entail capacity-building in the form of training. Peacekeeping missions often provide training for legal and judicial professionals, police officers and the military on a wide range of issues including human rights.

*Capacity-building in civil society.*

- Encourage women's and human rights organizations to exchange information and ideas, and to collaborate on joint initiatives. Human rights organizations can benefit from information and analysis on women and gender-specific issues developed by women's organizations. In turn, women's groups can learn from the often long-standing experience of human rights organizations in, for instance, advocacy and lobbying.
- Involve women's groups in human rights promotion and advocacy campaigns, specifically to promote the concept of gender equality, non-discrimination on the basis of sex, and on issues such as violence against women and girls, reproductive rights and anti-trafficking. Encourage women's and human rights groups to join women worldwide in marking International Women's Day on 8 March and to join the 16-day campaign to end violence against women, beginning annually on 1 November. For further information on gender-sensitive public information activities see chapter XIV, "Gender, Public Information and the Media."
- Partner with women's groups to integrate human rights education into school curricula, and carry out human rights education programmes in schools and other possible fora, such as camps for internally displaced persons; refugee camps; and disarmament, demobilization and reintegration (DDR) encampment sites.
- Build national human rights protection capacity and human rights monitoring/early warning networks by training national human rights monitors, including women.
- Conduct human rights training for women's groups and organizations on general human rights functions such as monitoring, investigating and reporting, as well as on specific issues such as sexual violence.

- Ensure that a substantive gender and women's human rights segment is included in all human rights training activities for non-governmental organizations including professional organizations such as the media.

*Capacity-building in government institutions.*

- Provide support, training and advice to women parliamentarians to ensure that women's rights and gender issues are brought to the attention of the legislature.
- Ensure that a substantive gender and women's human rights segment is included in all human rights training activities for government partners such as law enforcement professionals, the military and government officials.

*Capacity-building of peacekeeping personnel.*

- Ensure that a substantive gender and women's human rights segment is included in all human rights training activities for peacekeeping personnel (see chapter VI for further information on gender and training and annexes 6 and 7 for specialized training materials on sexual exploitation and sexual abuse).

## Partnerships

Within the peacekeeping mission, human rights sections should build strong partnerships with gender advisers and child protection officers to strengthen understanding of how human rights violations affect women/girls and men/boys differently in the host country; and to improve prioritization amongst human rights activities as well as the design of such activities. Key areas of collaboration between these three entities include, for instance, (i) advocacy on the issue of violence against women; (ii) the role of women and girls in DDR programmes for former combatants and those associated with the fighting forces; and (iii) the design of human rights training modules for national police and military personnel.

Human rights sections will also benefit from developing strong links with women's organizations and representatives and involving them in human rights activities of the peacekeeping mission (e.g., data collection on human rights violations, or training of peacekeepers), as well as with government officials dealing with gender and/or women's issues. Human rights sections of peacekeeping operations should also maintain strong links with other UN entities with specific expertise on gender and women's issues such as the UN Development Fund for Women (UNIFEM), the UN Children's Fund (UNICEF) and the UN Population Fund (UNFPA). If an inter-agency theme group on human rights exists, human rights sections should also ensure that specific attention is paid to gender issues and women's human rights. Lastly, human rights components in peacekeeping missions should develop lists of referral service providers (both national and international) for the benefit of victims of human rights violations.

## Additional Resources

Relevant areas of the OHCHR web site that provide information on applying a rights-based approach to peace and development and on gender mainstreaming in human rights are available at: <http://www.unhchr.ch/development/approaches-07.html> and <http://www.unhchr.ch/women>

The UN *WomenWatch* web site provides information and resources on the human rights of women and is available at: <http://www.un.org/womenwatch/asp/user/list.asp?ParentID=3009>

The Secretary-General's report on *Integrating gender perspective into the work of United Nations human rights treaty bodies*, 14-18 September 1998 (HRI/MC/1998/6), is available at: <http://www.un.org/womenwatch/daw/news/integrating.htm>

The UNIFEM *Women, War, Peace Web Portal* provides briefs on a range of human rights issues affecting women, such as DDR, elections, violence, trafficking and justice. The site is available at: <http://www.womenwarpeace.org>

*Women's Human Rights Net*, an NGO web resource site on women's human rights, is available at: <http://www.whrnet.org>

Information on international women's human rights and humanitarian law is available through the University of Toronto at: <http://www.law-lib.utoronto.ca/resguide/women2.htm>

*Human Rights Internet* is a Canada-based information exchange network for organizations working on human rights issues. Its women's rights section contains useful resource materials on this topic and is available at: <http://www.hri.ca/women/>

# *Chapter 12*

## Gender and Child Protection

## GENDER AND CHILD PROTECTION

### Background

**Legislative basis.** In recent years, UN has repeatedly underlined the importance of explicitly addressing the rights and protection needs of children in peace agreements and peacekeeping operations.<sup>1</sup> Furthermore, in its Resolution 1325 (2000) on women, peace and security, the Security Council highlighted the need to give special consideration to the specific needs of girls affected by armed conflict (see full text of this resolution in chapter II).

Multidimensional peacekeeping operations with civilian components are in a unique position to identify and respond to the needs of children in armed conflict. Child protection is a cross-cutting issue that is relevant to all functional areas of peacekeeping operations. The extent of child protection activities in a particular peacekeeping operation will be determined by the mandate of the mission concerned.

**Impact of conflict on children.** The experience of children in armed conflict needs to be distinguished from that of adults. This allows peacekeeping personnel to recognize any specific needs of children as compared to adults (e.g., greater physical vulnerability of children to hardship and vulnerability to sexual exploitation and abuse by adults). In addition, the context-specific nature of children's experience in different peacekeeping settings needs to be recognized. For instance, landmines pose a particular danger to girls and boys in Afghanistan but not in Sierra Leone. Recruitment of children into armed groups or forces<sup>2</sup> was not a salient concern in the former Yugoslavia but it is in the Democratic Republic of the Congo.

**Differing impact of conflict on girls and boys.**<sup>3</sup> Peacekeeping personnel also need to recognize that conflict affects girls and boys differently due to their different roles and responsibilities in society, which results in girls and boys having different needs and priorities. For instance, older boys are more likely to be the victims of mines than girls because they are more engaged in active combat or in "heavy agricultural" activities such as ploughing. However, among mine victims, social stigma and discrimination are more likely to prevent a girl from gaining access to physical rehabilitation or vocational training opportunities. Boys are at greater risk of forced recruitment than girls; occasionally, initiation rites for boys will be perverted and

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<sup>1</sup> Security Council Resolutions on Children and Armed Conflict 1261 (1999), 1314 (2000), 1379 (2001) and 1460 (2003) cover a wider array of issues pertinent to the protection of children in armed conflict settings and refer explicitly to the rights and special protection of girls (see CD-ROM). The Convention on the Rights of the Child (1989) and the two Optional Protocols to the Convention, on the Involvement of Children in Armed Conflict (2000) and on the Sale of Children, Child Prostitution and Child Pornography (2000), offer special protection to both boys and girls (see CD-ROM).

<sup>2</sup> In this context, an armed force is assumed to be a formalized, military force with a defined chain of command, whereas an armed group could encompass a wide range of armed elements such as militias and paramilitary groups.

<sup>3</sup> For further information particular to girls, see *The Effects of Armed Conflict on Girls*, World Vision Staff Working Paper No. 23, World Vision International, July 1996 on CD-ROM.



used to initiate them into armed groups. However, girls who have been forcibly recruited into armed groups are more likely to experience sexual slavery and sexual violence such as rape, be confronted with unwanted pregnancies, and are at higher risk of contracting sexually transmitted diseases including HIV/AIDS (see chapters VIII, “Gender and HIV/AIDS” and XVI, “Gender and Disarmament, Demobilization and Reintegration”). The break-up of families and communities coupled with school closures and lack of economic alternatives might drive older boys and young men in conflict areas to volunteer for armed groups, but girls will more often find their alternatives limited to sex work or enlistment as the wife of a male combatant.

## Guidance on Addressing the Different Needs of Girls and Boys in Peacekeeping

What follows is a non-exhaustive list of ways in which child protection activities can take into account the different experiences and needs of girls and boys in armed conflict.

**Peace agreements.** Where Department of Peacekeeping Operations (DPKO) staff play a role in developing the language of peace agreements, this should reflect the equal rights of girls and boys as laid out in a number of Security Council resolutions on Children and Armed Conflict and the Convention of the Rights of the Child and its two optional protocols, and draw attention to any needs specific to girls or boys. For instance, specific measures to redress inequalities between girls and boys may need to be written into peace agreements, such as the need to promote girls’ access to education where they have lower literacy levels than boys. For further information on gender-sensitive language for peace agreements, see chapter XIII, “Gender and Political and Civil Affairs.”

**Planning.** Fact-finding assessment missions are conducted during the planning for new or expanding peacekeeping operations. Such missions should collect sex- and age-disaggregated data wherever possible, so as to provide a clear picture of who is affected by conflict and of the respective needs of women, men, girls and boys. Furthermore, information on the different needs of girls and boys in a wide range of areas such as humanitarian affairs, HIV/AIDS, the legal and judicial system and policing helps identify any specific needs, and aids those designing recommendations to meet these needs. Questions relating to the experiences and needs of girls and boys can be found throughout the generic gender assessment checklist proposed for use in assessment missions for the establishment of new or expanding peacekeeping operations, in annex 4.

After a peacekeeping mission has been established, this same gender assessment checklist can provide general guidance on the issues to research to obtain a baseline picture of the situation of girls and boys in the host country. This baseline picture can, in turn, be used in designing a Child Protection Programme (e.g., to identify priority areas for action that relate to the mission’s mandate).

**Human rights monitoring and reporting.** In conflicts, girls and boys may not be victims of the same types of human rights violations. For instance, in certain armed conflicts, combatants may use rape as a strategy of warfare targeting women and girls in particular, whereas boys

may be more likely to experience forced recruitment into armed groups. By collecting sex- and age-disaggregated data on victims of human rights violations and then disaggregating these violations by type, a clear picture can be developed of the nature of human rights violations and ensuing needs. When investigating alleged human rights violations of a sexual nature, peacekeeping personnel should follow gender-sensitive guidelines such as using female interviewers wherever possible to create a non-threatening environment. Further information on human rights monitoring and investigation as well as reporting can be found in chapter XI, “Gender and Human Rights.”

**Ending impunity.** When addressing the issue of impunity for any crime committed against girls and boys, child protection and human rights officers in peacekeeping missions need to understand how the crime in question affects girls and boys differently in order to identify an appropriate strategy. For instance, when advocating on the issue of impunity for recruitment of girls and boys into armed groups and forces, child protection officers need to understand and build into their strategy the fact that although boys are more likely than girls to be recruited, once in an armed group, girls are more likely than boys to be coerced into sexual relationships with the combatants. With regard to impunity for sexual crimes in particular, it is important for child protection and human rights officers to monitor and document investigations of sexual violence against girls and boys in the host country as well as whether domestic remedies such as the national criminal justice system have been utilized. This will help identify areas for legislative reform, institution-building and capacity-building. Further guidance on these three areas can be found in chapter XIX, “Gender and the Legal and Judicial System.” In situations where sexual violence may amount to a war crime, the mission can play a role in monitoring and documenting information that might be important for a future case in an ad hoc criminal tribunal or the International Criminal Court. For instance, the International Criminal Court in Rwanda handed down a genocide and crimes against humanity conviction in a case that included the rape of a very young girl.

**Disarmament, demobilization and reintegration (DDR).** These programmes for former combatants have traditionally focused on male, able-bodied combatants, and given scant attention to the needs of women and children involved in armed groups or forces, the wives and dependants of combatants and those disabled (mentally and/or physically) in conflict. Within the category of children associated with armed groups or forces, girl combatants, girls in support functions in the army such as cooks, spies, messengers, and girls who are wives or are forced into serving as sexual slaves, are particularly at risk of exclusion from DDR programmes and benefits.<sup>4</sup> Further information on ways to address the needs of girls associated with armed groups or forces can be found in chapter XVI, “Gender and Disarmament, Demobilization and Reintegration.”

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<sup>4</sup> For further information on the roles of girls in armed groups, see *Where are the Girls? Girls in Fighting Forces in Northern Uganda, Sierra Leone and Mozambique: Their Lives During and After War*, Susan McKay and Dyan Mazurana, International Centre for Human Rights and Democratic Development, 2004 on CD-ROM.

**Codes of Conduct.** In spring 2002, allegations of widespread sexual exploitation and abuse of refugee and internally displaced women and children by peacekeepers and humanitarian workers in West Africa highlighted the vulnerability of these populations in conflict and post-conflict situations.<sup>5</sup> Subsequent investigations underscored the apparent absence or failure of systems for protection against and monitoring of gender-based violence (e.g., sexual assault) committed by peacekeepers and aid workers, and the lack of avenues for recourse for victims when sexual exploitation or abuse is threatened or occurs.

The Secretary-General has frequently reiterated his policy of zero tolerance for acts of sexual exploitation and abuse committed by personnel employed by or affiliated with the United Nations,<sup>6</sup> and in 2003 promulgated a Bulletin detailing “Special Measures for Protection from Sexual Exploitation and Sexual Abuse”.<sup>7</sup> In response to the events of spring 2002, DPKO developed a comprehensive package of disciplinary directives covering all types of personnel serving in peacekeeping missions. Further information on gender-based violence and codes of conduct including disciplinary directives can be found in chapter VII, “Gender and Codes of Conduct.” In addition, annex 5 provides a practical guide to managers outlining key points on the conduct expected from all categories of peacekeeping personnel in the area of gender-based violence and sexual exploitation and sexual abuse in particular, including information on the specific responsibilities of Heads of Mission in preventing and responding to such problems. Annex 6 presents training materials on sexual exploitation and sexual abuse, and includes examples of serious misconduct targeting minors. These case studies complement existing training materials on Codes of Conduct provided by DPKO for pre-deployment training of military and civilian police personnel (see chapter VII, “Gender and Codes of Conduct” for full information on training materials available on sexual exploitation and sexual abuse).

Child protection advisers in peacekeeping operations should also work in close collaboration with Mission Training Cells, HIV/AIDS focal points, focal points on sexual exploitation and sexual abuse, Personnel Conduct Officers, and gender units. Such collaboration would ensure that in-mission training courses include the gender-specific vulnerability of girls and boys to sexual exploitation and sexual abuse as well as HIV/AIDS. For instance, training messages should note that high levels of poverty can push girls to engage in sex work, which increases their risk of contracting and transmitting HIV. Furthermore, child protection advisers should work with public information officers to ensure that host populations are informed that there are focal points in the mission who receive complaints of sexual exploitation and sexual abuse by peacekeeping personnel as well as provide information on standards of conduct expected from

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<sup>5</sup> *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/57/465)* (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>6</sup> The Secretary-General has noted that such conduct “violates everything the United Nations stands for. Men, women and children displaced by conflict... look to the United Nations and its humanitarian partners for shelter and protection. Anyone employed by or affiliated with the United Nations who breaks that sacred trust must be held accountable and, when the circumstances so warrant, prosecuted.” (A/57/465, para. 3) (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”); see also the Secretary-General’s letter of 22 October 2003 to Members of the Senior Management Team (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>7</sup> *Special Measures for Protection from Sexual Exploitation and Sexual Abuse (ST/SGB/2003/13)* (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

such personnel. Training for mission personnel and public information messages should emphasize that “sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally,” and that “mistaken belief in the age of a child is not a defence.”<sup>8</sup>

**Institutional and legislative reform.** Where a peacekeeping operation has an advisory function with regard to institutional reform (e.g., judicial, legal, penal), differences in the experiences and needs of girls as compared to boys should be identified and addressed. For instance, child protection advisers should monitor the different treatment of girls as compared to boys as defendants, respondents or witnesses in the legal and judicial system, or by the police when they are victims or perpetrators of crime, or in international criminal tribunals. In addition, they should identify and address laws and practices that discriminate against girls and/or boys, such as in the area of family and marriage law (see chapter XIX, “Gender the Legal and Judicial System”). Discriminatory actions by the police may involve the treatment of girls who have been victims of domestic and sexual violence (see chapter XVIII, “Gender and the Police”). Since women and girls are typically in the minority within the corrections system, the architecture and organization of prisons tends to be based on the needs and requirements of the male prison population, which can lead to women’s and girls’ needs being marginalized. Further information on specific needs of girls within the corrections system can be found in chapter XX, “Gender and Corrections.”

Institutional reform is often coupled with institutional development. This is typically done through capacity-building measures such as training. These training courses should highlight the different experiences and needs of girls as compared to boys and underline the different ways of addressing their needs. Further information on gender issues relating to capacity-building for legal professionals can be found in chapter XIX, “Gender and the Legal and Judicial System.” Information on gender-awareness training and gender-sensitive training initiatives can be found in chapter VI, “Gender and Training” and annex 5.

**Mine action.** All mine action activities should take into account the different levels of exposure to landmines and unexploded ordnance of girls compared to boys<sup>9</sup> as well as their different rehabilitation needs. Information on such gender-specific differences is included in chapter XVII, “Gender and Mine Action.”

**Public information.** Information on integrating gender dimensions into public information activities can be found in chapter XIV, “Gender, Public Information and the Media.” A number of these suggested measures are of relevance to girls and boys. For instance, designers of community outreach activities should choose a medium that is accessible to girls. Indeed, where

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<sup>8</sup> *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (ST/SGB/2003/13, para. 3.2) (see DPKO Disciplinary Directives under the CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>9</sup> Unexploded ordnance (UXO) is “explosive ordnance that has been primed, fused, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected, yet remains unexploded either through malfunction or design or for any other reason” (International Mine Action Standards, 2003).

girls have lower literacy levels than boys, messages targeting them may have to be disseminated in a different medium (e.g., theatre troupes, radio and/or television) than the one used for boys (e.g., print).

**Humanitarian assistance.** Information on the specific needs, vulnerabilities and capacities of girls as compared to boys can be found in chapter XXII, “Gender and Humanitarian Assistance.” For instance, when planning emergency assistance programmes, humanitarian agencies need to take the likelihood of an increase in the number of households headed by children, particularly girls, during and after conflict into consideration, along with local practices, such as restrictions on girls’ mobility outside of the home, that may make it difficult for them to gain access to humanitarian assistance.

**Reconstruction and recovery.** Information on the specific needs of girls and boys and the impact of reconstruction and recovery projects on girls as compared to boys can be found in chapter XXIII, “Gender, Reconstruction and Recovery.” For instance, the appropriate placement of a village water pump can reduce girls’ exposure to sexual assault when they are collecting water in remote areas, or reduce the number of hours they spend collecting water, thereby increasing their access to schooling or skills training.

**Reporting.** Where relevant, gender differences affecting child protection issues should be highlighted in all forms of reporting, ranging from situation reports to Secretary-General reports to the Security Council on mandate implementation and to public information brochures. Information on integrating gender dimensions into reporting more generally can be found in chapter V, “Gender and Reporting.”

**Partnerships.** Child protection advisers in peacekeeping missions should explore building partnerships within the mission with gender experts, with UN entities in the host country that have specialist knowledge on gender issues affecting children such as the UN Children’s Fund (UNICEF), the lead UN agency for children, and the UN Development Fund for Women (UNIFEM), as well as with host country organizations such as relevant government departments and NGOs. Such partnerships can improve the quality of design and scope of peacekeeping child protection initiatives through information-sharing, collaboration and resource-pooling. Children themselves can also be key partners in child protection activities. When involving children in the activities of peacekeeping missions (e.g., providing them with a radio programme), it is important to ensure that girls are able to participate as fully as boys, and that the programmes address concerns relating to both sexes.

## Additional Resources

*Voices of Girl Child Soldiers*, from the Quaker United Nations Office, is a study on girls associated with armed groups, based on interviews with girls in Angola, Colombia, the Philippines and Sri Lanka. It is available at: <http://www.quno.org/quno/HRgirlsoldiers.htm#Girls>

The “WatchList on Children and Armed Conflict,” a project of the Women’s Commission on Refugee Women and Children, consists of country reports that include information on gender issues affecting children in conflict and post-conflict situations such as child soldiers and human trafficking. They are available at: <http://www.watchlist.org>

# *Chapter 13*

Gender and Political and Civil Affairs

## GENDER AND POLITICAL AND CIVIL AFFAIRS

### Background

Political and civil affairs officers in peacekeeping operations play an important role in a wide variety of activities that range from acting as a liaison with parties involved in implementing a peace agreement to planning and establishing new political institutions under a transitional administration mandate. Multidimensional peacekeeping operations with mandates that include such activities provide the most opportunity to address gender issues.

**Legislative basis.** The Security Council, in Resolution 1325 (2000) “[c]alls on all actors involved in negotiating and implementing peace agreements to adopt a gender perspective, including, *inter alia*:

- (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
- (b) Measures that support local women’s peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;
- (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.” (para. 8).

In addition, the Resolution includes a number of paragraphs directed at parties to armed conflict. Peacekeeping missions can provide support to the parties as they fulfill these obligations, and encourage them to abide by international law and include specific measures to protect women and girls from violence (paras. 9 and 10, respectively).

The Security Council also “[e]ncourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women [from the United Nations] at decision-making levels in conflict resolution and peace processes” (para. 2).

### Planning and Reporting

When political and civil affairs officers participate in fact-finding assessment missions for establishing new or expanded peacekeeping operations, reference should be made to chapter XIII, “Gender and Political and Civil Affairs” and annex 3 as well as to annex 4, which provides a checklist of gender issues relevant to political and civil affairs during assessment missions. When preparing reports (e.g., situation reports and draft reports of the Secretary-General to the Security Council), detailed guidance on how to reflect gender issues in reporting on political and civil affairs can be found in chapter V, “Gender and Reporting.”



## Peace Processes

The Department of Political Affairs is the prime actor in peacemaking and mediation efforts within the UN system, and therefore takes the lead when the UN is requested by the parties to a conflict to provide support during the negotiation of a peace agreement. In addition, the UN Department of Peacekeeping Operations (DPKO) often plays a role in providing advice and expertise during peace negotiations, particularly where these negotiations are likely to culminate in a peace process or agreement requiring a peacekeeping operation to assist in its implementation. These roles give the UN, and DPKO in particular, a wide range of opportunities to promote women's participation in peace negotiations and throughout the implementation of peace processes and peacekeeping mandates.

**Women's participation at the peace table.** Women continue to be largely absent from formal peace processes, or play only token roles in them. Social and cultural norms may pose serious challenges to women's full and meaningful participation. Women tend to have more prominent roles in informal activities that support formal peace processes (e.g., peace marches and advocacy campaigns on peace issues). In many conflicts, they draw upon their moral authority as mothers, wives and daughters to call for an end to conflict. It is generally acknowledged that the more women are involved in peace processes, the more likely it is that issues of importance to them will be put on the agenda and that the outcome will satisfy the interests of both women and men.

Women's participation in peace processes can help ensure that these processes address gender-specific consequences of armed conflict (e.g., an increase in the number of female-headed households); the needs and priorities of women and girls in the aftermath of conflict (e.g., obtaining justice for war crimes such as rape, improving household income); and the involvement of women in the reconstruction of post-conflict societies, and thus in the prevention of future conflict. The participation of women's representatives has been used, for instance, to break impasses in peace negotiations, broaden the range of issues covered, and change public opinion.

Women's participation in peace processes can be supported through a variety of measures, including:

- Capacity-building that supports women seeking to participate in peace processes (e.g., facilitating the inclusion of women in non-official talks carried out prior to or parallel to official peace talks);
- Supporting women's representatives who have clear ties to a female constituency, rather than links to a political elite;
- Organizing women's representatives into a broad-based coalition;
- Helping women's coalitions to define a common agenda and lobby for its inclusion in the agenda of the peace process;

- Enlisting high-profile male participants in the peace process to advocate for gender issues;
- Encouraging the adoption of quotas or reserved seats for women in existing political bodies, where appropriate (see chapter XXI, “Gender and Electoral Assistance,” for further discussion on quotas);
- Encouraging negotiator, facilitator and mediator teams to be gender-balanced;
- Encouraging efforts by negotiator, facilitator and mediator teams to include women in the peace process and to integrate gender issues into peace agreements; and
- Including senior-level female staff on the UN team wherever DPKO has a role in a peace process, whether as a facilitator or as an observer (in accordance with Resolution 1325 (2000) para. 2).

**Peace agreements.** These are crucial components to peace processes since they signal the end of conflict and provide a framework for reconstructing political, legal, economic and social structures. Most clauses of peace agreements are framed in gender-neutral language, with the assumption that they apply equally to women and men. However, conflict affects women, men, girls and boys differently, resulting in different needs and priorities that should be reflected, where relevant, in specific provisions and language in the peace agreement. Silence on issues specific to women and girls in a peace agreement can (at worst) perpetuate and institutionalize their marginalization.

If political and civil affairs officers are involved in peace negotiations, they should encourage inclusion in the text of peace agreements of the types of gender issues listed in paragraph 8 of Security Council Resolution 1325 (2000) as well as any other relevant gender concerns. Further guidance on how to incorporate the needs and priorities of women and girls in peace agreements can be found in a checklist of issues and gender-specific language for inclusion in such agreements.<sup>1</sup> This covers a wide variety of subject areas found in peace agreements ranging from the restructuring of armed forces (e.g., screening incoming personnel for prior history of human rights violations against women and girls), to building a framework for a new constitution (e.g., ensuring that Constitutional Commissions include women in key positions) and land ownership (e.g., guaranteeing non-discrimination on the basis of sex in land allocation, inheritance laws and land reform schemes).

## Implementing Peace Agreements

A major challenge in peace agreements is ensuring that provisions negotiated on gender issues are translated into reality on the ground. All too often, guarantees made in peace agreements

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<sup>1</sup> *Peace agreements as a means for promoting gender equality and ensuring participation of women - A framework of model provisions*, Division for the Advancement of Women, Department of Economic and Social Affairs (DESA), 2003, available at: <http://www.un.org/womenwatch/daw>

and new constitutions regarding women's representation in local, regional and national institutions and the allocation of resources to meet the needs and priorities of women and girls are not implemented. In multidimensional peacekeeping operations, staff can play an important role in reminding the government of its obligations in the peace agreements and the constitution regarding gender issues, and in supporting efforts by the government, NGOs and other agencies to ensure that such obligations are realized.

Peace agreements often call for interim governance arrangements pending the establishment of a fully representative and elected government. This transitional period represents an opportunity to put in place policies and procedures to support the integration of gender issues into all aspects of governance. Whether the UN is working as an interim administration with an executive mandate or, as is more often the case, in an advisory role to a national, transitional government, the following types of measures can be implemented to support the integration of gender issues into all aspects of governance:

- Appointing a senior-level Gender Adviser with a mandate to advise on gender mainstreaming throughout the civil administration;
- Establishing a ministry or administrative department to deal with gender issues, with a network of related officers and/or offices at the regional and local levels;
- Allocating financial and human resources for mainstreaming gender issues into the administration at all levels (e.g., appointment of gender experts in line ministries and public bodies), as well as for projects that specifically target women and girls (e.g., training of women for employment in public service);
- Ensuring the collection and analysis of sex-disaggregated data, and its use in policy dialogues and advocacy;
- Facilitating the participation of women and women's representatives in all types of reform (e.g., legislative reform) and national development planning exercises;
- Creating mechanisms for consultation between local government and women's representatives; and
- Building the capacity for women to participate fully and equally, if possible, in the civil administration after the departure of the peacekeeping mission.

**Gender budgeting.** This growing area of interest<sup>2</sup> (see Additional Resources) involves the analysis of national, regional or local budgets from the perspective of their impact on women and girls, as compared to men and boys. The key question being asked is whether a particular fiscal measure improves, worsens or leaves unchanged the position of the most disadvantaged women/girls in the country. The analysis can cover either the entire budget or selected sectors,

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<sup>2</sup> The UNIFEM Gender Responsive Budgets Programme, in partnership with the Commonwealth Secretariat, is supporting initiatives in 14 countries.

and can be carried out by the government or civil society. The best-known initiative of this kind is the “South African Women’s Budget Initiative,” which is a good example of mainstreaming gender into a national budget. During a gender-budgeting process, ways are identified to ensure a more equitable distribution of resources amongst women/girls and men/boys. A gender-budgeting audit can be used to monitor implementation of gender-related goals and compliance with, for instance, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (see chapter XI, “Gender and Human Rights” for more information on CEDAW). Furthermore, a gender-budgeting audit can serve as a strong advocacy tool to close the gap between an administration’s policy statements and the actual allocation of resources to projects that promote gender equality.

### Coordination and Liaison

It is important for political and civil affairs officers to develop and maintain strong partnerships with women’s representatives in the host country and at the regional level for a variety of reasons, including:

- To identify ways to support women’s participation in peace processes and the implementation of peace agreements;
- To obtain regular data and analysis on key gender issues affecting the host country and region (in the political, legal, economic and social spheres), for use in monitoring, political analysis, planning and reporting; and
- To put visiting political officials in touch with relevant women’s representatives in the host country.

Women’s representatives typically include government officials with portfolios covering gender or women/girls’ issues, women’s associations (e.g., women lawyers associations), women’s NGOs (e.g., an advocacy NGO working on violence against women), some religious institutions and women in academic institutions and think-tanks. In addition, political and civil affairs officers should develop and maintain strong partnerships with UN entities dealing with gender issues, such as the UN Development Fund for Women (UNIFEM), as well as with gender experts within the mission, such as the gender adviser.

### Additional Resources

*Peace agreements as a means for promoting gender equality and ensuring participation of women - A framework of model provisions*, UN Division for the Advancement of Women, Department of Economic and Social Affairs (DESA), 2003 is available at:  
<http://www.un.org/womenwatch/daw/>

*Women’s equal participation in conflict prevention, management, and conflict resolution and in post-conflict peace-building*, Report of the Secretary-General to the Commission on the Status

of Women, Economic and Social Council, 22 December 2003 (E/CN.6/2004/10), is available at: <http://www.un.org/womenwatch/daw/csw/44sess.htm>

*Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peacebuilding. New York: UNIFEM, 2002, includes a chapter, "Organizing for Peace." The assessment is available at: <http://www.unifem.org>

*Women at the Peace Table: Making a Difference*, Sanam Naraghi Abderlini. New York: UNIFEM, 2000, is available at: <http://www.unifem.undp.org/public/peacebk.pdf>

Information on gender budgets is available at: <http://www.gender-budgets.org>

# *Chapter 14*

## Gender, Public Information and the Media

## GENDER, PUBLIC INFORMATION AND THE MEDIA

### Background

The Beijing Platform for Action that came out of the Fourth World Conference on Women (1995) includes two strategic objectives relating to “women and the media” that are addressed to governments, international organizations, national and international media systems and civil society. These are to:

- “Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication”; and
- “Promote a balanced and non-stereotypical portrayal of women in the media.”

These two strategic objectives are guiding principles for public information officers. Relevant activities include press briefing sessions; radio and television broadcasting; organizing panel discussions and trainings on public information-related issues; drafting and publishing newsletters, bulletins, brochures, press releases and public relations materials as well as organizing community outreach activities such as public meetings, theatre productions and work with community-based groups.

A study published in 2001 by the International Federation of Journalists found that even though more than one third of today’s journalists are women, less than 3 per cent of senior media executives and decision-makers are women.<sup>1</sup>

Although the Beijing Platform for Action calls for greater participation and access of women to the media, women still face significant barriers to such participation in many host countries where peacekeeping operations are located. Contributing factors include lower levels of education, including a lack of computer skills, as well as traditional attitudes that discourage women’s participation in the media. It is therefore important for peacekeeping missions to take measures that promote women’s participation in the national media of the host country concerned. The extent to which missions can pursue this goal will depend largely on the mission’s mandate and its level of involvement with the national media. One important consideration is the need to lead by example; by promoting, wherever possible, the recruitment and retention of equal numbers of women and men at all levels within public information sections of peacekeeping missions (see chapter X, “Gender Balance and Civilian Personnel,” for further information on promoting gender balance amongst civilian personnel).

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<sup>1</sup> Excerpt from *Participation and access of women to the media, and its impact on and use as an instrument for the advancement and empowerment of women*, Aide-Mémoire, Division for the Advancement of Women, 21 August 2002.

In 2000, a study covering 70 countries around the world found that women were the central focus of only 10 per cent of media stories, and that even those were rarely concerned with women's roles in or views about social, economic or political matters. Many portrayed women in limited, stereotyped ways and most failed to present women's perspectives or points of view on subjects that affect women directly. The invisibility of women in media content raises fundamental questions about freedom of expression and the right to communicate.<sup>2</sup>

The portrayal of women and men in the media can strongly influence the perception of their respective roles in any given society. At their best, the media and public information can encourage gender equality, respect for both women and men and non-discrimination based on sex. At their worst, they can be used to maintain and deepen sexist stereotypes about women and men, and promote gender-based violence.<sup>3</sup> Public information officers need to understand their role in promoting gender equality through public information activities, and minimize any unintended consequences of their work that could impact negatively on the United Nations' principle of equality between women and men.<sup>4</sup>

In the absence of specific guidelines on gender issues in public information at DPKO and the UN Department of Public Information (DPI), the following guide to integrating gender dimensions into public information activities may provide some helpful pointers.

### **Planning and Reporting**

When public information officers participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to public information. Detailed guidance on how to reflect gender issues in reporting on public information issues for the mission or for DPKO Headquarters can also be found in chapter V, "Gender and Reporting."

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<sup>2</sup> Excerpt from *Participation and access of women to the media, and its impact on and use as an instrument for the advancement and empowerment of women*, Aide Mémoire, Division for the Advancement of Women, 21 August 2002.

<sup>3</sup> Gender-based violence and its various forms are covered in more detail in annex 6.

<sup>4</sup> See the Preamble to the Charter of the United Nations and further information on gender equality in chapter I, "Gender and Peacekeeping."



## Mission Public Information Activities<sup>5</sup>

### General

- Provide information and data disaggregated by sex wherever possible. This will give a more accurate picture of the situation in the host country;
- Whatever the topic being discussed, highlight any differences between the sexes. When referring to human rights issues, for example, bring out any differences in the types of violations being committed (e.g., women and girls are being raped by militia groups whereas men and boys are being forcibly recruited into such groups). This will provide a clearer picture of the situation and can be done in consultation with the relevant functional areas in the mission, as well as by using the knowledge of the mission's gender adviser, where available, and local women's organizations;
- Use public information to reinforce key goals of the mission relating to the promotion of gender equality (e.g., addressing violence against women through radio, TV and mission publications where the mission has a rule of law mandate, or encouraging women to put themselves forward as candidates in elections where the mission has an elections mandate);
- Use positive images of both sexes (e.g., highlight positive female role models and women's organizations, as well as influential male decision-makers who support gender equality in words or through actions);
- Highlight key gender dimensions of the mission's work (e.g., mission efforts to increase awareness on violence against women) to audiences resistant to, disinterested in or uninformed about such issues. This can send a positive message that these are important issues to consider;
- Disseminate information on how women, girls and women's organizations can benefit from mission resources (e.g., quick-impact projects);
- Include specific women's networks and organizations on mailing lists;
- Disseminate information on codes of conduct governing peacekeepers and focal points in the mission who will receive complaints from the local population regarding misconduct by peacekeeping personnel such as sexual assault;
- When providing public information on misconduct by peacekeepers, refer to the DPKO Disciplinary Directives that include *Public Information Guidelines for Allegations of Misconduct Committed by Personnel of United Nations Peacekeeping and Other Field Missions* (see CD-ROM); and

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<sup>5</sup> Sources include *Gender Aspects in Post-Conflict Situations - A Guide for OSCE Staff*, Organization for Security and Cooperation in Europe (OSCE), 2001; and the UN *Department for Disarmament Affairs Gender Mainstreaming Action Plan*, April 2003 (p. 11, *Organizing a Panel*; p. 13, *Public Outreach*; p. 15, *Preparation of Briefing/Speaking Notes*), available at: <http://disarmament2.un.org/gender/gmap.pdf>

- Report any references in the local media or questions from reporters on alleged sexual exploitation or sexual abuse of the local population by UN peacekeepers to the relevant focal points in the mission.

### **Briefing sessions and press conferences**

- Invite women's organizations for special briefing sessions that are of particular relevance to them (e.g., a new initiative on combating human trafficking); and
- Encourage the attendance of and questions from female journalists.

### **Panel discussions**

- Include both women and men amongst panel participants, since this can send a strong non-verbal message about the value of women's expertise and views on a particular subject;
- Explore possibilities of including relevant gender issues in the discussions (e.g., inviting an expert on violence against women to a panel on disarmament, demobilization and reintegration (DDR) programmes);
- Encourage women's organizations to participate either as panellists or audience members, in part to build their capacities on the subject; and
- Target relevant women's organizations with panel reports, also to build their capacities on the subject.

### **Public outreach**

- Tailor the mission's messages to increase their interest to women's organizations. This can be done, for instance, by providing further explanation of certain concepts that women's NGOs may not be familiar with and avoiding acronyms. Furthermore, it may be helpful to make the link between peacekeeping activities (e.g., security sector reform) and the goals of women's organizations (e.g., working on human rights) explicit so that these organizations can more easily identify issues to address (e.g., ensuring that candidates for the restructured armed forces are screened for past human rights violations);
- Ensure that the medium chosen for community outreach is accessible to women and girls. Where women and girls have lower literacy levels than men and boys, messages targeting the former may have to be disseminated in different media (e.g., theatre troupes, radio and/or television) than those used for men and boys (e.g., print);
- Ensure that messages aimed at women and girls reach them by targeting locations frequented by women/girls (e.g., the market place or religious gatherings or women's organizations and networks);
- Ensure that messages aimed at women and girls reach them by targeting information channels used by women/girls (e.g., use female combatants as well as (male) military

commanders to provide information on the eligibility of women and girls in armed groups for DDR assistance); and

- Ensure that cultural and other restrictions are taken into account when designing communication strategies (e.g., use women-only mobile cinemas and theatres in countries where women face restrictions on their mobility outside the home and their interaction with men who are not part of their family circle).

## Support of Women's Participation in the National Media

The following checklists provide suggested measures to support women's increased participation in the national or international media (e.g., international radio broadcasts in national languages). These suggestions also apply where the peacekeeping mission has its own media (e.g., TV or radio stations).

### Encouraging gender-sensitive reporting.

- Create space or air time for women to express their ideas and concerns;
- Use the media to educate the public about women's rights and the rights of the child;
- Use the media to educate women on topics where their role as users/clients or decision-makers is currently limited (e.g., in the legal system, or upcoming elections);
- Promote a balanced and non-stereotypical portrayal of women and men in the media and avoid sexist language;
- Provide coverage of important national and international events relating to gender equality issues (e.g., International Women's Day on 8 March, campaigns on Violence Against Women, the opening of a women's radio station, an important event held by the National Ministry for Women or its equivalent);
- Include celebrities in gender-awareness media campaigns;
- Encourage the national media and influential decision-makers to cover and highlight key gender issues for the country; and
- Encourage the national media to adopt professional guidelines and codes of conduct.

### Encouraging the participation of women in the media.

- Ensure that women are encouraged to apply for national positions in public information and media-related initiatives carried out by the mission (e.g., sending vacancy announcements to women's media organizations or professional women's organizations and universities);
- Encourage equal participation by women and men in training events for the national media organized or supported by the mission (see annex 6 for further information on integrating gender dimensions into training programmes);

- Encourage the establishment of women’s media networks in the host country and region; and
- Support capacity-building efforts for women in the media.

In all public information activities, public information officers should form local partnerships with women’s organizations and women’s media organizations more specifically. Such links can assist, for instance, in improving the mission’s understanding of local culture and customs, the ways in which different groups in the community gain access to information and key issues facing women/girls and men/boys in the host country.

### **Ethical Approaches to Communication Efforts to End Gender-based Violence**

In post-conflict countries where rule of law remains fragile, gender-based violence, such as sexual exploitation and sexual abuse, including human trafficking, frequently poses a significant problem.

**Checklist for designing messages and materials to end gender-based violence.** Such messages and materials *should*:<sup>6</sup>

- Be developed in close consultation with experts such as gender advisers, human rights officers and child protection officers, as well as relevant partners outside the mission such as gender experts in academia, the media or NGOs;
- Demonstrate how gender equality and non-violence benefit the entire community;
- Find constructive and positive ways to involve men in communications activities on gender-based violence without jeopardizing women’s safety and confidentiality;
- Avoid simplistic analyses (e.g., that poverty, alcohol, or low social status cause gender-based violence), and recognize that gender inequality and discrimination lie at the heart of gender-based violence and must be addressed;
- Be direct, but never use messages that exploit, stigmatize or stereotype either women or men;
- Use materials that reflect positive role models, interaction and behaviour regarding gender-based violence; and
- Be part of an ongoing effort rather than a “one-off” campaign.

Such messages and materials *should not*:

- Use personal information or profiles, even if they best illustrate an essential message, without fully informed and voluntary consent from the individual(s) in question;

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<sup>6</sup> Information provided by the Center for Health and Gender Equity (CHANGE), USA, 25 June 2002.

- Undermine principles of equality between women and men and non-discrimination based on sex;
- Pressure women to speak out or make them feel guilty for not speaking out; and
- Sensationalize violence or exaggerate it for impact or entertainment.

### **Additional Resources**

*Picturing a Life Free of Violence: Media and Communications Strategies to End Violence Against Women*, UNIFEM, 2002, is available at:  
<http://www.unifem.undp.org/public/freeofviolence/index.htm>

*A Four-Point Ethical Checklist for International News*, excerpted from *Reporting the World: a practical checklist for the ethical reporting of conflicts in the 21st century*, is available at:  
<http://www.mediachannel.org/views/oped/checklist.shtml>

*An Operational Framework for Media and Peace-building*, R. Howard, 2002, Institute for Media, Policy and Civil Society (IMPACS), an article on how to use the media for conflict resolution and peace-building (with references on gender issues), is available at:  
[http://www.impacts.org/pdfs/framework\\_apr5.pdf](http://www.impacts.org/pdfs/framework_apr5.pdf)

# *Chapter 15*

## Gender and the Military

## GENDER AND THE MILITARY

### Background

**Legislative basis.** Security Council Resolution 1325 (2000) on women, peace and security includes a number of general statements regarding the need for peacekeeping operations to take into account the impact of armed conflict on women and children as well as their specific needs. It also includes a number of specific requests for gender dimensions to be included in peacekeeping activities such as mine clearance and disarmament, demobilization and reintegration (DDR) of former combatants. These provide a legislative basis for the integration of gender concerns into military activities.

**Rationale for a focus on gender issues in military operations.** A good understanding of gender issues allows military personnel to discharge their mandates in a more effective manner. For instance, when planning a disarmament, demobilization and reintegration programme, understanding the role of women and girls in armed groups can allow for better planning to meet the needs of ex-combatants and persons associated with armed groups. This in turn should lead to improved reintegration of armed groups into society, and ultimately to greater stability and a decreased chance that there will be a resurgence of conflict. Focusing on gender issues also helps military operations minimize any potentially negative effects they may have on the local, civilian population. For instance, training military personnel on gender awareness and codes of conduct can reduce the incidence of mistreatment of civilian populations by peacekeepers.

### Planning

When military personnel participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to security and related issues.

### Disarmament, Demobilization and Reintegration (DDR)

**Legislative basis.** Security Council Resolution 1325 (2000) requires DDR processes to take into account the differing needs of women, men, girls and boys, and makes two important points on this issue. In paragraph 8 of the Resolution, the Secretary-General “[c]alls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*:

- (a) The special needs of women and girls during the repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
- (b) Measures that support local women’s peace initiatives and indigenous peace processes for conflict resolution, and that involve women in all implementation mechanisms of the peace agreements;

- (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

In addition, in paragraph 13 of the Resolution, the Security Council “[e]ncourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.”

**Women and girls in armed forces and groups.**<sup>1</sup> DDR processes have traditionally focused on male, able-bodied combatants. The needs of women and children involved in armed groups or forces, the wives and other dependants of combatants and those disabled (mentally and/or physically) in conflict have received less attention. By overlooking those who do not fit the category of a “male, able-bodied combatant,” DDR activities are not only less efficient, but run the risk of reinforcing existing gender inequalities in local communities and exacerbating economic hardship for women and girls participating in armed groups and forces. Some of them may have unresolved trauma due to violence experienced during the conflict. Such conditions are fertile ground for re-recruitment into armed groups and forces; together with the presence of small arms, these factors undermine the peace-building potential of DDR processes. Further information on designing eligibility criteria for DDR programmes as well as the disarmament, demobilization and reintegration phases of the process so as to benefit women and girls can be found in chapter XVI, “Gender and Disarmament, Demobilisation and Reintegration.”

## Mine Clearance

**Legislative basis.** Security Council Resolution 1325 (2000) emphasized “the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls.”

**Impact of mine clearance on gender issues.** If the military component is required to conduct mine clearance activities in a peacekeeping operation, it is typically in support of the direct aims of the peacekeeping mission, such as ensuring peacekeepers’ safety of movement. However, if the military component is asked to conduct humanitarian demining tasks it may become involved with local communities through a mine/unexploded ordnance<sup>2</sup> assessment or survey. This survey would usually be conducted in consultation with the mission’s mine action adviser, and any existing national mine action authority, and would normally be in accordance with the International Mine Action Standards. The results of the assessment would be used in planning and prioritizing mine action activities. Detailed guidance on how to incorporate gender dimensions into mine clearance activities, including general mine/unexploded ordnance action assessments, is provided in chapter XVII, “Gender and Mine Action.”

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<sup>1</sup> In this context an armed force is assumed to be a formalized, military force with a defined chain of command, whereas an armed group could encompass a wide range of armed elements such as militias and paramilitary groups.

<sup>2</sup> See definition of unexploded ordnance (UXO) in chapter XVII, “Gender and Mine Action.”



## Force Generation

**Legislative basis.** In paragraph 4, Resolution 1325 (2000) “...urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel.”

**Women’s representation amongst military peacekeeping personnel.** The DPKO Military Division conducts regular briefings with Troop Contributing Countries (TCCs) to request military contingents, military observers, military liaison officers and staff officers for current or potential peacekeeping operations. At these meetings and in related correspondence, TCCs are strongly encouraged to include more women amongst the military personnel they contribute. Nevertheless, in October 2003 women still represented only 1.5 per cent of all military personnel provided by Member States to peacekeeping operations.

Despite efforts by militaries around the world to improve women’s representation, the percentage of women in national armed forces is still small. For instance, in 1999, the representation of women in the armed forces was 12 per cent in the United States of America and Canada as compared to 7 per cent in the United Kingdom, 4.8 per cent in Norway, 4 per cent in France and 0 per cent in Austria.<sup>3</sup> Although still low, the number of women currently in national armed forces in both combat and support functions represents a substantial increase over the last ten years. Accordingly, the number of women who are eligible to be selected for either UN Military Observer, Military Liaison Officer or Staff Officer positions in peacekeeping operations is also higher than it has ever been.

**Military contingents.** The current Memoranda of Understanding (MOU) between TCCs and the United Nations cannot make requests based on sex for the composition of contingents. Since the contingents are transferred in their entirety from the TCC to the mission area, the proportion of women in military contingents at all levels of peacekeeping operations is directly related to their representation in the national armed forces units that countries contribute.

**Staff Officer positions.** The most senior positions in peacekeeping operations, such as (Deputy) Force Commander and (Deputy) Chief Military Observer, are filled by DPKO through recruitment from lists of candidates nominated by Member States. Currently no women hold such senior military positions in peace operations (i.e., political missions and peacekeeping operations). This is largely a reflection of the low number of women with the requisite experience who hold very senior positions in the armed forces of TCCs. However, the number of middle-ranking female officers, with a rank of Colonel and Lieutenant-Colonel or its equivalent who have the experience required to serve as Branch or Section Heads at Headquarters staff is increasing. These female officers provide a pool of suitably qualified, middle-ranking service-

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<sup>3</sup> *Women and Armed Conflict - a Study for the Norwegian Ministry of Foreign Affairs*, A. Helland et al., Norwegian Institute of International Affairs, 1999.

women who can serve in peacekeeping missions, provided TCCs nominate them. With continued successful service, these women would add to the pool of qualified female personnel from whom a Force Commander and Deputy Force Commanders could be selected.

**United Nations Military Observers (UNMOs) and Military Liaison Officers (MLOs).** The low percentage of women serving as UNMOs or MLOs in peacekeeping operations is also largely a reflection of the low percentage of women in the armed forces of TCCs. However, an increasing number of middle-ranking female officers, of Major and Lieutenant-Colonel or equivalent rank, could serve as UNMOs and MLOs, if they are nominated by TCCs. Once again, the potential exists for a significant increase in the number of servicewomen in peacekeeping missions.

## Codes of Conduct

**Background.** In spring 2002, allegations of widespread sexual exploitation and abuse of refugee and internally displaced women and children by peacekeepers and humanitarian workers in West Africa highlighted the vulnerability of these populations, especially women and girls, in conflict and post-conflict situations.<sup>4</sup> Subsequent investigations underscored the apparent absence or failure of systems for protecting against and monitoring gender-based violence (e.g., sexual assault) committed by peacekeepers and aid workers, as well as the lack of avenues for recourse for victims when sexual exploitation or abuse is threatened or occurs. Since 2002, the Secretary-General has frequently reiterated his policy of zero tolerance for acts of sexual exploitation and abuse committed by personnel employed by or affiliated with the United Nations,<sup>5</sup> and in 2003 promulgated a Bulletin detailing *Special Measures for Protection from Sexual Exploitation and Sexual Abuse*.<sup>6</sup> DPKO reacted to the events of spring 2002 by developing a comprehensive package of Disciplinary Directives covering all types of personnel serving in peacekeeping missions, including military personnel. These can be found in the DPKO Disciplinary Directives (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

**Gender-based violence and serious misconduct.** Serious misconduct includes sexual exploitation and sexual abuse, sexual harassment and human trafficking (see definitions of these terms in annex 6), which are all forms of gender-based violence. DPKO Disciplinary Directives are applicable to military members of national contingents, staff officers and military observers/military liaison officers. These directives provide instruction for dealing with serious

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<sup>4</sup> A/57/465 (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>5</sup> The Secretary-General has noted that such conduct “violates everything the United Nations stands for. Men, women and children displaced by conflict... look to the United Nations and its humanitarian partners for shelter and protection. Anyone employed by or affiliated with the United Nations who breaks that sacred trust must be held accountable and, when the circumstances so warrant, prosecuted.” (A/57/465, para. 3) (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”); see also the Secretary-General’s letter of 22 October 2003 to Members of the Senior Management Team (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>6</sup> ST/SGB/2003/13 (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

misconduct of a sexual nature, including trafficking, by peacekeeping personnel. All uniformed personnel, additionally, sign an undertaking to abide by all policies and directives laid down by the Head of Mission and to live up to the highest standards of integrity while in service for the UN. The aim of the DPKO Disciplinary Directives is to encourage common standards of behaviour and, as far as possible, comparable action across all categories of peacekeeping personnel when serious misconduct occurs. Further information on gender-based violence and codes of conduct can be found in chapter VII, “Gender and Codes of Conduct.” In addition, annex 6 provides a practical guide for managers that outlines key points on the conduct expected from uniformed personnel in the area of gender-based violence. It also details the specific responsibilities of Heads of Mission in addressing serious misconduct of a sexual nature. Annex 7 presents training materials on sexual exploitation and sexual abuse that complement existing training materials on codes of conduct provided by the Military Division of DPKO.

## Training

The Training and Evaluation Service (TES) of the Military Division has produced a generic training package on *Gender and Peacekeeping Operations* (see CD-ROM Resources for chapter VI, “Gender and Training”). This has been made available to Member States for pre-deployment training of military and civilian police personnel and is part of Standardized Generic Training Modules (SGTM), Level 1. It is the responsibility of Member States to provide such gender-awareness training to both military and civilian police personnel participating in peacekeeping operations. TES is preparing additional “Gender and Peacekeeping Operations” modules for use by middle-ranking staff officers, UNMOs/MLOs and civilian police, and for senior military and civilian police mission leadership. They will form part of Standardized Training Modules (STM) 2 and 3 respectively, which are being developed in 2004 for distribution in 2005. Further information on gender-awareness training for military personnel, as well as on integrating gender dimensions into training programmes more generally is available in chapter VI, “Gender and Training.”

## Public Information

In any society, media portrayals of women and men can strongly influence perceptions of their respective roles. At their best, the media and public information can encourage gender equality, respect for women and men and non-discrimination based on sex. At their worst, they can be used to maintain and deepen sexist stereotypes about women and men, and promote gender-based violence. Military personnel involved in public information activities need to understand their potential role in promoting gender equality through such activities, and be aware of their responsibility to minimize any unintended consequences of their work that could undermine the United Nations’ principle of equality between women and men.<sup>7</sup> Further information on ways to

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<sup>7</sup> “Purposes of the United Nations [include]...promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.” (article 1) - Charter of the United Nations.

integrate gender dimensions into public information activities can be found in chapter XIV, “Gender, Public Information and the Media.”

## Data Collection and Reporting

United Nations Military Observers and Military Liaison Officers come into regular contact with civilian populations as part of their responsibilities in a peacekeeping operation and are often asked to collect information to assist the mission’s overall understanding of the situation. Data will invariably provide a clearer picture if it is disaggregated by sex and age. An UNMO report stating that ten villages in a particular area have registered a total of over 50 cases of rape of women and girls between January and March could provide sufficient detail for the human rights component of a mission to take action. In the same situation a general statement regarding “human rights violations against many women in several villages” in a particular area would be less helpful. When collecting information, UNMOs/MLOs are advised to interview women in the communities being monitored as well as women leaders and members of women’s organizations. These groups can provide important information on a variety of topics, including human rights abuses such as the rape or trafficking of women and girls, forced recruitment of boys into armed groups, the level of weapon ownership in the community and small arms trade. UNMOs/MLOs should also be aware of phenomena that could serve as gender-specific early warning indicators of conflict. These are necessarily context-specific, and may include, but are not limited to: increases in rapes of women and girls, military-related sex work, propaganda emphasizing hyper-masculinity, media scapegoating of women, accusations against women of political or cultural betrayal, sex-specific refugee migrations and increases in women-headed households.<sup>8</sup>

Detailed guidance on how to reflect gender issues in reporting on military issues can be found in chapter V, “Gender and Reporting.” All personnel data should be disaggregated by sex wherever possible.

## Additional Resources

*DDR Issue Brief* at UNIFEM Women, War, Peace Web Portal is available at:  
<http://womenwarpeace.org/issues/ddr.htm>

*Women, War, Peace and Landmines*, UNIFEM, New York, 2003, is available at:  
<http://www.womenwarpeace.org/issues/landmines.htm>

*Gender perspectives on Landmines, Briefing Note 5*, produced by the Department for Disarmament Affairs and the Department of Peacekeeping Operations - Mine Action Service in collaboration with the Office of the Special Adviser on Gender Issues and the Advancement of

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<sup>8</sup> Source: *Women, War, Peace*, E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building. New York: UNIFEM, 2002 (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

Women, UN, New York: DDA, 2001, is available at:  
<http://disarmament.un.org:8080/gender/note5.htm>

*Women in the Armed Forces* is the web site of the Committee on Women in the NATO Forces, which advises NATO leadership and member nations on critical issues affecting women in the Alliance's Armed Forces. It is available at: [http://www.nato.int/issues/women\\_nato/index.html](http://www.nato.int/issues/women_nato/index.html)

*Militarywoman.org* is an information exchange web site for women in the US military that provides articles and information on a range of personnel-related matters. It is available at: <http://www.militarywoman.org>

*Equity and Diversity in Defence*. The Australian Government Department of Defence provides information on how to promote equity and diversity in the Australian defence forces, including training materials on a range of topics. It is available at: <http://www.defence.gov.au/equity/>

# *Chapter 16*

Gender and Disarmament,  
Demobilization and Reintegration

## GENDER AND DISARMAMENT, DEMOBILIZATION AND REINTEGRATION

### Background

The disarmament, demobilization and reintegration (DDR)<sup>1</sup> of former combatants can play an important role in achieving sustainable peace. DDR processes have traditionally focused on male, able-bodied combatants, and given scant attention to the needs of women and children involved in armed groups or forces,<sup>2</sup> the wives and dependants of combatants and those disabled (mentally and/or physically) in conflict. This narrow focus has meant that DDR programmes have often overlooked the needs of a large segment of the population participating in and associated with armed groups and forces. For instance, in Nicaragua approximately 30 per cent of Sandinista National Liberation Front (FSLN) combatants were women, some in leadership roles, and many more in support roles that included taking responsibility for supplies and maintaining safe houses.

By overlooking those who do not fit the category of a “male, able-bodied combatant,” DDR activities are not only less efficient, but run the risk of reinforcing existing gender inequalities in local communities and exacerbating economic hardship for women and girls participating in armed groups and forces. Some of them may have unresolved trauma due to violence experienced during the conflict. Such conditions are fertile ground for re-recruitment into armed groups and forces; together with the presence of small arms, these factors undermine the peace-building potential of DDR processes.

Security Council Resolution 1325 (2000) requires DDR processes to take into account the differing needs of women, men, girls and boys, and makes two important points on this issue. In paragraph 8, the Secretary-General “[c]alls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*:

- (a) The special needs of women and girls during the repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;
- (b) Measures that support local women’s peace initiatives and indigenous peace processes for conflict resolution, and that involve women in all implementation mechanisms of the peace agreements;
- (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

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<sup>1</sup> Some agencies use the terminology disarmament, demobilization, rehabilitation and reintegration (DDRR).

<sup>2</sup> In this context, an armed force is assumed to be a formalized, military force with a defined chain of command, whereas an armed group could encompass a wide range of armed elements such as militias and paramilitary groups.

In addition, in paragraph 13 of the Resolution, the Security Council “[e]ncourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.”

## Eligibility Criteria for DDR Programmes

Women and girls participating in armed groups and forces are a heterogeneous group (a girl combatant is defined as a female child under 18 years of age, in accordance with the Convention of the Rights of the Child and the Cape Town Principles<sup>3</sup>). The following two categories of functions (women and girls as combatants and as supporters to combatants) are eligible for registration and participation in DDR programmes and eligibility criteria should be defined accordingly:

**Women and girls as combatants.** The extent of women and girls’ involvement as combatants varies from situation to situation. For instance, in the Eritrean People’s Liberation Front (EPLF), by 1979, women were thought to have comprised 13 per cent of the fighters, and 30 per cent of the EPLF as a whole. In El Salvador, 25 per cent of the soldiers of the Faribundo Martí National Liberation Front (FMLN) were women, serving both as combatants and health personnel.<sup>4</sup>

**Women and girls as supporters to combatants.** Some women and girls may not directly engage in fighting, but serve (either voluntarily or by force) in support functions in an armed group or force. Such functions can include carrying supplies, working as cooks and washing clothes as well as being forced to serve as sexual slaves. Although some women and girls may choose to do the work (e.g., cooks, messengers) voluntarily, others may have been abducted and forced to perform these tasks through varying degrees of coercion and violence. In either case, these women and girls are usually overlooked in DDR programmes. They are often excluded from the lists supplied by leaders of persons eligible for DDR, and cannot prove their status by other means, such as handing in a weapon or passing a weapons proficiency test.

**Dependants.** Even when armed groups and forces undergo DDR processes, typically the wives and other dependants of both male and female ex-combatants are not officially registered as eligible participants, even though they have performed many roles and tasks to sustain the actual combatants. However, the needs of ex-combatants cannot be addressed in isolation from the needs of their dependants; these needs deserve to be identified and addressed within the demobilization and reintegration process. The nature of support provided is generally context-specific, and in the past, has typically attempted to meet basic needs such as shelter and food.

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<sup>3</sup> A full definition of a child soldier can be found in the *Cape Town Principles on the Prevention of Recruitment of Children into the Armed Forces and Demobilization and Social Reintegration of Child Soldiers in Africa*, UNICEF, 1997 at: [http://www.unicef.org/emerg/index\\_childsoldiers.html](http://www.unicef.org/emerg/index_childsoldiers.html)

<sup>4</sup> *Women and Armed Conflict - a Study for the Norwegian Ministry of Foreign Affairs*, A. Helland et al., Norwegian Institute of International Affairs,



The definition of a dependant also needs refinement. Women and girls may not be legal wives of ex-combatants. In many cases a male ex-combatant and a woman/girl are living as man and wife according to local perceptions and practices, but this *de facto* marriage may not be recognized in a court of law. In such cases the wife should be considered a dependant for the purposes of the DDR programme, along with anyone else living as part of the ex-combatant's household and under their care. This may include children, parents or siblings and members of the extended family.

## Identifying Differing Needs

DDR planners should not assume that women, men, girls and boys who are involved in armed groups and forces all have the same needs. Women and girl ex-combatants working in support functions for armed groups and forces have specific needs. These could relate to health needs such as gynecological problems, negative attitudes from families and communities towards female ex-combatants during re-integration, and specific skills training needs, including child- and elder-care provision while they participate in training. Whilst all former combatants may require a measure of counselling, women and girls who have been abducted, suffered gender-based violence such as sexual assault or rape, and been forced into marriage or worked as sexual slaves, will have particular psycho-social needs. Male and female children associated with armed groups and forces may have additional, specific protection needs (e.g., protection from re-recruitment). Women and others who care for these children during their rehabilitation and reintegration also deserve special attention and support.

## Planning Phase

In the early planning phases of a DDR operation, including in fact-finding assessment missions for new or expanding peacekeeping operations, the following four issues should be taken into consideration:

**Operating context and needs.** Planners should develop a clear understanding of the legal, political, economic and social context of the DDR programme and its differing effects on women, men, girls and boys, both in the armed groups and in the receiving communities. In addition, planners must understand the different needs of women, men, girls and boys who are combatants, supporters of combatants, wives and dependants. A generic gender assessment checklist in annex 4 highlights a number of gender issues in DDR that should be taken into consideration during the planning phase, both prior to and after the establishment of a peacekeeping operation.

**Sensitization and public information.** Female ex-combatants are less likely than their male peers to come forward to participate in demobilization programmes. The reasons may include women having less access to news sources such as radios, lower literacy skills than men, the stigma of being associated with an armed group during peace time and a misguided perception that they must turn in a weapon to be eligible. To counteract these barriers, the mission must

make special efforts to ensure that information about the DDR programme reaches, and is well understood by, women and girls participating in and associated with armed groups and forces. For instance, information can be disseminated through female combatants or female military commanders, as well as women's networks on the ground. The mission must also begin the process of sensitizing communities to the plight of abductees and sexual slaves early on to ease their future reintegration.

**Incorporating gender perspectives during the peace process.** Women, women's organizations and networks can all be important players in the peace process. Since DDR processes are usually conceived at the peace table, women's representatives need to be involved in the process; this entails ensuring that they are informed about DDR and involving them in its planning. Their participation will help ensure that the needs of women and girl ex-combatants - those working in support functions for armed groups and forces, as well as wives and dependants - are included in any peace agreement and related DDR plans. For instance, if an armed group holds abducted women and children within its ranks, their release should be a condition of the peace agreement. Specific reference to this category of women and children should also be included in ensuing Security Council resolutions. The agreement should also stipulate that structures established to manage DDR processes, such as national DDR commissions, should involve women.

**Eligibility criteria and weapons tests.** DDR planners need to consider the impact eligibility criteria and weapons proficiency tests might have on the participation of women, girls and dependants in the DDR programme. A strict "one-man, one-gun" approach, or an eligibility test based on proficiency in handling weapons, is likely to exclude a significant number of women and girls, who frequently provide support functions for armed groups.

## Reception and Disarmament Phase

When planning and implementing the reception and disarmament phases of a DDR programme, special attention is required to ensure that the following four considerations are met:

**Identification and assembly.** For a number of reasons, women and girls associated with armed groups and forces may not be identified when lists are created of combatants to be demobilized. Women and girls may choose not to come forward due to the stigma of being associated with an armed group during peace time; or, in cases where their male peers or military commanders wrongly believe their own share of demobilization benefits may be cut if more people register, women and girls may not receive information about their eligibility. Efforts must therefore be made to determine the number of women and girls in such groups and forces as well as the roles they have played in them. Possible ways of achieving this are hiring women interpreters to interview women and girls involved in or participating with armed groups or forces and ensuring that public information messages target this group with clear information on their eligibility to participate in DDR programmes.

**Transportation to cantonment sites.** When planning to transport people associated with armed groups and forces to cantonment (encampment) sites, women and girls should be given the option of being transported separately from men and boys, where personal safety is a concern.

**Design of cantonment sites.** Planners need to consider the specific needs of women and girls when designing cantonment sites. Whilst it may prove best to address all people associated with armed groups and forces together when they first enter the site, separate accommodation should be available to women and girls for the disarmament and interview stages, as well as afterwards if requested. Sanitary facilities should be designed in a manner that allows for privacy in accordance with cultural norms, and water and sanitary wear should be available to meet women's and girls' hygiene needs. Services (e.g., food, health care) should be equally accessible to women, men, girls and boys.

**Interviews and registration.** Female ex-combatants and child soldiers should be interviewed and registered in their own right. Information gathered in this phase should be disaggregated by sex and age to provide a more precise picture of the needs of women and girls in the demobilization and reintegration phases of the DDR programme. Wherever possible, female ex-combatants and child soldiers should have female interviewers.

## Demobilization Phase

When planning and executing the demobilization phase of a DDR programme, special attention should be paid to the following six considerations:

**Benefits packages.** Benefits packages during this phase can include one or more of the following: financial resources, material resources and basic training. The overall aim must be to ensure that the distribution of benefits enables women and girls to have the same economic choices as men and boys on leaving the cantonment site. When planning the demobilization package, it is important that women/girls and men/boys receive equal basic benefits packages, including access to land and tools. When designing the benefits package, planners must have a good understanding of women's rights (e.g., regarding property ownership) and of local social attitudes relating to women's access to economic resources. This will assist them in designing a package that allows women to retain control over their benefits, especially financial reinsertion packages, after leaving the cantonment site. For example, providing ownership of a parcel of land as part of the benefits package may not be appropriate in a country where women cannot legally own land.

**Training.** In many low-income countries, women and girls have lower educational levels than their male peers, and their skills are in less profitable occupational areas. Training should take this into account by, for instance, allocating additional resources to programmes devoted to literacy and training in high-earning skills for women and girls. Training should start as soon as possible, including during the demobilization phase, since experience has shown that once

women return home they tend to be overwhelmed by household responsibilities and their mobility may be restricted, which could reduce their ability to attend training. Awareness-raising for male ex-combatants on women's human rights issues such as violence against women as well as HIV/AIDS may also be appropriate in the demobilization phase.

**Other services.** Women and girls may have specific health and psycho-social needs, relating, for instance, to gender-based violence. Women and girls who have been abducted and/or suffered sexual assault should, for example, be assisted by women who are trained in trauma management and offered counselling services where these are culturally acceptable and appropriate.

**Care provisions.** The DDR plan should contain clear guidelines regarding the provision of child-care facilities and assistance for the care of the elderly and disabled. Such assistance is essential if female ex-combatants, in particular, are to participate in training and receive health care or counseling services.

**Security sector reform.** In most post-conflict situations, the DDR programme is complemented by the restructuring and reform of the national police and army. Screening for the new police and army may begin during the demobilization phase of the DDR programme. It is important to ensure that men and women are given equal access to restructured and reformed national security services. Eligibility criteria should not be designed in a manner that puts women at an unfair disadvantage (e.g., overemphasis on upper-body strength at the expense of communication skills). A gender quota may also be helpful. While building the restructured services, recruiters should also screen candidates for past human rights violations, such as sexual violence perpetrated against women and girls.

**Transportation from cantonment sites.** After demobilization, mechanisms should be put in place to facilitate the return of women and girls to their destination of choice via a safe means of transportation that minimizes their exposure to gender-based violence.

## Reintegration Phase

Reintegration is the most challenging aspect of any DDR programme. Planners should take into consideration the following gender dimensions relating to economic and social reintegration:

**Economic reintegration.** Female ex-combatants often find economic reintegration more difficult than male ex-combatants do. Their options are limited by fewer job opportunities, particularly within the formal sector. This has serious implications, particularly if they are the main providers for their dependants. Planners should take steps to ensure that female beneficiaries have equal training and employment opportunities after leaving the cantonment site. This entails allocating funding for childcare and providing training as close as possible to where the women and girls reside. These measures will minimize irregular attendance due to problems associated with transportation (e.g., infrequent buses) or mobility (e.g., cultural restrictions on women's travel). Women and girls should also be given a voice in determining the types of skills that they are taught. Options should be provided to allow them to build on skills they

acquired during their time with the armed groups and forces including those that may not typically be considered “women’s work,” such as driving or construction. Vocational skills should be taught in economically viable areas, where there is likely to be a long-term market demand. Economic reintegration programmes should also include a monitoring mechanism to track whether women and girls have continued access to the programme, as well as to identify challenges and readjust the initiative accordingly.

Ex-combatants who have been wounded or disabled in action, or have become chronically ill due to combat exposure, should be provided with medical care, counselling, rehabilitation facilities and relevant vocational training. This will also reduce the burden of providing care, which women and girls often perform without financial compensation, and which can lead to negative coping mechanisms by the household, such as withdrawing girls from school to care for disabled relatives.

**Social reintegration.** Returning ex-combatants may face a variety of difficulties in readjusting to civilian life, just as their families can face problems in coping with their return. Returning ex-combatants may have to adjust to resolving conflicts through non-violent means, and to the reallocation of intra-household roles and responsibilities during their absence. In many post-conflict societies, the high numbers of men and boys killed in combat results in increases in the dependency ratio of households as families, for example, take in orphaned relatives. This, in turn, can place an economic strain on the ex-combatant’s household. Female ex-combatants in particular may have become accustomed to a relatively independent and egalitarian life whilst away and may find it hard to adapt to the expectations of traditional communities on their return. Furthermore, women and girls who have suffered gender-based violence may face special difficulties. They and any children they may have had as a result of rape or forced marriage whilst in the armed forces are likely to face rejection or denigration by their communities and families. Wives of ex-combatants may also experience difficulties in adapting to or being accepted by a new community, which may have different linguistic, ethnic or cultural traditions.

Ex-combatants, their wives and dependants and receiving families and communities all need to be sensitized to the difficulties of readjustment to civilian life confronting persons participating or associated with armed groups and forces. Messages of reconciliation should also address the plight of women and girls who may have suffered abuse whilst with armed groups or forces and their specific needs.

## Support to Women’s Organizations

Throughout all phases of the DDR process, efforts should be made to draw on the knowledge and expertise of women’s groups within the community, such as those working on disarmament, reconciliation, social, health and economic issues. DDR authorities can and should recruit women from these groups and train them to work as interpreters, interviewers, healthcare workers or information providers for DDR programmes. In addition, women’s peace groups can often be a valuable source of information for planners and public information specialists,

regarding, for instance, community perceptions of the dangers posed by illicit weapons, attitudes towards various types of weapons, the location of weapons caches and other problems such as trans-border weapons trade. Women's organizations can also provide a window into local perceptions about returning female ex-combatants and women and girls associated with armed groups and forces. Lastly, involving women's groups in weapons destruction ceremonies can be a powerful way of solidifying community investment in the peace process.

### **Additional Resources**

*DDR Issue Brief* at the UNIFEM Women, War, Peace Web Portal is available at: <http://womenwarpeace.org/issues/ddr.htm>

*Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist*, UNIFEM, is available at: <http://womenwarpeace.org/issues/ddrenglish.doc>

*Addressing Gender Issues in Demobilization and Reintegration Programs*, de Watteville, Nathalie, Africa Region Working Paper Series, World Bank, May 2002, is available at: [http://wbln0018.worldbank.org/Networks/ESSD/icdb.nsf/D4856F112E805DF4852566C9007C27A6/9D592F129527B3ED85256C0F00787064/\\$FILE/Gender.pdf](http://wbln0018.worldbank.org/Networks/ESSD/icdb.nsf/D4856F112E805DF4852566C9007C27A6/9D592F129527B3ED85256C0F00787064/$FILE/Gender.pdf)

*DDR Briefing Note, Gender Perspectives on Disarmament, Demobilization and Reintegration (DDR)*, DDA/OSAGI, is available at: <http://disarmament2.un.org/gender/note4.htm>

# *Chapter 17*

## Gender and Mine Action

## GENDER AND MINE ACTION

### Background

United Nations Security Council Resolution 1325 (2000) emphasized “the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls.” This commitment is reflected in the UN Mine Action Strategy for 2001-2005, which contains as a guiding principle and explicit objective ensuring that gender considerations are included in all aspects of UN-supported mine action programming.

### Planning and Reporting

When mine action experts participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to mine action. Detailed guidance on how to reflect gender issues in reporting on mine action issues can be found in chapter V, “Gender and Reporting.”

### Landmine Impact Surveys<sup>1</sup>

A Landmine Impact Survey is conducted to assess the socio-economic impact caused by the actual or perceived presence of landmines and unexploded ordnance (UXO).<sup>2</sup> The results assist in planning and prioritising mine action activities. Gender considerations must be borne in mind when planning and conducting such surveys. For example:

- When consulting a community, survey interview teams should be aware that women, men, boys and girls will be able to provide different types of information due to their different roles and responsibilities in the community. For instance, rural women may provide more detailed information on the presence of landmines or UXO in areas such as their routes from home to water collection points that they frequent when carrying out their daily tasks. In communities where men are in charge of livestock, they may provide more accurate information on the presence of landmines or UXO along routes from the village to livestock markets. Children may be able to provide information relating to routes from home to school or in areas where they work or play.
- Survey interview teams should include both male and female interviewers. This is particularly important in societies where cultural norms restrict contact with mem-

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<sup>1</sup> Gender dimensions of mine action advocacy and stockpile destruction - two other areas of mine action work - are beyond the scope of this chapter.

<sup>2</sup> Unexploded ordnance (UXO) is “explosive ordnance that has been primed, fused, armed or otherwise prepared for use or used. It may have been fired, dropped, launched or projected, yet remains unexploded either through malfunction or design or for any other reason” (International Mine Action Standards, 2003).



bers of the opposite sex, and when interviews will touch on sensitive topics such as the socio-cultural impact of injuries from landmines and UXO.

## Mine Clearance

Once an area has been identified for clearance, the work will be carried out by a national or international de-mining team. These teams have traditionally been all-male, and when they are from outside the project area, they often constitute an important economic force in the community. This puts them in a position of power relative to the local population, heightening the risk that members of the de-mining team will engage in sexual exploitation and sexual abuse. Mine action planners should refer to the DPKO Disciplinary Directives<sup>3</sup> for guidance on preventing and responding to sexual exploitation and sexual abuse (see chapter VII, “Gender and Codes of Conduct” and annexes 6 and 7 for further information). In countries such as Cambodia, Sri Lanka and Croatia, all-women, national de-mining teams have been established highlighting the growing opportunities to include women in landmine and UXO clearance.

## Victim Assistance

The majority of direct victims of landmines and UXO are boys and men between the ages of 15 and 30.<sup>4</sup> In many rural societies, men and boys are more mobile than women and girls, and travel long distances when herding animals or when hunting, which increases their exposure to landmines and UXO. Furthermore, men and boys are often engaged in “heavier” agricultural tasks such as ploughing where they run the risk of dislodging landmines and UXO. Men and boys are also more likely to be collectors of scrap metal, which would also increase their risk of coming into contact with landmines and UXO.

When planning a victim assistance programme, the following issues should be taken into account:

- Survivors of landmines and UXO are typically cared for by female members of their households: their wives, mothers, daughters or other female relatives. This work is often unrecognized, undervalued and unremunerated, and can lead to negative household coping mechanisms such as withdrawing girls from school to care for injured relatives;

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<sup>3</sup> See CD-ROM Resources for chapter VII, “Gender and Codes of Conduct.”

<sup>4</sup> Estimates of victims of landmines and UXO range from 95 per cent of the mine victims being male in Afghanistan (*Effects of Landmines on Women in the Middle East*, M. Rubbery, Journal of Mine Action, 2001) to 88 per cent of victims being male in Cambodia (*Crossing the Divide*, R. Bottomly, Oslo: PRIO, 2003). Statistics differ from country to country and from source to source, with Patricia Hynes claiming women and girls constitute almost 35 per cent of victims of landmines and UXO (*10 Reasons Why Militarism is Bad for Women*, P. Hynes, Different Takes, a publication of the Population and Development Program at Hampshire College (USA), Spring 2003, No. 25). Hynes’ figure is higher than other estimates, and may be a corrective to what many consider a tendency to under-report female victims.

- When injured by landmines or UXO, women and girls who are victims face a greater chance than their male counterparts of being stigmatized and experiencing diminished marriage prospects;<sup>5</sup>
- Male survivors of landmines or UXO are more likely to experience a diminished sense of self-worth when their injury results in a loss of economic status within their household or community;
- Male deaths due to landmines and UXO may lead to greater numbers of women-headed households which, in many societies, increases their vulnerability to poverty and discrimination; and
- It is more likely that the male head of the family will have access to medical care, rehabilitation and prosthetics than other members of the household who have been injured. This may be due to limited household resources and negative attitudes about the value of women and children relative to adult men. Particular difficulties faced by women and girls in gaining access to medical care for their injuries include limited knowledge of services available to women and children; the burden of household tasks and care of the young, injured and elderly; inadequate access to transport; and in some countries, cultural restrictions that prevent women and girls from travelling or receiving treatment from medical personnel of the opposite sex.

## Mine Risk Education

Due to their different roles and responsibilities and the division of labour in communities, women, men, girls and boys confront different levels and types of exposure to landmines and UXO. They therefore require different mine risk education messages. For instance, messages directed at men and boys would focus on risks associated with their specific daily tasks, such as ploughing, hunting, herding and collecting scrap metal. On the other hand, messages targeting women and girls would focus more on exposure during their daily tasks of water and firewood collection. Mothers are also often an effective vehicle for conveying messages directed at children.

## Future directions

The UN Mine Action Service (UNMAS) is currently developing a user-friendly guide to gender mainstreaming in mine action, to be published in 2004.

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<sup>5</sup> *Gender Mission Report: UXO Clearance and Community Development in Thua Thien Hue Province*, S. Mitchell (unpublished report), 2003 (see Additional Resources).

## Additional Resources

*Gender Perspectives on Landmines. Briefing Note 5*, produced by the Department for Disarmament Affairs and the DPKO UNMAS in collaboration with the Office of the Special Adviser on Gender Issues and the Advancement of Women, UN. New York: DDA, 2001, is available at: <http://disarmament.un.org:8080/gender/note5.htm>

*Women, War, Peace and Landmines*, UNIFEM. New York: United Nations, 2003, is available at: <http://www.womenwarpeace.org/issues/landmines.htm>

*Gender Mission Report: UXO Clearance and Community Development in Thua Thien Hue Province*, S. Mitchell (unpublished report), 2003, is available at: <http://www.icbl.org/index/download/genderreport.pdf>

# *Chapter 18*

## Gender and the Police

## GENDER AND THE POLICE

### Background

Principles of democratic policing include the obligation for policing to be representative, responsive and accountable.<sup>1</sup> Representative policing ensures that:

- Police personnel sufficiently represent the community they serve;
- Women and minority groups are adequately represented through fair and non-discriminatory police recruitment policies; and
- The human rights of all people are protected, promoted and respected.

In other words, since women represent around half the adult population in any given society, the staff of law enforcement services should reflect this 50/50 ratio between men and women.

The benefits of having more female police officers have been widely documented, particularly in high-income countries. National and comparative research has highlighted a number of clear advantages to hiring and retaining women in law enforcement agencies.<sup>2</sup> This research demonstrates that “women officers rely on a style of policing that uses less physical force, [and] are better able to facilitate the cooperation and trust required to implement a community policing model.” Strong communication skills are essential for defusing potentially violent situations, which are common in the volatile environments of peacekeeping operations. The emphasis in traditional policing on physical strength, and particularly upper-body strength, is also being increasingly challenged due to a growing awareness that good policing is less about controlling a situation through physical force, than about preventing and defusing violence through good interpersonal communication.

The presence of female police officers also improves the response of law enforcement agencies to sexual crimes and certain types of physical violence such as domestic violence. Because such crimes tend to be overwhelmingly committed by men rather than women, victims - especially women and children - may feel more comfortable dealing with a woman when making a statement or assisting in investigations. In cultures where interaction between women and men is restricted, access to female victims of crime may only be possible through female police officers. Lastly, studies have shown that increasing the proportion of women in law enforcement agencies changes the climate and culture of the organization, and reduces the prevalence of discrimination against female police officers, as well as their underutilization. The risk of sexual harassment is also reduced. These improvements benefit both male and female police officers.

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<sup>1</sup> See *Professional Training Series No. 5: Human Rights and Law Enforcement: A Manual on Human Rights Training for the Police*, United Nations High Commissioner for Human Rights, Human Rights Centre, 1997 on CD-ROM.

<sup>2</sup> For further information, see *Chapter I: Hiring and Retaining More Women: The Advantages to Law Enforcement Agencies: The Advantages to Law Enforcement Agencies in Recruiting and Retaining Women - A Self-Assessment Guide for Law Enforcement*, National Center for Women and Policing, a Division of the Feminist Majority Foundation, 2003 on CD-ROM.

## Women's Representation in the Police

**United Nations civilian police.** In Security Council Resolution 1325 (2000) on women, peace and security, the Council urged “the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel.” At present, women constitute only 4 per cent of total civilian police personnel provided by Member States that are currently working in peacekeeping operations (DPKO, September 2003). This is largely a reflection of the poor representation of women in the law enforcement agencies of the Member States that provide civilian police for peacekeeping operations. However, in light of peacekeeping missions' advisory or implementing role on gender balance issues in many countries, it is also important, for reasons of credibility, that the poor representation of women amongst UN civilian police contingents be addressed. Member States have primary responsibility for increasing the number of female civilian police officers put forward for peacekeeping missions. Nevertheless, peacekeeping missions also have a duty to request greater representation of women amongst the civilian police personnel put forward, and to ensure that the working environment and conditions encourage women to apply for and stay in peacekeeping work.

Practical measures that the civilian police components of peacekeeping missions should continue to pursue include:

- Ensuring that the climate of the peacekeeping operation discourages sexual harassment and stereotyping of women;
- Encouraging female police officers to take on leadership roles and a broad range of tasks, including operational functions such as investigative work; and
- Creating a forum within the mission in which female police officers can address any individual and work-related grievances.

**National law enforcement agencies.** Women tend to comprise a small proportion of national law enforcement agencies. In Turkey, for instance, they represent 3.4 per cent of the police force; in Malaysia, 10.2 per cent; and in the United States of America, 10 per cent, as compared to 34 per cent in Sweden. On issues relating to increasing the representation of women, UN civilian police would typically play an advisory role in relation to national law enforcement agencies. However, where the mission has an executive mandate, UN civilian police, particularly managers in charge of personnel issues, can directly institute and implement measures to increase the representation of women in national law enforcement agencies.

Practical measures that can be taken to *improve the representation of women* within national law enforcement agencies in countries with peacekeeping operations could include:

- Reviewing selection criteria to ensure that all the skills required for good policing are represented (e.g., an emphasis on communication skills, as well as physical strength);
- Selecting interview panellists from amongst officials who are supportive of women's involvement as law enforcement officers; and

- Disseminating information in local communities on employment opportunities for women in law enforcement agencies and providing positive messages about the role of women in law enforcement.

Practical measures that can be taken to *ensure the retention of women* within national law enforcement agencies in countries with peacekeeping operations could include:

- Offering women the option of moving to a light duty assignment at some point during a pregnancy;
- Exploring the possibility of shift and part-time work for officers with demanding child- or elder-care responsibilities; and
- Adopting clear policies and guidelines on sexual harassment.

Practical measures that can be taken to *ensure an increase in the number of women at senior levels* within national law enforcement agencies in countries with peacekeeping operations could include:

- Creating mentoring programmes/networks for female police officers;
- Establishing associations of female police officers;
- Ensuring that the criteria for promotion include skills typically acquired by female police officers, such as an understanding of “crimes against women” (e.g., domestic or sexual violence against women) and related procedures;
- Providing training opportunities to women to help them obtain the skills and competencies required for promotion; and
- Exposing women to the different functions within police work or environments required for promotion.

## Integrating a Gender Perspective into Policing

Depending on the crime and the context, women and men are not always equally at risk. Statistics show that although women and men can both be victims of physical and sexual violence, women suffer disproportionately from certain types of crimes such as domestic and sexual violence, while men are more likely to experience crimes such as physical assault outside the home. Many factors contribute to making women more vulnerable to domestic violence than men, particularly after conflict. These include cultural norms that condone such violence or difficulties amongst former combatants in making the transition to non-violent behaviour during peacetime.<sup>3</sup>

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<sup>3</sup> *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert’s Assessment on the Impact of Armed Conflict on Women and women’s Role in Peace-building. New York: UNIFEM, 2002 (Chapter I: Violence Against Women) (see CD-ROM Resources for chapter I, “Gender and Peacekeeping”).

Ensuring that policing is equally responsive to crimes committed against women and men typically means strengthening understanding of and response to crimes against women. These crimes can include domestic violence, harassment, sexual assault (e.g., rape), enforced sex work and trafficking, torture, sexual slavery and mutilations, as well as forced sterilization and the forced termination of pregnancies. It also entails strengthening the understanding of and response to crimes against men and boys, such as sexual assault, that are considered taboo for a variety of reasons, including the prohibition of male-on-male sexual acts in certain cultures.

## Planning and Reporting

When UN civilian police participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to the police. Detailed guidance on how to reflect gender issues in reporting on police activities can be found in chapter V, “Gender and Reporting.” All personnel data should also be disaggregated by sex wherever possible.

## Examples of Gender Dimensions of Policing

What follows is a non-exhaustive description of practical measures that can be taken to ensure that policing is carried out in a gender-sensitive manner that addresses the needs of both male and female victims of crime.

**Research.** Research can be conducted into the differences in the nature of crimes committed against women and girls as compared to men and boys in the host country. This would provide a clear understanding of the differences in the nature and frequency of crimes committed against women and girls as compared to men and boys, as well as some of the causes and different levels of exposure to risk. A more nuanced understanding of the problem will, in turn, facilitate the development of strategies that address the different needs and problems faced by women and girls as compared to men and boys, and ultimately lead to more effective policing.

**Documentation.** Sex-disaggregated statistics can be collected on crimes against women and girls and men and boys to identify differences and trends. This information can also be used in planning more effective policing strategies, as well as by other DPKO functional areas such as public information offices, medical services, human rights, gender and political affairs specialists.

**Advisory role.** Advisory functions include observation, reporting and follow-up activities, as well as providing technical advice to national police services to improve their response to crimes against women and children, and their adherence to international standards on the rights of women. These functions could include advice concerning:

- Establishing “crimes against women cells” with appropriate resources (human and material) and physical set-up;



- Analysing lessons learned in dealing with crimes against women and reviewing police procedures accordingly;
- Instituting policies and procedures on crimes against women (e.g., gender-sensitive interviewing techniques for victims of sexual crimes);
- Developing a national network of focal points within local police forces on crimes against women;
- Developing links to referral services such as family counselling centres, psychologists, social support services, etc.; and
- Ensuring that women detainees are accommodated separately from men, and that they are not discriminated against.<sup>4</sup>

**Drafting of legislation and gender policies.** UN civilian police can assist in identifying gaps in the host country’s legislation with regard to the protection of victims of crimes, and participate in the drafting of both national legislation that meets international standard and gender policies for national law enforcement agencies.

**Advocacy for prevention of crimes against women.** UN civilian police can coordinate with peacekeeping mission experts on gender issues, human rights and training to advocate on issues relating to violence against women and girls, and provide information on forms of assistance available to them. Advocacy messages can be targeted to a wide range of audiences within local communities including school children, adult men etc., and can be disseminated through the mission’s public information channels (e.g., radio, TV).

**Training.** UN civilian police can coordinate with gender, human rights and training experts in a peacekeeping mission to design and implement training materials and courses on addressing crimes against women and girls. Different training materials would be developed for different target audiences such as national police forces, government officials and civil society organizations. This could include training national police on investigation and interviewing techniques for victims of domestic violence and sexual crimes. Further information on the design, implementation and monitoring of gender-sensitive training sessions is provided in chapter VI, “Gender and Training” and annex 5.

**Crimes against women cells.** These cells have different names and vary in focus across peacekeeping missions. For instance, in Timor-Leste, the UN Civilian Police Force created a “National Vulnerable Persons Unit” to improve assistance to victims of specific crimes such as sexual and indecent assault, child sexual and physical abuse and domestic violence. In contrast, in Kosovo a “Victims Advocacy and Assistance Unit” was established that focuses heavily on trafficking, domestic violence and sexual assault.

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<sup>4</sup> Detailed information can be found in *Professional Training Series No. 5: Human Rights and Law Enforcement: A Manual on Human Rights Training for the Police*, United Nations High Commissioner for Human Rights, Human Rights Centre, 1997, and in particular in *Chapter XVII: Law Enforcement and the Rights of Women* on CD-ROM.

Key lessons learned relating to “crimes against women cells” include:

- At least one female police officer should be present at all times;
- Female police officers should interview female victims of sexual crimes and domestic violence as well as children; and
- Police stations should provide a comfortable, private and unthreatening physical space for interviewing victims of crimes against women/girls, as well as for men and boys who have been victims of crimes considered taboo (e.g., sexual crimes).

These measures help create an atmosphere in which victims of crimes feel comfortable and safe enough to report and discuss crimes committed against them.

**Human Trafficking.** The problem of human trafficking is increasingly present in post-conflict environments of UN peacekeeping operations. This destructive phenomenon sits at the intersection of the rule of law and human rights, and involves the exploitation of human beings for revenue from forced labour, body parts, and sex. Trafficking often concerns the movement of women and children (sometimes but not always across borders) into exploitative conditions, that typically include servitude or slavery.<sup>5</sup> In post-conflict countries, trafficking perpetuates extreme social vulnerabilities and insecurity. Its links to organized crime and corruption are well known and can undermine rule of law and good governance efforts by UN missions.

Within a mission area, detection of trafficking needs to be taken extremely seriously, as it is a potential indicator of extreme social vulnerabilities, corruption, organized crime and serious human rights abuses. The possible role of UN civilian police will vary considerably among missions, based on the mandate and capacity of the host authorities. In some instances, the UN may have no role. Irrespective of whether they are advising, training, mentoring, monitoring, or actually implementing anti-trafficking operations in a host territory, UN civilian police officers need to be increasingly well equipped with an understanding of how to detect, assess and respond to this growing problem appropriately.

In peacekeeping host countries, allegations and incidents of peacekeeping involvement in the exploitation of victims of human trafficking have proven extremely damaging to UN missions. It is a priority that UN personnel work to reverse this image, which can seriously undermine the credibility and success of peacekeeping operations. UN civilian police need to be at the forefront of this effort, given that they represent a highly visible aspect of UN rule of law efforts in many post-conflict environments.

Where UN police officers are required to undertake, support or advise on anti-trafficking law enforcement, a number of lessons from past experience should be taken into account:

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<sup>5</sup> Trafficking in women or children is the recruitment, transportation, transfer, harbouring or receipt of women or children, using the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or vulnerability or giving or receiving of payments or benefits, for the purposes of exploitation. Exploitation includes exploiting the sex work of others or other forms of sexual exploitation (A/RES/55/25) - see annex 6.

- The solution to trafficking is multidimensional and lies in strong linkages and coordinated action at the national, regional and international levels;
- Law enforcement is just one aspect of the solution. Others include legislative amendments on criminal and migration, effective prosecution strategies, judicial awareness and education, victim support strategies and structures, and witness protection. These various aspects must be carefully coordinated;
- A national strategy for anti-trafficking that brings together police and other government and NGO partners is essential;
- Anti-trafficking law enforcement must be led by criminal intelligence efforts and based on solid criminal investigation;
- Successful prosecution of key figures in trafficking should be the primary benchmark of success, whatever the length of time it may take. Prosecution should not focus only on the “small fish.” Arrests, closures and “rescues” are not sufficient indicators of success unless they contribute directly to prosecution;
- Raiding establishments to verify the presence of trafficked women and children should be kept to a minimum and be used as part of enforcement activities based on criminal intelligence, rather than as a high-profile activity. Raids can drive the problem underground, where it cannot be tracked by law enforcement, and worsen the conditions for trafficked women and children;
- Police must identify partners in victim support and protection and ensure that they have adequate resources before enforcement begins. Procedures for victim support should be established between the police and partners;
- UN civilian police mandated to engage in anti-trafficking efforts must have specialized personnel on staff who understand organized crime and criminal investigations; non-UN specialists may be required to assist as well;
- UN civilian police must have personnel trained in appropriate interviewing techniques for trafficked women and children. Female police officers should be involved in anti-trafficking operations as a priority;
- UN civilian police, political analysts, partner agencies and civil society need to undertake regular situation assessments to help detect trafficking in communities. Skills in situation assessment need to be developed;
- Successfully resolving the issue of trafficking depends on national ownership of the problem by government entities. Capacity-building in anti-trafficking must be undertaken in concert with national authorities to ensure sustainability beyond the mission. This cooperation should include formal training and on-the-job experience;
- UN civilian police must be seen to come to the issue with “clean hands.” Evidence of their involvement in the problem will badly undermine the success of anti-trafficking operations, as well as the mission’s credibility;

- Corruption is very frequently linked to trafficking, and anti-corruption strategies should be developed from the outset of the campaign, particularly in relation to authorities engaged in criminal investigations; and
- Criminals involved in lucrative markets such as trafficking often have the capacity to change tactics faster than law enforcement institutions, particularly when the local environment is alien to UN civilian police. To be effective, UN civilian police need to keep abreast of changing strategies used by traffickers and rely on local knowledge and expertise on trafficking.

DPKO is developing a guidance package for missions, based on previous UN and other experiences, with materials covering issues ranging from advice to governments, training and mentoring roles *vis-à-vis* the host authorities, to direct executive responsibility for anti-trafficking.

## Codes of Conduct

The Secretary-General of the United Nations has taken a zero-tolerance stance on acts of sexual exploitation and sexual abuse committed by personnel employed by or affiliated with the UN, including UN civilian police, and in 2003 promulgated a Bulletin detailing “Special Measures for Protection from Sexual Exploitation and Sexual Abuse.”<sup>6</sup> Sexual abuse and sexual exploitation of any individual, particularly children, and sexual harassment constitute acts of serious misconduct for this category of personnel. Civilian police are also specifically prohibited from engaging in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or UN staff, especially women and children.<sup>7</sup> This includes direct or indirect involvement in trafficking of persons.

As a preventative measure, UN civilian police should ensure that all induction training courses for civilian police include a strong emphasis on standards of conduct,<sup>8</sup> with detailed guidance relating to sexual harassment in the workplace and sexual abuse and exploitation of the local population. Clear complaint mechanisms, reporting, investigation and follow-up procedures need to be established in peacekeeping missions to ensure that action will be taken in response to rumours or formal complaints concerning UN civilian police involvement in such forms of misconduct (see chapter VII, “Gender and Codes of Conduct,” and annexes 6 and 7 for additional guidance on this topic).

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<sup>6</sup> ST/SGB/2003/13 (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>7</sup> DPKO/CPD/DDCPO/2003/001 and *Ten Rules: Code of Personal Conduct for Blue Helmets* (see DPKO Disciplinary Directives under the CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>8</sup> See *Ten Rules: Code of Conduct for Blue Helmets* and *We are United Nations Peacekeepers*, which contain the standards of conduct for uniformed personnel serving in UN field missions (see DPKO Disciplinary Directives under the CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

## Additional Resources

The *Global Programme Against Trafficking in Human Beings* from the UN Office of Drugs and Crime provides summaries of relevant legislation, samples from advocacy campaigns and examples of technical cooperation projects, and is available at: <http://www.unodc.org>

The Protection Project has collected information from over 190 countries on anti-trafficking legislation relating to commercial sexual exploitation, available at:  
<http://www.protectionproject.org>

*Guidelines for National Plans of Action to Combat Trafficking in Human Beings*, Stability Pact for South Eastern Europe are available at:  
<http://www.stabilitypact.org/trafficking/atap-2001-guidelines.doc>

# *Chapter 19*

## Gender and the Legal and Judicial System

## GENDER AND THE LEGAL AND JUDICIAL SYSTEM

### Background

United Nations Member States have embraced the view that efforts to strengthen the rule of law in a post-conflict setting are essential to maintaining peace and security.<sup>1</sup> Rule of law reform - including, in particular, activities aimed at strengthening a host country's legal and judicial system - is therefore often a key aspect of peacekeeping. The precise role that a peacekeeping operation will play depends upon numerous factors. They include the condition and nature of the country's rule of law institutions, the role to be played by other national and international actors, the resources available, and in particular the mandate the Security Council adopts for the mission. The Security Council will only authorize rule of law reform activities where they are needed to support peace and security. Peacekeeping missions have been involved in a wide array of rule of law reform activities. They range from direct responsibility for administering an independent judiciary, such as in Kosovo (UNMIK) and Timor-Leste (UNTAET), to having no role with respect to the judicial system in missions such those in Ethiopia and Eritrea (UNMEE) and Cyprus (UNFICYP).

### Rationale for Integrating Gender Dimensions into Rule of Law Activities

In Security Council Resolution 1325 (2000) on women, peace and security, the Council “[e]xpresses its willingness to incorporate a gender perspective into peacekeeping operations.” More specifically, the Resolution “[c]alls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*:... (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary.”

Bringing a gender perspective to this work is essential for several reasons. First, the concept of a state based on the rule of law<sup>2</sup> includes the equal application of laws to all persons,<sup>3</sup> and the understanding that these laws are substantively consistent with international human rights norms and standards. Since all the major international human rights instruments (see further information in chapter XI, “Gender and Human Rights”) include provisions on the equality between women and men, the concept of rule of law therefore includes the notion of the fair and equal treatment of all individuals regardless of their sex. Second, in many post-conflict

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<sup>1</sup> Member States uniformly stressed the importance to peacekeeping of efforts to strengthen the rule of law during the Ministerial Debate and Open Meeting of the Security Council on “Justice and the Rule of Law: The UN Role,” 24 and 30 September 2004 (S/PV.4833 and S/PV.4835).

<sup>2</sup> The term “rule of law” can be said to refer to a system in which all persons are accountable to democratically determined, publicly promulgated, equally enforced and independently adjudicated laws which are consistent with international human rights norms and standards.

<sup>3</sup> The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) accords “women equality with men before the law” and “a legal capacity identical to that of men...in particular...equal rights to conclude contracts and to administer property and [equality] in all stages of procedure in courts and tribunals” (article 15).

societies, women are able to come together and work on issues of common interest across community divides. This ability to find common ground can have a strong and stabilizing effect and can help temper other tendencies in the society towards conflict. Women's voices often represent an untapped reserve of expertise, experience and commitment that can be rallied in support of rule of law reform and that can, where necessary, help challenge the status quo from within. Finally, in any peacekeeping setting, local counterparts will expect the international community - and in particular the rule of law components of peace operations - to follow the highest internationally accepted standards of human rights and good governance, including equal treatment of women and men, and girls and boys. Any perceived disregard for these standards by the international community could be seen as license for host country authorities to marginalize such principles.

### **Integrating Gender Dimensions into Legal Reform Activities**

Practical suggestions on how to integrate gender perspectives into various rule of law activities in a peacekeeping operation, as well as some concrete examples from the field, are provided below. These should be read in conjunction with recommendations made in the Secretary-General's 2002 study on *Women, Peace and Security* as well as the 2002 *Women, War, Peace*, UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building.<sup>4</sup>

**Planning.** A generic gender assessment checklist can be found in annex 4, for use during fact-finding assessment missions for new or expanding peacekeeping operations. The checklist provides guiding questions on gender issues relating to the legal and judicial system. These can be used to develop a baseline picture of how the legal and judicial system in a particular host country affects women/girls and men/boys.

**Partnerships.** Rule of law reform efforts in peacekeeping should be undertaken in close partnership with national counterparts,<sup>5</sup> UN system partners and other multilateral and bilateral actors with expertise in rule of law issues. Often in a post-conflict setting, the officially designated partners in the Ministry of Justice or some other government body are not fully representative of the views and needs of all segments of society and may represent a predominately male perspective. To obtain input and involvement from a more representative group of national counterparts, peacekeeping staff working on rule of law issues will need to:

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<sup>4</sup> Secretary-General's study *Women, Peace and Security*, UN, 2002 (Chapter III: International Legal Framework); *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York: UNIFEM, 2002, Chapter 7: Justice (see CD-ROM Resources for chapter I, "Gender and Peacekeeping").

<sup>5</sup> "[T]he UN should make it a high priority to engage local actors. . . in undertaking rule of law initiatives in peace operations. Local experts. . . are precious assets and indispensable to the success of implementing a coherent rule of law strategy." *Final Report of the ECPS Task Force for the Development of Comprehensive Rule of Law Strategies for Peace Operations*, p. 4, 15 August 2002, approved 30 September 2002.



- Work with an array of national and international partners (including women’s national machineries and women’s and human rights organizations) on issues relating to strengthening the legal and judicial system so that it can protect the rights of women and girls; and
- Identify and support promising NGOs or legal professional organizations so they may become more effective partners in advocating for rule of law reform and gender equality.

**Customary justice mechanisms.** Customary or traditional approaches to justice often entail religious leaders, village elders or local officials resolving domestic or communal conflicts, including cases involving property, rape or domestic violence. In many situations, customary tribunals offer expeditious review, culturally agreed-upon norms and access to justice, and can be effective in resolving disputes in a peaceful manner. Unfortunately, despite the efficacy and cultural acceptance of such mechanisms, they can reflect discriminatory attitudes and practices against women and girls, such as the exchange of women and girls to resolve inter-family disputes or forced marriage to resolve disputes involving kidnapping or rape.

When working with customary justice mechanisms, rule of law experts should:

- Realize that customary justice systems reflect long-accepted cultural norms and standards. The effort to modify customary practices cannot be imposed from the outside. Reform should be led by local actors and may take a long time to achieve. In many countries, women’s organizations are leading efforts in this regard and should be consulted;
- Work with local partners to study customary justice approaches, identify practices that discriminate on the basis of sex and that are counter to the country’s obligations under international human rights instruments<sup>6</sup> as well as identify ways to change such practices;
- Support local partners in sensitizing all members of society to gender equality issues, gender discrimination and women’s rights; and
- Consider the interplay of customary mechanisms and formal justice structures. The regular court system might provide a right of review to women or others who have been discriminated against by customary systems. The efficacy of such review systems in upholding women’s rights should be examined. Furthermore, by working with local partners, certain categories of serious crime can be identified for exclusion from consideration under customary justice mechanisms.

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<sup>6</sup> The 1948 Universal Declaration on Human Rights (UDHR) affirms the principle that all human beings are born “free and equal in dignity and rights” and that everyone is entitled to all the rights and freedoms “without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, birth or other status.” (UDHR, articles 1 and 2). “Discrimination against women” is defined as “any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.” (Convention on the Elimination of All Forms of Discrimination Against Women [CEDAW], article 1).

**Legislative reform.** Immediately following a conflict, societies will often revise their constitutions, laws and regulations to address issues raised in the peace agreement, to eliminate discriminatory or repressive provisions, or to modernize and democratize their legal framework. International assistance is often, but not always, called for in this process. The revision process opens the door for host country actors to address key gender equality issues. If gender issues are ignored at this stage, it may take years before additional legislative reforms are possible. For instance, in Kosovo, the peacekeeping mission's gender unit is participating in developing a *Law on Gender Equality in Kosovo* and the gender unit of the peacekeeping mission in Timor-Leste has been involved in supporting legal reforms relating to family law and equal opportunities in education.

Legislative reform efforts frequently focus on obvious substantive legal issues, but might ignore procedural questions. Procedural protections for victims have a particular impact on enhancing women's access to justice and fair treatment. These include, for example, the right to be informed of a criminal process and of available services; the right to representation free of charge; the right to compensation; and protection for victims and witnesses, including classical witness protection and the use of shields and other protective measures during a trial to mitigate trauma and reduce the likelihood of retaliation.

When advising host country counterparts on legislative reform initiatives the following issues should be addressed:

*Representation of women.*

- Encourage the host country to strive for an equal number of women and men amongst the national drafting experts. A balanced drafting team will more likely address the full scope of issues of concern to society; and
- Encourage the host country to allow a broad segment of society - including civil society organizations that represent the interests of women and children - to have meaningful input into the process of drafting the constitution, laws and important regulations.

*Substantive law.*

- Provide advice on how a new constitution should adhere to the country's obligations under international human rights instruments, including those regarding gender equality (see chapter XI, "Gender and Human Rights" on ratification of international human rights instruments and harmonizing national laws with international human rights standards);
- Pay particular attention in the criminal law sphere to the need for a law against trafficking in humans, and provisions regarding sexual crimes and domestic violence. Be equipped to identify any problems in these provisions and provide models of how other countries have implemented international standards in this area. Further information on legislation to address trafficking in humans can be found in chapter XVIII, "Gender and the Police" under Additional Resources;

- Pay particular attention to gender issues in the laws and regulations governing property, inheritance, the family, employment, and immigration, as these are areas where women are often discriminated against; and
- Provide advice on whether a host country should adopt sex-based quotas in legislation; this will depend on the particular circumstances (see chapter XXI, “Gender and Electoral Assistance” for further discussion on the use of quotas).

*Procedural law.*

- Carefully consider how to provide appropriate procedural protections to women and girls as defendants, witnesses and victims; and
- Provide advice on any necessary changes to laws and regulations that will increase the access of women and girls to the institutions of justice.

*Implementation.*

- Recognize that law reform is not an end in itself. Consider how to support the implementation of gender dimensions in new and existing legislation (e.g., through training, advisory, monitoring and public information activities). For example, rule of law professionals should collaborate with public information sections in the peacekeeping mission to ensure that information on legislative reforms that affect women and girls is disseminated to the host population, along with information on procedures for obtaining redress at both domestic and international levels for violations of the rights of women and girls (see chapter XIV, “Gender, Public Information and the Media,” for further information on gender issues relating to public information).

**Court monitoring.** Judicial system monitoring programmes - such as those in the peacekeeping missions in Kosovo and Liberia can be important to the implementation of a peace agreement. Such programmes are most effective if they focus on both criminal and civil matters that may be linked to the peace agreement or to the maintenance of peace and security. Monitoring reports should focus on identifying systemic problems and providing practical recommendations on how to improve the administration of justice. Monitors should not interfere with the administration of justice in individual cases. Judicial system monitoring activities present a prime opportunity to gather data and make recommendations on how the institutions of justice could be more effective in addressing issues of importance to women.

The Legal Systems Monitoring Section of the OSCE Mission in Kosovo (UNMIK Pillar 3) placed high priority on, among other things, monitoring sexual violence, trafficking and family violence cases in the justice system. By documenting inappropriate and humiliating treatment of victims of sexual violence and trafficking by the justice system, they were able to encourage greater awareness, the development of a victim advocacy programme, new legislation, and increased capacity-building with judicial actors. Monitoring is a crucial step in illustrating problems to authorities, and can be used to justify and support reform efforts.

To integrate a gender perspective into court monitoring activities, rule of law staff members should address the following issues:

*Representation of women.*

- Strive for gender balance (i.e., equal numbers of women and men) among national and international staff on the court monitoring team. Where the mission advocates for equal opportunities for women in the legal profession, the mission must support this position by providing equal opportunities for women amongst its own staff.

*Data collection, analysis and reporting.*

- Obtain statistics (where available) disaggregated by sex and age regarding the incidence, reporting rates, number of cases prosecuted, prosecution rates, and sentences as well as women's access to justice as compared to men's for various types of crimes. When monitoring trials, collect data on the sex and age of the defendant (and the plaintiff in civil cases), victims, witnesses, and the type of alleged crime or basis of the civil action. Maintain a database that can be sorted by these various parameters;
- Take note of any statements by judges, prosecutors, lawyers or other officials that suggest sex-based discrimination or a lack of gender sensitivity (e.g., statements that domestic violence is acceptable or that a person deserves to have been victimized);
- Pay particular attention to crimes targeting women and girls (e.g., domestic violence) and to the treatment of women and girls in civil matters, including family law, inheritance and property cases, as these are areas where women and girls are often discriminated against;
- Pay particular attention to the treatment of women and children as victims and witnesses in the judicial system, including whether vulnerable witnesses are given special protections, and whether cultural attitudes prevent victims or witnesses from coming forward (e.g., local attitudes that condone domestic violence);
- When drafting monitoring reports, disaggregate all data by sex, identify systemic problems for women/girls compared to men/boys and provide concrete, practical recommendations on how to better address the needs of women/girls and men/boys in the legal and judicial system (see chapter V, "Gender and Reporting" for further guidance on integrating gender dimensions into reporting on legal and judicial issues); and
- Encourage and support the development of monitoring programmes with an emphasis on gender issues by national NGOs.

**National capacity-building.** Training activities have traditionally been one of the main areas for international assistance in capacity-building regarding rule of law. Since training is one of the best opportunities for direct interaction with national counterparts, it also offers one of the best settings in which to address gender issues. Further guidance on gender-awareness training, as well as on how to design and implement gender-sensitive training sessions, can be found in

chapter VI, “Gender and Training” and annex 5. In addition to the guidance provided on those pages, when planning and conducting rule of law training activities, the mission should:

- Support training on human rights and complaints procedures, particularly with attention to violence against women and girls and gender-related issues; and
- Consider including police and other law enforcement officials as well as women’s organizations in some training activities, particularly on sexual violence, trafficking and domestic violence topics.

**Institution-building and transitional justice mechanisms.** Peacekeeping operations are increasingly involved in assisting host countries in rebuilding or strengthening their institutions of justice. In addition to assisting with the development of the host country’s regular court system, peacekeeping operations might also assist in developing and implementing transitional justice approaches - judicial and non-judicial responses aimed at establishing accountability for past violations of human rights or international humanitarian law. This could include assistance to truth and reconciliation commissions or ombudsperson and national human rights protection institutions. These institutions should have explicit responsibilities to investigate and report on human rights violations against women and girls. For example, the Afghanistan Independent Human Rights Commission has such a mandate as well as a designated unit for addressing violations of women’s human rights. Similarly, the statute of the Sierra Leone Truth and Reconciliation Commission includes a specific mandate to address gender-based sexual violence. For further information on increasing women’s participation in truth-seeking mechanisms and national human rights protection institutions, see chapter XI, “Gender and Human Rights.”

Some peacekeeping operations have assisted in developing tribunals to address, *inter alia*, alleged war crimes, genocide, crimes against humanity and other serious human rights violations. Any internal or hybrid tribunals should include crimes of sexual violence within their subject matter jurisdiction. The International Criminal Tribunals for the former Yugoslavia and for Rwanda have raised the standards of accountability for crimes of sexual violence by recognizing rape as a crime against humanity. The statute of the Special Court for Sierra Leone includes rape, sexual slavery, enforced prostitution, forced pregnancy and other forms of sexual violence under crimes against humanity and crimes against the girl child under applicable Sierra Leonean law. The Rome Statute of the International Criminal Court includes forms of sexual violence, such as rape, sexual slavery, enforced prostitution, forced pregnancy and enforced sterilization, in the definition of crimes against humanity and war crimes.<sup>7</sup>

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<sup>7</sup> The definition of a “crime against humanity” includes “rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity” (article 7). The definition of “war crimes” includes “rape, sexual slavery, enforced prostitution, forced pregnancy...enforced sterilization, or any other form of sexual violence also constituting a grave breach of the Geneva Conventions” (article 8) - Rome Statute of the International Criminal Court.

When engaged in institution-building and transitional justice activities, rule of law experts can help address gender issues by striving to:

- Encourage gender balance in the staffing of the host country's rule of law institutions (as investigators, judges, prosecutors and other legal counsel as well as members and staff of any truth and reconciliation and national, human rights commissions), with particular attention to the higher levels of the profession. Women's involvement in these institutions will likely build an institution that is more representative of the needs and views of society and that will, therefore, be more credible and effective;
- Encourage the appointment of judges and advisers with expertise on violations of the rights of women and girls;
- Determine the causes if women are underrepresented in a particular legal profession and work with national counterparts to eliminate barriers to the participation of women, such as the lack of educational opportunities. Try to identify short- and long-term measures to address such barriers;
- Support State Parties to the Statute of the International Criminal Court to undertake law reform to ensure compatibility with the Statute, with particular attention to the substantive and procedural provisions regarding crimes against women and girls;<sup>8</sup> and
- Encourage the inclusion of the responsibility to report on human rights violations against women and girls in the mandates of truth and reconciliation and national human rights commissions.

**Lead by example.** In order to be accepted by national counterparts as credible advocates for the promotion of gender equality in the legal and judicial system, the UN mission should stand out as an example for the institutions of the host country to follow.

When looking at the internal operation of rule of law or other peacekeeping mission components the mission should adhere to international standards in the following areas:

*Providing assistance.*

- When providing advice and assistance on rule of law, mission staff should firmly adhere to applicable international human rights standards, and avoid the temptation to impose their own national legal system, culture, views and ethics on host country counterparts.

*Representation of women.*

- Work for gender balance in the staffing of the mission's rule of law component, including with respect to national and international staff. This is in keeping with the DPKO goal of achieving gender balance amongst civilian personnel (see chapter X,

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<sup>8</sup> This is a recommendation of *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. (see CD-ROM Resources for chapter I, "Gender and Peacekeeping").

“Gender Balance and Civilian Personnel” for further information thereon). It will also lend credibility to efforts to promote gender balance amongst the host country’s legal and judicial professions.

### *Training.*

- Provide gender awareness training for the mission’s rule of law professionals, as well as training on specific gender issues relevant to the host country such as human trafficking or domestic violence. This will improve the understanding amongst rule of law professionals of how the legal and judicial system affects women, men, girls and boys differently, and assist them in identifying areas to address (see chapter VI, “Gender and Training” and annex 5 for further information);
- Allegations and incidents of peacekeeper involvement in sexual exploitation and sexual abuse of host populations, including trafficking in women and girls, have proven extremely damaging to missions, undermining rule of law mandates and resulting in negative media portrayals of the UN. For information on measures to be instituted in peacekeeping missions to prevent and respond to gender-based violence (e.g., rape) by peacekeepers, see chapter VII, “Gender and Codes of Conduct” and annexes 6 and 7;
- Ensure that developing the skills of the national administrative and professional staff working in the rule of law component is a major goal of the rule of law component. Share views regarding gender equality and gender sensitivity and provide staff members with training on applicable standards in this area; and
- Keep in mind that collaboration amongst rule of law professionals, the mission’s gender unit, police, corrections, military, child protection, human rights and HIV/AIDS professionals is important when identifying areas for intervention in the rule of law sector, as well as in developing training materials. Collaboration with child protection and human rights officers is particularly pertinent when monitoring court proceedings and prison standards and providing advice on constitutional and legislative reform.

**Exit strategy.** A key function of the rule of law component should be to encourage and facilitate the efforts of other international partners who will continue to work on rule of law issues after the departure of the peacekeeping operation. Even during the life of the operation, the mission should encourage others to provide such services, if it is not able to do so itself. These could include providing victim’s services - such as counselling, shelters, victim’s advocates, and health care - to promote an effective and appropriate response to female victims of crime.

### **Additional Resources**

The Secretary-General’s report on *Integrating the gender perspective into the work of United Nations human rights treaty bodies*, 14-18 September 1998 (HRI/MC/1998/6), is available at: <http://www.un.org/womenwatch/daw/news/integrating.htm>

The UNIFEM *Women, War, Peace Web Portal* provides briefs on women and justice including a number of other issues affecting rule of law such as elections, violence and human trafficking. It is available at: <http://www.womenwarpeace.org>

The United Nations *WomenWatch* web site provides information and resources on international legal instruments including CEDAW, and is available at: <http://www.un.org/womenwatch/>

The OHCHR web site provides information on applying a rights-based approach to peace and development and on gender mainstreaming in human rights, and is available at: <http://www.unhchr.ch/development/approaches-07.html>; <http://www.unhchr.ch/women>



# *Chapter 20*

## Gender and Corrections

## GENDER AND CORRECTIONS

### Background

It is well recognized that the situation of women and girls in the corrections (prison) system is very different from that of male prisoners. The number of women and girls in any prison system in the world is always far lower than the number of men and boys. Typically it is less than 10 per cent of the overall prisoner population. As a result, the architecture and organization of prisons tends to be based on the needs and requirements of the male prisoner population, which can result in female prisoners being marginalized. Peacekeeping operations with a mandate to support the corrections system need to determine whether women and men are treated equally within the system and, where women are marginalized, provide assistance to remedy the situation. The remainder of this chapter provides suggestions for such redress.

Women and girls in prison frequently confront a variety of difficulties that pre-exist or are related to their incarceration. A high proportion come to prison having suffered a range of health problems, often untreated, and sexual and other abuse unrelated to their alleged crimes. As a result of both their crime and their imprisonment, female prisoners may be abandoned by their families. The age profile of the majority of women in most prison systems and the demography of many post-conflict societies both indicate that the majority are likely to be the primary caregivers of children. In post-conflict situations, it is common for children to accompany their mothers to prison and in most cases the prison authorities do not acknowledge the specific needs of the children. Prison authorities should recognize that biological differences between the sexes require that feminine hygiene needs are provided for, as well as health and other needs relating to pregnancy and delivery during imprisonment. The specific needs of women and children to be protected from sexual exploitation and sexual abuse (e.g., rape) while in prison, are increasingly being recognized, as are those of male prisoners.

### Planning and Reporting

When corrections experts participate in fact-finding assessment missions for establishing new or expanded peacekeeping operations, they should collect information on gender issues relevant to corrections. A gender checklist is provided in annex 4 to facilitate such data collection. For guidance on gender issues to include in reporting, see chapter VI, “Gender and Reporting.”

### Establishing and Managing Corrections Facilities

The specific needs of women and girls in prison as well as the various relevant provisions of international instruments require the implementation of different approaches for their safe, secure and humane imprisonment as compared with those commonly used for men and boys. A major challenge is to apply such approaches in a post-conflict environment typically characterized by scarcity of resources and trained corrections professionals.

While all international norms and standards pertaining to the treatment of prisoners also apply to female prisoners, a number of additional international principles have been established for them.

These include:

- Female prisoners shall not suffer discrimination and shall be protected from all forms of violence and exploitation;
- Female prisoners shall be detained separately from male prisoners;
- Female prisoners shall be supervised and searched by female officers and staff; and
- Pregnant and nursing mothers who are in prison shall be provided with the special facilities they require. Whenever practical, female prisoners should be taken to outside hospitals to give birth.<sup>1</sup>

Application of these principles and recognition of the different impact of imprisonment on women and girls compared to men and boys necessitate different approaches to managing this group in prison. These include provision for:

- Accommodation where prisoners with resident children can be managed, generally separately from those without resident children;<sup>2</sup>
- Health-care services, including psychiatric assistance, that address the different problems experienced by women and girls;
- Neonatal and child health-care services and support;
- Regular access to their extended families and the outside community for children in prison;
- Opportunities for meaningful contact with their non-resident children through extended visiting hours in open visiting environments that permit physical contact between the mother and child, and home leave for the mother;
- Access to the same education opportunities that are provided to male prisoners, as well as access to separate training relevant to and designed for female prisoners;
- Access to skills training which will assist their ability to support themselves and their families on release into the community;
- Access to recreation facilities and opportunities;
- Adequate access to water, sanitary materials and other necessities to ensure that they can meet cultural norms concerning feminine hygiene;

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<sup>1</sup> *Practical Guidelines for the Establishment of Correctional Services Within United Nations Peace Operations*, International Corrections and Prisons Association.

<sup>2</sup> Accommodation may be a separate prison for female prisoners only, which may be far from the home area of a number of the prisoners held there. Alternatively, women and girls may be held in separate quarters of a male prison close to their home areas. Each situation produces different issues for which different solutions are necessary to meet the needs of women and girls.

- Ensuring that when pregnant, women and girls receive the same level of care they would receive outside of prison. This may involve regular checkups at a community clinic;
- Ensuring that when pregnant, women and girls are transferred to community birthing facilities to give birth and that any security arrangements are commensurate with the assessed risks. Normally this would call for flexibility in the application of usual security measures. (This would also ensure that a prison is not recorded as the place of birth on the birth certificate);
- Ensuring that female prisoners be held separately from male prisoners and boys and be managed by female staff and, in any event, never by an exclusively male staff; Personal searching of female prisoners must be carried out by female staff;
- Engaging community groups who can assist in reintegrating women and girls into their communities, particularly those who have been abandoned by their families and ostracized by the community;
- Clear complaints procedures for female prisoners to facilitate the reporting of harassment, (sexual) abuse and sexual exploitation by female/male prisoners or female/male staff. Mechanisms are necessary to ensure that the complaints procedures are known to all female prisoners; and
- Training of all staff working with female prisoners concerning their specific needs and the provisions of international instruments.

## Staff Issues

When recruiting and promoting national and international corrections professionals, attention must be paid to promoting the representation of women at all levels (see chapter X, “Gender Balance and Civilian Personnel,” for suggestions in this regard).

## Additional Resources

*Practical Guidelines for the Establishment of Correctional Services Within United Nations Peace Operations*, International Corrections and Prisons Association, is available at: <http://www.icpa.ca/new/guidelines.html>

*Human Rights Approach to Prison Management*, International Centre for Prison Studies, is available at: [http://www.kcl.ac.uk/depsta/rel/icps/human\\_rights\\_prison\\_management.pdf](http://www.kcl.ac.uk/depsta/rel/icps/human_rights_prison_management.pdf)

# *Chapter 21*

## Gender and Electoral Assistance

## GENDER AND ELECTORAL ASSISTANCE

### Background

Elections distill in one event the overall purpose of peacekeeping operations: to replace a violent contest of political power with a non-violent one. Elections also recast the source of government authority in the mould of popular legitimacy. For elections to achieve these goals, they must be transparent (in fact and perception) and representative. The participation of women, as voters and candidates, in post-conflict elections is a key indicator of representation. Women constitute at least fifty per cent of the voting population (often more, in post-conflict situations) and their exclusion or under-representation diminishes a post-conflict government's claims to popular legitimacy.

The United Nations' role as a custodian of civil and political rights determines the forms and conditions of the electoral assistance it provides. The overall goal of electoral assistance is to ensure that all people with a legal right to vote are able to exercise their right to vote, and that the legal right to vote is non-discriminatory. The need for specific attention to gender in electoral processes arises because the political rights of women have in the past been accorded less respect than those of men. This is particularly true in post-conflict situations.

Women are generally excluded from the negotiating process that ends the conflict. The exclusion of women from political power in these stages makes their participation in post-conflict elections all the more imperative. These elections offer women the first opportunity to exercise their political rights. The representation of women in elections formally grants - or restores - the political voice that was denied to them during the conflict and immediate post-conflict periods.

Despite the logic of ensuring the widest possible participation of women in electoral activities, a number of obstacles make it more difficult for them to vote than for men. These obstacles include cultural factors, legal provisions (often themselves the reflection of cultural patterns), and practical inconveniences (e.g., child- and elder-care responsibilities). Nonetheless, at each stage of election preparations opportunities exist to reduce these obstacles and promote the participation of women.

### The Electoral Process and the Inclusion of Women

Many peace agreements that United Nations peacekeeping missions are deployed to support contain provisions for holding elections. The precise nature of electoral assistance provided by the UN is subsequently determined by a Needs Assessment Mission dispatched by the Electoral Assistance Division (EAD) of the Department of Political Affairs. The scope of recommended assistance depends on a number of factors such as the existing local capacity to carry out elections.

**Planning.** When electoral assistance experts participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to electoral assistance.

**Legal framework.** All legitimate electoral activities are based on a transparent legal framework. The legal framework defines the rules of political contest that all actors must accept as legitimate and fair. Generally, the legal framework will be underpinned by a constitution. In most post-conflict situations, negotiation of a new constitution is an essential feature of the peace settlement. Elections can take place before (e.g., Timor-Leste) or after (e.g., Afghanistan) a constitution is ratified.

Although constitutions provide some specifics on the electoral system, in most cases the mechanics of electoral activities are described in a series of laws. The most important of these are the registration law, the electoral law and the political party law. These are often accompanied by electoral procedures that translate the provisions of the legislation into practice. It is essential that the provisions of these laws do not in any way exclude women from the political process, and some legislation might be designed to actively promote women's participation. In general, the legislation itself should focus on the principle of full enfranchisement of all citizens. The key, therefore, in preparing or analysing electoral legislation is to ensure that no provisions overtly or covertly discriminate against women's participation.<sup>1</sup>

At times, the UN will be requested to provide advice on electoral system design. While the potential of electoral system "engineering" to promote desired societal outcomes can be overstated, some electoral systems (such as simple list proportional representation) make it easier for women to be represented at high levels of government.<sup>2</sup> The question of women's inclusion should be, like ethnicity or religion, a factor in discussions over electoral system design.

**Quotas.** The use of quotas for women is a debated issue. They can be specified in a constitution or in national electoral laws or they can be voluntary. In considering the design of an electoral system, some argue that the use of quotas is necessary to promote the representation of women, at least until women achieve a "critical mass" of 30 per cent representation in the legislature.<sup>3</sup> Even supporters of quotas, however, suggest that they should only be temporary measures. Opponents of quotas argue that they are in fact counterproductive, as they ultimately appease and therefore sideline women. The position of EAD on this question is nuanced. In some cases quotas may be necessary; in others they may be counter-productive. This point holds true for other aspects of electoral system design such as the use of proportional representation systems

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<sup>1</sup> For example, a provision in an electoral legislation stipulating the opening hours of polling stations during times of the day when women are most occupied with household and income-generating tasks may diminish the number of women who vote.

<sup>2</sup> Statistically, proportional representation (PR) systems result in more women being elected than plurality-majority systems. Twelve of the fifteen parliaments with the highest representation of women use list PR systems. The success of list PR depends, however, on political parties' willingness to deliberately place women candidates high on their lists.

<sup>3</sup> For example, in Argentina the electoral law establishes a compulsory 30 per cent quota for women candidates for elective posts.

rather than plurality-majority systems. All electoral systems must be customized to suit their specific cultural and political environment. For example, during the Constituent Assembly election of 2001 in Timor-Leste, after heated debate, the National Council (the provisional Timorese authority at the time) decided against quotas for women. In response, the United Nations Transitional Administration in East Timor (UNTAET) decided to offer “positive incentives” to political parties to place women in electable positions in the party list, such as offering extra broadcast time on UNTAET television and radio during the campaign. In addition, the Interim Electoral Commission appointed a gender focal point to give information to women candidates and facilitate all their administrative involvement. Twenty-three women were elected to the Constituent Assembly out of a total of 88 seats, giving women 26 percent representation in Timor-Leste. This is one of the highest rates of women’s legislative representation in the world. In contrast, EAD is currently working with the Jordanian National Conference of Women to study its quota system and see if it can be made more effective.

**Registration.** Voter registration is a frequent component of electoral projects. Often, post-conflict societies have no reliable data on citizens. National ID cards are lost, civil registries are destroyed or have deteriorated past the point of usefulness, or reliable data never existed. The goal of voter registration is to clearly identify those eligible to vote to ensure that, firstly, they are all given the chance to vote and, secondly, that all those who are ineligible are barred from voting. Given that inclusion on the registry is a prerequisite to voting, voter registration projects should be designed to ensure the full participation of women.

This can be achieved by implementing projects that specifically target women, particularly among communities most affected by conflict, such as internally displaced persons (IDPs) and refugees. The question of IDPs and refugees is particularly important as women tend to be displaced in greater numbers than men in civil wars. Therefore, a voter registration project that does not sufficiently provide for the registration of IDPs and refugees may disproportionately exclude women.

In some cases, the operational design of the registration project must take into account the particular cultural situation of women. For example, in Afghanistan local norms prevented many women from being registered by an unknown male. The operational plan therefore called for all-female teams to register women. Similarly, women were given the option to choose whether to have their photograph on their registration card.

In areas where cultural or practical barriers make it difficult for women to travel, the density of registration coverage can also have a significant impact on the ability of women to register to vote. In these cases, it might, for example, be better to send mobile teams to remote areas rather than expect people to travel to stationary teams.

It should be emphasized that the voter registration process has an important intrinsic value apart from its function. By formally actualizing the right to vote, it helps turn subjects into citizens. The main attribute of citizenship is the right to participate in making decisions that affect the individual and the community. The civic education programmes that accompany registration



exercises stress not only the right to political participation and how to exercise that right, but also the benefits of participation. Registration, in this sense, is particularly important for women. Through registration, each woman is provided with an identity as an individual vis-à-vis the state and the political process - an identity that is frequently denied to them by cultural mores. With this political identity, they are empowered to participate in the political process, to vote or be voted for, and to affect decisions that will have consequences for them as individuals, as women, and as members of other identity groups. Having a civil identity also means having certain rights, and to the extent that the rule of law prevails, citizenship is also a form of protection against abuse by government or by other individuals. This is particularly important for women, given that in many societies this protection has been, or still is, denied to them.

**Civic and voters' education.** Registration and polling activities are generally preceded and accompanied by a civic and voters' education campaign. Civic education campaigns focus on general questions of democracy, political rights and the importance of voting, whereas voter registration exercises contain specific information on where, when and how to register or vote in a given registration or election.

Civic and voters' education campaigns often need to target women in particular. Studies show that in some areas the low participation of women results from their being unaware of their legal right to vote. This lack of knowledge is as much a form of disenfranchisement as not being legally entitled to vote at all.

Education campaigns often involve a "face-to-face" component where trainers visit communities to provide them with electoral information. In carrying out these campaigns, it is important to ensure that female educators (both international and national) are deployed and that local women's organizations are involved in planning and implementing the campaign.

**Training electoral officials.** Increasingly, elections are being carried out by permanent, independent Electoral Management Bodies (EMBs). In some cases the UN itself takes on the role of the EMB (e.g., Timor-Leste); in other cases the UN supports the existing EMB (e.g., the National Electoral Commission in Sierra Leone); and in still other situations hybrid arrangements are made (such as the Joint Electoral Management Body in Afghanistan, which includes both Afghan electoral commissioners and international experts).

In cases where the United Nations does not take part, wholly or jointly, in the EMB, it provides training and other assistance to improve the capacity of local electoral institutions. It is important that gender issues figure in the training and sensitization of electoral officials at every level, including at the precinct (local) level, where most cases of discrimination and irregularities are likely to occur.

It is also important that women are given equal opportunities to work for electoral institutions at all levels. This enables them to learn how the political and electoral machinery works - knowledge that is central to the long-term promotion of women's involvement in political life.

**Political parties.** Electoral operations often include a component to assist political party development. This assistance can be provided by the UN directly or by a number of specialized organizations, such as International IDEA and the Carter Centre, either on their own or working with the UN. Working with political parties provides an important opportunity to help women reach the ultimate stage of enfranchisement: becoming an insider in the political process as a political party candidate.

One form that assistance to a political party might therefore take is helping to identify and train women candidates for election. In Timor-Leste, for example, the UN conducted training workshops for 150 potential women candidates and a Women’s Caucus Group was created to support potential women candidates.

Under voting systems in which each political party selects a candidate list, parties can have a huge impact on the prospects of women candidates. By placing them high on the party’s list, they ensure that women candidates are likely to be elected.<sup>4</sup>

The content and implementation of the political party law can also have a significant impact on women’s representation. Not only must the content of the law ensure fairness and equal opportunities for parties representing women and their issues, as noted above, but the way in which the provisions of the law are implemented must be monitored to ensure that they do not exclude or discriminate against women.

During the campaign it is also important to monitor media coverage to ensure that women candidates are not being discriminated against by either the content or the amount of the coverage they receive.

In addition to getting women onto party lists or to stand as party candidates, a further post-conflict challenge is to promote the development of party organizations with internal structures, broad, multi-ethnic programmes and strong links to the community. Women can be very effective in such endeavours since, in many contexts, they are seen as less “tainted” by the pre- and post-conflict struggles and therefore have more legitimacy to work across community divides.

**Election observation.** Lastly, another form of electoral assistance involves coordination and support for international observers. Electoral observation can be a useful tool for monitoring women’s participation in politics. In particular, observers can record the degree to which women participate in elections as voters or candidates, as well as the degree to which women’s issues appear in the platforms and campaigns of each party. This information can be used to

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<sup>4</sup> In list proportional representation systems, parties put forth a list of candidates and voters vote for parties. Parties then receive seats in proportion to the percentage of the vote they receive. People are selected off the list in the order in which they are ranked. Since in most cases, not all persons on the list will be chosen, those higher up on the list have a better chance of assuming office.

make recommendations on increasing the participation of women in democracies. Gender awareness should therefore be included when training or briefing electoral observers and, where relevant, should be made an explicit part of observer reporting (see chapter VI, “Gender and Training” and annex 5 for further information on gender-awareness training and gender-sensitive training initiatives).

The United Nations often works with national observer groups. Forming and training these groups offers another opportunity to bring women into the electoral and political process. Sometimes, involvement as observers is the first step for women to learn how to organize politically.

### **Additional Resources**

*Enhancing Women’s Participation in Electoral Processes in Post-conflict Countries*, (EGM/ELEC/2004/REPORT), a report of an experts’ group meeting hosted by the UN in January 2004 on this topic with recommendations for action by a variety of actors, is available at: <http://www.un.org/womenwatch/osagi/meetings/2004/EGMelectoral/FinalReport.PDF>

*Plan of Action to Correct Present Imbalances in the Participation of Men and Women in Political Life*, from the Inter-Parliamentary Union (IPU), provides information on imbalances in the participation of women and men in political life as well as practical suggestions and guidelines for rectifying this problem. It is available at: <http://www.ipu.org/wmn-e/planactn.htm>

*Platform for Action: Women in Power and Decision-making*, UN Fourth World Conference on Women (FWCW), United Nations, 1995. This section from the “Beijing Platform for Action” provides information on the ways in which women are often excluded from or under-represented in decision-making positions as well as practical actions that can be taken by governments, political parties, civil organizations and the United Nations to enable and encourage women to participate equally in decision-making processes. It is available at: <http://www.un.org/womenwatch/daw/beijing/platform/decision.htm>

# *Chapter 22*

## Gender and Humanitarian Assistance

## GENDER AND HUMANITARIAN ASSISTANCE

A United Nations peacekeeping operation is almost always deployed into a country where humanitarian actors have already been providing life-saving assistance and protection to local communities, refugees and internally displaced persons (IDPs), for months if not years. Once deployed, peacekeepers and aid workers will often be working side by side. It is important that all members of a peacekeeping mission understand how humanitarian actors use an understanding of gender issues to ensure that their assistance reaches those most in need in a timely and effective manner and to promote women's participation in all aspects of the humanitarian response.

**Impact of conflict on needs and capacities.** Emergencies affect women and girls differently from men and boys (see chapter I, “Gender and Peacekeeping” for further details on the impact of conflict on women and girls). For instance, during armed conflict men and boys make up a disproportionate number of victims of landmines and unexploded ordnance (see chapter XVII, “Gender and Mine Action”). On the other hand, women and girls are exposed to heightened threats of sexual violence, particularly during displacement and flight, as well as increased household responsibilities (e.g., through taking in orphans). In emergencies, pre-existing inequalities are magnified, and women and girls usually have more difficulty obtaining their humanitarian assistance entitlements than men and boys. On the other hand, conflict situations can also provide opportunities for women and girls to develop new skills and roles in their communities, such as becoming a spokesperson or developing leadership skills through working as a camp manager. In these contexts, gender analysis can help to clarify the specific and often different needs, vulnerabilities, capacities and coping strategies of women/girls as compared with men/boys, so they can be more adequately taken into account when responding to the emergency.

**Policy guidance.** The United Nations Inter-Agency Standing Committee (IASC) issued a policy statement<sup>1</sup> on gender and humanitarian assistance in 1999, which requires all member organizations to:

- Formulate specific strategies to integrate gender issues;
- Collect sex- and age-disaggregated data and analyze them from a gender perspective;
- Build capacity for gender programming; and
- Develop reporting and accountability mechanisms that ensure attention to gender.

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<sup>1</sup> See the IASC Policy on *Mainstreaming Gender in the Humanitarian Response to Emergencies*, IASC Meeting, April 1999; the UNHCR *5 Commitments to Refugee Women*; the *UNHCR Gender Training Kit on Refugee Protection and Resources Handbook*; and the WFP *Gender Policy (2003-2007): Enhanced Commitments to Women to Ensure Food Security*, 2002 on CD-ROM for further information on gender mainstreaming in humanitarian activities.

## Impact of Integrating Gender Dimensions into Humanitarian Assistance

Using a gender perspective can strengthen humanitarian assistance in the following ways:<sup>2</sup>

**It supports a more accurate understanding of the situation.** Understanding that conflict affects women/girls differently from men/boys, and that as a result they all have different needs or priorities, is part of good analysis. A gender perspective can also ensure that the specific needs of women/girls or men/boys are not neglected (e.g., health care and counselling for women and girls who have been victims of sexual violence, or education for demobilized boy soldiers).

**It facilitates the design of more appropriate responses.** Understanding that male and female beneficiaries face different obstacles to participating in programmes (and can mobilize different resources, have different social responsibilities, etc.) can facilitate the development of more effective programming. It can ensure that needs are met and that women/girls and men/boys can participate fully in and benefit as much as possible from the humanitarian assistance.

**It highlights opportunities and resources.** Women are more than a “vulnerable group.” They are an important resource in delivering assistance, establishing peace and rebuilding societies. They cannot play these roles if their basic security needs are not met, if decision-makers ignore them, and if they do not receive support (such as appropriate food and medical assistance). Furthermore, humanitarian assistance can open up opportunities for women’s empowerment (e.g., through promoting economic self-reliance, leadership training, etc.) and support the acceptance of women’s skills in non-traditional areas (e.g., driving skills developed when with the armed forces).

**It draws attention to issues of power.** Efforts to integrate a gender perspective can also highlight power imbalances. A better understanding of power relations (who holds power, who speaks for whom, and dynamics within communities) can help ensure that assistance is provided in a manner that benefits those most in need, rather than perpetuating pre-existing inequalities.

### Key Gender Issues for Humanitarian Actors

In responding to a humanitarian crisis, key gender issues that humanitarian actors<sup>3</sup> will need to understand are:

**The differences in women’s and men’s security and protection needs:** The most often-cited differences are the higher risk faced by women and girls of gender-based violence such as rape

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<sup>2</sup> These points are based on *Gender Equality and Humanitarian Assistance: A Guide to the Issues*, Canadian International Development Agency (CIDA) 2003.

<sup>3</sup> A list of organizations that peacekeepers are likely to encounter in-theatre can be found in the document: *Mandates of Organizations Involved in Conflict and Post-Conflict Situations* on CD-ROM.

and human trafficking both during and after emergencies. On the other hand, men and boys may be more at risk of forced recruitment into armed groups and injury or death through combat. These different security risks result in different protection needs. For instance, in refugee camps where women and girls have been sexually assaulted when collecting firewood in outlying areas, providing escorts from the community during firewood collection would address a specific protection need.

**How responsibilities and work are divided and who controls resources.** Destroyed homes, food and fuel shortages, and injured/ill family members can all result in higher workloads and responsibilities for women and girls. This has a wide range of implications for humanitarian planners. For instance, allowing women in polygamous societies to register as heads of households<sup>4</sup> to receive emergency entitlements, such as food, blankets, fuel, soap, shelter, etc. in their own right has been shown to maximize their control over such entitlements, to the benefit of the household. Furthermore, increasing women's participation in decision-making bodies such as food distribution committees is also recognized as a way to tap into local knowledge about the most vulnerable groups and therefore improve the targeting of assistance to those most in need.

**The differences in the priorities of women/girls, men/boys.** Women/girls and men/boys may have different priorities linked to a variety of factors such as their current access to resources, social obligations and cultural norms. For instance, where co-education is discouraged for adolescents for cultural reasons, teenage girls may place a high priority on single-sex schooling as a way to improve their access to upper primary education.

**How women are currently organized.** Women's organizations and networks can be an important mechanism for delivering assistance to communities, and building the capacity of local women. However, these organizations typically require support such as skills training (e.g., record-keeping) and funding to become effective partners.

## Possible Areas of Collaboration on Gender Issues

**Planning.** When humanitarian personnel participate in fact-finding assessment missions for the establishment of new or expanding peacekeeping operations, reference should be made to annex 4, which provides a generic checklist of gender issues relevant to humanitarian affairs.

**Protection mandates.** Humanitarian agencies' goals in terms of protection, such as ensuring women are not robbed of their emergency entitlements on the way home, can overlap with a mandate to protect civilians in peacekeeping operations.

**Information-sharing and reporting.** The humanitarian community and staff in peacekeeping missions have a common interest in sharing information on the different humanitarian needs and priorities of women, men, boys and girls during and after a conflict. This will assist all

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<sup>4</sup> A household in polygamous situations is defined as a woman and her dependants.

agencies involved in developing a more thorough situation analysis and in turn improve the quality of the response to the identified needs. Detailed guidance on how to reflect gender issues in reporting on humanitarian affairs can be found in chapter V, “Gender and Reporting.” All data should also be disaggregated by sex and age wherever possible.

**Training, advocacy, public information and capacity-building.** Gender-awareness training activities, advocacy and public information on issues of common interest, such as violence against women, capacity-building of women and women’s organizations and networks are useful areas for collaboration (see chapters VI, “Gender and Training” and XIV, “Gender and Reporting”).

**Sexual exploitation and sexual abuse.** Peacekeeping missions can collaborate with humanitarian organizations on issues relating to the prevention of and response to sexual abuse and the exploitation of local populations by mission staff (see chapter VII, “Gender and Codes of Conduct,” for further details).

### **Additional Resources**

*Socio-economic and Gender Analysis in Emergency Operations* (2002) and *Field Level Handbook*, 2001, by the Socio-Economic and Gender Analysis (SEAGA) Programme, are available at: <http://www.fao.org/sd/seaga/>

*Gender and Humanitarian Assistance Resource Kit*, Inter-Agency Standing Committee (IASC) Sub-working Group on Gender and Humanitarian Assistance, 2001, is available at: <http://www.reliefweb.int/library/GHARKit/>

*Gender Equality and Humanitarian Assistance: A Guide to the Issues*, Canadian International Development Agency (CIDA), 2003, is available at: [http://www.acdicida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/\\$file/Guide-Gender.pdf](http://www.acdicida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/$file/Guide-Gender.pdf)



# *Chapter 23*

## Gender, Reconstruction and Recovery

## GENDER, RECONSTRUCTION AND RECOVERY

### Background

The mandates of UN peacekeeping operations increasingly include support for post-conflict reconstruction and recovery strategies. These strategies are designed to assist a country in progressing from crisis and dependence on emergency relief to stability and sustainable development. They may include a wide variety of activities ranging from projects to reintegrate persons displaced by the conflict to providing basic services (water, health care, food, education) to boosting local economies by strengthening infrastructure. Peacekeeping operations typically support reconstruction and recovery through funding quick-impact projects (QIPS), designed to bring rapid, positive economic and social change for the local population.

In its Resolution 1325 (2000) on women, peace and security, the Security Council called on all actors to adopt a gender perspective, including consideration of “the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.” UN-supported reconstruction and recovery initiatives such as QIPS should therefore take into account the specific needs of women and girls, with the goal of ensuring that both women/girls and men/boys participate fully and benefit equally from such programmes.

Men and boys generally have more access to resources, education and training opportunities, enhancing their chances of being involved in and benefiting from reconstruction and recovery initiatives. The challenge is therefore to identify, design and implement reconstruction and recovery initiatives in a way that makes it possible for women and girls to participate fully and benefit equally from them.

### Strategies and Tools for Integrating Gender Dimensions into Recovery Initiatives

There is no set blueprint for integrating gender dimensions into reconstruction and recovery initiatives; every strategy must be adapted to the particular social, political, and economic context. A set of guiding principles are provided below, along with suggestions on how to integrate gender dimensions into the project cycle of QIPS or other reconstruction and recovery activities. In addition, a list of UN and other partners that can be involved in the planning and implementation of reconstruction and recovery activities is available (see *Mandates of Organizations Involved in Conflict and Post-Conflict Situations* under the CD-ROM Resources for chapter XXII, “Gender and Humanitarian Assistance”).

#### Guiding principles

- Women as well as men should be involved as decision-makers in all stages of the project cycle;

- Understanding the different needs and capacities of men, women, boys and girls will help planners establish priorities amongst a variety of projects;
- In addition to projects benefiting communities as a whole, specific projects benefiting only women/girls or men/boys may be necessary to ensure that specific needs are met. For instance, a QIPS project may specifically target women’s organizations with leadership and capacity-building assistance to facilitate their equal participation in local decision-making processes. Men and boys who have participated in the conflict may be targeted to receive sensitization training on physical and sexual violence;
- Projects aimed at strengthening the ability of women’s organizations and networks to help themselves in the long term (e.g., fundraising skills, micro-credit schemes) should be encouraged;
- A mix of projects should be encouraged: some that meet the basic needs (e.g., access to water, health care, etc.) of both women and men; others that promote equality between them (e.g., improving access to education for women and girls, increased access to credit for women or leadership training for female community leaders); and
- Skills and roles taken on by women and men during the conflict that promote gender equality (e.g., women’s driving skills developed whilst with armed forces, or acceptance by men of such non-traditional roles for women) should be supported.

**Project cycle.** The following table provides suggestions on how to integrate gender dimensions into the different stages of the project cycle.<sup>1</sup>

Situation Analysis
<ul style="list-style-type: none"> <li>• Consult with both men and women from local communities to understand existing gender roles, the division of labour (who does what within the home and the community) and access to resources. This will help identify the types of projects to support and ways in which women and men can participate in projects;</li> <li>• Identify immediate and longer-term needs of women, men, girls and boys; and</li> <li>• Identify any gender-specific security concerns (e.g., attacks by armed groups on women and girls beyond the village limits).</li> </ul>
Project Identification and Formulation
<ul style="list-style-type: none"> <li>• Adopt a participatory methodology that includes both men and women in identifying the types of projects required in the area, as well as in the design of the project (who will do what, when, etc.) This may require separate consultations with men and women depending on cultural norms;</li> </ul>

<sup>1</sup> Full table available in *Gender Approaches to Conflict and Post-Conflict Situations*, UNDP, 2002 (see Additional Resources for chapter I, “Gender and Peacekeeping”).

<ul style="list-style-type: none"> <li>• Ensure that indicators of success for the project include, wherever possible, targets relating to the participation (in terms of both numbers and quality) of women/girls in project decision-making, access to and control over the benefits of or assets produced by the project (e.g., training, school), as well as the project’s impact on gender equality (e.g., increasing women’s access to land or decision-making processes ); and</li> <li>• Ensure all recorded data is disaggregated by sex and age, wherever possible.</li> </ul>
<p><b>Project Appraisal</b></p>
<ul style="list-style-type: none"> <li>• Review project objectives, activities, and results from the perspective of both women and men (Does the project impact on women and men differently? Are groups of women or men disadvantaged or excluded by the project? Will women as well as men receive information on project benefits and training opportunities?). This process should include reviewing indicators relating to gender equality (see category above); and</li> <li>• Involve gender experts in project review, wherever possible.</li> </ul>
<p><b>Project Implementation</b></p>
<ul style="list-style-type: none"> <li>• Ensure women’s participation in project delivery, though in a manner that does not overburden them and have negative, unintended consequences (e.g., withdrawal of girls from schools to care for siblings whilst mother is involved in the project);</li> <li>• Select gender-sensitive local counterparts and involve women’s organizations wherever possible; and</li> <li>• Provide project staff with gender-awareness training prior to implementation, and inform them of their responsibilities regarding the promotion of gender equality.</li> </ul>
<p><b>Monitoring and Evaluation</b></p>
<ul style="list-style-type: none"> <li>• Assess project outcomes and impacts from the perspective of both women/girls and men/boys (i.e., Have women/girls and men/boys benefited equally? To what extent has the project contributed to gender equality objectives?); and</li> <li>• Identify any unintended impact on gender equality and amend future planning accordingly.</li> </ul>

## Additional Resources

*Gender Mainstreaming Learning Manual & Information Pack*, (2001, from the UN Development Programme (UNDP) provides information on integrating gender dimensions into general project development. It is available at: <http://www.undp.org/gender/infopack.htm>

*Gender Approaches in Conflict and Post-Conflict Situations*, UNDP, 2002, provides information on integrating gender dimensions in conflict and post-conflict settings. It is available at: [http://www.undp.org/bcpr/ref/gender\\_manual\\_uk.pdf](http://www.undp.org/bcpr/ref/gender_manual_uk.pdf)

*Gender Tipsheets*, from the Organisation for Economic Cooperation and Development (OECD), provide information on how and why gender issues are relevant for specific sectors of development. They are available at: [http://www.oecd.org/document/34/0,2340,en\\_2649\\_34541\\_1896290\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/34/0,2340,en_2649_34541_1896290_1_1_1_1,00.html)

# *Annexes*

## CD-ROM RESOURCES

### ANNEX I

#### Chapter I: Gender and Peacekeeping

- Secretary-General's report on *Gender mainstreaming in peacekeeping activities*, 13 February 2003 (A/57/731)
- *Gender Mainstreaming: An Overview*, UN OSAGI, 2002
- Secretary-General's study *Women, Peace and Security*, UN, 2002 (full-text)
- Secretary-General's study *Women, Peace and Security - At a Glance*, 2002 (summary)
- *Report of the Secretary-General on women, peace and security*, 16 October 2002 (S/2002/1154)
- DPKO presentation to the Security Council on the Implementation of Resolution 1325 (2000), 29 October 2003
- *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York: UNIFEM, 2002 (full-text)
- *Women, War, Peace*. E. Rehn and E. Johnson Sirleaf. UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York: UNIFEM, 2002 (Executive Summary)
- *Mainstreaming a Gender Perspective In Multidimensional Peace Operations*, UN DPKO. New York: United Nations, July 2000, which includes the Windhoek Declaration and Namibia Plan of Action
- Presidential Statement on Women, Peace and Security (S/PRST/2002/32)
- Letter from the Security Council President to the Secretary-General of 31 October 2003 (S/2003/1055)

#### Chapter II: Security Council Resolution 1325 (2000)

- Security Council Resolution 1325 (2000) on women, peace and security

#### Chapter III: Programming for Gender Mainstreaming

- Agreed Conclusions of the Forty-eighth session of the Commission on the Status of Women, 1-12 March 2004, on "The role of men and boys in achieving gender equality"
- Moser Gender Analysis Tools (excerpt from *Gender Planning and Development*, C. Moser. London: Routledge, 1993)
- Model Work Plan for Gender Units

## Chapter IV: Gender and Planning for Peacekeeping Operations

- DPKO *Integrated Mission Planning Process*, 23 January 2004 (DPKO/HCM/2004/12)
- Report of the Secretary-General on the United Nations Mission in Côte d'Ivoire submitted pursuant to Security Council Resolution 1514 (2003) of 13 November 2003 (S/2004/3)
- Security Council Resolution 1548 (2004) on *The situation in Côte d'Ivoire*
- Report of the Secretary-General on Haiti of 16 April 2004 (S/2004/300)
- Security Council Resolution 1542 (2004) on *The question concerning Haiti*

## Chapter V: Gender and Reporting

- *An Analysis of the Gender Content of Secretary-General's Reports to the Security Council: January 2000 - May 2003*, Office of the Special Adviser for Gender Issues and Advancement of Women, 1 August 2003

## Chapter VI: Gender and Training

- *Gender and Peacekeeping Operations - Generic Training*, UN DPKO, 2002 (full-length)
- *Standardized Generic Training Modules (SGTM), Level 1*, version 1.1. (unedited), 30 June 2003, TES/MD/DPKO - see Module C. *Gender and Peacekeeping* (45-minute session)

## Chapter VII: Gender and Codes of Conduct

- *Investigation into sexual exploitation of refugees by aid workers in West Africa* (A/57/465)
- Secretary-General's letter of 22 October 2003 to Members of the Senior Management Group on protection from Sexual Exploitation and Abuse
- *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (ST/SGB/2003/13)
- General Assembly Resolution 57/306 on *Investigation into sexual exploitation of refugees by aid workers in West Africa*
- *Compilation of Guidance and Directives on Disciplinary Issues of Personnel Serving in United Nations Peacekeeping and Other Field Missions* (also referred to as the DPKO Disciplinary Directives)
- *Procedures for Dealing with Sexual Harassment* (ST/AI/379)
- *Promotion of Equal Treatment of Men and Women in The Secretariat and Prevention*



*of Sexual Harassment (ST/SGB/253)*

- *Observance by United Nations Forces of International Humanitarian Law (ST/SGB/1999/13)*

### **Chapter VIII: Gender and HIV/AIDS**

- *Women: Meeting the Challenges of HIV/AIDS*, UNFPA, UNAIDS, UNIFEM, 2003
- *Gender and HIV/AIDS*, UNAIDS technical update, September 1998

### **Chapter IX: Gender and Staff Security and Safety**

- *Security Awareness: An Aide-mémoire*, DPKO, 1995 (especially pages 7-20 on gender-based violence)
- *UN Stress Management Booklet*, DPKO, 1995

### **Chapter X: Gender Balance and Civilian Personnel**

- Resolution Adopted by the General Assembly on *Improvement of the Status of Women in the United Nations System*, 30 January 2003 (A/RES/57/180)
- Secretary-General's Report on *Improvement of the Status of Women in the United Nations System*, 17 September 2003 (A/58/374)

### **Chapter XI: Gender and Human Rights**

- *Gender Integration into the Human Rights System: Report of the Workshop*, United Nations Office at Geneva, OHCHR, UN DAW, UNIFEM, 26 to 28 May 1999
- *A Rights-Based Approach to Realizing Gender Equality*, Savitri Goonesekere, 1998
- *Women's Empowerment in the Context of Human Security*, Beth Woroniuk with commentary by Shanti Dairiam
- *Growing the Sheltering Tree - Protecting Rights through Humanitarian Action*, UNICEF, 2002
- *CEDAW Assessment Tool, Section IV: Suggested De Facto Assessment Questions*, American Bar Association (ABA), January 2002

### **Chapter XII: Gender and Child Protection**

- Security Council Resolutions on Children and Armed Conflict 1261 (1999), 1314 (2000), 1379 (2001) and 1460 (2003)
- The Convention on the Rights of the Child (1989) and the two Optional Protocols to the Convention on the Involvement of Children in Armed Conflict (2000) and on the Sale of Children, Child Prostitution and Child Pornography (2000)

- *The Effects of Armed Conflict on Girls*, World Vision Staff Working Paper No. 23, World Vision International, July 1996
- *Where are the Girls? Girls in Fighting Forces in Northern Uganda, Sierra Leone and Mozambique: Their Lives During and After War*, Susan McKay and Dyan Mazurana, International Centre for Human Rights and Democratic Development, 2004

#### **Chapter XIV: Gender, Public Information and the Media**

- *Public Information Guidelines for Allegations of Misconduct Committed by Personnel of United Nations Peacekeeping and Other Field Missions*, from the *Compilation of Guidance and Directives on Disciplinary Issues of Personnel Serving in United Nations Peacekeeping and Other Field Missions* (also referred to as the DPKO Disciplinary Directives)

#### **Chapter XVIII: Gender and the Police**

- *Chapter XVII: Law Enforcement and the Rights of Women in Professional Training Series No. 5: Human Rights and Law Enforcement: A Manual on Human Rights Training for the Police*, United Nations High Commissioner for Human Rights, Human Rights Centre, 1997
- *Chapter I: Hiring and Retaining More Women: The Advantages to Law Enforcement Agencies in Recruiting and Retaining Women - A Self-Assessment Guide for Law Enforcement*, National Center for Women and Policing, a Division of the Feminist Majority Foundation, 2003

#### **Chapter XXII: Gender and Humanitarian Assistance**

- The IASC Policy on *Mainstreaming Gender in the Humanitarian Response to Emergencies*, IASC Meeting, April 1999
- UNHCR *5 Commitments to Refugee Women*
- *UNHCR Gender Training Kit on Refugee Protection and Resources Handbook*
- *WFP Gender Policy (2003-2007): Enhanced Commitments to Women to Ensure Food Security*, 2002
- *Mandates of Organizations Involved in Conflict and Post-Conflict Situations*, DPKO, 2004

## MODEL TERMS OF REFERENCE FOR A SENIOR GENDER ADVISER

### ANNEX II

A senior gender adviser will typically perform the following *general functions*:

- Provide advice and technical expertise to the Head of Mission and his/her senior management on developing, implementing, monitoring and evaluating the mission's strategy on mainstreaming gender;
- Provide advice and technical expertise to the Head of Mission and his/her senior management on the inclusion of gender perspectives and analysis, where appropriate, in all decisions, policies and programmes;
- Provide technical advice and expertise to mission sections on how to mainstream a gender perspective into relevant mission policies, programmes and activities, including reporting;
- Direct and oversee mechanisms for accountability and monitoring and evaluation of gender mainstreaming in mission activities;
- Direct and oversee the development of operational tools, guidelines, resources and capacity-building for gender mainstreaming throughout the mission;
- Direct and oversee the development of gender mainstreaming mechanisms within the mission area; and
- Direct and oversee liaison and coordination on gender mainstreaming with local and international NGOs, government departments and national machineries for gender as well as UN agencies, funds and programmes in the mission area.

A senior gender adviser will typically perform the following *specific functions*:

#### *Research and Gender Analysis*

- In coordination with relevant partners, conduct research and analysis on gender issues in the host country and identify possible areas of intervention on gender issues for the mission that relate to its mandate; and
- Oversee a knowledge base on gender issues, women's organizations, women's networks and gender expertise in the host country.

### *Advice and Technical Assistance Within the Mission*

- Collaborate with all functional areas within the mission to ensure that relevant gender perspectives are integrated into programmes and activities;
- Provide advice and assist with the development and implementation of gender awareness and gender-sensitive in-mission training and orientation programmes for civilian, civilian police and military personnel;
- Direct and oversee mechanisms in the mission for the planning, implementation, monitoring and evaluation of Security Council Resolution 1325 (2000) on women, peace and security;
- Document and share best practices and lessons learned on gender mainstreaming in the mission; and
- Provide inputs into relevant mission reports, in coordination with all sections within the mission, and relevant UN, government and civil society partners, on gender mainstreaming efforts.

### *Coordination and Liaison*

- Participate in the UN Country Team Gender Working Group and, if none exists, liaise with other UN agencies, funds and programmes in the mission area to facilitate the establishment of a UN Interagency Coordination Group on Gender Mainstreaming;
- Liaise with the focal point for women on gender mainstreaming issues relating to personnel matters;
- Liaise with focal point(s) for disciplinary issues within the mission and outside on gender-based violence committed by peacekeeping personnel;
- Liaise with the UN Department of Peacekeeping Operations (DPKO) Gender Adviser at Headquarters on gender issues and gender mainstreaming;
- Liaise with relevant host country partners such as national women's ministries/bureaus and women's organizations and networks to ensure coherence amongst mission policies, local priorities and national goals for post-conflict reconstruction. In certain cases this may involve directing the establishment of a precursor national women's machinery with all its accompanying legislative and administrative requirements;
- Establish partnerships, and liaise and collaborate with relevant UN agencies, funds and programmes, as well as bilateral donors and international organizations in the mission area; and

- Facilitate the involvement of women, women leaders and women's organizations and networks in peace processes and post-conflict reconstruction and recovery.

## GUIDE TO GENDER AND PLANNING FOR PEACEKEEPING OPERATIONS

### ANNEX III

The United Nations Department of Peacekeeping Operations (DPKO) planning process for peacekeeping operations is guided, *inter alia*, by the Integrated Mission Planning Process (IMPP) template, which contains five steps or levels that are roughly consecutive and adaptable to specific planning needs and conditions.<sup>1</sup> For each level of the planning process, the aim of integrating a gender is described, along with the expected gender-related output and the method(s) used to achieve the desired result. The guidance provided applies to the planning of both new and expanding peacekeeping operations.

#### Level One: Pre-planning

“Pre-planning consists of regular monitoring and analysis of developments in a geographic area containing the potential for, or an ongoing conflict. The pre-planning cycle is complete when a recommendation is made to commence planning, defer planning or that there is no requirement for further UN planning.” The UN Department for Political Affairs has the lead at level one, and DPKO’s functional areas provide expert advice in their respective areas.<sup>2</sup> When analysis indicates that UN involvement may be appropriate in an area or conflict, the Secretary-General will decide whether to begin the mission planning process.

The aim is to ensure that gender issues are included in the monitoring and analysis of developments. The expected output is for persons involved in pre-planning to understand the relevant gender issues in a particular situation (e.g., the role of women in political life or differences in the types of human rights violations committed against women and girls compared to men and boys). It is the responsibility of each staff member involved in pre-planning and all subsequent phases of the planning process to obtain and analyse the relevant gender issues in his/her area of expertise. To support staff in this endeavour, specific expertise on gender issues is available through the DPKO Gender Adviser at Headquarters. The Department’s Gender Adviser should therefore participate at all stages of the planning process for peacekeeping operations to provide such support and advice on gender issues. In addition, on the advice of the DPKO Gender Adviser, the Office of the Special Adviser for Gender Issues and Advancement of Women

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<sup>1</sup> For further details on the levels of the planning process see: *Integrated Mission Planning Process*, 23 January 2004 (DPKO/HCM/2004/12) (see CD-ROM Resources for chapter IV, “Gender and Planning for Peacekeeping Operations”). The process and methodology outlined in this document was adopted by DPKO senior management in January 2004 as the Department’s official guidance for mission planning; this planning template is to be periodically reviewed on the basis of experience.

<sup>2</sup> The DPKO functional areas are: the Office of the Under Secretary-General (OUSG), the Office of Operations (OO), the Office of Mission Support (OMS), Military Division (MD), Civilian Police Division (CPD), and the UN Mine Action Service (MAS).

(OSAGI) and the UN Development Fund for Women (UNIFEM) can be requested to provide specific expertise on relevant gender issues.

## Fact-finding Assessment Missions

**Rationale for integrating gender concerns into assessment missions.** Assessment of the actual situation on the ground in the country and region concerned starts at level one (pre-planning) and continues throughout the planning process and beyond. This is often carried out through an inter-agency, multidisciplinary, fact-finding assessment mission.

The aim of including gender-related information in the data collected is to gain a clear understanding of the situation in the country and region. Where a peacekeeping operation is envisaged, this in turn will help to better define the desired “end state” of this operation (e.g., establishment of a transitional government), as well as the strategies on how best to achieve this end state (e.g., full participation of women in transitional decision-making institutions).

In accordance with the principle of gender mainstreaming,<sup>3</sup> information should be collected on gender dimensions in all functional areas covered by the assessment. This means that information on gender issues should be collected on topics ranging from military and security issues to political affairs, human rights and public information. Relevant recommendations on gender concerns would then be reflected, as appropriate, in the recommendations of the assessment report.

**Roles and responsibilities.** It is the responsibility of each assessment team member to ensure that information is collected on the gender dimensions of the functional area that he/she is responsible for (e.g., military experts should collect information on gender issues in security and the armed forces). To assist the team members with data collection on gender issues, a generic checklist of gender issues in each aspect covered in an assessment is included in annex 4. The checklist provides a list of questions to cover during the assessment, and should be tailored to the particular country and purpose of the assessment. The DPKO Gender Adviser may provide a pre-assessment mission briefing session on the gender assessment checklist, outlining which questions from the list or gender issues to focus on in the upcoming mission as well as suggestions of women’s organizations to meet.

Wherever possible, assessment teams should include gender expertise to assist in the collection, analysis and reporting on gender issues in each functional area. Typically, gender expertise would be provided through a DPKO gender adviser, either from Headquarters or from a field mission. Where DPKO expertise is not available, the Department seeks assistance from specialist bodies and agencies on gender issues, such as OSAGI and UNIFEM.

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<sup>3</sup> For a definition of gender mainstreaming, see chapter I, “Gender and Peacekeeping.”

The role of the gender expert in the assessment team is twofold: to provide technical advice to other team members on how best to identify relevant gender issues in their respective functional areas, to analyse and formulate recommendations on such matters, and reflect the relevant facts and recommendations in the ensuing assessment report, and then to assist in primary data collection. When gathering information on gender issues in the country concerned, the gender expert should participate in key meetings of all functional areas and, in addition, hold in-depth meetings with key informants such as women leaders, women's associations and representatives from government and civil society as well as gender experts in other agencies such as UN Funds and Programmes. The gender expert would then provide the larger assessment team with a factual account and analysis of the relevant gender issues. In addition, members of the team are advised to have additional, detailed meetings with women representatives and organizations who have specialist knowledge on their areas of expertise (e.g., rule of law experts should meet with women lawyers associations).

Each functional area will produce a stand-alone report on its area of expertise. This should include the relevant gender dimensions in the factual account and amongst the recommendations, where appropriate. The gender expert will also produce a stand-alone report (e.g., 5-10 pages in length) containing a factual account and analysis of gender issues in the host country that are relevant to the purpose of the assessment mission. This should include a one-page executive summary of the main findings on gender issues, with recommendations to be included in the final assessment report. The gender expert's report should be shared and discussed with other assessment team members, and particularly with the person drafting the consolidated assessment report on behalf of the team. The consolidated assessment report integrates key elements from all stand-alone reports from each functional area, and this report may feed into a Secretary-General's report to the Security Council, which will contain his recommendations on the form the peacekeeping operation should take and the resources that will be required.

## **Level Two: Development of a UN Strategy**

The aim of this second level of the planning process is "to identify the UN strategy in a certain region, country or conflict." This involves "the assessment of scenarios and evaluation of the options for each, to determine the recommended option(s) for the UN in preventing and managing the situation/conflict within the context of relevant UN policies." At this stage, the broad types of resources needed to implement the proposed strategy may be identified. The step is complete when a recommended strategy is approved by the Under-Secretary-General (USG) for Peacekeeping Operations, in consultation with the relevant entities. The Secretary-General's endorsement of the UN strategy is then required, taking into account general guidance from the UN legislative bodies. The USG will then authorize further planning and associated actions, based on the approved strategy.

The UN strategy should reflect the nature and scope of the gender issues identified at the pre-planning stage. For example, if these early stages point to widespread violence against women and girls as a strategy of conflict in country X, and if a protection mandate is envisaged, the UN



strategy may include language to reflect the nature (e.g., a strategy addressing human rights violations) and scale and scope (geographical coverage) of the problem. The integration of relevant gender issues into the UN strategy is best achieved through the participation of the DPKO gender adviser in planning meetings to provide relevant information and analysis on gender issues.

### **Level Three: Development of Functional Strategies**

The aim of this level is to “define and integrate appropriate functional strategies for each aspect of the UN role, which will provide more detailed guidance and direction to implement the overall UN strategy.” During this step, the planning team identifies the resources required to implement each functional strategy. This step is complete when the Secretary-General endorses the integrated concept and directs the development of a detailed Mission Plan.

At this stage of the planning process, the DPKO gender adviser provides technical advice on the inclusion of relevant gender dimensions into the various functional strategies developed. This is done primarily through participation in planning meetings. The expected outputs are functional strategies that include all relevant gender dimensions. In addition, a separate functional strategy for gender mainstreaming may also be considered, particularly where a multidimensional peacekeeping operation is envisaged. Once the functional strategies have been formulated, the DPKO gender adviser will be able to suggest the specific gender expertise resources required for the mission. Gender expertise is always required for multidimensional peacekeeping missions.

### **Level Four: Development of Mission Plan**

The purpose of this step is to develop a Mission Plan, which is done either by the Head of Mission or, prior to his/her appointment, by Headquarters. “The Mission Plan explains...how the UN’s strategic aim will be achieved, in terms of who, what, where and how. It also serves as the basis for justifying the resources that will be requested.” At this stage, a draft Secretary-General’s report is prepared incorporating both the products of the integrated mission planning process and products from external sources. This report should include factual data and recommendations on relevant gender issues in each aspect covered by the report as well as, in the case of multidimensional peacekeeping operations, information on the number of personnel required for a gender unit.

One of the expected outputs of this planning phase is a staffing table that includes the required staff for a Gender Unit (where one is required), as well as an indication of the expected physical location in the mission area of all personnel for the Gender Unit. The following personnel are generally required for a “basic” gender unit located in a mission headquarters in a multidimensional peacekeeping operation:

- senior gender adviser(s) - international;
- gender adviser(s) - international;
- gender officer(s) - national; and
- administrative assistant(s) - national.

The actual type of gender expertise required (e.g., a gender trainer versus a women's rights legal expert) and the number of gender experts required will depend on the tasks to be achieved by the mission. In larger, multidimensional missions, additional gender experts may be required, both at the mission headquarters and in field locations. The gender unit should be located in the Office of the Head of Mission to facilitate gender mainstreaming throughout the entire mission. Furthermore, it is important that the international senior gender adviser be appointed at a grade that ensures he/she is part of senior decision-making processes.

The Mission Plan will also include a plan for each component of the operation (e.g., military, civilian police, human rights). The DPKO gender adviser provides technical advice on the inclusion of relevant gender dimensions into the various component plans being developed. This is done primarily by participating in planning meetings. The DPKO gender adviser may also produce a gender mainstreaming plan, where appropriate. The scope of such a plan would depend on the nature of the gender issues identified in each component of the operation. The expected outputs during this planning phase also include, therefore, component plans that cover all relevant gender dimensions (e.g., the training plan should include gender training in pre-deployment and induction courses), including a gender mainstreaming plan, where appropriate.

Lastly, the Mission Plan will determine the timing for staff deployment. The nature of the tasks to be completed in the first few months after the Mission Plan is approved should determine whether gender expertise should be part of the early staff deployments (e.g., in the advance team). For instance, if the objective in the first instance is to focus on building relationships with key actors in the host country, the presence of a Gender Adviser is essential, since he/she will typically focus on developing links with governmental and civil society actors involved in gender issues at all levels.

### **Level Five: Development of Mandate Implementation Plans**

The purpose of this last step is to develop programmes and projects to fulfil the mandated tasks. This step takes place largely at the mission-level. Goals, plans and the quantifying of resources by the mission should be carried out with input from the DPKO gender adviser in the mission or at Headquarters.

## GENDER CHECKLIST FOR ASSESSMENT MISSIONS FOR PEACEKEEPING OPERATIONS<sup>1</sup>

### ANNEX IV

#### Rationale

Security Council Resolution 1325 (2000) on women, peace and security calls on peacekeeping operations to incorporate a gender perspective in all aspects of their work. A “gender perspective,” simply put, means examining each issue from the point of view of women and men and boys and girls to identify any differences in their needs and priorities, as well as in their abilities or potential to promote peace and reconstruction.

Women, men, boys and girls all experience peacetime and conflict differently based on the specific social roles assigned to them. For instance, young men and boys typically have the role of “protectors” of their communities. As such, they are most at risk of being recruited into militia groups and armies and of being injured and dying through combat. On the other hand, women and girls typically have the role of providers of everyday household needs, which can, for example, take them to remote locations in search of water and firewood. As a result, the main threat to the security of women and girls in conflict zones may be rape and sexual assault when carrying out household tasks rather than injury and death through combat.

Determining the differences in how women, men, girls and boys experience conflict will help the assessment team identify their respective needs and priorities. A more nuanced understanding of the situation in the country and region will in turn help planners to better define the “end state” desired from the peace operation (e.g., establishment of a transitional government), as well as the best strategies for achieving this (e.g., full participation of women in transitional, decision-making institutions).

The list of generic questions provided should be tailored to the particular country being assessed, and the number of questions selected from the list will depend on the aim of the assessment mission and the time available. Experts need only collect gender-related information relevant to their particular area of expertise, although reference to other subject areas may be of interest.

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<sup>1</sup> This checklist is based on the following materials: (i) *Gender Checklist for Peace Support Operations*, Inter-agency Taskforce on Women, Peace and Security, 2003, which is in turn based on materials from OHCHR, the Office of the Special Adviser on Gender Issues (OSAGI) and Advancement of Women UNESCO, UNDP, UNFPA, UNICEF, UNIFEM and WFP; (ii) the *Checklist for Incorporating Gender Issues into Security Council Reports*, produced by OSAGI; and (iii) the *Passport to Mainstreaming a Gender Perspective in Emergency Programmes*, SEAGA.

## Tips

- Obtain and report all data disaggregated by sex;
- Where accurate statistics are not available, obtain rough estimates;
- Do not assume that women and men share the same needs and perspectives;
- Address questions to all available parties, not just to women's organizations or representatives;
- Speak to relevant women's organizations or representatives;
- In the event of time constraints, ask essential questions highlighted in bold.

### I. Security

- 1. How does the security situation affect women, men, girls and boys differently?**
- 2. What role do women play in the military, armed groups, police or any other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services (per cent of forces/groups, by grade and category)?**
3. Are women's and men's security issues known and are their concerns being met?
4. Are measures being taken to ensure that women can be part of military, police or any other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services?

### II. Political and Civil Affairs

1. How has the political situation affected women and men differently?
2. Are political decisions being made that adversely affect women or men?
- 3. Are women involved in the country's peace negotiations and in what capacity?**  
What scope is there for including women's views? Do women's organizations require capacity-building to participate effectively?
- 4. Are women involved in decision-making structures at the local, regional and national levels?** Is the percentage of women in these structures available? What is the quality of their participation? What barriers prevent women from meaningful participation and involvement in decision-making?
- 5. What women's organizations and networks exist at the local, regional and national levels?** What are the key issues they are working on? What role do they play in decision-making, and on what issues? Do leadership training and capacity-building programmes for women's groups already exist?

6. What is the extent and quality of women's involvement in key advocacy and interest groups (e.g., labour unions, professional associations, etc.)?
7. What roles have women and girls traditionally played in the conflict (as instigators, peacemakers, combatants, in support functions in armed groups including as cooks, porters or sexual slaves)?
8. What prevailing religious and cultural norms, attitudes, and practices affect the lives of women/girls? How can planners ensure that these norms, attitudes and practices do not prevent women and girls from enjoying equal access to resources, opportunities, education, etc.?
9. What are the traditional roles of women and men in their communities and have these changed during the conflict? What has been the impact of aid agency programmes on traditional roles of women and men?

### **III. Electoral Affairs**

- 1. Are women and men equally involved in the planning for elections (e.g., on the boards of Electoral Commissions, in UN activities in support of the electoral process, in decisions on composition of party lists, choice of election candidates)?**
- 2. Do women and men have an equal opportunity to register to vote, to cast their votes and to run for office in elections?**
3. Are a certain percentage of seats earmarked for women or men or other groups?
4. Do women candidates in local and national elections have capacity-building opportunities?
5. Are there provisions for voter education specifically targeted at women?

### **IV. Humanitarian Affairs**

- 1. How have women, men, girls and boys been affected differently by the conflict or displacement? Have women, men, girls and boys been affected differently by specific events such as the destruction of infrastructure, separation of families, etc?**
- 2. What are the basic needs (food, health, shelter, water and sanitation, education) of displaced and host populations - how do they differ for women/girls and men/boys?**
- 3. What are the different coping mechanisms currently used by women, men, girls and boys? What resources/support structures are they using to survive? Are these overstretched or unsustainable in the long run?**
- 4. Do women/girls and men/boys have equal access to resources for humanitarian**

**assistance as well as for planned return and reconstruction (human, technical, financial)? What would help increase their access to resources?**

5. Can child-headed households and women be registered in their own right to receive humanitarian assistance (e.g., food, services, training)?
6. Are women and men equally involved in planning and implementing humanitarian assistance?

## **V. Disarmament, Demobilization and Reintegration (DDR)**

- 1. What roles do women/girls play in combat functions in the military and armed groups (provide number and percentage of women in groups by grade and category)?**
- 2. What roles do women/girls play in non-combat functions in the military and armed groups (provide numbers and percentage of women by grade and category)?** Examples of non-combat functions include women/girls working in support functions such as cooks, spies, messengers; soldiers' wives; or women/girls used as sex slaves, etc.
3. Do military and armed groups contain women, men, boys or girls who have been abducted, trafficked, forced into marriage, and/or used as sex slaves? Is this coercion more prevalent for women/girls?
- 4. Do mechanisms need to be put in place to involve women/girls in DDR planning?**
5. Do military/armed groups have organizations or associations representing women/girls (as combatants, in support roles, as wives, etc.)?
- 6. Which governmental, NGO or UN organizations are currently working on DDR issues and what significant lessons have they learned (e.g., about child soldiers)? Are the lessons learned different for women, men, girls and boys?**
7. What plans are in place, or general attitudes exist concerning giving female ex-combatants the option of joining peacetime armies and other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services?
8. What are the training needs of women in the military and armed groups?
9. Are there indications that women/girls and/or men/boys in the military and armed groups have been subjected to gender-based violence (e.g., sexual or physical violence)? How prevalent are such crimes? What are the resulting needs for women/girls as compared to men/boys (health, psychological, psycho-social, economic, etc.)?
10. What media/communications initiatives have been launched (or are planned) to encourage communities to accept returning women/girls who have been involved in the military or armed groups and to understand their needs?

## **VI. Human Rights**

- 1. How do human rights violations vary between women, men, girls and boys?**
- 2. What measures are being taken in-country to address human rights violations against women, men, girls and boys?**
- 3. What is the status of relevant international human rights standards (including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW))? Have they been signed and ratified?**
- 4. What laws and practices (if any) discriminate against women/girls?**
5. What are the current laws and practices (including customary practices) relating to abductions, slavery or slave-like practices; forced sex work and trafficking in humans; and how do they affect women/girls and men/boys differently?
6. What are the current laws and practices (including customary practices) on property and do they affect women and men differently? If so, how?
7. What are the current laws and practices regarding gender-based violence (e.g., sexual or physical violence)? Do they affect women/girls and men/boys differently and if so, how?

## **VII. HIV/AIDS**

- 1. Does HIV prevalence between women, men, girls and boys differ? If so, why?**
2. Is there a difference in the knowledge levels about HIV/AIDS between women, men, girls and boys?
3. Do women, men, girls and boys have equal access to basic health facilities and preventive care (e.g., condoms, anti-retrovirals (ARVs), treatment for sexually transmitted infections, testing and counselling facilities and screened blood supplies for transfusions)? If not, why not?
4. What are the social and cultural consequences of HIV/AIDS affecting women, men, girls and boys (e.g., stigma, discrimination leading to loss of employment)?

## **VIII. Legal and Judicial System<sup>2</sup>**

- 1. How many and what percentage of legal professionals (including those in training) are women (by grade and category)?**
- 2. What obstacles (if any) limit the participation of women at various levels in the legal profession?**
3. Do indigent women have access to free legal aid?
4. Are there functioning family and juvenile court systems?

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<sup>2</sup> Experts on the legal and judicial system should also collect information on questions 3-7 listed under the “Human Rights” section.

5. Can women choose which legal system to use (formal vs. customary)? In which legal system are women typically participants?
6. What is the role and involvement of women in traditional justice mechanisms (tribal systems)?
7. Are women and men and girls and boys treated in the same manner when they participate in judicial proceedings? Do female victims and witnesses have sufficient protection?
8. Will there be a truth and reconciliation process? What provisions will be made to involve women in the process and to ensure that their testimony is heard?

## **IX. Police**

- 1. What types of law enforcement services are available? How many women are in them? What are the numbers/percentage of women by grade and category? Are women police officers involved in all operational aspects of the police work or limited to administrative functions only? Are measures in place to actively increase the number of women in the security forces?**
2. Do law enforcement service personnel receive training on gender awareness, sexual crimes, domestic violence and human rights?
3. Do female police officers have facilities to meet their specific needs (e.g., separate accommodation, hygiene facilities)? Is the working environment set up in a manner that is conducive to the needs of female police officers?
4. Are there specific provisions that allow female police officers to be assigned close to their home areas or, if married to police, to allow them to remain in the same location?
5. Are breaches of discipline by female and male police officers dealt with in the same manner?
6. What is the general/prevalent attitude of male police officers towards female police officers?
7. What is the general/prevalent attitude of the current police leadership towards female police officers?
8. Do female police officers identify any barriers to their full participation in the police force? If so, what are these barriers (economic, social, cultural, educational, etc.)?
- 9. What are the main crimes committed against women and girls within the home and outside of the home?**
10. Do cultural and other barriers discourage women/girls from reporting crimes? What are these barriers, and are they the same as those for men/boys?
11. Do police have established protocols, specialized personnel and units (e.g., a “crimes against women cell” or “family support units”) for dealing with sexual crimes and domestic violence? Are these police cells or units staffed by female police officers?



12. Are there separate police holding cells for women?
13. Have feminine hygiene needs been addressed where women are kept in holding cells?
14. What specific facilities and services are pregnant and nursing mothers provided with in detention?
15. Are women detainees supervised and searched by female officers and staff?
16. For what types of crimes are women typically prosecuted? Are these crimes linked to poverty or other sources of vulnerability?
17. What services are available to the police who wish to refer female victims of crime (e.g., traditional mechanisms and non-traditional ones such as shelters)? What family counselling services and equivalent traditional mechanisms are available?
18. What traditional and non-traditional services (e.g., women's help lines) are available to women and children that facilitate their reporting of crimes, especially crimes of a sexual nature?

## **X. Corrections**

- 1. What percentage of corrections staff are women?** Is the representation of women on staff proportionate to the number of female prisoners?
- 2. Are there any limitations to the correctional roles women perform** (i.e., do they work with male prisoners, in high security environments, have access to the same employment opportunities as male prisoners)? Are women represented in management and specialist areas of work?
- 3. Do women have separate prisons and/or accommodation blocks?**
- 4. Are female prisoners supervised and searched by female officers and staff?**
- 5. What health facilities are provided for female prisoners?**
6. Have feminine hygiene needs been addressed for female prisoners?
7. What specific facilities and services are provided for pregnant and nursing mothers in detention?
- 8. Which agencies are involved in providing assistance to women in prison?**
- 9. For what types of crimes are women typically in prison? Are these crimes linked to poverty or other sources of vulnerability?**
- 10. Are there women in prison who have not been charged with any offence?**
11. Are there women in prison beyond the expiry of any legal warrant?
12. What is the typical duration of a female prisoner's sentence? Is this similar to men's prison terms?

13. What proportion of the women in prison is described as having a psychiatric illness and what treatment options exist for them?
14. What is the age range of women in prison?
15. Where are girls imprisoned (under 18 years of age)?
16. Are there children in prison? What child care provisions are there in prisons and up to what age are they available?
17. What access to the community do female prisoners have, including access to families and non-resident children?
- 18. To what extent are the UN Minimum Standards for the Treatment of Prisoners reflected in the management of female prisoners?**
19. Are female prisoners afforded the same opportunities and services as male prisoners?
20. Is there any indication that female prisoners are subject to harassment (sexual) abuse and/or sexual exploitation by male prisoners or male staff?
21. Is there a complaints procedure that is known to the female prisoners?

## **XI. Mine Action**

- 1. What is the differential impact of the (suspected) presence of landmines on the daily lives of women, men, girls and boys?**
- 2. Is data disaggregated by age and gender collected on mine victims or survivors? What percentage of the total are women, men, girls and boys?**
3. Who are the main caretakers for landmine survivors? Do any of the structures available nationally/locally for the emergency and long-term physical rehabilitation, vocational training, and psycho-social care of landmine survivors take into account the different needs of women, men, girls and boys?
4. What is the scope and nature of women's involvement in any ongoing advocacy activities/initiatives to stigmatize the use of anti-personnel mines?
5. What is the scope and nature of women's involvement in any ongoing mine clearance activities? Do the impact assessments and priority-setting procedures for mine clearance activities take into account the different needs of women, men, girls and boys?
6. What is the scope and nature of women's involvement in any on-going mine-risk education activities? What percentages of women, men, girls and boys are being targeted for mine risk education? Are different strategies being used to target mine risk education activities for women, men, girls and boys?

## **XII. Public Information**

- 1. What are the differences in the ways women and men get information?** What is the most effective medium to disseminate messages to women/girls as compared to men/boys? What languages are most appropriate for transmitting messages to women/girls as compared to men/boys? At the local level, how is information passed within the community to women/girls as compared to men/boys?
- 2. What is the number/percentage of women in the media (by category)?**
- 3. What are the traditional roles of women and men in their communities and have these changed during the conflict? What has been the impact of aid agency programmes on traditional roles of women and men?**
- 4. What roles have women and girls traditionally played in the conflict (as instigators, peacemakers, combatants, support personnel to combatants, sexual slaves, etc.)?**
- 5. What prevailing religious and cultural norms, attitudes, and practices affect the lives of women/girls? How can planners ensure that these norms, attitudes and practices do not prevent women and girls from enjoying equal access to resources, opportunities, education etc.?**
- 6. What are the basic needs (food, health, shelter, water and sanitation, education) of displaced and host populations - how are these different for women/girls and men/boys?**
- 7. How do human rights violations against women, men, girls and boys vary?**

## **XIII. Personnel**

- 1. What is the approximate percentage of women amongst national and international staff (by category and grade) of UN entities, governmental and NGO organizations?**
- 2. What are the key barriers to national and international women participating in UN entities (cultural attitudes and restrictions, educational levels, etc.)? How do these vary across the country?**
- 3. What measures have UN, NGOs and governmental entities taken to promote a 50/50 gender distribution for all occupational groups and at all levels?**
- 4. What facilities exist in the planned peacekeeping operation hubs and capital to meet the specific health needs of female staff (e.g., gynaecological services)? Are female medical personnel available at such facilities? Are such personnel up to UN standards?**

## **XIV. Contact Details for Women's Organizations**

- 1. Government**
- 2. NGOs**

## GUIDE TO INTEGRATING GENDER DIMENSIONS INTO TRAINING PROGRAMMES

### ANNEX V

#### Planning and Designing Training

- Consult women and men about their training needs - for additional responsibilities and aspirations as well as for the current job;
- Encourage and support women as well as men to pursue development and training opportunities in areas in which women are traditionally underrepresented, such as mission planning, leadership and management;
- Collect information from participants about their education/literacy levels and how it may affect their participation in the training. Examine what preparatory work may be required to assist those with lower education levels to participate;
- Ask participants what they would like to achieve from the learning activity and assess how any differences may be addressed when designing the training;
- Consult with participants, especially female participants, to determine a training schedule most likely to ensure that they can attend while managing other domestic and family responsibilities and still travel safely;
- Discuss with participants what language they feel comfortable with for the training;
- Provide female and male interpreters for training as required, as men and women may not always feel comfortable interpreting for the opposite sex. Schedule times prior to delivery of the course for interpreters to discuss programme and content with facilitators as well as how to handle possible difficult questions;
- Consult local women's groups and networks as well as gender experts in the peacekeeping mission and other agencies about training needs and incorporate their suggestions into training activities;
- Ensure there are male and female facilitators/trainers (international and national) planning and conducting training programmes;
- Review training curricula and materials to ensure they are free of stereotypes about women and men or sexist language (e.g., sexist jokes, portrayal of women in subordinate roles such as men as the bosses and women following their orders, or referral to "he" or "him" throughout the training instead of "them" or "us" or "he and she");
- Identify any cultural, religious and social attitudes towards the women participating in training and determine how these attitudes can be overcome or accommodated;
- Discuss with women and men what barriers they perceive to participation in training activities and strategies to overcome them. For women, difficulties may arise in

situations where they are either the only female participant in a group or one of a very few women;

- Provide culturally appropriate, safe and accessible training venues/facilities (e.g., separate toilet facilities, opportunity for women to sit with women);
- Ensure communication channels for training activities are equally accessible to men and women (i.e., through meetings [individual and group], updates, notice boards and electronic means);
- Ensure participants, especially women, have adequate transportation for travelling safely to and from the training venue; and
- Check on local customs relevant to males and females travelling together or separately (for both international and national staff).

## Training Delivery

- Use mixed teams of facilitators during training where possible as this will encourage participation by women. Involve male and female facilitators in non-traditional areas of training (e.g., female facilitators in planning, security courses; male facilitators in stress management, gender courses);
- Provide some separate training and training activities for women, if required, to ensure they participate and benefit equally;
- Use a mixture of individual, pair and small group as well as larger group activities used in training to allow all women and men to express and discuss their ideas and views. This may reduce the challenge of having individuals dominating group discussions and answering questions, particularly where some women may be reluctant or feel it is inappropriate to speak out in a large group;
- Include case studies and materials used in the training drawn from the target group's (men and women's) experience and interests;
- Encourage women specifically to contribute and take lead roles in group activities;
- Establish ground rules for participation and a safe learning environment at the beginning of training and workshops and monitor them with the group. Examples of these rules could be: "all people to participate; listening without interrupting; each person having a say; no putting people down; respecting opinions without criticizing; confidentiality among the group." Allocation and rotation of group roles as facilitator, note taker, reporter, time keeper, chair is also important to ensure men and women all have equal opportunity to undertake these roles;
- Use a variety of learning methods used in training to cater for different learning preferences and needs of participants (e.g., group discussion, music, drawing, art, mime, dance, exploration of feelings/emotions, team building, singing, personal reflection, as well as role-play, lectures, case studies);

- Use and discuss language and terminology to enable men and women to understand its meanings within their local context (e.g., terms like “gender” may have different equivalent terms in the local language(s)); and
- As a trainer/facilitator, be aware of and sensitive to your own values and cultural biases and those of others and how they may influence the attitudes, perceptions and behaviour of participants. Be willing to explore these issues when they arise.

### **Training Monitoring and Evaluation**

- Monitor the attendance, absenteeism and achievement rates of training for women and men and the reasons why;
- Be aware if changes to women’s status as a result of attending training is interpreted negatively by their co-workers and resulted in any negative outcomes for women (e.g., discrimination or harassment at work, refusal of co-workers to accept a woman’s authority);
- Set targets for men’s and women’s participation in the training and development activity; and
- Follow-up training participants to assess the impact of the training for men and women and make recommendations for strengthening the participation of women where necessary.

## GUIDE FOR MANAGERS IN PEACEKEEPING OPERATIONS ON GENDER-BASED VIOLENCE

### ANNEX VI

This is a practical guide to the conduct expected of all categories of peacekeeping personnel in the area of gender-based violence, and sexual exploitation and sexual abuse in particular. It provides information on the specific responsibilities of Heads of Mission in preventing and responding to such problems. This guide does not replace the *Compilation of Guidance and Directives on Disciplinary Issues of Personnel Serving in United Nations Peacekeeping and Other Field Missions* of the UN Department of Peacekeeping Operations (DPKO) (henceforth referred to as DPKO Disciplinary Directives - see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

#### Key Definitions in the Area of Gender-based Violence

**Gender-based violence** is violence that is directed against a person on the basis of gender or sex. It includes acts of physical, sexual and psychological violence such as rape, sexual abuse, sexual harassment and intimidation at work, trafficking in women and forced prostitution, or other acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men, girls and boys can be victims of gender-based violence, women and children are usually the primary victims. (A/RES/48/104 and SC/RES/1325)

For the purposes of United Nations disciplinary procedures for all categories of personnel, a child is defined as anyone under 18 years of age, irrespective of the local age of consent.

The following are acts of gender-based violence:

- ◇ **Sexual exploitation** is any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. **Sexual abuse** is the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. (ST/SGB/2003/13 - see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”)
- ◇ **Sexual harassment** is any unwelcome sexual advance, request for sexual favours or other verbal or physical conduct of a sexual nature, when it interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. It is particularly serious when behaviour of this kind is engaged in by any official who is in a position to influence the career or employment conditions of the recipient of such attentions. The standard determining sexual harassment is not the intent of the alleged harasser, but the effect of the behaviour on the victim. Sexual harassment includes, but is not limited to, the following: repetition

of suggestive comments or innuendoes; deliberate and unsolicited contact; exhibition of materials of a sexually-oriented nature; repeated and/or exaggerated unwelcome compliments about a colleague's personal appearance. (ST/AI/379 and DPKO/MD/03/00995 - see CD-ROM Resources for chapter VII, "Gender and Codes of Conduct")

- ◇ **Trafficking in women or children** is the recruitment, transportation, transfer, harbouring or receipt of women or children, using the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or vulnerability or the giving or receiving of payments or benefits for the purposes of exploitation. Exploitation includes exploiting the prostitution of others or other forms of sexual exploitation. (A/RES/55/25)

## Conduct Expected of Civilian Staff in the Area of Gender-based Violence

**Sexual exploitation and sexual abuse.** Sexual exploitation and sexual abuse violate universally recognized international legal norms and standards and have always been unacceptable behaviour and prohibited conduct for UN staff. To further protect the most vulnerable populations, especially women and children, the following specific standards were promulgated in October 2003:<sup>1</sup>

- a) Sexual exploitation and sexual abuse constitute acts of serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal;
- b) Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence;
- c) Exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited. This includes any exchange of assistance that is due to beneficiaries of aid programmes;
- d) Sexual relationships between UN staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, undermine the credibility and integrity of the work of the United Nations and are strongly discouraged;
- e) Where a UN staff member develops concerns or suspicions regarding sexual exploitation or sexual abuse by a fellow worker, whether in the same agency or not and whether or not within the UN system, he or she must report such concerns via established reporting mechanisms; and

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<sup>1</sup> Points (a) to (f) are from ST/SGB/2003/13 found in the DPKO Disciplinary Directives.



- f) UN staff are obliged to create and maintain an environment that prevents sexual exploitation and sexual abuse. Managers at all levels have a particular responsibility to support and develop systems that maintain this environment.

This list of standards is not exhaustive. Other types of sexually exploitive or sexually abusive behaviour, including direct or indirect involvement in trafficking of persons, are grounds for administrative action or disciplinary measures, including summary dismissal.

**Sexual harassment.** Any form of harassment, particularly sexual harassment, or physical or verbal abuse, at the workplace or in connection with work is prohibited; it is a violation of the standards of conduct expected of every international civil servant and may lead to disciplinary action.<sup>2</sup>

**Disciplinary measures** that may be invoked following a finding of serious misconduct include suspension without pay, fine, separation from service and summary dismissal. Civilian personnel enjoy immunity from legal process in respect of words and acts deemed by the Secretary-General to be within the course of their official duties.<sup>3</sup> Such immunity is granted in the interest of the Organization and not for the personal benefit of the individual concerned. The Secretary-General has a right and duty to waive such immunity where he finds that justice would thereby be served without prejudice to the interests of the Organization. Thus, if the acts complained of are deemed by the Secretary-General to be outside the scope of immunity or if the Secretary-General waives that immunity, civilian personnel may be subject to the civil or criminal jurisdiction of the host country.

### **Conduct Expected of United Nations Civilian Police and Military Observers in the Area of Gender-based Violence**

**Prohibited conduct.** Sexual abuse and sexual exploitation of any individual, particularly a child, and sexual harassment constitute acts of serious misconduct for this category of personnel. Civilian police and military observers are also specifically prohibited from indulging in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or UN staff, especially women and children.<sup>4</sup>

**Disciplinary measures.** The measures that may be invoked for civilian police and military observers following a finding of serious misconduct include: removal from position of com-

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<sup>2</sup> ST/SGB/253 (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”) and ST/SGB/2003/3 (Amending Staff Rules for 300 series personnel).

<sup>3</sup> See the Convention on the Privileges and Immunities of the United Nations, adopted by the General Assembly by its Resolution 22 (I) of 13 February 1946; excerpts from this Convention can be found in the DPKO Disciplinary Directives (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>4</sup> DPKO/CPD/DDCPO/2003/001 and *Ten Rules: Code of Personal Conduct for Blue Helmets* (see DPKO Disciplinary Directives under CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

mand, recommendation to repatriate, and written censure or reprimand, including possible recommendation of non-eligibility for future assignment with the United Nations. In addition, if local laws of the host country have been violated, the United Nations and the host country can agree on whether to institute criminal proceedings. Civilian police officers and military observers are subject to the jurisdiction of the host country/territory in respect of any criminal offences committed in the host country. The Secretary-General has the right and duty to waive the immunity of such individuals where such immunity would impede the course of justice.

### **Conduct Expected of Military Members of National Contingents Serving under United Nations Command and Control in the Area of Gender-based Violence**

**Prohibited conduct.** Sexual abuse and sexual exploitation of any individual, particularly a child, and sexual harassment constitute acts of serious misconduct for this category of personnel. Military members of national contingents are also specifically prohibited from indulging in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or UN staff, especially women and children.<sup>5</sup>

The following specific standards of conduct also apply:<sup>6</sup>

- a) Civilians shall, in all circumstances, be treated humanely and without any adverse distinction based on race, sex, religious convictions or any other ground;
- b) The following acts against civilians are prohibited at any time and in any place: violence to life or physical integrity; cruel treatment such as torture, mutilation or any form of corporal punishment; rape; enforced prostitution; any form of sexual assault and humiliation and degrading treatment; enslavement;
- c) Women shall be especially protected against any attack, in particular against rape, enforced prostitution or any other form of indecent assault; and
- d) Children shall be the object of special respect and shall be protected against any form of indecent assault.

**Disciplinary measures.** If there is a finding of serious misconduct for a military member of a national contingent, the UN can recommend repatriation. Military members of national contingents are subject to the exclusive criminal jurisdiction of their national authorities, and are therefore immune from local criminal prosecution. Once repatriated, however, this category of personnel is subject to national military law and may face court-martial.

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<sup>5</sup> DPKO/MD/03/00993 and *Ten Rules* (see DPKO Disciplinary Directives under CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

<sup>6</sup> The following four points have been extracted from ST/SGB/1999/13: *Observance by UN Forces of International Humanitarian Law* (see CD-ROM Resources for chapter VII, “Gender and Codes of Conduct”).

## **Specific Responsibilities of Heads of Mission for Preventing and Addressing Gender-based Violence in a Peacekeeping Mission:<sup>7</sup>**

### **Preventing sexual exploitation and sexual abuse:**

- a) Creating and maintaining an environment that prevents sexual exploitation and sexual abuse (e.g., emphasising the UN's zero-tolerance policy during staff meetings);
- b) Ensuring that all civilian staff (national and international) receive a copy of the Secretary-General's Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (e.g., in their induction packages);
- c) Appointing an official, at a sufficiently high level, as the focal point for receiving reports on cases of sexual exploitation and sexual abuse as well as an alternate. Either the focal point or the alternate should be a female staff member. In larger missions a Personnel Conduct Officer should be appointed to deal with all forms of misconduct, including sexual exploitation and sexual abuse, for all categories of personnel (see Terms of Reference (ToR) for the Personnel Conduct Officer in the DPKO Disciplinary Directives);
- d) The Staff of the Mission and the local population must be properly informed of the existence and role of the focal point on sexual exploitation and sexual abuse and his/her alternate and should know how to contact them. The focal point should work cooperatively in a network with focal points from the UN agencies, programmes and funds operating in the mission area; and
- e) When entering into cooperative arrangements with non-UN entities or individuals (including consultants), relevant UN officials shall inform them of the standard of conduct contained in the Secretary-General's Bulletin and receive a written statement acknowledging that these standards are accepted.

### **Responding to sexual exploitation and sexual abuse:**

- f) All members of the Field Mission (civilian or non-civilian) are obliged to report suspicions of acts of sexual exploitation and abuse committed by Mission personnel to the Head of Mission, the focal point on sexual exploitation and sexual abuse, and/or the Mission's Personnel Conduct Officer, where available;
- g) Heads of Mission are responsible for taking appropriate action where there is reason to believe that any of the standards of conduct listed in the Secretary-General's

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<sup>7</sup> The following points are taken from responsibilities outlined in ST/SGB/2003/13 and the DPKO Disciplinary Directives. The decisions of the Executive Committee on Humanitarian Affairs of 17 November 2003 on implementing ST/SGB/2003/13 are also incorporated.

Bulletin (ST/SGB/2003/13) have been violated, or that other sexually abusive or sexually exploitive behaviour has occurred. Specifically, on receipt of a complaint, the Head of Mission must launch a preliminary investigation to establish the facts of the case. Further information on investigation procedures for all categories of personnel can be found in the DPKO Disciplinary Directives;

- h) The Head of Mission is also expected to take appropriate measures to assist victims of sexual exploitation and sexual abuse perpetrated by peacekeeping personnel, including directing them to relevant organizations/support groups that could provide assistance. Assistance to victims could include providing access to medical assistance for complaints relating to the alleged misconduct or counselling services; and
- i) All Heads of Mission must promptly inform the focal point for sexual abuse and sexual exploitation at Headquarters of any investigations into cases of sexual exploitation and sexual abuse and the actions taken as a result of such investigations.

Further guidance on implementing existing disciplinary directives can be obtained from the disciplinary focal points at DPKO Headquarters, located in the Military Division, Civilian Police Division and Personnel Management and Support Service of the Office of Mission Support.

## SCENARIOS COVERING PROHIBITED ACTS OF SEXUAL EXPLOITATION AND SEXUAL ABUSE FOR THE VARIOUS CATEGORIES OF UNITED NATIONS PERSONNEL

### ANNEX VII

The following scenarios demonstrate examples of prohibited acts under the current standards of conduct expected of all categories of UN personnel (civilian, civilian police, military observers and military members of national contingents) as set out in the UN Staff Rules and Regulations and/or the DPKO Disciplinary Directives (including Ten Rules: Code of Personal Conduct for Blue Helmets). These acts also specifically violate standards listed in: ST/SGB/2003/13 on Special Measures for Protection from Sexual Exploitation and Sexual Abuse; and ST/SGB/1999/13 on Observance by United Nations Forces of International Humanitarian Law. N.B. Allegations and reports of sexual harassment are covered by separate procedures described in ST/SGB/253 and ST/AI/379 (as may be amended).

The acts described below constitute misconduct and could lead to the appropriate disciplinary and administrative measures, such as summary dismissal or recommendation to repatriate. More information on determining the relevant procedures to be followed when alleged acts of misconduct occur should be obtained from the relevant Department/Agency Headquarters.

EXAMPLE OF PROHIBITED ACT	WHY IT CONSTITUTES MISCONDUCT
<p>Betty is a 16-year-old girl living in a small village. Betty has four younger brothers and sisters. Her parents do not have very much money and find it very difficult to provide the costs for education, clothing and food for all of the children. There had even been some discussion about Betty dropping out of school to assist her mother in working at the market. However, all the problems have been solved as Betty has started a sexual relationship with Johnson, a senior UNHCR officer. He has promised to pay for her school fees and help to pay for her brothers and sisters to continue with their education. Betty's parents are very relieved that this opportunity has come and encourage Betty to maintain the relationship. It has really helped the family and now all the children can continue in school.</p>	<p>Under section 3.2 (b) of the Secretary-General's Bulletin ST/SGB/2003/13, Johnson is prohibited from sexual activity with anyone under 18, regardless of the local age of consent. This encounter also constitutes sexual exploitation as defined in section 3.2 (c) of ST/SGB/2003/13. Johnson has abused a position of differential power for sexual purposes, by exchanging money for sexual access.</p>

EXAMPLE OF PROHIBITED ACT	WHY IT CONSTITUTES MISCONDUCT
<p>Carlos, a military commander posted in the southern district, has helped set up a boys' soccer club in the town where his national contingent is deployed. Carlos enjoys the soccer games, but he particularly enjoys the access the club gives him to local adolescents. He gives presents (magazines, candy, sodas, pens) to various boys in exchange for sexual acts. He thinks there's nothing wrong with this, since the boys like the presents he gives them.</p>	<p>Carlos' acts are in violation of the Ten Rules: Code of Personal Conduct for Blue Helmets and ST/SGB/1999/13 on Observance by UN Forces of International Humanitarian Law. He has abused a position of differential power for sexual purposes, by exchanging money and goods for sexual favours. Such acts constitute serious misconduct. In addition, Carlos is in breach of the same policy for performing sexual acts with children (anyone under 18, regardless of the local age of consent).</p>
<p>Joey is a locally-hired driver for a UN agency, who transports relief items from the warehouse to the refugee camp where the items are distributed. On one of his trips he recognized a 15-year-old refugee girl walking on the side of the road and gave her a lift back to the camp. Since then, to impress her and win her over, he frequently offers to drive her wherever she is going and sometimes gives her small items from the relief packages in his truck, which he thinks she and her family could use. The last time he drove her home she asked him inside her house to meet her family. The family was pleased that she had made friends with a UN worker. Joey really likes the girl and wants to start a sexual relationship with her. He knows her family will approve.</p>	<p>Under section 3.2 (b) of the Secretary-General's Bulletin ST/SGB/2003/13, Joey is prohibited from sexual activity with anyone under 18, regardless of the local age of consent. Moreover, the rules also strongly discourage sexual relationships between UN staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics and undermine the credibility and integrity of the work of the UN (see section 3.2 (d) of ST/SGB/2003/13).</p>
<p>Marie is a 30-year-old refugee whose desperate circumstances have forced her into prostitution. On Saturday night she was picked up by John, a UNICEF staff member in a UN car, as he was driving back home after dinner. John took her home and paid her for sex. As prostitution is not illegal in the country where he is posted, he figured he was doing nothing wrong.</p>	<p>The exchange of money for sexual services violates the standards of conduct expected of any category of UN personnel. In this case (involving a civilian staff member), the act violates section 3.2 (c) of the Secretary-General's Bulletin ST/SGB/2003/13.</p>

EXAMPLE OF PROHIBITED ACT	WHY IT CONSTITUTES MISCONDUCT
<p>Josie is an adolescent refugee girl in one of the camps. Pieter, one of the food distribution staff, who works for WFP, has offered to give her a little extra during the distribution if she will be his “special friend.” She agrees willingly. Both of them agree that they should start a sexual relationship and neither one of them think that anything is wrong. Josie hopes that the relationship will be a passport to a new life in another country, and Pieter does nothing to discourage these hopes.</p>	<p>Pieter’s relationship with Josie constitutes sexual exploitation: exchange of goods for sex or sexual favours is explicitly prohibited under section 3.2 (c) of ST/SGB/2003/13. This includes any exchange of assistance that is due to beneficiaries of assistance. Moreover (and irrespective of the local age of consent) if Josie is under 18, Pieter is in violation of section 3.2 (b) of ST/SGB/2003/13.</p>
<p>Darlene is a CIVPOL. She’s always on the lookout for good business opportunities since she has to support her family back home. She’s asked by another CIVPOL, Stanislas, to contribute some of her MSA towards renovating a bar in the town, in return for a cut of the bar’s profits. Darlene soon finds she’s getting a steady income from the bar, and gives more money to hire more staff, including security, and so on. She herself doesn’t go to the bar, but she knows that there is a lot of prostitution going on there and that several peacekeepers and CIVPOLs use the bar often. However, she doesn’t think that concerns her, since she isn’t directly involved in those issues. She’s just glad of the extra money.</p>	<p>Darlene and Stanislas are aiding sexual exploitation. This violates the Ten Rules: Code of Personal Conduct for Peacekeepers.</p> <p>The peacekeepers, UNMOs and CIVPOLs who frequent the bar are engaged in sexual exploitation. For these categories of personnel, using a prostitute violates the Ten Rules: Code of Personal Conduct for Blue Helmets and the ST/SGB/1999/13 On Observance by UN Forces of International Humanitarian Law.</p>
<p>Sven is a Military Observer. He has developed a close relationship with his landlady, Amanna, who also does his cleaning. They eat meals together and talk in broken English. Amanna’s family (her husband and three young children) was killed in the violence that engulfed the country five years ago, so she is very lonely and enjoys the opportunity to talk. One night</p>	<p>Sven has breached the Ten Rules: Code of Personal Conduct for Peacekeepers, by using his differential position of power to coerce Amanna into having sex with him.</p>

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EXAMPLE OF PROHIBITED ACT	WHY IT CONSTITUTES MISCONDUCT
<p>Sven returns from a reception for the Force Commander who has been visiting the district where he is deployed. Sven is drunk. He has not had sex for eight months. He presses Amanna to come to his bedroom, urging her to make love with him. Amanna looks extremely embarrassed, and tries to leave the room. Sven's sure she likes him, but is just being shy. Then he changes tactics, and tells her she will have to think of leaving his house and finding a new home if she won't come to bed with him. Amanna is horrified at the prospect of losing her only source of income, so she complies with his demands. After all the violence she has seen, she has come to expect this kind of behaviour from men, but she had thought that Sven would be different. She was wrong about that.</p>	

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