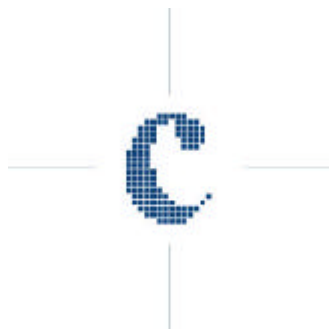


GENDER AND PEACEKEEPING IN THE WEST AFRICAN CONTEXT

Tsjeard Bouta
Georg Frerks
Bib Hughes



Netherlands Institute of International Relations
'Clingendael'
Conflict Research Unit
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Netherlands Institute of
International Relations
'Clingendael'
Clingendael 7
2597 VH The Hague
P.O. Box 93080
2509 AB The Hague
Phonenumber: # 31-70-3245384
Telefax: # 31-70-3282002
Email: infocru@clingendael.nl
Website: <http://www.clingendael.nl/cru>

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Acronyms & Abbreviations

AFELL	Association of Female Lawyers in Liberia
CBO	Community Based Organisation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIMIC	Civil-Military Cooperation
CIVPOL	Civilian Police
CMS	Conflict Management Centre
CPMRD	Conflict Prevention, Management and Resolution Department (KAIPTC)
CRU	Conflict Research Unit
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DDR	Disarmament, Demobilisation & Reintegration
DDRR	Disarmament, Demobilisation, Rehabilitation and Reintegration
DFP	Departmental Focal Points
DHA	United Nations Department of Humanitarian Affairs
DPKO	United Nations Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
ECOMIL	ECOWAS Mission in Liberia
ECOMOG	Economic Community of West African States Ceasefire Monitoring Group
ECOSOC	United Nations Economic and Social Council
ECOWAS	Economic Community of West African States
GAD	Gender And Development
GBV	Gender Based Violence
GNR	Government of National Reconciliation (Côte d'Ivoire)
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRW	Human Rights Watch
ICC	International Criminal Court
ICTR	International Criminal Tribunal for Rwanda
IDP	Internally Displaced Person
ILO	International Labour Organisation
JMC	Joint Monitoring Committee
KAIPTC	Kofi Annan International Peacekeeping Training Centre
MALAO	Movement Against Small Arms in West Africa
MONUC	United Nations Organisation Mission in the Democratic Republic of Congo
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
NPFL	National Patriotic Front of Liberia
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development

ONUC	United Nations Operations in the Congo
OSAGI	Office of the Special Adviser on Gender Issues and the Advancement of Women
OSCE	Organisation for Security and Co-operation in Europe
PKO	Peacekeeping Operation
PSO	Peace Support Operations
PSOD	Peace Support Operations Division
PSOTC	Peace Support Operations Training Centre
QIP	Quick-impact Project
RBB	Results Based Budgeting (Process)
RUF	Revolutionary United Front of Sierra Leone
SBV	Sexual Based Violence
SEA	Sexual Exploitation and Abuse
SGTM	Standardised Generic Training Modules
SRSG	Special Representative of the Secretary-General
SSR	Security Sector Reform
STM	Standardised Training Module
TCC	Troop Contributing Country
TCN	Troop Contributing Nation
TES	Training and Evaluation Service
UN	United Nations
UNAIDS	Joint UN Programme on HIV/AIDS
UNAMSIL	United Nations Mission in Sierra Leone
UNCIVPOL	United Nations Civilian Police
UNDP	United Nations Development Programme
UNDP/RBA	United Nations Development Programme /Regional Bureau for Africa
UNDPI	United Nations Department of Public Information
UNDPKO	United Nations Department of Peacekeeping Operations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNITAR	United Nations Institute for Training and Research
UNITAR-POCI	United Nations Institute for Training and Research – Programme of Correspondence Instruction
UNMIL	United Nations Mission in Liberia
UNOCI	United Nations Mission in Côte d'Ivoire
UNV	United Nations Volunteers
WAD	Women and Development
WAF	Women Associated with the Fighting Forces
WID	Women in Development
WFP	World Food Programme
WHO	World Health Organisation

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The feedback from the Gender Advisers of the different United Nations Missions in (West) Africa on the drafting of the agenda and the subsequent adjustments to the agenda as the workshop proceeded was extremely useful. We gratefully appreciate the sharing of their experiences which gave a sense of reality to the workshop, and helped to de-mystify the workings of the United Nations Missions in areas necessary to move the discussions forward.

Tsjeard Bouta
Georg Frerks
Bib Hughes

¹ April O'Neill was an intern with the Conflict Prevention, Management and Resolution Department from July to December, 2004. Both April and Leora are undertaking their Masters Programme at the International Peace and Conflict Resolution School of International Service, American University.

I. Introduction

There can be no doubt that there is a growing awareness on the part of the international community with regard to the critical role of women in post-conflict peace-building, reconstruction and reconciliation. There is also consensus on tackling gender issues in the male-dominated world of peacekeeping, and gender mainstreaming in peacekeeping is gaining traction globally and certainly at the UN. In short, progress has been made, especially over the past few years since the adoption of the landmark UN Security Council Resolution 1325 of 31 October 2000 on women, peace and security.

But the glass is still half-empty, the road to where we are today was a long and arduous one, and many challenges lie ahead. In the UN's early history, its gender-related initiatives focused on the codification of women's legal and civil rights, including the implementation of international humanitarian law, as well as gathering data and publishing various studies to determine the status of women around the world.

It subsequently became apparent that legal mechanisms were not enough to guarantee the protection of women in conflict situations, and that with the increase in intrastate conflict, women were more and more in the firing line. The idea that women would have meaningful contributions to make in the various fields of peace support operations was not yet articulated at the policy or decision-making levels.

Civil society organizations were the driving force behind an eventual paradigm shift from legal frameworks towards the development of strategies on the application and enforcement of the laws and codes that were in place. Women's groups and grassroots organizations began to pressure governments and the UN to address their problems and concerns, and more importantly, they demanded that their voices be heard in policy and decision-making processes.

Four world conferences on women produced a number of strategies on how to incorporate gender perspectives into various processes. These were further refined when gender mainstreaming became a globally accepted strategy for achieving gender equality. Gender mainstreaming is officially defined as:

'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.'

From there, the concept of gender mainstreaming began to be incorporated into the thinking and planning of peace support operations. In May 2000, the Lessons Learned Unit of the Department of Peacekeeping Operations held a seminar on 'Mainstreaming a gender perspective in Multidimensional Peace Support Operations' in Windhoek, Namibia. The seminar agreed that:

‘In order to ensure the effectiveness of peace support operations, the principles of gender equality must permeate the entire mission, at all levels, thus ensuring the participation of women and men as equal partners and beneficiaries in all aspects of the peace process — from peacekeeping, reconciliation and peace-building, towards a situation of political stability in which women and men play an equal part in the political, economic and social development of their country.’

Security Council Resolution 1325 in October 2000 provided a framework for implementation, affirming the need to integrate a gender perspective in peacekeeping and to ensure women’s participation in all decision-making processes throughout all stages of conflict. It recognized women’s varying roles during conflict and the need for the inclusion of females in all peace support operations at all levels.

The sheer scope of the resolution was a monumental achievement, as it addressed the impact of armed conflict on women and girls, and the role of women in peace processes, peacekeeping operations, humanitarian operations, reconstruction and rehabilitation, and disarmament, demobilization and reintegration (DDR). It also emphasized the need for the UN, non-governmental and grassroots organizations to cooperate in assessing, monitoring, evaluating and reporting on the political, humanitarian and human rights aspects of conflict.

However, taking the words of a UN resolution and operationalising them on the ground is neither easy nor automatic. The UN Secretary-General, in his follow-up report to Resolution 1325 issued in October 2004, said gender perspectives still have not been systematically included in the planning, implementation, monitoring and reporting of any area of peace and security. The Security Council’s day-long debate on his report requested the Secretary-General to present an action plan by October 2005 that would include a timetable for implementing key targets such as eliminating gender-based violence and boosting women’s participation in peace processes, peacekeeping and peace-building operations. This is a step forward and an opportunity that must be seized.

On the positive side, gender guidelines, policies and resources packages have been developed that represent important contributions toward mainstreaming a gender perspective in all areas of peacekeeping operations. In October 2004, the UN Department of Peacekeeping Operations published a Gender Resource Package for Peacekeeping Operations – a comprehensive guide for peacekeeping personnel aimed at integrating concerns about gender equality and the particular needs of women into the workings of missions across the world.

There are now 10 full-time gender advisers in UN peacekeeping missions – an increase from just two in 2000 – and gender focal points on seven other missions, as well as a permanent gender adviser at the Department of Peacekeeping Operations at UNHQ. But still, only two out of 27 Special Representatives of the Secretary-General are women, and the peacekeeping careers of many more are limited by the exigencies of family and motherhood.

In the field, peacekeeping forces are now given systematic gender training, and the civilian components of the Missions serve on gender task forces and personnel conduct committees. Sexual and gender-based violence during conflict has been the subject of countless studies, and special guidelines and procedures for the DDR of women associated with the fighting forces have been developed and implemented, most recently at the UN Mission in Liberia. It has also been recognized in multi-dimensional peace missions that assistance must be given to women to ensure their participation in emerging electoral processes.

Yet the progress achieved thus far has been hard fought and represents only the beginning in ensuring that the principle of gender equality permeates every aspect of peacekeeping, and that it is in fact a necessary ingredient in ensuring the maximum effectiveness of today's complex peace support operations. The coming years will dictate whether gender inequalities will be positively transformed or further exacerbated in conflict and post-conflict situations and what role the UN will play in these social transformations. Gender experts in peacekeeping missions are required to plan, implement and monitor a gender mainstreaming programme, as well as to advise staff on the gender issues relevant to the different functions in areas of peacekeeping operations.

Policy makers and managers in missions and at DPKO Headquarters must also understand the types of gender issues that should be integrated into the planning, implementation and monitoring of mission activities, and more particularly to understand how to coordinate their work with that of the gender experts in the missions and at Headquarters, as well as with relevant UN and external organizations. There must be a common understanding of the key decisions, policies and guidelines with regard to gender and peacekeeping and an identification of implementation gaps and areas where there is an apparent lack of commitment by those essential to the process.

We need to fill the data gap on the effectiveness of gender mainstreaming strategies in peace support operations. This has serious implications for how future plans, priorities and budgets are conceived with regard to gender. The broad questions we might want to consider are: Do the plans, priorities and budgets for gender differ between the missions? How well do the gender mainstreaming policies, guidelines and plans translate into operational realities? Where are the gaps in implementation? Has Security Council Resolution 1325 impacted on policy formulation, and if so how? Are the priorities different pre- and post-Resolution 1325? If gender perspectives are not being adequately incorporated into peacekeeping operations, why not? Does gender mainstreaming affect the allocation of resources, i.e. funding? Finally, if the programmes, priorities and budgets do consider women's perspectives in planning and implementation, do they translate into operational reality? In other words, is gender mainstreaming working? ²

1.1 Workshop Aims & Objectives

This workshop provided an opportunity for West African stakeholders to share experiences and to provide comment on the current implementation of gender concepts, policies and guidelines. It provided a forum for critically examining the roles and impact of gender advisers and units within peace operations in the West African context, with specific regard to the United Nations Mission in Sierra Leone (UNAMSIL), the United Nations Mission in Liberia (UNMIL) and the United Nations Mission in Côte d'Ivoire (UNOCI). UNAMSIL's mandate was adopted before Security Council Resolution 1325 on women, peace and security; hence only vague references to gender issues are made. In contrast, the mandates for UNMIL and UNOCI were adopted post-Resolution 1325, and include gender mainstreaming in all aspects and at all levels as a priority.

The overall aim of the workshop was to establish a common understanding of the key policies, guidelines and decisions with regard to gender and peacekeeping. The programme had a number of components: firstly, to obtain an overview of the implementation of gender policies and guidelines in

² Extracts from the workshop opening address by Margaret Novicki, currently United Nations Special Adviser to KAIPTC, and Director of the United Nations Information Centre Accra Ghana.

the current peacekeeping missions in West Africa; secondly, to get a clear synopsis of factors and processes affecting the implementation of these; and lastly, to link international concepts, policies and guidelines to gender and peacekeeping at the operational level in West Africa and to identify best practices.

These issues and priorities were identified and prepared in advance of the workshop in close consultation between the Conflict Prevention, Management and Resolution Department (CPMRD) of the KAIPTC, the Conflict Research Unit (CRU) of the Netherlands Institute of International Relations 'Clingendael' and the gender advisers³. The Gender Advisers were also consulted with respect to the final programme. Although the programme dealt specifically with West African Missions, it was felt prudent to include the Senior Gender Adviser from MONUC to enable the group to draw from her experiences in the DRC. A detailed programme of the workshop is attached as Annex 1.

The workshop was attended by 26 participants - from peacekeeping missions and from women's organizations in the sub-region, from UN Headquarters and from the donor community who have worked long and hard on the issue of gender equality. Participants included the Gender Advisers from UNAMSIL, UNMIL, UNOCI, and MONUC; the senior gender adviser from DPKO Headquarters; a representative from the Dutch government; two researchers from Clingendael; four staff members from KAIPTC; representatives from women's Non-Governmental Organisations (NGOs) and UN partners operating in Sierra Leone, Liberia, and Côte d'Ivoire; and from Accra-based NGOs. The list of participants is attached as Annex 2.

The workshop format comprised thematic and policy presentations, mission level presentations, working groups, plenary discussions and concluding sessions. The workshop was interactive in nature, and stimulated information exchange. Throughout the workshop the discussion were characterised by an open, constructive and critical atmosphere, facilitating mutual learning and the generations of 'usable knowledge' and pragmatic applications. The workshop was moderated by Messrs. Tsjeard Bouta and Georg Frerks (CRU/Clingendael Institute) and Mark Malan (KAIPTC), and included presentations by the senior DPKO gender Adviser Ms Comfort Lamptey, and the missions' gender Advisers Ms Angelica Domato (UNOCI), Ms Joana Foster (UNMIL), Ms Theresa Kambobe (UNAMSIL) and Ms Amy Smythe (MONUC).

1.2 Structure of the Workshop and Scope of the Report

The structure of the workshop encouraged the participants to address gender issues in peacekeeping relevant to the situation in West Africa. As the workshop was only two and a half days in duration, it was impossible to address each and every one of the identified issues. It was thought that by addressing two very pertinent areas i.e., Disarmament, Demobilisation and Reintegration (DDR) and Gender Based Violence (GBV), that some of the core implementation gaps could be identified.

The original idea to formulate a master action plan as one of the deliverables of the workshop was discarded. After considered group discussions it was agreed that a more constructive use of the time was to concentrate on the implementation gaps and on a concrete set of recommendations and 'best practices' that could further assist DPKO in its endeavours to 'improve the effectiveness with which peacekeeping operations discharge their mandates'.

³ Those consulted were Gender Advisers at the three West African Missions, and MONUC and the newly appointed Gender Adviser for the DPKO Best Practices Unit in New York.

This report begins with a broad background on gender issues in conflict and peacekeeping; specifically the changing gender roles and relations in conflict. The emergent policies and guidelines formulated in acknowledgement thereof attempt to mainstream gender in peacekeeping operations. The subsequent section examines the current West-African peacekeeping missions with reference to gender issues articulated in the respective mandates, and provides insight into the obstacles faced with the implementation into practice. Particular emphasis is placed on the roles and responsibilities of key actors to ensure gender mainstreaming is incorporated into the all levels of the mission operations. To exemplify how gender issues are operationalised (or not), and what level of cooperation and collaboration between the Mission, civil society and the Government is needed, a brief synopsis of the Gender & DDR and Gender-Based Violence (GBV) & Sexual Based Violence (SBV) workshop sessions is given, together with key recommendations made by the working groups. The final section of the report addresses the process of ‘gendering’ institutions. Lessons learned from the Clingendael study of 16 organisational profiles on institutional gender incorporation provide the backdrop for the identification of operational priorities for West African Missions.

II. Gender in Conflict & Peacekeeping: Changing Roles and Emergent Policies and Guidelines

2.1 Introduction

One of the fundamental questions that arise when examining gender and conflict from the perspective of changing roles and relations is how to balance the positive or empowering impact of conflict with the negative, disempowering impact? On the one hand, there is a tendency to over-emphasise women as victims of sexual violence for example; on the other hand there is a tendency to regard the post-conflict phase as providing the momentum (the window of opportunity) to change unequal gender relations in the pre-conflict phase to a position where gender relations are more equal after conflict.

Another key question is how much does the transformation of roles during conflict actually lead to sustained gender-equal relations post-conflict? Gender roles (on the surface) do appear to change, however gender relations (below the surface) arguably do not. There are unlimited examples of women performing 'male' tasks during conflict. However, once a peace deal is concluded and the men return to civilian life, they are inclined to restore the pre-conflict division of tasks and roles, again resuming activities and responsibilities outside the home, and relegating women to the domestic sphere.

Changes that do take place in gender roles and relations in conflict take various forms and manifest themselves in different domains. Outlined below are some key domains that should be examined to help understand these changes.

2.2 Increased Militarization / Increased Involvement in Warfare

Means of endorsing and sustaining warfare can include indirect support: broadcasting hate speech, raising children with the idea of hating their enemy, morally and maternally supporting soldiers, and direct support: physically engaging in warfare by actually joining the armies. It is increasingly recognised that women are involved in fighting, and are part of regular and irregular armies as combatants, camp followers and dependants. Frequently they are forced to enter the army, but also may sign up voluntarily. The fact is, however, that these women have a fighting role during conflict, and this role needs to be addressed after conflict. This has created a challenge for DDR programmes as they need to target both women and men. This is not only a challenge from a conceptual basis, but also from a budgetary one. With already tight budgets, DDR programmes tend to focus on military security as opposed to human security, therefore making it difficult for women associated with the fighting forces (WAFs) to be incorporated into the programme.

2.3 Increased (Sexual) Human Right Violations

A well-known feature of conflict is the violation of human rights on a broad scale. One aspect of these violations is the sexual violation of women and men during and after conflict. Sexual violence has become a means of warfare that aims to demoralise and intimidate the enemy. Sexual violence may occur as a result of a general breakdown of law and order. It may also occur because of a disruption of family and community structures that normally would have strongly opposed and impeded sexual violations of women and men. Sexual violations rarely end with the war, but continue in both the domestic and the public sphere.

The question here is: How can the problem be addressed, and what challenges are likely to be faced in doing so? In simple terms, the general challenge is to rebuild the rule of law after conflict, and to ensure justice and accountability after conflict. There is a need to rehabilitate and gender-sensitize the legal and judicial systems so that they will acknowledge, condemn and prosecute all crimes against women and men in conflict situations. This involves the implementation of rule and law and the importance of working in close cooperation with civilian police. More specific challenges with regard to sexual violation of human rights include how to prevent or minimize the incidence of such sexual violations, e.g. proper security measures in refugee camps, in transit sites, etc; and how to build the capacity of the local actors (health care sector, psychologists, police, and judiciary) to provide adequate, long-term assistance to survivors of sexual violence.

2.4 Increased Political and Civil Participation

A third key change in gender roles and relations is linked to women's increased civil and political participation in conflict. Women in certain conflict countries have identified their work for peace as a unique opportunity to become organised at all levels of the society and to enter the political arena. In most conflicts, women have been predominantly active in community-based organizations and NGOs or worked informally, but have been under-represented in the formal political peace process.

The challenge in the domain of political affairs is not only to gender-sensitize male politicians, but to give women more voice in peace talks, peace accords, and post-conflict political processes. One way of achieving this is to clarify the different contributions women can make to the peace process. Another way is to show that women's inclusion in political and peace processes has a clear added value, as it has been shown in certain cases that women are better able than men to bridge divisions, raise issues of relevance to women and set other priorities for post-conflict rehabilitation.

The challenge in the domain of civil affairs is to 'utilise' the numerous women and women's organisations that lobbied for peace during conflict as the foundation of a vibrant post-conflict civil society. They can provide an important contribution to post-conflict rehabilitation processes, and play a more active role in the monitoring of the respective peace accords.

Other considerations that must be noted are: the need of women's organisations for continued donor support, and the requirement to shift their mandate from 'peace' organisation to 'development' organisation, as well as to develop additional skills to further professionalise these organisations.

2.5 Shifting Roles and Responsibilities in the Private and Public Domain

Certain aspects of conflict force men, but more so women, to assume new roles and responsibilities both inside and outside the household. Factors such as the absence, migration or displacement of men increase the number of female-headed households, creating a situation where women carry out tasks previously undertaken by men. As a consequence women acquire many new skills.

The breakdown of social services also gives women a variety of new responsibilities. In these situations women become the main providers of education and health care at home and in the community. Thus labour relations and division of tasks shift.

The difficult economic circumstances created by conflict force large numbers of women to earn an income outside the household. This employment is predominantly in the informal labour sector and to a lesser extent in the formal labour sector. Notwithstanding the fact that in many cultures women have always worked outside the household, conflict generally seems to increase the number of women doing so.

The ideal is to build post-conflict socio-economic assistance programmes based on women's newly acquired skills, as well as to ensure more gender balance in accessing productive resources and labour markets. For example, home-based and community-based education and health care activities performed by women could be identified as a cornerstone to rebuild the educational and health care sectors after conflict. There would need to be vigilance on behalf of the post-conflict administration to ensure that these women remained an essential part of these sectors. Another actionable would be to strengthen women's positions in the informal labour market by providing them access to micro-credit, or by adapting vocational training programmes to their specific needs. In the agricultural sector, for example, questions as to how women can obtain the right to inherit, own, and work land need to be considered.

2.6 The Link Between Gender and Conflict

It is against this background that discussions on gender and peacekeeping are advanced. Accordingly, 'gender and peacekeeping in the West African context' touches on a multiplicity of areas, simply because of the very nature of multi-dimensional peacekeeping operations. The presence of a mission has the potential to influence societal behaviour in both positive and negative ways. Likewise, the role that civil society plays to implement the necessary changes in the behaviour of the people to rectify the societal damage brought about by sustained conflict cannot be overstated.

Whether the effects of war empower or disempower people, examinable changes are evident. Importantly, the image of women as solely victims is slowly changing, as it becomes more apparent that women in fact have multiple roles in conflict and in post-conflict situations. There is a need to safeguard the positive and empowering changes that conflict – paradoxically – has brought for many women. At the same time one should not overlook the earlier, underlying social structures and values that may hamper or frustrate the realisation of a more ambitious programme of reaching gender equality.

2.7 Policies and Guidelines

Gender guidelines, policies and resources packages have been developed that represent important contributions toward mainstreaming a gender perspective in all areas of peacekeeping operations, the most recent of which was the UN DPKO's Gender Resource Package for Peacekeeping Operations. Further policy developments have been made by various organisations such as the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC), the European Council and Parliament, Council of Europe, Organisation for Security and Co-operation in Europe (OSCE), International Labour Organisation (ILO), World Food Programme (WFP) and United Nations Development Programme (UNDP). In addition current ad hoc tribunals such as the International Criminal Tribunal for Rwanda (ICTR) and the International Criminal Court (ICC) itself have been instrumental in promoting judicial procedures favourable to women and delivering concise rulings in this regard.⁴ A variety of bilateral governments, ministries and departments, NGOs and the World Bank have also formulated policies incorporating the gender perspective. For the benefit of the workshop participants a tentative overview was made of 21 different frameworks, guidelines, and checklists in the field of gender, conflict and peacekeeping, providing for each of them summarised information on the objectives, content, approaches and intended users. This overview is attached as Annex 4.

DPKO's Gender Resource Package for Peacekeeping Operations also contains a number of useful annexes that are relevant to the workshops' considerations and recommendations, which among others contain a gender checklist for assessment missions for Peacekeeping Operations; a guide to integrating gender dimensions into training programmes; and a guide for managers in Peacekeeping Operations on gender-based violence. Of particular interest are the Model Terms of Reference for a Senior Gender Adviser (Annex 5 of this report) and the Guide to Gender Planning for Peacekeeping Operations (Annex 6 of this report).

There has been substantial general policy development, and clearly-stated guidelines have been established. Considerable progress has been made concerning the role of specialist advisers at the policy level and there has also been substantive investment in tools, modules and training. Certain gaps, however, still remain. These are basically the systematic implementation of the available knowledge and guidelines. Consequently, compliance with set policies remains a problem, which is due to a lack of resources or which results from a lack of awareness and/or commitment of the higher levels of the Mission. Frequently, the consistency, coherence and coordination of these guidelines and policies, leaves much to be desired and, therefore, achievements in practice fall behind expectations. Gender mainstreaming as a concept is not always effectively monitored nor are there applicable compliance regimes in practice within the Missions. Finally, more attention is required to effect stricter monitoring in order to produce lessons learned.

⁴ The Rome Statute establishing the ICC has incorporated a gender perspective to ensure that women who are victims of the gravest crimes under international law have access to justice and that women play a role in the ICC. It is groundbreaking in many areas - in its gender specific and inclusive provisions relating to the definitions of war crimes and crimes against humanity; the provisions on non-discrimination and persecution; the necessary gender and regional representation within the judiciary and staff of the Court; and the historical recognition of the rights and participation of women.

III. Gender and West-African Peacekeeping Missions: Mandates, Functional Areas, and Gender Issues

3.1 Reference to Gender Issues in Mission Mandates

UNAMSIL's mandate pre-dated Resolution 1325. Hence, it only vaguely refers to women and gender issues. The mandate was geared more towards the protection of women rather than promoting them as valuable contributors to the peace process. The Lomé Accord itself made no specific reference to gender. However, to some extent a gender perspective has been incorporated *de facto* into UNAMSIL in an ad hoc manner. As the situation in Sierra Leone deteriorated, certain Security Council Resolutions expressed growing concern with the widespread violation of the human rights of women and children, including sexual violence.⁵ The resolutions cited the importance of paying special attention to the protection of women and children against violence, particularly sexual violence during conflict;⁶ encouraged "civil society initiatives in the region, including those of the Mano River Union Women's Peace Network, to continue their contribution to regional peace"⁷; and addressed allegations of human rights violations by UNAMSIL peacekeepers.⁸

The twenty-third Report of the Secretary-General on UNAMSIL⁹ mentions that "the establishment of family support units in all district police stations has brought about additional protection and support for the victims of sex and gender-based violence, and has enabled more women to report cases of sexual abuse" and that "the performance of the justice system is also improving in this regard, as evidenced by an increase in the number of convictions and the imposition of prison sentences for gender-based violence and related offences".

In contrast, UNMIL's mandate was written after the adoption of Resolution 1325. Consequently, it specifically incorporated gender mainstreaming strategies into UNMIL's operations. The mandate recalls the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000), and emphasises the need to address violence against women and girls as a tool of warfare by encouraging UNMIL and the Liberian parties to actively address these issues.¹⁰

Security Council Resolution 1528 establishing UNOCI¹¹ reaffirms Resolutions 1325 (2000) on women, peace and security; 1379 (2001) and 1460 (2003) on children in armed conflicts; as well as its resolutions 1265 (1999) and 1296 (2000) on the protection of civilians in armed conflicts. Resolution 1528 very clearly describes the requirement to give 'special attention to the specific needs of women

⁵ S/Res/1370/2001.

⁶ S/Res/1400/2002.

⁷ S/Res/1478/2003.

⁸ S/Res/1435/2002 and S/Res/1400/2002.

⁹ S/2004/724, 9 September 2004.

¹⁰ S/Res/1509 (2003).

¹¹ 27 February 2004.

and children' with respect to disarmament, demobilisation, reintegration, repatriation and resettlement. UNOCI is mandated to contribute to the promotion and protection of human rights in Côte d'Ivoire with special attention to violence committed against women and girls, and to help investigate human rights violations with a view to help ending impunity. In the area of law and order, the mandate requests the Secretary-General to give special attention to the gender and child-protection components within the staff of UNOCI.

3.2 Implementation of the Mission Mandates: Roles and Responsibilities

Why did the Secretary-General's follow-up report to Resolution 1325 in October 2004 state that gender perspectives still have not been systematically included in the planning, implementation, monitoring and reporting of any area of peace and security,¹² Why do the carefully worded mandates incorporating the identified gender issues fail to have the necessary, and in fact desired, impact on the mission's ultimate beneficiaries? To attempt to answer these fundamental questions it is necessary to examine how gender has been incorporated into the structure of the missions i.e., mainstreamed; and to briefly examine the roles and responsibilities of the key actors, namely the Gender Adviser, the mission's senior management, civil society and government of the host country. It is the interaction between these actors and the identification of ultimate responsibility and accountability that determines the success or otherwise of the mission's mandate.

The Model Terms of Reference for the Gender Adviser provides a clear statement of the intended general and specific functions of the Gender Adviser within the mission. However, these Terms of Reference assume a number of structural and attitudinal factors that do not necessarily exist in the current West African missions. The two factors that are of paramount importance in this regard are: firstly, where the Gender Adviser is positioned within the mission; and secondly, the degree of gender sensitivity demonstrated by senior members of the missions, particularly the Special Representative of the Secretary-General (SRSG) and Force Commander. If the Gender Adviser is positioned within the SRSG's office and she is able to attend senior management meetings, she is much more likely to be able to 'advise' where appropriate and in keeping with her mandate.¹²

Coupled with the gender sensitivity aspect is the question of whether the SRSG and the Force Commander fully understand the role the Gender Adviser, and how they perceive their ultimate responsibility to systematically mainstream gender issues in accordance with the mission's mandate. As discussed later in more detail, it is apparent that the effectiveness of the role of the Gender Adviser in each of the missions is dependant not only on the personality of the individual advisers and their ability to 'work' the system as best they can, but, perhaps even more so, on the individual attitude of the present SRSGs.

A large part of the Gender Adviser's role is coordinating and liaising not only with other UN agencies, funds and programmes in the mission area, but also with relevant host country partners such as national women's ministries/bureaus and women's organizations and networks. The Gender Adviser must ensure coherence amongst mission policies, local priorities and national goals for post-conflict reconstruction. In certain cases this may involve facilitating the establishment of a UN Interagency Coordination Group on Gender Mainstreaming.

¹² The female pronoun is used for the sake of simplicity, and because women generally hold all gender posts in UN missions (although there are a few exceptions).

Ideally the Gender Adviser is to 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. Her role of coordinator, facilitator and liaison intertwines with almost all substantial components of the mission (military, civilian police, public information, political affairs, human rights, etc.) as well as with civil society and Government. Accordingly, the necessity for the Gender Adviser to implement the planning requirements of Resolution 1325 as well as fit within the so-called Results Based Budgeting (RBB) Process is often extremely challenging. Moreover, satisfying donor requirements is largely dependant on the working relationship the Gender Adviser has with the management of the substantive components of the mission and the support in principle she receives from the SRSG and senior management. Without the support of the SRSG, gender mainstreaming will not automatically permeate the substantive components of the mission.

The reality is that the Gender Adviser does not have substantial input into the planning process at any level. She may be consulted after the fact for comment which may or may not be considered. Until very recently Gender Advisers have been appointed long after the mission plan was finalised. This practice greatly limits the effectiveness of the Gender Adviser to give the necessary advice and technical assistance referred to in the Model Terms of Reference. On the ground, the Gender Adviser's job is often to work 'with what she is given.' Her role is substantially reactive and not nearly as proactive as it should or could be if the gender planning was done at the requisite stage. The emphasis the Gender Advisers must place on gender advocacy within the mission takes away valuable time and resources that could be best utilised elsewhere.

IV. Gender, Disarmament, Demobilisation and Reintegration

Key areas that the workshop participants wanted to see addressed are the roles that women play as participants in warfare; the engendering of the DDR process from its conception; and the level of cooperation and collaboration necessary between the Mission, civil society and the Government to achieve a satisfactory outcome from any given DDR programme.¹³

4.1 Operationalisation of Gender Issues

The DDR process is an important indicator of the degree of gender mainstreaming that has been achieved within a mission as there are identifiable and, in some instances, quantifiable outputs. DDR is also a process that involves a wide cross section of the mission, including the military, and one in which civil society also plays a very important role.

The operationalisation of gender issues in the DDR programme incorporates a number of gender-related factors. These include the establishment of monitoring systems through regular and thorough visits to the cantonment site; a push for systematic collection of gender disaggregated data at each stage of the process; and continued communication with the designers and implementers of the DDR programmes. It is essential that women be involved in the DDR programme from the outset. There must be greater emphasis placed on the need to gender-sensitise all DDR activities, involve female soldiers in the programme design itself, and in the recruitment of female staff. There must also be improved advocacy at the mission level to encourage the support of both the military and other associated agencies.

The need to pay special attention to abducted women in the fighting forces (bush wives as they were labelled in Sierra Leone) was emphasized. In Sierra Leone, “bush wives” were excluded from the DDR programme or were regarded as official dependants of male combatants, granting them no rights of their own. The need for separate disarmament and transit sites for male and female combatants was stressed, as there has hitherto been a lack of adequate pre-discharge information, safe transport home, and vocational training on the basis of gender analysis. Cantonment sites, for instance, should be tailored to women for purposes such as (reproductive) health issues. For example, women need a separate area for medical screenings. There is also a need for a separate section for women with infants and small children and those who are caring for babies. There is generally a lack of military observers at the disarmament sites, creating problems in the area of protection.

There is a demonstrated need for the continuous training for military observers and other service providers, as well as more consultation with ministries of Gender and Development (or equivalent)

¹³ For more details about the challenges of addressing gender issues in DDR programmes, see for instance Bouta, Frerks and Bannon (2004) *Gender, Conflict and Development*. Washington DC, World Bank. (Chapter 2, Gender and Warfare: Female Combatants and Soldiers’ Wives).

and local NGOs to ensure beneficiary perspectives are included in such training. There should be more emphasis placed on the reintegration phase through the cooperation of Community Based Organisations (CBOs). The cooperation with CBOs is also important prior to the start of the DDR programme, as there is an identified need to track and identify women eligible for DDR assistance at that point in time. Where included, civil society's participation in the planning process has helped the push for policies that take women's needs and perspectives into account.

In the past, gender advisers have only been hired after the mission was well underway. In Liberia, for instance, there was neither a Gender Adviser nor UNIFEM representative present when the DDR policy was developed. The absence of a representative for women's and girls' issues resulted in only one paragraph that mentions women in the DDR policy document. This caused an outcry from civil society groups.

DPKO now requires that the Gender Adviser be present from the very beginning. This has been followed in the last two missions - in Haiti, and during the formation of the mission to Sudan. The needs assessments conducted by the UN at the outset should include gender experts to ensure gender issues are mainstreamed into all aspects of the DDR process. In addition, a reliable data collection system must be developed to assist the Gender Advisers with their planning and activities.

The DDR process is relevant for the entire West African sub-region. Particular attention should be paid to this regional dimension due to the porous nature of sub-Saharan African borders, where conflicts often spill from one country to another. To this end it is important to note the wording of the UNOCI mandate specifying the requirement to coordinate closely with UNAMSIL and UNMIL in the implementation of a voluntary repatriation and resettlement programme for foreign ex-combatants, with special attention to the specific needs of women and children. UNOCI is to ensure that the programme takes into account the need for a regional approach.

During the workshop the participants split up in separate working groups on gender and DDR for Côte d'Ivoire, Liberia and Sierra Leone. Annex 7 provides the working group assignment on gender and DDR. The main recommendations from the working groups were the following:

4.1.1 UN Headquarters Level

1. DDR planners should address the specific needs of women combatants, women support workers, women dependants and abducted women who often provide sexual services;
2. DDR planners should consider defining female combatants who are eligible for DDR assistance as "women, who are part of a (ir)regular armed force in any capacity...including, but not limited to cooks, porters etc...and including women recruited for forced sexual purposes and/or forced marriage";
3. More women (both ex-combatants and non-combatants) should be encouraged to enlist into the police and military as part of the DDR (and SSR) process;
4. There is an overall shortage of military observers, and in particular a shortage of those sensitised to gender issues. There are also few women amongst them. It is therefore recommended that Member States pay special attention to the selection of female military observers for UN duty;
5. The success of engendering DDR processes is currently dependent on individual commitment. DPKO must ensure that gender mainstreaming policies and programmes are applied systematically throughout the functional areas of the mission;

6. The UN and other bodies should encourage, support, and fund, the formation of associations of female ex-combatants in West Africa. This could be modelled on the Rwanda programme which encouraged the reintegration of ex-combatants into the security sector.

4.1.2 Mission-Level

7. There should be improved methods of dissemination of best practices and lessons learned from previous UN Missions, on processes of engendering DDR programmes. Despite the hard lessons learned in Sierra Leone, these were not taken into account by UNMIL at the outset of the programme. Although it is acknowledged that each mission is a unique case, in some regards there are many issues that work across the board, particularly within a sub region;
8. The Public Information Section of the missions in Sierra Leone and Liberia have played a vital role in the success of DDR programmes. However, it is important that other functional components of the mission carry out their responsibility to take into consideration gender issues when implementing the DDR Plan. This includes the sensitisation of senior management;
9. There should be specific training for UN and local media on gender-appropriate DDR messages as part of the public information plan. Information disseminated should target both ex-combatants and community members, with specific use of women-friendly communication channels such as schools, medical posts etc. The active involvement of women's NGOs should be promoted;
10. Local knowledge should be tapped into and utilised in both the planning and implementation stages of the DDR programme. A more community based approach to reintegration would be beneficial;
11. Ongoing consultation and cooperation with local NGOs and women's groups is essential if the final moping up of small arms and light weapons is to be achieved. Again efforts must be made to forge networks that can tap into the local knowledge to locate the caches of uncollected weapons. Fruitful cooperation would also assist UN personnel in collecting the necessary gender disaggregated data that is currently very difficult to obtain;
12. Before skills training programmes are offered, market analysis of some sort should be conducted to ensure that the job market and economic conditions exist where such skills acquired will be able to be converted to jobs or income-producing activities;
13. The actual application of the existing UNIFEM checklist on Gender and DDR would go a long way towards anticipating the relevant gender issues in the preparation, implementation and monitoring of DDR programmes.

4.1.3 Gender Adviser

14. The appointment of a Gender Adviser must be recognised by DPKO as a necessary prerequisite for the planning phase. In addition, all assessment missions should include a Gender Expert;
15. Human resources for the Office of the Gender Adviser should be increased;
16. The Mission must utilise the strength of civil society when advocating for change in the DDR processes. A partnership between the Gender Adviser, gender activists, and the Ministry of Gender and Development (or equivalent) must be brokered to achieve long term results.

4.1.4 Donors

17. There needs to be a greater commitment from Member States to provide the sufficient funding to ensure that those who should rightfully be included in the process in fact are.

4.1.5 Host Society

18. The selection of nationals appointed to positions of authority within the national disarmament programmes must be done carefully, avoiding appointments associated or perceived to be associated with a warring party.

V. Gender-Based Violence (GBV) & Sexual Based Violence (SBV)

5.1 Addressing GBV and SBV

The investigation and prosecution of any sexual misconduct by UN personnel now comes under the umbrella of Sexual Based Violence (SBV) and Sexual Exploitation and Abuse (SEA). The Human Rights Division is mandated to monitor the conduct of UN personnel. To support this role, a code of conduct officer is appointed together with SEA focal points. There is a personnel conduct committee which acts as adviser to the Head of Mission, and which investigates allegations. This committee includes civilian and military staff. However, to proceed with a complaint, there are many institutional steps that have to be taken.

There has been considerable criticism of the processes applied by these committees. There are different outcomes for different personnel, and accordingly it is difficult for interested parties to know how any particular complaint may be handled. There are also problems associated with the military investigating itself. The process is very long, and both bureaucratic and political in nature. There are numerous rules and regulations applied to the process that are neither easily understood nor in fact very transparent.

There are often attempts to intervene in the process by the contingent commanders of the Troop Contributing Countries (TCC) whose national is the subject of the complaint. The desire to 'unofficially deal' with the complaint is often based on national pride and political considerations. The TCC concerned often negotiates to have the soldier repatriated to be dealt with under that country's procedures. This is of great concern as often no action is in fact taken against the accused, fostering the idea of impunity for such actions. There is a call for greater pressure to be placed on TCCs to follow up on the prosecution for these offences.

Post-mission evaluation and monitoring of both military and international staff who commit these crimes during a mission is essential. It is imperative to the mission's responsible image to ascertain information as to what action was taken against the accused. While there are existing avenues to obtain such information, they are infrequently used and there are particular TCCs that are not open to disclosing details of this nature.

There are two major branches to the overarching theme of GBV and SBV that need to be separated in order to address the operational issues at hand in any systematic way. The first branch encompasses the highly publicised 'men behaving badly on mission' aspects of the problem; and the second examines deeper societal factors that research suggests create an environment that has allowed the frequency of these incidences to grow exponentially. Although these are quite distinct areas, it is the responsibility of the Mission to formulate a crime prevention strategy that addresses the seriousness of GBV as a criminal offence, and accordingly incorporates strategies for establishing systems of detecting, reporting, investigating and prosecuting such offences. This applies equally to those crimes perpetrated by UN personnel and those perpetrated by members of the local population.

To establish a workable system for prosecution of offences committed by persons other than UN personnel, there needs to be strong cooperation between the Mission, civil society and the Government. Emphasis must be placed on enhancing security sector reforms to end impunity for such crimes. This must be supported by both appropriate legislation passed by the Government and widespread dissemination of the practical application of such laws. It is imperative that civil society joins the police, prosecutors and the judiciary in their training on the implication of these laws. The avenues of complaint must be understood by all.

The process for reporting and prosecuting offences committed by UN personnel is a separate matter. The UN is currently in crisis mode following the widely reported abuses perpetrated by UN staff in the DRC. Widespread allegations of sexual exploitation and abuse of women, boys and girls have been made against UN personnel despite a so-called 'zero tolerance policy' touted by the UN against such behaviour. The range of sexual abuses include reported cases of rape of young girls by UN troops, an internet paedophile ring run by a senior UN official, sexual abuse of local UN staff; and the estimated hundreds of under aged girls having babies fathered by UN soldiers who simply leave their children, the mother and their responsibilities behind. In reality the UN has permitted an environment in which sex with young girls is tolerated. Although the degree of alleged abuse by UN personnel in the West African Missions appears not to be as widespread and systematic as it is in DRC, it is still problematic.

UN Secretary-General Kofi Annan has repeatedly called for peacekeepers to adhere to conduct standards. He is reported to have 'sounded the alarm' about peacekeepers who abuse civilians and continually reiterates his call for swift punishment of such egregious behaviour. The Secretary-General has appealed to the 20 top troop-contributing countries to ensure that swift disciplinary action and, where warranted, prosecutions are initiated whenever their military or police are found to have committed abuses. He has strongly advocated that "the time has come to overhaul our entire training, disciplinary, and investigative regimes to ensure that we do not again experience this abomination in any of our missions".¹⁴

The extent of GBV and SBV perpetrated against women in the conflict areas of West Africa is horrific. According to studies carried out by the World Health Organisation (WHO), more women from the ages of 15 to 44 years die as a result of GBV, than from cancer, malaria and traffic injuries. The figures for SBV are equally alarming. To give but one example, it is estimated that 40% of women and girls in Liberia were raped during the 14-year war. The use of rape as a weapon of war is being increasingly documented. The suffering and abuse endured by these women goes far beyond the actual rape. Women who survive this violence often suffer from severe mental and physical health problems, unwanted pregnancies, social stigmatization, and economic difficulties. Married women who have survived sexual violence are often rejected by their husbands, while unmarried survivors may never be able to marry because they are considered 'spoiled' by their communities. There is also the issue of impregnation by the 'enemy' and the raising of children in that community. An increasing number of fistula caused by gang rape and torture are also being reported as well as high rates of victims contracting HIV/AIDS as a result of the encounters. This factor among others emphasizes the need for medical care in both the short and longer-term. Together with other key stakeholders in the post-conflict rehabilitation process, UN peacekeeping missions should consider how to rebuild

¹⁴ Secretary General Kofi Annan, Abuja, Nigeria, 30 January 2005.

medical health systems as well as psychological health services that are sensitive to the needs of SGBV survivors.

Evidence points to military men as being the major perpetrators of rape and sexual torture in war torn areas, reinforcing the notion that ‘as long as there is war there will be sexual violence’. The problem is exacerbated in regions where there is active warfare and blame is firmly placed ‘on the other side’. There is no accountability and no monitoring systems in such circumstances. Accordingly the culprits are rarely caught.

A certain degree of impunity already existed pre-conflict for crimes against women in the sub region, but the level has certainly increased as the conflict has escalated. Workshop participants mentioned a ‘culture of silence’, meaning that these issues are simply not raised. They also mentioned the existence of an overall culture of violence exacerbated by traditional practices and secret societies. Research has found that the level of tolerance to violence in general rises proportionately to the intensity and duration of armed conflict. Accordingly, it is important that GBV be viewed as a deeper societal issue. GBV and SBV have always existed in societies; war simply exacerbates it; and after the conflict it continues. Participants spoke of a ‘continuum of violence’. Unfortunately, the required policing and judicial systems needed to address these issues are inevitably non-existent or ineffective in war affected countries where the majority of these crimes are committed. There are, for example, problems with the legal definition of rape and generally with the prevalence of outdated laws.

The question of who takes the leading role in addressing these key issues needs to be answered. A clearer statement regarding GBV and SBV as to the role of the mission, the role of others such as UN partner organisations, and specifically the role of the Gender Adviser would be beneficial.

On the basis of a Working Group Assignment on GBV (Annex 8 to this report) the working groups formulated the following specific recommendations to address GBV and SBV.

5.1.1 UN Headquarters Level

1. The UN, as well as international and local NGOs need to focus more on prevention of GBV and be less reliant on reaction to specific incidences only;
2. Crimes need to be reported, detected and prosecuted;
3. Victim support and empowerment mechanisms need to be put into place;
4. SGBV Reports need to be open to the public.

5.1.2 UN Mission Level

5. There needs to be a crime prevention strategy formulated by the mission, in consultation with civil society and the government. GBV should be treated as a criminal offence, which needs to be addressed throughout all components of the mission;
6. There needs to be greater importance placed on the responsibility of DPKO and the SRSG to disperse information regarding the procedures by which complaints can be lodged against UN personnel;
7. There needs to be a clear delineation of roles and activities undertaken by the mission and associated UN personnel in responding to SGBV;
8. There needs to be a greater effort made to recruit and hire female military operatives, who may establish better contacts with the local female population. Now, even when there are women in

these positions, they are not usually sent to the field because they would require separate housing and so forth. These serious logistical constraints need to be addressed;

9. The military needs a referral system to report GBV in the host communities. Because they are often seen as the only authoritative figures in the region, crimes are often reported to soldiers but they do not always know what to do about it;
10. Increased collaboration between the UN and women's groups is needed. They should be used as allies to spread messages and to carry out sensitization campaigns. There are many groups that were working on these issues even before the UN intervention.

5.1.3 Gender Adviser

11. The Gender Adviser should give guidance on the bigger problem of GBV and be able to make the right linkages;
12. Gender Advisers should have the necessary money in their budget to train local groups on trauma counselling.

5.1.4 Host Society

13. Government should establish a framework for capturing the priorities for GBV at local and government level to ensure that the host countries specific needs are identified which may or may not equate to those identified as priorities by international agencies;
14. Civil society organizations should be active in reporting incidences of SGBV to force national governments to acknowledge the existence of these crimes, and to recognise the responsibility they, the government, has to address the problem.

VI. Institutional Incorporation of Gender Issues

The question of what process of ‘gendering’ is needed to incorporate gender perspectives into institutional peacekeeping systems is difficult to answer, as it requires acceptance of the concept at many different levels – headquarter level, mission level and community level. This issue is further complicated by the vague language used in Resolution 1325 – non specific, non-actionable language that hinders implementation. The problem is compounded by the different usage of terms in different organisations, e.g. mainstreaming, gender balancing, gender equality. It must also be realised that gender plays a role in many different ‘arenas’ - such as in terms of roles, responsibilities and identities - but also at the level of procedures, organisations, norms, values, doctrines and discourses. Some agencies may display deep-rooted masculine ways, such as parts of the military or the business world.

Lessons learned from the Clingendael study of 16 organisational profiles on institutional gender incorporation indicate that systematic attention to gender roles and relationships is an ongoing necessity to avoid “gender-blindness”; and that the need for mainstreaming remains important. To achieve this there ideally should be a combination of short-term and long term activities. These activities should be less reactive, and take the form of more fundamental, proactive and transformative approaches, also to combat entrenched top-down, ‘office’ perceptions and approaches.

Organisational measures required include the clarification of organisational responsibilities and structures; as well as the promotion of top level awareness and commitment and the involvement of key departments (like administration) in the implementation of these changes. There may also be the need to formulate operational rules and procedures as well as plans of action with explicit objectives in measurable targets or benchmarks.

To successfully mainstream gender issues, DPKO should formulate criteria for measuring performance, or non-performance as the case may be. There must be means to monitor and evaluate such performance, with the installation of compliance regimes that include negative inducements. To ensure this, sufficient gender and conflict expertise must be recruited. Engendered checklists must be used as a matter of course to cover both civilian and military posts. Consideration must also be given to budgetary areas in order for resources to be rearranged to incorporate gender-specific budgeting.

It was also observed in the Clingendael study that a close connection with local realities is of the essence. A full understanding of the prevailing vulnerabilities and capacities is needed, in order to further empower and strengthen women and their organisations.

6.1 Lessons from UNMIL

In lieu of the original concept of formulating a Gender Action Plan the participants were split into two working groups and were asked to describe actual gender operational and organisational priorities and practices within UNAMSIL and UNMIL.¹⁵ The operational priorities identified by the UNMIL group included the following:

¹⁵ UNOCI was excluded due to the newness at this aspect of the mission.

1. The need to recognize the Gender Adviser as part of the senior management of the mission;
2. The need to sensitise the SRSG to gender issues and challenges;
3. The ability to create thematic groups which include external and internal capacity;
4. The need for the Gender Adviser to daily disseminate information and network with all relevant stakeholders inside and outside the mission, including (women's) Civil Society Organisations (CSOs);
5. The need to provide institutional support at the UN level to the Gender Advisers in the Missions.

The process which would enable best practices to be realised relies heavily on the ability to negotiate with the SRSG. Adept interpersonal skills are required for this purpose and for the purpose of partnering or inter-mission collaboration and information sharing. The lack of effective women's representation at the policy level also prevents women's voices ever being heard. This is where the Gender Adviser's UN status can be used to influence policy in collaboration with local level actors. The benefit of this is twofold: it helps bring the voices of local level actors to the policy making levels, and the local level actors can help to disseminate information to the community level.

The sensitisation and priority of gender mainstreaming in other mission departments ideally is carried out by briefing civil affairs officers on gender issues as well as training the technical group. UNMIL has employed special gender focal points in some of the mission departments. The gender Adviser needs to brief them too. Likewise, follow-up instructions and continuous monitoring of policies is carried out through pre-deployment training as well as by debriefing individuals before they are transferred from one mission to another. Briefing sessions among gender Advisers of the various UN missions form another opportunity to exchange information. A gender Adviser with rule of law experience may, for instance brief her colleagues on this and be briefed by them on e.g. mainstreaming gender in the DDR process.

There is a clear 'best practice' role and mission of the Gender Adviser which can only be achieved if minimum staffing terms, support, and financial resources are provided. The mission statement must be carried out: to "Assist mission leadership and associated agencies to deliver a fair and just peace implementation process through gendered planning and decision-making advice."

6.2 Lessons from UNAMSIL

For UNAMSIL, most of the progress has been at the operational level. There are pre-existing conditions both positive and negative which influence the effectiveness of gender mainstreaming strategies. 'Best Practices' enunciated primarily focussed on Community Outreach Programmes. The operational priorities identified by the UNAMSIL group included the following:

1. Engage in outreach and networking with partners, women's groups, and other CSOs. Tap into the existing organisations, whether they are weak or strong. There is a need to obtain the perceptions from the group you are working with, and then pick up from that vision to proceed;
2. Identify a national staff member(s) to determine the context of the conflict situation and the cultural implications. A national staff member should be used as a first contact between the mission and the local community. They help to sell the mission to the host country;
3. After identifying partnerships, regular meetings should be convened for the purpose of assess the process of gender mainstreaming. Such meetings create the opportunity to inform civil society

and government ministries about progress with the mission and also to gather information from a variety of organizations. Through such discussions, local stakeholders are able to influence the mission mandate;

4. It was useful for the Gender Adviser to form an alliance with the National Human Rights Committee, which is chaired by UNAMSIL, but is attended by all the organizations which promote human rights;
5. Establish working groups on thematic issues (governments, UN agencies and Mission Staff) to share information, assess progress or formulate joint strategies to incorporate a gender issues;
6. Utilise the capacity and resources of the Public Information Section (Community Outreach Unit) to highlight gender issues and create an avenue for instigating behavioural change through Community Outreach Programmes that disseminate the required message. Experiences have been gained by using artists, comedians and by sports and music;
7. A major and priority challenge is to get the UN force to view women as essential components of the overall peace and security of the country, as that tends to be the primary concern of the soldiers. Even when messages about the centrality of women to the peace process are passed to the Commanders, they seldom find their way to the lower ranks;
8. There is a need for greater informal and social interaction between NGOs and other organizations and the military to encourage the formation of strong, mutually beneficial alliances. This echoed a more general practice of “descending down the mountain” to encourage mission staff to leave the office in order to talk one-to-one with counterparts from other bodies, government officials or civil society representatives;
9. Gender specialists and gender Advisers are usually the last personnel to join and the first to leave the mission. There should be a Gender representative on the Pre-Mission Assessment team, and this should be one of the key posts identified (on the list of essential personnel) for recruitment and hiring. The involvement of a gender specialist in the draw-down process is important for follow-up;
10. The Gender Advisers should also keep their “ear to the ground” and make sure they are there during all the planning of all subsequent mission phases. Upward communication with DPKO is an important part of this process, and there is now a willingness and capacity at DPKO to listen and draw lessons.

The type of issues mentioned above, although seemingly mundane, can steadily influence the organizational process and contribute to actual change as a combination of such initiatives becomes institutionalized.

VII. Conclusions

Reasons for women's exclusion from policy making and politics as a whole have been well documented and vary in detail and from society to society. They include religious and cultural beliefs and practices, and social mores. Political structures often make it difficult for women to participate in the electoral process both as candidates and voters. Even in those societies where women play important roles, the portfolios of national defence, the military and foreign relations are usually assigned to men. Female politicians and civil servants are usually relegated to "soft" policy areas like education, culture, environment and so-called women's issues. Moreover, for many women as well as for men seeking leadership roles in the political system, doing the job as a man means accepting masculine standards, thus reinforcing dominant male values. In fact, political systems as currently set up ensure that women who make it to the top espouse the values of the system- sometimes more so than their male counterparts.

The task of gender mainstreaming in any organisation is a complex, and difficult one. Therefore it is not surprising that the introduction of such a concept in UN Peacekeeping operations is experiencing significant implementation challenges.

When the topic of Gender and Peacekeeping is raised, people automatically tend to think about 'men behaving badly on Mission'. This admittedly is an important issue that needs to be addressed (and is indeed enjoying much attention at the highest levels in New York), but the emphasis on this aspect unfortunately detracts from the deeper more fundamental aspects of 'gender mainstreaming'. There is also now considerable attention given to the role of the Gender Advisers within the Missions. Again, this is a little misleading, as there is a tendency for that role to be regarded as the pivotal one with respect to gender considerations within a mission. As was pointed out time and time again during the workshop – the Gender Adviser is only one person and gender mainstreaming should permeate the whole of the mission. The emphasis placed on SEA, although very important in itself, should not overshadow the more fundamental, longer term concerns that need to be addressed. An examination of the whole concept of gender mainstreaming as set out in the Gender Resource Package for Peacekeeping Operations needs to be carried out to ensure that all, but particularly those in the higher levels of the Missions, not only fully understand the concept but also understand the role and responsibilities their particular positions entail in this respect. The whole question of accountability is one that the UN must consider.

With respect to the question of accountability, the choice of GBV and SBV was an apt one for the purpose of the workshop's aims and objectives, as it highlighted the fact that on the policy level there is 'zero tolerance' for misconduct on the part of peacekeepers, however there is ample evidence to suggest that this policy has not been properly enforced on the ground. GBV and SEA also exemplifies the difficulties the UN faces given its position with respect to TCCs and the prevailing cultural diversity that exists. This is primarily evident with respect to the treatment of women. It raises the question of appropriate pre-deployment training, the need for the Force Commander and SRSG of any given mission to be 'accountable' for the conduct of both military and civilian personnel, as well as raising concerns as to what is considered appropriate punishment for misconduct by mission

personnel. This issue was seen as one of extreme importance from the mission and civil society perspective. No clear avenues of complaint are apparent and there is a perception of systematic covering up of these 'crimes' by the leaders of particular 'groups' and by the mission (UN) itself. There is also little or no acknowledgement of the crimes, and victims are usually not supported financially or by other means.

By addressing DDR as a topic, the lack of gender considerations at the crucial planning stages of the mission becomes apparent. It is also clear that even if gender issues were then considered in the implementation stage they were usually addressed in an *ad hoc* manner which did not form any systematic gender mainstreaming as such. As DDR attracts considerable donor support and co-operation, and receives considerable attention and input from civil society, it is an ideal area to draw attention to such matters. As the supposed end result of DDR is ultimately a return to 'normal' civilian life, the process should draw in a variety of issues - from gender and livelihood considerations; to the training of police and reconstruction of the judicial system in view of persistent violence; and the role and identity of women at local levels. DDR should also clearly deal with stigma and prejudice. The role of the Gender Adviser is also prominent during DDR – among others, as the interface between the mission and civil society.

It was acknowledged that identifying GBV as a priority area involves a level of risk of placing too much emphasis on women and girls as victims 'only', instead of dealing with the challenges of empowering women as a key element of mainstreaming gender issues. It is therefore important to maintain a proper balance.

One of the original stated outputs of the workshop was to produce a "state-of-the-art" work plan for the Gender Adviser to use within missions. It became evident as the workshop proceeded that this in fact was not advisable. The role of the Gender Adviser within any mission is dependent on so many factors and is so context-specific that it was not useful to embark on such an exercise. It was thought more useful to in fact try to demystify the Gender Adviser's position and attempt to critically examine the constraints she faces when trying to carry out the role that is envisaged according to the Gender Resource Package for Peacekeeping Operations.

The recommendations that came out of this workshop are not as detailed or far-reaching as might be expected. What is important though, is the fact that the opportunity to review the mission's mandates and actions in very basic terms revealed that appointing Gender Advisers both at Headquarter level and at mission level is not sufficient to satisfy the requirements of Resolution 1325. What was clear from the workshop is the frustration felt not only by the Gender Advisers themselves, but also civil society for what is seen as 'lip service' being given to the gender mainstreaming process. The single most important recommendation or observation that came from the workshop was the need to have the senior management of the missions aware of their responsibility to carry out the gender mandate of the mission. This has been a failure to date. In UNAMSIL, a 'pre-1325' mission, there is perhaps some excuse for the lack of direct handling of gender issues, but with subsequent missions where the mandates specifically state the requirements to take gender matters into consideration it is no longer an excuse for ignoring the gender mainstreaming imperative. A SRSG who ignores clearly stated mandates should be held accountable. It appears that the UN has now been forced into action on the matter of misconduct on the part of its personnel. This may provide the impetus that is required to get the 'overhaul of the system' that is so clearly needed.

Having the benefit of their presence, there was a tendency to discuss the roles of the Gender Advisers in detail. However, examining the individual work programme of the current Gender

Advisers is not a fair basis for assessment of the role that should be played by such key mission appointees. The extant Gender Advisers have been placed in a variety of positions within the missions, usually without staff or funding, and it has been up to each Gender Adviser as an individual to create an agenda for gender issues, to initiate projects and to make alliances and partnerships. This shows that their role is institutionally ill-defined, and the weight of their 'advice' depends more on personality than on clear institutional directives. It is not only the personality of the Gender Adviser (their ability to bargain, negotiate and manoeuvre within the Mission system) that is at issue, but also the personality, attitudes and priorities held by the Head of Mission, Force Commander and Senior Management in general. The wording of Resolution 1325, and also the Gender Resource Package for Peacekeeping Operations is in fact much more advisory or suggestive than binding.

It is evident that there is a tremendous amount of work still to be done in the area of gender and peacekeeping— on the ground, in the missions; as well as through workshops and seminars that help to clarify the issues and chart a course through the many obstacles. However it is important to prioritise, and it is important to carefully apply the policies and guidelines already established. There is now a need to move to the application of many of the gender concepts that have been theorised over the past four years in particular. Resolution 1325 speaks of a gender perspective, but what precisely is meant by this? It is important to critically analyse such issues to allow proper application of the terms to ensure a common understanding and usage. The question of how a lack of clear definitions affects accountability and implementation cannot be overemphasised. Ambiguity provides a means for those who should be ultimately responsible to avoid such responsibility and find a way out. This is magnified at an operational level as ambiguity poses implementation problems that may affect missions in the years to come.

We do not need more guidelines; we need a more determined move towards the application of the concepts and principles espoused in resolution 1325, amongst others. It is also important, because of the strong West African representation at the workshop, that information and recommendations made (however humble they may seem) are passed on and shared with ECOWAS and the UN Office for West Africa (UNOWA).

Although the workshop did not come up with a comprehensive strategy as such, it did provide a starting point and an opportunity to examine the reasons behind many of the implementation failures. It also provided an opportunity to take stock of what gender-related Security Council Resolution and policy documents can be relied upon (see Annex 3), and to ensure that participants were familiar with the Gender Resource Package for Peacekeeping Operations produced by DPKO. Of particular importance is the Model Terms of Reference for a Senior Gender Adviser (Annex 5 to this report) and the Guide to Gender Planning for Peacekeeping Operations (Annex 6) as they provide the ideal model against which the current practices can be measured and implementation gaps identified. For the benefit of the workshop participants a tentative overview was made of 21 different frameworks, guidelines, and checklists in the field of gender, conflict and peacekeeping, providing for each of them summarised information on the objectives, content, approaches and intended users (Annex 4). This not only provides a useful reference to recent developments in this area but also provides valuable guidelines upon which all actors associated with Gender and Peacekeeping in West Africa can rely when focusing on the much needed application stage of gender mainstreaming theory.

Annex 1: Agenda

GENDER & PEACEKEEPING IN THE WEST AFRICAN CONTEXT WORKSHOP

Kofi Annan International Peacekeeping Training Centre, Accra

1-3 December 2004

Wednesday, 1 December 2004

Time	Subject	Presenter
8:30–9:00	Registration	KAIPTC/Clingendael
9:00–9:15	Welcome and introduction	Margaret Novicki, UN Adviser to KAIPTC
9:15–9:30	Overview of workshop rationale and objectives	Georg Frerks, Head Conflict Research Unit, Clingendael Fineke van der Veen, Ministry of Foreign Affairs, The Netherlands
9:30–12:30	Session 1: Plenary – Gender, Conflict and Peacekeeping: The Issues at Stake	Chair: Mark Malan KAIPTC Rapporteur: Leora Ward KAIPTC
9.30–10.00	Gender Roles and Relations in Conflict	Tsjeard Bouta, Clingendael
10.00–10.30	Policies and Guidelines on Gender, Conflict and Peacekeeping	Georg Frerks, Clingendael
10.30–11.00	TEA BREAK	

11.00– 11.30	Gender and West-African Peacekeeping Missions: Mandates, Functional Areas, and Gender Issues	Bib Hughes, KAIPTC
11.30– 12.30	Discussion: Linking the Gender's Advisers Mandate to the Mission Mandate and Identifying priorities for intervention by Gender Advisers	Amy Smythe, Senior Gender Adviser MONUC
12.30– 13.30	LUNCH	
13.30– 18.00	Session 2: Gender, Disarmament, Demobilization and Reintegration	Chair: Georg Frerks Rapporteur: April O'Neill
13.30– 14.00	Gender and DDR: Key Issues	Tsjeard Bouta, Clingendael
14.00– 15.00	Guidelines, Policies and Experiences at the Mission Level	Gender Advisers/Focal Point (UNMIL, UNAMSIL, UNOCI) (20 minutes each)
15.00– 15.30	TEA BREAK	
15.30– 17.00	Three Working Groups on Gender and DDR Liberia – Facilitator Mark Malan; Rapporteur Leora Ward Sierra Leone – Facilitator Georg Frerks; Rapporteur April O'Neill Côte d'Ivoire – Facilitator Tsjeard Bouta; Rapporteur Bib Hughes <i>See Working Group Assignment for Gender and DDR attached</i>	
17.00– 18.00	Working Groups Report Back (15 minutes each) and Plenary Discussion	
18.00	ICE BREAKER DRINKS - KAIPTC COURTYARD	

Thursday, 2 December 2004

Time	Subject	Presenter
8.30–13:00	Session 3: Gender-Based and Sexual Violence (GBV)	Chair: Georg Frerks Rapporteur: Leora Ward
8:30– 9:00	Documentary “Our Bodies...Their Battleground, Gender-Based Violence during Conflict (IRIN/OCHA) and Brief Introduction	Tsjeard Bouta, Clingendael
9:00–10:00	Guidelines, Policies and Experiences at the Mission Level	Gender Advisers/Focal Point (UNMIL, UNAMSIL, UNOCI)(20 minutes each)
10:00–10:30	TEA BREAK	
10.30–12:00	Working Groups on Gender and GBV Liberia – Facilitator Margaret Novicki; Rapporteur Leora Ward Sierra Leone – Facilitator Georg Frerks; Rapporteur April O’Neill Côte d’Ivoire – Facilitator Tsjeard Bouta; Rapporteur Bib Hughes <i>See Working Group Assignment for Gender and GBV attached</i>	
12:00–13:00	Working Groups Report Back (15 minutes each) and Plenary Discussion	
13.00–14.00	LUNCH	
14:00–17:30	Session 4: Discussing Missions’ Experiences and the Institutionalisation of Gender Issues	Chair: Mark Malan Rapporteur: April O’Neill
14.00–14.30	Institutional Incorporation of Gender Issues (e.g. mandate, expertise, partnerships, labour division, budget, planning)	Georg Frerks, Clingendael
14:30–16:00	Institutionalisation of Gender Issues in ONOCI, UNAMSIL, UNMIL	Gender Advisers/Focal Point (UNMIL, UNAMSIL, UNOCI)(30 minutes each)
16:00–16:30	TEA BREAK	
16:30–17:30	Plenary Discussion on Key Areas of Existing Programmes: DDR, GBV, Security Sector Reform; Elections, etc.	Amy Smythe, Senior Gender Adviser MONUC
19.00	INFORMAL DINNER AT ‘FLAIR’	

Friday, 3 December 2004

8:30 – 12:00	Session 5: Recommendations and Best Practices	Chair: Georg Frerks Rapporteur: Bib Hughes
8:30–10:00	Working Groups on Recommendations and Best Practices on DDR and GBV Liberia – Facilitator Mark Malan; Rapporteur Leora Ward Sierra Leone – Facilitator Georg Frerks; Rapporteur April O'Neill	
10:00–10:30	TEA BREAK	
10:30–11:15	Presentations (15 minutes each)	
11:15–12:30	Plenary Discussion / Identifying Recommendations and Best Practices	Georg Frerks, Clingendael
12:30–13:00	Close	Mark Malan, KAIPTC
13:00	DRINKS and LIGHT REFRESHMENTS	

Annex 2: List of Participants

Title	Surname	First Name	Organisation	Work Phone	E-Mail
(b)	(c)	(d)	(e)	(f)	(g)
Ms	Alaga	Ecoma	Director of Programmes, WANEP	233-21-221318	ealaga@wanep.org
Ms	Bangura	Barbara	National Coordinator – GEMS	232-22-226224	Gems_gems2002@yahoo.co.uk
Maj	Bekoe	Beatrice	Gender Focal Point/UNMIL HQ		beabekoe@yahoo.com
Mr	Bouta	Tsjeard	Clingendael/Researcher	31-70-31 41 955	tbouta@clingendael.nl
Ms	Domato	Angelica	UNOCI/ Senior Gender Adviser		dofab@yahoo.com
Ms	Foster	Joana	UNMIL/Gender Adviser	231-6-566 566 ext 5351	foster@un.org
Prof Dr	Frerks	Georg	Clingendael/Head CRU		Georg.frerks@wxs.nl
Ms	Gbowee	Leymah	WIPNET Liberian Coordinator	231-6-514210	lgbowee@yahoo.com
Ms	Hughes	Bib	KAIPTC/Programme Coordinator	02449375 45	bib.hughes@kaiptc.org
Ms.	Imoto	Naoko	Project Formulation Adviser JICA	021 774903	Swim_naoko@yahoo.co.jp
Mrs	Kambobe	Theresa	UNAMSIL/Gender Specialist	1-212-963-9588 ext. 6536	kambobe@un.org
Ms	Kwawu	Jane	UNIFEM/ECOWAS/Gender Consultant		janekwawu@yahoo.com
Ms	Lamptey	Comfort	DPKO/PBPU/Gender Adviser	+1-917 367 5101	lampteyc@un.org
Ms	Novicki	Margaret	KAIPTC/UN Special Adviser UN Information Centre/Director	233-24431967 9 233-21-718200 ext. 1203	margaret.novicki@kaiptc.org manovicki@yahoo.com

Mr	Malan	Mark	KAIPTC/ Head CPMRD	233-21-718200 ext 2000	mark.malan@kaiptc.org
Ms	Martin	Sarah	Refugees International/Researcher	202-828-0110	sarah@refintl.org
Ms	Ohue Ope	Mardey	Executive Director – Foundation for Female Photojournalists	233-24-4658900	FFPNET@yahoo.com
Ms	O'Neill	April	KAIPTC/Intern		oneilapril@yahoo.com
Lt Col	Owusu-Firempong	Benjamin	Training and Evaluation Service -DPKO		Owusu-firmpong@un.org
Ms	Pourquet	Salimata	O.P.E.P (Organization des Femmes d'Eburnie pour la Paix)	225-7897195 255-20335285	fefeedes@aviso.ci
Ms	Smythe	Amy	MONUC/Gender Adviser	1-212-9630103 ext 6171	smythea@un.org
Ms	Thiam	Fatou	ONOCI/Gender Focal Point	+255-05-990499	thiam@un.org
Mrs	Traore Gnininibou Logbo	Suzanne	WANEP/WIPNET Adviser		Vafag20012001@yahoo.fr
Mrs	Van der Veen	Fineke	Ministry of Foreign Affairs, The Netherlands		Fineke-vander.veen@minbuza.nl
Dr	Ward	Amelia	Mano River Women's Peace Network – Focal Point Liberia	231 06-511554	marwopnet@yahoo.com
Ms	Ward	Leora	Rapporteur - KAIPTC		Wardleora@hotmail.com

Annex 3: Overview of Gender-Related Security Council Resolutions

There are many references in Security Council Resolutions to issues that are very relevant to gender in peacekeeping operations. These include:

- Civilian protection and gender to be included in peacekeeping mandates and training. (SC Resolution 1265);
- The inclusion of HIV/AIDS education, counselling and treatment in peacekeeping preparation. (SC Resolution 1308);
- Overall gender mainstreaming, increased participation of women in peacekeeping preparation, training and operations. (SC Resolution 1325);
- Zero tolerance on abuses by peacekeeping troops and recommendations to prevent future abuses. (SC Resolution 1400);
- The inclusion of aspects of gender perspectives in MONUC's activities conforming to SC Resolution 1325. (SC Resolution 1445);
- Protection against sexual abuses and the adoption of core principles into the codes of conduct. (SC Resolution 1539).

There are also a number of significant UN policy documents that deal specifically with gender and peacekeeping. The most notable of these are:

- Windhoek Declaration/Namibia Plan of Action on 'Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations' (31 May 2000);
- Secretary-General's report on women, peace and security (16 October 2002);
- Policy paper on 'Human trafficking and UN Peacekeeping' (DPKO, March 2004).

Annex 4: Tentative Overview of Frameworks, Guidelines and Checklists in the Field of Gender, Conflict and Peacekeeping¹⁶

Name Framework	Objective/Aim	Content	Approach	Users	Remarks
DAC Guidelines helping prevent violent conflict (OECD) ¹⁷	To provide guidelines for the international donor community to prevent violent conflict and to coordinate aid	The redefinition of donor policies and identification of requirements with specific attention in the field of gender	No specific gender focus but women explicitly included as stakeholders and peacemakers. Conflict prevention seen as a central development goal	Donor governments	Not really gendered, exclusive focus on donor governments
ILO Gender guidelines for employment and skills training in conflict-affected countries ¹⁸	To provide a tool to facilitate the integration of gender issues into policy and programme development focused on employment and skills training	Identification of key issues concerning women and gender and guidelines for employment promotion and skills training organized per major themes and social and economic sectors, focusing on positive and negative gender impacts	A gendered approach recognizing gender equality as a central element of social justice and “universal and lasting peace”. Women as survivors and protagonists	Peace negotiators, policy makers, planners, governments, employers and workers organizations and donors	Practical focus on work and employment related issues

¹⁶ This is an elaborate version of the ‘Tentative Overview of Frameworks, Guidelines and Checklists in the Field of Gender and Conflict’ prepared by Dorine Plantenga and Georg Frerks for the Master Class ‘Gender and Conflict’ organised by the Netherlands Ministry of Foreign Affairs, 7-8 June 2004.

¹⁷ OECD (2001) The DAC Guidelines Helping Prevent Violent Conflict. Paris: OECD (<http://www.sourceoecd.org/>)

¹⁸ ILO (1998) Gender guidelines for employment and skills training in conflict-affected countries. Geneva: ILO (<http://www.ilo.org/publns>)

Capacities and Vulnerabilities Framework (CVA) ¹⁹	To support agencies to plan aid in emergencies by strengthening people's initiatives	A matrix with different types of vulnerabilities and capacities, disaggregated by gender and class	A developmental approach to relief, building on existing strengths of individuals and social groups while avoiding aid dependency and exclusive victim images	Relief and aid agencies	Basic analysis of gender, lacking a broader socio-economic and political analysis of the overall conflict context. Relation between variables in matrix not clear
Clingendael Women's Roles in Conflict Prevention, Conflict Resolution and Post-Conflict Reconstruction ²⁰	To distinguish and understand the different roles or positions of women in conflict-affected countries	A framework describing seven different roles and their characteristics in the pre-, actual and post-conflict phase	Based on an inventory of the literature with a focus on roles of women	Researchers and practitioners	Mainly women-based, not developing a fully gendered understanding
Clingendael institutional analysis ²¹	To review mandates, structures, policies, operational procedures, implementation and gender expertise of 16 key organisations	Detailed organizational descriptions and references for further reading based on a file study	Organizational focus with a summary of policy recommendations to strengthen organizational performance on women and conflict	Policy planners, donors and implementing agencies	Mainly focused on organisational and policy characteristics

¹⁹ Anderson, M and P. Woodrow (1989) *Rising from the ashes: Development strategies in times of disaster*, Westview Press, Boulder and San Francisco, and UNESCO. Paris. Shortened version in: *A guide to gender-analysis frameworks*, OXFAM, Oxford (1999).

²⁰ Bouta, T and G Frerks (2002) *Women's Roles in Conflict Prevention, Conflict Resolution and Post-Conflict Reconstruction*. The Hague: Ministry of Social Affairs and Employment (<http://www.clingendael.nl/cru>)

²¹ Bouta, T and G Frerks (2002) *Women's Roles in Conflict Prevention, Conflict Resolution and Post-Conflict Reconstruction*. Literature Review and Institutional analysis. The Hague: Ministry of Social Affairs and Employment (<http://www.clingendael.nl/cru>)

Gender Equality Tipsheets (OECD/DAC) ²²	A rapid reference tool on gender and conflict issues	Description and relevance of issue, strategies, practical measures and implications, resources and organizations on ten conflict and peace related issues	Provision of essential information on how to reach gender equality in identified policy fields	Gender experts and development practitioners	A first and rapid introduction to the issue
USAID Women and Women's organizations in post-conflict societies ²³	a) To provide lessons and recommendations to support women and gender relations b) To strengthen women's organizations c) To formulate a strategic framework for international assistance	A dozen of concrete lessons and recommendations and a strategic framework comprising 3 elements: enhancing physical security, increasing access to resources, and promoting political empowerment	Based on case studies in six conflict affected countries to inform policy and programmatic interventions of USAID and other international donor agencies	USAID and other donor agencies	Main focus on international assistance
Mainstreaming Gender in Peace-building: A Framework for Action (International Alert) ²⁴	To formulate policy objectives and recommendations to mainstream gender in peace processes	Conceptual chapters on conflict, peace, women and gender followed by future policy directions and recommendations for mainstreaming gender and supporting women's	Mainstreaming gender, with women and men as change agents, based on a notion of positive peace	Peace activists, governments and policy makers	Useful for advocacy and policy formulation

²² OECD/DAC (n.d.) Gender Equality Tipsheets (<http://www.oecd.org/dac/gender>)

²³ USAID (2000) Women and Women's organizations in Post conflict Societies, The Role of International Assistance, Report no. 28, Washington: USAID

²⁴ International Alert /Women Building Peace (?) Mainstreaming Gender in Peacebuilding: A Framework for Action. London: International Alert (<http://www.international-alert.org/women>)

		organizations			
Gender Equality and Peace building (CIDA) ²⁵	To include the gender dimension of conflict and peace building in development assistance	a) Identification of gender dimensions in pre, during and post-conflict situations b) key questions c) entry points for gender equality d) gendered impact indicators of development initiatives	Focus on gender mainstreaming: peace is seen as a prerequisite for gender equality	Development organisations, policy makers	Practical and comprehensive framework
Towards Gender Mainstreaming in Crisis Prevention and Conflict Management (GTZ) ²⁶	To support project managers to link gender, crisis prevention and conflict management	a) General and gendered impact of conflict at four levels (from personal to international) in pre-during and post conflict settings b) areas of intervention c) do's and don'ts at all levels of the project cycle	Mainstreaming gender and promoting gender aware conflict management	Development agencies, project managers and practitioners	Useful at project level
The Gendered Continuum of Violence and Conflict (C. Moser) ²⁷	To inspire planners and researchers to understand important components of violence reduction initiatives, demonstrating why gender analysis is critical	Based on three categories of violence and on causal factors, costs and benefits of gendered violence are identified and policy recommendations elaborated	A holistic and integral approach combining conceptual and operational aspects	Researchers, policy makers, peace negotiators and practitioners	Useful conceptualisation of the continuum of violence and the relevance of destruction and rebuilding social capital
Gender-aware Disarmament, Demobilisation and Reintegration (DDR; UNIFEM) ²⁸	To include women in DDR processes by providing a detailed checklist	List of questions to identify needs and recognize efforts of ex-combatant and civilian women	Based on SC Resolution 1325 calling for gender awareness in all aspects of peace keeping activities	Planners, policymakers and implementing agencies	Heterogeneous list mainly focused on women. Can benefit from further structuring and strategic embedding

²⁵ CIDA (1998) Gender Equality and Peace building (<http://www.acdi-cida.gc.ca>)

²⁶ GTZ (2001) Towards Gender Mainstreaming in Crisis Prevention and Conflict Management. Eschborn: GTZ

²⁷ Moser, C. (2001) 'The Gendered Continuum of Violence and Conflict' in C.O.N. Moser and F.C. Clark (eds.) Victims, Perpetrators or Actors? Gender, Armed Conflict and Political Violence. London: Zed Books

²⁸ UNDP/UNIFEM. (2003) Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist

Gender and Conflict Early warning; A Framework for Action (International Alert/Swiss Peace) ²⁹	To include a gender analysis in early warning systems in order to discontinue discriminatory policies in post-conflict situations	Based on gender-specific definitions and indicators an attempt is made to achieve (gender) adequate responsive options	Gender mainstreaming, leading to practical and realistic approaches	Researchers, planners	Proactive and mainly relevant in combination with early warning systems
Women, War, Peace (UNIFEM) ³⁰	To enable the full implementation of SC resolution 1325 by providing pertinent policy recommendations	Detailed recommendations on ten areas in conflict and peace building	Assessment done to hear the voices of women themselves; establishing their need for protection, their role in building peace and reconstruction. Based on extensive field work world wide.	UN organizations, governments and NGOs committed to the implementation of SC Resolution 1325	Useful operationalisation of policy decision
Gender, Conflict and Development ³¹	To reach an understanding of gendered dynamics in war-affected countries and to offer practical policy options for post-conflict reconstruction and development	Overview of gender roles, relations and dynamics, identification of development challenges and policy options in 8 major (post-conflict) domains. Suggestions for further research	Based on extensive literature review and emerging lessons from the World Bank's experience	Policy-makers, governments and funding agencies, practitioners in reconstruction and development	Extensive use of mainly qualitative sources focused mainly on post-conflict period. Contains overview of 35 detailed practical policy options

²⁹ Pisa-Lopez, E. and S. Schmeidl (2002) Gender and Conflict Early warning; A Framework for Action. London/Bern: International Alert/Swiss Peace (<http://www.swisspeace.ch>)

³⁰ Rehn, E. and E. J. Sirleaf (2002) Women, War Peace. New York: UNIFEM (<http://www.unifem.undp.org>).

³¹ Bouta, Tsjeard, Georg Frerks and Ian Bannon (2004) Gender, Conflict and Development. Washington D.C.: The World Bank.

Mainstreaming a Gender Perspective in Multidimensional Peace Operations ³²	The strengthening and sustaining of gender balance and gender mainstreaming in peace operations, esp. in the field	Review of UN principles and guidelines, and formulation of recommendations on: mandate, planning, leadership, recruitment, training, procedures and monitoring & accountability	Based on case studies of multidimensional peace missions in Namibia, Cambodia, Bosnia and Herzegovina and El Salvador	Policymakers, field level managers	Mainly based on UN documents and some interviewing, reflect 'earlier' missions, yet provides useful overview of state-of-the-art till 2000
Report of the Secretary - General on women, peace and security ³³	To study impact of armed conflict on women and girls, their role in peace-building and gender dimensions of peace processes and conflict resolution, including 21 recommendations for action	Concise chapters on main subject of study incl. chapters on legal framework, peacekeeping operations, humanitarian action, reconstruction and DDR	Based on existing research and inputs of the United Nations	UN Security Council, policymakers, governments, field level managers	Provides well-written and concise overview of subject and priority actions to be undertaken
Issue Brief on Women, War and Peacekeeping ³⁴	Bringing together practical background information	Fact Sheet, Definitions section, overview of tools and checklists, UN Security Council Resolutions and overview of recommendations on women and peacekeeping	Compiled on the basis of existing documentation	Policymakers, governments, field level managers and general public	Useful introduction to the subject and guide to further documentation

³² United Nations, Lessons Learned Unit, Department of Peacekeeping Operations, Mainstreaming a Gender Perspective in Multidimensional Peace Operations.

³³ United Nations, Security Council (2002) Report of the Secretary-General on women, peace and security. S/2002/1154, 16 October 2002.

³⁴ UNIFEM. Issue Brief on Women, War and Peacekeeping. <http://www.WomenWarPeace.org>.

5 th Standard Generic Training Module ³⁵	SGTM 5A-D provide information and aim at learning with regard to attitudes and behaviour of UN Peacekeepers	Modules on Code of Conduct, Cultural Awareness, Gender & Peacekeeping and Child protection	Provides standard syllabus outline for lectures by instructors with slides, text s and exercises	Trainers of peacekeepers	Focused on practical use by trainers
Handbook on United Nations Multidimensional Peacekeeping Operations: Ch IX Gender Mainstreaming ³⁶	Serves as a brief and pragmatic background on responsibilities of each peacekeeping component to new personnel	Glossary of terms, assessment, promotion and mechanisms for gender mainstreaming in peacekeeping operations	Summarizes existing knowledge and lessons learned	UN personnel, other practitioners and NGOs	Introductory text for staff
Gender Resource Package for Peacekeeping Operations ³⁷	Offering guidance on how to identify and integrate or mainstream gender issues into peacekeeping during planning, implementation and monitoring, supervision and coordination	Chapters vary in content and scope but usually provide definitions/concepts, background and substantive issues, practical guidelines or recommendations, additional sources	Developed through consultations with DPKO missions and HQ staff as well as specialised UN entities	Personnel at UN HQ and mission, (civilian and military, national and international), UN partners, NGOs, donors, civil society	Fairly comprehensive but basic introduction to the subject; work in progress

³⁵ Standard Generic Training Modules 5A-D, SGTM 1.1@JUNE03.

³⁶ United Nations (2003) Handbook on United Nations Multidimensional Peacekeeping Operations: Ch IX Gender Mainstreaming. Peacekeeping Best Practices Unit, Department of Peacekeeping Operations.

³⁷ United Nations, Department of Peacekeeping Operations (2004) Gender Resource Package for Peacekeeping Operations.

Annex 5: Model Terms of Reference for a Senior Gender Adviser³⁶

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;
- 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;
- 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;

³⁶ Annex II of the Gender Resource Package for Peacekeeping Operations – pages 199-201.

- 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;
- 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;
- Facilitate the involvement of women, women leaders and women's organizations and networks in peace processes and post-conflict reconstruction and recovery.

Annex 6: Guide to Gender Planning for Peacekeeping Operations³⁷

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.³⁸ 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.³⁹ 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 analyze 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

³⁷ ANNEX III of the Gender Resource Package for Peacekeeping Operations pages 202 – 206.

³⁸ 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.

³⁹ 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).

Adviser for Gender Issues and Advancement of Women (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,⁴⁰ 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.

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

⁴⁰ For a definition of gender mainstreaming, see chapter I, “Gender and Peacekeeping.”

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;
- 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.

Annex 7: Working Group Assignment on Gender and DDR

‘Incorporate the needs and priorities of women and girls as ex-combatants, “camp-followers” and families of ex-combatants in the design and implementation of disarmament, demobilization and reintegration programmes, including the design of camps, the distribution of benefits and access to basic resources and services, such as food, water, health care and counselling, in order to ensure the success of such programmes and the participation and full access to benefits for women and girls.’

(Report of the Secretary-General on women, peace and security (S/2002/1154), Action 19, p. 11).

Mission Mandates with respect to DDR

UNOCI/Ivory Coast

- To assist the Government of National Reconciliation in undertaking the regrouping of all the Ivorian forces involved and to ensure the security of their cantonment sites;
- To help the Government of National Reconciliation implement the national programme for the disarmament, demobilization and reintegration of the combatants (DDR), *with special attention to the specific needs of women and children*;
- to coordinate closely with the United Nations mission in Sierra Leone and in Liberia in the implementation of a voluntary repatriation and resettlement programme for foreign ex-combatants, *with special attention to the specific needs of women and children* (Security Council Resolution 1528 (2004)).

UNAMSIL/Sierra Leone

- To assist the Government of Sierra Leone in the implementation of the disarmament, demobilization and reintegration plan;
- To that end, to establish a presence at key locations throughout the territory of Sierra Leone, including at disarmament/reception centres and demobilization centres (Security Council resolution 1270 (1999) of 22 October 1999);
- To provide security in and at all sites of the disarmament, demobilization and reintegration programme (Security Council resolution 1289 (2000) of 7 February 2000).

UNMIL/Liberia

- To develop, as soon as possible, preferably within 30 days of the adoption of this resolution, in cooperation with the Joint Monitoring Commission (JMC), relevant international financial

institutions, international development organizations, and donor nations, an action plan for the overall implementation of a disarmament, demobilization, reintegration, and repatriation (DDRR) programme for all armed parties; *with particular attention to the special needs of child combatants and women*; and addressing the inclusion of non-Liberian combatants (Security Council resolution 1509 (2003) of 19 September 2003)

Topics for Discussion

1. Present the relevant general characteristics of the respective DDR programme (*discuss this question only if required for answering the other questions*);
2. Describe the operationalisation of gender issues in the DDR programme;
3. Outline critical experiences with the implementation of gender issues in the DDR programme (*salient strengths and weaknesses (specify what, how and why)*);
4. Provide recommendations for strengthening the gender dimension of the DDR programme (*mission level and general options*);
5. Prepare a concise presentation on the major findings and recommendations to the plenary.

Annex 8: Working Group Assignment on Gender and GBV

‘There is great potential for multidimensional peacekeeping operations for addressing gender perspectives, especially in areas such as human rights monitoring.’

(Report of the Secretary-General on women, peace and security (S/2002/1154))

‘Investigations of human rights violations and establishment of monitoring mechanisms should take into account gender-related crimes and violations of women’s human rights’

(Gender mainstreaming in peacekeeping activities, report of the Secretary-General, 13 February 2003, A/57/731).

‘The United Nations Mission in the Democratic Republic of Congo, known as MONUC, has opened an investigation into a UN peacekeeper accused of trying to rape a 10 year-old girl in the eastern DRC city of Goma’

(NAIROBI, 11 January 2004 (IRIN), [http:// www.peacewomen.org/un/pkwatch/press.html](http://www.peacewomen.org/un/pkwatch/press.html))).

Mission Mandates with Respect to GBV

UNOCI/Ivory Coast

- To contribute to the promotion and protection of human rights in Ivory Coast with special attention to violence committed against women and girls, and help investigate human rights violations with a view to help ending impunity (Security Council Resolution 1528 (2004)).

UNAMSIL/Sierra Leone

- Security Council Resolution 1400 (2002) expresses in article 12 its serious concern at the violence, particularly sexual violence, suffered by women and children during conflict, and emphasizes the importance of addressing these issues effectively;
- The twenty-third Report of the Secretary-General on UNAMSIL (9 September 2004, S/2004/724) mentions that ‘the establishment of family support units in all district police stations has brought about additional protection and support for the victims of sex and gender-based violence, and has enabled more women to report cases of sexual abuse’ and that ‘(T)he performance of the justice system is also improving in this regard, as evidenced by an increase in the number of convictions and the imposition of prison sentences for gender-based violence and related offences.’

UNMIL/Liberia

- To contribute towards international efforts to protect and promote human rights in Liberia, with particular attention to vulnerable groups including refugees, returning refugees and internally displaced persons, women, children, and demobilized child soldiers, within UNMIL's capabilities and under acceptable security conditions, in close cooperation with other United Nations agencies, related organizations, governmental organizations, and non-governmental organizations;
- To ensure an adequate human rights presence, capacity and expertise within UNMIL to carry out human rights promotion, protection, and monitoring activities (Security Council resolution 1509 (2003) of 19 September 2003).

Topics for Discussion

6. Describe how general human rights promotion, protection and monitoring takes place with the respective missions;
7. Describe how attention to GBV is operationalised within the respective missions' programs;
8. Outline critical experiences with the implementation of the GBV policies at three levels: a) individual GBV survivors (e.g. identification, protection, counselling and support); b) local capacity building (e.g. mandates, structures, procedures, personnel, budget); c) mission (e.g. codes of conduct, training, focal points, (complaints) monitoring, and disciplinary procedures);
9. Provide recommendations for strengthening GBV actions (*mission level and general options*);
10. Prepare a concise presentation on the major findings and recommendations to the plenary.