

Second Dutch/Spanish Seminar:
Taking UNSCR 1325 into the next decade - Gender in Peacekeeping and Peace building

A gender perspective in peacekeeping missions: Discussing guidelines

By Rosan Smits, with Sara Blink and Bruno Braak

I. Introduction

Ten years since the inception of UN Security Council Resolution 1325 on Women, Peace and Security its results are widely contemplated. Together with a series of complementary Resolutions¹, UNSCR 1325 called for focused activities that encourage the participation of women on every level of peace missions, as well as in political peace and reconstruction processes. Additionally, in the successive Resolutions, the Council demanded operational attention for the prevention of violence and protection of women in conflict situations. A decade of policy development around these high-level commitments has shown one thing: there are many challenges linked to the Resolution's implementation.

One of these challenges comprises the intersection of gender concerns and the changing nature of peacekeeping operations. The tendency of peacekeeping personnel to increasingly engage with local non-state stakeholders has made cultural awareness and gender sensitivity critical peacekeeping capacities – especially in regions where sexual violence has been used as a tactic of war.² Ultimately, the effort that the military and civil component of the peacekeeping apparatus concurrently put into making UNSCR 1325 operative on ground level is key to the success of the series of UN resolutions.

Indeed, the fairly recent development of guidelines for implementing a gender-perspective in peacekeeping missions testifies to appropriate international attention. These directives differ in their target audience and level of detail, and their practical implications and overall impact are yet to be tested in the field. Nevertheless, some commonalities already appear in terms of their approach to gender and the proposed strategies for integrating gender into mission mandates. Consequently, all missions – be they under a UN banner, European, or NATO-led – will probably face similar challenges in translating these guidelines into a genuine gender-sensitive peacekeeping operation.

This discussion paper identifies a couple of these challenges and presents entry points for a dialogue about how to address them practically. The paper will address the guidelines' approaches to gender and their implications for gender sensitivity in peacekeeping. In addition, it will look into the procedural rules and regulations for implementing the guidelines. Finally it will highlight the fact that integrating gender into peacekeeping operations means a thorough understanding of local realities and, thus, requires an effort to align with local men and women. The paper will conclude by providing entry points for further discussion on how to enable

¹ Refer to: UNSCR 1820 (2008), UNSCR 1888 (2009), UNSCR 1889 (2009).

² Johanna Valenius, 'A few kind women: gender essentialism and Nordic Peacekeeping Operations', *International Peacekeeping* vol. 14 no.4 (2007) p.10.

gender to work for the benefit of effective peacekeeping.

Four leading guidelines for implementing a gender perspective in peacekeeping missions

The following directives have been assessed:

- Council of the European Union, *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*, 15782/3/08 Rev 3, December 2008.
- North Atlantic Treaty Organisation, *Advancing Women's Perspectives in NATO Military Organisations, Gender Mainstreaming, and Measures to Protect Women and Girls in Situations of Armed Conflict*, Bi-SC Directive XX-X, 2009.
- North Atlantic Treaty Organisation, *Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure Including Measures for Protection during Armed Conflict*, Bi-SC Directive 40-1, September 2009.
- Department of Peacekeeping Operations & Department of Field Support, *Integrating a Gender Perspective in the Work of the United Nations Military in Peacekeeping Operations*, March 2010.

For a comparative overview of these guidelines, refer to Annex 1. A Comparative Overview: Guidelines for Implementing a Gender Perspective in Peacekeeping Operations.

II. Multiple approaches to gender-sensitive peacekeeping: Lost in limbo or a balancing act?

Without a doubt, the successive UN Resolutions on “Women, Peace and Security” have had a huge impact on international thinking on peacekeeping. Contrary to ten years ago, it is now widely recognized that peacekeeping is not a gender-neutral affair: gender matters for both the internal dynamics of the peacekeeping apparatus itself, as well as for the form and shape of the conflict that is to be resolved. Before going into detail about the implications of how the concept of gender is approached in the guidelines, let us pause for a moment to consider the very meaning of the term “gender-sensitive peacekeeping”, as it covers a wide-range of terminological interpretations.

“Gender-sensitive peacekeeping” can refer to the objective to achieve a proportional representation of men and women in peacekeeping forces and in its counterpart: the national security forces (also referred to as a *gender balance*). It may also indicate the aim to take local gender roles and norms as one of the fundamental parameters in the design and implementation of a peacekeeping operation (*gender mainstreaming*). Finally, it can be framed as a *protection issue* that deals with the particular vulnerability of different gender groups in armed conflict.

a. Aiming for a balanced representation of women and men in the security forces

The first objective, encouraging equal participation of men and women in the security forces, is based on the assumption that men and women have different roles to play and contributions to make in peacekeeping practice. However, this objective presents a significant challenge. Although the representation of women in the military segment of UN peacekeeping operations has slightly increased to 3% in 2010³, it is still a giant leap away from the 50% target that was set by UN Resolution 1325. The difficulties that even the UN has had in fulfilling this policy

³ United Nations, DPKO Gender statistics by mission, August 2010:
<http://www.un.org/en/peacekeeping/contributors/gender/2010gender/aug10.pdf>.

ambition pulls into question the feasibility of quantitative gender balance objectives. This is particularly evident when qualitative questions related to the complex gender dimensions of power relations are not taken into account. There is reason to question the extent to which a mere focus on encouraging women to participate in the security forces will lead to strategies that are sensitive to gender dynamics at play and that will benefit operational effectiveness.

b. Gender mainstreaming: A strategy to increase operational effectiveness

Gender mainstreaming, or taking into account gender dimensions of peace and security throughout the entire policy and intervention cycle, is even more difficult to operationalize. The rationale behind the ambition to mainstream gender in peacekeeping is that it helps to identify context-specific complexities that lead to instability and violence. In this sense, a focus on local gender dynamics may reveal, for example, that in a given society widely held gendered ideas about militant masculinity contribute to the phenomenon of unemployed men joining armed groups.⁴ It may also help to determine priority areas for intervention as it may shed light on the one-sided impact of a perceived “gender-neutral” intervention, such as judicial sector reform.⁵ Consequently, gender mainstreaming is essential for the effectiveness and sustainability of peace building and peacekeeping efforts.

c. Gender: A defining concept for protection of civilians

The most flagrant physical outcome of problematic gender relations is the prevalence of sexual violence against women – and perceived emasculated men, such as gay men or men who refuse to partake in resistance – in conflict situations. This leads us to the final interpretation of gender being a *protection issue*, as reflected in UN Resolution 1820 and 1888. This interpretation is often heard within military circles, which are responsible for providing content for protection mandates. Indeed, a differentiated focus on the respective protection needs of men and women in conflict situations will improve the response capacity of a peacekeeping mission. However, this interpretation should be treated with caution as it tends to frame complex realities in an overly simplified perpetrator–victim dichotomy. By solely underlining women’s victimhood and weakness as opposed to men’s dominance and (sexual) aggression, existing gender norms are again carved out.⁶

It should be noted that, contrary to gender mainstreaming, policy objectives related to both gender balancing peacekeeping forces and gender sensitizing protection mandates will result in women-centred strategies. As a consequence, it is generally misunderstood that gender is incorporated into and covered by policy that merely takes into account women and their interests – which is not the case. As a result of this misconception, men’s gendered roles, responsibilities and needs in either a peacekeeping force or a given society are often left aside and gender as an analytical frame of reference fades into the background. Thus, the three approaches mentioned above cannot automatically be regarded complementary, as they relate rather differently to objectives of effective and sustainable peacekeeping. Inattentively placing them in the same gender box may constrain their applicability for integrating a gender perspective - rather than women-oriented strategies - throughout the entire peacekeeping policy cycle.

⁴ Refer to, for example: Baaz, M. E, & Stern, M (2010), ‘The Complexity of Violence: A critical analysis of sexual violence in the Democratic Republic of Congo (DRC)’, Sida and the North Africa Institute.

⁵ CRU research project on non-state security actors in Colombia, April 2010.

⁶ Baaz & Stern, *referred to in note 4*.

III. Guidelines' approach to gender-sensitive peacekeeping

All assessed guidelines more or less try to combine these three approaches to gender into one set of directives. The ESDP⁷ guidelines, for example, aim to “ensure gender mainstreaming and implementation of UNSCR 1325 and UNSCR 1820 from the early planning to the conduct of ESDP operations, and their follow-up” (ESDP 2008:4) in order to increase the crisis management efficiency of the EU. The NATO directives are, in turn, designed to “implement UNSCR 1325 to afford (...) NATO-led missions and operations the advantage of including the perspectives of women in NATO, encouraging a policy of gender mainstreaming and protecting women and girls during armed conflict” (NATO 2009:4). Finally, DPKO simply aims to “support practical translation of existing mandates on women, peace and security” (DPKO 2010:6), so as to enhance the operational effectiveness of military peacekeeping tasks.

Remarkably, all the guidelines connect operational effectiveness to all three approaches: gender-balanced representation, protection of women and girls, and gender mainstreaming. Yet, this is done without taking notice of the different, and sometimes problematic, relation between these approaches and the end-goal of mission effectiveness.

Taking a closer look at the guidelines, it appears that concrete directives indeed reflect a strong focus on the participation of women in peace building and peacekeeping as well as on the protection of women against sexual violence. They are far less detailed in their treatment of how to mainstream gender through all policy and operational levels. Even worse, gender is almost exclusively being illustrated by – and thereby confused with – examples related to sexual violence or female participation in peacekeeping forces. The ESDP guidelines, for example, state that “gender, including in the context of sexual and gender-based violence, [is to be considered] a factor in situation analysis” (ESDP 2008:5).

Because of the somewhat narrow women-oriented approach to the gender concept, the male side of the gender equation represents a blind spot in the guidelines. Although all stress that gender mainstreaming “does not focus solely on women” (NATO 2009:4) and “requires the commitment and participation of both men and women” (ESDP 2008:3), none of the guidelines offer concrete entry points for the integration of men or the phenomenon of militarised masculinities into gender policies. The demobilisation, disarmament and reintegration (DDR) directives of DPKO (2010:32) make a good example. These guidelines concentrate on the specific needs of female (ex-) combatants, but neglect to offer guidance in how to deal with the gendered dimensions of violence and militarised masculinities that may pose an obstacle to men’s reintegration process.

In sum, the big challenge to be faced when implementing the respective guidelines for gender-sensitive peacekeeping is to connect them with a stronger focus on men and their masculinities. This will be conducive to the overall efficiency and effectiveness of contemporary peacekeeping strategies.

⁷ The European Security and Defence Policy (ESDP) is referred to as the Common Security and Defence Policy (CSDP) since the Lisbon Treaty became effective on 1 December 2009. In the assessed guideline the policy is still called ESDP. For this reason the acronym ESDP is still used here.

IV. Procedures: How to mainstream gender?

Besides their operational approach to gender, the guidelines procedural arrangements for implementation can also be compared.⁸ From existing literature, five assets emerge that are helpful in assessing the guidelines' operational feasibility.

Policy cycle: how the guidelines implement good gender mainstreaming

Gender analysis has to be part of a situation analysis and the design, implementation, monitoring and evaluation of policies related to peace and security. Particular attention should be paid to the preparatory phase of programming and planning: gender, as an analytical concept, is already indispensable when determining criteria for intervention and preparing troop deployment.⁹ In addition, gender-sensitive policy design requires a participatory approach, in which the involvement of both local women and men is critical to the success and sustainability of international missions aiming for stability and peace.¹⁰ A simple guideline is that interaction with local communities helps to tailor a mission's objective to local realities, although men and women may have a different perspective on local priority needs. Finally, it is essential that gender be an integral part of incremental policy processes, rather than a fixed add-on. Gender mainstreaming, therefore, must not only influence the manner in which policy is designed, but also impact the subsequent monitoring and evaluation process.¹¹

Although all guidelines mention the importance of mainstreaming gender throughout the policy process, considerable differences remain when looking at their actual policy guidance for doing so. Where the DPKO- and ESDP-guidelines represent a strong incremental approach, based on ongoing gender analysis and lessons learned, NATO does not express any ambition to have gender impact the policy cycle continuously. Both ESDP and NATO stipulate little room for the local population, much less the local female population, in helping to shape the operation. NATO places the responsibility to maintain contact with local women's groups with the gender advisor, but shows an overall tendency to depict the local population more as passive victims than as possible agents in a solution. DPKO on the other hand is strongest in involving local (female) populations in every phase of the mission in order to gain access to valuable on-the-ground knowledge and perspectives.

Roles and responsibilities: is it all about the gender advisor?

A system-wide gender mainstreaming effort requires that roles and responsibilities regarding the implementation of the guidelines be clearly defined from the earliest stage of the policy cycle onwards. Within this policy cycle, gender advisors and focal points should be understood as facilitators, catalysts and advisors, but not necessarily as ultimately accountable for implementing the guidelines in their mission. As regards the position of gender advisors, specific attention should be paid to: gender balance (i.e. female and male advisors), hierarchy, and tasks

⁸ For an overview of this comparison, please refer to ANNEX 1: Comparative Overview: Guidelines for Implementing a Gender Perspective in Peacekeeping Operations.

⁹ UN Peace Building Commission, 'Synthesis Report. Key Insights, Principles, Good Practices and Emerging Lessons in Peacebuilding', working group on lessons learned, special session, 12 June 2008.

www.un.org/peace/peacebuilding/Working%20Group%20on%20Lessons%20Learned/keyInsights/Synthesis%20Report%20with%2012June08%20Meeting%20Conclusions%20Final.pdf, p.10 and Megan Bastick and Daniel de Torres, 'Tool 13: Implementing the women, peace and security resolutions in SSR', *UN-INSTRAW and DCAF* (2010) p. 4.

¹⁰ Johanna Valenius, 'Gender mainstreaming in ESDP missions', Chaillot Paper n. 101 May 2007, *Institute for Security Studies* p. 50/53 en Bastick and de Torres, 'Tool 13' p. 25.

¹¹ Bastick and de Torres, 'Tool 13' p 4.

and competences.¹² The final responsibility (and accountability) for integrating gender into peacekeeping operations lies with the senior managers and commanders. They should develop operational guidance in terms of commitment, guiding policies and (human) resources.

Overall, all the guidelines focus strongly on the role of the gender advisor. DPKO is the only one that identifies gender-related responsibilities and tasks throughout the entire hierarchy and, additionally, places a strong emphasis on the role of gender advisors and focal points. NATO is also very specific on the tasks that the gender advisors should perform, but fails to comprehensively indicate the responsibilities of others in the chain of command. The ESDP directive is particularly weak on clearly defining roles and responsibilities in general. What is striking is that all guidelines aim for a representative and balanced workforce, but none of the guidelines explicitly demand a gender balance among its gender experts.

Hierarchically, the gender advisors and focal points in DPKO operations are placed parallel to the chain of command and exist at every level. DPKO distinguishes between the strategic, operational and tactical competencies and organizes its gender expertise accordingly. Here, they work under the leadership of both the higher-ranking mission gender advisor and the relevant military commander. The leadership of the military component of the UN peacekeeping missions holds final responsibility for ensuring compliance with the guidelines, whereas the Military Gender Advisor is designated by DPKO with responsibility for coordinating and guiding the implementation process. NATO requires its gender advisors to support the work of and report to the commander. It is also the most elaborate of the three about the tasks and competences that gender advisors are endowed with. The ESDP directives testify to a bare minimal understanding of the position of gender advisors. The guideline remains rather vague by only stating that gender advisors are directed by 'the chain of command'. However, they do assign critical tasks to them: they will advise during the planning process; take action on sexual and gender-based violence; and are enabled to communicate directly with appropriate EU-structures. Neither ESDP nor NATO specifies which part of the chain of command is primarily responsible for the implementation of gender-related tasks. Hence, the inherent risk is that, besides the gender advisor, nobody can be held accountable for the mission's progress on achieving its gender goals.

Additionally, another component of roles and responsibilities is pre-deployment training by troop-contributing countries (TCCs) and in-mission training by a gender advisor. In the context of this seminar, this element deserves special attention. Pre-deployment and in-mission gender training of peacekeeping personnel are good instruments for increasing the overall gender sensitivity of peacekeeping operations of NATO, ESDP and DPKO. Here, the in-mission training should be provided by the gender unit of the mission and should be adjusted according to the specific roles and responsibilities of the peacekeeping personnel that are to be trained.¹³ The pre-deployment training must be provided by the TCCs themselves, and should include broad and generic training on international commitments on gender, peace and security.

When taking a closer look at the guidelines of NATO, ESDP and DPKO, it becomes clear that all three of them call for TCCs to promote gender balance and gender expertise among their troops. A difference in approach lies in who is charged with implementation. Whereas DPKO and NATO assign this task to their gender advisor or military gender focal point, the ESDP guideline is

¹³ Bertolazzi, F. (2010), "Women with a Blue Helmet - the integration of Women and Gender Issues in UN Peacekeeping Missions", UN-INSTRAW, pg. 22.

unclear on roles and responsibilities as regards in-mission training.

Indicators: the lack of smart ones

As determined by the April 2010 Report of the UNSG, for effective integration of a gender perspective in peacekeeping operations, the guidelines must include a set of SMART indicators.¹⁴ Establishing a standard methodological framework for assessing the success and impact of the guidelines' implementation will enable the peacekeeping operations to better compare their respective results and, thereby, stimulate longitudinal improvement. In turn, more effective monitoring and evaluation of gender mainstreaming interventions will eventually also improve the functioning of accountability mechanisms.¹⁵ In order to understand the impact a peacekeeping mission has on gender issues, both quantitative and qualitative indicators should be designed. Good indicators a. should draw from experience with existing indicators and be designed through a consultative process with a selection of relevant stakeholders; b. must be specific, measurable, achievable, relevant and time-bound; and c. should facilitate both qualitative data collection as well as the collection of sex-disaggregated quantitative data.

Unfortunately, the guidelines hardly put any such indicators in place. There are no indicators included for measuring the progress made in implementing the policy directives on gender-sensitive peacekeeping. This may strain the monitoring and evaluation process as well as undermine the feasibility of working accountability mechanisms.

Accountability mechanisms: the why behind justifying

Proper mechanisms are necessary to ensure that both civilian and military peacekeeping personnel can be held accountable for their conduct. This accountability is two-fold and relates to the performance of the peacekeeping operation on gender-oriented goals (for example, the proportional representation of men and women), and the behaviour of peacekeepers toward men and women in the host country.

Performance-based accountability has an internal and an external component. Internally, it must be clear at all levels of the chain of command who is being held accountable for the (lack of) performance on the respective gender-related responsibilities. Naturally, senior managers and commanders are ultimately responsible for integrating gender throughout a peacekeeping operation, and their accountability should be incorporated in existing performance-based accountability mechanisms. Externally, the local men and women of the host country must be able to demand explanations and justifications and should be consulted during monitoring and evaluation processes.

Finally, easily accessible complaint mechanisms are vital to ensuring allegations of gender-related violence committed by peacekeepers will be taken seriously and subsequently dealt with.

These accountability mechanisms are integrated differently by the three organizations. DPKO incorporates performance on gender-related goals into the existing accountability structures; it requires all parts of the chain of command to report on their progress. The NATO and ESDP directives however, do not establish provisions to ensure that senior management or gender

¹⁴ UNSC 'Women and peace and security' Report of the Secretary General, 6 april 2010, clause 4.
http://www.un.org/ga/search/view_doc.asp?symbol=S/2010/173. SMART refers to Specific, Measurable, Achievable, Relevant and Time-bound indicators.

¹⁵ OSAGI, as referred to in note 10.

advisors can be held accountable for (a lack of) progress made on their gender-related responsibilities. Their accountability provisions are set in place to cover complaints about peacekeeping personnel concerning gender-based violence. In addition, in all the guidelines the performance-based external accountability toward the local population is very limited. Different contact mechanisms, like outreach projects, consultations, and general contact with local actors, are encouraged. However, no mechanisms are put in place to enable local men and women to ask for explanations or justifications.

Resources: no representation without taxation

In implementing any new guidelines into an existing organization, adequate budgetary provisions as well as human resources are essential.¹⁶ However, a balance is to be struck between reserving funds for budget mainstreaming and paying too much attention to gender as a theme separate from, instead of intrinsically connected with, peace building efforts.

The guidelines remain unclear with regard to the allocation of (human) resources. ESDP is the most explicit, stating that, “budgetary provisions (...) will be made”. DPKO only signals the need to make budgetary provisions but does not specify where the budget should come from. Lastly, NATO does not mention anything at all about resources. Without the proper allocation of resources, however, the effective implementation of the guidelines seems much less feasible.

V. Highlight: Local communities

As already emphasised in the procedural analysis, the involvement of both local men and women is key to the success of peacekeeping missions. Because of this essential role this element deserves a more elaborate explanation. The reason for this is simple; the local population can best identify what the needs and priorities are for their community. The community should not only be seen as victims, but rather more as actors of change.¹⁷ In the past, local consultation was not a priority from the start of a mission, but showed its relevance along the way.¹⁸ Within these consultations, it is of utmost relevance for a complete analysis to consider diverse perspectives on a given situation. This implies speaking to both men and women. It is, however, of great importance to be aware of the fact that last minute gender mainstreaming will not lead to lasting effects.¹⁹ Therefore, the help of the local community should be integrated into all parts of the policy cycle.

The assessed guidelines of ESDP and NATO do not put forward strong involvement of the local community. The ESDP guidelines mention the local population only once, in the context of explaining the mandate to them. The NATO directive most of the time speaks passively about the local population, except in explaining the role of a Gender Advisor who should maintain contact with local women’s organizations. Additionally, there needs to be some form of local consultation of women by NATO operations in the operational planning phase. Unfortunately, this interaction is only mentioned in a cultural context. The strongest involvement of locals comes from the DPKO directive. In order to strengthen the participation of local women in

¹⁶ OSAGI, *as referred to in note 10*.

¹⁷ Johanna Valenius, ‘Gender mainstreaming in ESDP missions’, Chaillot Paper n. 101 May 2007, *Institute for Security Studies* p. 49.

¹⁸ Adibel Nduka-Agwu, ‘Doing Gender’ After the War: Dealing with Gender Mainstreaming and Sexual exploitation and Abuse in UN Peace Support Operations in Liberia and Sierra Leone’, *Civil Wars*, Vol.11, No.2 (June 2009), pp.179–199, p. 191.

¹⁹ Valenius, ‘Gender mainstreaming in ESDP missions’, p. 53.

peacekeeping activities, the value of the local population’s contributions, including those of women, should be underlined in all military guidelines, and provisions should be incorporated in all strategic planning documents. Within the strategic-level of military guidance, local involvement is strongly represented. At the operational and tactical level this line is continued.

VI. Discussion points

On the basis of the analysis of the guidelines, reviewing the procedural criteria brings different issues to the fore. To make a discussion possible, the most significant issues are taken together and integrated into three main points of discussion.

First of all, the most outstanding characteristic is the large extent to which the guidelines limit 'gender' to women; i.e. more women in the military, women in decision-making positions in the military, and, to some extent, contact with local women and women's organizations. As 'gender', in fact, concerns both women and men and, in particular, how they interact and relate to each other, the following discussion point emerges: Would a stronger focus on men and male attitudes toward women in the military, as well as toward local women, be conducive to efficient and effective peacekeeping?

Secondly, this paper made clear that gender should be integrated into all aspects of the policy cycle, from pre-analysis to evaluation. Because so few people really understand what is actually meant by this, is it worth the effort to focus on gender mainstreaming in peacekeeping operations?

Thirdly, the involvement of the local population, both men and women, was highlighted as an important aspect in peacekeeping operations. The reasons for this are made clear. The question that remains is how this involvement can be realised. Is direct contact with local men and women living in the area of operations a quick, easy and feasible way to operate more effectively? Should this be a typical task for the female operatives, or should men also be involved?

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| <p>Three points for discussion</p> <ul style="list-style-type: none">• Would a stronger focus on men and male attitudes toward women in the military, as well as toward local women, be conducive to efficient and effective peacekeeping?• Is it worth the effort to focus on gender-mainstreaming in peacekeeping operations?• Is direct contact with the local men and women living in the area of operations a quick, easy and feasible way to operate more effectively? Should this be a typical task for the female operatives, or should men also be involved? |
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ANNEX 1: Comparative Overview: Guidelines for Implementing a Gender Perspective in Peacekeeping Operations

Four leading guidelines for implementing a gender perspective in peacekeeping missions

The following directives have been assessed:

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CRITERIA FOR GENDER-SENSITIVE PEACEKEEPING

Policy Cycle

- For gender mainstreaming to be effective, integrating a gender perspective in the preparatory phase of programming and planning is key.
- Gender analysis must have a flexible and continuous impact on the policy cycle.
- Interaction with the local community (both women and men) must be considered throughout the entire policy cycle.

Roles and responsibilities

- Roles and responsibilities regarding the implementation of the guidelines must be clearly defined from the earliest stage of the policy cycle onwards.
- Senior managers and commanders should bear prime responsibility (and accountability) for integrating gender in peacekeeping, and should develop operational guidance in terms of commitment, guiding policies and (human) resources.
- Gender advisors and focal points should be understood as facilitators, catalysts and advisors, but not necessarily as the party accountable for implementing the guidelines in their mission. Regarding their position, specific attention should be paid to: a. Promoting a gender balance among gender advisors; b. Seniority of the position of gender advisors; c. Representing a wide variety of competences within the gender unit, which are required to execute the diffuse tasks that are ascribed to the role of the gender advisor.
- Pre-deployment training is the responsibility of the troop-contributing countries (TCCs) themselves, and should include broad and generic training on international commitments on gender, peace and security.
- In-mission training is mostly provided by the gender unit of the mission and should be adjusted according to the specific roles and responsibilities of the peacekeeping personnel that are to be trained.

Indicators

- Abstract goals must be complemented with indicators to improve monitoring, evaluation and accountability.
- An organization-wide methodological framework enables comparison and cross-learning among different peacekeeping missions.
- Indicators should be specific, measurable, achievable, relevant and time-bound.
- Indicators should have both qualitative and quantitative features.
- The development of indicators should build on experience with existing indicators and on a consultative process with relevant stakeholders.

Accountability

- Performance on gender-related goals should be incorporated into existing accountability structures.
- Power holders should answer for their performance in implementing the guidelines.
- Male and female citizens of the host country should be equally enabled to ask for explanations and justifications and they should be consulted in monitoring and evaluation processes.

Resources

- The provision of earmarked budget as well as human resource allocation is indispensable for the implementation of gender guidelines in peacekeeping operations.

| | DPKO | NATO | ESDP | Analysis |
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| <i>Objective</i> | <i>These guidelines aim to enhance the operational effectiveness of military peacekeeping tasks by serving as a tool to guide practical translation of existing mandates on women, peace and security in the performance of these tasks. They are intended to support military personnel working at the strategic, operational and tactical levels to ensure that the security priorities and concerns of all sectors of the</i> | <i>This Bi-Strategic Command directive is provided to the military organizations and forces in the NATO Command Structure to implement UNSCR1325 to afford the Alliance and NATO led missions and operations the advantage of including female perspectives NATO, encouraging a policy of gender mainstreaming and protecting women and girls during armed conflict.</i> | <i>Gender mainstreaming in the area of ESDP is not a goal in itself; the ultimate objective is to increase the EU's crisis management efficiency. This document seeks to ensure gender mainstreaming and implementation of UNSCR 1325 and UNSCR 1820 from the early planning to the conduct of ESDP operations, including their follow-up. The document should be used by all actors involved in planning and conducting ESDP missions/operations. It should serve</i> | <i>DPKO and ESDP focus strongly on active participation of women and gender analysis, whereas NATO places more emphasis on combating sexual violence against women.</i> |

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| | <i>local population—women, men, boys and girls— inform the planning process as well as the operational activities of the military in its areas of operation.</i> | | <i>as a reminder and provide concrete examples of what can be done during the different stages of planning, conducting and drawing lessons from ESDP missions/operations.</i> | |
| <p>Policy cycle</p> <ul style="list-style-type: none"> ✓ Gender perspective is integrated in preparatory phase. ✓ Continuous and flexible impact of gender analyses on policy. ✓ Interaction with local communities (men and women). | <p>Planning:</p> <ul style="list-style-type: none"> - Define security risks facing women and integrate these into overall risk assessment in the area of operation; - Consult and draw on the perspectives of both local women and men; - Ensure that gender issues influence strategic military plans; - Assess how women’s and men’s contributions to consolidating peace can be strengthened. <p>Reporting, monitoring and evaluation:</p> <ul style="list-style-type: none"> - Report on trends relating to incidences of sexual violence against women and girls where they occur; - Generate a more detailed understanding of the situational environment so as to ensure more effective military responses and interventions; - DPKO will include progress on gender mainstreaming in | <p>Planning:</p> <ul style="list-style-type: none"> - Utilize Gender Advisors’ expertise to ensure integration of UNSCR 1325 in the conduct of operations and missions; - Provide mission-specific training and information handouts on gender-related issues; - Analyze for a given operation whether procedures should be implemented to protect civilians with specific consideration given to gender-based violence in order to comply with UNSCR 1325. <p>Implementation:</p> <ul style="list-style-type: none"> - Where appropriate in a cultural context, include women from NATO-led forces in activities that involve contact with local populations. <p>Reporting, monitoring and evaluation:</p> <ul style="list-style-type: none"> - Based on Mandatory Standard of Behaviour with integrated gender aspect and editable operational planning checklist; | <p>Exploring:</p> <ul style="list-style-type: none"> - Situation assessments include a summary of gender-related issues, including the possible threat of the use, or the actual use of sexual and gender-based violence in the area of operation. <p>Planning:</p> <ul style="list-style-type: none"> - During the development of the CONOPS the need for a gender advisor is assessed, depending on the mandate and size of the mission/operation. <p>Planning 2:</p> <ul style="list-style-type: none"> - OPLAN contains guidance on gender issues, in line with the mandate, developing the tasks identified in the CONOPS. <p>Implementation:</p> <ul style="list-style-type: none"> - The chain of command ensures implementation of the gender-related tasks set out in the OPLAN and consider how each component of the mission might take account of gender issues, including the issues | <p>All guidelines acknowledge the importance of mainstreaming gender throughout the policy process.</p> <p>ESDP mentions the importance of including gender analysis in pre-planning situation assessments.</p> <p>DPKO and NATO start integrating a gender perspective in the planning phase of the mission.</p> <p>Whereas the DPKO and ESDP guidelines represent a strong incremental approach, based on ongoing gender analysis and lessons learned, NATO does not express any ambition to let gender impact the policy cycle continuously.</p> <p>Both ESDP and NATO stipulate little room for the local population, much less the local female population, in helping to shape the operation. NATO</p> |

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| | <p>peacekeeping operations in oral briefings, in Secretary-General reports to the Security Council, and in special reports and thematic reports;</p> <ul style="list-style-type: none"> - Include analyses of the operational value of having a diverse (from a gender standpoint) military peacekeeping presence in periodic and annual reports of OMA. <p>Following approval, the guidelines will be field tested for a period of two years and will be subsequently reviewed and updated to capture lessons learned and new developments in peacekeeping relevant to the role of military peacekeepers.</p> | <ul style="list-style-type: none"> - Include statements in final mission reviews with regard to how females' perspectives and gender dimensions were integrated as well as any lessons learned. | <p>related to possible use of sexual and gender-based violence (in the area of operation).</p> <p>Reporting, monitoring and evaluation: - The contribution of EUSR's work and ESDP missions/ operations on the situation of men and women in the area of operation is assessed;</p> <ul style="list-style-type: none"> - The contribution of gender mainstreaming to the effectiveness of the ESDP mission/operation is assessed; - Includes consultations with local and international non-state actors; - Military briefings, reporting and reviews by EUSRs, HoMs, Commanders and so forth will include gender-related aspects; - This should be done as a routine and not only when problems have occurred. | <p>places the responsibility to maintain contact with local women's groups with the gender advisor, but shows an overall tendency to depict the local population more as passive victims than as possible agents of a solution. DPKO is strongest in involving local (female) populations in every phase of the mission in order to gain access to valuable on-the-ground knowledge and perspectives.</p> |
| <p>Roles & Responsibilities</p> <ul style="list-style-type: none"> ✓ Clear mandates. ✓ Prime operational responsibility lies with senior | <p>Office of Military Affairs:</p> <ul style="list-style-type: none"> - Ensure that briefings by the military advisor to TCCs underline the value of implementing mandates on women, peace and security to enhance operational success in the work of the military; - Design an implementation strategy to support monitoring | <p>HQ:</p> <ul style="list-style-type: none"> - Strive for balanced workforce. <p>TCCs :</p> <ul style="list-style-type: none"> - Pre-deployment military training. <p>Nations:</p> <ul style="list-style-type: none"> - Provide VNCs with gender expertise to act as gender advisors. | <p>Personal Representative of the SG/HR for human rights:</p> <ul style="list-style-type: none"> - Provide advice throughout the planning process. <p>EU (Member States):</p> <ul style="list-style-type: none"> - Promote gender mainstreaming; - Promote an appropriate gender balance; - Develop and offer training courses | <p>All guidelines signal the need to assign specific responsibilities to existing parts of the chain of command. Nevertheless, they all depend heavily on the expertise of gender advisors.</p> <p>This is mainly reflected in the DPKO and NATO guidelines,</p> |

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| <p>management</p> <p>✓ Gender advisor as facilitator, catalyst and advisor.</p> <p>✓ Pre-deployment training by TCC's.</p> <p>✓ In-mission training by gender advisor.</p> | <p>the guidelines;</p> <ul style="list-style-type: none"> - Oversee monitoring and evaluation of the guidelines. <p>Leadership of the military component of UN peacekeeping missions:</p> <ul style="list-style-type: none"> - Is responsible for ensuring compliance with the guidelines. <p>Mission gender specialists:</p> <ul style="list-style-type: none"> - Facilitate the inclusion of local women's perspectives in information analysis and assessments; - Inform the force commander's planning and the execution of mandated tasks. <p>Military planners:</p> <ul style="list-style-type: none"> - Consult with mission gender unit to obtain overview of protection challenges facing women in the community. <p>Military component force HQ:</p> <ul style="list-style-type: none"> - Ensure liaison between the military gender focal points and women's organizations; - Take account of power relations in the community to ensure that women have equal access to services and | <p>NATO force commanders:</p> <ul style="list-style-type: none"> - Enforce good order and discipline among NATO forces; - Appoint an investigation officer in case of allegation or incidents that breach NATO Standards of Behaviour. <p>Operational Commanders:</p> <ul style="list-style-type: none"> - Have authority to establish stricter rules and tailor their guidance to best meet the specific operation or mission. <p>Gender advisor:</p> <ul style="list-style-type: none"> - Is dual-hatted and preferably appointed from available personnel; - Directly support commanders in planning, execution and evaluation of operations; - Report to commander via chain of command; - Provide advice on information and guidelines related to UNSCR 1325 gender perspectives; - Support J1 in maintaining an up-to-date overview of the number and positions of women deployed in NATO operations and missions; - Establish and oversee system of gender awareness education and | <p>on gender in ESDP missions/operations.</p> <p>SITCEN and EUMS:</p> <ul style="list-style-type: none"> - Consider gender, including sexual and gender-based violence, as a factor in situation analyses; - Liaise and share information with other organizations. <p>Head of Mission or Commander:</p> <ul style="list-style-type: none"> - Cover in their briefings the mission-specific gender mainstreaming issues; - Ensure that breaches of the standards of behaviour are reported within the EU chain of command; - Ensure that personnel are aware of complaint procedures concerning sexual assault and harassment. <p>Exploratory missions, Fact Finding Missions, planning teams and all other planning activities:</p> <ul style="list-style-type: none"> - Consider gender issues; - Enlist specific gender expertise for the purpose of the mission. <p>The Chain of Command:</p> <ul style="list-style-type: none"> - Ensure implementation of the gender-related tasks set out in the OPLAN and consider how each component of the mission might take account of gender issues, including | <p>which spell out the tasks that the gender advisor is to fulfil, whereas they are less clear about the responsibilities that are to be held by other parts of the hierarchy. ESDP is particularly weak on clearly defining general roles and responsibilities.</p> <p>DPKO identifies gender-related responsibilities and tasks throughout the entire hierarchy and designates the Military Gender Advisor with responsibility for coordinating and guiding the implementation of UNSC mandates on women, peace and security. However, the leadership of the military component of the UN peacekeeping missions hold final responsibility for ensuring compliance with the guidelines. ESDP and NATO do not specify which part of the chain of command is primarily responsible for the implementation of gender-related tasks. Hence, the inherent risk is that, besides the gender advisor, nobody</p> |
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| | <p>assistance; - Enable safe transport for humanitarian assistance; - Ensure that humanitarian organizations working to support victims of sexual violence enjoy safe access.</p> <p>Military gender advisor: - Support mission-wide implementation of mandates on women, peace and security; - Provide strategic guidance and direction to integrate gender perspectives into work of a peacekeeping mission; - Provide technical support to gender officers/focal points; - Support integration of a gender perspective into the work of the military component in peacekeeping missions.</p> <p>Military gender focal point: - Advise and monitor on the operational level; - Offer targeted in-mission gender training; - Support liaison with missions' gender unit and local women's organizations on UN civil-military coordination (UN-CIMIC) activities.</p> | <p>training programs; - Ensure liaison with local and international (women's) organizations; - Provide significant best practices and areas of concern to the Joint Analysis and Lessons Learned Centre; - Provide commanders and operational planners' gender and UNSCR 1325 assessment in areas of operation, and include this analysis during in-theatre training and education programs.</p> <p>Staff with gender expertise: - Assist in early planning processes to ensure full integration of gender mainstreaming and women's perspectives in conducting operations and missions.</p> <p>All NATO personnel: - Abide by Standards of Behaviour; - Report through the chain of command any allegations and incidents of harm to civilians.</p> | <p>issues related to the possible use of sexual and gender-based violence (in the area of operation).</p> <p>Gender Advisor: is directed by chain of command to: - Provide advice throughout the planning process; - Take action on sexual and gender-based violence; - Communicate gender-related issues directly with appropriate EU-structures.</p> <p>Staff with gender expertise: - Where relevant, serve as focal point and provide technical expertise; - Should be identified and made use of during the detailed planning of the mission/operation.</p> | <p>can be held accountable for the mission's progress on achieving its gender goals.</p> <p>The guidelines all task their gender advisor with a variety of responsibilities, ranging from preparatory advice to in-mission training. DPKO distinguishes between the strategic, operational and tactical competencies and organizes its gender expertise accordingly.</p> <p>NATO calls for the designation of Gender Advisors at static HQs and at HQs involved in operations, missions and exercises. These advisors are tasked with a diffuse set of responsibilities, ranging from establishing a system of gender awareness education to supporting the commanders in planning, conducting and evaluating the operation. It is unclear to what extent (human) resources are allocated to enable the gender advisor to adequately perform the challenging variety of tasks.</p> |
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| | | | | <p>The ESDP directives testify of a minimal understanding of the position of gender advisors. However, they do assign critical tasks to them. They will advise during the planning process; and they are enabled to communicate directly with appropriate EU-structures.</p> <p>In their objective to gender mainstream the internal organization, all guidelines aim for a representative and balanced workforce. Special priority is given to the bodies that are in direct contact with the local population. However, not one of the guidelines explicitly demands a gender balance among its gender experts.</p> <p>All guidelines demand from TCCs that they promote a gender balance and gender expertise within their troops.</p> <p>All guidelines stress the importance of in-mission training. DPKO and NATO assign this task to their gender</p> |
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| | | | | | | | advisor or military gender focal point. ESDP is unclear on roles and responsibilities as regards in-mission training. |
| Indicators ✓ Complementary indicators. ✓ Organization-wide methodology ✓ SMART indicators. ✓ Quantitative and qualitative. ✓ Responsive designing process of indicators. | Calls for the inclusion of specific gender indicators in military strategic planning documents to improve monitoring of progress in implementing mandates on women, peace and security. Qualitative - Assessment of operational impact of the deployment of female personnel. | No indicators mentioned. | | | Quantitative: - Gender ratio and gender equality within the force. | | The guidelines hardly put in place any indicators for measuring the progress made in implementing the policy directives on gender-sensitive peacekeeping. This may strain the monitoring and evaluation process as well as undermine the feasibility of working accountability mechanisms. |
| Accountability ✓ Performance on gender-related issues is incorporated in existing accountability mechanisms. | Performance-based: Internal: - The leadership of the military components of UN peacekeeping missions will | Allegations on gender-related violence: | Performance-based: Internal: - Feedback mechanisms via SACEUR and ACT annual reports to monitor, | Allegations on gender-related violence: - Gender advisor, commander, J1, POLAD, PAO, Provost Marshal and LEGAD cooperate in any inquiry or investigation | Performance-based: Internal: - Gender mainstreaming and the implementation of UNSCR 1325 and UNSCR 1820 are included in | Allegations on gender-related violence: - In line with the Generic Standards of Behaviour, all ESDP missions have clear and appropriate | DPKO incorporates the performance on gender-related goals into the existing accountability structures; it requires all parts of the chain of command to report on their progress. The NATO and ESDP directives however, do not establish provisions to ensure that |

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| <p>✓ Power holders answer for their performance.</p> <p>✓ Accountability toward the local population.</p> | <p>be responsible for ensuring compliance with the guidelines;</p> <p>- The several roles that have been charged with gender-related responsibilities are part of, and answer to, the regular chain of command.</p> <p>External:</p> <p>- The local population is consulted and engaged in several parts of the peacekeeping operation so as to improve situational awareness and ease monitoring and verification</p> | | <p>review and analyse the effectiveness of UNSCR 1325.</p> <p>External:</p> <p>No local accountability mechanisms.</p> | <p>initiated by the commander concerning a breach of NATO Standards of Behaviour, or an allegation of violence, rape or other forms of sexual abuse.</p> | <p>the lessons processes;</p> <p>- Reporting and reviews will include a reference to achievements with regard to gender mainstreaming.</p> <p>External:</p> <p>No local accountability mechanisms.</p> | <p>provisions for the handling of gender-related complaints, including sexual assault and sexual harassment.</p> <p>-The Force Commanders/ HoMs must ensure that their personnel are aware of complaint procedures.</p> <p>-The officer to whom the complaints are to be reported, should not be the same person as the gender advisor.</p> | <p>senior management or gender advisors can be accountable for (a lack of) progress made on their gender-related responsibilities. Their accountability provisions are limited to complaints concerning gender-based violence by peacekeeping-personnel.</p> <p>The performance-based external accountability toward the local population is very limited in all the guidelines.</p> <p>Outreach projects, consultations, and general contact with local actors are encouraged; however, no mechanisms are put in place to enable the local population to ask for explanations or justifications.</p> |
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| Resources | 'Adequate budgetary provisions must also be put in place to meet requirements'. | Does not mention any budget. "Gender streamlining is to be incorporated into all aspects of the organization by revising internal guidance and directives to conform the policy". | Budgetary provisions for gender and human rights expertise and outreach activities will be made, according to the mandate of the mission, in order to raise awareness of these issues and promote better commitment from the missions/operations. | The guidelines are unclear about the allocation of (human) resources. ESDP is the most explicit, stating that "budgetary provisions (...) will be made". DPKO signals the need to make budgetary provisions but does not specify where the budget should come from. NATO does not mention anything about resources. This may risk the feasibility with which the guidelines can be effectively implemented. | |
| ✓ Adequate (human) resource allocation. | | | | | |

LIST OF ACCRONYMES

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| ACT: | Allied Command Transformation |
| CONOPS: | Concept of Operations |
| DPKO: | Department of Peacekeeping Operations |
| ESDP: | European Security and Defence Policy |
| HoM: | Head of Mission |
| HQ: | Headquarters |
| LEGAD: | Legal Advisor |
| NATO: | North-Atlantic Treaty Organization |
| OMA: | Office of Military Affairs |
| OPLAN: | Operations Plan |
| PAO: | Public Affairs Office |
| POLAD: | Political Advisor |
| SACEUR: | Supreme Allied Commander Europe |
| SHAPE: | Supreme Headquarters Allied Powers Europe |
| SITCEN: | Joint Situation Centre |

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| TCC: | Troop-Contributing Countries |
| UN-CIMIC | United Nations – Civil-Military Co-operation |
| UNSCR | United Nations Security Council Resolution |
| VNC | Voluntary National Contributions |