

# Mainstreaming a Gender Perspective In Multidimensional Peace Operations



United Nations

Lessons Learned Unit  
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## INTRODUCTION

1. Peacekeeping today has evolved and expanded from the peacekeeping of the first forty years of the United Nations. While it once emphasized monitoring and observing by military personnel, peacekeeping today can include many components, among them military, civilian police, civil affairs, elections, refugee return, humanitarian relief, demining, nation-building and human rights. Each component involves the participation of women and each has crucial consequences for women and men of the host country. Four of the five case studies supporting this analysis have looked at multidimensional missions: Namibia, Cambodia, Bosnia and Herzegovina and El Salvador. The fifth studied a civilian mission that observed implementation of a national peace accord and monitored South Africa's first multi-racial elections.

2. The case studies, which will be published separately, examine both gender balance and gender mainstreaming. Gender balance refers to the degree to which women and men hold the full range of positions. Gender mainstreaming requires that the implications for women and men of actions, policies and programmes be carefully considered. Because past missions have not been gender balanced and issues of particular concern to women have not been highlighted, this study may have the appearance of being "about women". Their small numbers, especially in policy-making positions, and the lack of attention to their special needs and interests are recurring themes. As women's concerns receive more attention, it is likely that men's special needs will become more obvious and be more consciously weighed. For instance, if civilians are to be afforded protection in a conflict zone, are men placed in greater jeopardy if they are separated from women and children than if all civilians are gathered at a single location?

3. This report first reviews United Nations principles and guidelines related to gender balance and mainstreaming. These reflect remarkable progress as compared to the years immediately preceding the Fourth World Conference on Women (Beijing, 1995). Clearly, the task now is one of implementation. As originally conceived, the primary product of this study was to be a checklist for policy makers and implementers. However, it was later decided that it would be better to follow a more familiar format, i.e. to make recommendations and suggestions. The "Windhoek Declaration" and "Namibia Plan of Action", which are based on this study and were produced by experts attending a seminar in Windhoek, Namibia, (29-31 May 2000) to review a draft of this report, have become important documents for the implementation of gender mainstreaming in peace operations (Annex I). The

content of this study and the Declaration and Plan of Action are nearly the same. Moreover, they share a single purpose: the strengthening and sustaining of gender balance and gender mainstreaming in peace operations, especially in the field.

4. In the case studies and in the discussion in Namibia seven elements emerged as particularly important to the implementation of gender mainstreaming. These include the mandate, planning, leadership, recruitment, training, procedures and monitoring/accountability. Both the study and the Declaration give emphasis to actions to be taken at these 'pressure points'. Additionally, the Windhoek Declaration stresses the importance of women's participation in the peace negotiation process that precedes any peace operation.

5. It should be noted that this is a preliminary report, which was prepared in less than five months so that it would be available for the Beijing-plus-five review held in June 2000 at a special session of the General Assembly. It has relied heavily on interviews and the analysis of documents. It has not been possible to collect extensive empirical data<sup>1</sup>, and the data on a most important subject -- the effect of a peacekeeping mission on local women -- is, at best, rudimentary. Some findings are presented; they are drawn principally from the case studies. A more exhaustive and systematic study is needed, and will be pursued as resources become available. It is also important that current peace operations, such as those in East Timor and Kosovo, and future peace operations that have gender components be evaluated to determine what has and has not been effective.

6. The conclusion argues that while it may not be possible to demonstrate that women's contributions to peacekeeping are unique, the interviews and case studies make it clear that the presence of women does make a difference -- a positive difference. Women's presence improves access and support for local women; it makes men peacekeepers more reflective and responsible; and it broadens the repertoire of skills and styles available within the mission, often with the effect of reducing conflict and confrontation. Gender mainstreaming, then, is not just fair, it is beneficial.

7. The Department of Peacekeeping Operations, in cooperation with the Division for the Advancement of Women, has been the sponsor of this project. The Windhoek Declaration and the Namibia Plan of Action were its first products; this study is the second. Further research will follow on the implementation of gender mainstreaming and on the consequences for local

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<sup>1</sup>A questionnaire on gender mainstreaming issues in the field was completed by some seminar participants. Hopefully, an improved version can be administered in all field missions and analysed during the next phase of this project.

women of the presence of a peacekeeping mission.

## **PART ONE: DEFINITIONS, PRINCIPLES, GUIDELINES**

1. This section is didactic and, unfortunately, not enthralling. Its intention is, first, to review definitions that are in common use within the United Nations (UN) community with the hope of reducing misunderstanding. Second, it enumerates UN principles related to women's equality. Most of these should be familiar to the reader. Third, it lists a number of official guidelines related to the implementation of gender balance and gender mainstreaming many of which are of recent origin. The purpose of these guidelines is to assist in the translation of principle to practice. The reason for listing them in such detail here is to emphasize that policies are in place. What is required now is performance.

### **I. Definitions**

- a. Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. It is a human rights issue and a precondition for and indicator of sustainable people-centred development.
- b. Gender balance refers to the degree to which men and women hold the full range of positions in a society or organization. The United Nations has a goal of achieving a balance of 50-50 in all professional posts.
- c. Gender mainstreaming refers to the process of assessing the implications for men and for women of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (document A/52/3/Rev.1).
- d. Gender balance and gender mainstreaming are directly related to and support gender equality. Gender balance and gender mainstreaming are different but related. Indeed, there is much evidence that gender balance in and of itself increases gender mainstreaming. However, gender mainstreaming is the responsibility of both men and women.
- e. Peacekeeping missions are often both large and complex. There are many players, including the Security Council, which approves the mandate, and

the Special Representative of the Secretary-General, who has overall responsibility in the field. The Department of Peacekeeping Operations (DPKO) manages the work of the military, the civilian police and the administrative and substantive civilian the political affairs of a mission. Other UN Secretariat bodies, e.g. the Office of the High Commissioner for Human Rights, and the Office for the Coordination of Humanitarian Affairs (OCHA), Department of Public Information and the Department of Political Affairs often participate in a peacekeeping mission and may have responsibility for particular components of the mission. UN agencies and programmes, e.g. the United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) may have responsibilities in a mission or in a mission area both during and after a peacekeeping mission. Also, and importantly, Member States that contribute troops retain significant control over the training and deployment of their personnel. States also exercise authority over the selection of civilian police. Each of these many participants has a contribution to make to gender balance, mainstreaming and equality.

- f. It has become clear that a peacekeeping operation can be fully analysed only when it is considered within the context of the peace process that precedes it and the peace-building process that follows it. In particular, the peace process is crucial to the construction of a mission's mandate. In the past, peace negotiations have been conducted by individuals representing armed groups and/or representatives of States that have armed forces at their disposal. Since the Beijing Conference, women have been arguing strongly that their stake and their interest in peace is so great that they should participate in peace negotiations even if they do not represent armed organizations. Further, peace-building, reconstruction and reconciliation continue after the peacekeeping mission has departed. Women's non-threatening approach can be of great value in peace-building, and their role in post-peacekeeping is enhanced if they have been active participants during the mission.
- g. Classic peacekeeping, under Chapter VI of the UN Charter, typically used military forces to monitor agreements between two, or more, warring political entities. The presence of UN forces was consented to; UN forces were strictly impartial; and they did not use force except in self-defence and as a last

- resort.
- h. Since the end of the Cold War, peacekeeping missions have expanded in number, function and complexity. For a brief period, peacekeeping was stretched to encompass measures akin to peace enforcement (under Chapter VII of the Charter). The principles of consent, neutrality and the non-use of force were suspended in such cases. The Security Council is now more careful about distinguishing between peacekeeping and peace enforcement.
  - i. A number of recent UN operations have tackled the difficult task of resolving conflicts and building new institutions within a nation. These multidimensional missions can include any or all of the following components: military, civilian police, civil affairs, political affairs, public information, elections, refugee return, humanitarian relief, demining, nation-building and human rights. The expanded nature of such peacekeeping has greatly increased the likelihood and appropriateness of women's participation in UN missions; it has also increased the likelihood of the mission having a direct impact on women and men of the host country. This has increased the importance of analysing the following: a) gender balance in peacekeeping missions; b) mission attentiveness to gender issues; and c) the effect of a mission on local women and men.

## **II. Principles**

- 2. When one undertakes a task, it is important to be clear about the principles that underpin one's work, even if those principles are imperfectly realized. Aspirations may outrun performance, but there is every reason to try constantly to fulfil them.
- 3. A fundamental goal of the UN, voiced in the Preamble to its Charter, is "faith in fundamental human rights, in the dignity and worth of the human person, [and] in the equal rights of men and women".
- 4. Other goals are cited in the 1995 Beijing Declaration and Platform for Action of the Fourth World Conference on Women. A number of UN resolutions and international legal instruments related to women's equality are summarized in paragraph 8 of the Beijing Declaration:

(We reaffirm our commitment to) "The equal rights and inherent dignity of women and men and other purposes and principles enshrined in the Charter of the United



Nations, to the Universal Declaration of Human Rights and other international human rights instruments, in particular the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child, as well as the Declaration on the Elimination of Violence against Women and the Declaration on the Right to Development."

5. The Beijing Declaration and Platform for Action also states: "... Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men respectively."
6. In its agreed conclusions in 1997, the United Nations Economic and Social Council not only defined gender mainstreaming, it emphasized the need for a coordinated and coherent policy for gender mainstreaming that would integrate a gender perspective into all aspects of the United Nations work. It encouraged the General Assembly to "direct all of its committees and bodies, and draw the attention of other bodies of the United Nations system, to the need to mainstream a gender perspective systematically into all areas of their work, in particular in such areas as macroeconomic questions, operational activities for development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security and legal and political matters" (document A/52/3/Rev.1). The General Assembly welcomed and endorsed the conclusions of the Economic and Social Council in the Assembly's resolution 52/100 of 12 December 1997.
7. The Secretary-General followed up by asking that all analytical reports and recommendations on policy or operational issues be presented for intergovernmental decision-making in a manner that fully accounted for gender differences. This would include analysis of information and data disaggregated by sex and age, and the development of medium-term plans and programme budgets in such a manner that a gender perspective was apparent. The Secretary-General also emphasized that senior managers would be held accountable for meeting gender equality goals (document A/53/376).
8. The World Food Programme (WFP), which is credited with having an especially well developed gender policy, OCHA and UNICEF participate in the Inter-Agency Standing Committee for the Integration of a Gender Perspective in Humanitarian Assistance. That Committee has adopted the following position, which is relevant to other departments:

- a. "The efforts of women as mediators, their roles in trying to access communication between warring groups, and so on, are often ignored in official peace mediating initiatives. In the post-conflict phase, the emphasis on the more formal levels of establishing systems of 'governance' through political parties leaves out the role and voices of women who, at the 'informal' and community level, have much to contribute in helping define terms for peace and security.
- b. "In doing so, there is a failure to comply with Article 7 of the Convention on the Elimination of All Forms of Discrimination against Women, which calls upon States Parties to ensure that women, on equal terms with men, participate in the formulation of government policy, and in non-governmental organizations concerned with the public and political life of the country. Ignoring gender equality in emergencies is not a neutral position. It supports discrimination."<sup>2</sup>

9. Note the Inter-Agency Committee's emphasis on the contribution women can make both to the peace process and to peace-building, even if they are not part of the formal political system. Note also its emphasis on the importance of UN bodies adhering to UN principles. Note, finally, the Committee's emphasis on the importance of considering gender *even during emergencies*. Overall, the Inter-Agency Committee seems to have concluded that including women at every step is not just "right", it "works" too, i.e. it increases the likelihood of a mission or programme's success.

### **III. Guidelines**

10. Guidelines are official statements intended to facilitate implementation of policy. In recent years, a number of UN guidelines have been issued related to gender balance and mainstreaming. They are summarized below. Some are quite recent and are not fully implemented; nevertheless, their intent is clear.

11. In the past few years, the Under-Secretary-General for Administration and Management has issued an administrative instruction (and a revision) titled *Special Measures for the Achievement of Gender Equality*. Two sections of the later instruction concern the filling of posts to improve gender balance. A third section concerns awareness of gender issues and directs that, "Compulsory training courses, specific to

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<sup>2</sup> Background paper on "Mainstreaming Gender in Humanitarian Response to Emergencies".

gender sensitivity and programmes on mainstreaming a gender perspective, shall be instituted by OHRM for all staff." A section on implementation and monitoring requires reports every six months showing the distribution of men and women by category of posts at each level. (See ST/AI/412 of 5 January 1996, and revisions published in ST/AI/1999/9 of 21 September 1999).

12. In its agreed conclusions 1997/2 the Economic and Social Council not only defined gender mainstreaming and enunciated its principles, it also provided a number of guidelines, including the following:

- a. An assumption of gender-neutrality should not be made;
- b. Accountability for outcomes needs to be monitored constantly and rests at the highest levels;
- c. Every effort must be made to broaden women's participation at all levels of decision-making;
- d. Gender mainstreaming does not replace the need for targeted, women-specific policies and programmes or positive legislation, nor does it substitute for gender units or focal points; and
- e. Political will and the allocation of adequate and, if need be, additional human and financial resources are important for the successful translation of the concept into practice.

13. Further, the Council's agreed conclusions listed actions that would institutionalise gender mainstreaming. These included the following:

- a. Using directives rather than discretionary guidelines for gender mainstreaming;
- b. Improving the tools for gender analysis, e.g. disaggregating data by sex and age;
- c. Establishing mechanisms for monitoring and evaluation of programmes/operations;
- d. Establishing mechanisms for accountability; and
- e. Enhancing the role and capacity of gender specialists and focal points including those in the field.

14. The General Assembly has affirmed the target of 50-50 gender balance for the Secretariat and it has reiterated it in successive resolutions. The target was set for all posts in the professional category and above, and throughout the Organization in every department, office or regional commission. The Secretary-General has reconfirmed the target in his own bulletins, particularly those on "Policies to achieve gender equality in the United Nations" (ST/SGB/282), and "Departmental focal points for women in the

Secretariat'' (ST/SGB/1999/19). Focal points were directed to support efforts towards gender equality and to promote awareness of gender issues.

15. The report of the Secretary-General of 27 September 1999 (A/54/405) on the improvement of the status of women in the Secretariat and the General Assembly's resolution of 17 December 1999 on the improvement of the status of women (A/54/130) strongly endorsed the principles and guidelines summarized above. Further, the Secretary-General asked departments and offices to develop action plans to achieve gender balance and to develop strategies for expanding the pool of qualified women. The General Assembly particularly encouraged the Secretary-General to appoint more women special representatives and envoys and to further develop policy against harassment, including sexual harassment; it also encouraged Member States to identify women candidates for peacekeeping missions, and to improve the representation of women in military and civilian police contingents.
16. The Secretary-General issued another bulletin in 1999 concerning the observance of international humanitarian law by UN forces (ST/SGB/1999/13) and noted other related resolutions and statements regarding the creation of ombudspersons (S/1999/957); the protection of children in armed conflict (S/1999/1261); and the protection of civilians in armed conflict (S/1999/1265).
17. Some UN agencies and bodies, such as UNICEF, UNHCR, the United Nations Development Fund for Women (UNIFEM) and UNDP, have developed their own policies, programmes, checklists and "good practices" related to gender mainstreaming. Since the importance of gender mainstreaming was probably recognized earlier by entities concerned with development and with humanitarian relief, other departments and offices including those involved with peace, disarmament, political and security issues might find it useful to examine the conclusions reached by them.
18. Again, principles and guidelines related to gender balance and mainstreaming are explicit and extensive, but relatively new. Thus, it is not surprising that implementation is incomplete and goals unmet. Nevertheless, it seems evident that the General Assembly and the Secretary-General deem rapid implementation important. With principles and guidelines in place, the task of implementation now falls directly on the shoulders of senior managers.
19. The Department of Peacekeeping Operations often works in crisis mode. Further, it often has difficulty in obtaining timely contributions of troops and/or civilian

police of *either* sex from Member States. Further, the need to rapidly recruit large numbers of civilians also creates pressure. Given these difficulties, gender balance and mainstreaming may at first seem a distraction. It is worth remembering, however, that pursuing gender balance has the potential for greatly increasing the pool of talent. Further, gender mainstreaming can increase the understanding of a complex situation. It may lead to new assumptions and definitions. It may suggest different approaches to a desired end and it may reveal overlooked resources and talents.

## PART TWO: AREAS OF PRIMARY CONCERN

20. Part One summarized the numerous commitments the UN has made to gender equality, balance and mainstreaming. For many years peacekeeping was primarily a military function and its local interaction was with other military personnel and senior political officials. For the most part, this was an all-male environment.
21. For the last decade, though, multidimensional peacekeeping operations have involved many civilians and many women as part of the mission. The increased presence of women and new mission functions have made gender issues highly salient. Further, there has been more direct impact on the local population. This has been particularly true when civil conflict has meant that there was no functioning government. The consequences for local women and men of a peacekeeping operation clearly require further examination.
22. The case studies prepared for this report suggest several areas of primary concern. The first is the mandate -- the Security Council's authorization for the mission. Since this is a fundamental document that shapes all decisions, it is important that it stress the basic principles of gender equality, balance and mainstreaming; even if it does not go into detail, it should specifically affirm these principles. Doing so lends legitimacy to later, possibly controversial decisions and actions; it also serves as a constant reminder to those leading and participating in a mission.
23. Planning and budgeting begin even before the mandate is approved. The best planning anticipates all mission requirements. This has become more complicated with responsibilities for the needs and rights of both men and women. Concrete, medium-term plans/programmes for gender mainstreaming must be developed and included in budgets. Further, what may appear to be good planning when only men are concerned, e.g. a plan to issue the equivalent of one condom per day per peacekeeper to prevent the spread of HIV/AIDS<sup>3</sup>, can look quite different when seen from the perspective of local women who may see such a policy as fostering sexual activity, the exploitation of women, and as creating an image of their society as one which condones

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<sup>3</sup>Colum Lynch in *The Washington Post*, 18 April 2000.

The question of how to maximize protection against HIV/AIDS without appearing to encourage promiscuity is not just a problem for the UN. Ways to discourage promiscuity among peacekeepers could include training which emphasizes the shame of exploiting trafficked and economically desperate women, having more recreational activities for peacekeepers, providing telephone links to home, and increasing the number of women peacekeepers, since the culture of all-male groups is quite different from one which includes both men and women. Of course, commanders could also direct troops to 'just say no'."

promiscuity.

24. The case studies clearly show that leadership is of great importance. This includes leadership at the top. At this time, few senior leaders may possess substantial experience with or training in gender mainstreaming. Still, their commitment to such mainstreaming should be a criterion for selection to any policy-making post. If an individual does not have demonstrated experience or has not had significant training, a prospective appointee should be required to take such training before assuming his/her position. Since the best leadership is leadership by example, the effect of clear, public direction from the top cannot be overestimated. Further, it is important that men as well as women assume responsibility for gender mainstreaming. In the area of human rights, advocates include those least likely to have their rights abused as well as those who have suffered the most. Similarly, it is important that men as well as women speak on behalf of men's and women's rights and needs. Most UN gender specialists are currently in mid-level positions and are women. This conveys an unfortunate, nonverbal message. It may also result in inattention to concerns of men. Finally, it must also be acknowledged that some leaders may have a reputation for not working well with women. Thus, when those individuals say they "cannot find any qualified women", it may mean that qualified women are not willing to work for them.
25. Recruiting competent individuals to the right place at the right time can be an onerous task. However, senior positions are always desired and competitive, and one criterion for selection to those posts should be knowledge about and a commitment to gender balance and mainstreaming. At every level, and for the full range of positions, recruitment efforts to achieve gender balance need to be institutionalised.<sup>4</sup>
26. When some 150 resumes are received in a day, and qualified candidates are entered into a data bank of thousands, it is not surprising that when decisions need to be made quickly, there is a tendency to say "I know him; he's a good man; take him". A project to develop a pool of female candidates whose credentials are trusted even if they are not already "known", is in order. During the research

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<sup>4</sup>I was told that requests to Member States for troop contributions include the statement that the inclusion of women is "encouraged". However, when I requested a copy of such a letter, none could be found that contained such a statement. There was general agreement that such a statement had once been part of troop requests, but no one knew when or why the statement was dropped. Obviously, the request had not been institutionalised. It should be noted, though, that announcements for military secondments to particular positions do say "preference will be given to equally qualified women".

for this study it was striking to find over and over again that those doing the recruiting expressed frustration over the lack of qualified women, while women who seemed qualified expressed frustration over not finding a way to participate in peacekeeping. There seemed to be a black hole or tunnel of some sort into which official welcoming announcements entered at one end, and individual expressions of interest entered at the other end and never the twain did meet.<sup>5</sup>

27. Peacekeeping is frequently conducted in a dangerous environment and on an emergency basis. These facts have been offered as reasons for the low participation of women in peacekeeping field operations. However, personnel involved in humanitarian relief and refugee assistance work under similar conditions and seem to be able to recruit women and to anticipate and provide for their needs; also, there seems to be little difficulty in recruiting women for General Service positions for peacekeeping operations. Implementation and then institutionalisation of guidelines related to gender balance and the application of "good practices" related to gender mainstreaming should reduce what some now perceive as the "costs" of gender balance and mainstreaming. In fact, "benefits" are a likely outcome.

28. The UN has prepared extensive materials to train peacekeepers. Training on gender has not been emphasized, but there are statements included in the materials that even some trainers and gender specialists who were interviewed did not know existed. For example, in the *Peacekeeping Handbook for Junior Ranks* troops are told: ABe forewarned of facing long sexual abstinence; ADo not involve yourself in any sexual relationship which may create long-lasting complications for you and others; and ADo not involve yourself with a sexual affair with any member of the local population."<sup>6</sup> Also, the second rule of the *Ten Rules: Code of Personal Conduct for Blue Helmets*<sup>7</sup> says ARespect the law

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<sup>5</sup>In DPKO at Headquarters, women at present hold 67% of P-2, 33% of P-3, 27% of P-4, and 33% of P-5 posts. They are 18% at the D-1 level and none at the D-2 level. There are also no women at the ASG or USG level. The data available for Headquarters covers a five-year period (see Annex II). Both encouraging and discouraging trends are apparent. Data is also available for field missions. Note that there is no problem finding women in general service (white collar) positions for field missions; they represent more than a third of personnel. There is great variability, though, in the figures for professional staff (ranging from 0% to 50% with an overall figure of 25%) and for local staff (ranging from 8% to 100% with an overall figure of 28%). Field Service positions are only 15% women, police 4%, and military 3% (see Annex III).

<sup>6</sup>Whatever are the daily condoms for, then?

<sup>7</sup>Enforcement of the *Code of Conduct* and other rules is the responsibility of the troop-contributing country. The UN is not responsible for discipline, but it does require reporting of incidents, boards of inquiry where there is loss of



of the land of the host country, their local culture, traditions, customs and practices; the fourth says ADo not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations staff, especially women and children; and the fifth says ARespect and regard the human rights of all. This is an instance of what appears to be some discrepancy between what is in training materials and what is practiced.

29. The use and distribution of training materials has not yet been well institutionalised. Military and civilian police personnel are supposed to be trained in their home countries or in regional centres. The reality of that training is uneven. Additional training is given in the area of operations, but this is of a short duration. In-country gender training for all personnel, military and civilian, is essential. Even with training, incidents related to gender will occur. Nevertheless, training can reduce the number of incidents. The fact is that men and women of different nationalities and of different ages may well have different perceptions of what is expected, and of what will be tolerated. (Women graduate students at U.S. universities often respond strongly and angrily to behaviour and jokes which senior faculty have unthinkingly indulged in for years.) It would be very useful to have all peacekeepers, military and civilian, and all personnel from UN agencies prepared in the same way, to have been given the same definitions, to have discussed the same examples, to understand that redress is available, and to expect that inappropriate behaviour will be stopped, and, if need be, punished. *Clarity and consistency are crucial.* People need to know what to expect. They can then practice appropriate behaviour even if they do not fully agree with all principles and guidelines.

30. The last area of concern is accountability. This means accountability for one's own behaviour. It also means accountability by administrators who have a responsibility for the behaviour of others. It means having mechanisms for reporting, investigating, and, if need be, punishing. It also means having measures to evaluate the performance of senior leaders as far as achieving gender balance and mainstreaming is concerned.

31. The previous experience of some peacekeepers may lead them to think that gender balance and mainstreaming are not important. This is a misunderstanding of how things have changed. The UN has made a strong commitment. It is true that organizations have an awkward and often subduing

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property or liability, and reports on disciplinary action taken by Member States.

relationship with inspectors and whistle-blowers within an organization, but individuals and groups *outside* an organization are far less hesitant to call for accountability. In a peacekeeping environment, outsiders such as members of local and international non-governmental organizations and the media have high expectations for the behaviour of UN personnel. Outsiders will be less reluctant to publicize outrageous or just inappropriate behaviour. Bad publicity will stain the reputation of the UN. It will make successful completion of a mission more difficult. All participants in a mission need to be in step with policy.

32. In the next section, recommendations for appropriate actions for policy makers, leaders and administrators related to gender balance and mainstreaming are offered. The many recommendations have been grouped around the principal areas of concern discussed in this section.

## **PART THREE: RECOMMENDATIONS AND SUGGESTIONS**

33. This section contains recommendations for the implementation of the principles and guidelines discussed in Part One and covers the primary areas of concern identified in Part Two. It also includes items that emerged from the case studies developed for this report and from a December 1999 consultant's report entitled *Gender Issues in the Workplace: DPKO* (see Annex IV). Finally, the recommendations and this document as a whole reflect the advice provided by participants at a three-day seminar held in Windhoek, Namibia, in May 2000.
34. The recommendations have been developed with the field environment in mind. They concern gender issues within the mission as well as gender issues as they relate to the host country population. The recommendations are proposed as "directives" rather than just "discretionary guidelines".
35. Note that this section, Part Three, also includes "suggestions". These are offered for discussion and experiment. While the actions listed under "suggestions" may be useful during the period when gender mainstreaming is first being implemented, it may not be desirable to institutionalise them.

### **RECOMMENDATIONS**

#### **I. Mandate**

- a. The mandate should include specific references to the affirmation of the equal rights of women and men, to the Convention on Elimination of All Forms of Discrimination against Women, and to the United Nations commitment to gender balance and gender mainstreaming.

#### **II. Planning and Budgeting**

- a. At least one woman and a senior gender adviser should be included in every assessment mission and operational planning team.
- b. Each mission being planned should include a gender component with appropriate funding and staff. A gender specialist at a policy-making level with substantial knowledge should be included. This person should have access to adequate resources, direct access to the Special Representative of the Secretary-General (SRSG) and direct access to Headquarters.
- c. Lessons learned from prior and current missions should be incorporated into mission planning.

- d. Medical units for peacekeeping missions should include at least one female physician and have an ob/gyn as well as a counselling component.
- e. Planning for disarmament and demobilization should consider the different needs of women and men combatants, and take into account the needs of families accompanying combatants.
- f. Plans for provision of security to the local population should consider the different risks confronting women and men. In providing security for the peacekeeping mission, each mission should include women security officers.
- g. Peacekeeping mission should also include community relations officers. Their duties would include receiving grievances from the local population. In theory, community relations officers could be either men or women, but in some environments it is essential to have women officers if one is to have access to the entire population of a host country. Community relations officers can often provide essential, informal information about the local situation.

### **III. Leadership**

- a. The gender balance in senior positions (P-5 and above) in the mission should attempt to be 50-50.
- b. Every individual in a policy-level position should receive gender training or briefing *before* beginning his/her assignment. This includes the most senior appointments, e.g. the Special Representative of the Secretary-General (SRSG), the Force Commander, and the Chief Administrative Officer. It also includes individuals on temporary assignments such as special envoys and peace negotiators.
- c. A critical element of the evaluation of senior leaders should be the degree to which they achieve gender balance and gender mainstreaming.
- d. In developing a relationship with civil society, a variety of women's groups should be included. Civil society is not limited to armed organizations, politicians, businessmen and religious leaders.
- e. The periodic situation reports of the SRSG to the Under-Secretary-General for Peacekeeping Operations should include a statement on gender issues and the implications of policies for local men and women.
- f. The Secretary-General's periodic reports to the Security Council on the mission should contain information about gender balance and mainstreaming within the mission.

#### **IV. Recruitment**

- a. All requests to Member States for contributions of military and police personnel should specifically ask that female personnel be provided and explain the importance of having women personnel.<sup>8</sup> At a minimum, women should be represented in troop and police contributions to peacekeeping operations in the same percentages that they are represented in the contributing State's military and police.
- b. Requests to Member States for nominations of both military and civilian candidates for specific posts should state that women candidates are encouraged to apply. Equally qualified women candidates should be given preference.
- c. All senior positions should be advertised and the selection process should be transparent. This transparency should be tested. All positions in established missions should be duly advertised.
- d. A comprehensive database of qualified women candidates for both civilian and military positions should be developed, maintained and utilized. This will require additional resources.
- e. Female United Nations Volunteers (UNV), female staff from other agencies and programmes, and retired women police and military officers should be targeted for recruitment for field missions.
- f. The terms of reference, particularly eligibility requirements, for heads of mission components and other personnel, too, should be reviewed to ensure that qualified women are not excluded by unnecessary requirements. In particular, requirements for eight years of prior service for police and requirements for command experience might be examined, since these tend to disqualify many female candidates.
- g. All agreements and contracts governing the assignment of personnel, including UNV, should be modified to include gender-related obligations and responsibilities.

#### **V. Training**

- a. Gender issues should be mainstreamed in regional and national training curricula and courses on

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<sup>8</sup>Women are needed to interact with women in the local population. They are also less likely to provoke local inhabitants. Further, it seems clear that having women among the police and among military personnel dampens unduly aggressive and boisterous male behaviour. (See DeGroot.) Note also that while social science suggests the need of a critical mass of 30 to 40 per cent women to achieve something approaching a balanced organization, it also suggests that the presence of even a small number of women changes the climate of an organization and its behaviour.

peace operations, especially those sponsored by the Training Unit of DPKO. DPKO could provide materials for use in such training.

- b. Several levels of gender training should be designed to meet the needs of different levels of trainees.
- c. Compulsory gender training should be offered continuously in the field for both women and men -- military, police and civilians. This should include information on sexual harassment and assault.
- d. Training and briefings on the UN system, its principles and purposes, should include reference to the Convention on the Elimination of All Forms of Discrimination against Women.
- e. Briefings on the culture, history, and traditions of the host country should include gender issues and emphasize responsibility towards and respect for women of the host country.
- f. Training on international human rights/humanitarian law for civilian police and military should also factor in gender issues, especially violence against women.
- g. Sexual relations between mission personnel and persons under 18 and trafficked women should be absolutely prohibited?<sup>9</sup>

## VI. Procedures

- a. Standard operating procedures should be developed and promulgated for cases of in-mission sexual assault and sexual harassment. All members of the mission should be provided with specific information about sexual harassment and assault including specific "DOs" and "DO NOTs". These procedures should be widely publicized within the mission. As sexual harassment begins to be punished, some are likely to perceive enforcement as capricious. This is why training is so important. Staff must receive a consistent message and have accurate expectations.<sup>10</sup>

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<sup>9</sup>Eighteen is the age of majority in the Convention on the Rights of the Child.

<sup>10</sup> One senior manager said that in 20 years he had never had one complaint of sexual harassment among those working for him. However, women who have been in the field consistently report grievous cases of sexual harassment and abuse of power. An article on sexual harassment, prepared for the newsletter published by the Office of the Focal Point for Women in the Secretariat, emphasizes the personal stress, loneliness, insecurity and anxiety that are often part of life in the field. It also argues that supervisors are less accountable in the field, and that there are widely varying views of the meaning of "consent". The presence of senior women is cited as an important remedy to the "macho, male-bonding, hard-drinking style of senior leadership in [some] field missions, [which] is inherently hostile to and excluding of women". When systematic studies of harassment were conducted among US civil servants and among US military personnel, managers were astonished by the high rates of

- b. In consultation with other UN agencies and entities that have already developed gender-sensitive directives, DPKO should amend its existing directives and policies to include gender mainstreaming.
- c. Reporting mechanisms between the field and headquarters on gender mainstreaming should be clarified.
- d. A Senior Gender Adviser should be appointed in DPKO to serve as focal point for field missions and to provide input on gender mainstreaming for all projects and programmes. The position should have reliable funding.
- e. A mechanism for the exchange of information and experience between gender units in individual missions should also be considered.
- f. Mission Advocates for Children should have a programme to prevent the exploitation of girls.

## **VII. Monitoring/Accountability**

- a. The SRSG should be specifically directed to ensure that gender mainstreaming occurs in all areas and components of the mission.
- b. DPKO, in consultation with the Office of the Special Adviser on Gender Issues and Advancement of Women, should establish mechanisms to evaluate gender mainstreaming in the field.
- c. An independent, external team should assess the success of gender mainstreaming efforts in peacekeeping missions. These assessments should be done at regular intervals and at the end of a mission.
- d. Data on the gender balance in DPKO and in its missions should be regularly collected and distributed, and be made available on request.
- e. Senior officials should be trained to recognize and be prepared to punish retaliatory behaviour.
- f. A well-publicized procedure for complaints should be put in place that can allow complaints to be made confidentially in the field as well as at Headquarters. In particular, locally hired women must be confident that they can get redress for sexual harassment without losing their jobs.
- g. Member States should be notified that sexual harassment and assault by their personnel on peacekeeping duty will not be tolerated.

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reported incidents. If harassment is, in fact, to be reduced/eliminated women have to believe they have recourse. A system must provide confidentiality for reporting, and then assurance of a fair procedure. (Men can also be harassed and abused but are probably even more likely than women not to report such experiences.)

- h. Personnel against whom complaints have been filed should not be rehired, at least until the claims have been properly investigated. A record of all reported complaints against personnel should be maintained and information provided about subsequent action taken.

## SUGGESTIONS

36. When Member States make nominations for DPKO posts and for field positions, they could be asked to nominate a woman for every position for which they nominate a man.
37. For peacekeeping missions, a gender specialist external to DPKO could be invited to survey the mission's work once every three months. Hopefully, this would be a temporary measure, but an outside observer can often see patterns unseen by busy members of the mission. He or she may also be given information not available through official channels.
38. A conscious effort must be made to recruit committed, trained, male gender specialists.
39. An external monitoring group, which should include a member from the Office of the Special Adviser on Gender Issues and Advancement of Women, could be set up to report on the implementation of the recommendations of this report and those contained in the Namibia Plan of Action. This group should begin its work six months after the release of this report. Group members should visit each ongoing peace mission to assess feasibility and implementation of gender related recommendations. The group should issue its report no later than twelve months after being appointed.



## PART FOUR: PEACE OPERATIONS AND LOCAL POPULATION

40. War and civil conflict wreak terrible devastation. Loss of life and physical destruction are obvious results, but social and economic relationships that are dissolved, disrupted, or altered may be deeply disturbing even if they are not obvious or newsworthy. In particular, the relationship between women and men in a society may well be changed by conflict. Sometimes these changes seem to be permanent; sometimes they seem to represent only a suspension of norms. The mere presence of a peacekeeping mission can also have consequences for local women and men; these effects, however, have been little examined.
41. This study represents a first effort to think about the effect of a peace mission on the host country population. It was originally conceived as an impact study that focused on the effect of the mission on local women. It quickly became clear that the relationship was not unidirectional but interactive. (The local population was by no means passive.) And changes for women meant changes for men, too. Future research will have to be more complex and better designed to draw out all nuances. The systematic collection of data alone will be no simple task. Even within a relatively small country, women vary by ethnicity, religion, political affiliation, education, rural/urban location, social class, age and family status. Researchers are accustomed to considering these kinds of differences.
42. However, we have not before tried to distinguish the changes that are the result of armed conflict from the changes that are the result of a peacekeeping mission. Further, after a peacekeeping mission has completed its work, other organizations, agencies and non-governmental organizations are likely to remain in the country to facilitate reconstruction and development. They, too, may contribute to changes in culture and social organization. These contexts (the periods of conflict, of active peacekeeping, and of post-peacekeeping) will have to be analysed separately. Men's views and experiences must be examined as well. Some argue that during difficult times men lose power relative to women, but that once peace is re-established, men and women seek to re-establish the former relationship. Others believe that transformations resulting from major changes in context permanently alter a culture. The evidence remains to be collected.<sup>11</sup>

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<sup>11</sup> The South Africa case study revealed active and effective local women's organizations that insisted on participation in the peace process from the beginning. They did not need the UN to "encourage" and "set a good example", although the UN operation there was originally led by a woman and was exemplary in its gender balance. The Namibia mission was led by a man who consciously sought not to discriminate on the basis of sex in staffing the mission. The result was an operation that provided more

43. While different missions had different effects, ways in which local women reported themselves as affected by the presence of a peacekeeping mission include the following:
- a. Increased physical security, an end to organized conflict;
  - b. Increased prostitution;
  - c. Employment related benefits;
  - d. High salaries for those employed by the mission;
  - e. Increased economic independence;
  - f. Work experience;
  - g. Network of contacts related to work;
  - h. New skills, e.g. with computers;
  - i. Creation of new small businesses serving the mission and the public;
  - j. Contacts in the international community;
  - k. Mobilized to vote and to participate in public life;
  - l. Support for the creation of local NGOs;
  - m. Learned about human rights, including women's rights;
  - n. Improved health (including HIV/AIDS instruction), immunizations; and
  - o. Decreased dependence on local men and local institutions.
44. The most extensive interviewing was done for the El Salvador case study. While most of the items listed above emerged in the interviews with urban women there, the only effect reported by rural women was the cessation of fighting. Systematic, empirical data collection tracking the changes experienced by a country's variety of women through the periods of conflict, of peacekeeping and of reconciliation and reconstruction is the next step. The research also needs to be expanded to include a parallel study of the experience of men in the host country in each of the three periods. Finally, it is important that data be collected now on the effectiveness of mission gender units in East Timor and Kosovo.<sup>12</sup>

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opportunities and responsibilities for women than had any previous mission. The Cambodia mission did not learn any gender lessons from the Namibia mission, and was the first mission in which the sexual behaviour of members of the UN mission became a public issue. Leaders must expect that such behaviour will continue to be scrutinized by NGOs and the media. The rape of Bosnian women contributed to the UN decision to intervene there and for a period of time that mission was led by a woman. The OSCE actively and successfully sought to bring Bosnian women into the electoral process and also provided empirical data for the case study by reporting attitudes toward women's participation in the political process. The El Salvador study is especially important for three reasons. First, local women were very active in the human rights movement, which was the catalyst for finally producing a peace accord after years of civil war. Second, they were a high percentage of the combatants for the guerrillas and their reintegration was occasionally difficult. Third, this case study does include interviews with a variety of women who experienced the conflict, the peacekeeping mission, and also post-conflict efforts at reconciliation and reconstruction.

<sup>12</sup> Seminar participants emphasized the importance of a mission's developing mechanisms

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for collecting the views of the local population as a matter of feedback, as a way of improving mission performance, not just for purposes of research. They also suggested that missions should facilitate the exchange of information between women in different conflict areas so that they could benefit from each others experience in pursuing peace and reconciliation.

## PART FIVE: CONCLUSIONS

45. Perhaps the single most important lesson learned is that lessons are not always learned. Thus, the lessons from Namibia and South Africa appear to have had little impact on Cambodia, Bosnia and Herzegovina and other missions. Lessons must be taught and re-taught. A second lesson is that while gender balance is well understood, the meaning and importance of gender mainstreaming, the integration of a gender perspective into all activities and policies, is less well understood. Partly this is because it is a newer concept and, in some ways, it is subtler. However, gender mainstreaming should be pervasive and it should be implemented by all those involved in peacekeeping, men and women.

46. A third lesson is that while abundant statements of principle and numerous guidelines about how to achieve gender balance and mainstreaming are now in place, attention and resources must now be directed to the three I's: overcoming inertia; implementation; and institutionalization. Action is required, and this report and the Namibia Plan of Action provide such a plan.

47. Tackling the three I's is the task of the leadership, particularly the Secretary-General's Special Representative and senior managers. They must set an example and procure resources; they must integrate military, police, and civilian components; they must encourage Member States to adhere to policies of gender balance and gender mainstreaming; and they must be conscious of the way the work of peacekeeping flows into the peace-building which follows.<sup>13</sup>

48. Three things suggest that DPKO may have to be particularly dedicated in its efforts to bring gender balance and mainstreaming to its work. The first hurdle is its military tradition and the continued importance of its military and police components, which are largely male and comfortable with an all-male environment. Second is the nature of its work in the field. In older missions, e.g. Cyprus, things may well proceed more or less as planned and practice can be made to conform to policy. In new missions,

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<sup>13</sup>In two current missions, East Timor and Kosovo, gender units were included at the planning stage of the mission. Still, only after significant effort were gender specialists able to have women included in the Kosovo Transitional Council. In East Timor, the Bureau of Gender Affairs was temporarily mainstreamed out of existence. This was potentially important because one of the tasks of that mission is the creation of a government, which would (or would not) provide the machinery for the creation of a ministry for women's affairs. Again, gender mainstreaming is new enough that one cannot assume that what is planned for or agreed upon always occurs. Monitoring is required, required, required.

however, there are many actors, apparently contradictory directives, inadequate resources, insufficient and unreliable information, and a perceived need to grapple with grave problems immediately. This leads to a tendency to do what looks like it will work right now, or, to do what once worked. Also, many in the field are "field-only" staff and many are short-term staff. Habit and past practice tend to outweigh new policy in such situations. The third element is the novelty for DPKO of having to consider the full range of the mission's activities from a gender perspective.

49. A final lesson is that women's presence does make a difference. It improves access to the local population. By creating a more "normal" environment, their presence also tends to improve the behaviour of male members of the mission. Finally, their presence increases the range of skills, approaches, and perspectives within a mission, thus adding to its effectiveness.
50. Systematic monitoring by leadership is crucial to achieving desired results. But informal monitoring will also be done: by the media, by NGOs and by local officials and leaders, including women leaders. A question mission leaders might well ask themselves is: Will official monitoring produce the kind of results that will be praised by unofficial monitors?
51. A second crucial question for leaders is: What is required to bring gender balance and mainstreaming to the field? Training seems obvious; a gender unit with specialists and resources seems obvious; so does a data bank of qualified women ready for field assignments. But what has been omitted? What is not obvious?
52. The long-term, take-home questions for everyone are: How can women better contribute to peacemaking, peacekeeping and peace-building? And how can peacemaking, peacekeeping and peace-building contribute to the advancement of the UN principle of equality for women and men?
53. One day three people were hiking up a mountain stream when they noticed a baby bobbing along in the water. The first hiker waded in and pulled the baby out, but then noticed there was another baby, and another. The hiker quickly became a one-person rescue operation, pulling the infants to safety on the riverbank. The second hiker waded in and began giving swimming lessons -- empowering the near victims. The third ran away up stream. The others called: "Come back and help!" The response was: "I am going to get to the bottom of this. I am going to find out who is throwing them in and why". Rescue, empowerment and knowledge are all needed to advance gender equality. May

each of us contribute in the way best suited to our skills,  
our talents and our resources.

# ANNEX I

## Windhoek Declaration

On the 10th Anniversary of the United Nations Transitional Assistance Group Windhoek, Namibia, 31 May 2000

In a world riven by war, women and men yearn for peace and are everywhere striving to resolve conflict and bring about peace, reconciliation and stability in their communities, their countries and through the United Nations and regional organizations.

United Nations peace operations have evolved from peacekeeping, in its traditional sense, towards multidimensional peace support operations. So far, women have been denied their full role in these efforts, both nationally and internationally, and the gender dimension in peace processes has not been adequately addressed.

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

Having considered these matters in Windhoek, Namibia, at a seminar on '**Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations**' organized by the Lessons Learned Unit of the UN Department of Peacekeeping Operations and hosted by the Government of Namibia from 29 to 31 May 2000, participants looked at practical ways in which the UN system and Member States can bring the aims set out above closer to realization. In that regard, the Seminar recommends '**The Namibia Plan of Action**' and urges the Secretary-General to ensure that appropriate follow-up measures are taken to implement it, in consultation with Member States, and that periodic progress reviews are undertaken.

### **Namibia Plan of Action on 'Mainstreaming a Gender Perspective**

#### **In Multidimensional Peace Support Operations'**

##### **1. Negotiations in Furtherance of a Ceasefire and/or Peace Agreements:**

- Equal access and participation by women and men should be ensured in the area of conflict at all levels and stages of the peace process.
- In negotiations for a ceasefire and/or peace agreements, women should be an integral part of the negotiating team and process. The negotiating team and/or facilitators should ensure that gender issues are placed on the agenda and that those issues are addressed fully in the agreement.

## **2. Mandate**

- The initial assessment mission for any peace support operation should include a senior adviser on gender mainstreaming.
- The Secretary-General's initial report to the Security Council, based on the assessment mission, should include the issue of gender mainstreaming, and should propose adequate budgetary provisions.
- Security Council resolutions setting up and extending peace support operations should incorporate a specific mandate on gender mainstreaming.
- All mandates for peace support operations should refer to the provisions of the Convention on the Elimination of All Forms of Discrimination against Women, as well as other relevant international legal instruments.
- Follow-on mechanisms should be established within the mission's mandate to carry over tasks to implement fully gender mainstreaming in the post-conflict reconstruction period.

## **3. Leadership**

- In accordance with the Secretary-General's target of 50 per cent women in managerial and decision-making positions, more determined efforts must be made to select and appoint female Special Representatives of the Secretary-General and senior field staff for peace support operations.
- A comprehensive database with information specifically on female candidates with their qualifications, both military and civilian, should be maintained.
- An Advisory Board should be set up within the Department of Peacekeeping Operations (DPKO), preferably with qualified external participation, to ensure that this database and existing lists of female candidates are given due consideration.
- Special Representatives of the Secretary-General and senior mission personnel should receive an in-depth briefing on gender mainstreaming issues prior to deployment.

## **4. Planning, Structure and Resources of Missions**

- A gender affairs unit is crucial for effective gender mainstreaming and should be a standard component of all missions. It should be adequately funded and staffed at appropriate levels and should have direct access to senior decision-makers.
- The DPKO-led operational planning teams at United Nations Headquarters must include gender specialists and representatives of other United Nations agencies and organizations dealing with gender issues.
- All DPKO and Department of Political Affairs briefings to the Security Council, as well as formal and informal briefings to the General Assembly legislative bodies, Member States and other relevant bodies, should integrate gender issues related



to that particular mission.

- There is a need for the financial authorities of the United Nations, particularly the Advisory Committee on Administrative and Budgetary Questions, to give priority to the funding of gender mainstreaming.
- Lessons learned from current and prior missions on gender should be incorporated at the planning stage of a new mission. To this end, the compilation of good practices on gender mainstreaming should be constantly updated.

#### **5. Recruitment**

- The United Nations must set an example by rapidly increasing the number of senior female civilian personnel in peace support operations in all relevant Headquarters departments, including DPKO, and in the field.
- Member States should be asked to increase the number of women in their military and civilian police forces who are qualified to serve in peace support operations at all levels, including the most senior. To this end, a stronger mechanism than the current *note verbale* to troop-contributing nations should be developed. Requests to troop-contributing nations could be tailor-made to nations that are known to have suitable female staff, while other potential troop-contributing nations could be encouraged to develop longer-term strategies to increase the number and rank of female personnel in their respective forces.
- The terms of reference, including eligibility requirements, for all heads of mission components and their personnel should be reviewed and modified to facilitate the increased participation of women, and, depending on the outcome of that review, special measures should be taken to secure this goal.
- All agreements and individual contracts governing the assignment of personnel, including arrangements for United Nations Volunteers, should reflect the gender-related obligations and responsibilities of those personnel. In particular, the code of conduct should be addressed in all of these documents.

#### **6. Training**

- Troop-contributing nations, which are training military, police and civilian personnel specifically for their participation in peace support operations, should involve a higher percentage of women in that training.
- Gender issues should be mainstreamed throughout all regional and national training curricula and courses for peace support operations, particularly those sponsored directly by the Training Unit of DPKO.
- In order to meet United Nations standards for behaviour, DPKO should provide gender awareness guidelines and materials so that Member States can incorporate these elements into their national training programmes for military and civilian police personnel in preparation for deployment. Such training should be enhanced by United Nations Training Assistance Teams and train-the-trainers programmes.
- Obligatory induction training with regard to gender issues held upon arrival at mission areas should include the

following:

- Code of Conduct;
- Culture, history and social norms of the host country;
- Convention on the Elimination of All Forms of Discrimination against Women; and
- Sexual harassment and sexual assault.

## **7. Procedures**

- DPKO should consider the gender mainstreaming mechanisms currently used by United Nations agencies and adopt an appropriate version for their field operations. DPKO directives should be amended to include gender mainstreaming.
- The reporting mechanisms between the field and Headquarters on gender mainstreaming need to be clarified.
- A post for a Senior Gender Adviser in DPKO, to serve as gender focal point for field missions, should be funded under the regular budget or the peacekeeping support account and filled as a matter of urgency.
- The terms of reference of the Senior Gender Adviser should ensure a proper interchange of information and experience between gender units in individual missions.
- The functions and roles of mission gender units/advisers should be announced to all personnel.
- Standard Operating Procedures applying to all components of missions should be developed on the issues of sexual assault and sexual harassment.

## **8. Monitoring, Evaluation and Accountability**

- Accountability for all issues relating to gender mainstreaming at the field level should be vested at the highest level, in the Secretary-General's Special Representative, who should be assigned the responsibility of ensuring that gender mainstreaming is implemented in all areas and components of the mission.
- The Special Committee on Peacekeeping Operations and other concerned legislative bodies should submit recommendations to the General Assembly promoting gender mainstreaming in peace operations.
- Monitoring and evaluation mechanisms to assess the implementation of the United Nations gender mainstreaming objectives should be established at United Nations Headquarters and at peacekeeping missions, in consultation with the Office of the Special Adviser on Gender Issues and Advancement of Women.
- The current format of reporting, particularly with regard to situation reports and periodic reports of the Secretary-General, should include progress on gender mainstreaming throughout peacekeeping missions.
- There should be periodic and end-of-mission evaluations, led by an independent external team, of the degree to which the United Nations gender mainstreaming approach and objectives have been integrated into all policies and activities of each peace support operation. The first studies should be on East Timor and Kosovo.

- Reporting mechanisms should be established to monitor the effects of the implementation of the peace agreement on the host country population from a gender perspective.
- Research should be encouraged on the short- and long-term effects of the gender dimension of peace support operations on the host country population. Such research should be designed to strengthen host country research capacity, in particular that of women researchers.

**9. Public Awareness**

- All possible means should be employed to increase public awareness of the importance of gender mainstreaming in peace support operations. In this connection, the media should play a significant and positive role.

**ANNEX II**

**United Nations Department of Peacekeeping Operations**  
**Professional Staff holding Contracts of at least one year**

Month/ Year	P-2					P-3					P-4				
	Female	Male	Total	% of Female	% of Male	Female	Male	Total	% of Female	% of Male	Female	Male	Total	% of Female	% of Male
31-Aug-94	9	10	19	47%	53%	13	17	30	43%	57%	8	33	41	20%	80%
13-Mar-95	8	4	12	67%	33%	14	17	31	45%	55%	8	36	44	18%	82%
20-Apr-95	5	3	8	63%	38%	9	11	20	45%	55%	7	33	40	18%	83%
17-Jul-95	4	3	7	57%	43%	8	10	18	44%	56%	7	31	38	18%	82%
1-Jan-96	3	4	7	43%	57%	11	11	22	50%	50%	10	33	43	23%	77%
19-Mar-96	4	6	10	40%	60%	11	11	22	50%	50%	9	34	43	21%	79%
1-Jun-96	4	6	10	40%	60%	15	11	26	58%	42%	9	34	43	21%	79%
24-Jul-96	4	6	10	40%	60%	15	9	24	63%	38%	9	33	42	21%	79%
15-Nov-96	4	6	10	40%	60%	14	11	25	56%	44%	9	32	41	22%	78%
18-Feb-97	4	3	7	57%	43%	14	14	28	50%	50%	9	31	40	23%	78%
15-Apr-97	3	5	8	38%	63%	15	13	28	54%	46%	8	29	37	22%	78%
1-Sep-97	3	5	8	38%	63%	13	13	26	50%	50%	8	26	34	24%	76%
5-Nov-97	3	4	7	43%	57%	13	13	26	50%	50%	7	31	38	18%	82%
20-Nov-97	4	4	8	50%	50%	13	14	27	48%	52%	8	33	41	20%	80%
12-Feb-98	3	5	8	38%	63%	14	13	27	52%	48%	8	31	39	21%	79%
23-Feb-98	4	6	10	40%	60%	16	19	35	46%	54%	10	34	44	23%	77%
15-Jul-98	6	5	11	55%	45%	13	13	26	50%	50%	7	30	37	19%	81%
28-Oct-98	6	3	9	67%	33%	10	14	24	42%	58%	11	30	41	27%	73%
22-Jan-99	6	2	8	75%	25%	11	19	30	37%	63%	12	27	39	31%	69%
6-Apr-99	6	3	9	67%	33%	15	27	42	36%	64%	13	46	59	22%	78%
28-Jul-99	6	3	9	67%	33%	16	30	46	35%	65%	14	42	56	25%	75%
12-Nov-99	8	4	12	67%	33%	16	30	46	35%	65%	15	43	58	26%	74%
06-Jan-00	8	4	12	67%	33%	15	31	46	33%	67%	17	44	61	28%	72%
17-May-00	8	4	12	67%	33%	16	32	48	33%	67%	18	48	66	27%	73%

Based on data provided by the Executive Office of DPKO

**ANNEX II**

**United Nations Department of Peacekeeping Operations  
Professional Staff holding Contracts of at least one year**

ANNEX II	P-5					D-1					D-2				
	Female	Male	Total	% of Female	% of Male	Female	Male	Total	% of Female	% of Male	Female	Male	Total	% of Female	% of Male
31-Aug-94	2	15	17	12%	88%	2	8	10	20%	80%	1	4	5	20%	80%
13-Mar-95	2	14	16	13%	88%	2	7	9	22%	78%	0	5	5	0%	100%
20-Apr-95	2	10	12	17%	83%	2	6	8	25%	75%	0	5	5	0%	100%
17-Jul-95	1	10	11	9%	91%	1	6	7	14%	86%	0	4	4	0%	100%
1-Jan-96	1	12	13	8%	92%	1	7	8	13%	88%	0	4	4	0%	100%
19-Mar-96	2	11	13	15%	85%	1	5	6	17%	83%	0	4	4	0%	100%
1-Jun-96	2	11	13	15%	85%	1	6	7	14%	86%	0	4	4	0%	100%
24-Jul-96	2	11	13	15%	85%	1	6	7	14%	86%	0	4	4	0%	100%
15-Nov-96	2	9	11	18%	82%	1	8	9	11%	89%	0	4	4	0%	100%
18-Feb-97	2	7	9	22%	78%	0	8	8	0%	100%	0	3	3	0%	100%
15-Apr-97	4	8	12	33%	67%	0	8	8	0%	100%	0	3	3	0%	100%
1-Sep-97	4	10	14	29%	71%	0	8	8	0%	100%	0	3	3	0%	100%
5-Nov-97	5	10	15	33%	67%	0	8	8	0%	100%	0	3	3	0%	100%
20-Nov-97	5	11	16	31%	69%	0	8	8	0%	100%	0	3	3	0%	100%
12-Feb-98	5	10	15	33%	67%	1	8	9	11%	89%	0	3	3	0%	100%
23-Feb-98	5	13	18	28%	72%	1	9	10	10%	90%	0	3	3	0%	100%
15-Jul-98	5	13	18	28%	72%	2	10	12	17%	83%	0	2	2	0%	100%
28-Oct-98	5	13	18	28%	72%	2	10	12	17%	83%	0	3	3	0%	100%
22-Jan-99	5	15	20	25%	75%	2	10	12	17%	83%	0	4	4	0%	100%
6-Apr-99	5	14	19	26%	74%	2	11	13	15%	85%	0	4	4	0%	100%
28-Jul-99	6	15	21	29%	71%	2	11	13	15%	85%	0	4	4	0%	100%
12-Nov-99	6	13	19	32%	68%	2	10	12	17%	83%	0	4	4	0%	100%
06-Jan-00	7	13	20	35%	65%	2	10	12	17%	83%	0	4	4	0%	100%
17-May-00	7	14	21	33%	67%	2	9	11	18%	82%	0	4	4	0%	100%

Based on data provided by the Executive Office of DPKO

<b>ANNEX II</b>										
<b>United Nations Department of Peacekeeping Operations</b>										
<b>Professional Staff holding Contracts of at least one year</b>										
Month/ Year	USG/ASG					Total				
	Female	Male	Total	% of Female	% of Male	Female	Male	Grand Total	% of Female	% of Male
31-Aug-94	0	2	2	0%	100%	35	89	124	28%	72%
13-Mar-95	0	3	3	0%	100%	34	86	120	28%	72%
20-Apr-95	0	3	3	0%	100%	25	71	96	26%	74%
17-Jul-95	0	3	3	0%	100%	21	67	88	24%	76%
1-Jan-96	0	3	3	0%	100%	26	74	100	26%	74%
19-Mar-96	0	3	3	0%	100%	27	74	101	27%	73%
1-Jun-96	0	3	3	0%	100%	31	75	106	29%	71%
24-Jul-96	0	2	2	0%	100%	31	71	103	30%	69%
15-Nov-96	0	3	3	0%	100%	30	73	103	29%	71%
18-Feb-97	0	3	3	0%	100%	29	69	98	30%	70%
15-Apr-97	0	3	3	0%	100%	30	69	99	30%	70%
1-Sep-97	0	3	3	0%	100%	28	68	96	29%	71%
5-Nov-97	0	3	3	0%	100%	28	72	100	28%	72%
20-Nov-97	0	3	3	0%	100%	30	76	106	28%	72%
12-Feb-98	0	3	3	0%	100%	31	73	104	30%	70%
23-Feb-98	0	3	3	0%	100%	36	87	123	29%	71%
15-Jul-98	0	3	3	0%	100%	33	76	109	30%	70%
28-Oct-98	0	3	3	0%	100%	34	76	110	31%	69%
22-Jan-99	0	3	3	0%	100%	36	80	116	31%	69%
6-Apr-99	0	3	3	0%	100%	41	108	149	28%	72%
28-Jul-99	0	3	3	0%	100%	44	108	152	29%	71%
12-Nov-99	0	3	3	0%	100%	47	107	154	31%	69%
06-Jan-00	0	3	3	0%	100%	49	109	158	31%	69%
17-May-99	0	3	3	0%	100%	51	114	165	31%	69%

Based on data provided by the Executive Office of DPKO

## ANNEX IIIa

### Percentage of Staff in UN Ongoing Peacekeeping Missions as of April 2000\*\*\*\*

(Data based on reports submitted quarterly)

Mission	Professional Staff		General Service		Field Service		Local Staff		All Military Personnel Incl. HQ Staff, Troops and Observers		Civilian Police		Total Staff	
	% of Females	% of Males	% of Females	% of Males	% of Females	% of Males	% of Females	% of Males	% of Females	% of Males	% of Females	% of Males	% of Females	% of Males
MINURSO	20%	80%	28%	72%	23%	77%	21%	79%	3%	97%	15%	85%	16%	84%
UNAMSIL*	19%	81%	54%	46%	23%	77%	28%	72%	1%	99%	-	-	11%	89%
UNDOF	0%	100%	100%	0%	20%	80%	15%	85%	3%	97%	-	-	5%	95%
UNFICYP	27%	73%	100%	0%	13%	87%	29%	71%	3%	97%	14%	86%	7%	93%
UNIFIL*	16%	84%	78%	22%	10%	90%	14%	96%	2%	98%	-	-	3%	97%
UNIKOM	10%	90%	43%	57%	15%	85%	18%	82%	0.40%	99.60%	-	-	4%	96%
UNMIBH	32%	68%	65%	35%	11%	89%	53%	47%	3%	97%	5%	95%	26%	74%
UNMIK	25%	75%	48%	52%	2%	98%	27%	73%	-	-	3%	97%	17%	83%
UNMOGIP	0%	100%	-	-	14%	86%	8%	92%	0%	100%	-	-	7%	93%
UNMOP	0%	100%	100%	0%	0%	100%	40%	60%	0%	100%	-	-	8%	92%
UNMOT**	12%	88%	63%	37%	0%	100%	18%	82%	0%	100%	0%	100%	16%	84%
UNOMIG	29%	71%	67%	33%	7%	93%	32%	68%	1%	99%	-	-	19%	81%
UNTAET**	24%	76%	54%	46%	21%	79%	13%	87%	3%	97%	3%	97%	6%	94%
UNTSO	20%	80%	100%	0%	11%	89%	18%	82%	1%	99%	-	-	10%	90%

Note: This table only gives a generic overview of the ongoing peacekeeping missions.

Peacekeeping mandates differ in complexity and scope, hence the missions vary in size from very small (UNMOP) to very large (UNMIK).

MINURSO United Nations Mission for the Referendum in Western Sahara  
 UNAMSIL United Nations Mission in Sierra Leone  
 UNDOF United Nations Disengagement Observer Force  
 UNFICYP United Nations Peacekeeping Force in Cyprus  
 UNIFIL United Nations Interim Force in Lebanon  
 UNIKOM United Nations Iraq-Kuwait Observation Mission  
 UNMIBH United Nations Mission in Bosnia and Herzegovina  
 UNMIK United Nations Interim Administration Mission in Kosovo  
 UNMOGIP United Nations Military Observer Group in India and Pakistan  
 UNMOP United Nations Mission of Observers in Prevlaka  
 UNMOT United Nations Mission of Observers in Tajikistan  
 UNOMIG United Nations Observer Mission in Georgia  
 UNTAET United Nations Transitional Administration in East Timor  
 UNTSO United Nations Truce Supervision Organization

\*Data as of January 2000.

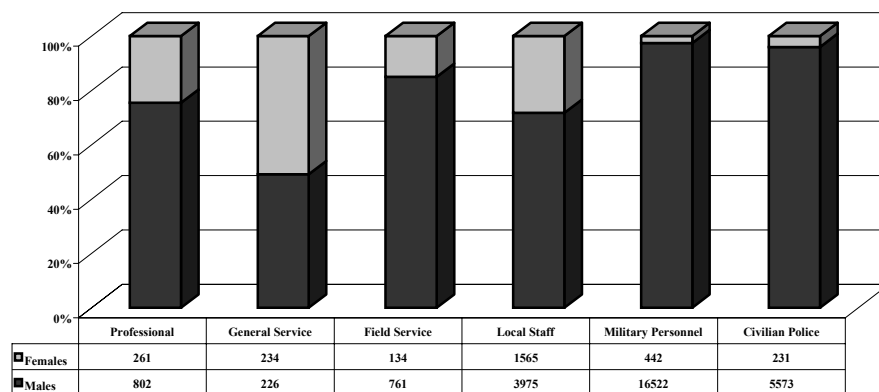
\*\* Mission under Liquidation 15 May 2000

\*\*\*Data Submitted at Windhoek Seminar, 29-31 May 2000

\*\*\*\*MONUC is not included

## ANNEX IIIb

Female, Male Staff in each Category of Ongoing UN Peacekeeping Missions as of April 2000  
(Data based on reports submitted quarterly)





## ANNEX IV

### Action Steps Agreed to by DPKO Senior Management, February 2000

The Office of Human Resources Management of the UN Secretariat contracted external consultants in 1999 to conduct, in DPKO, focus groups and training workshops on gender issues and to begin a process of identifying relevant areas in the work of the Department affected by issues of gender and gender related policies. They were also asked to prepare a follow-up action plan, based on the outcome of the workshops and the input of senior managers, by which gender related policies and tools of their analysis would be integrated into the work of DPKO, at Headquarters and in the field. Following this review and training exercise, in February 2000, thirteen action steps were agreed to by the senior management of DPKO.

1. Establishment of a Gender Advisory Unit and selection of a Gender Advisory Panel.
2. Position of Focal Point for Women on promotion and selection panels to be kept separate from Gender Advisory Unit and Gender Advisory Panel.
3. Encourage appointment of more women on reconnaissance and other short-term missions.
4. Additional training for managers and supervisors in communication and empowerment of subordinates.
5. Training Unit to finalize a training package on gender sensitivity and create a timetable for field and Headquarters implementation.
6. Create transparency in recruitment for peacekeeping missions.
7. Improve standard operating procedures for dealing with infractions of the Code of Conduct in the field.
8. Establish internal confidential sexual harassment hotline for DPKO field staff.
9. Create internal ombudsman function to deal with problems in the workplace. (This item, which conflicts with existing policy, will not be put in place.)
10. Appoint a Community Affairs Officer on all larger peacekeeping missions.
11. Clarify reporting channels and relationship with Headquarters for gender offices in peacekeeping operations.
12. Continue collection of a pool of available women candidates for positions with military and civilian police.
13. To encourage the Mine Action Service to continue collecting data disaggregated by sex for the purpose of analysis. This would continue their ongoing efforts to

use gender sensitive data to improve their activities.

## **GLOSSARY**

NGO: Non-governmental organization  
OCHA: Office for the Coordination of Humanitarian Affairs  
SRSG: Special Representative of the Secretary-General  
UNDP: United Nations Development Programme  
UNESCO: United Nations Educational, Scientific and  
Cultural Organization  
UNHCR: United Nations High Commissioner for Refugees  
UNHCHR: United Nations High Commissioner for Human Rights  
UNICEF: United Nations Children's Fund  
UNIFEM: United Nations Development Fund for Women  
WFP: World Food Programme

## FURTHER READING

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