

5. Appointment of Civilian Personnel

Key gender-related issues:

- ◆ DPKO is obliged to appoint more women as senior civilian personnel in peacekeeping missions in accordance with the established UN goal of ensuring 50/50 balance in staffing within the Secretariat.
- ◆ The appointment of women in peacekeeping has the effect of expanding diversity in decision-making, ensuring equal opportunity for women staff members, enhancing the operational impact of peacekeeping activities and ensuring greater credibility for UN efforts to promote democratic and participatory systems and structures in post-conflict countries.
- ◆ There may be challenges in identifying female candidates, for which creative strategies and broader networks may be needed.
- ◆ Accountability for promoting gender equality rests with senior staff in

peacekeeping missions. This means that all senior civilian personnel, male and female, should have the competencies and commitment required for leadership in advancing women's rights and gender equality. This should be specified in the Terms of Reference (TOR) and assessed during the selection process.

Checklist

- ◆ Does the shortlist of candidates include at least one third women, and is there regional diversity in the candidates presented?
- ◆ Are you requesting the nomination of candidates who have demonstrated a commitment to and experience in promoting women's rights and gender equality?
- ◆ When submitting recommendations for shortlisted candidates, do you include as part of the rationale their previous experience and commitment to gender equality?

Confidence-building

A critical mass of civilian women in a peacekeeping mission can enhance confidence-building with the host community by presenting an organization that looks more like civilian society than a military occupation force. Local women who already live in fear of men due to repeated sexual violence, often perpetrated by men in uniform, may feel more confident about talking to other women.

**KEY MESSAGE:** The presence of women peacekeepers is an operational imperative, as female peacekeepers may often be the only entry point to reach women in some communities. Moreover, women in host countries have consistently reported that the presence of female peacekeepers (uniformed and civilian) has an important role-modelling effect for them.

Senior management actively committed to gender equality is a positive investment

A male SRSG, Sergio Vieira de Mello, in Timor-Leste took action to enhance women's participation in the political arena, strengthening the positive impact of the mission on the electoral process. He engaged in dialogue with political parties about women's needs and contributions, and gave special airtime in the media to political parties that could put women on their party lists. When the legislative assembly rejected a proposal for a 30% quota, he requested training in political leadership for women candidates. This contributed to the election of 27% women to the Constituent Assembly. Another male SRSG, Martti Ahtisaari, appointed women to 40% of the professional posts in the successful operation in Namibia, UNTAG, in 1989-1990, a maximum staffing level of women professionals that the Organization has not matched in subsequent peacekeeping operations.

**KEY MESSAGE:** Mission leadership with the political will to implement gender policies can greatly influence efforts to promote gender equality during the transitional period. Leadership to promote gender equality can and should be exercised by both male and female mission leaders .

ANNEX

Basic information and key resources to consult

- ◆ DPKO: Action Plan for implementation of SCR 1325 (March 2006)
- ◆ DPKO: Policy Directive on Gender Equality in Peacekeeping Operations (October 2006)
- ◆ DPKO: Guidance on Gender Mainstreaming in Peacekeeping Missions (forthcoming)
- ◆ Fact Sheets on the status of women and men in the mission area
- ◆ Quarterly reports of gender advisers
- ◆ Rehn, E. and Johnson Sirleaf, E. (2002). Women War Peace UNIFEM. New York.
- ◆ Relevant gender-related language and provisions in the Security Council mandate establishing the peacekeeping mission
- ◆ UN: Annual Reports of the Secretary General to the Security Council on implementation of Security Council Resolution 1325
- ◆ UN: Report of the Secretary General to the General Assembly on Gender Mainstreaming in Peacekeeping Activities (February 2003)

- ◆ Windhoek Declaration and Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (May 2000)

Websites

- ◆ DPKO: Gender and Peacekeeping Operations web page. <http://www.un.org/Depts/dpko/gender/index.htm>
- ◆ United Nations Womenwatch website: feature page on implementing Security Council Resolution 1325 (SCR-1325 (2000) on Women Peace and Security <http://www.un.org/womenwatch/feature/wps/index.html>
- ◆ UNIFEM: Portal on Women Peace and Security <http://www.womenwarpeace.org/>
- ◆ International Research and Training Institute for the Advancement of Women (INSTRAW): Security Sector Reform and listing of research and training centres on women peace and security <http://www.un-instraw.org/en/>
- ◆ NGO Working Group on Women Peace and Security: <http://www.peacewomen.org/un/ngo/wg.html>



Draft Guidelines for Political Affairs Officers to support implementation of Security Council Resolution 1325 (2000) on Women, Peace and Security (SCR-1325)

PURPOSE

These brief guidelines have been prepared to assist DPKO Political Affairs Officers (PAOs) to identify and respond to gender-related issues relevant to their work as well as to contribute to ensuring that policy and guidance from Headquarters reinforce the democratic and inclusive principle of women's equal participation in post-conflict processes.

This effort is in accordance with the provisions of Security Council Resolution 1325 (2000) on women, peace and security, by which PAOs are required to ensure that their work advances the goal of gender equality in order to: (a) build a more sustainable basis for long-term peace in conflict-affected countries and; (b) promote the equal rights of women and men in post-conflict situations.

MAINSTREAMING TASKS

The four basic gender mainstreaming tasks for PAOs are:

1. Always use/request sex-disaggregated data to the extent that it is available.
2. Include women's rights and gender equality considerations in the Secretary-General's reports to the Security Council (integrate in all sections, and make space for a specific section on gender equality that

addresses (a) the activities of the Gender Unit that are not covered under sectoral headings; and (b) the overall mission achievements in gender mainstreaming).

3. Consult with gender advisors for needed specificity, including through reading their quarterly reports.
4. Urge your mission counterparts to do likewise.

ORGANIZATION

The guidelines are organized into five "clusters" of tasks performed most frequently by PAOs:

1. mission planning and mandate reviews;
2. policy and substantive guidance to peacekeeping missions;
3. reporting and communications;
4. day-to-day operational support and monitoring of missions; and
5. appointment of senior civilian personnel.

Each of these (overlapping) clusters illustrated with examples below briefly outline key gender-related issues relevant to the task and provide a checklist to guide PAOs in addressing these issues.

SPECIFIC TASKS

1. Mission Planning and Mandate Reviews

Key gender-related Issues

- ◆ Planning processes may not take due account of women's experiences, which may be considered irrelevant at that stage. However, inclusion of gender equality considerations in the early planning phases will help to prevent their omission from mission mandates later.
- ◆ Even where there is little time to do formal research, avoid assumptions that men's and women's situations, needs, perspectives and abilities are the same.
- ◆ Meetings with women's groups may not have been included in assessment itineraries. It may be necessary to make a determined effort to consult with women as well as men and with the gender experts of the United Nations and non-UN partners, who may have relevant information.

Checklist

Assessment expertise

- ◆ Has a gender specialist been included in the assessment visit in planning for new missions and in reviewing existing mandates?
- ◆ Has a gender component of sufficient capacity been included in the mission structure, and has it been retained or strengthened in post-transition follow-on structures?

Assessment report

- ◆ Have you consulted with the gender unit to ensure that the analysis of the causes and impact of the conflict provided in the Secretary-General's assessment report highlights gender-specific factors as relevant – including specific impacts of the conflict on women and girls and significant changes in the roles of women and men, which may have an impact on operational interventions?

Gender expertise on technical assessment mission strengthens draft mission mandate.

During the initial planning for the Disarmament, Demobilisation and Reintegration (DDR) programme in Liberia, the absence of a gender specialist on the planning team resulted in gender considerations not being given due priority, which led to an under estimation of the numbers of women who would be eligible for support under the DDR programme. Subsequent analysis undertaken by the gender adviser's office of women's roles in the combat process led to a revision of the eligibility criteria, which ensured that more women could be included in the programme, although this late analysis limited the resources available to implement the DDR programme effectively.

**KEY MESSAGE:** Incorporating a gender perspective starts at the planning stage. If gender priorities are missed at that critical stage, resources cannot be allocated to respond to gender-specific concerns and you cannot report on progress.

The actions of women can be critical to the peace process

In Sierra Leone, a well-organized and dedicated women's movement was supported by the international community, allowing women to play a major role in the peace process. They were among the first to make contact with rebel groups and persuade them to seek a negotiated

solution. They also organized country-wide demonstrations, news conferences and a national peace conference that played a significant role in promoting national reconciliation and highlighted the need for an elected Government over a military one.

**KEY MESSAGE:** Even prior to the arrival of a peacekeeping mission, women’s groups may have played an active role in the peace process. Therefore, the mission needs to undertake a situation analysis at the planning phase to identify the strengths and capacities of women, which can be mobilized to support implementation of the transitional agenda.

2. Policy and Substantive Guidance to Peacekeeping Missions

Key gender-related issues

- ◆ Peacekeeping missions serve as a foundation on which to build long-term peace and thus set standards that help to shape gender relations in the post-conflict period.
- ◆ The role of both women and men may have changed as a result of the conflict, presenting both new opportunities to advance women’s empowerment in the post-conflict period and the need for responses tailored to address specific challenges facing women.
- ◆ Women may have experienced specific forms of discrimination during and after the conflict that need to be addressed in the work of the peacekeeping mission.

Checklist

- ◆ Have you assessed and analysed whether your policy proposals/guid-

ance will be likely to have a different impact on women and on men? Are your policy proposals and guidance likely to discriminate against women and girls? If yes, what steps can you take to ensure equal outcomes (consult with gender office if necessary)?

- ◆ Do you include in your guidance and communications with missions a requirement to assess and report on the specific priorities of women and girls in the host community (including responding to gender-based violence) and on their changing roles in the transitional process?
- ◆ Do your guidance and communications with missions include a requirement to support the advancement of women to leadership positions in the transitional structures of the host country?
- ◆ Do you request your colleagues in the mission to consult with the gender advisor and United Nations Country Team (UNCT) partners, as well as with local women and their representatives, in reaching their policy decisions?

Expanded opportunities for empowering women in post-conflict settings

In Afghanistan, Burundi and Timor-Leste, the peacekeeping missions facilitated efforts to adopt constitutions that provided guarantees of women’s equality and also established quotas for women in parliament: 30% in the case of Burundi, 25% to the Lower House in Afghanistan and 30% in Timor-Leste. In Burundi, an effective and positive collaboration was forged between the Gender Unit, the Office of the Special Representative of the Secretary-General (SRSG) and the Political Affairs Office, which ensured a strong and consistent message and strategy to promote women’s participation in the elections.

**KEY MESSAGE:** Peacekeeping missions can and do make a difference in reversing women’s traditionally marginal roles in decision-making and in ensuring that the transitional agenda advances opportunities for women’s participation in decision-making.

Targeted intervention to address the specific negative impact of conflicts on women

In Liberia, in the face of wide-scale reports of rape affecting women, girls and babies, UNMIL supported the advocacy efforts of women’s groups for the adoption of a rape bill as a key strategy to strengthen protection of women and girls against gender-based violence. The rape bill includes provision for special police and medical units with staff trained to receive women appropriately and to ensure that evidence is not lost. A “fast track” court with dedicated and specially-trained magistrates and judges is also being proposed to ensure that the system of justice responds in a timely and just manner.

**KEY MESSAGE:** Regular consultations and dialogue between a peacekeeping mission and women’s constituencies can ensure that specific priorities of women in post-conflict countries are effectively addressed as part of the transitional agenda.

3. Reporting and Communications

Key issues for the principal reporting processes

- ◆ Gender considerations may not be reflected in reports, code cables, notes of meetings, notes verbale, talking points and briefs or other communications relating to mission activities. Where reflected, there may only be fleeting or superficial mention.
- ◆ Women may be consistently referred to in reports as “vulnerable”, thus failing to capture their strengths and capacities to contribute as full participants to efforts to build peace or the responsibility of the entire community to contribute to solutions.
- ◆ Data provided may not be disaggregated by sex, thereby impeding operational responses and opportunities for targeting support appropriately to women and men in the host community.
- ◆ Efforts to monitor and evaluate progress on the gender-related activi-

ties of a peacekeeping mission will be constrained where limited attention is provided to this issue in reporting.

Checklist

- ◆ Do you take care to reflect gender-related concerns in all sections of the Secretary-General’s reports (security, rule of law, elections and the like) and include a specific section on gender equality?
- ◆ Do you include relevant gender-related issues and priorities (as contained in the quarterly reports of mission gender advisers) in talking points and briefs?
- ◆ Specifically, do you:
  - ◆ Use sex-disaggregated data ?
  - ◆ Ensure that women are referred to as actors and not solely as victims?
  - ◆ Reinforce and make reference to the provisions of Security Council Resolution 1325 (2000)?

Reporting gives visibility to the critical concerns of women.

Reporting of widespread sexual violence against women in the Democratic Republic of Congo (DRC) was a precondition for action on the part of the international community to invest in programmes and initiatives to prevent and respond to sexual violence against women and girls. It also provided enhanced visibility to the efforts of local women to eliminate sexual violence and ensured that the rate of violence against women became a key security indicator in the DRC.

**KEY MESSAGE:** Reporting on priority issues facing women can yield information on the effectiveness and impact on the work of a peacekeeping mission. In the DRC, women have acknowledged the vital importance of the presence of the peacekeeping mission in providing them enhanced security, a factor that also enhances the credibility of the peacekeeping mission.

Use of sex-disaggregated data ensures better programming results

In Liberia, the use of sex-disaggregated data sounded the alarm about the low registration of women voters (initially under 30%). This, in turn, galvanized the mission to take action, with the effect that eventually over 50% of the registered voters were women.

**KEY MESSAGE:** Reporting that 5 million persons are registered to vote in an election does not provide adequate information to assess whether women and men are registering in equal numbers. However, if the information provided states that 5 million registered to vote, of which 1 million were women, this immediately raises questions about why fewer women are registering than men and will have an impact on operational strategies employed to redress the problem (why did more women not register? Were they prevented from registering? By whom? Were they properly informed about the registration process and so on?)

4. Day-to-Day Operational Support and Monitoring Mission Activities

Key gender-related issues

- ◆ Gender-related priorities may be different within each phase of a mission’s life span and may take on a different character in the work of the various mission components.
- ◆ Consequently, it is necessary to employ a variety of strategies to assess and respond to both the opportunities and challenges that arise at different phases of a mission’s transition in order to advance the goal of gender equality.
- ◆ Drawing on gender expertise in the course of monitoring a mission’s evolution will provide needed background information and specificity regarding the evolving gender priorities.
- ◆ During monitoring visits to peacekeeping missions, it is important for PAOs to meet with women’s groups in the host country as a way to

enhance understanding of women’s role and situation in the conflict and to better facilitate attention to gender concerns among field staff and partners.

Checklist

- ◆ Are you monitoring women’s concerns in the host community, for example by reading newspaper articles or by meeting with women’s groups and your government counterparts responsible for women’s issues when on monitoring missions?
- ◆ Do you request your counterparts in the mission to monitor women’s concerns?
- ◆ Do you ensure that briefs for newly-appointed senior mission leaders include information on the mandate for gender mainstreaming?
- ◆ Do you highlight gender-specific issues and concerns in mission areas in your meetings with national Governments and with donors and other international partners?

Women’s priorities can change between mandate implementation and draw-down

In Haiti, emphasis was initially placed on addressing violence against women because local women defined this as a priority: support was given to setting up a national plan including prevention activities and law reform, training of national police officers, judges, and so on. As the structure developed, it became clear that, in addition to addressing the immediate negative impact of violence on women’s lives, a more holistic approach involving men was required. The mission thus assisted groups of men in creating their own organizations to address violence, including violence against women, by becoming peer educators. Women have supported this policy evolution as part of the growing overall effort to reduce violence in the community

**KEY MESSAGE:** A one-track approach or fixed analysis about women’s needs and priorities during the transitional period can undermine the potential success of efforts to promote gender equality unless dialogue is maintained with the host community on an ongoing basis to assess the changing gender priorities during different phases of a mission.

Systematic consultation with women’s groups can strengthen monitoring

In UNMIK, Kosovo, a former SRSG initiated a practice of convening quarterly meetings with women’s groups and constituencies across the political spectrum, in order to build a mechanism that enabled UNMIK’s management to review specific and changing priorities of women and girls in Kosovo and ensure that their inputs informed policy decisions of the Mission. It also ensured that a structured consultative mechanism was in place for visiting delegates who could thus readily engage in discussions with women from different political affiliations.

**KEY MESSAGE:** Regular consultations and feedback with women in host countries can serve as an empowering tool for women who have traditionally had limited access and opportunities to inform policy decisions and processes that affect them.