GENDER MAINSTREAMING IN PEACE SUPPORT OPERATIONS: MOVING BEYOND RHETORIC TO PRACTICE

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CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIMIC	Civil-Military Co-operation
CIVPOL	Civilian Police
DDR	Disarmament, Demobilisation and Reintegration
DFAIT	Department of Foreign Affairs and International Trade (Canada)
DFID	Department for International Development (UK)
DPA	Department of Political Affairs (UN)
DPKO	Department of Peacekeeping Operations (UN)
ECOMOG	Economic Community of West African States Monitoring Group
ECOSOC	UN Economic and Social Council
ECOWAS	Economic Community of West African States
FAO	Food and Agricultural Organisation
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immuno Deficiency Syndrome
IA	International Alert
ICC	International Criminal Court
IDP	Internally Displaced Person
ILO	International Labour Organisation
IPT	International Civilian Peacekeeping and Peacebuilding Training Programme
KFOR	Kosovo Force
KLA	Kosovo Liberation Army
MICIVIH	International Civilian Mission in Haiti
MINUGUA	UN Verification Mission in Guatemala
MINURSO	UN Mission for a Referendum in Western Sahara
MONUC	UN Organisation Mission in the Democratic Republic of Congo
NATO	North Atlantic Treaty Organisation
NGO	Non Governmental Organisation
OCHA	Office for the Co-ordination of Humanitarian Affairs (UN)
OHCHR	Office of the High Commissioner for Human Rights (UN)
OHRM	Office of Human Resource Management (UN)
OSAGI	Office of the Special Advisor on Gender Issues (UN)
OSCE	Organisation for Security and Co-operation in Europe
PSO	Peace Support Operation
RCMP	Royal Canadian Mounted Police
SFOR	Stabilisation Force
SOFA	Status of Forces Agreement
SRSG	Special Representative of the Secretary General
UN	United Nations
UNAMIR	UN Assistance Mission in Rwanda
UNAMSIL	UN Mission in Sierra Leone
UNDOF	UN Disengagement Observer Force
UNDP	UN Development Programme
UNHCHR	UN Office of the High Commissioner for Human Rights

UNHCR	UN High Commission for Refugees
UNICEF	UN Children's Fund
UNIFEM	UN Development Fund for Women
UNIFIL	UN Interim Force in Lebanon
UNIKOM	UN Iraq-Kuwait Observation Mission
UNITAR	UN Institute for Training and Research
UNV	UN Volunteers
UNMEE	UN Mission in Ethiopia and Eritrea
UNMIBH	UN Mission in Bosnia and Herzegovina
UNMIK	UN Interim Administration Mission in Kosovo
UNMISL	UN Mission in Sierra Leone
UNMOGIP	UN Military Observer Group in India and Pakistan
UNMOP	UN Mission of Observers in Prevlaka
UNOSOM	UN Operation in Somalia
UNOMIG	UN Observer Mission in Georgia
UNOMSA	UN Observer Mission South Africa
UNSC	UN Security Council
UNTAC	UN Transitional Authority in Cambodia
UNTAET	UN Transitional Administration in East Timor
UNTAG	UN Transitional Assistance Group in Namibia
UNTSO	UN Truce Supervision Organisation
WFP	World Food Programme
WHO	World Health Organisation

Executive Summary

Gender Mainstreaming *is defined in this paper as, 'the process of assessing the implications for women and men of any planned action, including legislations, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.'*

(Economic and Social Council of the UN; Agreed Conclusions 1997/2)

This paper discusses the need, rationale and mandates for mainstreaming gender throughout Peace Support Operations (PSOs). It raises some of the challenges and suggests recommendations for assisting the process. At this critical time in the development of gender mainstreaming within PSOs it aims to contribute to the growing debate of 'How' gender mainstreaming policy can be translated and entrenched in practice.

Within the United Nations (UN), the Organisation for Security and Co-operations in Europe (OSCE) and the European Council, substantial advance has been made in the debate of 'Why' integrating gender perspectives into PSOs is important. PSOs in East Timor and South Africa have illustrated that gender mainstreaming is possible and can improve the effectiveness of operations, through gender-aware leadership and gender sensitive responses. Such operations have shown that it is important to include women's experiences and perceptions of conflict transformation in order to ensure sustainable peace. International humanitarian and human rights law, provide both the rationale and the international standards for incorporating a gender and human rights perspective into the increasing spectrum of PSOs.

The adoption of Security Council Resolution 1325 on Women, Peace and Security in October 2000, represented a significant advance in support of gender mainstreaming. The responsibility now lies with the UN and its Member States to implement agreed standards and policies on gender mainstreaming. For this to be realised, a clearly mandated and resourced implementation strategy is required for the multiple areas of operation. Currently, despite the fact that the legal instruments, standards and agreements are for the most part in place, the mechanisms for implementing these still need to be developed. A start has been made integrating gender into:

- A Code of Conduct for peacekeepers
- Mandates for peacekeeping missions
- Procedures for the International Criminal Court
- Training materials for peacekeepers

However, despite these significant efforts, this does not represent a coordinated approach between UN headquarters and field missions. There is no central coordinating and support mechanism, and activities remain ad hoc and often dependent on motivated individuals. Hence, the move towards mainstreaming of gender in PSOs in practice still has some way to go.

Structure of the Paper

Section 2: Introduction, defines the key concepts of gender and the various forms of peacekeeping. It then provides an introduction to the relevance of gender mainstreaming, what it entails and how it can positively influence the effectiveness of PSOs. It outlines the importance of achieving a gender balance, gender-aware leadership and gender-awareness training within PSOs and the potential role of women's peacebuilding organisations in increasing the capacity and effectiveness of PSOs and contributing to longer-term issues of reconstruction and development. Important components and considerations include:

1. Gender analysis of conflict and human security (such as gender mobility, gender division of labour and gender disaggregated data).
2. Gender-balanced representation of peacekeepers.
3. Substantial interface with civil society, ensuring the perspectives of women are included and understood in planning interventions.

Section 3: Mandating Gender and Peacekeeping, examines the legal instruments and foundation for mandating gender mainstreaming in international laws and initiatives. It also documents the international humanitarian and human rights laws that provide both the rationale and the international standards for upholding the human rights of women and girls.

Section 4: The Gendered Impacts of Contemporary Armed Conflicts, depicts the changing nature of armed conflict and how peacekeeping can be adapted in order to be more effective. It examines the complex economic, political and gendered power dynamics of the conflict scenarios in which PSOs operate. It explores the gendered nature of conflict and in particular the deliberate targeting and devastation of civilian populations and infrastructure, the development of lucrative war economies, and the types of gender-based violence employed to sustain such conflict. It examines joint initiatives by the Civilian Police (CIVPOL) and UN Commission for Human Rights (UNCHR) to address and remedy violations of human rights, in particular the current abuse of women and girls within systems of sexual slavery and how they could be used as models for adaptation in other countries. It highlights that the phenomena of gender based violence has significant implications for PSOs and that there is a need for greater recognition of how violence is exercised in current conflicts.

Section 5: Gender and Peace Support Operations: Examining the Issues, explores, the key factors of mainstreaming gender within PSOs and its interface with policy mandates. It provides documentation and analysis of gender balance and the role of women in different types of peacekeeping operations organised by the UN and other regional bodies in military, civilian police peacekeeping forces and civilian humanitarian components. The section discusses examples of good practice and examines the significance of gender-aware leadership in determining whether gender-informed policies are implemented. It illustrates that the current lack of gender-aware leadership compounds the lack of gender-responsive peacekeepers and poor gender balance.

It identifies the presence of women peacekeepers as providing an exemplary role model for equality, potentially encouraging the aspirations and improving the status of women within the host nation. Appropriate resource allocations and deliberate, active recruitment strategies are identified as necessary to increase the number of women within PSOs. It is recommended that gender expertise be part of all reconnaissance missions. It is highlighted as important throughout PSOs that:

- The Department of Political Affairs (DPA), the Department of Peacekeeping Operations (DPKO) and the Office for the Co-ordination of Humanitarian Affairs (OCHA) incorporate gender perspectives into their analyses of situations so that they can more readily advise the Secretary General and Special Representative of the Secretary General (SRSG).
- The Secretary General and the SRSG incorporate gender perspectives in their reports to the Security Council, the General Assembly and contributing Member States.
- A roster of women candidates for high-level appointments be created and maintained with the aim of broadening women's participation at all levels of decision-making within the peacekeeping operation.

The final sub-section outlines the importance of PSOs liaising and co-ordinating with women's peacebuilding organisations. It emphasises the importance of combining peacekeeping, peacemaking and peacebuilding activities. It illustrates that the roles of local women and women's organisations are fundamental to making and building peace within countries. Positive media coverage of such activities is also identified as key to strengthen their impact and duplication.

Section 6: Peace Support Operations and Gender-based Violence, raises some of the challenges of mainstreaming gender within PSOs. In particular violations against women and girls, and the lack of response strategies. Recognising that accountability is often problematic due to sovreignty issues of individual member states and military systems, it emphasises the need to overcome this challenge if credibility is to be established within host communities. It provides recommendations to improve practice and to increase accountability. Including:

- The need for senior officials within PSOs to ensure that in the absence of a functioning local authority, the military and civilian police components of a mission bear initial responsibility for protecting of civilians against gender-based violence.
- The provision of an accessible mechanism for the local population to report cases of abuse, whether by peacekeepers or other agents.
- The need for local communities to be provided with information about standards, laws and appropriate responses of mission personnel, including information on accountability.

Section 7: Current Gender Initiatives within Peace Support Operations, examines some of the potential mechanisms and existing challenges for mainstreaming gender into PSOs. It describes examples of good practice and areas of shortfall in terms of achieving the standards set out in policies and legal frameworks. Resource allocation and time are recognised as real

constraints. However, this section emphasises that there is a real need for a minimum standard of gender-awareness training for peacekeepers. It argues that, if gender is to be effectively mainstreamed, greater priority must be given to Gender Offices, Bureaus and Advisors within UN PSOs. To coordinate and support this it recommends that a Gender Unit within DPKO based at the UN headquarters needs to be created, funded and staffed. Such a unit would be responsible for systematically mainstreaming gender perspectives into PSOs, through training and resource allocation, and to assist in recruiting women candidates for positions at all levels and particularly at decision-making levels.

Section 8: Conclusion, summarises the key findings of the paper, which include the importance of:

- Monitoring the implementation of gender-aware codes of conduct and mandates.
- Well-placed gender expertise in fact finding missions and PSOs.
- Creation of a high-level, properly resourced Gender Unit within DPKO to act as a coordinating and support body for properly resourced gender field offices in PSOs.
- Greater gender balance in the recruitment of military, police and civilian peacekeepers.
- Mandatory and on going gender-awareness training for peacekeepers.
- Improving the interface between PSOs and local populations with specific attention to women through wider use of participatory techniques and greater use of local experts/researchers/advisors.
- Gender analysis of conflict situations and peacebuilding initiatives.
- Greater support of local peacebuilding initiatives.
- Increased involvement of gender-aware peacekeepers (women and men).
- Ensuring gender-aware leadership.
- Reinforced mechanisms for accountability which ensure that there is no impunity for local offenders and individual international peacekeepers.
- Ensuring mechanisms are in place in PSOs to ensure the operationalisation of the International Criminal Court.
- Proper budget allocation for gender mainstreaming.

The section emphasises the need for gender analysis in all conflict situations and the importance of understanding women's perceptions and experiences of conflict and peacebuilding at an early stage in the planning of PSOs to inform appropriate response strategies. For this to occur it stresses there is a need to make community-based participation, standard practice and to ensure that representative women are included. It then introduces the more detailed recommendations.

Section 9: Recommendations. These include:

Gender Analysis of Conflict and Peacebuilding

The UN Secretariat should:

1. Where feasible to ensure a gender impact survey and statement is in place before UN peacekeeping missions are initiated.

2. Ensure that senior Gender Advisers with appropriate decision-making powers and resources are present in all field operations and take an active role in fact-finding missions[2].
3. Ensure the development of gender-specific data, early warning indicators, and the collection of gender-disaggregated data 'to enable a better understanding of the impacts of conflict on different sectors of society. The collection of such data is essential for effective planning of all PSOs.'[3]

Mechanisms for Gender Mainstreaming

For governments, international and regional inter-governmental institutions are encouraged to:

4. Establish objectives and guidelines in concurrence with UN Security Council Resolution 1325, which include:

i. Increasing the number of women candidates in UN field-based operations, especially among military observers, civilian police, human rights and humanitarian personnel.

ii. Providing training materials and guidelines to Member States on the protection, rights and particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures by Member States in national training programmes for military, civilian police, and civilian personnel of PSOs.

iii. Ensuring that Security Council missions consider gender and the rights of women, in part through consultation with local and international women's groups.

iv. Requesting that the Secretary-General include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects of international interventions relating to women and girls.

5. Ensure that peacekeeping operational mandates specify the protection of, and consultation with local women when designing and implementing humanitarian programmes.

6. Require and provide adequate gender-aware training to all civilian, military and civilian police peacekeeping personnel before and during their engagement in international peacekeeping operations. Gender training and expertise at the highest levels of PSOs is essential (e.g. Special Representatives of the Secretary-General, the Force Commander, the Chief Administrative Officers, special envoys and peace negotiators).

In addition, the UN Secretariat is encouraged to:

7. Support requests by governmental and Non-Governmental Organisations (NGOs) that the UN Security Council require from Member States yearly follow-up and progress assessments of the objectives detailed in Resolution 1325 and ensure that the recommendations of NGOs working on the ground in conflict areas are able to participate in the process of follow-up and assessment.[4] Either by working with their respective governments or by submitting reports direct to the UN.

Interface of Peace Support Operations with Civil Society

For governments, international, regional inter-governmental institutions and NGOs are encouraged to:

8. Consult with community leaders, local NGOs and wider sections of the community, including experienced women peacemakers and women's groups, to help enable these groups to be heard and represented in newly established systems. Avoid top-down approaches or consulting only with male leaders, as these methods heighten lack of local ownership and contribute to a lack of trust.[5]

9. Ensure that all relevant reports, advice centres and guidelines are in appropriate languages for the affected populations and are accessible to the local population.

10. Use media technologies and other appropriate sources to disseminate educational information with a focus on raising people's awareness of their rights and the opportunities and responsibilities in taking an active part in the developing democratic system.

Accountability of Peace Support Operations

For Governments, international, regional inter-governmental institutions and NGOs are encouraged to:

11. Establish a Women's Protection Unit along similar lines to the Child Protection Unit in countries where a PSO is operating. The purpose of this unit would be to monitor, investigate, report and recommend punishment, (including those UN peacekeepers found guilty of gender violence), and offer compensation to victims. Publicity about the unit and its services in the local language would be necessary to ensure accessibility.

In addition the UN Secretariat should:

12. Require that in consultation with local and international women's peace, humanitarian, and human rights groups, PSO leadership initiate mandatory monitoring and reporting at regular intervals of the PSOs impact on women and girls in the local communities.

13. Request that Member States and international and regional institutions participating in PSOs develop, and make public 'effective accountability mechanisms and disciplinary actions for peacekeepers who violate and exploit local populations.'[6]

Section 2: Introduction

Definitions of Peacekeeping

In the majority of today's peacekeeping operations, whether undertaken by regional organisations or the UN, the UN already has some form of humanitarian presence in the affected country prior to the arrival of a peacekeeping operation. In nearly all recent instances of PSOs they entered into locations where humanitarian operations and responses had already been underway, in some cases for many years.

PSOs vary according to mandate and mission. There are essentially four types of peace support operation, although aspects may overlap and they may transform from one type to another as circumstances change:

• **Observer missions** are often sent to monitor and observe ceasefires during transitional periods and at times during elections. The work of the multinational personnel within these missions usually entails conflict prevention and diplomacy skills, as in the UN Observer Mission South Africa (UNOMSA).

• **Peacekeeping operations**, undertaken under Chapter VI of the UN Charter, are qualified as non-coercive (i.e. not using force). They entail the presence of a multinational military, police and humanitarian actors under the authority, if not always the command, of the UN. Peacekeeping operations are deployed to restore the security situation, to protect civilian populations and support humanitarian components of the operation, to carry out their work. At all times, peacekeeping forces are able to defend themselves and other components of the operation, and the operation's mandate[7], for reasons of self-defence[8]. In peacekeeping operations three principles usually apply:

1. Consent of the local parties to the presence of the peacekeeping force
2. The impartiality of the peacekeeping force
3. No use of force except in instances of self-defence

Central Elements of Initiating UN Peacekeeping Operations

- Security Council Resolution provides a mandate.
- UN Charter is evoked
  - o Observer mission (Chapter V of the UN Charter)
  - o Peacekeeping operation (Chapter VI of the UN Charter)
  - o Enforcement operation (Chapter VII of the UN Charter)
- Department of Political Affairs (DPA), Department of Peacekeeping Operations (DPKO), and Office for the Co-ordination of Humanitarian Affairs (OCHA) advise Secretary General and Special Representative of the Secretary General on structuring of operation.
- Member States contribute resources, personnel and equipment.
- The Secretary General consults and updates the Security Council, General Assembly and contributing Member States on the operation.

• **'Nation building' missions** are relatively new and have become increasingly extensive and complex, often being required to set up transitional administrations and governments[9]. Current examples are Afghanistan and East Timor. The potential for shaping the political, economic and social structure and nature of the evolving national administration is huge in such operations. With this comes the extended pressure and responsibility to 'get it right'. Such multi-dimensional PSOs involve establishing an accountable justice system, supporting the development of a new constitution, ensuring the election of an accountable transitional administration and the move towards peaceful and representative elections. Each stage requires careful negotiation and often, extensive capacity and trust building.

• **Peace enforcement operations** undertaken under Chapter VII of the UN Charter, are coercive, in terms of the use of force to ensure compilance. They empower the UN to direct, at times aggressive action against those who are responsible for 'threats to the peace, breaches of the peace or acts of aggression,' including the defence of peacekeeping personnel, who may come under attack[10]. Certain aspects of peace support operations that are primarily humanitarian may also be given additional peace enforcement mandates, which do not require the consent of the 'warring parties,' as in the case of the protection of 'safe areas' in Bosnia and Herzegovina[11]. Regional peacekeeping bodies may at times help provide security for UN peacekeeping operational components, as North Atlantic Treaty Organisation (NATO) has done in Kosovo/a. At all times, the use of force has to be in accordance with a mandate from the UN Security Council[12].

Central Roles Undertaken by Peacekeeping Operations

- Supervision of ceasefires
- Regroupment and demobilisation of forces
- Reintegration of forces into civilian life
- Destruction of weapons
- Design and implementation of demining programmes
- Return of refugees and internally displaced persons
- Provision of humanitarian assistance
- Supervision of existing administrative structures
- Establishment of new police forces
- Verification of respect for human rights
- Design and supervision of constitutional, judicial, and electoral reforms
- Observation, supervision, and at times organisation and conduct, of elections
- Co-ordination of support for economic rehabilitation and reconstruction

(Boutros-Ghali 1995)

There has been recent discussion in the context of conflict prevention as to whether the UN should also consider 'preventive deployment.[13]' Such deployment would require the agreement of the country concerned and be linked to conflict early warning response mechanisms.

In summary, peacekeeping responses are complex and encompass a range of activities. This paper uses the broad term 'Peace Support Operations' (PSOs) to refer to all responses that fall into all of the above categories, as this paper seeks to address broad issues that are applicable to a variety of operational contexts. Where appropriate, the paper makes deliberate reference to specific forms of peacekeeping and particular constituencies involved in peacekeeping.

Regional Peace Support Operations

PSOs are not only carried out by the UN. Although varied in composition, mandate and resources, regional organisations are also involved in carrying out PSOs. Regional organisations such as NATO and the Economic Community of West African States (ECOWAS) have used *Chapter VIII of the UN Charter* to lead and undertake PSOs within their regions. For example, NATO, under the direction of the OSCE, has initiated three PSOs, the International Implementation Force (IFOR), Stabilisation Force (SFOR - the operation that succeeded IFOR) and the Kosovo/a Force (KFOR). Peacekeeping operations undertaken by ECOWAS and the Economic Community of West African States Monitoring Group (ECOMOG) include operations in Liberia and Sierra Leone. These peacekeeping operations are largely, if not exclusively military, and focus on re-establishing and maintaining security and are more along the lines of 'peace enforcement.'

The OSCE civilian contributions have been more diverse than other regional military focused operations and have included:

- Border Monitoring
- Human Rights Training
- Support of Independent Media
- Protective Accompaniment
- Reintegration of Ex-combatants
- Psycho-Social Support
- Election Monitoring
- Training and Capacity Building[14]

The Permanent Council of the OSCE sets their mandates. At time of writing, the OSCE has 22 active missions or field operations, which employ 1,100 international staff and 3,300 local staff.

Civilian and non-military components, including various NGO and international organisations, are heavily involved in peacekeeping, especially within UN operations, for example in Kosovo/a in May 2000, of the estimated 100,000 internationals present approximately 60% were civilian aid workers[15]. It is therefore necessary to broaden the understanding of peacekeeping beyond the military component and to take a closer look at the roles, training and actions of the increasingly numerous non-military personnel and organisations involved, most notably police and humanitarian actors; examining the various impacts on the communities in which they are operating.

The Importance of Gender in Peacekeeping

Gender for this paper is defined as the socially constructed differences between men and women. It is understood that these roles are formed by cultural, social, economic, and political conditions driven by expectations and obligations at household, community and national levels. The experiences, perspectives and concerns of men, women, boys and girls before, during and after wars and armed conflicts are shaped differently by their gendered social roles.

Because gender is not natural or biological it varies over time and across cultures. It is recognised that the terms 'women,' 'men,' do not account for the diversity and stratification among women and men and the effects of ethnicity, race, class, poverty, age and geographic locality. However, in the context of PSOs, it is important to recognise the crosscutting role of gender. There is a particular need to examine the effect of gender on power relations, how it is manifested and used, by whom, and how this plays out at different phases of conflict situations. Achieving gender equality will require change in institutional practices and social relations through which disparities are reinforced and sustained.

For both the UN and regional organisations, implementing PSOs involves several states, and often different value systems, which implicate issues of sovreignty and the need to negotiate compromise. The short notice at which PSOs are required to be operational can lead to a limited consideration of gender in the planned operation.

For example, in the context of recruitment standards of troop contributing countries, the UN Department for Peace Keeping Operations (DPKO) does not have the authority to demand gender balance. The UN is dependent on troop contributing countries offering what troops they are able to.

In the international environment PSOs create, it is often necessary to deal with different interpretations of mandates, which may be based on linguistic, cultural or value-system differences. Awareness, negotiation and compromise again are key leadership skills in such difficult and complex environments.

International Alert believes that fully integrating gender perspectives into PSOs increases their effectiveness by enhancing the security and capacities of local women and men, by providing a better interface with affected populations and promoting and upholding international standards, particularly those related to equality and non-discrimination. Significant progress has been made in contemporary PSOs such as East Timor and South Africa. Through supporting transitional administrations with gender-aware strategies, women have been integrated, to a much more representative degree than previously, into formal decision-making positions in government and security forces.

Women and men, girls and boys have unique experiences, needs and perspectives of conflict situations. In particular., women are vulnerable to sexual violence, trafficking and mutilation, whether at home or as refugees. Women and men suffer economic dislocation, loss of land, families and homes, and resulting poverty, and are at risk from multiple forms of violence. The impact of this may differ for men who may have other work opportunities away from the household and women, who often have restricted mobility owing to their role as 'carers' at the household level. The history of traditional peacekeeping forces and responses has revealed that conflict situations have been further exacerbated when PSOs fail to consider such gender based dynamics.

Understanding the gender dimensions of armed conflict enables peacekeeping personnel to better understand the conflict and communities they are working in. This is partly because paying attention to gender requires acknowledging that communities are heterogeneous and that people have different needs, priorities and resources. Examining the gender perspective also reveals that men and women have different strategies and means to meet these needs and that one of the most influential factors affecting their options is their gender. Through an improved understanding of the situation and by employing a gender perspective, peacekeeping personnel can strengthen their relations with local populations, enhance their ability to respond to their specific protection needs, bolster their planned responses and further their role in upholding international standards and fundamental human rights. In turn, these actions help to achieve the operation's objectives and increase the probability of sustainable peace[16].

Women have much to contribute to conflict prevention, building sustainable peace and post-conflict reconstruction. They play a vital role in holding communities together in times of conflict in their varied and numerous roles as carers, leaders, counsellors, negotiators etc. They have a unique understanding and knowledge of their communities, the complexities of the conflict and constructive coping strategies and solutions. The inclusion of women's perspectives, expertise and lessons learnt within PSOs is therefore critical, to ensure that operations are maximising their potential and effectiveness in contributing to the sustainable peace, development and reconstruction within societies.

As PSOs increasingly incorporate forms of democracy building into their mandates and activities, it is important to realise that empowering women in public and political spheres is an effective way to advance internal processes of democratisation and stability[17]. Outside the PSO itself, women and men peacekeepers working together as equals reportedly has a positive impact on the local communities' perceptions of women's rights and contributes to an improvement in the perceived status of women. Moreover, local people, especially women, appear to be more comfortable approaching female peacekeepers, especially about issues of sexual assault, domestic violence or with requests for assistance[18].

In summary, recent practice and research illustrates that PSOs that can identify and act on the gender dimensions of conflict and post-conflict periods increase their potential for

success. This indicates that PSOs should be able to implement strategies that better address the immediate needs of the local populations, as well as contribute to longer-term issues of peacebuilding, reconstruction, and development. Important components and considerations include:

1. Gender analysis of conflict and human security, (such as gender mobility, gender division of labour and gender disaggregated data).
2. Gender-balanced representation of peacekeepers.
3. Substantial interface with civil society, ensuring the perspectives of women are included and understood in planning interventions.

Section 3: Mandating Gender and Peacekeeping

...equality between women and men are prerequisites for achieving political, social, economic, cultural and environmental security among all peoples. In addressing armed or other conflicts, an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively.

Beijing Platform for Action, 1995

International humanitarian and human rights law, as well as other central UN instruments and resolutions provide the foundation, rationale and the international standards for incorporating gender perspectives and human rights into all PSOs.

Central International Humanitarian Law and Human Rights Instruments regarding women, peace, and security, which are mandatory for the states, that have ratified them, include:

- The Geneva Conventions (1949) and additional protocols (1977)
- International Covenant on Economic, Social and Cultural Rights (1966)
- Convention on the Elimination of All Forms of Discrimination against Women (1979)
- Declaration on the Elimination of Violence against Women (1993)
- Optional Protocol to the Convention on the Elimination of all forms of Discrimination Against Women (1999)
- International Criminal Court (2002)

Agreed Universal standards and principals which are used to guide practice include:

- Charter of the UN (1945)
- Universal Declaration of Human Rights (1948)
- Vienna Declaration and Programme of Action (1993)
- Beijing Declaration and Platform for Action (1995)
- UNHCR Policy for the Protection of Refugees (1995 / revised 97)
- Platform for Action, the Outcomes Document of Beijing +5 (2000)
- Windhoek Declaration and the Namibia Plan of Action on 'Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations' (2000)
- UN Security Council Resolution 1325 (2000)
- European Parliament Resolution on Women's Participation in Peaceful Resolution of Conflict (2000)

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW 1979) provides a clear rationale and mandate for mainstreaming gender and gender training throughout PSOs, and importantly applies to state and private actors, as well as all peacekeepers operating in UN operations where the Convention is in effect for the operation, as was the case in Kosovo/a and East Timor. CEDAW represents a major addition to legally defining violence and discrimination against women, and provides internationally recognised standards that could be used by peacekeeping personnel to strengthen their work in providing protection and assistance to local populations.

The Convention on the Elimination of all Forms of Discrimination Against Women, 1979 defines discrimination against women as:

[A]ny distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil, or any other field[19].

The Declaration on the Elimination of Violence Against Women, 1993 defines violence against women as:

Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. (Article 1)

Violence against women shall be understood to encompass, but not be limited to, the following:

(a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;

(b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;

(c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs. (Article 2)

Another key document approved in 1995 at the UN Fourth International Conference on Women (UN 1996a) is the Beijing Declaration and Platform for Action. The section relating to *'Women and Armed Conflict'* in the Platform for Action, highlights many gender-specific impacts of armed conflict on women and girls. It also emphasises that women are under represented in conflict and post-conflict decision-making positions, peacekeeping bodies, and defence and foreign affairs organisations. Its recommendations support mainstreaming gender into peace negotiations and PSOs.

In 1997, a UN Economic and Social Council (ECOSOC) Resolution defined gender mainstreaming within the UN. Shortly thereafter, the UN General Assembly affirmed ECOSOC

Resolution and asked the Secretary General to work with the Security Council to enhance co-ordination on gender issues and mainstreaming gender perspectives throughout the UN. In addition to the ECOSOC's Resolution, UN policy underscores the importance of incorporating gender analyses and gender equality perspectives into all aspects of UN programming and personnel, recruitment and management areas.

UN Standards Promoting Gender Mainstreaming

- Beijing Declaration and Platform for Action (1995)
- 1997 Report of the Economic and Social Council dealing with Gender Mainstreaming (A/53/3)
- 1998 Supplement to the Report of the Economic and Social Council dealing with Gender Mainstreaming (E/1998/53, 54, 55)
- Reports by the Secretary General in 1998 (A/53/376) and 1999 (E/CN.6/1999/5)
- Special Measures for the Advancement of Women (ST/AI/412, now ST/AI/1999/9)
- Vienna Declaration and Programme of Action (A/CONF.157/23) (paragraphs 18 and 38)
- UN Security Council Resolution 1325 on Women, Peace and Security

Based on previous international standards and instruments supporting gender mainstreaming, UN Security Council Resolution 1325 calls on all actors involved in conflict and post-conflict environments to mainstream gender in PSOs, peace accords, human rights monitoring, work with local organisations, peacebuilding, military planning or peacekeeping measures. It emphasises the need to address crimes against humanity, including those relating to sexual violence and crimes against women and girls.

The Resolution gave a commitment by the Security Council to consult with local and international women's organisations to address these issues. It acknowledged that peace can not be sustained unless women have an equal and active role in formulating political, economic and social policy and that without women's full participation in peace processes there can be no justice or sustainable peace and development in the reconstruction of societies.

Follow-up to Resolution 1325

There has been important follow-up by the UN, Member States and the international community on Resolution 1325. Initiatives include:

1. Representatives from Member States have formed a working group, 'Friends of Women, Peace and Security' to promote Resolution 1325 within the General Assembly.
2. The Secretary General has mobilised an Inter-agency Task Force representing members of the UN system and members of key NGOs working in these areas to guide and oversee the completion of a study on Women, Peace and Security.
3. A large global constituency of interested women, peace and security organisations,

(including an NGO working group on Women, Peace and Security) is monitoring, raising awareness and encouraging the implementation of 1325.

However, the measure of success will be the extent to which the principles and guidelines within 1325 are reflected and implemented in UN' and Member States' actions and the ability for women and women's advocates within areas of armed conflict to draw upon these principles and guidelines in ways that promote and protect their rights.

UN Security Council Resolution 1325
Key Provisions Regarding Gender and Peacekeeping Operations

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralised roster;
4. Further urges the Secretary-General to seek to expand the role and contribution of women in UN field-based operations; and especially among military observers, civilian police, human rights and humanitarian personnel;
5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. Requests that Secretary-General provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures. Invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls.

Section 4: The Gendered Impacts of Contemporary Armed Conflicts

Peacekeeping in the 21st Century

According to the UN, the purpose of PSOs is to protect lives, safeguard human rights, re-establish conditions for peace, human security, and stability and increase people's capacity to deal with crisis and reconstruct their societies. PSOs are increasingly expected to function in highly complex and often volatile situations. As the *Report of the Panel on UN Peace Operations (The Brahimi Report 2000)* makes clear, because of shifting post-Cold War relations within and between states, and the dynamic complexity of contemporary armed conflicts, traditional peacekeeping structures and responses are now inadequate to meet the required peacekeeping goals. Emerging trends include the deliberate targeting of civilian populations and infrastructure, the development of lucrative war economies - with regional and global ties - and subsequent rise of new political and economic systems, the non-compliance of armed groups with ceasefires and the multi-dimensional roles of local women and men in conflict and post-conflict situations. Such factors necessitate rethinking the dimensions of armed conflict and the role of PSOs[20].

Much has changed within peacekeeping since its inception, the duties peacekeepers perform, the roles they are expected to carry out and the types of conflict situations into which they are deployed[21].

Increasingly, international actors and institutions within PSOs are having to revise their notions of impartiality. This includes recommendations to examine the historical and current cultural, religious, economic and political roots of the conflict, as well as to acknowledge and address the politicisation of humanitarian policy.

Conflict Scenarios in which Peace Support Operations Operate

There are significant shifts in the characteristics of today's armed conflicts, the forms of violence used and the international responses to those conflicts. Today's PSOs largely exist in response to intrastate conflicts. At the same time, these conflicts are increasingly protracted, trans-national and have a regional impact.

At the macro-level, the linchpins of the majority of today's armed conflicts are the legacies of colonialism and Cold War rivalries, and the presence of adaptive political economies and war economies. The formal economies of weak or disintegrating states are increasingly vulnerable to challenges and replacement by adaptive political economies. In many areas recently experiencing armed conflict, these economies are extra-legal, violent and have gender specific impacts. Such war and post-war economies are now prevalent in parts of Africa, the Caucasus, Eastern Europe and Latin America.

Key Characteristics of Today's Armed Conflicts

- Intra-state
- Transnational and regional in scope
- Protracted
- Involving adaptive political economies/war economies
- Not states in transition to becoming representative democracies
- Involving unstable economic and political power bases
- Lead to deprivation and upheaval of populations, mass displacement/forced migrations
- Gender and ethnic-based violence are used as weapons of war
- Not proxy wars for superpowers
- Blurring of civilian vs. combatant distinction
- Importance of non-state actors

Key Characteristics of Violence in Today's Conflicts

- Civilians are targets and 80% of casualties of current conflict are civilians
- Use of exemplary terror
- Maintain power via violence and fear
- Instability
- Mass displacement
- Ethnic and gender-based forms of violence are used as weapons of war
- Violence used as a means of asset accumulation and power grabbing

As the economic power of those controlling extra-legal economies grows, new economic and political networks arise, including warlords, powerful heads of armed forces, dictators, international mafias and ethno-nationalist regimes. In many cases, these systems are not temporary phases in some linear move towards stable, representative democracies. Often, these structures do not rely on inclusive forms of governance or legitimacy based on representation of the populace. Displays of terror, violence and coercive power can produce the desired results, even in elections. In such situations, it is the presence of instability, armed conflict and control through violence, fear and selective reward systems that enable certain individuals and groups to maintain economic and political power. In other words, instability, mass displacement and ethnic and gendered forms of violence are not unfortunate by-products of the conflicts; but the tools and the goal[22].

The resulting economic and political power structures are governed through non-representative bureaucratic elite networks, often consisting of relatives, mafias, select local or regional elites and heads of armed factions, including the military, paramilitaries, militias, police and secret police.

In summary, the root causes of conflicts, the manifestations of violence and the roles of international organisations, programmes and their personnel, need to be identified and understood by those who develop PSOs, to avoid ineffective interventions that could potentially contribute to instability and alternative forms of violence[23]. A clear understanding is needed of what is shaping and fuelling today's armed conflicts and the roles of local people within those conflicts.

Gender, Economics and Power in the Context of Armed Conflict

The causes of conflict, asset accumulation and the acquisition of power all involve gender dimensions. During armed conflict, displaced women and girls are often procured as sexual slaves and, or domestic workers. In the mining camps, such as those found in the Democratic Republic of Congo, children and adults are commandeered to work as porters and guards, or as slave labour. Women and girls are brought as prostitutes and domestic labour for the local men who control and benefit from the camps, mines and plantations. Thus, on the basis of gendered poverty, dynamics, displacement, lucrative financial returns and lack of an accountable justice system, trafficking in women and girls becomes entrenched as common practice[24].

Trade in illegal drugs, weapons, and women and children into slavery, sexual slavery and prostitution are integral to economies associated with armed conflicts. Examples include, Afghanistan, Nepal, Russia (Chechnya), Colombia, Kosovo/a, Serbia and the Sudan. These economies are sustained by demand, poverty and the huge amounts of capital gain for those driving such trade. Research has demonstrated that the spectrum of trade from small arms to slavery, have gendered causes and consequences[25].

Within the context of PSOs, it is essential that peacekeepers understand these war economies so that their actions do not reinforce existing exploitative relations. For example, the sex trade is often central to predatory political war economies. Yet, PSOs or the peacekeepers themselves tend to treat the arrival or significant increase of prostitutes or sex slaves in war zones or areas of post-conflict reconstruction as a natural occurrence, rather than attempting to counter such abusive industries.

It is crucial to recognise that within these political economies, wartime rape and 'recreational' prostitution have links. The destabilisation of regions due to warfare and economic collapse may leave women and girls with few options for obtaining much needed income, making them targets of regional and trans-national human traffickers, who at times sell them back to the very forces sent to resolve the violence in the region.

Gender, Small Arms and Light Weapons

The proliferation of inexpensive, light weapons (e.g. machine guns and small mortars) and small arms (e.g. pistols, revolvers and rifles) has given rise to increased numbers of child soldiers.[26] Boys and girls have different experiences of soldiering based in most part on their gender. Girl soldiers have often been raped or used as sex slaves by their colleagues. They are made to conduct intelligence or spy roles. Higher densities of weapons within refugee and internally displaced communities also place women and girls at increased risk of sexual and domestic assault and death. At the same time, men and boys are at greater risk of injury and death[27].

With the proliferation of small arms, domestic violence becomes increasingly deadly. For example, in Serbia, SOS hotlines for abused women saw an enormous increase following the wars with Bosnia-Herzegovina and Croatia, with weapons that were owned by men during the war used against women and children[28].

It is recommended that the joint Civilian Police (CIVPOL) and UN Commission for Human Rights (UNCHR) initiative, to attempt to address and remedy the violations of women's and girls' human rights within systems of sexual slavery in Bosnia should be used as a model for replication and adaptation in different PSO contexts[29]. Such programmes are a key part of overall larger strategies that must be undertaken when the rights of women and girls are violated through sexual trafficking. They are further dicussed under, *Ensuring Accountability of Peace Support Operations*, in Section 6.

Gender and Violence

Genocide, torture, rape, sexual slavery, enforced prostitution, custodial violence, mass displacement and attacks on civilian populations are all tools of current warfare. Examples of the manipulation and use of gender, ethnicity, race, religion and nationality to perpetrate violence and to justify and support the violence of extra-legal adaptive political economies and the political systems that are empowered by them[30] have been seen in Algeria, Angola, Burundi, Chechnya, East Timor, Philippines, Nepal, Rwanda and Sierra Leone.

The forms of violence used and the ways in which perpetrators carry out these violent acts are all dependent on the gender of the victim, the gender of the perpetrator and gender relations in the society and culture(s).[31] To be able to respond sensitively and effectively, PSOs need to understand and be aware of these different contexts and gendered relationships.

For example, part of the rationale for the mass rape of Bosnian, Croatian, Muslim and Serbian women by military and paramilitary forces of opposing groups, hinged on the roles of those women within their ethnic and religious groups. One aim of forces of the Federal Republic of Yugoslavia was to destroy the culture of non-Serbian Bosnians and Croatians and to drive those people from the region. Women of those groups were prime targets because of their cultural position and significance in the family and ethnic structure.

Sexual torture, rape, sexual slavery and enforced pregnancy are used as weapons to attack the women and men individually, and their cultural identity as a whole. When the Federal Republic of Yugoslavia forces sent bus loads of Muslim women pregnant through rape, back over enemy lines with inscriptions on the buses regarding the children about to be born, the messages were directed to the non-Serbian men in their failed roles as fighters and protectors of their women and thus their ethnicity, religion and culture[32].

Targeting Boys and Men

Based on gendered perceptions of who may be a potential fighter, attackers often round up men and older boys and hold them against their will or kill them, as most recently occurred in Chechnya, Colombia, the Democratic Republic of Congo, East Timor and Kosovo/a. Significantly, in all of these conflicts, the rounding up of men and boys by attackers spurred some males of those groups to join opposition fighting forces. One of the largest gender genocides occurred in Srebrenica where two thousand men were separated from their families and killed. Thus, these gender-based actions, or the threat of such actions, play a significant role in both the causes and consequences of violence within these conflicts.

These acts are committed as a part of a military strategy. Acts of violence in contemporary armed conflicts are carried out with levels of cruelty and brutality that are often hard to comprehend. Importantly, these actions are not 'natural,' 'irrational,' or 'barbaric,' but are deliberate, calculated strategies. Both those under command, and at times even those in control commit these acts.

International and national policies and programmes developed to respond to gender-based violence too often remain superficial, because they do little to challenge and dismantle the structures that caused and fuelled the violent conflict and the conditions for inequality.

Gender and Forced Displacement

Forced displacement of certain peoples is often a primary goal of today's armed conflicts. It enables looting, asset transfer, regional control of, and easier access to resources, including mineral and oil deposits, people for slavery or extorted labour.

Forced evictions and displacement are experienced and carried out with attention to gender. Men and older boys of 'fighting age' are often targeted first, and rounded up, taken away as combatants, or publicly beaten and killed. Women who are deemed a threat, those who are political community leaders for example, face similar risks, in addition to sexual violence, which is often carried out publicly. With men and older boys 'secure,' forces turn on the women and girls, using sexual and other forms of violence in an attempt to drive them off the lands. At times girls and women are abducted and forced into sexual and domestic slavery by their captors. These patterns were repeatedly seen throughout recent conflicts in Angola, the Balkans, Chechnya, East Timor, Kosovo/a, Liberia, Rwanda and Nepal.

Experiences of the internally displaced or refugees are also gender specific. The majority of refugees and internally displaced persons are female, primarily because women constitute the majority of the overall population, particularly at the civilian level during armed conflict[33]. The risk of violence, including sexual violence, increases during flight. Women are also specifically affected by the lack of health care in flight and at refugee camps, in particular pregnant women.

Displaced persons attempt to cope in various ways with levels of physical, psychological and structural violence that they have experienced, as well as the loss of family members, friends and possessions. Women in particular may face serious obstacles due to gender-discrimination in retaining, controlling or using property. Single women and widows may face additional strains, as they become sole providers for family members and children of friends who are missing or dead.

Temporary housing in cramped and poor living conditions heightens the risk of disease and violence, especially for women and girls. Studies have found an increase in male consumption of drugs and alcohol in refugee camps or camps for displaced persons, linked to an increase in levels of domestic and sexual violence against women and girls[34]. Temporary shelters may also increase vulnerability, particularly of women and girls, to physical and sexual attacks and sexual harassment. Studies have found increased rates of sexual abuse of children, particularly girls, in refugee and IDP camps, especially when girls become separated from their families[35].

In summary, the phenomena of gender-based violence and impact of armed conflict has significant implications for PSOs and there is a need for greater recognition of how violence is exercised, and knowledge of how violence is used as a weapon. This includes:

- The need to understand the rationalisation for these forms of violence.
- Acknowledgement that they are weapons used for intended goals, not regrettable by-products of war.
- The need to understand the centrality of gender-based violence in armed conflict.
- Development of gender-sensitive counter responses to address this violence.

Section 5: Gender and Peacekeeping Operations - Examining the Issues

This section examines and analyses what International Alert believes to be some of the priority areas of concern for PSOs.

Gender Balance in Peace Support Operations

Gender balance is the equal representation of women and men throughout all levels and positions within an organisation or institute. The UN has repeatedly stated its commitment to reaching gender- balance (50:50) throughout all its professional positions, including those involved in PSOs[36].

A more equitable gender balance and the increased presence of female civilian, police and military peacekeepers can have a positive influence on PSOs and their relations with local populations. In the handful of UN peacekeeping and observer operations where women constituted significant proportions (30-50%) of the professional posts, (e.g. MICIVIH in Haiti, MINUGUA in Guatemala and UNOMSA in South Africa) a gender-balance produced positive perceptions and interactions with the host population and contributed to the success of the operation[37].

'Success' for PSOs, as defined by the UN, is the ability of the operation to meet its mandate, contribute to peaceful resolution of external disputes, promote rights education, provide assistance in enabling civil society to develop, and empower the local community in ways that help local people reconstruct their lives and society. Successful operations also include those in which local populations reported positive interaction with peacekeepers and were (largely) free from abuses by peacekeepers[38]. The inclusion of representative local civilians is crucial in the development of sustainable peace.

The *Brahimi Report* (2000), acknowledges the importance of ensuring fair gender distribution in recruitment efforts. The following sub-sections examine the extent of gender-balance in different PSO components, and some of the challenges and opportunities relating to the recruitment of women.

Women in Regional Peacekeeping Initiatives

PSOs headed by regional bodies such as NATO, ECOWAS, ECOMOG and OSCE have been primarily military monitoring actions that have not yet incorporated gender issues into their mandate and operations.[39] [40] There is however evidence that throughout these operations, individual men and women peacekeepers have worked towards addressing the gendered effects of armed conflict[41]. These individual acts are encouraging, but they do not yet represent standard practice.

Regional peacekeeping bodies such as the OSCE and NATO have started to compile detailed gender disagregated data, which makes it possible to monitor gender-balance according to numbers and employment field, (see Tables 1, 2 and 3 below). This is useful in terms of monitoring gender-balance, but does not give an indication of gender-aware practice.

Table 1 Gender Balance of Currently Deployed International Seconded and Contracted Mission Members of the OSCE (by Field Activity) as of November 2001.

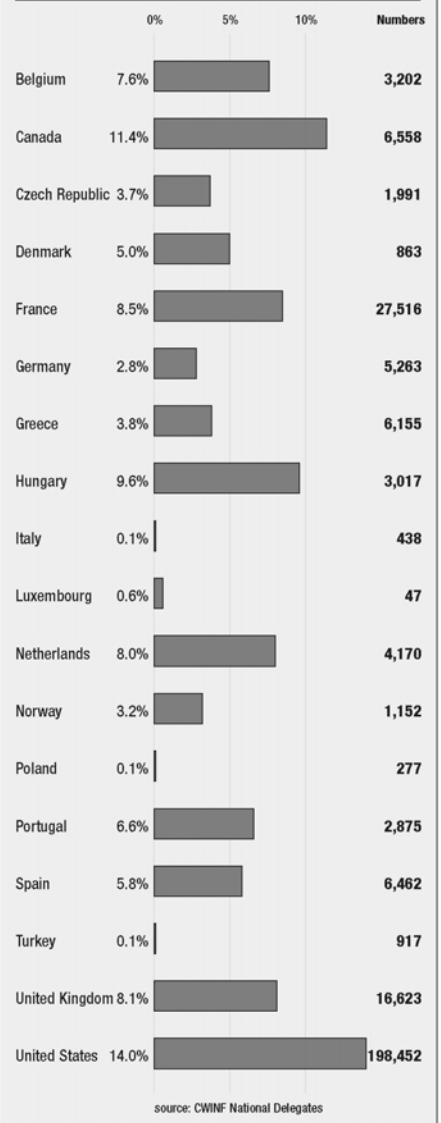
	PERCENTAGE		NUMBERS		
Mission	Male	Female	Male	Female	Grand Total
Presence in Albania	69%	31%	31	14	45
Centre in Almaty	75%	25%	3	1	4
Centre in Ashgabad	60%	40%	3	2	5
Office in Baku	75%	25%	3	1	4
Advisory and Monitoring Group in Belarus	60%	40%	3	2	5
Centre in Bishkek	83%	17%	5	1	6
Mission in Bosnia and Herzegovina	57%	43%	85	63	148
Assistant Group in Chechnya	83%	17%	5	1	6
Mission to Croatia	86%	14%	79	13	92
Mission to Estonia	40%	60%	2	3	5
Rep. to the Estonian Government Comm.	100%	0%	1		1
Mission to Georgia	95%	5%	56	3	59
Mission to Latvia	80%	20%	4	1	5
Pers. Rep. Of CiO on Conflict Dealt in Minsk Conf.	100%	0%	5		5
Mission to Moldova	100%	0%	8		8
Mission in FRY	80%	20%	41	10	51
Mission in Kosovo	67%	33%	424	208	632
Spillover Monitor Mission to Skopje	82%	18%	138	30	168
Mission to Tajikistan	73%	27%	8	3	11
Centre in Tashkent	67%	33%	2	1	3
Project Co-ordinator in Ukraine	67%	33%	2	1	3
Office in Yerevan	50%	50%	3	3	6
Grand Total	72%	28%	911	361	1272

Table 2 Currently Deployed International Seconded and Contracted Mission Members of the OSCE (by Field of Expertise) as of November 2001.

	Sex		
Field of Expertise	Male	Female	Total Number
Budget & Finance	2%	3%	31
Buildings Mngt	1%	0%	6
Civilian Police	20%	9%	209
Communications	1%	1%	11
Democratization	6%	14%	110
Econ. & Environ. Affairs	1%	0%	8
Elections	13%	20%	190
General Administration	2%	3%	29
General Staff	18%	9%	196
Human Resources Mngt	1%	2%	17
Human Rights	8%	17%	135
IT & Information Mngt	0%	0%	5
Media Development	1%	3%	18
Military Affairs	4%	0%	39
Political Affairs	9%	5%	102
Press & Public Information	2%	3%	30
Procurement	0%	0%	3
Rule of Law	2%	4%	36
Security	0%	0%	4
Supply & Logistics	6%	2%	62
Training	1%	4%	21
Transportation	1%	0%	9
Grand Total	100%	100%	100%

Table 3 Women in NATO Forces and Peacekeeping Operations.

Female personnel force strengths



source: CWINF National Delegates

Statistics on women in NATO forces are compiled on the basis of figures provided by each NATO country (except Iceland, which has no armed forces) in the *Annual Review of Women in NATO's Armed Forces*. Total force numbers include conscripts. Figures for 2001 are provisional.

Selected current United Nations peacekeeping operations

		Start of operation	Personnel strength	Cost to 1999/00 US$m	Estimate 2000/01 US$m
UNTSO	United Nations Truce Supervision (Middle East)	1948	154	606	23
UNFICYP	United Nations Peacekeeping Force in Cyprus	1964	1,219	1,019	43
UNDOF	United Nations Disengagement Observer Force (Israel)	1974	1,120	786	37
UNIFIL	United Nations Interim Force in Lebanon	1978	4,922	3,118	147
MINURSO	United Nations Mission for the Referendum in Western Sahara	1991	231	389	49
UNIKOM	United Nations Iraq-Kuwait Observer Mission	1991	1,115	521	53
UNOMIG	United Nations Observer Mission in Georgia	1993	102	115	30
UNAMSIL	United Nations Mission in Sierra Leone	1999	12,439	267	504
UNTAET	United Nations Transitional Administration in East Timor	1999	8,087	350	584
MONUC	United Nations Organisation Mission in DROC	1999	258	59	141

Selected current non-United Nations peacekeeping operations

		Start of operation	Personnel strength	Cost to 1999/00 US$m	Estimate 2000/01 US$m
MFO	Multinational Force and Observers (Egypt)	1982	1,844	1,385	51
SFOR	NATO-led Stabilisation Force (Bosnia)	1996	22,800	13,000	2,700
Belisi	Peace Monitoring Group in Bougainville	1998	262	55	14
KFOR	NATO-led Kosovo Force	1999	50,000	7,000	6,000

Selected past United Nations peacekeeping operations

		Dates of operation	Personnel strength	Cost US$m
UNEF I	First United Nations Emergency Force	1956-67	6,073	214
UNOGIL	United Nations Observer Group in Lebanon	1958	591	4
ONUC	United Nations Operation in the Congo	1960-64	19,828	400
UNYOM	United Nations Yemen Observer Mission	1963	239	2
UNEF II	Second United Nations Emergency Force	1973-79	6,973	446
UNIIMOG	United Nations Iran-Iraq Military Observer Group	1988-91	400	178
UNTAG	United Nations Transition Assistance Group	1989-90	5,993	369
ONUCA	United Nations Observer Group in Central America	1989-92	1,098	89
UNAVEM I, II, III	United Nations Angola Verification Mission I, II, III	1989-97	7,546	944
ONUSAL	United Nations Observer Mission in El Salvador	1991-95	683	107
UNTAC	United Nations Transitional Authority in Cambodia	1992-93	19,159	1,600
ONUMOZ	United Nations Operations in Mozambique	1992-94	8,125	471
UNOSOM I,II	United Nations Operations in Somalia I, II	1992-95	28,000	2,300
UNPROFOR	United Nations Protection Force	1992-95	30,869	4,600
UNAMIR	United Nations Assistance Mission for Rwanda	1993-96	5,500	437
UNMIH	United Nations Mission in Haiti	1993-96	1,549	516
UNPREDEP	United Nations Preventive Deployment Force	1995-99	1,110	176
UNTAES	United Nations Transitional Administration for Eastern Slavonia	1996-98	5,344	558
MINUGUA	United Nations Verification Mission in Guatemala	1997	188	15
UNOMA	United Nations Observer Mission in Angola	1997-99	1,156	181
MINURCA	United Nations Mission in the Central African Republic	1998-00	1,252	86

Selected past non-United Nations peacekeeping operations

		Dates of operation	Personnel strength	Cost US$m
ECOMOG	ECOWAS Military Observer Group (Liberia)	1990-98	12,400	525
UNTAF	Unified Task Force in Somalia	1992-93	40,000	2,500
IFOR	NATO-led Implementation Force (Bosnia)	1995-96	60,000	5,000
Alba	Multinational Protection Force (Albania)	1997	6,294	175
MISAB	Mission Interafricaine de Surveillance des Accords de Bangui	1997	1,578	102
AFOR	NATO Albania Force	1999	5,500	650
INTERFET	International Force in East Timor	1999	11,310	421

The above statistics are from the *2000 Chart of Armed Conflict*, published in *The Military Balance 2000-2001* by the London-based International Institute for Strategic Studies. Data are assessed as correct as of 30 June 2000.

This report focuses predominantly on the role of gender and gender perspectives in UN PSOs, due to its longer, diverse and more global history of involvement in peacekeeping. However, similar analysis is required of the other regional bodies in view of their effectiveness and accountability to sustainable peacebuilding.

Women Within UN Multi-Dimensional Peace Support Operations

UN peacekeeping has been used as an instrument for international intervention in armed conflict for over 50 years. However, few women have participated in designing or carrying out PSOs. The UN Department for Peacekeeping Operations (DPKO) can request women peacekeepers, but it is Member States, which ultimately decide who to send for police, military and political assignments. The UN did not issue specific requests for women peacekeepers until 1994. This corresponded with a period of high demand for peacekeepers - 78,500 in 1993, 76,500 in 1994, and 68,900 in 1995[42]. When this call did go out, it was largely ignored by Member States[43].

Between 1957 and 1989, Beilstein (1995) concludes that 20 women served as UN peacekeepers. In 1993, in 11 of the 15 ongoing PSOs, women represented approximately 33% of all civilian staff[44], with the percentage of women in civilian police and military unknown because of a lack of record keeping. By the 1990's, the participation of women in PSOs began to increase. At the end of 2000, the number was 38,500[45], with women constituting 25% of professional staff, 51% of general service staff, 15% of field staff, 26% of local staff, 3% of military personnel and 4% of civilian police personnel active in PSOs[46].

Table 4 Women in Active UN Peacekeeping Operations, offers an overview of the percentage of women in all current, on-going UN PSOs as of Spring 2001.

Peacekeeping Operation[a]	Year[b]	Professional Staff[c] (%)	General Service[d] (%)	Field Service[e] (%)	Local Staff[f] (%)	Military Personnel[g] (%)	Civilian Police[h] (%)	Women Overall[i] (%)
MINURSO	1997	20	34	9	21	3	0	10
	1998	15	35	15	19	2	0	10
	1999	16	35	16	19	3	8	13
	2000	19	28	23	21	3	12	15
UNAMSIL	1998	20	80	5	45	4	0	18
	1999	20	40	15	22	2	0	13
	2000	18	59	21	30	1	--	6
	2001	19	63	21	20	1	0	2
UNDOF	1997	0	--	20	22	3	--	5
	1998	3	79	13	24	2	--	5
	1999	18	84	16	21	4	--	5
	2000	0	100	22	15	3	--	5
	2001	0	88	24	14	4	--	6
UNFICYP	1997	--	--	23	29	3	15	6
	1998	27	100	14	32	2	16	8
	1999	36	100	5	29	5	14	9
	2000	32	100	11	30	3	11	8
	2001	30	100	4	31	2	6	- -
UNIFIL	1998	13	51	6	13	4	--	7
	1999	17	83	13	14	2	--	3
	2000	15	90	12	14	2	--	3
UNIKOM	1998	15	70	14	18	0.3	--	3
	1999	10	56	8	20	0.3	--	4
	2000	13	48	17	20	0.4	--	4
	2001	10	57	19	21	0.4	--	4
UNMIBH	1998	32	55	8	49	0	3	21
	1999	34	55	10	52	6	4	24

	2000	32	65	12	53	3	5	26
	2001	30	63	14	52	0	5	25
UNMIK	1999	24	48	14	7	0	2	16
	2000	27	50	4	26	0	3	20
	2001	30	55	15	31	0	4	21
UNMOGIP	1998	0	--	24	4	0	--	5
	1999	0	--	17	11	0	--	7
	2000	0	--	16	11	0	--	7
	2001	0	--	16	12	0	--	8
UNMOP	1998	50	100	0	40	0	--	11
	2000	0	100	0	50	0	--	11
UNOMIG	1998	22	64	3	40	1	--	20
	1999	34	57	2	35	1	--	19
	2000	23	70	9	31	1	--	19
	2001	20	83	10	29	1	--	19
UNTAET	2000	24	54	21	13	3	3	6
	2001	28	59	27	11	3	4	7
UNTSO	1998	0	85	6	15	1	--	8
	1999	12	93	5	15	1	--	8
	2000	21	100	11	18	3	--	11
	2001	20	100	10	15	5	--	11

Sources[47]

Of the 13 on-going PSOs for which data is available (16 operations exist at time of writing), women represent a small proportion of military and civilian police personnel. In no instance do they exceed 6% of military personnel and women make up no more than 16% of civilian police for any given operation. Women make up the greatest proportion of the non-professional civilian positions, general service and field service. These positions provide administrative and operational assistance to the civilian professional staff positions, which deal with substantive administrative and political aspects of the PSO.

While statistical data is available on the number of civilian, police and military women and men within the UN component of PSOs, to our knowledge, there is little comparable data or analysis regarding civilian personnel sent by inter-governmental, international, regional and national organisations. Neither does there appear to be statistics kept on the private security companies, numerous foreign government representatives or contract personnel in the host nation. More detailed information about these groups and their roles and interactions with local populations is needed to shape a clearer picture of the gender-balance dynamics of PSOs and post-conflict reconstruction.

Owing to their gendered role as 'carers' at a household level and gender-based employment opportunity, there are difficulties in recruiting women to senior posts. Often the post is demoted on the grounds that women cannot be found to fill them at a higher level. There is a tendency to appoint those already inside the UN system which has been identified as a reason for many potential outside female candidates not being selected[48].

Women in Military Peacekeeping Forces

Definitions of Security

Generally the military define a 'secure environment' as:

- Political stability
- Economic activity and stability
- Clearance of minefields
- Safe access routes (e.g. to schools, hospitals)[55]

Human Security broadens the more traditional definition of security by integrating the consideration of:

- Structural issues (e.g. functioning systems of governance)
- Physical security (e.g. safe and accessible shelter)
- Community security (e.g. stability of community networks and survival strategies)
- Psychological security (e.g. freedom from persecution)
- Context specific aspects of security

From a humanitarian perspective, it is necessary for agencies to see how they contribute towards a 'safe environment' this moves beyond what the military refer to as a 'secure environment'. This incorporates what the majority of humanitarian agencies define as 'human security.'

While the number of civilians involved in PSOs is increasing, military personnel tend to be the majority. The primary role of the military in PSOs is to provide physical protection and security for local civilians, other humanitarian contingents of the PSO, local government and UN officials working with the operation. The military is often assigned the task of creating a 'safe' environment to enable the re-emergence of markets, infrastructure and daily civil life.

The military plays the lead role in the supervision and enforcement of ceasefires, regroupment and demobilisation of forces, initial reintegration of combatants into civilian life, destruction of weapons and the design and implementation of de-mining programmes. Increasingly, militaries support the safe return of refugees and internally displaced persons, and the distribution and provision of humanitarian assistance.

The percentages of women in all military components remains uniformly low and current operations show little increase. This is primarily because there are very few women in the militaries of Member States, which is again reflected in those troops selected to serve in PSOs.

The proportion of women sent for peacekeeping duties is also routinely less than that within national militaries. For example, women represent 12% of the national armed forces in the United States and Canada, but only 8% and 5% respectively of their military peacekeeping forces[49]. Thus, other factors are contributing to women's low representation.

Military restrictions exist on the positions that women can hold, especially related to combat roles in the majority of troop contributing countries. In addition, various national militaries are at different stages of recruiting and integrating women into their forces[50] and there is extremely varied attention to factors of gender equality within different Member State militaries. The absence of gender policies, or the lack of their application, influences personnel selection for PSOs. For example, when asked how many women were in the NATO-led operation in Bosnia-Herzegovina (SFOR), an SFOR official responded, *'For us, gender integration is not an issue for peacekeeping, and therefore the statistics are not kept*[51]*.'*

Working with Cultural Based Gender Attitudes

At times, misperceptions of the gendered roles of women in military positions in recipient countries may block women's assignments. This was illustrated by the experience of a female Norwegian Major in the UN Iraq-Kuwait Observer Mission (UNIKOM). The Major had prepared herself to not be accepted by the head of her division, a male officer from Pakistan. However, she found the head of her division very accepting of his female colleagues. When he asked her why she had not applied for the operation in Pakistan (UNMOGIP) she informed him that her government had chosen not to send any women to that operation, due to its perception that the culture and attitudes of Pakistan would take offence at women officers.

Women in the PSO in Namibia (UNTAG) noted that it was inadequate for the UN to talk about equality. Instead they had to demonstrate it, which included having women in the operation's military component[52]. A variety of women's civil society organisations in Bosnia-Herzegovina also said that they would like to see greater numbers of women military peacekeepers, including those with command positions. They felt the presence of such women and the respect they would be shown by their male colleagues would help women in the community achieve greater levels of respect from the military peacekeepers and their own communities[53]. Outside equality debates, various proponents of increasing numbers of women in military peacekeeping rely on notions of women's often inherent, unique sensitivities and approaches to conflict[54].

Some argue that women in the military and other components of PSOs, such as civilian and police will have a greater impact in achieving a secure environment which, in time, has a greater potential to enhance durable peace.

However, the presence of women in military units does not guarantee that local women's concerns or needs will be taken into account. For instance, the sexual slavery and human trafficking that some NATO and UN personnel have been responsible for, does not appear to be stemmed by the presence of women in military roles in those operations[56].

Numerous studies have shown that even though women may be incorporated into military structures, their presence does not significantly alter most military cultures. Indeed, women's presence may help to solidify that culture, as women take on 'feminine' roles, thus heightening particular male-based occupations and roles[57]. Parallels exist within peacekeeping, where women military peacekeepers are praised for their ability to work with local women to prepare food dishes, or where there are calls for more women in peacekeeping, because it is anticipated that the presence of women will deter their male colleagues from abusing women and girls in the host nations. Consequently, the encouragement of women into the military as a means of achieving gender equality both within the operation and the host society is a contested notion[58] with conflicting motivations, which need to be carefully analysed in the context of the ultimate goal of any PSO - sustainable peace.

In summary, because the numbers of military women are so low within PSOs, only a few studies have addressed this issue. Hence, the evidence of the benefits of women military peacekeepers is limited. In general there is a strong perception among some women and men that the presence of women in military units provides an exemplary role model for equality, and may help to encourage the aspirations and improve the status of women within the host nation[59].

Women in UN Civilian Police: Mandates and Issues of Gender Mainstreaming

The *Brahimi Report* recommends that UN civilian police components should:
'Focus primarily on the reform and restructuring of local police forces in addition to traditional advisory, training and monitoring tasks'.[60]

UN civilian police must also be able to effectively respond to civil disorder and protect civilians, as well as their own forces. In all cases, these actions require courts and local police officers with which UN civilian police officers can work. It is important that these local structures are impartial and able to act without fear of intimidation. When called on, UN civilian police must be available to help strengthen the rule of law, in conjunction with international and national judicial, penal and human rights codes[61].

The Role of Civilian Police is to:

- Provide security in war-torn areas
- Document and prevent abusive and unacceptable behaviour by local police and others
- Re-establish safety at different levels
- Rebuild the local population's trust in the police as an institution
- Take on broad responsibilities linked to restructuring and support of the judicial systems
- Train, reform and rebuild national police forces in accordance with international standards of criminal justice, human rights and democracy

Historically, contingents of UN civilian police have included very few women police officers. In 1993, when UN total peacekeeper numbers peaked at 78,500, women represented 1% of UN civilian police personnel[62]. By the end of 2000, 38,500 peacekeepers were active, yet women made up only 3.9% of civilian police serving in UN PSOs. It is worth noting that CIVPOL is among the few departments within the UN that actively recruits women for peacekeeping and has done so for several years[63].

One of the primary reasons that few Member States send women civilian police on PSOs is that in nearly all countries where there are women police officers they typically serve as desk officers and traffic police; notable exceptions include Norway, Sweden, Canada, Great Britain and the United States[64]. Even in countries where women make up a significant portion of the police force, they rarely constitute a significant presence in PSOs. When police are drawn from that country's military police the percentage of women drops considerably[65]. In countries where women make up significant numbers of the police force, studies indicate that gender still influences participation in UN civilian policing. For example, studies in Canada show that owing to the gender division of labour at a household level, women police officers are less likely to request postings with the UN civilian police because of their role as mothers and carers and the length of time required away from their families[66].

The current Canadian government is at the forefront of gender mainstreaming initiatives in peacekeeping and they are increasing the role of Canadian 'peace officers' in PSOs. This includes supporting a special branch within the Royal Canadian Mounted Police (RCMP) to train and place police peacekeepers, as well as covering the costs of training and placement[67].

Engendering Civilian Police Forces

Many equate 'engendering' security forces with 'changing the internal composition' of police. But just as incorporating black police officers into the South African police force in the 1980s did not make apartheid-era policing more responsive to black concerns, 'gendered policing' must change more than just the gender composition of the police forces. It must also reform the way police departments, as institutions, treat women officers and victims of crimes against women[68].

Experience to date suggests that a police force, which is representative of both women and men, trained appropriately and that employs a gender perspective to their everyday tasks will present positive role models for local men, women, boys and girls. They may also increase their efforts to learn more about the conflict and community itself, to be more involved with the community they are serving, and to help find appropriate solutions to problems in addition to enforcing laws and helping to provide security. This includes providing secure environments in which activists and women's organisations are able to carry out their peacebuilding activities and where local women and men can go about their daily lives without fear of violence or harassment. Because of the prevalence of extra-legal violent political economies, there is a need to recruit and train specialists in trafficking of people, (often women and children), illegal drugs, natural resources, small arms and light weapons. Owing to the types of gender-based violence used in armed conflict and apparent in post-conflict situations, it is also necessary to actively recruit for police specialists in the areas of sexual, gender-based and domestic violence. Being informed by local women's initiatives in these areas can help strengthen UN civilian police effectiveness, and police and community relations.

Gender, Women, and CIVPOL: The Canadian Experience

Canada is a world leader in training and sponsoring police or 'peace officers' (as they are called in Canada) for international peacekeeping duties. The Royal Canadian Mounted Police (RCMP) is actively recruiting more women for CIVPOL duties. In their experience, attracting more women peace officers to peacekeeping is important because in the reconstruction of national police forces, women compose significant numbers of local recruits, as witnessed recently in Kosovo/a and East Timor. Thus, CIVPOL provides women police role models for those local women and for their male counterparts. In addition, Canada is responding to reports from the UN that stress the need to provide equal access and opportunities for women and men in local communities to participate in the new institutions in their countries, such as the police. In order to better carry out their CIVPOL duties, the RCMP's peacekeeping branch is conducting studies into why Canadian women officers do or do not volunteer for peacekeeping duties[70].

Studies conducted in countries as diverse as India, the Netherlands and the United States find that *'women police officers respond more effectively to violence committed against women, and are more likely to take action against domestic abuse'* [71]. Research has also found that compared to their male colleagues, women police officers have significantly lower rates of complaints of misconduct, improper use of force or inappropriate use of weapons. Studies from PSOs in South Africa and Haiti support the above results for women both as peacekeepers and as members of the new police forces[72].

International studies on women and policing find that, across cultures, women police officers:

- Use force less frequently than their male counterparts.
- Are less authoritarian when interacting with citizens and lower-ranking officers.
- Have better communication and negotiation skills, and are more likely than male officers to diffuse potentially violent situations[73].

Such findings imply that larger percentages of women police officers within UN civilian police personnel and new police forces would have a positive effect in PSOs. It is argued that greater numbers of women police are necessary to effectively work with local women who have been abused during the war, since local women have an easier time reporting such incidents to female officers. Such claims have been made in South Africa and Bosnia-Herzegovina.

Of five peacekeeping operations - Bosnia-Herzegovina (UNMIBH), Kosovo/a (UNMIK), Sierra Leone (UNAMSIL), and East Timor (UNTAET), Democratic Republic of Congo (MONUC) - currently operating in conflicts with widespread systematic use of gender-based sexual and physical violence, the numbers of women UN civilian police components are low (see Table 4). For example, in the case of UNAMSIL in Sierra Leone where gender-based attacks were central to the conflict, neither police nor military forces received specific training on gender-based violence against women prior to deployment[74]. The Special Representative for UNMIBH acted quickly on reports of internal sexual harassment and this reportedly improved working conditions for women staff.

Gender is seen to play a prominent role in how police peacekeeping personnel interact with the local population. Reports from Namibia (UNTAG) found that the local populations were more comfortable working with civilian police teams comprised of both men and women[75] [76]. In operations in Namibia (UNTAG), and Rwanda (UNAMIR), local women reported finding it easier to approach female peacekeepers to address a problem[77]. In all of these operations, women police peacekeepers were seen by locals as less threatening, more willing to listen, and more able to diffuse potentially violent situations[78].

Perhaps more importantly, there is no evidence that female peacekeepers have physically abused members of the host population. At the same time, the presence of female peacekeepers does not appear to deter some male peacekeepers from physically abusing local populations, as witnessed in the operations in the Balkans, Cambodia and Somalia.

As stated in the *Brahimi Report,* reconstructing national police forces and restoring an accountable justice system are among the most crucial tasks of any post-conflict PSO. This is usually the task of CIVPOL. Yet, post-conflict training and reconstruction of the police has often failed to challenge the male orientated culture of new police forces. Studies find that very few countries make efforts to consider the gender dimensions of their new police forces or undertake gender training[79]. Those countries that do, mainly focus their efforts on the recruitment of women.

However, simply adding women into otherwise male-dominated institutions does not appear to be sufficient. In countries where UN civilian police played a role in re-establishing police forces, such as El Salvador, the reformed police force has already seen a decline in the numbers of women police officers to fewer than 6%. Women account for 7% of the new police force in Haiti, where studies found that in the new police force male Haitian officers often refuse

to patrol with their women colleagues and routinely withhold information from them regarding sources or leads that might contribute to the effectiveness of the women officers' cases[80].

In summary, while it is encouraging to see a greater number of women in the police and the militaries of troop contributing countries, a great deal of work remains to be done. A higher number of women can enhance objectives towards creating more secure environments, support local efforts to increase the role of women in politics, the security forces and in decision-making by providing role models.

Recommendations to Enhance Gender Sensitivity in Police Operations:

- Increase the number of women police officers in both troop contributing and host nations.
- Provide training in Human Rights and Humanitarian Law, women's human rights and social aspects of conflict, including gender-based violence[87].
- Develop an action plan to promote women and increase their numbers in the reconstruction of the national police force.
- Create a division within the national police machinery to address gender-based crimes both during and after the conflict.
- Create departments to counter trafficking of women and girls with guidelines to make perpetrators accountable. (Guidelines developed by the UNMIBH Legal and Human Rights offices and UNHCHR BiH anti-trafficking project in Bosnia could serve as a model).

Women in Civilian Humanitarian Components of Peace Support Operations

Since 1997, the civilian humanitarian component of PSOs has been administered by OCHA, which oversees the UN civilian humanitarian response to peacekeeping. In 1998, women held 35% of the decision-making positions in OCHA, which suggests that women's concerns should be an integral consideration of policies and programmes within OCHA[88]. In early 2002, under the supervision of OCHA, the civilian side of peacekeeping had four women in senior decision-making positions[89].

However, women leaders in civilian humanitarian components of PSO, who express support for gender-sensitive policies and programmes is not always sufficient for their implementation. There are often conflicting priorities with interventions in emergency situations, most notably those covering transport, communications, logistics, water, electricity and supplies. For example, such as space on transport planes for reproductive health kits for women and girls as well as food supplies, or providing equal space to supplementary and therapeutic food for infants and their mothers as well as 'real' food bags for adults. These programmatic clashes are exacerbated within a large and complex undertaking like peacekeeping.

Civilians play increasingly varied and multiple roles in PSOs including staffing and running interim transitional governments, working within humanitarian and human rights departments and organisations and rebuilding infrastructure and serving as election monitors. In the history of UN peacekeeping, only four women have held leadership command positions and all were civilians[90].

It is important to note that PSOs that were either largely or exclusively comprised of civilians are among the most successful UN PSOs to date, including Haiti (MICIVIH), Guatemala (MINUGUA), and South Africa (UNOMSA)[91]. They all had significant numbers of civilian women personnel throughout (37-53%), and their knowledge and actions played an important role in the success of the operations[92]. For example, in Haiti and Guatemala, many of the women in the PSO were lawyers, who had extensive knowledge of indigenous issues and worked well with the human rights organisations in those countries, the majority of which were created and staffed by local women[93].

Gender-Balance in Human Rights Focused Peace Support Operations

PSOs that have strong human rights monitoring mandates take on greater civilian components and correspondingly increase the number of women participants. In such PSOs, women have served as:

...legal and political advisors, civilian police officers, election and human rights monitors, information specialists and administrators. They have been involved in promoting national reconciliation and democracy, refugee repatriation and humanitarian assistance. Women have also served as team leaders in human rights and election-monitoring missions; in a few very isolated cases, women have been in decision-making roles, supervising international and local personnel[94].

Two early cases, UNTAG and UNOMSA, had leaders who made it a priority to recruit qualified, international and local civilian women, achieving between 30-50% women in various civilian offices. In addition to UNTAG and UNOMSA, the only other operations where women represented a third or more of the overall peacekeeping force were those in which the primary mandate was human rights monitoring and peacekeeping personnel were entirely civilian[95].

In summary, civilian components of PSOS are relatively ahead of other components in their gender-balanced recruitment of staff at all levels. It is argued that this gender-aware approach has contributed to the success of civilian operations highlighted above.

Gender-Aware Leadership

Gender-aware leadership is dependent on a person or persons in high-ranking decision-making positions integrating gender considerations into their internal and external policies, planning, strategies and interventions. This may involve creating a culture of gender-awareness in the institution, being led. It may include credit being given for gender sensitive initiatives and reports and monitoring activities integrating gender considerations. There may also be a

component of gender-awareness capacity building to ensure that all staff have at least a baseline understanding of gender issues in conflict contexts and can apply this to their various fields of operation. Such leadership would entail adequate resources being allocated to support gender sensitive interventions.

Owing to the gendered nature of conflict, gender sensitive responses are required to ensure that human security issues are adequately addressed at all levels of the host country. If such interventions are planned and implemented with gender-awareness, they are more likely to be successful and effective in supporting the total population of host communities and consciously avoid monopolisation of PSO resources by local male dominated elites. This generates a more amenable environment in which peace can be equitably sustained. As PSOs increasingly incorporate forms of democracy building into their mandates and activities, it is important for leadership within the operations to realise that empowering women in public and political spheres is an effective means to advance internal processes of democratisation and international stability. It has also been noted by those in the gender mainstreaming field that in terms of influencing attitudes towards gender, male gender advocates are extremely influential, in particular in environments such as the military.[96]

Gender-aware leadership will impact on gender-balance in PSOs, gender equitable resource allocation, the sensitive address of gender-based violence, the inclusivity of interventions in the local community, and set role models for gender equality in the host community.

The case of UNMIK in Kosovo/a illustrates the tribulations resulting from a lack of gender perspective within the civilian dominated facets of the PSO and its far-reaching implications for peacekeeping and reconstruction processes.

Gender and Peacekeeping: The Case of UNMIK

Women did not participate in the negotiations at Rambouillet to end the Federal Republic of Yugoslavia's military aggression against the Kosovo/a Albanian population. Although the Rambouillet Agreement was never signed it was used as the basis for UNMIK's later planning and policies. The absence of women in the peace-negotiations in Rambouillet contributed to the marginalisation of women in the political process after the conflict'[81].

Initially the senior leadership within UNMIK set up a Kosovar government structure for the duration of the UN interim government where women were not represented. As the operation progressed, women took positions in various interim parallel government structures. Today, women hold 17% of the seats. However, the bodies they sit on have little real power and are routinely excluded from decision-making within UNMIK[82]. Although women in Kosovo/a had been politically active in organising for their rights for a least a decade prior to the arrival of UNMIK, and had made substantial gains in education, property rights, legal rights, and following their choice of professions, UNMIK officials did not build on these gains.

For example, the ancient book of customary law, Leke Dukagjini, was used as the basis for consultation by officials on social and gender issues. Such an approach did not help work towards women's equality and protection of their rights in Kosovo/a. In one case, during a meeting in March 2000 regarding domestic violence, a UN official stated that "Leke Dukagjini is the prevailing law in Kosovo/a", only to be contradicted by a young Kosovar female lawyer who firmly states that such was not the case and that *'Leke Dukagjini was a work dating from the 16th century which is not relevant'*[83].

In another example, a male international participant in an inter-agency group on domestic violence overrode a female international who was explaining that international law makes clear that women's rights are human rights with the statement, "'We have already spoken to the local population and they have explained that Kosovo/a is not ready to grant women full rights!'"[84]

Outside the operation, local women's voices have been marginalised by UNMIK, particularly on issue of domestic violence and women's rights[85]. There has been a consistent lack of acknowledgement of the strength, determination, and competence among the Kosovar women[86]. Support of the current, well-planned 'Kosovo/a Action Plan for the Advancement of Women for the Years 2001-2003' may be a litmus test for whether or not top UNMIK leadership is able to work with local women's initiatives and provide the necessary support for their success.

The example of UNMIK raises a series of questions. Does establishing unequal starting points for Kosovar men and women within the interim government undermine Kosovo/a's move towards a truly democratic and egalitarian society where all peoples' human rights are respected and upheld? How can Kosovar women achieve their human rights according to international standards guiding the interim civil administration (e.g. CEDAW) when peacekeeping officials rely on local discriminatory laws? Can gender be mainstreamed when senior peacekeeping officials do not understand gender or their obligations regarding gender mainstreaming and upholding women's rights under international standards and protocols? Can UNMIK be a successful operation if it marginalises gender issues and the rights of Kosovar women? These questions highlight that significant steps are needed to lay the groundwork for maintaining international legal structures, including women's human rights, and ensuring non-discrimination in the work of civilian and military personnel within PSOs, in particular those with high-level decision-making roles.

Studies reveal that the leadership attitudes towards gender are fundamental to whether gender-informed policies are implemented and gender equality is strengthened in the operation and the host nation[97]. Such findings emphasise the need for gender specialisation and training among leaders of PSOs[98]. Through an improved understanding of the gender nuances of situations, peacekeeping personnel should be able to strengthen their relations with local populations, enhance their ability to respond to specific needs, bolster their planned responses, and uphold the rights of local populations, especially women and children. In turn, these actions help to achieve the operation's objectives and increase the probability of sustainable peace.

Recommendations to Enhance Gender-Aware Leadership

- Gender expertise to be part of all reconnaissance missions to assess areas where the deployment of a PSO is being considered and advise the Secretary General on the composition of the operation.
- DPA, DPKO and OCHA to incorporate a gender perspectives into their analyses of situations so that they can more readily advise the Secretary General and SRSG on further steps.
- Create and maintain a roster of women candidates for high-level appointments with the aim of broadening women's participation in all levels of decision-making within the peacekeeping operation.
- Gender expertise become a requirement for those being considered as SRSGs.

Peace Support Operations and Women's Peacebuilding Organisations

Women are resource managers, advocates for other women in emergency and crisis situations, leaders in political processes, and influential in the community. Women often develop informal or formal groups and processes that contribute to peacebuilding and the construction of democratic societies[99].

At the local level, in conflict and post-conflict areas such as Bosnia, Cambodia, Eritrea and East Timor it is women who despite overwhelming challenges against them, and often at great risk play a significant role in peacebuilding and reconciliation at the grassroots and community level[100].

Despite the unique experiences and contribution of women to peacebuilding and post-conflict reconstruction processes, most approaches to conflict resolution and peacebuilding have either ignored, marginalised or failed to address their support needs.

Women consistently remain a minority of participants in peacebuilding projects, negotiations and policies and are largely absent at formal peace negotiations and levels of decision-making within foreign affairs, defence or international relations bodies[101]. For example, in the conflict in Bosnia Herzegovina that was known for its attacks against women, there were no women in the regional delegations at the Dayton Peace Accords[102] and gender aspects of the

conflict or post-conflict periods were never discussed. Furthermore, they also placed very little emphasis on civil society organisations, including women's NGOs and peacebuilding activities[103].

Regional and local women's and human rights organisations, such as Medica in Bosnia, the Forum for African Women Educationalists in Sierra Leone, and Forum Komunikasi Untuk Perempuan Loro Sae in East Timor, are doing cutting-edge work in addressing issues such as trafficking, human security, gender-based violence, and the needs of local communities. It is this sort of expertise and local knowledge, which PSOs can support and build on. In studies of Bosnia and Herzegovina, El Salvador, Eritrea, Georgia, Guatemala, Namibia, Rwanda and South Africa, local women's organisations were among the most dynamic components of emerging civil societies in post-conflict environments and thus should be viewed as drivers in rebuilding peaceful societies[104].

Consulting Women

International Alert is currently conducting national and regional consultations as part of a peace audit project looking at the potential for the implementation of gender-aware conflict transformation. The focus has been on UN Security Council Resolution 1325 and its applicability in the national and regional contexts of Nepal, the Caucasus and Nigeria. However, the consultations could equally be applied to the *European Parliament Resolution on Women's Participation in Peaceful Resolution of Conflict* (2000) or other instruments promoting a gender-aware approach to conflict prevention.

The aim of the consultations was to bring together a representative group of women to discuss current 'human security' issues and peacebuilding initiatives in their national or regional situation - analysing the potential instruments for implementation of gender-aware conflict transformation as outlined in UNSC Resolution 1325 and using it as an advocacy tool to address human security issues and support peacebuilding initiatives.

In the context of Nepal – women clearly demonstrated that the current 'state of emergency' has worsened the gender-based abuse and violence they experience both from national security forces and Maoists. In the context of the Caucasus - the lack of protection or recourse for women from non-recognised territories was highlighted as needing urgent attention. In the Ugandan context - security was critically linked to the need to diversify survival strategies/livelihood strategies for women who were often trapped by vicious poverty cycles from which they were unable to provide a safe community environment.

Each of these consultations identified recommendations for the local, national, regional and international address of the conflict situation. They also identified gaps in the current policy frameworks, which still need to be incorporated[105]. All highlighted the gaps between policy and practice/contextual reality, which need to be bridged. This emphasises the critical interface between representative local population and the international policy makers. Here starting with women is often seen as a 'neutral' entry point.

The Role of Peace Support Operations in Supporting Women in Civil Society

Women in civil society represent an under utilised and often untapped resource in the rebuilding and reconstruction of their communities. It is important that their expertise and capacity is promoted and strengthened by PSOs, to support the survival strategies of the local community. By being aware of, and building working relationships with women's groups, CIVPOL and UN civilian police components could markedly improve their ability to ensure human security and uphold human rights within the host country.

The Gender Dimensions of Country Orientation

It would be beneficial for military, police and civilian peacekeepers to receive detailed briefings that help them understand the people they are protecting and assisting, their history, cultures, the roots and gender dimensions of the conflict, before arrival. This would provide an understanding of the legal and extra-legal political economies that are in place and their links to violence and instability as well as increase the accuracy of assessments and the effectiveness of their responses to and interaction with the local community. There are advantages to staying informed of local responses to insecurity, violence and local initiatives to build peace to ensure the effective protection of the rights of local citizens. Local civil society and NGOs, in particular women's organisations, are well positioned to provide detailed local and national gender specific information. To such partnerships, transparency and trust building is initially required. Once mutual benefits and goals are established collaboration is facilitated.

The usual military mandate is to provide a 'secure' (see previous box, *Definitions of Security*) environment that enables civilian women and men to rebuild their lives and societies. Individual women and women's organisations in Bosnia, East Timor, and Sierra Leone have benefited from security provided by peacekeepers within IFOR, and SFOR, UNTAET, and UNMISL[106]. In turn, those forces have at times recruited local women's groups to help them. Cambodian women reported that UNTAC personnel did support existing women's groups working towards democratisation and sustainable peace. The peacekeepers were also credited with helping to spur the development of new women's, peace, and human rights NGOs within Cambodia, which local women then used to lobby for strong gender-equity positions within the new Cambodian constitution[107]. In Bosnia, peacekeeping troops helped local women gather illegally held weapons from ex-combatants in their homes and communities. The military and women's groups also collaborated on education programmes, such as educating children about landmine avoidance[108]. However, this type of successful collaboration usually takes place on an ad hoc basis and the approach is not standardised and integrated into the operation, which is necessary to avoid the marginalisation of local peacebuilding efforts.

The gender dimensions of 'physical security' need to be extended to 'human security' (see previous definitions). This involves including considerations such as:

- Who is a combatant?
- Differential mobility
- Who is a target or vulnerable?
- Gendered poverty
- Single-headed households
- Loss of identity (formal/informal)
- Coping mechanisms
- Widowhood - rights and resources
- Different health risks
- Different responses and ways of mobilising
- Shifts in gendered responsibility (overburdening)
- Women's role as 'carers' and providers
- Powerlessness - greater for women?
- Violence is the result of gender-based power relations

In summary, policies and discussions of gender equality and gender-aware behaviour by senior UN peacekeepers and staff in UNTAG, UNOMSA, MINUGUA and UNTAET have enhanced the changing role of women in Namibia, South Africa, Guatemala and East Timor by helping to strengthen the local action towards greater gender equality that emerged during the conflicts and by bolstering the growth and role of civil society.

Another key lesson from these four missions is the importance of combining peacekeeping, peacemaking and peacebuilding activities. In these operations, the roles of local women and women's organisations were fundamental to making and building peace within the countries[109]. Positive media coverage of such activities is key to strengthen their impact and duplication[110].

Section 6: Peace Support Operations and Gender-Based Violence

Violations Against Women

For most PSOs the overriding mandate is the protection of civilians. This has been sometimes compromised by the behaviour that individual peacekeepers exert towards women and other vulnerable groups in the host country. There is an increasing awareness that cases of physical assault, sexual harassment, sexual assault, rape, torture and murder are commonplace in the majority of conflict situations. In PSOs there is an urgent need to provide an accountable justice system to prevent and address such atrocities.

In the PSO in Cambodia (UNTAC), local women's organisations lodged numerous complaints against male military and civilian police peacekeepers, including sexual harassment, sexual abuse, and protested the dramatic increases in prostitution (including child prostitution) and HIV/AIDS among local populations[111]. The response from UNTAC's leadership was to warn peacekeepers to be more discrete, including removing their UN uniforms and parking their vehicles away from the massage parlours and brothels. An additional response was to order an additional 800,000 condoms; the force totalled 23,000. [112]

The vast majority of complaints of sexual and physical assault and sexual harassment are levelled against male military peacekeepers. This is illustrated by the examples of some male military personnel's behaviour towards local women in the operations in Cambodia (UNTAC), Namibia (UNTAG), Somalia (UNOSOM II and I), Bosnia-Herzegovina (UNMIBH and SFOR), and Kosovo/a (UNMIK and KFOR).[113]

Children fathered and then abandoned by peacekeeping forces, represent another issue the UN and Member States are being asked to take a stand on, as local women, their communities, international organisations, and representatives to the UN demand that peacekeepers be held accountable for their actions[114]. The abandonment of such children by their fathers constitutes a direct violation of the Convention on the Rights of the Child.

Prostitution and Peace Support Operations

The increase and proliferation of prostitution as an outcome of the presence of large numbers of peacekeeping personnel continues to be a very serious problem. For example, the arrival of peacekeepers in Kosovo/a, changed it from being a route for traffickers, to a destination'[115]'. The routes used to smuggle weapons and fighters during the war in Kosovo/a are now used to move illegal weapons, drugs, goods and 'human goods,' including young girls taken from orphanages[116].

Raids by international police forces recently exposed the conditions that some of these women and girls endure upon being forced into sexual slavery in Kosovo/a. The mafias and criminal figures, who run the organised sex trade in Kosovo/a are believed to have links to the former Kosovo/a Liberation Army (KLA) and other armed groups, which have been implicated in trafficking illegal drugs and weapons since their emergence. Local and international police and UN officials working to stop the trafficking in humans, drugs, and weapons report that Serbians and

Albanians, former enemies, were now 'working together to control prostitution" in Pristina, the capital of Kosovo/a[117].'

Local women, running shelters for women in the Balkans, who have escaped the sex trade report that: *'Some of the women have begged the humanitarian workers to help them, and they are just ignored'*[118]. The prostitutes' clients included a variety of ethnic Albanians, local and international police and German, Russian, and United States peacekeeping troops[119]. In one case, a civilian member of NATO-led SFOR was found to be holding two women against their will in his residence. The SFOR member had purchased the women from a local bar owner for his own use[120].

In Bosnia, peacekeepers from UNIMBH were found guilty of offering protection to, and in some instances operating, brothels[121]. Bosnian women's organisations were at the forefront in calling for attention to these situations[122].

Peacekeepers' participation in prostitution and sexual slavery demands action at the highest levels[123]. Such violations undermine the mandate of the PSO to protect, stabilise and rebuild the foundation for reformed justice and accountability on which to base sustainable peace.

In summary, the presence of peacekeepers can be a major contributing factor to the growth in prostitution. Therefore, appropriate policies and measures to ensure accountability of individuals need to be developed.

Peace Support Operations and HIV/AIDS

'The epidemic [HIV/AIDs] thrives in settings marked by high degrees of socio-economic insecurity, social exclusion and political instability. Individuals subjected to those conditions...face much higher risks.' Dr. Peter Piot, Executive Director of UNAIDS.

In Cambodia, UNTAC's chief medical officer predicted that *'as many as six times more UN peacekeeping personnel would eventually die of AIDS contracted in Cambodia than had died as a result of hostile action, and this fails to account for the deaths of local people who were directly or indirectly infected by the peacekeepers'*.[124]

In recent debates surrounding HIV/AIDS, peacekeepers have been implicated in spreading *'a disease even more deadly than the conflict'*[125]. The local population in Mozambique, where HIV/AIDs prevalence is remarkably low in relation to the rest of Southern Africa, has blamed Zambian peacekeepers for spreading HIV/AIDs.

The UN response to these facts has been to focus on the protection of peacekeepers. UN Security Council Resolution 1308 (2000) calls for national strategies to address the spread of AIDS among uniformed services, to be in place by 2003, and to consider ways of using uniformed

personnel to condcut AIDS awareness and prevention information among their ranks. It calls for inclusion of HIV/AIDS awareness and training into guidelines for defence and other peacekeeping personnel. In response to this in 2001 an '*HIV/AIDS Awareness Card*' was produced for peacekeepers. This contains basic facts about HIV/AIDS, *a Code of Conduct for Uniformed Services*, prevention instructions, and a sleeve in which to carry a condom.

Yet, there is little evidence of consolidated attention being given to the impact of peacekeepers on the spread of HIV/AIDS in host countries, or the gendered nature of this, which has greatest impact on young women.

In summary, the address of HIV/AIDs needs to be an integral consideration of any PSO, both in terms of interaction of peacekeepers with the local population and, more importantly, the impact of HIV/AIDs on the local population including understanding and address of the root causes.

Ensuring Accountability of Peace Support Operations

Peacekeepers have a dual role as subjects, and as enforcers of international law.

As enforcers of international law peacekeepers are responsible for:

- Monitoring for crimes
- Arrest of offending persons
- Preservation of evidence
- Escorting and protecting victims, prosecutors and suspects

In 2001, the UN Secretary General overrode objections from several troop-contributing countries and issued an executive order to all Member States that all forces operating under UN command abide by international laws protecting civilians and governing the conduct of soldiers in war. However, the enforcement of this order remains the responsability of national governments, which has led to mixed results[126].

Currently, peacekeepers operate under diplomatic immunity when in operation. The Status of Forces Agreements (SOFA) established between the UN and host countries and the Contribution Agreement, concluded between the UN and troop-contributing states, both accord exclusive jurisdiction to the contributing state in the event that a military member of a PSO commits a crime[127]. If charges are brought against them, they are supposed to be dealt with by their state military or government upon their return. Military peacekeepers would be held accountable through their own army disciplinary procedures.

Additionally, the use of mercenaries in PSOs is at time of writing under debate. If their services are made use of in the future, the lack of clarity as to which state they

belong to will allow further potential for impunity and undermine accountability.

Gender-based violence is increasingly recognised as a violation of international humanitarian and human rights law. This has been recognised in the development of transitional constitutions in East Timor and Kosovo/a. Such developments highlight the need for specialists within the operations, as well as the training of peacekeepers in international humanitarian law and international human rights law, with attention to women's rights.

UNHCR has developed a series of tools to assess gender-based violence. This is a resource, which could form part of the training materials supplied to peacekeepers. This document highlights need to be aware of principles of equal access to justice and laws regarding gender crimes[128].

In summary, accountability is often problematic owing to the sovreignty of member states and militaries, it emphasises the need to overcome these challenges if credibility is to be established in the host community.

Enhancing Accountability

There is a legal and a moral obligation for reporting violence against women, and PSO mandates should make these obligations clear. To enhance accountability:

- Senior officials within PSOs can ensure that in the absence of a functioning local authority, the military and civilian police components of a mission could bear initial responsibility for protection of civilians against gender-based violence. These components should approach humanitarian agencies for support in this and work with local social service institutions (e.g. clinics, hospitals, churches, and civic organisations).
- An accessible mechanism for local populations to report cases of abuse, should be in place.
- Local communities should be provided with information about standards, laws and appropriate responses of mission personnel, including information on accountability.

Section 7: Current Gender Initiatives within Peace Support Operations

The formal incorporation of gender perspectives into PSOs is a relatively new development. Notable examples in field operations include the creation of civilian Gender Affairs Units in the UN operations in Afghanistan, Kosovo/a and East Timor. The Bosnia and Herzegovina Gender Co-ordination Group was created by the international community involved in the region to counter the Dayton Peace Accords and to implement the recommendations laid out in the *Platform for Action*[129].

The most influential international document currently shaping responses to UN peacekeeping is the *Panel on the UN Peace Operations (2000)*, usually referred to as, *The Brahimi Report*. This report described important mechanisms for making PSOs more accountable, but was not explicit in terms of gender considerations. However, the subsequent Report from the Special Committee on Peacekeeping Operations *(2002)* recommends:

- A Gender Unit to be established within DPKO
- Fairer gender distribution in peacekeeping positions

Incorporating Gender Perspectives into The Brahimi Report

Suggestions for how gender could be incorproated into the recommendations of the *Brahimi Report:*

- Include gender specialists within the team that confirms preparedness of Member States for troop contribution, (as per Section 117c).
- Request that civilian police contingents include specialised police experts on sexual abuse, domestic abuse and other forms of violence against women, (in accordance with Sections 119, 122, and 126c).
- Ensure gender mainstreaming within the standard operating procedures and performance standards developed and distributed by the UN for the purpose of regional training partnerships for civilian police, (as per Section 126b).
- Identify, recruit and employ suitable, qualified civilian personnel with gender expertise and experienced women peacemakers for placement in peacekeeping operations, and include such persons on all applicable rosters of suitable candidates, (as per Sections 127, 130, and 132).
- Request that the UN Volunteers identify, recruit and employ qualified civilian personnel with gender expertise for placement in peacekeeping operations, (as per Section 142);
- Ensure that UNDPKO guidelines and handbooks for Staff are gender mainstreamed, (as per Section 192).
- UN peacemaking envoys with local women's organisations and experienced women peacemakers working on issues of peace, human rights and human security, to help ensure that their insights are included in any peace accord that would involve UN implementation, (as per Section 206).
- New divisions within DPKO regarding police specialists include specialists on sexual and gender-based violence and human trafficking, (as per Section 225).
- Ensure that the peacebuilding work of the Department of Political Affairs considers

gender in all peacebuilding activities and engages in dialogue with, co-ordinates, and links these efforts with local women's peace organisations and women peacemakers, (as per Sections 239 and 240).

- Put gender as a component in all peacekeeping computer simulations, (as per Section 254), and Geographical Information Systems and crime mapping software, with particular attention to issues of human trafficking, demobilisation, civilian policing, voter registration and human rights monitoring, (as per Sections 257 and 258b).

Mechanisms for Gender Mainstreaming

Building on the recommendations of *The Brahimi Report*, the UN Under Secretary General for Peacekeeping prioritised the creation of a Gender Unit to *'mainstream gender perspectives systematically into peacekeeping operations and to recruit women candidates for positions at all levels'*[130] . The DPKO followed by putting forward a request for a Gender Unit in their 2000-2001 budget proposal[131]. However to date this has not been supported and resourced.

Currently the DPKO Best Practices Unit provides the gender focal point for PSOs, however there is little resource support for this work and no individual is designated to focus full-time on gender and provide the support required by the Gender Advisors in the field, who are in turn also often poorly resourced to meet the demands they are faced with in PSOs.

The Secretary General also initiated a Senior Appointments Group, which includes representatives from Office of the Special Advisor on Gender Issues (OSAGI) and the Division for the Advancement of Women (DAW), DPKO, OCHA, DPA, OHCHR, UNDP, and the Office of Human Resource Management (OHRM), to advise on the selection of personnel for leadership positions in PSOs. There has also been considerable effort made by the Office of the Special Advisor on Gender Issues, particularly in the context of Afghanistan, to ensure that national expertise is used wherever possible and with particular focus on women with local expertise.

Though there has been greater effort by the UN to engage gender expertise and recruit women to PSOs, gender issues fall to interpretation by individual departments or agencies. Not all of these have gender experts, policies, frameworks, guidelines, standard operating procedures, or criteria by which to measure attention to gender. DPKO is currently developing Standard Operating Procedures (SOPs), which it is hoped will include provisions for gender mainstreaming.

Inadequate funding and staffing of the departments that are able to implement these measures remain serious obstacles to mainstreaming gender perspectives within peacekeeping policies and programmes. For example, there is currently only one person who serves as a Gender Focal Point with responsibilities in many departments.

If gender is to be effectively mainstreamed, greater priority must be given to Gender Offices, Bureaus and Advisors within UN PSOs. To co-ordinate and support this, a Gender Unit within DPKO based at the UN headquarters would need to be created, funded and staffed. The

unit would be responsible for systematically mainstreaming gender perspectives into PSOs, through training and resource allocation, and assist in recruiting women candidates for positions at all levels and particularly at decision-making levels (see also box below).

International Alert believes that the Gender Unit needs to exist alongside the Gender Focal Point. Also recommended, is the creation of a Gender Advisory Panel, which was approved by senior DPKO management in 1998, but has not yet been implemented owing to resource constraints. The Panel would function as a working group and include members of all offices of DPKO.

Responsibilities of a Gender Unit would include:

- Co-ordination and advice within DPKO on gender initiatives and gender mainstreaming.
- Liaison with partner agencies and departments working within PSOs.
- Co-ordination of gender-awareness training within DPKO.
- Management of initial complaints regarding gender discrimination and harassment.
- Preparation of reports for the General Assembly and Security Council on progress of gender mainstreaming within DPKO.

Responsibilities of a Gender Advisory Panel would include:

- Assisting in the creation of policy and guidelines for mainstreaming gender throughout DPKO
- Reviewing policy and action toward this end
- Providing a monitoring strategy to ensure compliance

In the field, there is a need to ensure that a Gender Focal Point is in place and properly resourced and supported to deal with personnel issues at the mission level, to assist people inside and outside of the PSO, in addition to the usual outreach and gender mainstreaming activities. Policies regarding sexual harassment and sexual assault, and the corresponding penalties for these actions, should also be made public to military and civilian peacekeepers, with follow-up by their national courts.

It is suggested that a Special Gender Advisor be appointed, in all field operations to deal with programmes and activities. To be effective the Advisor should be assigned directly under the Special Representative of the Secretary General to ensure the person has enough authority to perform his or her tasks[132].

DPKO's future ability to engage with issues of gender and peacekeeping will depend, in part, on institutional structure and individual willingness to recognise the root causes and gendered consequences of armed conflict and post-conflict reconstruction, and to develop interventions accordingly. At the same time, local, governmental and international women's advocates and organisations need to be actively involved in monitoring, advising and evaluating

these initiatives. The benefit of incorporating gender perspectives into PSOs through gender departments and gender advisors and the ability of these groups' ability to work with local women's groups is demonstrated to a large degree by the successes of the Gender Affairs Bureau in UNTAET.

Gender Affairs Bureau in UNTAET, East Timor

The challenge and potential of mainstreaming gender throughout peacekeeping operations is demonstrated by the case of the Gender Affairs Bureau for UNTAET, East Timor. At the beginning of the operation in East Timor, the Gender Affairs Bureau was 'mainstreamed' out of existence by senior UNTAET staff until its Director arrived in East Timor and reinstated it. Operating without a budget upon arrival, the Director spent several months raising funds for the Bureau. In less than a year, the Bureau grew to a part-time staff of several women, with individuals responsible for statistical analyses of the operation and all new appointments to the mission, legal advocacy and analyses, networking and capacity building with local women's organisations, promotion of women's rights and human rights and women's empowerment.

In preparation for the elections in August 2001, the Bureau ran a series of workshops for potential women political candidates, and worked towards the necessary steps to include women in building a sustainable, equitable democracy within the country. The election result of 24% for female representatives in the Constituent Assembly was a success for East Timor's women's movements, the country's move towards representative democracy, and for the Gender Affairs Bureau and UNTAET as a whole. The Bureau also works in close co-ordination with and provides gender training for the peacekeeping office that orientates all new UNTAET personnel. It runs gender training for UNTAET's military and police peacekeeping forces and the new national Timor Loro Sae Police Service.

Significantly, the Special Representative to the Secretary General (SRSG) for UNTAET stresses the importance of mainstreaming gender throughout UNTAET at public speaking engagements and high-level meetings, political parties and consultative bodies. This message is also carried through articles in UNTAET's newspaper, radio and television programmes and posters[133]. Perhaps most importantly, the UNTAET Gender Affairs Bureau appears to be poised to become the national machinery for the women of East Timor, supporting the newly appointed East Timorese Advisor on the Promotion of Equality in the office of the Chief Minister. This would make it the first such women's national machinery to be established out of a UN peacekeeping operation. By working in close collaboration with East Timorese women activists, the SRSG, and key components within the larger peacekeeping operation, the UNTAET Gender Affairs Bureau has pioneered from the ground up the first effectively functioning gender office in the history of peacekeeping. As such, it could well serve as a baseline model for other operations on the short- and long-term benefits of incorporating gender perspectives in PSOs[134]. However, there are still concerns that the mandate for gender focal points in districts is not sufficiently clear; therefore response and intervention is ad hoc at this level.

Finally, internal and external gender dimensions of the PSO need to be the subject of study and analysis for the Lessons Learned Unit within DPKO. The preliminary reports that DPKO has undertaken on gender within several of its PSOs are useful and the results should be made accessible in order to ensure that appropriate responses are developed.

At time of writing, there were two ongoing missions with Senior Gender Advisors in the Democratic Republic of Congo (MONUC) and in Kosovo/a (UNMIK).

Gender-Awareness Training and Peace Support Operations

The Brahimi Report recognises that PSOS will have '...no lasting impact unless the Member States of the United Nations take seriously their responsibility to train and equip their own forces. The UN should establish the minimum training, equipment and other standards required for forces to participate in UN peacekeeping operations.'

Gender-awareness training for all involved in peacekeeping operations is core to the mainstreaming of a gender-aware approach to peacekeeping. As part of growing efforts to introduce and strengthen gender perspectives within peacekeeping operations, the Canadian Department of Foreign Affairs and International Trade (DFAIT) and the United Kingdom Department for International Development (DFID) have produced the training course *'Gender and Peace Support Operations'* (DFAIT/DFID 2000). This intensive course is designed to assist personnel and institutions involved in peacekeeping to acquire a deeper understanding of the gender dimensions of armed conflict and post-conflict peacebuilding, thereby improving their ability to uphold international humanitarian law and international human rights law, recognise and promote women's human rights and carry out their operations. The course is designed for mid-to-upper level civilian, military, and police peacekeepers and will be strongest when individuals from all sources attend the course together.

The course material provides an example of what gender perspectives in PSOs could entail at an operational level. The course builds on current international standards, the *Brahimi Report,* UN Security Council Resolution 1325, gender expertise within the UN and various national and international agencies[135].

The UN Institute for Training and Research (UNITAR) has also developed materials entitled: *Training for Civilian Personnel in Peacekeeping Operations on the Special Needs of Women and Children in Conflict.* This training was delivered in UNMIBH (in Bosnia) and UNMEE. The package is designed for civilian members of peacekeeping operations and includes topics on the protection of women and children, woman and war and reconstruction. DPKO has drawn on and adapted the DFAIT/DFID materials to develop a training package for the military. At time of writing these materials were being piloted in several PSOs.

Gender Training within the Department of Peacekeeping Operations

It is important to note that DPKO does not have primary responsibility for training UN peacekeepers, but that it is the responsibility of the military and police branches of contributing Member States. DPKO can not mandate the type of training Member States give their forces, although they can voice their preferences. The department can:

- Create training materials on gender and peacekeeping
- Promote and make those training materials available to Member States
- Offer training that military and civilian police peacekeepers and new national police officers can attend prior to and during operations

In 2001, DPKO field-tested the gender material at several levels in East Timor (UNTAET) and Eritrea (UNMEE). Five courses were offered for military peacekeepers, one for civilian police peacekeepers and one for the new national police force in East Timor. It is estimated that around 200 peacekeepers in East Timor received the training - out of a force of 8,500 military troops and 1,640 international police[136]. The gender training was then revised and delivered in the Democratic Republic of Congo (MONUC) mainly for new military observers and in Sierra Leone (UNAMSIL) for military.

Newly established 'Mission Training Cells' offer on-going training to peacekeeping personnel during operations and are staffed by military trainers. The first Mission Training Cell was established in Sierra Leone (UMOMSIL) with the second in Eritrea (UNMEE)[137]. The Military Training Cells in UNTAET, MONUC, UNAMSIL and UNMEE have included the gender training as part of the induction course for new peacekeepers. However, there is a need to follow up on these training initiatives in mission, monitoring and evaluating the outcomes.

Linking Gender Training to Context Analysis

During the test training of the gender material in East Timor and Eritrea, the trainer found that she was unable to obtain enough current, context-specific information on the conflicts in those countries, or the unfolding of the PSOs. For this reson she decided to open the gender training sessions to both the military peacekeepers and the local populations, as a means of having the local men and women to provide their analyses and stories. Several community leaders attended the training, including the mayor, as well as local women and men. During the trainings the trainer found that the most profound learning came about when local civilians participated in the training sessions with the military peacekeepers, because it gave all participants an idea of how the conflict and PSO had affected them and the role of gender within those experiences and structures. The trainer found that often this was the first time that military peacekeepers had actually spoken with the local people or heard their perspectives. This is an important and useful way of developing an understanding of gender issues within the operation and the host society[138].

Once they have been refined the DPKO gender training materials will be made available to Member States. DPKO will also offer to conduct the training for troop-contributing countries either before or during PSOs.

Gender training is part of the programmes of the UN Peacekeeping Training Assistance Teams (UNTAT)[140]. The most recent UNTAT initiative was conducted for the first time in French at the Peacekeeping Training School in Zambakro, Cote d'Ivoire, in 2002. Thirty military and police officers mainly from French-speaking Western African countries attended the training that included a gender session as part of a general curriculum on the UN system, DDR and CIMIC. This initiative was aimed to enhance African countries capacity for participating in peacekeeping operations. Despite the fact that such training materials exist, they have not yet become an integral part of civilian and military preparation procedures for PSOs. Few military or civilian peacekeepers have received briefings or training on the gendered causes and consequences of armed conflict.

The majority of peacekeepers rely initially on the military training they receive before field deployment[139]. This includes military action to save lives, pacification, weapon collection, landmine clearance and certain security, protection and enforcement measures. In some cases, half a day of training in human rights is included. However, this does not reflect the broader context of the causes and consequences of the armed conflict, and the experiences, needs, and rights of men, women, boys, and girls within particular conflict zones. The initial in-service gender-awareness training has been done by DPKO with positive responses from the majority of international military personnel. However, considering the high turnover among military peacekeepers, it is necessary to visit the missions and ensure that the gender training is still part of the induction course. It is also important that new trainers receive a proper training to maintain training standards and continuity in mission. The field-based Senior Gender Advisor would be in a position to follow-up and organise refresher courses for newcomers.

In summary, current training needs to be extended to other PSOs. Resource allocation and time are real constraints, but there is an urgent need to set some minimum standards with regard to gender-aware understanding of peacekeepers. For this to happen, gender-awareness training needs to be properly prioritised and resourced to become standard practice.

Gender Policies and Training for Civilian Peacekeepers

The Security Council requests in Resolution 1325 that the Secretary General *'ensure that civilian personnel of peacekeeping operations receive similar [gender] training.'* While Resolution 1325 refers only to civilians within the UN component of PSOs, the training of all civilian local and international peacekeepers in the gender dimensions of armed conflict and post-conflict is essential, because of the growing number of civilian stakeholders actively involved in conflict and post-conflict environments.

Due to the internal and external pressure to eliminate gender bias within their programmes and to ensure that the rights and empowerment of women are promoted and

upheld, many of the civilian UN components, which are active in conflict and post-conflict areas (e.g. FAO, ILO, WFP, WHO, UNDP, UNICEF, UNIFEM, and UNHCR) and international NGOs (e.g. CARE, OXFAM, International Committee of the Red Cross, Save the Children) have established well-developed policies and guidelines on gender and the treatment of women by their personnel[141]. However, because the various UN branches and international NGOs have different mandates and provide different services, their gender guidelines and policies are rarely consistent, and levels of enforcement range from active to non-existent. Differing gender mandates and policies can result in confusion and a lack of co-ordination on the part of the various international and national bodies.

For example, the UN Office of High Commissioner for Human Rights (UNHCHR) and the UN Legal and Human Rights Offices of the peacekeeping operation in Bosnia and Herzegovina (UNMIBH) launched a joint trafficking project to deal with the forms of human trafficking and slavery seen in the region. At the same time, some amongst those arrested by international police forces under the joint trafficking project were members of UNMIBH and SFOR civilian, military, and police peacekeeping units[142].

Currently, no international or regional peacekeeping training centre offers courses specifically on gender and none have mainstreamed gender in their training. The Lester B. Pearson Canadian International Peacekeeping Training Centre is among the first to consider mainstreaming gender throughout its courses. As the Secretariat for an international association of peacekeeping training centres, this organisation's mainstreaming of gender in peacekeeping training could help set the standard for other regional and international centres to follow. The International Civilian Peace-keeping and Peace-building Training Programme (IPT) in Austria is the first programme of its kind to offer training specifically to prepare civilians for peacekeeping operations. It works closely with the UN Volunteers (UNV) and offers training in areas relating to non-violence, mediation, human rights protection and promotion, and post-conflict reconstruction. Gender is an aspect of all IPT training. Although gender is not mainstreamed throughout the courses the course on human rights protection includes a section on women's human rights, and the course on empowerment for political participation considers empowerment for women in civil and political activities. As IPT brings in various trainers, there is no structured training manual. If the trainer does not feel they have adequate skills to address the gender dimension of the topic, the IPT Programme Director will teach it[143]. Such initiatives make IPT the leading civilian peacekeeping organisation to offer gender-informed training.

In summary, although gains have been made, outside a small number of personnel involved in PSOs, the majority will not receive gender training from DPKO or DFAIT/DFID gender initiatives. Instead, most will receive training (and this varies widely) from their own institutions: national police academies, militaries, war colleges, joint troop training initiatives, national, regional, government and inter-governmental agencies or international NGOs. A handful of peacekeepers will receive training at regional or international peacekeeping centres, none of which currently offer intensive gender training.

Section 8: Conclusion

International Alert has motivated in this paper that within the UN and other regional institutions responsible for conducting PSOs there is a need to move beyond the debate of *'Why it is important to integrate women's experiences and perceptions of conflict transformation?' to 'How to integrate them?'* Based on the detailed information that exists concerning to the gendered impacts of armed conflicts, there is an imperative need for these to be addressed with planned gender-aware interventions for them to be effective. Gender needs to form an integral component of the range of issue based, practical planning and monitoring considerations for PSOs.

This paper has illustrated that the international legal framework and standards for this are substantial. It has also provided examples of good gender practice in current PSOs. However, the international mechanisms required to ensure mainstreaming are not yet in place, which currently leaves good practice to individual and ad hoc initiatives.

Key factors for the effective implementation of gender mainstreaming include:

- Well-placed gender expertise in fact finding missions and PSOs.
- Creation of a high-level, properly resourced Gender Unit within DPKO to act as a co-ordinating and support body for properly resourced Gender field Offices in PSOs.
- Greater gender-balance in the recruitment of military, police and civilian peacekeepers.
- Mandatory and ongoing gender-awareness training for peacekeepers.
- Monitoring the implementation of gender-aware codes of conduct and mandates.
- Improving interface with local populations, with specific attention to women through wider use of participatory techniques; greater use of local experts/researchers/advisors.
- Gender analysis of conflict situations and peacebuilding initiatives.
- Greater support of local peacebuilding initiatives.
- Increased involvement of gender-aware peacekeepers (women and men).
- Ensuring gender-aware leadership.
- mechanisms for accountability, which ensure that there is no impunity both for local offenders and individual international peacekeepers, e.g. mechanisms in place in PSOs to facilitate the operationalisation of the International Criminal Court.
- Proper budget allocation for gender mainstreaming.

This paper highlights the need for gender analysis in all conflict situations. It emphasises the importance of understanding women's perceptions and experiences of conflict and peacebuilding at an early stage in the planning of PSOs to inform appropriate response strategies. For this to occur, there is a need to make community-based participation standard practice and to ensure that representative women are included in this.

Section 9: Recommendations

Recommended Actions Before and During Peace Support Operations

A) Gender Analysis of Conflict and Peacebuilding

Governments, international, regional inter-governmental institutions and NGOs are encouraged to:

1. Conduct gender analysis prior to, and during interventions in armed conflict and post-conflict environments.

2. Incorporate gender perspectives into all policy analyses of conflict and post-conflict environments and include gender perspectives in all planning and prioritising activities, resource allocations, and action plans.

3. Support and produce accessible research to better inform peacekeepers regarding the gender dimensions of Peace Support Operations (PSOs) in particular studies that document and analyse:

i. Gender dimensions within PSOs.

ii. The effects of gender training in PSOs.

iii. The effect of PSOs on local women and men, including reports generated by local organisations or international organisations working in partnership with local people.

iv. Women's peacemaking and peacebuilding activities within conflict zones where peacekeepers are present.

v. Local responses and initiatives to peacemaking and peacebuilding activities within conflict zones where peacekeepers are present.

vi. Gender analyses of UN, regional, and national training of peacekeepers.

vii. Human rights abuses by PSO personnel, follow-up actions by contributing states, and any redress offered to victims.

In addition the UN Secretariat should:

4. Where feasible ensure that a gender impact survey and statement is in place before UN peacekeeping missions are initiated.

5. Ensure that senior Gender Advisers with appropriate decision-making powers and resources are present in all field operations and take an active role in fact-finding missions[144].

6. Ensure the development of gender-specific data, early warning indicators and the collection of gender-disaggregated data 'to enable a better understanding of the impacts of conflict on different sectors of society. The collection of such data is essential for effective planning of all peace support operations.'[145]

B) Mechanisms for Gender Mainstreaming

Governments, international and regional inter-governmental institutions are encouraged to:

7. Strive for gender-balance at all levels of PSOs, particularly at decision-making levels.

8. Establish objectives and guidelines in concurrence with UN Security Council Resolution 1325, which include:

i. Increasing the number of women candidates in UN field-based operations, especially among military observers, civilian police, human rights, and humanitarian personnel.

ii. Providing training materials and guidelines to Member States on the protection, rights, and particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures by Member States in national training programmes for military, civilian police, and civilian personnel of peacekeeping operations.

iii. Ensuring that Security Council missions consider gender and the rights of women, in part through consultation with local and international women's groups.

iv. Requesting that the Secretary-General include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects of international intervention relating to women and girls.

9. Ensure that peacekeeping operational mandates specify the protection of and consultation with local women and women's organisations when designing and implementing humanitarian programmes.

10. Request that the Department of Political Affairs establish and maintain a centralised global resource database of gender specialists and experienced women peacemakers, compiled from recommendations of NGOs, governments, UN departments and agencies, to be drawn from for appointments within peace support operations

11. Ensure that people with gender expertise are involved at the highest levels in all phases of preparation of peacekeeping operations, including initial country assessment, mandate design, and personnel selection, especially those in decision-making positions.

12. Require and ensure the provision of adequate gender-awareness training to all civilian, military, and civilian police peacekeeping personnel before and during their engagement in international peacekeeping operations. Ensure that gender training and expertise at the highest levels of peacekeeping operations is essential (e.g. Special Representatives of the Secretary-General, the Force Commander, the Chief Administrative Officers, special envoys and peace negotiators.)
Training should include:
- Gender perspectives
- Gender dynamics and impacts pre-conflict, armed conflict and post-conflict situations
- International humanitarian and human rights laws, with particular attention to the conflict context women's' and girls' human rights

• Examples of good gender sensitive practice

In addition, the UN Secretariat is encouraged to:

13. Support requests by governmental and NGOs that the UN Security Council require from Member States yearly follow-up and progress assessments of the objectives detailed in Resolution 1325, and ensure that the recommendations of NGOs working on the ground in conflict areas are able to participate in the process of follow-up and assessment.[146] Either by working with their respective governments or by submitting reports direct to the UN.

14. Institute an annual Gender Budget Audit for all UN programmes, especially UN peacekeeping operations. Such an audit would be conducted by an external commission with the purpose of ensuring that policies and programmes in gender mainstreaming are implemented. The commission would report to the Security Council through the Secretary General[147].

15. Create and sufficiently fund and staff a Gender Unit within the DPKO headquarters to systematically mainstream gender perspectives into peacekeeping operations through Gender Field Advisor offices and to assist in recruiting women candidates for positions at all levels, particularly decision-making levels and gender-awareness training.

16. Create and sufficiently fund a senior gender advisor in DPKO to head the Gender Unit and serve as a gender focal point for field missions and liaison with local gender experts associated with local women's groups.

The Under Secretary General for Peacekeeping is encouraged to:

17. Reinstate the request for a Gender Unit as the lack of such a unit undermines DPKO's ability to incorporate a gender perspective into its work.

C) Interface of Peace Support Operations with Civil Society

Governments, international, regional inter-governmental institutions and NGOs are encouraged to:

18. Promote the full participation of local women and men as peacekeepers.

19. Strengthen networks and exchange information among international organisations working on gender issues to help ensure information sharing and smoother collaboration among organisations working within peacekeeping bureaucracies. Also to ensure that local women and women's groups are part of these networks and treated as equal partners. [17]
20. Consult with community leaders, local non governmental organisations, and wider sections of the community, including experienced women peacemakers and women's groups, to help enable these groups to be heard and represented in newly established systems. In so doing to avoid top-down approaches or consulting only with male

leaders, as these methods heighten lack of local ownership and contribute to a lack of trust.[149]

21. Ensure that all relevant reports, advice centres and guidelines are in appropriate languages for the affected populations and are accessible to the local population. Such reports and documents should include:[150]

i. Results of fact-finding missions;
ii. Relevant treaties, declarations, and national and international laws;
iii. Relevant policies and procedures of the main international actors within peacekeeping operations, including written policies on gender and gender mainstreaming, sexual harassment and grievance procedures, and treatment of those within the agency who commit crimes while on a mission;
iv. Reports by international and local women's organisations relating to women's human rights, violence against women, and women's economic, political, and social inclusion;
v. Guidelines on how to identify and document violations of women's human rights during conflict and post-conflict periods;
vi. Relevant documents generated by local non governmental and women's groups.

22. Use media technologies and other appropriate sources to disseminate educational information with a focus on raising people's awareness of their rights and the opportunities and responsibilities in taking an active part in the developing democratic system.

In addition the UN Secretariat is encouraged to:

23. Request the development of mechanisms to enable senior UN staff to interface with host populations, to ensure they are made aware of the *'concerns and opinions of the recipient/beneficiaries of the peace support, relief and rehabilitation operations, in an effort to improve the operation at the head-quarters to field level and from the field up.'*[151]

D) Accountability of Peace Support Operations

Governments, international, regional inter-governmental institutions and NGOs are encouraged to:

24. Establish a 'Women's Protection Unit' along similar lines to the Child Protection Unit in countries where a PSO is operating. The purpose of this unit would be to monitor, investigate, report, and recommend punishment, (including UN peacekeepers found guilty of gender violence) and offer compensation to victims. Publicity about the unit and its services in the local language would be necessary to ensure accessibility.

25. Ensure that the juristiction of the International Criminal Court applies equally to local populations as to UN personnel or those of any country participating in peacekeeping operations, whether as military, civilian police or civilian personnel.

26. Implement UN Security Council Resolution 1308, to intensify AIDS education among peacekeepers and support voluntary HIV/AIDS testing and counselling of peacekeepers in efforts to help prevent the spread of HIV/AIDS during peacekeeping missions. An essential part of this education should focus on strengthening peacekeepers awareness that trafficking in women and children are often central components of the extra-legal and violent political economies that developed and help sustain violence during the conflict and reconstruction periods. Thus, working to dismantle these extra-legal, violent political economies, while promoting the rights of those individuals who were trafficked into the region, is essential for promoting peace, human security, and stability in the region.

In addition the UN Secretariat is encouraged to:

27. Require that in consultation with local and international women's peace, humanitarian, and human rights groups, that the leadership of PSOs initiate mandatory monitoring and reporting at regular intervals of the impacts on women and girls in the local communities.

28. Request that Member States and international and regional institutions participating in peacekeeping operations develop, and make public *'accountability mechanisms and disciplinary actions for peacekeepers who violate and exploit local populations.'*[152]

Section 10: Endnotes

[1] UNMIBH Legal and Human Rights offices and UNHCHR BiH 2000

[2] Naraghi-Anderlini, 2000

[3] Naraghi-Anderlini, 39, 2000

[4] Naraghi-Anderlini, 2000

[5] Corrin, 2, 2000

[6] Naraghi-Anderlini, 39-40, 2000

[7] Panel on the UN Peace Operation 2000

[8] See definitions in Brahimi Report 2000

[9] UNDOC SC/6799/3 February 2000

[10] Boutros-Ghali 1995, 28

[11] Boutros-Ghali 1995

[12] Panel on the UN Peace Operation 2000

[13] UN Press Briefing: Press conference by Minister of Foreign Affairs of Jamaica, 18 July 2000

[14] Tackling Violent Conflict: The case for a U.K Civilian Peace Service by Tim Wallis & Mareike Junge. A joint publication of Peaceworkers UK, International Alert, Saferworld, ERIS and RedR, 2001

[15] Finn 2000; Ward 2000

[16] DFAIT/DFID 2000

[17] Enloe 2000b

[18] Cockburn and Hubic 2002; Enloe 1993; Olsson n.d. 1999

[19] Enloe 200b

[20] Annan 1998; Macrae et al. 1994; Otunnu and Doyle 1998

[21] UN document A/RES/48/104.

[22] see for example Duffield 1994a, 1994b, 1996; Duffield et al. 1994; Keen 1994a, 1994b; Macrae 2001; Macrae et al. 1994; Reno 1995

[23] Corrin 2000; Duffield 1994a, 1994b, 1996, 2001; Duffield et al. 1994; Fetherston 1995, 1998; Kumar 2000; Macrae 2001; Macrae et al. 1994; Mazurana and McKay 1999; Ruecker 2000; Utting 1994; Whitworth 1998

[24] Angela Raven-Roberts, personal communication, 10 April 2001; Bales 1999; Cynthia Enloe, personal communication, 30 March 2001; Klare 2001; UN Security Council 2000a.

[25] e.g. Cockburn and Hubic 2002; Enloe 1993, 2000a; Lorentzen and Turpin 1998; Human Rights Watch and Women's Rights Project 1995; UN 1996a.

[26] Coalition to Stop the Use of Child Soldiers 2001;Goodwin-Gill and Cohn 1994

[27] Anderlini 2000; UN Department of Disarmament Affairs et al. 2001

[28] Lithander 2000; Mladjenovic 1998; Mrsevic and Hughes 1997

[29] UNMIBH Legal and Human Rights offices and UNHCHR BiH 2000

[30] e.g., Cockburn 1998; Enloe 1993, 2000a; Human Rights Watch 1999; Human Rights Watch and Women Rights Project 1995; Human Rights Watch Africa and Women's Rights Project 1996; Klare 2001; Lorentzen and Turpin 1998; Sajor 1998; Stiglmayer 1994; Turshen and Twangiramariya 1998; UN Security Council 2000a

[31] The central laws and declarations upholding women's rights under international humanitarian law and international human rights law include the Universal Declaration on Human Rights, the four Geneva Conventions of 1949 and their two Additional Protocols of 1977, the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, 1994 Convention on the Protection of UN and Associated Personnel, 1997 Landmines Convention, 1998 Rome Statute of the International Criminal Court, International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, International Convention on the Elimination of All forms of Racial Discrimination, Convention on the Elimination of all Forms of Discrimination against Women, Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Convention on the Rights of the Child, Declaration on the Elimination of

Violence Against Women, and the Beijing Declaration and the Platform for Action. Core UN Security Council Resolutions include 1261 (1999), 1265 (1999), 1296 (2000), 1314 (2000), and 1325 (2000).

[32] Copelon 1994; Stigmlmayer 1994

[33] Turshen and Twagiramariya 1998

[34] Farha 1998

[35] Farha 1998 and Wali 1995

[36] Leijenaar 2000

[37] see for example Helland 1999; Olsson n.d., 1999

[38] Hudson 2000

[39] e.g., Beilstein 1995; Cockburn and Hubic 2002; Helland et al. 1999; Human Rights Watch Women's Rights Project 2000; Hudson 2000)

[40] Cockburn and Hubic 2002; Hudson 2000

[41] Duffield 1995, 2001; Keen and Wilson 1994; Macrae et al. 1994b, 1996, 2001

[42] Kaufholz 2001; Renner 2001

[43] Helland et al. 1999

[44] Beilstein 1995

[45] Kaufholz 2001

[46] Department for Peacekeeping Operations 2001

[47] Source: Data presented is calculated from data compiled by the UN Department of Peacekeeping Operations (DPKO) and provided to the author. DPKO sex-disaggregated data are based on field reports from all on-g owing UN peacekeeping operations. All years for which sex-disaggregated data exist for particular peacekeeping operations are included.

[a]UN Mission for the Referendum in Western Sahara (MINURSO), April 1991-present; UN Mission in Sierra Leone (UNAMSIL), October 1999-present; UN Disengagement Observation Force (UNDOF), June 1974-present; UN Peacekeeping Force in Cyprus (UNFICYP), March 1964-present; UN Interim Force in Lebanon (UNIFIL), March 1978-present; UN Iraq-Kuwait Observation Mission (UNIKOM), April 1991-present; UN Mission in Bosnia and Herzegovina (UNMIBH), December 1995-present; UN Interim Administration Mission in Kosovo (UNMIK), June 1999-present; UN Military Observer Group in India and Pakistan (UNMOGIP), January 1949-present; UN Mission of Observers in Prevlaka (UNMOP), January 1996-present; UN Observer Mission in Georgia (UNOMIG), August 1993-present; UN Transitional Administration in East Timor (UNTAET), October 1999-present; UN Truce Supervision Organization (UNTSO), June 1948-present. No data are presently available for UN Organization Mission in the Democratic Republic of the Congo (MONUC), the UN Miss ion in Ethiopia and Eritrea (UNMEE), or the upcoming mission in Afghanistan.

[b]The percentages of women peacekeepers given represent an average of data from all reports from the particular peacekeeping operation for the given year.

[c]Positions with UN peacekeeping operations fall under two categories: professional and non-professional. Professional Staff are those people who deal with higher substantive issues related to administrative and political matters, including finance, transport, operations, political affairs, human rights, humanitarian affairs, public information, civil affairs, and child protection. Professionals must hold a master's degree or higher.

[d]Non-professional positions are held by those people who provide assistance to Professional Staff and include General Service and Field Service personnel. General Service includes all administrative and operational assistance within the peacekeeping operation, including assistance regarding transport, finance, personnel, and so on.

[e]Field Service positions are similar to General Service in that they are nonprofessional positions that provide administrative and operational assistance in the field.

[f]Military Personnel include all UN Headquarters military staff, troops, and military

observers active within the peacekeeping operation.
[g]Civilian Police includes all international civilian police active within the peacekeeping operation.
[h]Women as a percentage of the total staff of the peacekeeping operation.

[48] DFAIT Gender Training Workshop, March 2002
[49] Beilstein 1995; Enloe 2000a
[50] e.g. Helland et al. 1999
[51] Cockburn and Hubic 2002, n.p.
[52] Olsson n.d.
[53] Cockburn and Hubic 2002
[54] e.g. Beilstein 1995
[55] Head of Peacekeeping, NATO, 2002
[56] See for example Reuters 17 November 2000; Finn; Ruecker; UN 1996b; UNMIGH and UNHCHR in BiH; Ward; and Whitworth 1998.
[57] e.g., Enloe 1988, 1993, 1998, 2000a; Cock 1993; Klein 1998
[58] e.g., Cock 1993; Cockburn and Hubic 2002; Enloe 1988, 1993, 2000a; Klein 1998; Mazali 1998; Mazurana 2002; Woolf 1938
[59] e.g., Beilstein 1995, 1999; Cockburn and Hubic 2002; Corcoran 2000; Helland et al. 1999; Leijenaar 2000; Stiehm 1997
[60] Panel on the UN Peace Operation 2000,6
[61] Panel on the UN Peace Operation 2000
[62] Beilstein 1995
[63] e.g., Beilstein 1995, 1999; Cockburn and Hubic 2002; Corcoran 2000; Helland et al. 1999; Leijenaar 2000; Stiehm 1997
[64] Fitzsimmons 1998
[65] Enloe 2000a
[66] Jennifer Strachen, personal communication, 30 May 2001
[67] Costs are covered by Canadian International Development Agency, Department of Foreign Affairs and International Trade, and International Trade and the Solicitor General.
[68] Fitzsimmons 1998, 269
[69] Catherine Fortin, telephone conversation, March 12 2001
[70] Catherine Fortin, telephone conversation with author, 12 March 2001
[71] Fitzsimmons1998, 271
[72] Fitzsimmons 1998
[73] Fittzsimmons 1998, 270
[74] Human Rights Watch 2001
[75] Olsson 2001
[76] Olsson 2001
[77] Beilstein 1995
[78] Helland et al. 1999; Olsson n.d.; 1999, 2001
[79] Fitzsimmons 1998
[80] Fitzsimmons 1998
[81] Lyth 2001, 8
[82] Lyth 2001, 8
[83] Lyth 2001, 8
[84] Lyth 2001, 8
[85] For example, the head of the PSO announced at a major women's conference in Kosovo/a that: 'You will be proud to know that my chief of staff will be representing you at the Beijing +5 in New York!'
[86] Lyth 2001, 8
[87] see for example Callamard 2001
[88] Olsson 1999
[89] Sadako Ogata, High Commissioner for Refugees (UNHCR), Mary Robinson, High

Commissioner for Human Rights (UNHCHR), Carol Bellamy, Executive Director for the UN Children's Fund (UNICEF), and Nasif Sadik, Executive Director for UN Population Fund (UNPF)

[90] Margaret Joan Anstee, UN Angola Verification Mission (UNAVEMII) 1992-1993; Angela King, UN Observer Mission South Africa (UNOMSA) 1992-1994; Elizabeth Rehn, UN Mission in Bosnia and Herzegovina (UNMIBH) 1995-2001; and Ann Hercus, UN Peacekeeping Force in Cyprus (UNFICYP) 1998-1999 (Leijenaar 2000).

[91] Olsson 1999

[92] Helland et al. 1999; Olsson n.d. 1999

[93] Helland et al. 1999

[94] Beilstein 1995

[95] e.g. UNOMSA (46-53% women) and MICIVIH in Haiti (32.7% women) or had a large proportion of civilians involved e.g., MINUGUA in Guatemala (38%women), ONUSAL in El Salvador (37 percent women), and the operations in Slovenia (32% women) (Beilstein 1998). While the latter three had relatively high percentages of women in civilian components, the percentage of women in their military and police components were low or nonexistent. For example, MINUGUA had no women in the military component of the mission.

[96] DFAIT Gender Training Workshop, March 2002

[97] see for example Enloe 1993; Olsson n.d., 1999; Ruecker 2000; Whitworth 1998

[98] see for example Olsson 1999

[99] Mazurana and McKay 1999

[100] e.g., Abu-Saba 1999; Anderlini 2000; Boulding 1995; Cockburn 1998; Corrin 2000; Duany 1995; Enloe 1994, 2000a; European Centre for Conflict Prevention 1999; International Fellowship of Reconciliation 1999; Landsberg-Lewis 1998; Lee 1999; Lorentzen and Turpin 1999; Manning and Arneil 1997; Mazurana and McKay 1999; McKay and Mazurana 2001; Sørensen 1998; UN 1996a; UN Education, Scientific, and Cultural Organization (UNESCO) 1995, 1998, 1999.

[101] Anderlini 2000; Basu 1995; Cockburn 1998; Mazurana and McKay 1999; Sørensen 1998

[102] Anderlini 2000; Lithander 2000

[103] Lithander 2000

[104] e.g., Anderlini 2000; Buck et al. 2000; Corrin 2000; Garrard-Burnett 2000; International Alert 2000; Kumar 2000; Mazurana and McKay 1999; McKay and Mazurana 2001; Morton et al. 2000; Naraghi-Anderlini 2001; Newbury and Baldwin 2000; Sørensen 1998; Stephen, Cosgrove, and Ready; Walsh 2000a, 2000b

[105] Global Policy on Women Peace and Security in Practice: National and Regional Consultations on Resolution 1325, International Alert, May 2002

[106] Cockburn and Hubic 2000; Mydans 2001

[107] Anderlini 2000; Mazurana and Bonds 2000; Whitworth 2001

[108] Cockburn and Hubic 2002

[109] Olsson n.d., 1999; Helland et al. 1999; Mazurana 2002; Whitworth 2001

[110] DFAIT Gender Training Workshop, March 2002

[111] Whitworth 1998

[112] Whitworth 1998

[113] Corcoran 2000; Fetherston 1995; Finn 2000; Olsson 1999; Ruecker 2000; Reuters 17 November 2000; UN 1996b; Ward 2000; Whitworth 1998

[114] See for example the debates during the UN Security Council open meeting on "Women, Peace, and Security" UN Press Release SC/6937 and UN Press Release SC/6939.

[115] Corrin 2000, 7

[116] Agence France-Presse (AFP) 17 December 2000; Associated Press 30 November 2000; Reuters 17 November 2000

[117] Reuters 17 November 2000, n.p.

[118] Ward 2000 n.p.

[119] AFP 2000; Finn 2000; Reuters 17 November 2000; Ward 2000
[120] UN Mission in Bosnia and Herzegovina (UNMIBH) Legal and Human Rights offices and the UN Office of the High Commissioner for Human Rights in Bosnia-Herzegovina (UNHCHR BiH) 2000
[121] Associated Press 30 November 2000; Crossette 1999
[122] Cockburn and Hubic 2002, n.p.
[123] See for example Reuters 17 November 2000; Finn; Ruecker; UN 1996b; UNMIGH and UNHCHR in BiH; Ward; and Whitworth 1998.
[124] Whitworth 1998
[125] Reuters 17 July 2000, 19
[126] Crossette 12 August 1999
[127] Source 399 Sgrep
[128] International Criminal Justice: Implications for Peacekeeping, Barbara Bedont for DFAIT, Dec 2001.
[129] Lithander 2000
[130] UN General Assembly 2001,1
[131] UN General Assembly 2001; UN 24 January 2001
[132] These recommendations draw from work done at the Seminar Series on Challenges of Peacekeeping and Peace Support into the 21st Century: Programme for the Seminar on Human Rights and Gender Issuesin Peacekeeping, The Pearson Peacekeeping Centre, Nova Scotia, Canada, 28 May – 1 June 2001.
[133] Mazurana 2002; Whittington 2001
[134] Mazurana 2002
[135] The first adaptation of the original package "Gender and Peace Support Operations" was run in Ottawa between 6 and 8 March 2002. Around 30 participants attended the three-day training from the NGO community, academics, and Canadian government, military and civilian police. The package will be further developed in the near future to reinforce its operational capacity. The DFAIT/DFID training is now available on the website.
[136] Angela McKay, telephone conversation, 17 December 2000
[137] Whitworth 2001
[138] McKay 2001
[139] Leijenaar 2000
[140] The UNTAT concept is based on the need to have available international peacekeeping training teams for dispatch to a Member State that requests peacekeeping training assistance from the UN; these teams are formed by using officers from contributing countries who have been trained by TES.
[141] UN Inter-Agency Standing Committee 1999
[142] UNMIBH Legal and Human Rights Offices and UNHCHHR in BiH 2000
[143] Gudrun Kramer, email communication with Dyan Mazurana, 20 Dec 2000
[144] Naraghi-Anderlini, 2000
[145] Naraghi-Anderlini, 39, 2000
[146] Naraghi-Anderlini, 2000
[147] This recommendation arose from work done at the Seminar Series on Challenges of Peacekeeping and Peace Support into the 21st Century: Programme for the Seminar on Human Rights and Gender Issues in Peacekeeping, The Pearson Peacekeeping Centre, Nova Scotia, Canada, 28 May - 1 June 2001.
[148] This recommendation arose from work done at the Seminar Series on Challenges of Peacekeeping and Peace Support into the 21st Century: Programme for the Seminar on Human Rights and Gender Issues in Peacekeeping, The Pearson Peacekeeping Centre, Nova Scotia, Canada, 28 May - 1 June 2001.
[149] Corrin, 2, 2000
[150] Many of these recommendations draw from Corrin, 2000.
[151] Naraghi-Anderlini, 40, 2000
[152] Naraghi-Anderlini, 39-40, 2000

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