



DEPARTMENT OF PEACE OPERATIONS

# Gender Equality and Women, Peace and Security

RESOURCE PACKAGE



# Foreword

United Nations (UN) Security Council resolution 1325 (2000) on Women Peace and Security (WPS) was the first UN resolution to recognise the central role of women as change agents in contributing to international peace and security. Since the adoption of resolution 1325, nine subsequent resolutions have emphasized the importance of putting women at the heart of peacekeeping. The implementation of the WPS agenda is also one of the eight priority commitment areas in the Secretary-General's Action for Peacekeeping (A4P) initiative. While DPO recognizes WPS as a political imperative, sufficient department wide technical expertise and skills are necessary for its realization. Thematic guidance is therefore essential to advance the WPS agenda in peacekeeping.

The DPO Gender Equality and WPS Resource Package is a capacity building tool and reference guide for peacekeeping personnel in headquarters and peace operations to more effectively translate WPS policies into practice. It will serve as a "how to" guide that provides concrete practical guidance on implementing WPS mandates and commitments, including good practices and case studies drawn from the field. The guidance will also help to operationalise *the Policy on Gender Responsive United Nations (UN) Peacekeeping Operations (2018)*, which has "strengthened capacities and knowledge" of all peacekeeping personnel as one of its four priority outcomes.

2020 is a year which marks significant benchmarks and anniversaries for the UN and for the gender equality and the Women, Peace and Security agenda: 75 years since the creation of the UN; 25 years since the adoption of the Beijing Declaration and Platform for Action; and 20 years since the adoption of Security Council resolution 1325 (2000). The publication of this Resource Package is therefore timely and will contribute to ensuring that women's leadership, participation and protection remain central to all peacekeeping efforts.

The Resource Package is made possible through the financial support of the Governments of Canada and the United Kingdom of Great Britain and Northern Ireland. It is the outcome of an in-depth consultative process across all peace operations as well as with UN Headquarters. I would like to take this opportunity to thank everyone who has contributed to the development of the Package.

I hope that this Resource Package will enable all personnel at headquarters and in peace operations to be better equipped for the implementation of DPO's gender equality and WPS mandates and commitments.



Jean-Pierre Lacroix  
Under-Secretary-General  
Department of Peace Operations  
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# Acronyms

<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CRSV</b>	Conflict-Related Sexual Violence
<b>DDR</b>	Disarmament, Demobilisation and Reintegration
<b>DPO</b>	United Nations Department of Peace Operations
<b>GBV</b>	Gender-based Violence
<b>GEWE</b>	Gender equality and women's empowerment
<b>HIPPO</b>	High-level Independent Panel on Peace Operations
<b>IDP</b>	Internally Displaced Person
<b>JPT</b>	Joint Protection Team
<b>MINUJUSTH</b>	United Nations Mission for Justice Support in Haiti
<b>MINUSCA</b>	United Nations Multidimensional Integrated Stabilisation Mission in the Central African Republic
<b>MINUSMA</b>	United Nations Multidimensional Integrated Stabilisation Mission in Mali
<b>MONUSCO</b>	United Nations Organisation Stabilisation Mission in the Democratic Republic of Congo
<b>NGO</b>	Non-Governmental Organisation
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>PIO</b>	Public Information Office
<b>SCR 1325</b>	Security Council resolution 1325
<b>SGBV</b>	Sexual and gender-based violence
<b>SRSR</b>	Special Representative of the Secretary-General
<b>SSR</b>	Security Sector Reform
<b>UNAMID</b>	African Union/UN Hybrid Operation in Darfur
<b>UNCT</b>	United Nations Country Team
<b>UNDPPA</b>	United Nations Department of Political and Peacebuilding Affairs
<b>UNFICYP</b>	United Nations Peacekeeping Force in Cyprus
<b>UNIFIL</b>	United Nations Interim Force in Lebanon
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNMIK</b>	United Nations Interim Administration Mission in Kosovo
<b>UNMISS</b>	United Nations Mission in the Republic of South Sudan
<b>UNPOL</b>	United Nations Police
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women

# Introduction

The purpose of the Gender Equality and Women, Peace and Security (WPS) Resource Package is to enhance the skills and capacity of DPO personnel, as guided by the ten Security Council resolutions on WPS<sup>1</sup> and further elaborated by the 2018 DPKO/DFS Policy on Gender Responsive United Nations Peace Operations (“Gender Policy”).

The Resource Package sets out basic concepts, strategies and recommended actions that focus on broad operational themes within DPO (see Part Two) and specific functional components (see Part Three).

The Gender Equality and WPS Resource Package aims to:

- Equip peacekeeping personnel with relevant knowledge, skills and tools to analyse, plan, develop and implement appropriate responses that integrate gender equality and WPS;
- Institutionalise a standard approach to gender-responsive delivery of mission mandates; and
- Position DPO as a leader in gender-responsive peace operations, fostering innovation in advocacy and action for women and girls in peace operations.

## The Rationale for a Gender Equality and WPS Resource Package

The expanded and multidimensional nature of contemporary peace operations means a mission may have far-reaching impact on the host country’s population. An understanding of how conflict affects the lives of women as compared to men, and girls as compared to boys, will help peacekeeping personnel better understand the context in which they are working and should ultimately lead to more well-informed decisions and effective implementation of mission mandates.

Peace operations are uniquely positioned to advance gender equality and WPS standards given their mandates, extensive field presence and strategic access to senior leadership of national governments. This is in part evidenced by positive outcomes in places where gender-responsive approaches have been used. For example, in Liberia, the persistent efforts of UNMIL (closed in March 2018) to broaden DDR eligibility criteria led to the inclusion of over 22,000 women and 2,000 girls out of more than 101,000 people.<sup>2</sup>

The Gender Equality and WPS Resource Package was inspired by the evidential need for practical guidance on how to implement gender equality and the WPS mandates. The Resource Package aims to bridge this gap by providing concrete guidance and good practices across a variety of functional areas in a user-friendly, field-ready format.

## Operationalising DPO Mandates and Policies

In addition to supporting the practical implementation of WPS mandates and gender policies, the Resource Package supports DPO's increased emphasis on knowledge management, transparency, accountability and improved demonstration of results.

- DPO personnel in peace operations at headquarters, regional centres and missions are required to integrate **gender equality and the WPS mandates** into all aspects of their work. This includes civilian, police and military personnel at all ranks and levels. The mandates are defined by SCR 1325 (2000) and the nine follow up resolutions which identify four "pillars" or priority areas: (1) women's participation at all levels of decision-making in peace processes and peacebuilding; (2) prevention of conflict and all forms of violence against women; (3) protection of women and girls and their rights; and (4) gender-responsive relief and recovery. SCR 1325 was the first resolution to address the disproportionate and unique impact of armed conflict on women, it also recognised the capabilities of women as change agents, not just as a "vulnerable population". *(For additional information on the WPS mandates, see Chapter 2.)*
- The **Gender Responsive United Nations Peacekeeping Operations Policy**, effective February 2018, provides guidance on how to operationalise gender equality and the WPS mandates. The Gender Policy reflects the changing landscape and emerging standards for gender equality in conflict and post-conflict settings and takes into consideration the recommendations of the review of the High-Level Independent Panel on Peacekeeping operations (HIPPO) and Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the implementation of UNSCR 1325 (The Global Study).
- The **Secretary-General's Action for Peacekeeping (A4P)** initiative also reiterates the importance of the WPS mandates. A4P's principles and commitments include a commitment to implement the WPS mandates and its priorities by ensuring full, equal and meaningful participation of women in all stages of peace processes and by systematically integrating a gender perspective into all stages of analysis, planning, implementation and reporting. These principles further reiterate a commitment to increasing the number of civilian and uniformed women in peacekeeping at all levels and in key positions.

## Target Audience for the Gender and WPS Resource Package

The Gender Equality and WPS Resource Package is primarily intended for use by **all peacekeeping personnel**, including civilian, police and military staff at all ranks and levels, as well as both national and international personnel.

## How to Use the Gender and WPS Resource Package

The Gender Equality and WPS Resource Package is modular. Each chapter can be used as a standalone resource and **users should navigate directly to the chapters most relevant to their work**. For this reason, each chapter begins with an overview of the normative framework and relevant DPO policies. More in-depth analysis of the WPS mandate and policies can be found in Chapter 2 - Gender Equality and Women, Peace and Security Mandates. Links to additional resources are contained in each chapter.

The Resource Package is divided into three parts:

- **Part One** presents key terms and concepts related to gender and peacekeeping, including an overview of gender equality and the WPS mandates.
- **Part Two** features methodologies and tools for implementing the WPS mandates and strengthening gender competence in response to complex conflict and post-conflict situations. It specifically addresses various strategies and mechanisms for gender-responsive conflict analysis, planning for missions, data collection, analysis and reporting, partnerships and coordination.
- **Part Three** shares detailed guidance for technical areas and functions of missions on gender integration and implementation of the WPS mandates, such as political affairs, civil affairs, POC, SGBV, DDR, SSR, justice and corrections, mine action, strategic communications and public information and mission support functions.

Users should utilise the Resource Package based on their focus and obligations. For example:

**Gender advisers, gender units and gender focal points** may use the Resource Pack to:

- Advise other staff on gender issues relevant to specific functions in peace operations, including by providing strategic advice and technical support on developing effective strategies for integrating gender and/or strengthening the capacity of DPO personnel.

**Senior leadership** in missions and at headquarters may use the resource Pack to:

- Identify gender-related priorities that should be integrated into the planning, implementation and monitoring of mission activities;
- Ensure all staff are held responsible for the implementation of gender equality and WPS deliverables in all aspects of their work; and/or
- Understand how to coordinate and use expertise of gender experts in their mission or at headquarters as well as those within relevant UN partners and external organisations.

**Personnel working in substantive areas and in support functions of peace operations,** both at headquarters and in missions, may use the resource pack to:

- Identify the types of gender-related priorities that need to be integrated into work plans and performance appraisals; and/or
- Understand how to coordinate their work with that of gender experts in their mission or at headquarters as well as those within relevant UN and external organisations.

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<sup>1</sup> Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019), and 2493 (2019).

<sup>2</sup> DPKO/DFS Gender Forward Looking Strategy 2014-2018, 3, <https://peacekeeping.un.org/sites/default/files/dpko-dfs-gender-strategy.pdf>.



# **PART ONE**

## **Concepts, Principles, Policy and Normative Framework**

# Chapter One:

## Gender Concepts

The concepts introduced in this chapter, in alphabetical order, appear throughout the Resource Package. DPO staff of all ranks and levels should be familiar with these foundational gender concepts. Understanding these terms is necessary for personnel to follow the guidance in subsequent chapters.

### Conflict Related Sexual Violence (CRSV)

Conflict-related sexual violence refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilisation, forced marriage, trafficking in persons when committed in situations of conflict for the purpose of sexual violence/exploitation and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict.

### Gender

Gender refers to the social attributes, roles and opportunities associated with being male and female in a society. These attributes, roles, opportunities and relationships are socially constructed and are learned through socialisation. They conform to a society's value system and vary by context and time. Gender defines power relations in society and determines what is socially expected, allowed and valued in a woman or a man within a given context.<sup>1</sup>

### Gender Analysis

Gender analysis refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities and the constraints they face relative to each other. Gender analysis of a context and situation on the ground is part of any gender responsive action or programme.<sup>2</sup> A *gender-responsive conflict analysis* integrates a gender perspective into conflict analysis. In addition to exploring the actors, causes and dynamics of a conflict, a gender-responsive conflict analysis also considers how gender shapes, and is shaped by, conflict.

### Gender Equality

Gender equality refers to the equal rights, responsibilities and opportunities of women and men. Equality does not mean that women and men will become the same but that women and men's rights, responsibilities, contributions and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising

the diversity of different groups of women and men. Gender equality is not a “women’s issue”, it concerns, and should fully engage, men as well as women.<sup>3</sup>

### **Gender Impact Assessment**

A gender impact assessment refers to the differential impact of policy decisions and actions on women men, boys and girls. It enables policy-makers and practitioners to picture the effects of a given policy or action more accurately and to compare and assess a current situation and trends with the expected results of the proposed policy or action.<sup>4</sup>

### **Gender Norms**

Gender norms are ideals about how men and women should be and act, which are internalised and learned early in life. This sets-up a cycle of gender socialisation and stereotyping. Gender norms are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at a point in time.<sup>5</sup>

### **Gender Parity**

Gender parity is an indicator to measure the equal representation of women and men at all levels of an organisation and operations.<sup>6</sup>

### **Gender Perspective**

A gender perspective is one that exposes gender-based differences in status and power, and considers how such differences shape the immediate needs, as well as the long-term interests, of women and men. In peacekeeping, a gender perspective must be included in all plans, policies, activities, analysis and reports. Without integrating a gender perspective, it is impossible to determine if a peace operation is fulfilling its obligations to local women, as well as to local men.<sup>7</sup>

### **Sex**

Sex refers to the physical and biological characteristics that distinguish males and females.<sup>8</sup>

### **Sex-Disaggregated Data**

Sex-Disaggregated Data is data that is broken down by sex in order to aid comparison. In peacekeeping all data, statistics and information that is collected should be available as numbers of women and men. All data for budgets, training, political participation etc. should provide numbers broken down by women and men.<sup>9</sup>

### **Sexual and Gender-based Violence (SGBV)**

Sexual and Gender based Violence is an umbrella term for any harmful act that is committed against a person’s will and is based on socially defined gender differences between women and men. The nature and extent of specific types of sexual and gender-

based violence vary across cultures, countries and regions. Examples include sexual violence, such as sexual exploitation and abuse, forced prostitution, domestic violence, trafficking, forced/early marriage, harmful traditional practises such as female genital mutilation, honour killings and the inheritance of widows.<sup>10</sup>

## Sexual Exploitation and Abuse

Sexual exploitation refers to any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes, including but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Some forms of forced and /or coerced prostitution can fall under this category. Sexual abuse refers to the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.<sup>11</sup>

## Women, Peace and Security Agenda

The Security Council has adopted ten resolutions that comprise the Women, Peace and Security (WPS)-1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106, (2013), 2122 (2013), 2242 (2015), 2467 (2019), and 2493 (2019). The term WPS is used to highlight the linkage between women's roles and experiences in conflict and peace and security. Obligations in these resolutions extend from the international to the local level, and include intergovernmental organisations, such as the United Nations, to national governments. The WPS mandates are the blueprint for all work conducted on gender in peace operations.<sup>12</sup>

## Women's Empowerment

A critical aspect of promoting gender equality is the empowerment of women, with a focus on redressing power imbalances and supporting women's autonomy and ability to manage their own lives. Women's empowerment is vital to peace and security, sustainable development and the realisation of human rights for all. Peace operations support the empowerment of women through their work supporting gender equality and the WPS mandates.<sup>13</sup>

## Sources

DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf)

DPKO/DFS Forward Looking Gender Strategy 2014 –2018, <https://peacekeeping.un.org/sites/default/files/dpko-dfs-gender-strategy.pdf>

UN Women, "Gender Equity Glossary," <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=5&sortkey=&sortorder=asc>

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<sup>1</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, Section F, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf).

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> UN Women, "Gender Equity Glossary," <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=&hook=ALL&sortkey=&sortorder=&fullsearch=0&page=3>.

<sup>6</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, Section F.

<sup>7</sup> DPKO/DFS Gender Forward Looking Strategy 2014-2018, 22, <https://peacekeeping.un.org/sites/default/files/dpko-dfs-gender-strategy.pdf>.

<sup>8</sup> UN Women, "Gender Equity Glossary," <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=5&sortkey=&sortorder=asc>.

<sup>9</sup> DPKO/DFS Gender Forward Looking Strategy, 22.

<sup>10</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, Section F.

<sup>11</sup> "Secretary-General's Bulletin on Special measures for protection from sexual exploitation and sexual abuse," ST/SGB/2003/13, 9 October 2003, Section 1, <https://oios.un.org/resources/2015/01/ST-SGB-2003-13.pdf>, as quoted in DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, Section F.

<sup>12</sup> DPKO/DFS Gender Forward Looking Strategy, 22.

<sup>13</sup> Ibid.

# Chapter Two:

## Gender Equality and Women, Peace and Security Mandates

### This chapter introduces:

- Security Council resolutions on Women, Peace and Security
- Wider Gender Equality and Women's Empowerment Normative Framework
- 2015 peace and security reviews

The ten Security Council resolutions on Women, Peace and Security provide the substantive basis for the 2018 Gender Policy and the guidance contained in this Resource Package.

### Security Council Resolutions on Women, Peace and Security

In 2000, the Security Council adopted the landmark [resolution 1325 on women, peace and security](#). This was the first resolution to recognise the differential and disproportionate impact of conflict on women and girls and affirm the importance of women's participation as active agents in peace and security processes. The resolution introduced four "pillars" or priority areas of the WPS agenda:<sup>1</sup>

- **Participation** calls for women to participate equally with men in peace, political and security decision-making processes at national, local, regional and international levels.
- **Protection** seeks to ensure that women and girls' rights are protected and promoted in conflict-affected situations and includes protection from SGBV.
- **Prevention** refers to the prevention of all forms of violence against women and girls in conflict affected situations and includes fighting impunity and involving women in conflict prevention.
- **Relief and recovery** focuses on meeting women's and girls' specific humanitarian needs and reinforcing women's capacities to act as leaders in relief and recovery.<sup>2</sup>

Since the adoption of SCR 1325 (2000), the normative framework for WPS has expanded with nine subsequent Security Council resolutions, which elaborate on the four pillars of SCR 1325:<sup>3</sup>

- [SCR 1820 \(2008\)](#): Recognises sexual violence as a tactic of war and a matter of international peace and security that necessitates a security response

- **SCR 1888 (2009)**: Strengthens efforts to end sexual violence in conflict by establishing a Special Representative of the Secretary-General (SG) and team of experts on the rule of law and improving coordination among stakeholders on sexual violence in conflict
- **SCR 1889 (2009)**: Stresses the need to strengthen implementation and establishes indicators for monitoring SCR 1325; calls for the SG to submit a report to the Security Council on women's participation and inclusion in peacebuilding
- **SCR 1960 (2010)**: Establishes a monitoring and reporting mechanism on sexual violence in conflict
- **SCR 2106 (2013)**: Focuses on accountability for perpetrators of sexual violence in conflict and stresses women's political and economic empowerment
- **SCR 2122 (2013)**: Addresses persistent gaps in implementing the WPS agenda; positions gender equality and women's empowerment as critical to international peace and security; recognises the differential impact of all violations in conflict on women and girls and calls for consistent application of WPS across the Security Council's work
- **SCR 2242 (2015)**: Establishes the Security Council's Informal Experts Group (IEG) on WPS; addresses persistent obstacles to implementation including financing and institutional reforms; focuses on greater integration of the agendas on WPS and counter-terrorism and countering violent extremism; calls for improved Security Council working methods on WPS
- **SCR 2467 (2019)**: Stresses justice and accountability, calls for support for women's civil society organisations, and requests a gap assessment and recommendations on support for local, national, and regional efforts for survivors of sexual violence in conflict.
- **SCR 2493 (2019)**: Calls for the implementation of the previous nine resolutions, and incorporates the WPS Commitments in Secretary-General's Action for Peacekeeping initiative.

With regard to DPO, the resolutions repeatedly emphasise the need for:

- Adequate gender training for peacekeeping personnel, including on prevention and response to sexual violence;
- Collection and analysis of sex- and age- disaggregated data; and
- Better integration of women's rights and gender perspectives (including women's and girls' security and protection challenges) into peace operations.
- The important role that gender advisers and women's protection advisers play in supporting gender-responsive peace operations.

Increasing the numbers of women military and police personnel in peace operations also appears in several of the resolutions.

Table 1 provides a detailed overview of the ten WPS resolutions and their peacekeeping aspects.

## Wider Gender Equality and Women's Empowerment Normative Framework

The WPS resolutions were preceded by decades of advocacy and leadership by women civil society activists. Women's mobilisation also supported the passage of foundational international legal instruments and declarations on gender equality, women's empowerment and women's rights, including:

- **Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) (1979):** CEDAW was adopted in 1979 by the UN General Assembly. The Convention recognises that extensive discrimination against women continues to exist and emphasises the equality of women and men and their equal entitlement to fundamental freedoms and human rights.
- **Declaration on the Elimination of Violence against Women (1993):** The Declaration was adopted in December 1993 by the UN General Assembly. It was the first international instrument to explicitly address violence against women and provide a framework for national and international action.
- **The Beijing Declaration and Platform for Action (1995):** While not legally binding, the Declaration contains commitments by 189 governments to achieve gender equality and the empowerment of women in 12 critical areas of concern including: violence against women, women in power and decision-making, women's human rights and women and armed conflict.
- The **2030 Agenda**, adopted by the UN General Assembly in September 2015, recognises that women's empowerment is critical to all of the Sustainable Development Goals (SDGs) and that sustainable development is not possible if half of humanity is denied their full human rights. SDG 5 is focused on achieving gender equality and the empowerment of women and girls.

## 2015 Peace and Security Reviews

In 2015, the UN published the findings of three reviews, which evaluated approaches to preventing and resolving conflict and provided recommend actions to build coherence in delivering sustainable peace.

The **2015 Global Study on the Implementation of United Nations Security Council Resolution 1325** found that DPO made marked progress on gender equality and the WPS mandates. It recognised that all multi-dimensional peace operations include gender units and deploy women's protection advisers. Every mission mandate included WPS provisions and almost every directive for the military and police components of missions included specific instructions to address women's security.<sup>4</sup> It acknowledged DPO's gender-responsive innovations including: the establishment of monitoring, analysis and reporting arrangements (MARA) on CRSV; scenario-based training, prosecution support cells and mobile courts devoted to SGBV; a best-practices toolkit on policing and training curriculum for UN Police on preventing and investigating SGBV in post-conflict settings; and special police units solely addressing SGBV.<sup>5</sup>

However, the Global Study also argued that these efforts lacked consistent support from mission leadership and were often seen as obligations rather than tools to enhance operational effectiveness. To enhance integration of gender equality and the WPS mandates, the Global Study recommended DPO:

- Ensure peacekeeping personnel are provided scenario-based training on gender equality and that these trainings remain permanent features in pre-deployment training curriculum;
- Take steps to improve regulation and oversight of all private contractors hired by the UN with regard to SEA;
- Promote women's empowerment and non-violent means of protection and consider the whole range of women's protection issues and interventions to address them in mission planning, implementation and reporting as well as in policy discussions on the protection of civilians; and
- Scale up support to unarmed civilian protection in conflict-affected countries, including working alongside peace operations.<sup>6</sup>

The [2015 High-level Independent Panel on Peace Operations Report](#) identified several barriers to achieving the full implementation of the WPS agenda. The Panel noted that WPS is consistently seen as a 'women's issue' rather than a whole-of-society peace and security issue. As a result, WPS is often routinely assigned to staff in gender units instead of integrated into relevant functional units or seen as a responsibility for all staff at all levels. Further, the specific experience, rights, needs and roles of women and girls often did not feed into concrete strategies for the design of missions and formulation of mandates.<sup>7</sup> To address these challenges, the Panel recommended that:

- The Secretariat and missions carry out gender-sensitive analysis throughout the analysis, planning, implementation, review, evaluation and mission drawdown processes;
- Missions integrate gender expertise within all functional components requiring gender knowledge and experience.
- The mission's Senior Gender Adviser should be located in the Office of the Special Representative of the SG, reporting directly to the Special Representative and advising him or her and senior mission leadership at the strategic level on integrating a gender perspective into mission activities;
- The Secretariat ensure that compacts between the SGG and heads of mission specify performance indicators relating to gender.<sup>8</sup>

The Panel also recognised that "uniformed female personnel play a vital role in reaching out and gaining the trust of women and girls within local communities, understanding and detecting their unique protection needs and tailoring the responses of peace operations."<sup>9</sup>

The [Report of the Advisory Group of Experts for the 2015 Review of the UN Peacebuilding Architecture](#) highlighted the importance of women's participation in efforts to sustain peace and cited global support for the WPS agenda. Yet, the Advisory Group found that such support has not translated into sufficient changes in women's lives or in the UN's peacemaking and peacebuilding activities, noting a particular weakness in bringing together the peace and security and socio-economic dimensions of women's participation. In relation to peace operations, the Advisory Group recommended that:

- DPO, together with DPPA and UN Women, actively explore enhanced ways to partner on gender-sensitive peacebuilding; and
- UN mediators and facilitators strive to support peace agreements that reflect the broad aspirations of all stakeholders and where this is not possible to ensure inclusive processes include women's organisations.<sup>10</sup>

## Gender Parity

### *Normative Framework*

The founding WPS resolution, [SCR 1325 \(2000\)](#), requests that peace operations incorporate a gender perspective and calls for increased roles for women in field-based operations, especially amongst military observers, civilian police, human rights and humanitarian personnel.<sup>11</sup> This emphasis on gender parity is echoed by all nine subsequent WPS resolutions and the deployment of gender-related staff is mandated by [SCRs 1960 \(2010\)](#), [2106 \(2013\)](#), [2242 \(2015\)](#), [2467 \(2019\)](#) and [2493 \(2019\)](#).<sup>12</sup> [SCR 1325 \(2000\)](#) also prioritises gender training for all peacekeeping personnel (including on SGBV prevention and response), which is reiterated in [SCRs 1820 \(2008\)](#), [1960 \(2010\)](#), [2106 \(2013\)](#), [2122 \(2013\)](#) and [SCR 2467 \(2019\)](#).

### *DPO Policies*

To support progress towards the WPS mandates, the [2018 Gender Policy](#) tasks personnel with supporting the recruitment, retention and promotion of women in peacekeeping (guided by the [2017 UN System-Wide Gender Parity Strategy](#)). In 2018, DPKO-DFS launched a Headquarters Gender Parity Strategy and a Uniformed Gender Parity Strategy (UGPS) for military, police and justice and corrections. To implement the WPS mandates, and recognise the importance of women's participation in peace operations, DPKO-DFS set successive targets to increase the participation of women uniformed personnel in peacekeeping. In 2019, the UGPS was updated to outline how DPO plans to meet the goals set out in the Strategy.

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<sup>4</sup> Radhika Coomaraswamy, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325* (New York: UN Women, 2015), 144, <http://wps.unwomen.org/pdf/CH06.pdf>.

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<sup>6</sup> Ibid., 156-157.

<sup>7</sup> “Report of the High-Level Independent Panel on United Nations Peace Operations (2015),” para. 257, [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/2015/446](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/2015/446).

<sup>8</sup> Ibid., para. 262.

<sup>9</sup> Ibid., para. 201.

<sup>10</sup> The Challenge of Sustaining Peace: Report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture”, 2015, para. 159, 180, [https://www.un.org/pga/wp-content/uploads/sites/3/2015/07/300615\\_The-Challenge-of-Sustaining-Peace.pdf](https://www.un.org/pga/wp-content/uploads/sites/3/2015/07/300615_The-Challenge-of-Sustaining-Peace.pdf).

<sup>11</sup> SCR 1325 (2000), para. 4, 5, <http://unscr.com/en/resolutions/doc/1325>.

<sup>12</sup> SCR 1820 (2008), para. 8, <http://unscr.com/en/resolutions/doc/1820>; SCR 1888 (2009), para. 19, <http://unscr.com/en/resolutions/doc/1888>; SCR 1889 (2009), para. 4, <http://unscr.com/en/resolutions/doc/1889>; SCR 1960 (2010), para. 15, <http://unscr.com/en/resolutions/doc/1960>; SCR 2106 (2013), para. 14, <http://unscr.com/en/resolutions/doc/2106>; SCR 2122 (2013), para. 9, <http://unscr.com/en/resolutions/doc/2122>; SCR 2242 (2015), para. 8, <http://unscr.com/en/resolutions/doc/2242>.

**Table 1**  
**Summary of Peacekeeping —**  
**Relevant Provisions in WPS Security**  
**Council Resolutions**

	SCR 1325 (2000)	SCR 1820 (2008)	SCR 1888 (2009)	SCR 1889 (2009)	SCR 1960 (2010)	SCR 2106 (2013)	SCR 2122 (2013)	SCR 2242 (2015)	SCR 2493 (2019)
Better integration of women's and girls' needs and gender perspectives (including women's and girls' security challenges and protection challenges)									
Importance of involving women in all peacekeeping measures									
Adequate gender training for all peacekeeping personnel (including on SGBV prevention and response)									
Strengthened efforts to enforce zero tolerance policy on sexual exploitation and abuse in peace operations									
Increased numbers of women military and police personnel in peace operations									
Prevention and response to SGBV									
Sharing of information by peace operations on sexual violence									
Further deployment of gender-related staff, including gender advisers and women protection advisers									
More systemic monitoring of and attention to sexual violence in the establishment and review of peacekeeping mandates									
Ensure gender analysis and technical gender expertise is included throughout all stages from mission planning to mission drawdown									



## **PART TWO**

# **Operationalisation of Gender Equality and the WPS Mandates**

# Chapter Three:

## The Gender Architecture

### This chapter introduces:

- Gender expertise and personnel resources within DPO

### *Normative Framework*

Through numerous resolutions and statements, the Security Council has made gender equality expertise in peace operations a priority. In [SCR 1325 \(2000\)](#), the Security Council called for field operations to include a gender component and the incorporation of a gender perspective into all aspects of peace and security efforts. Subsequent WPS Resolutions have strengthened this mandate. In particular, [SCR 2242 \(2015\)](#) urged DPO to (1) include technical gender expertise throughout all stages of mission planning, mandate development, implementation, review and mission drawdown and (2) budget for and recruit senior gender advisers and other gender officer posts in special political missions and multidimensional peace operations. The initial creation of Gender Advisers and Gender Units within peace operations represented a significant step towards integrating gender within all UN mission activities, and since then DPO has continued to make progress.

### *DPO Policy*

Gender Units and Senior Gender Advisers are now mandatory in all DPO multidimensional missions to support the mission in operationalising and implementing the WPS mandates.

### **Gender Advisers and Gender Units**

The Gender Advisers, Gender Affairs Officers and Gender Units at headquarters and in missions are responsible for supporting and facilitating the implementation of [2018 Gender Policy](#), fostering close collaboration across components and functions in all peace operations. They provide strategic advice and technical and operational support on gender equality and the WPS mandates.

Senior Gender Advisers and Gender Units should be located in the office of the SRSRG and Heads of Mission, to provide direct strategic advice to senior leadership on advancing gender equality and the WPS mandates.

Gender Units also:

- Provide strategic advice and technical support to all offices/units/sections on developing effective strategies to mainstream gender equality and the WPS mandates;
- Strengthen the gender capacity of all personnel and assist senior leadership in monitoring progress and ensuring accountability and compliance; and
- Operationalise, facilitate and coordinate the implementation of gender equality and the WPS mandates, as well as support all functions and components for adequate delivery.

## **Women, Peace and Security Task Force**

The Women, Peace and Security Task Force supports the implementation of gender equality and the WPS mandates in different offices/sections/units at headquarters and in missions. Each office/section/unit is expected to identify and appoint an officer and an alternate (who is at a decision-making level) to serve as a Technical Gender Focal Point and a member of the Gender Task Force.

The USG's Gender Task Force, a quarterly forum through which the DPO USG and senior management track progress towards gender equality and WPS mandates, is the most senior accountability mechanism for gender equality and WPS within DPO and is supported by the headquarters' Gender Unit.

## **Gender Focal Points**

Gender Focal Points support the implementation of gender equality and the WPS mandates in their respective offices/sections/units and foster institutional accountability and information sharing. Specifically, they provide day-to-day gender support, identify entry points for integrating gender within respective functions, and liaise with Gender Units for technical and substantive support. The Gender Unit supports Gender Focal Points in the identification, implementation and monitoring of gender related activities in their respective office/section/unit's workplans.

Gender Focal Points represent their respective office/section/unit on the Gender Task Force, which meets quarterly. They also provide input into DPO gender implementation strategies and plans.

The terms of reference for Gender Focal Points clearly mandates that at least 20% of their work must be gender-related, and gender must be included in their workplan and E-performance document.

## **Gender Thematic Working Group**

In some multidimensional missions where there is close interaction between the mission and other UN agencies, funds and programmes, Gender Thematic Working Groups have been established to better coordinate the activities related to gender equality and WPS mandates.

### **UNIFIL: Coherent Mission Gender Architecture**

UNIFIL planning frameworks are informed by the Gender Advisory Unit, which reports directly to the Head of Mission and Force Commander. The UNIFIL Gender Adviser and Chief of Unit has direct access to Mission leadership, regularly attends management meetings and provides guidance to planning, budget and reporting mechanisms. She is responsible for the strategic integration of gender perspectives into all mission activities.

UNIFIL has a high-level Integrated Gender Task Force (IGTF) that is comprised of military Commanders of sectors, units, and branches, as well as Chiefs of civilian sections and units. The IGTF works at the strategic level and guides and supports three Military Gender Task Forces and one Civilian Gender Task Force that function on the tactical and operational levels.

### **MINUSMA: Gender Architecture as a Motivating Tool**

In MINUSMA, the Gender Unit viewed the WPS core indicators not simply as an opportunity for training to ensure collection and reporting was carried out. They also used it as an opportunity to both deepen focal points technical knowledge of WPS through training on the indicators as well as to re-engage gender network members and create momentum amongst the Mission's Gender Focal Points to further their WPS integration work.

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# Chapter Four:

## Gender-Responsive Conflict Analysis

### This chapter introduces:

- Principles of gender-responsive conflict analysis
- Strengthening planning and decision-making with gender-responsive conflict analysis
- Guidance for conducting gender-responsive conflict analysis

### Principles of Gender-Responsive Conflict Analysis

*Gender analysis* refers to the variety of methods used to understand the relationships between women, men, girls and boys, their access to resources, their activities and the constraints they face relative to each other.<sup>1</sup> A *gender-responsive conflict analysis* simply integrates a gender perspective into conflict analysis. In addition to exploring the actors, causes and dynamics of a conflict, a gender-responsive conflict analysis also considers how gender shapes, and is shaped by, conflict, which includes factors such as:

- The role that gender norms may play in driving or perpetuating conflict (e.g., young men may join armed groups because it is seen as providing an alternative path to manhood; systematic SGBV against women by men of a rival class, race or ethnic group can trigger violent defensive reactions);
- The variety of roles that women, men, girls and boys play in relation to the conflict (e.g., combatants, supporters of armed groups, community leaders, civil society, peacemakers); and
- The differential impact of armed conflict on women, men, girls and boys (e.g., due to socio-cultural norms and practices, women may not be perceived as legitimate peace actors and therefore prevented from participating in peace processes).

A gender-responsive conflict analysis should also be cognisant of the diversity of women's and girls' experiences. Insofar as possible, it should seek to map the different experiences women and girls may have due to geography (rural vs. urban), age, political alignment, disability, ethnicity, sexual orientation, and other relevant conditions.

Gender-responsive conflict analysis is not only about ensuring gender perspectives are included – how the analysis is conducted is also important. As much as possible, a conflict analysis should be participatory and inclusive, meaning it is informed by multiple voices and perspectives including marginalised groups, governments and armed groups.

## **DPO Policy**

The **2018 Gender Policy** requires that all planning processes be informed by gender-responsive conflict analysis.<sup>2</sup> As such, DPO personnel should incorporate gender perspectives into all conflict analysis approaches.

### **Strengthening Planning and Decision-Making with Gender-Responsive Conflict Analysis**

Gender-responsive conflict analysis improves the effectiveness of peace operations. Integrating a gender lens helps DPO personnel gain a more nuanced and accurate understanding of conflict drivers and opportunities for peace. It can also expose the role that underlying gender power dynamics (such as militarised notions of masculinity) play in conflict. Conflict analyses that do not take gender into account can lead to negative outcomes, including failure to fully understand the context or conflict as well as missed opportunities for conflict prevention or entry points for peacebuilding.

### **Guidance for Conducting Gender-Responsive Conflict Analysis**

DPO personnel should review the process by which they currently undertake conflict analysis and consider the following:

- 1. How do current approaches to conflict analysis incorporate gender?** Conflict analysis practices may already explore some elements of gender (e.g., how conflict is affecting women, men, girls and boys differently).
- 2. How can gender be better integrated into conflict analysis?** A gender-responsive conflict analysis should include targeted, specific questions about gender as well as diverse sources of information (i.e. women and girls from different communities/constituencies).

The guiding questions at the end of the chapter can help to assess whether gender is sufficiently integrated and/or what improvements can be made.

Personnel should also keep in mind common misconceptions about gender-responsive conflict analysis and ensure that best practices are taken into account (see *Table 2*).

**Table 2 – Common misconceptions about gender-responsive conflict analysis**

<b>Misconception</b>	<b>Best Practice</b>
<p>Gender-responsive conflict analysis is a wholly separate process from current conflict analysis practices.</p>	<p>Gender-responsive conflict analysis simply means integrating a ‘gender lens’ into conflict analysis approaches. This typically means including questions and additional analysis to current practice. It does not mean conducting a wholly separate conflict analysis.</p>
<p>All women’s experiences of conflict are the same.</p>	<p>‘Women’ are not a homogenous group. Gender interacts with other factors, like age, class, race, religion, producing a multitude of experiences, needs, beliefs, etc. Conflict analysis must take these differences into account. This can be done by including women with diverse backgrounds and experiences in the information collection process and by not presuming that information provided by one group of women is applicable to all local women.</p>
<p>Men are combatants and women are victims.</p>	<p>There is a tendency to see women and girls primarily as victims, and in particular victims of sexual violence, but their experiences are much more diverse. Women and girls can be soldiers, supporters of armed groups, leaders in peace movements, etc. Men and boys can also be victims of violence, including sexual violence.</p> <p>It is essential that personnel examine their own gender assumptions and ensure that those assumptions and any biases do not dictate the outcomes of a conflict analysis.</p>

## **UNAMID: Mission Guidance Drawn from Gender Conflict Analysis**

A gender conflict analysis of the Mission was undertaken by UNHQ and UNWOMEN. Key drivers of conflict identified included competition over natural resources, inter-communal conflicts, proliferation of guns, insecure livelihoods for women and marginalisation of women in community leadership roles. Its recommendations, including strengthening of women CSOs so that they can lead the implementation of the WPS agenda, informed the Strategic Assessment Mission priorities for the Mission drawdown. In September 2018, the Mission's gender portfolio was handed over to UN Women during a Darfur wide Women's Forum jointly with over 100 participants from five Darfur states and Khartoum.

### ***Guiding Questions for Gender-Responsive Conflict Analysis<sup>3</sup>***

Below is a list of guiding questions designed to ensure the conflict analysis process integrates gender and is participatory and inclusive:

- What sources of information will be used for the analysis? Do the sources go beyond 'traditional' sources of information? (e.g. pursue sources in addition to male community leaders, such as women's organisations and gender experts with diverse backgrounds)
- Who will be engaged from the local population? Will there be women, girls, and women's organisations? If so, how representative and inclusive are these organisations and those they claim to represent? Have possible sensitivities as well as obstacles or even risks of participation for particular groups been identified? How will harm be minimised?
- Who will be conducting data collection? Are there gender perspectives that need to be considered (e.g. pros/cons of having a male staff member facilitate a focus group of women from a conservative community)?

In addition to a gender-responsive process, the core questions of a conflict analysis must also be sufficiently gendered. Conflict analyses should address a number of the following questions, which are aimed at understanding how gender perspectives shape, and have been shaped by, conflict:

- What differential roles do women, men, girls, and boys play in the community? Have these changed as a result of the conflict?
- What are the predominant gender norms? Have norms and expectations been affected by conflict? If so, how?
- How do people's actual behaviours compare to gender norms?
- What new or additional roles are women and girls playing, including as participants to conflict as well as participants to bringing about a peaceful resolution to conflict?
- How do these gender norms and behaviours shape how violence is used, by whom against whom?

- Have norms relating to masculinity and femininity fuelled conflict or insecurity? How?
- Are there norms relating to masculinity and femininity which could help facilitate peace?

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<sup>1</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, Section F, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf).

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# Chapter Five:

## Planning for Missions

### **This chapter introduces:**

- The mission planning process
- Benefits of gender-responsive mission planning
- Guidance for incorporating gender into mission planning
- Transition planning

### **The Peace Operation Planning Process**

The DPO planning process for peace operations is guided, inter alia, by the Integrated Mission Planning Process (IMPP) template, which contains five steps or levels that are consecutive and adaptable to specific planning needs and conditions.<sup>1</sup> This chxe guidance on how to integrate gender equality and the WPS mandate into each of the five levels of the planning process.

#### ***Normative Framework***

All DPO personnel involved in mission planning are responsible for integrating gender perspectives into the planning process. [SCR 1325 \(2000\)](#) emphasises the need to incorporate a gender perspective into peace operations and urged the Secretary-General (SG) to ensure that, where appropriate, field operations include a gender component. [SCR 2242 \(2015\)](#) specifically calls on DPO to redouble gender integration efforts in all planning processes and assessment missions and to ensure that gender analysis and gender technical expertise is included in all stages of mission planning, transitions and mandate development.<sup>2</sup>

#### ***DPO Policy***

The [2018 Gender Policy](#) calls for gender equality and WPS principles to be reflected in all strategic documents, policies and guidelines relevant to peace operations. All planning processes must be informed by a gender-responsive conflict analysis (see [Chapter 4 more guidance on conflict analysis](#)).<sup>3</sup>

#### ***Inclusion of Gender in Mission Mandates***

Gender equality and WPS mandated tasks have been increasingly included in mission mandates in recognition of their relevance to all functional areas of peace operations. For example, in [SCR 2459 \(2019\)](#), the Security Council requests that UNMISS take gender perspectives fully into account as a crosscutting issue throughout its mandate.<sup>4</sup> The

resolution also notes that persistent barriers to full implementation of the WPS mandates will only be dismantled through “dedicated commitment to women’s empowerment, participation, and human rights, concerted leadership, consistent information and action, and support, to build women’s engagement in all levels of decision-making, and through ensuring that the full and effective participation and involvement of women in all spheres and levels of the political and peace process.”

### **UNFICYP: WPS in Mandate Renewals**

In January 2018, explicit reference to SCR 1325 was included for the first time in UNFICYP’s mandate renewal, spurring further traction of WPS within the broader peace process in Cyprus. As a result, specific actions to implement the WPS mandates were elaborated upon within the July 2018 mandate renewal, including the revitalisation of a technical committee on gender equality and a recommendation to conduct a gender-sensitive socio-economic assessment. These actions have increased accountability to implement the WPS mandate within UNFICYP and driven interest and buy-in, both across the Mission and with external actors, to support and operationalise WPS priorities in Cyprus.

### **Benefits of Gender-Responsive Mission Planning**

Integrating gender into mission planning is not only required by the WPS mandates, it is also an important opportunity to ensure missions deliver for women and girls from the start. A more nuanced understanding of the local context and community helps planners better define the desired end state for the peace operation as well as the best strategies for achieving this. The planning process also shapes the tone and culture of the mission and can ensure that gender equality and the WPS mandates are central to mission operations immediately.

### **Incorporating Gender into Mission Planning**

To fully integrate gender into mission planning requires dedicated effort by planning teams and support from gender experts. Planning personnel must understand how gender intersects with various functional areas, how to undertake gender analysis and how to develop gender-responsive recommendations. Guidance for integrating gender into the five levels of the planning process includes:

#### ***Level 1: Pre-planning, Monitoring and Analysis***

- Ensure that personnel implement gender-responsive conflict or situational analysis (see Chapter 4 for additional guidance). Gender-related information should be collected in all functional areas covered by the assessment (*see list of guiding question in Annex at the end of the chapter*) and the assessment report should include recommendations informed by the gender analysis.
- Include gender experts in assessment teams to provide technical advice and assistance in collecting, analysing and reporting on gender issues in each functional area. Ensure a gender expert participates in key meetings of all functional areas and in-depth meetings with women leaders, government representatives and other key

informants. The gender expert can then provide gender data and analysis to the full assessment team.

- Aim to:
  - Collect and/or obtain and use quantitative data disaggregated by age and sex;
  - Identify proxy indicators or estimates (and note them as such) when fully verifiable data on women and girls is not available;
  - Gather and analyse qualitative data to ensure an understanding of women's and girls' different roles, needs and perspectives;
  - Speak to relevant women's organisations or representatives (e.g. rule of law experts meet with women lawyers' associations); and
  - Ask all available parties, not just women's organisations or representatives, about gender issues.

### ***Level 2: Development of UN Strategy***

- Take gender dimensions of the conflict, as informed by a gender-responsive conflict analysis, into account when developing the UN strategy. For example, if analysis points to widespread violence against women and girls as a tactic of conflict and a protection mandate is envisaged, the UN strategy should include language to reflect the nature (e.g. a strategy addressing human rights violations), scale and scope (i.e. geographical coverage) of SGBV/CRSV.

### ***Level 3: Development of Functional Strategies***

- Ensure Gender Advisers provide technical advice on the inclusion of relevant gender dimensions in the various functional strategies developed at this stage. In addition, a separate functional strategy for gender integration should also be considered, particularly in multidimensional peace operations.
- Once functional strategies have been formulated, identify the specific gender expertise and resources required for implementation. Allocate a sufficient budget to support the work.

### ***Level 4: Development of Mission Plan***

- Include data and recommendations on relevant gender issues in each aspect covered by the draft Secretary-General's report as well as, in the case of multidimensional peace operations, information on the number of personnel required for a gender unit so that Member States can take this into account when determining specific gender references to include in the mission mandate.
- Formulate a staffing table with the necessary staff for a Gender Unit and sub-units if required. The following personnel are required for a basic gender unit located in a mission headquarters in a multidimensional peace operation:
  - Senior Gender Adviser(s) - international
  - Gender Adviser(s) - international

- Gender Officer(s) - national
- Administrative Assistant(s)

The Senior Gender Adviser should be appointed at a grade that ensures they are part of senior decision-making processes.

- Ensure the Gender Adviser provides technical advice on the inclusion of relevant gender dimensions into the various component plans being developed.

### **Level 5: Development of Mission Implementation Plan**

- Continuously seek input and advice from the Gender Adviser in the development of programmes and projects to fulfil the mandated tasks, goals and plans as well as during the quantifying of resources to carry such work out.

#### **MONUSCO: A Mission-wide Strategy for Gender Accountability**

In 2016, MONUSCO leadership for the first time adopted a Gender Marker as a gender accountability tool. It was rolled-out across the Mission in the 2017-2018 cycle. The Gender Marker changed the mindset of the Mission from approaching gender work as an inconsistent and subjectively defined “gender mainstreaming” approach to one that pursued measurable gender-responsiveness with concrete impacts to report. When the DPO Gender-Responsive Peacekeeping Policy was issued, MONUSCO quickly and fully embraced its principles as gender responsiveness was already a corporate objective and a mission-wide gender accountability strategy. Currently, senior advisers, gender experts and gender focal points combine efforts to deliver on the gender corporate strategy. The Gender Marker provided an effective way to evaluate, document, adapt practices and track progress on gender responsiveness. The first After Action Review (AAR) of the strategy took place after the first year of implementation. A second AAR is planned at the end of the 2018-19 cycle.

## **Transition Planning**

### **Normative Framework**

All DPO personnel should ensure that all transitions are gender-responsive. The SG’s 2017 Report on Women, Peace and Security (S/2017/861) called for *‘integrating gender-responsive conflict analysis in all mission transitions and drawdowns’*. It emphasised the centrality of WPS to conflict prevention and stability and noted that *‘gains on WPS made during the mission (are) to be safeguarded during transitions to ensure non-recurrence of conflict’*.

### **UN Policy**

The SG’s Planning Directive for the Development of Consistent and Coherent UN Transition processes, in line with Executive Committee Decision 2018/38 sets out the SGI’s expectations for transitions noting in Section 7.iii., *“The integrated transition calendar should be a short (1-2 page) document indicating the timelines and key milestones for developing a detailed transition plan, which will detail when the following activities*

*will take place: human rights and gender-responsive analyses that prioritise and address conflict and peace drivers, and safeguard, and optimise the transformative outcomes on gender equality and women, peace and security”.*

### ***Inclusion of Gender in Transition Planning***

As discussed in Chapter 4: Gender-responsive Conflict Analysis, gender aspects of political and conflict analysis predominantly focus on how conflict affects traditional gender roles that stereotype women as victims of conflict (“vulnerable group”) and infantilise them by placing them in the same category as children. To ensure successful transitions, gender conflict analysis must avoid this trap by mapping *multiple narratives of how conflict impacts women and how women behave during conflict*, including addressing their roles as leaders in local peace and reconciliation processes and as combatants who fuel conflicts. During transitional periods, pressure may be put on women to abandon the leadership roles they took on during conflict, including those in critical political and peace processes. A gender analysis can assist in identifying this and thereby enable the mission and country team to design mechanisms to support women’s continued meaningful engagement and leadership.

Planning for transitions must adhere to regular mission planning principles and fully integrate gender through dedicated effort by planning teams and support from gender experts, as laid out above. Planning personnel must understand how gender intersects with various functional areas, how to undertake gender analysis and how to develop gender-responsive recommendations.

Women, peace and security specific roles and functions for mission and UNCT members during transitions must be fully informed by mandate specific evidence and analysis and include:

1. Integrated planning frameworks that identify strategic outcomes and options for UN response in transitions and drawdowns. Benchmarks developed for the mission’s exit must incorporate standalone measures on WPS and gender equality, in line with the mission’s mandate.
2. Opportunities to integrate or strengthen gender conflict analysis institutionally in UN processes including with IAP, DPO Regional Structures (in Peacekeeping Reviews, SAMs, and SG Reports), the Security Council’s Informal Expert Group on WPS; country level UNDAF and CCA, Multi-Partner Trust Fund (MPTF) and when determining programming priorities in CVR and QIPS.
3. Consistent high-level political advocacy by mission and UNCT leadership aimed at strengthening strategic partnerships with grassroot women’s leaders and women civil society organisations to facilitate their participation in ensuring accountability and legitimacy of political processes and ownership of peace agreements.

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<sup>1</sup> The five levels of mission planning can be found in <https://unitednations.sharepoint.com/sites/PPDB/SitePages/Upload.aspx?UniqueId=9E4A50D8-B8E0-4E83-A920-EC9AEFD728B9>

<https://unitednations.sharepoint.com/sites/PPDB/SitePages/Upload.aspx?UniqueId=ED787F42-235E-45A5-8E9B-ABAA66D25E97>

<https://unitednations.sharepoint.com/sites/PPDB/SitePages/Upload.aspx?UniqueId=3CECDE80-F431-4DC0-90FF-246F9F4DE50F>

<sup>2</sup> SCR 2242 (2015), para. 4, 7, <http://unscr.com/en/resolutions/doc/2242>.

<sup>3</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 25, 26, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf).

<sup>4</sup> SCR 2406 (2018), para 14, <http://unscr.com/en/resolutions/doc/2406>.

## **Annex for Chapter Five: Sample Gender Integration Questions for Mission Planning**

This list of questions is a starting point for gender-responsive planning. The questions are illustrative and cover some, but not all, of the functional components of peace operations. This list is intended for broad guidance only and should be tailored to the particular conflict or post-conflict context in question.

### ***General***

1. How does the security situation affect women and girls?
2. Are women's and girls' security issues known and are their concerns being met?
3. What roles have women and girls played in the conflict (as instigators, peacemakers, combatants, in support functions in armed groups including as cooks, porters or sexual slaves)?
4. What are the traditional roles of women and girls in their communities and have these changed during the conflict? Have international programmes impacted these roles, if at all?

### ***Political and Civil Affairs***

1. How has the political situation affected women and girls?
2. Are political decisions being made that adversely affect women or girls?
3. Are women involved in the country's peace negotiations and in what capacity? What scope is there for including women's views? Do women's organisations require capacity building to participate effectively?
4. Are women involved in decision-making structures at the local, regional and national levels? What is the percentage? What is the quality of women's participation? What barriers prevent women from meaningful participation and involvement in decision-making?
5. What women's organisations and networks exist at the local, regional and national levels? What key issues are they working on? Do they engage with political processes? If so, on what issues? Do leadership training and capacity building programmes for women's organisations exist?
6. What is the extent and quality of women's involvement in key advocacy and interest groups (e.g. labour unions, professional associations, etc.)?
7. Are women and men equally involved in the planning for elections (e.g. on the boards of electoral commissions, in UN activities in support of the electoral process, in decisions on composition of party lists or choice of election candidates)?
8. Do women and men have an equal opportunity to register to vote, to cast their votes and to run for office in elections?

9. Are a certain percentage of seats earmarked for women?
10. Do women candidates in local and national elections have capacity building opportunities?
11. Are there provisions for voter education specifically targeted at women?

### ***Protection of Civilians***

1. How have women and girls been affected by the conflict and/or by displacement? What has been the impact of specific events such as the destruction of health care systems, separation of families, etc.?
2. How do gender norms, roles and dynamics shape the vulnerabilities of women and girls to violence? Do these norms, roles and dynamics affect how women and girl civilians are targeted? What are the basic needs (e.g., food, health, shelter, water and sanitation, education) of women and girls in the displaced and host populations?
3. What are the different coping mechanisms currently used by women and girls? What resources and support structures are these groups utilising and are they sustainable?
4. Are women equally involved in planning and implementing protection programmes?
5. Do women and girls have access to early warning systems? Are they actively contributing to reporting? What barriers to participation might they be facing?

### ***Disarmament, Demobilisation and Reintegration (DDR)***

1. How many women are in and associated with the armed forces and groups? What roles have they played? How many girls are in and associated with the armed forces and armed groups, and what distinct roles have they played?
2. Who is demobilised and who is retained as part of the restructured force? Do women and men have the same right to choose to be demobilised or retained?
3. Is there sustainable funding to ensure the long-term success of the DDR process? Are special funds allocated to women and girls, and if not, what measures are in place to ensure that their needs will receive proper attention?<sup>1</sup>
4. Are local, regional and national women's organisations supporting reintegration efforts? Are these organisations being trained to understand the needs and experiences of ex-combatants?
5. If cantonment is being planned, will there be separate and secure facilities for women and girls?<sup>2</sup> Will fuel, food and water be provided so they do not have to leave the security of the site?
6. If a social security system exists, can women and girl ex-combatants easily access it? Is it specifically designed to meet their needs and to improve their skills?

7. Can the economy support the kind of training women might ask for during the demobilisation period? Have obstacles, such as narrow expectations of women's work, been considered? Will childcare be provided to ensure that women have equitable access to training opportunities?
8. Do training packages offered to women reflect local gender norms and gender-appropriate behaviour or does training attempt to change these norms? Does this benefit or hinder women's economic independence?

### ***Human Rights***

1. How do human rights violations affect women, and how do they affect girls? What are the root causes? Are women and girls more exposed to specific types of human rights violations?
2. What were the forms of pre-existing discrimination in law and in practice against women and girls (e.g. restrictions in the exercise of the right to freedom, right to education, right to health, rights related to inheritance)? What is the current situation?
3. Are human rights in the private sphere monitored (e.g., harmful practices, gender-related killings)? What type of violations affect most women and girls? Is the State fulfilling its obligation to exercise due diligence in preventing, investigating, punishing and redressing violations of these rights committed by private actors?
4. Do women have access to available protection measures and remedies?
5. What are the coping mechanisms used by women and girls and by their families and communities to protect them?
6. Are measures being taken in-country to address human rights violations adapted to the specific needs of women and girls?
7. What laws and practices discriminate against women and girls, for example, with respect to nationality, inheritance or access to sexual and reproductive health? If there is legislation in place protecting women's rights, is it in line with international human rights standards? Is it being implemented?
8. What are the current laws and practices (including customary practices) relating to different forms of SGBV (e.g. domestic violence, sex trafficking)?
9. What are women's organisations, professional associations, national machineries, etc. doing in the human rights space? How are they being engaged by mission personnel?

### ***Legal and Judicial System***

1. In which legal system are women and girls typically participants? Can women and girls choose whether they utilise a formal or customary legal system? What is the role and involvement of women in traditional justice mechanisms?
2. How are women and girls treated compared to men and boys during judicial proceedings? Do women victims and witnesses have sufficient protection?
3. Do women from minority or marginalised groups have access to free legal aid?

4. What percentage of legal professionals and corrections staff are women (by grade and category)? Is the representation of women corrections personnel proportionate to the number of women prisoners? Are there limitations to the roles that women perform? What obstacles limit the participation of women at various levels in the legal profession?

## **Police**

1. What percentage of law enforcement staff are women (by grade and category)? Are women police officers involved in all operational aspects of the police work or limited to administrative functions only? Are measures in place to actively increase the number of women in the security forces?
2. Do law enforcement service personnel receive training on gender awareness, sexual crimes, domestic violence and human rights?
3. Do women police officers have facilities to meet their specific needs (e.g., separate accommodation, hygiene facilities)? Is the working environment set up in a manner that is conducive to the needs of women police officers?
4. Are there specific provisions that allow women police officers to be assigned close to their home or, if married to police, to allow them to remain in the same location?
5. Are breaches of discipline by women and men police officers dealt with in the same manner?
6. What is the general/prevalent attitude of men police officers towards women police officers?
7. What is the general/prevalent attitude of the current police leadership towards women police officers?
8. Do women police officers identify any barriers to their full participation in the police force? If so, what are these barriers (economic, social, cultural, educational, etc.)?
9. What are the main crimes committed against women and girls within the home as well as outside of the home?
10. What cultural or other barriers may discourage women and girls from reporting crimes?
11. Do police have established protocols, specialised personnel and units (e.g. a 'crimes against women cell' or 'family support units') for dealing with sexual crimes and domestic violence? Are these police cells or units staffed by women police officers?
12. Are there separate police holding cells for women? Have feminine hygiene needs been addressed where women are kept in holding cells? What specific facilities and services are pregnant and nursing mothers provided with in detention? Are women detainees supervised and searched by women officers and staff?
13. What services are available to the police who wish to refer women victims of crime (e.g. traditional mechanisms and non-traditional ones such as shelters)? What family counselling services and equivalent traditional mechanisms are available?
14. What traditional or non-traditional services (e.g. women's help lines) are available to women and children that facilitate their reporting of crimes, especially crimes of a sexual nature?

## **Corrections**

1. What percentage of corrections staff are women? Is the representation of women on staff proportionate to the number of women prisoners?
2. Are there any limitations to the correctional roles women perform (i.e. do they work with male prisoners or in high security environments, do they have access to the same employment opportunities as men)? Are women represented in management and specialist areas of work?
3. Do women have separate prisons and/or accommodation blocks? Are women prisoners supervised and searched by women officers and staff?
4. What gender-specific health facilities and services (including psychiatric services) are provided for women prisoners? Have feminine hygiene needs been addressed for women prisoners? What specific facilities and services are provided for pregnant and nursing mothers in detention?
5. For what types of crimes are women typically in prison? Are these crimes linked to poverty or other sources of vulnerability?
6. Are there women in prison who have not been charged with any offence? Are there women in prison beyond the expiry of any legal warrant?
7. What is the typical duration of women prisoner's sentence? Is this similar to men's prison terms?
8. What is the age range of women in prison?
9. Are there children in prison? Where are girls under 18 years of age imprisoned?
10. What access to the community do women prisoners have, including access to families and non-resident children? Are there child care provisions in prisons and up to what age are they available?
11. To what extent are the UN Minimum Standards for the Treatment of Prisoners reflected in the management of women prisoners? Are women prisoners subject to sexual harassment, abuse or sexual exploitation by male prisoners or male staff? Is there a complaints procedure? How are women prisoners informed of it? How often do they utilise it?

## **Mine Action**

1. What is the impact of the potential presence of landmines on the daily lives of women and girls?
2. Is data disaggregated by age and sex collected on mine victims or survivors?
3. Who are the main caretakers for landmine survivors? Do the structures available nationally or locally for the emergency and long-term physical rehabilitation, vocational training, and psycho-social care of landmine survivors address the specific needs of women and girls?
4. What is the scope and nature of women's involvement in any ongoing advocacy activities to stigmatise the use of anti-personnel mines?

5. What is the scope and nature of women's involvement in any ongoing mine clearance activities? Do the impact assessments and priority-setting procedures for mine clearance activities take into account the specific needs of women and girls?
6. What is the scope and nature of women's involvement in any on-going mine-risk education activities? What percentages of women and girls targeted for mine risk education? Are different strategies being used to target mine risk education activities for women and girls?

### **Public Information**

1. How do women and girls access information? How does this differ at national, local and/or community levels? What is the most effective medium to disseminate messages to women and girls? What specific barriers may women and girls face in accessing information?
2. What is the number or percentage of women working in the media? What barriers exist that limit their recruitment, retention and promotion?
3. How are the different roles that women and girls play in conflict, and their different experiences of conflict, reflected in state or other media?
4. How are women and girls portrayed in public service messaging or other communications by the UN and NGOs? Is a gender perspective included in missions' strategic communications approach?
5. Are there partnerships with women's organisations, women's media networks, or national women's machinery, to integrate gender messaging into the missions' communication efforts? If not, how can they be engaged?

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<sup>1</sup> See related indicators on page 98.

<sup>2</sup> See related indicators on page 98.

# Chapter Six: Collecting and Utilising Data

## **This chapter introduces:**

- Gender and WPS data requirements
- The role of applying a gender lens to data
- Guidance for gender and WPS data collection, analysis and reporting

## **Gender and WPS Data Requirements**

### ***Normative Framework***

The WPS mandates require DPO personnel to provide regular reporting on gender equality and gender integration. [SCR 1325 \(2000\)](#) requests “the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peace operations and all other aspects relating to women and girls.”<sup>1</sup> [SCRs 1888 \(2009\)](#) and [1960 \(2010\)](#) call for reporting on sexual violence as well as steps taken to implement measure to protect civilians against sexual violence.<sup>2</sup> [SCR 1960 \(2010\)](#) recognises the role of women protection advisers in supporting those monitoring, analysis, and reporting arrangements.<sup>3</sup>

### ***DPO Policy***

One of the priority outcomes in the [2018 Gender Policy](#) is “strengthened managerial leadership and accountability on implementation of the gender equality and WPS mandates across DPKO and DFS.” The policy also notes that all reports of the Secretary-General (SG) to the Security Council on peacekeeping should reflect challenges and achievements to implementing gender equality and the WPS mandates.<sup>4</sup>

To fulfill the above, *all missions* are required to:

- Collect data and report on DPO’s 15 core WPS indicators, as per Code Cable 1597 (2018): Implementation of Women, Peace and Security Indicators in Peace Operations. Some missions will also choose to track the additional working elective indicators to help shed light on other important issues.<sup>5</sup> This work is critical to help track progress towards – or lack thereof – the implementation of the WPS mandates.
- Compile and analyse data for inclusion in:
  - The UN System-wide Action Plan for the Implementation of the CEB Policy on Gender Equality and the Empowerment of Women (UN SWAP);

- The annual SG’s Report on Women, Peace and Security.
- The SG’s progress reports on peace operations and other special and thematic reports to which they contribute. This should also include gender analysis.
- Provide gender analysis in oral briefings on the activities of peace operations.
- Ensure the situation of women and girls is not obscured in briefing materials, whether prepared by DPO for the SG and senior DPO management or by missions for the use of the Head of Mission and senior management.

*As appropriate, certain missions are required to:*

- Provide updates and analysis related to specific WPS elements, if required by the Security Council in their mission mandates.

## **The Role of Applying a Gender Lens on Data**

Regular reporting on gender provides DPO, the SG and Member States with an understanding of the conflict from women’s and girls’ perspectives as well as mission effectiveness in meeting the needs of local people. This supports more informed decision-making. It can also showcase best practice and examples of success as well as areas where barriers persist.

By applying a gender lens to data collection and analysis, DPO offices/units/sections will also increase their own understanding of how gender intersects with their work. Regular gender analysis builds internal capacity and reveals the linkages between gender and all aspects of peace operations.

Strategic communications efforts, including public awareness campaigns, will be also enhanced by gender specific statistics that make arguments more persuasive and bring stories about women and girls to life. *(For more on this issue, see Chapter 22 on Strategic Communications and Public Information).*

## **Guidance for Gender and WPS Data Collection, Analysis and Reporting**

The Gender Policy requires that peacekeeping reports always include gender analysis of relevant issues supported by qualitative and quantitative data with statistics disaggregated by sex and age. Gender should be integrated throughout reports as well as included in a dedicated section on gender equality and WPS mandates. Gender Advisers and Gender Focal Points at headquarters and in missions should provide technical support and coordination on gender analysis for reporting purposes.<sup>6</sup>

In addition to the WPS indicators, DPO personnel will be involved in data collection and should consider the following guidance to promote gender-sensitive data collection and reporting:

- Ensure data is collected in a rigorous and ethical manner. When interviewing women and girls, especially from marginalised and vulnerable groups, personnel should obtain their informed consent and not jeopardise their safety, privacy, confidentiality or health. When considering use of data from a secondary source,

the same standards apply. This is particularly critical in relation to SGBV/CRSV. C34 has noted that “approaches to data collection and reporting should adhere to safe and ethical practices and maintain the dignity of the victims at all times, as called for in the statement by the President of the Security Council of 23 February 2012.”<sup>7</sup>

- Take gender and power dynamics into account in the data collection process to eliminate research bias. Design a research plan to collect information from women of all ages and backgrounds, while being sensitive to their different needs and situations. (See guidance in Chapter 4 on Gender-Responsive Conflict Analysis.) Table 3 provides examples of how gender can be integrated into reports of functional components. (See Chapter 4 on Gender-Responsive Conflict Analysis and the annex of Chapter 5 on Planning for Missions for guiding questions for data collection and reporting.)
- Do not presuppose findings based on gender cultural norms. Data collection instruments, such as surveys or questionnaires, should not reflect gender bias. Similarly, analysis and reporting must be based on actual evidence – and ideally triangulated findings – not bias.

**Table 3 – Examples of Gender-Related Data Collection by Functional Components**

<b>Functional Component</b>	<b>Gender-Related Data Points</b>	<b>Rationale for Integrating Gender-Related Data Points</b>
<b>Political and Civil Affairs</b>	The extent and quality of women’s participation in peace and other political processes including affirmative action mechanisms that support, or barriers that prevent, their full and equal participation	Promotes better understanding of women’s roles in peacemaking and transitional and long-term governance institutions; identifies actions to promote women’s participation and representation
<b>Disarmament, Demobilisation and Reintegration (DDR)</b>	The number and roles of women and girls in armed forces and groups and how their involvement may impact their return and reintegration	Identifies the needs of women and girls involved with armed forces and groups
<b>Police</b>	The quality and extent of protection measures taken to address different forms of SGBV	Monitors progress of effective policing and re-establishing of the rule of law
<b>Protection of Civilians</b>	Differences in coping mechanisms and access to resources for women and girls, amongst the host population, the internally displaced and refugees	Informs decisions on basic services to be provided, duration of assistance and specific measures for vulnerable groups
<b>Human Rights</b>	Human rights violations affecting women and girls (nature and extent) and ongoing responses	Provides information on measures needed to address human rights violations and how to provide which services to survivors of violations

Other strategies for applying a gender and WPS lens to data collection include:

- Consider collecting qualitative and quantitative data to answer research questions. Qualitative data can be particularly useful with gender analysis as it provides insight beyond numbers.
- Consider whether digital/mobile-based data would help reach particularly marginalised groups of women and girls.
- Seek to verify data through triangulation (i.e. compare data to reports, surveys, etc. by other reliable entities or sources) to help reduce the likelihood of gender bias affecting findings.
- Always disaggregate data by gender and age and by as many other relevant categories as possible, which may include ethnicity, political affiliation, disability, displacement, religion, etc.

### **UNMISS: Rolling out the Gender Dashboard**

In 2018, UNMISS senior mission leadership took a thoughtful and methodical approach to ensuring the successful roll out of the new WPS core indicators and dashboard. Leadership issued an official memorandum to call for a briefing session for the directors of each division and chief of sections on the roll out of the Gender Dashboard and to assign roles and responsibilities for data collection and collation, identification of data sources and data entry. This was followed by the identification of data sources and establishment of data collection processes. Preparations then began for a technical-level workshop to learn, share experiences and scale-up best practices to ensure consistent and efficient collection of reliable data to generate an informative dashboard.

### **UNIFIL: Electronic Data Collection System**

UNIFIL worked to ensure that gender data was consistently integrated across the mission through the mission's common electronic data collection system. Called the Tracker Engagements Community (TEC), this GIS database has been developed by UNIFIL's GIS Section to allow for monitoring and reporting on gender related activities. TEC now records gender-related data including capturing all of the participation of women in South Lebanon in UNIFIL.

### ***WPS Indicators***

DPO's WPS indicators include six cross-cutting core indicators which should be submitted by all missions:<sup>8</sup>

- % of mission planning frameworks (this includes work plans, mission concept notes, section operational guidelines and RBBs) informed by a gender analysis and/or gender conflict analysis.

- % of unit work plans, including field offices, across the entire mission that include at least one goal that addresses gender-specific needs of the population.
- % and # of QIPS-funded activities targeting gender equality and/or WPS.
- % and # of mission-funded programmatic activities targeting gender equality and/or WPS.
- % of participants with gender expertise in strategic reviews and/or assessment missions undertaken the previous year.

## Sources

DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf)

Gender Resource Package for Peacekeeping Operations 2004, <https://www.un.org/ruleoflaw/files/Gender%20Resource%20Package.pdf>

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<sup>1</sup> SCR 1325 (2000), para. 17, <http://unscr.com/en/resolutions/doc/1325>.

<sup>2</sup> SCR 1888 (2009), para 10, 11, 25, <http://unscr.com/en/resolutions/doc/1888>; SCR 1960 (2010) para 7, 8.

<sup>3</sup> SCR 1960 (2010), para 10, <http://unscr.com/en/resolutions/doc/1960>.

<sup>4</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 28, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy\\_1.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy_1.pdf).

<sup>5</sup> See Annex for the 15 core indicators. Elective Indicators are still in working form and will be finalized end of 2019.

<sup>6</sup> DPKO/DFS Gender Policy, para. 28, 29.

<sup>7</sup> UN Report of the Special Committee on Peacekeeping Operations 2018 Substantive Session (New York, 12 February-9 March) A/72/19. Page 57 Para 258.





# Chapter Seven:

## Effective Partnerships and Coordination

### This chapter introduces:

- The normative and policy basis for gender-responsive partnerships and coordination
- How to promoting efficiency and expertise through gender responsive partnerships
- Guidance for integrating gender into partnerships and coordination

### The Normative and Policy Basis for Gender-Responsive Partnerships and Coordination

#### *Normative Framework*

Forging effective partnerships is vital for optimal delivery of peacekeeping mandates. The Secretary-General (SG) has consistently argued that sustaining peace requires closer strategic partnerships amongst UN agencies, national governments and other key stakeholders, such as regional organisations, international financial institutions, women's organisations and the private sector.<sup>1</sup>

#### *DPO Policy*

The **2018 Gender Policy** reiterates the importance of partnerships within the UN system as well as with civil society and women's organisations in the furtherance of gender equality and the WPS mandates.<sup>2</sup> As part of the reforms to the UN's peace and security architecture, DPO is increasing its partnership and coordination with DPPA and UN Women.

### Promoting Efficiency and Expertise through Gender-responsive Partnerships

Local women's organisations are typically overlooked as partners and yet hold great strategic potential. Their gender expertise and familiarity with local gender perspectives can help strengthen and guide DPO's programmes to ensure relevance to the local population. Partnerships are also an opportunity for DPO to educate civil society and local actors on the role and mandate of peacekeeping personnel.

Other UN entities may also have effective systems and strategies for promoting gender equality and WPS that could be applied to and strengthen peace operations.

## Guidance for Integrating Gender into Partnerships and Coordination

### *Potential UN and External Partners*

Besides DPPA and UN Women, peace operations work closely with other **UN agencies** to set up task forces, coordinate gender activities and share information.

The Gender Policy calls for strengthened engagement with **civil society, and women's organisations** in particular. These organisations not only mobilised and led advocacy movements that helped establish the WPS mandates, they deliver vital services, can reach marginalised groups and serve as critical stakeholders and representatives of local populations. They can advise DPO on how to design and implement effective, locally relevant gender equality and WPS programmes. Participation of local women's organisations in DPO programmes itself contributes towards the WPS mandates.

**National counterparts**, such as the legislature, justice and security institutions, and national women's machinery, can also help to guide DPO programming and serve as implementing partners, particularly where government institutions are the primary beneficiary (e.g. creating mechanisms for women's participation in peace and/or political processes).

**Multi-lateral agencies**, such as the World Bank, and regional organisations, including the African Union (AU), have policies and targets on gender equality and WPS. Some have time-bound action plans to implement SCR 1325, which complement the work of peace operations. DPO has both formal and informal mechanisms in place to work with these entities.

### *Examples of Partnerships and Coordination Mechanisms*

Partnerships and coordination mechanisms can take a variety of forms depending on the context, resources available, capacity and expertise of potential partners, etc. Illustrative approaches and examples relevant to gender equality and the WPS mandates include:

- **Formation of a Gender Working Group:** Some multidimensional missions have established Gender Thematic Working Groups to coordinate, plan and monitor implementation of the WPS mandates. This includes coordination of work in specific functional areas (e.g., prevention of SGBV) or broader gender integration in host country policies, SOPs, programmes and activities.
- **Joint programmes and activities:** Collaborative work can be short- or long- term and may cut across functional components, such as fact-finding reports, programmes that support one or more of the four WPS pillars or advocacy to the host government on WPS-related issues. Programmes can engage UN and/or external partners.

### **UNAMID: Advocacy on SCR 1325 (2000)**

In 2017, UNAMID's Gender Unit worked with the Governor of North Darfur to issue a decree to reactivate the state committee on SCR 1325. This helped to complete the establishment of state committees on SCR 1325 in all of the five states of Darfur. These committees have made a significant impact through advocacy on WPS and the implementation of WPS efforts at the state level. The committees are also a clear demonstration of local ownership of the WPS agenda through the State Ministry of Social Affairs.

### **UNFICYP: Supporting Women's Civil Society Participation in Peace Processes**

In 2018, UNFICYP supported 16 inter-communal initiatives, involving over 500 participants, led by women's civil society organisations and informal women's groups to strengthen women's participation at all stages of the Cyprus peace process and to increase their involvement in post-conflict strategies. The Mission provided financial support for eight of these initiatives. UNFICYP also strategically targeted outreach efforts to broaden the inclusion of women's perspectives from across the island on issues related to peace and security.

#### ***Guiding Questions for Gender-Responsive Partnerships and Coordination***

- Who (UN and non-UN) has relevant gender knowledge or expertise that would complement and strengthen DPO's existing gender capacity? Why are partners necessary for this gender equality/WPS programme? What comparative advantage would they bring that DPO would benefit from?
- What gender power dynamics exist when working with external partners (e.g. government, women's organisations)? Is the partnership participatory and inclusive? Ideally, local partners should be able to advise and guide the programme and relationship based on their knowledge and perspectives of the local context.

#### **Sources**

DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf)

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<sup>1</sup> Report of the Secretary-General on Peacebuilding and Sustaining Peace, 18 January 2018, para. 6, <https://reliefweb.int/sites/reliefweb.int/files/resources/SG%20report%20on%20peacebuilding%20and%20sustaining%20peace.As%20issued.A-72-707-S-2018-43.E.pdf>.

<sup>2</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 30-33, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

## **PART THREE**

# **Technical Areas and Functional Components Implementing Gender Equality and the WPS Mandates**

# Chapter Eight: Political Affairs

## This chapter introduces:

- Political affairs, gender equality and the WPS mandates
- Improving peace process outcomes and durability with gender equality and the WPS mandates
- Guidance for integrating gender into political affairs
- Guidance for integrating gender into electoral processes

## Political Affairs, Gender Equality and the WPS Mandates

### *Normative Framework*

Women's political participation and the responsiveness of political and governance institutions to women's rights, needs and priorities is central to the WPS mandates. [SCRs 1325 \(2000\)](#), [1820 \(2008\)](#), [1889 \(2009\)](#), [2122 \(2013\)](#), [2242 \(2015\)](#) and [2493 \(2019\)](#), six of the ten SCRs on WPS, call for increased representation of women at all decision-making levels in national, regional and international institutions and in the prevention, management and resolution of conflict.<sup>1</sup> SCR 1325 (2000) also encourages the adoption of a gender perspective when negotiating and implementing peace agreements.<sup>2</sup>

Women's participation in political processes is a human right and their specific involvement in peacebuilding and political processes in conflict settings is enshrined in [CEDAW General Recommendation 30 on Women in Conflict Prevention, Conflict and Post-Conflict Situations](#).

### *DPO Policy*

The [2018 Gender Policy](#) emphasises women's full and equal participation in national dialogues, peace processes and all political and electoral processes.<sup>3</sup> The Policy requires DPO personnel to prioritise:

- Advocating for and supporting initiatives that promote equal opportunities for women to participate in all aspects of elections, from running as candidates to being election officials.
- Supporting public administration institutions to draw attention to the specific priorities of women and to facilitate the inclusion of women's rights in national and local governance structures.

- Promoting the development of gender-responsive laws and reform of laws that discriminate against women or impede protection of women's and girls' rights.
- Ensuring the active and equal participation of women and specific inclusion of gender equality and WPS principles in the process and delivery of peace negotiations.<sup>4</sup>

## Improving Peace Process Outcomes and Durability with Gender Equality and the WPS Mandates

Research shows that peace processes are more effective, and their outcomes more durable and long lasting, when women are meaningfully involved. When women participate in peace talks, an agreement is more likely to be reached and that agreement is 35 percent more likely to last at least 15 years.<sup>5</sup> In numerous settings, women have demonstrated their ability to effectively promote dialogue and build trust between negotiating parties. Women have also proved adept at bridging divides and mobilising local and national coalitions that cross ethnic, religious, political and other divides that drive conflict.

The added value of women's participation applies not only to peace processes, their presence strengthens other political processes as well as governance institutions. Analysis shows that women advocate for different issues than their male counterparts, seek to make processes more inclusive and broaden the scope of issues addressed to include humanitarian needs related to the underlying causes of conflict.<sup>6</sup>

## Guidance for Integrating Gender into Political Affairs

DPO personnel can support women's participation in peace processes and governance through measures such as:<sup>7</sup>

- Capacity building for women seeking to participate in peace processes and the civil administration after the departure of the peace operation.
- Supporting women's representatives who have clear ties to a constituency, rather than links to a political elite.
- Organising women's representatives into a broad-based coalition and helping women's coalitions define an agenda and lobby for its inclusion in the peace process.
- Encouraging the adoption of quotas or reserved seats for women in existing political bodies, including gender-balanced negotiator, facilitator and mediator teams.
- Allocating financial and human resources for integrating gender into an administration at all levels (e.g., appointment of gender experts in line ministries) and projects that specifically target women and girls (e.g., training of women for employment in public service).
- Ensuring the collection and analysis of sex-disaggregated data and its use in policy dialogues and advocacy.
- Facilitating the participation of women and women's representatives in all types of reform (e.g., legislative reform) and national development planning exercises.

- Creating mechanisms for consultation between local government and women's representatives.

### **MONUSCO: Promoting Women's Participation in Elections**

In 2017, the MONUSCO Gender Affairs Section trained civil society organisations to promote women's political participation in electoral processes. A total of 103 professionals (70 women and 33 men) from news and media organisations were trained to disseminate election-related information to women, promote women's political participation, and mitigate electoral violence. In Tshikapa, Radio Okapi Kananga provided air time daily to senior women and other influential figures discussing the importance of women's political participation. The Gender Affairs Section also worked closely with the Independent National Electoral Commission to increase women's engagement in all aspects of the election and provided coaching and mentoring to a selected group of young women leaders on violence prevention and women's political participation.

### **MINUSCA: Supporting Women's Participation in Peace Processes**

MINUSCA, UNDP and UN Women engaged with women leaders to ensure their active participation in the African Union led Central African Republic (CAR) peace initiative. Information seminars were organised for women and girls who could then share their views as well as grievances related to the socio-political context in CAR. The seminars also helped strengthen civil society inclusion in the talks and paved the way for increasing civil society's lobbying capacity. Through the Peacebuilding Fund, MINUSCA, UNDP and UN Women provided financial and technical support to four women's organisations in CAR to undertake consultation workshops in Bambari, Bangassou, Berberati, Birao, Bossangoa, Kaga-Bandoro, Ndele and Sibut in September 2018.

## **Guidance for Integrating Gender into Electoral Processes**

### ***UN Policy***

The UN's 2013 Policy Directive *Promoting women's electoral and political participation through UN electoral assistance* applies to all UN personnel engaged with electoral processes and highlights the criticality of ensuring that all electoral processes and systems support women's full, meaningful and equal participation as a basic human right.

[CEDAW General Recommendation 25 on Temporary Special Measures](#) (TSMs) provides guidance on the adoption of TSMs to accelerate the structural, social and cultural changes necessary to correct past and current forms of discrimination against women.

As noted above, peace operations are often called upon to provide support to ensure women's full participation in electoral processes. Personnel therefore should be adept in supporting national authorities to conduct gender political analysis and identify legal, cultural and practical barriers to women's participation and representation as well as to identify opportunities to overcome these and to advance women's participation.

With gender responsive political information and analysis to hand, personnel should:

- Assist national authorities to ensure all their legal, regulatory and procedural electoral frameworks are gender responsive and barriers to women, such as family voting or hard to access voter registration sites, are removed.
- Support political parties' development of women's wings and pursue cross-party networks or caucuses of women.
- Ensure representatives from women's organisations are accredited as domestic elections observers.
- Assist in the establishment of TSMs, including quotas, to accelerate the equal participation of women as candidates for election.
- Establish strategies to prevent and respond to election related violence targeting women, which aims to intimidate them and deter them from participating in the electoral process.
- Provide capacity building support to women candidates and elected representatives to empower them and provide them with practical strategies to enhance their ability to meaningfully participate and take on leadership roles in government.

As per the Secretary General's Report on Women's Participation in Peacebuilding, recommendations on implementing TSMs should only follow a rigorous assessment of the potential value of various types of TSMs within the local context, including consideration of possible unintended adverse effects. A clear rationale and implementation, monitoring and assessment plan and timeline should accompany the recommended establishment of any TSM.

### *WPS Indicators*

DPO's core WPS Indicators for Peace Operations should be used to measure the results and impact of political affairs-related activities:<sup>8</sup>

- % of women in elective political positions across the area of responsibility (AOR). (Possible data source: SAGE).
- % of women participating in peace negotiations in the (a) overall AOR and the (b) local level.
- # and % of women in ministerial positions.

There are also working elective indicators intended for selective use as applicable to each mission mandate:

- # and % of international human rights instruments ratified by the host government that include gender considerations.
- # and % of national laws that are implemented and enforced in line with international child rights standards and treaties.
- # and % of national laws that are implemented and enforced which promote the participation of women in public life?

- # national policies or action plans that specifically target increasing women's involvement in state institutions via election, quota, or other process.
- % disputes referred by women victims to dispute resolution mechanisms (traditional/informal or institutionalised/formal) which are addressed and settled, peacefully or otherwise settled.
- # of women in a formal observer of consultative status at the beginning and the end of peace negotiations. (WPS indicator)
- # and % of PAD and Civil Affairs outreach activities that mainstream gender issues.
- Representatives of women's and civil society organisations included in the governance and leadership of human rights bodies. (y/n) (WPS indicator)
- Reflection of Gender Adviser/Focal Point on the level of participation of women in formal peace negotiations (narrative response).
- # of concerns, needs, and alerts brought forward by Local Protection Committee members on behalf of women in the community.
- # of conflict prevention initiatives designed with active (meaning: women are participating in leadership roles, speaking up) participation of women CSOs.
- % and # of women present in parliament or on electoral lists.

In addition, a "reach indicator" is encouraged but only as financial, staff time and security constraints allow:

- Reflection of Gender Adviser/Focal Point on the level of participation of women in formal peace negotiations (narrative response).

### *Guiding Questions for Gender-Responsive Political Affairs*

- How has the political situation affected women and men differently? Are political decisions being made that adversely affect women or girls? How so?
- Are women involved in the country's peace negotiations and in what capacity? What scope is there for including women's views? Do women's organisations require capacity building to participate effectively?
- Are women involved in decision-making structures at the national level? What is the percentage and quality of women's participation? What barriers prevent women from meaningful participation and involvement in decision-making?
- What women's organisations and networks exist at the national level? What key issues are they working on? Do they engage with political processes? If so, on what issues? Do leadership training and capacity-building programmes for women's organisations exist?
- Are women and men equally involved in the planning for elections (e.g., in electoral commissions, political parties)?
- Do women and men have an equal opportunity to register to vote, to cast their votes and to run for office in elections?

- Are a certain percentage of seats earmarked for women?
- Do women candidates equally benefit from political parties fundraising activities? Where public funding mechanisms exist can financial incentives be established to encourage political parties to reach gender parity on party candidate rosters?
- Are there provisions for voter education specifically targeted at women? Do women candidates in national elections have capacity building opportunities?

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<sup>1</sup> SCR 1325 (2000), para. 1, <http://unscr.com/en/resolutions/doc/1325>; SCR 1820 (2008), para. 12, <http://unscr.com/en/resolutions/doc/1820>; SCR 1889 (2009), para. 1, 6, 10, 11, 15, <http://unscr.com/en/resolutions/doc/1889>; SCR 2122 (2013), para. 7, <http://unscr.com/en/resolutions/doc/2122>; SCR 2242 (2015), para. 10, <http://unscr.com/en/resolutions/doc/2242>.

<sup>2</sup> SCR 1325 (2000), para. 8.

<sup>3</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para 34 -37, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

<sup>4</sup> Ibid.

<sup>5</sup> Marie O'Reilly, *Why Women? Inclusive Security and Peaceful Societies* (Washington, DC: Inclusive Security, 2015), 6, <https://www.inclusivesecurity.org/wp-content/uploads/2017/06/Why-Women-Report-2017.pdf>.

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<sup>7</sup> See DPPA's *Guidance on Gender and Inclusive Mediation Strategies* (<https://peacemaker.un.org/sites/peacemaker.un.org/files/1.%20English%20-GIMS.pdf>) presents a wide range of activities and approaches for integrating gender (and inclusion more broadly) into mediation preparation, process design, and peace agreement implementation. It is also a valuable reference on gender-relevant language for peace agreements, which builds on DPA's 2012 resource for mediators on *Addressing CRSV in Ceasefire and Peace Agreements* ([https://peacemaker.un.org/sites/peacemaker.un.org/files/GuidanceAdressingConflictRelatedSexualViolence\\_UNDPA%28english%29\\_1.pdf](https://peacemaker.un.org/sites/peacemaker.un.org/files/GuidanceAdressingConflictRelatedSexualViolence_UNDPA%28english%29_1.pdf)). For additional recommendations on the use of gender-inclusive terminology and inclusion of quotas or other gender parity mechanisms in peace agreements, see Centre for Humanitarian Dialogue, *From Clause to Effect: Including Women's Rights and Gender in Peace Agreements* the (<https://www.hdcentre.org/wp-content/uploads/2016/07/24ClauseReportwebFINAL-December-2012.pdf>), pages 20-22.

<sup>8</sup> For additional information, see DPO's *Compendium of Women, Peace and Security Indicators*. Elective indicators will be finalized by the end of 2019.



# Chapter Nine:

## Civil Affairs

### This chapter introduces:

- The WPS mandates and gender policies for civil affairs
- Benefits of gender-responsiveness civil affairs work
- Guidance for integrating gender equality and the WPS mandates into civil affairs

## The WPS Mandates and Gender Policies for Civil Affairs

### *Normative Framework*

SCRs 1325 (2000), 1820 (2008), 1889 (2009), 2122 (2013), 2242 (2015) and 2493 (2019) call for increased representation of women at all decision-making levels and in the prevention, management and resolution of conflict.<sup>1</sup> While high-level, national processes are emphasised, the importance of local governance institutions and peace processes, as well as the localisation of peace agreements, is also noted.

### *DPO Policies*

The [2018 Gender Policy](#) echoes this emphasis on women's full and equal participation and specifically highlights the importance of ensuring the inclusion of women's equal rights in the reconstruction and reform of local governance structures.<sup>2</sup> The DPKO/DFS Policy Directive on Civil Affairs also recognises women's organisations as a major national partner in addition to national and local authorities, traditional leaders and other civil society groups.<sup>3</sup>

## Benefits of Gender-Responsive Civil Affairs

Gender equality is a guiding principle for civil affairs. It recognises how local dynamics, including gender power dynamics, shape the needs, concerns and participation of specific constituencies. A nuanced understanding of local dynamics sets the stage for more effective civil affairs programmes. Failure to consider the local cultural context can result in ineffective or irrelevant interventions and may damage relations with local authorities and communities. The absence of women's perspectives and voices in decision-making councils can also have a negative effect on prospects for peace.<sup>4</sup>

Civil affairs represents a powerful opportunity to promote gender equality and inclusiveness in local governance and administration. This work is vital as women's empowerment and gender equality are key indicators of peace and stability. Statistical

analysis has shown that when women are more empowered, countries are less likely to experience crime, violence and civil war.<sup>5</sup>

## **Guidance for Integrating Gender Equality and the WPS Mandates into Civil Affairs**

### ***Information Gathering and Reporting<sup>6</sup>***

To ensure gender perspectives are sufficiently integrated into information gathering and reporting processes, personnel should apply guidance from Chapter 4 – Gender-Responsive Conflict Analysis and Chapter 6 – Collecting and Utilising Data.

### ***Project planning and Implementation***

Gender perspectives should be integrated into every stage of project planning (including Quick Impact Projects), from seeking partnerships to implementation, using the following strategies and practices. In every case where women, girls and their perspectives are included, personnel should strive to engage women and girls from diverse constituencies, since factors like religion, ethnicity, class and geographic location can shape and inform their experiences.

- Include women's and girls' perspectives in the planning process. Gender integration in the planning process is vital to gender integration overall. Women and girls can help to ensure that programmes and activities are accessible to women and girl participants and that substantive content takes into consideration women's and girls' needs, perspectives and experiences.
- Include women as participants, leaders and decision-makers. Women and women's organisations should be invited to participate in convenings, dialogue sessions and fora for improving communication and accountability between government officials and their constituents. Programmes must also seek to mitigate the gendered barriers that prevent or minimise women's participation (e.g. child care, security, transportation options, social norms).
- Ensure women's participation is meaningful and effective. Women's participation is frequently tokenised and their perspectives not taken seriously. Women's priorities are often labelled as secondary to issues like governance and security, even when their priorities are directly linked to those outcomes.
- Seek out women's organisations as partners. Women's organisations often have strong networks and long histories of work at local levels. They can bring unique perspectives and help to navigate some of the gendered challenges that women face. Women's organisations should be included in all programming (e.g. negotiations on humanitarian corridors), not just 'women's programming' (e.g. provision of girls' education).
- Build the gender capacity and priorities of local officials and other partners. Civil affairs can demonstrate the value of gender integration in leading by example with these practices as well as incorporating gender perspectives into capacity building programmes.

### **MONUSCO: Increasing Women's Participation in Local Institutions**

In 2017, the MONUSCO Gender Affairs Section in partnership with Civil Affairs Section, sought to increase women's involvement and participation to 30% in Local Protection Committees (LPC) and the Community Alert Networks (CAN), which are key mechanisms for civilian protection and the prevention of violence at the grassroots level. In November 2017, women made up of 25% of LPC members, but by September 2018 women represented 42% of LPC participants. Previously, women were only sporadically and symbolically invited to LPCs and CANs, but the discussions held there are critical to identifying security needs and developing mitigation strategies. The increase of trained women in these networks ensures that responses cater to everyone- women, men, boys and girls.

MONUSCO also launched a capacity building programme for promoting women's effective participation and involvement in protection mechanisms and for mitigating electoral violence. In June 2018, 473 members of 34 LPCs and CANs, including 164 women and 309 men, were trained in Bunia, Bukavu, and Goma territories. The training of women directly impacted the quality of the alerts provided by CANs. In Pinga (North Kivu), women provided up to 60% of the tangible security alerts, which enabled the Force and security partners to better target their patrols and responses.

### **MINUSCA: Strengthening Women as Local Peace Actors**

MINUSCA trained 60 women leaders on mediation, negotiation and a culture of peace to facilitate their involvement in the implementation of the 2017 Rome Peace Agreement. The women leaders strengthened solidarity amongst themselves and developed a common work plan to promote peace and national reconciliation in CAR. They went on to advocate with armed groups for a cessation of hostilities, the protection of the civilians and adherence to the national DDR program.

MINUSCA lobbied for the inclusion of women as meaningful participants in the Africa Initiative for Peace and Reconciliation in CAR. It also authorised all regional offices to ensure the effective mobilisation and involvement of women in the consultation phase at the local level. During the consultations, women displayed their ability to contribute substantively to the design of peaceful solutions. While the armed groups used the exchanges to defend their own interests, the women highlighted the poor security situation and need for stability to promote social cohesion.

## ***WPS Indicators***

DPO has developed a set of indicators for the WPS mandate to measure the results and impact of civil affairs-specific mission mandate elements.<sup>7</sup>

**Core indicator** (to be deployed across all missions)

- % of women in elective political positions across the area of responsibility (AOR). (Possible data source: SAGE)

**Working Elective indicators** (intended for selective use as applicable to each mission mandate)

- % disputes referred by women victims to dispute resolution mechanisms (traditional/informal or institutionalised/formal) which are addressed and settled, peacefully or otherwise settled.
- # and % of PAD and Civil Affairs outreach activities that mainstream gender issues.
- Representatives of women's organisations included in the governance and leadership of human rights bodies. (y/n) (WPS indicator)
- # of concerns, needs and alerts brought forward by Local Protection Committee members on behalf of women in the community.
- # of conflict prevention initiatives designed with active (meaning: women are participating in leadership roles, speaking up) participation of women CSOs.

## ***Guiding Questions for Gender-Responsive Civil Affairs***

- How has the local political situation affected women? Are political decisions being made that adversely affect women or girls?
- How are women and girls included in local engagement and data collection work? Are women represented among key local stakeholders?
- Do information campaigns or public discussions (e.g., town hall meetings) promote women's and girls' participation? How are barriers to their participation addressed?
- Are women involved in local peace dialogues or local implementation of peace agreements and in what capacity? What scope is there for including women's views? Do women's organisations have the capacity to participate effectively?
- Are women involved in decision-making structures at the local and regional levels? What is the percentage? What is the quality of women's participation? What barriers prevent women meaningfully participating?
- What women's organisations and networks exist at the local and regional levels? Are these organisations regularly included in civil society programming?

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<sup>1</sup> SCR 1325 (2000), para. 1, <http://unscr.com/en/resolutions/doc/1325>; SCR 1820 (2008), para. 12, <http://unscr.com/en/resolutions/doc/1820>; SCR 1889 (2009), para. 1, 6, 10, 11, 15, <http://unscr.com/en/resolutions/doc/1889>; SCR 2122 (2013), para. 7, <http://unscr.com/en/resolutions/doc/2122>; SCR 2242 (2015), para. 10, <http://unscr.com/en/resolutions/doc/2242>.

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<sup>3</sup> DPKO/DFS Policy Directive on Civil Affairs, April 2008, pg. 17, add link.

<sup>4</sup> Valerie Hudson, Bonnie Ballif-Spanvill, Mary Caprioli, and Chad F. Emmett, *Sex and World Peace* (New York: Columbia University Press, 2012).

<sup>5</sup> Ibid.

<sup>6</sup> See the DPO Civil Affairs Handbook ([https://peacekeeping.un.org/sites/default/files/civil\\_affairs\\_handbook.pdf](https://peacekeeping.un.org/sites/default/files/civil_affairs_handbook.pdf)) for additional tips on integrating gender into conflict analysis (Chapter 8) and consultations and information gathering (Chapter 9). The Handbook also includes guiding questions that can be a useful starting point for examining the social structures, dynamics and cultural practices, as a first step to mainstreaming diversity and gender issues and promoting cultural sensitivity (see page 62).

<sup>7</sup> For additional information, see DPO's Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.







# Chapter Ten:

## Protection of Civilians (POC)

### This chapter introduces:

- Protection of Civilians (POC), gender equality and the WPS mandates
- Gender integration and more effective protection
- Guidance for gender-responsive POC

### Protection of Civilians (POC), Gender Equality and the WPS Mandates

#### *Normative Framework*

Peace operations are required, under the POC mandate, to “protect civilians, particularly those under imminent threat of physical violence.”<sup>1</sup> In many mission settings, effective implementation of the POC mandate is key to creating a secure and stable environment. Several SCRs on POC feature directives on gender integration, which highlight the need for specific protection provisions for women and specialised gender training.<sup>2</sup> The WPS [SCRs 1325 \(2000\)](#), [2242 \(2015\)](#) and [2493 \(2019\)](#) reiterate the need for peace operations to integrate women’s needs and gender perspectives into their work, while [SCR 2122 \(2013\)](#) specifically calls on missions to address the security threats and protection challenges faced by women and girls in conflict and post-conflict settings.<sup>3</sup>

#### *DPO Policies*

Gender integration is a guiding principle of the [2015 Policy on POC in United Nations Peacekeeping](#) and the [Guidelines on the Role of United Nations Police in POC](#).<sup>4</sup> The [2018 Gender Policy](#) prioritises gender integration in all aspects of POC. It notes the need for holistic gender and protection analysis that identifies the specific capabilities, roles, responsibilities, risks and vulnerabilities of women, as women and girls are the main targets of CRSV. The Policy also calls on POC stakeholders to ensure women’s full participation in all decision-making processes.<sup>5</sup>

### Gender Integration and More Effective Protection

Because the POC mandate extends to all civilians in the local population, peacekeeping personnel must have a nuanced understanding of the full range of threats in order to adequately respond to them. This includes recognising how gender shapes individuals’ vulnerability, their capacities to respond to threats and the type of threats they face. An inclusive approach to information gathering and analysis can help to broaden this contextual understanding and facilitate more responsive and effective interventions.

A gendered approach also means recognising women's and girls' varied roles in peace and conflict. Women and girls can be a driving force for violence, whether as active supporters or perpetrators of violence. They also play critical roles in de-escalating conflict and promoting security and stability. Without taking gender into consideration, POC activities may overlook certain forces underlying or driving threats as well as valuable resources for strengthening local protection mechanisms.

## Guidance for Gender-Responsive POC

Implementing the WPS mandates is a priority across all POC plans, policies, activities, analysis and reports. General gender integration guidance for all POC activities includes:

- **Ensure situational awareness contains a nuanced understanding of gender.** A gender perspective exposes differences in status and power and how these shape women's and girls' immediate needs. Threats to women and girls are often less visible but can impact the conflict as a whole. Direct engagement with local people, including women and girls, is the most effective way to strengthen situational awareness. *(For additional guidance, see Chapter 4 – Gender-Responsive Conflict Analysis.)*
- **Prioritise women's meaningful participation in all programmes, not just 'gender' programmes, from planning through to implementation.** Often engagement with women is tokenistic and fails to recognise the valuable contextual knowledge that women offer.
- **Address women's and girls' protection issues beyond CRSV.** Women and girls face protection risks that extend well beyond sexual violence, such as threats and attacks against women political leaders, media personnel and human rights defenders, abduction and forced marriage and enforcement of dress codes and restrictions of movement.
- **Gender integration is the responsibility of all peacekeeping personnel, not just women personnel.** Women peacekeepers are not the only conduit for engaging with local women, nor are they primarily responsible for supporting gender integration. The WPS mandates are the responsibility of everyone, in the same way that the POC mandate applies to all personnel.

Gender integration does not necessarily require new programmes or approaches, much can be easily incorporated into existing POC efforts. The following are strategies for each of the three POC tiers:<sup>6</sup>

### Tier 1: Protection through Dialogue and Engagement

- Strengthen women's involvement in mediation, dialogue and conflict resolution, as mediators, delegates in negotiating parties, etc. *(See Chapter 8 – Political Affairs and Chapter 9 – Civil Affairs for additional guidance.)*
- Bolster women's participation in early warning processes. Women can be valuable partners for early warning centres. Other measures, such as dial-in radio programmes for women to report threats and ensure the community is informed of risks can help foster women's active participation and benefit the whole community.

- Undertake public information campaigns to promote women's rights and help strengthen the capacity of state and civil society in promoting gender equality and women's rights, for example a sensitisation campaigns on the protection issues women frequently face and strategies to decrease their likelihood of occurrence.
- Engage with women and women's organisations to understand what protection issues women face in a given context. When local male authority figures speak on behalf of their communities, they often fail to address women's priorities. Women may be reluctant to share their perspectives in mixed settings, especially if they are not normally expected to share their opinions publicly.

## Tier 2: Provision of Physical Protection

- Implement dedicated protection activities based on the needs of and risks faced by women and girls. Working with women and girls, including marginalised and vulnerable groups, will lead to a clear understanding of how threats are gendered and how to best design and implement effective protection mechanisms. Activities may include:
  - Creating safe spaces in camps for women and girls.
  - Tailoring protection activities to women's and girls' mobility patterns and economic activity (e.g., firewood, water-route or field and market patrols).
  - Providing a security umbrella for women's rights defenders and organisations working on women's rights or SGBV.
  - Establishing Joint Mission Analysis Centre perpetrator profiling systems that include patterns of attacks against women and girls and sex and age disaggregated tracking of civilian casualties.
- Consider how engagement and advocacy with women and girls and with potential perpetrators of violence can support efforts to prevent violence.

## Tier 3: Establishing a Protective Environment

- Support gender integration and women's participation and leadership in conflict prevention, conflict resolution and peacebuilding. Work across other functional components to ensure gender perspectives are addressed, for example, in the reintegration of ex-combatants (see *Chapter 18 – DDR*) as well as in the restoration of rule of law and accountability for victims (see *Chapter 20 – Justice and Corrections*) and supporting host government efforts towards women's inclusion in decision-making roles in post-conflict governance institutions (see *Chapter 8 – Political Affairs*).
- Ensure women's and girls' needs are addressed in creating the conditions conducive to the return, integration or resettlement of refugees and IDPs in coordination with national authorities and humanitarian partners.
- Build capacity of national authorities to promote and respect women's rights and prevent and respond to SGBV.

Gender must further be integrated along the four POC operational phases-prevention, pre-emption, response and consolidation-to eliminate a threat or mitigate the risk to civilians including women.

### **UNMISS: Women's Perspectives on IDP Return and Resettlement**

In February 2019, the UNMISS Gender Affairs Unit organised a focus group discussion with 29 women IDPs at POC 1. The discussion solicited the views of women IDPs on the implementation of the Revitalized Agreement of Resolution of the Conflict on South Sudan (R-ARCSS) and the planned return and reintegration of IDPs in their places of origin. The women expressed their interest in returning but also shared their concerns, especially related to a planned return at the onset of the rainy season. Overall, they welcomed the signing of the R-ARCSS and expressed their hopes for its implementation.

### **UNAMID: Women's Protection Networks**

Five Women Protection Networks (WPN) were established in IDP camps in the Jebel Marra areas and 38 WPN networks were strengthened across four other Darfur States in 2018. This has led to more targeted patrols, increased reporting of cases of SGBV and increased referrals of survivors to available services.

### **WPS Indicators**

DPO has developed a set of indicators for the WPS mandate to measure the results and impact of POC-specific mission mandate elements.<sup>7</sup>

**Core indicator** (to be deployed across all missions)

- # and % of formal local early warning mechanisms where women make up at least 30% of active members in the area of responsibility (AOR).
- # of mission-led (meaning: time or financial resources committed) initiatives that are aimed at strengthening the capacities of women's civil society organisations working on conflict prevention.
- # of gender responsive operations by the UN military, or alternatively "Female Engagement Teams," carried out to protect civilians.
- # of gender responsive operations by UNPOL carried out to protect civilians.

**Working Elective indicators** (intended for selective use as applicable to each mission mandate)

- % of refugees that have returned voluntarily following displacement (Disaggregated by sex)
- % of displaced people referred to UNHCR who have meaningfully accessed services as demonstrated by UNHCR registration and receipt of at least 1 form of UNHCR assistance (e.g. shelter, cash, etc.) (Disaggregated by sex and age, looking specifically for child-headed households)

- # and % of women and girls receiving benefits through reparation programmes (disaggregated by type of benefits received)

**Reach indicators** (encouraged as financial, staff time and security constraints allow)

- % of people (disaggregated by sex) who report feeling safe leaving their home during the day and night. (general population survey)

### *Guiding Questions for Gender-Responsive POC*

- How have women and girls been affected by the conflict and/or by displacement? Have women and girls been affected by specific events such as the destruction of infrastructure and health care systems, separation of families, etc.?
- How do gender norms, roles and dynamics shape the vulnerabilities of women and girls? Do these norms, roles and dynamics affect how women and girl civilians are targeted?
- What are women's and girls' basic needs (e.g. food, health, shelter, water and sanitation, education) in the displaced and host populations?
- What are the different coping mechanisms currently used by women and girls? What resources and support structures are they utilising, and are they sustainable?
- Are women and men equally involved in planning and implementing protection programmes?
- Do women and girls have access to early warning systems? Are they actively contributing to reporting? What barriers might be preventing their participation?

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<sup>1</sup> SCR 2086 (2013), para. 8, <http://unscr.com/en/resolutions/doc/2086>.

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<sup>3</sup> SCR 1325 (2000), para. 5, 8, <http://unscr.com/en/resolutions/doc/1325>; SCR 2242 (2015), para. 4, <http://unscr.com/en/resolutions/doc/2242>; SCR 2122 (2013), para. 5, <http://unscr.com/en/resolutions/doc/2122>.

<sup>4</sup> DPKO/DFS Policy on the Protection of Civilians in United Nations Peacekeeping 2015, para. 28, <http://providingforpeacekeeping.org/wp-content/uploads/2017/08/2015-07-Policy-on-PoC-in-Peacekeeping-Operations.pdf>; DPKO/DFS Guidelines on the Role of United Nations Police in the Protection of Civilians 2017, para. 20, [https://police.un.org/sites/default/files/protection-of-civilians-unpol\\_guidelines\\_2017.pdf](https://police.un.org/sites/default/files/protection-of-civilians-unpol_guidelines_2017.pdf).

<sup>5</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 48, 49, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

<sup>6</sup> See DPKO's 2015 POC Policy for additional guidance on integrating gender into the three tiers.

<sup>7</sup> For additional information, see DPO's Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.





# Chapter Eleven:

## Sexual And Gender Based Violence (SGBV)

### This chapter introduces:

- SGBV and the WPS mandates
- Linkages between SGBV work and effective peacekeeping
- Guidance for strengthening SGBV prevention and response

### SGBV and the WPS Mandates

Sexual and Gender Based Violence (SGBV) describes any type of violence that is directed against individuals or groups on the basis of their gender and includes any act that inflicts physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty, occurring in public or private life. While women, men, girls and boys all can be survivors of SGBV, the vast majority of SGBV is perpetrated against women and girls. SGBV is rooted in gender inequality and, in turn, perpetuates the norms which foster it.

Globally, about 35% of women experience some form of SGBV during their lifetime.<sup>1</sup> This varies by country and is typically much higher in conflict-affected settings. For example, OECD data from 2014 indicates that 87% of women in Mali have experienced some form of violence against women, as have 76% of women in the DRC and 80% of women in CAR.<sup>2</sup> The nature of SGBV may vary across cultures, countries and regions, examples include sexual violence, domestic violence, sex trafficking, honour killing, bride kidnapping, early, forced and child marriage and the inheritance of widows. To different extents in all cultures, gender discrimination and inequality creates an environment where SGBV is normalised and accepted and women are afraid to report violence, including to the local authorities, health care workers and their families due to stigma or even punishment.

### *Normative Framework*

Peace operations are mandated by the ten WPS resolutions ([SCRs 1325 \(2000\)](#), [1820 \(2008\)](#), [1888 \(2009\)](#), [1889 \(2009\)](#), [1960 \(2010\)](#), [2106 \(2013\)](#), [2122 \(2013\)](#), [2242 \(2015\)](#), [2467 \(2019\)](#) and [2493 \(2019\)](#)) to prevent and respond to SGBV and ensure that perpetrators are prosecuted and survivors are adequately protected and can access justice and compensation.<sup>3</sup>

The [Geneva Conventions of 1949 and additional protocols](#), [CEDAW \(1979\)](#) and [the Statute of the International Criminal Court \(1998\)](#) also establish the criminal nature of SGBV and provide for the protection of civilians (particularly women and girls) in times of conflict.

## **DPO Policy**

The **2018 Gender Policy** requires DPO senior leadership to ensure that all initiatives adhere to the highest standards based on the principles of prevention, mitigation, protection and response to all forms of SGBV against women and girls.<sup>4</sup> The Policy provides specific strategies to address SGBV that different functional components can undertake with the technical support of Gender Advisers and in close liaison with Human Rights components and WPAs, *inter alia*.<sup>5</sup>

- Use a gender and protection analysis and gendered conflict analysis to identify risks, vulnerabilities and drivers of SGBV (*for additional guidance, see Chapter 4 – Gender-responsive Conflict Analysis*);
- Build SGBV-specific capacity of staff and partners;
- Allocate resources to enhance SGBV prevention and response
- Lead outreach, advocacy, awareness of women’s rights and SGBV prevention initiatives at the community level, with a focus on women and girls.

## **Linkages between Gender-Responsive SGBV and Effective Peacekeeping**

SGBV prevention, mitigation, protection and response is a foundational element of the WPS mandates, it is also a core component of promoting gender equality. Inaction represents a failure by peacekeeping personnel to protect conflict-affected populations (and in particular SGBV survivors) and creates barriers to reconstructing the lives and livelihoods of local populations. Programmes on SGBV are vital since women’s empowerment and gender equality are key indicators linked to peace and stability. Where women are more empowered, countries are less likely to experience crime, violence and civil war.<sup>6</sup>

## **Guidance for Strengthening SGBV Prevention and Response**

Addressing SGBV requires a particularly sensitive gender-responsive approach guided by the following:<sup>7</sup>

- SGBV interventions should be survivor-centric, gender-sensitive and rights-based.
- Safety, respect, privacy, confidentiality and non-discrimination in relation to SGBV survivors and those at risk are always vital considerations.
- Preventing and mitigating SGBV involves promoting gender equality as well as fostering non-violent conflict resolution and gender norms.
- Participation and partnership, particularly with women’s civil society organisations, are cornerstones of effective SGBV prevention.
- All work, especially on SGBV, should be guided by the principle of do no harm.

SGBV prevention and response initiatives may include a variety of activities, such as:

### **Rule of Law, Judiciary, and Police**

- Constitutional and legislative reform as well as the development of national strategies to combat SGBV that promote gender equality and comply with international standards.
- Capacity building of national criminal justice systems (including judges, prosecutors, police and corrections officials) to integrate gender-sensitive approaches (e.g. improving access to justice for women and girl survivors using mobile courts and establishing paralegal and one-stop centres that provide support services to survivors).<sup>8</sup>
- Increased presence of women's desks at police stations and women police officers more broadly to encourage reporting.

#### **MINUSTAH: Legal Reform on SGBV**

MINUSTAH's Gender Unit provided technical and financial support to the HNP Coordination office on WPS and SGBV, for the evaluation of the spaces for the reception of SGBV survivors in police commissariats throughout the country, in collaboration with UNPOL Gender and the SGBV teams. The Gender Unit also provided technical and financial support to the MCFDF for the organisation of a workshop in June 2017 on "Femmes et l'Etat de Droit." The workshop was attended by the MCFDF Director General, Head of Department, and Regional Coordinators as well as HNP, MJPS and representatives of women's organisations. The draft law on Violence Against Women was presented and discussed, and workshop participants developed policy recommendations regarding the law and agreed the formation of a consultative group on gender and the rule of law.

### **POC**

- Registration and service delivery for women and girl IDPs and refugees that responds to SGBV prevention and response.
- Opportunities for women and girls to participate in camp governance structures.
- Creation of special desks within IDP and refugee camps to manage and respond to gender issues, including SGBV.
- Improved security for women and girls with gender-responsive camp planning, including the camps' physical layout, access to food, water and firewood, the distance of schools and markets, and availability of separate facilities for women and appropriate lighting, as well as the presence of women peacekeepers and JPTs.

### **Political and Civil Affairs**

- Inclusion of perspectives and experiences of women and girl SGBV survivors in peace processes at all levels as well as references to the prevention, mitigation, protection and response of SGBV that consider the vulnerabilities and impact of SGBV on

women and girls in resulting ceasefire monitoring and verification agreements as well as peace agreements.

### Human Rights<sup>9</sup>

- Gender awareness and sensitisation training for human rights officers who interview and engage with SGBV survivors.
- Incorporation of gender perspectives into substantive SGBV segments in human rights training activities for peacekeeping personnel.
- Human rights training for women’s organisations on SGBV.
- Human rights officers understand that women and girl survivors of SGBV have increased and specific risks of reprisal, and conduct risk assessments and develop strategies so that survivors, witnesses and other sources can report freely and safely and are given adequate time to do so.
- Specific attention is paid to gender-related security and witness protection measures when monitoring and investigating SGBV rights violations (e.g., measures to preserve survivors’ confidentiality and sources’ identity as well as to prevent reprisals, stigma and marginalisation).

### Strategic Communications

- Messaging and materials on SGBV that demonstrate how gender equality and non-violence benefit the entire community. Such messaging should not use personal information or profiles without fully informed and voluntary consent from the individual(s) in question nor pressure women to speak out or make them feel guilty for not speaking out.
- Involvement of men in constructive and positive ways without jeopardising women and girls’ safety and confidentiality.

#### **UNMISS: Partnerships on SGBV Prevention**

UNMISS held a Consultative Workshop on SGBV Prevention with its key stakeholders, including national and state level representatives of women’s civil society organisations and the private sector. As a result, the mission gained a more in-depth understanding of the causes, triggers and consequences of SGBV. The workshop also revealed similarities and differences in each locality, a better understanding of the impact of past interventions, as well as good practices and unexplored opportunities for interventions from stakeholders’ perspectives.

### *WPS Indicators*

The following indicators have been developed by DPO to measure the results and impact of SGBV-specific mission mandate elements:<sup>10</sup>

**Core indicator** (to be deployed across all missions)

- # of reported GBV incidents disaggregated by sex. (Possible data source: MARA, UNPOL, UNJHRO, SAGE)

**Working Elective indicators** (intended for selective use as applicable to each mission mandate)

- # of mechanisms (formal and transitional) created and functionally operational to address conflict-related sexual violence (Disaggregated by community, district and national level).
- # of women and girls (aged 15 years and above) who experience sexual violence by persons other than an intimate partner in the previous 12 months (source: DHS data).
- # and % of cases of violations of IHL and the rights to life and physical integrity (including conflict related sexual violence and grave violations against women) that are reported to national law enforcement agencies, and which result in an arrest and prosecution.
- Reflection of Gender Adviser/Focal Point on (1) successes and (2) challenges to meeting the “highest standard” – based on the principles of prevention, mitigation, protection and response to all forms of SGBV, against women and girls – expectation for SGBV initiatives

***Guiding Questions for Integrating SGBV into Peace Operations***

- What are the different SGBV related vulnerabilities and needs of women and girls?
- How are women, girls and women’s organisations currently contributing to SGBV prevention, mitigation, protection and response? What more could women’s civil society organisations do?
- Are the laws and policies of the host country gender-responsive in terms of the prevention, mitigation, protection and response to SGBV? Is violence against women outlawed? If so, is the legislation enforced?
- What measures have been adopted to prevent, mitigate, protect and respond to SGBV in the spaces where DPO personnel are engaged (e.g., camps, DDR, SSR, peace processes)? Do these measures consider the gendered vulnerabilities, needs and capacities of women and girls?
- How have public advocacy and awareness campaigns to prevent, mitigate, protect and respond to SGBV integrated gender?
- What capacity building is needed (amongst DPO staff as well as partners and communities) to strengthen understanding of gendered aspects of SGBV prevention, mitigation, protection and response?
- Do women and girl survivors of SGBV have adequate access to justice mechanisms and support services? What can be improved?
- Have women’s and girls’ perspectives been incorporated into SGBV programmes? How? Which women and girls?

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<sup>1</sup> Claudia Garcia-Moreno, et al., *Global and Regional Estimates of Violence Against Women: prevalence and health effects of intimate partner violence and non-partner sexual violence* (Geneva: WHO, 2013), 2, [http://apps.who.int/iris/bitstream/handle/10665/85239/9789241564625\\_eng.pdf;jsessionid=18D7049EA246E8841A68EDD8D54B53BD?sequence=1](http://apps.who.int/iris/bitstream/handle/10665/85239/9789241564625_eng.pdf;jsessionid=18D7049EA246E8841A68EDD8D54B53BD?sequence=1).

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<sup>4</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 50, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

<sup>5</sup> The IASC Guidelines ([https://gbvguidelines.org/wp/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines\\_lo-res.pdf](https://gbvguidelines.org/wp/wp-content/uploads/2015/09/2015-IASC-Gender-based-Violence-Guidelines_lo-res.pdf)) also include actions and approaches for addressing GBV in several functional components, including child protection (p. 73-96), mine action (p. 187-202), POC (p. 241-262).

<sup>6</sup> Valerie Hudson, Bonnie Ballif-Spanvill, Mary Caprioli, and Chad F. Emmett, *Sex and World Peace* (New York: Columbia University Press, 2012).

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<sup>8</sup> See UN Women, A Practitioner’s Toolkit on Women’s Access to Justice Programming (2018) (<http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/wa2j-complete-toolkit-en.pdf?la=en&vs=2654>) for broad guidance on making justice institutions more gender-responsive.

<sup>9</sup> For additional guidance, see OHCHR, Integrating a Gender Perspective into Human Rights Investigations: Guidance and Practice, p. 23, 29, <https://www.ohchr.org/Documents/Issues/Women/Publications/GenderIntegrationintoHRInvestigations.pdf>.

<sup>10</sup> For additional information, see DPO’s Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.



# Chapter Twelve:

## Conflict Related Sexual Violence (CRSV)

### **This chapter introduces:**

- The WPS mandates and gender policies for CRSV
- The role of gender-responsive CRSV in peacekeeping
- Guidance on operationalising gender equality and the WPS mandates in CRSV

### **The WPS Mandates and Gender Policies for CRSV**

Conflict related sexual violence (CRSV) refers to incidents or patterns of sexual violence in conflict or post-conflict settings or other situations of concern (e.g., political strife) or those with a direct or indirect nexus with conflict or political strife. Such acts can include rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilisation, or any other form of sexual violence of comparable gravity, against women, men, girls or boys.

#### ***Normative Framework***

[SCR 1820 \(2008\)](#) was the first to recognise sexual violence as a tactic of war and call for heightened awareness and responsiveness by peacekeepers to prevent CRSV against women and girls.<sup>1</sup> This emphasis was echoed by [SCR 1888 \(2009\)](#), which also identified the need for women's protection advisers (WPAs).<sup>2</sup> Mechanisms for monitoring and reporting of CRSV also appear in [SCR 1960 \(2010\)](#) and [2106 \(2013\)](#).<sup>3</sup> [SCR 2467 \(2019\)](#) highlights the importance of a survivor-centred approach.

[The Statute of the International Criminal Court \(1998\)](#) recognises sexual violence as a war crime, a crime against humanity and an act of genocide.<sup>4</sup> International Criminal Tribunals (e.g., International Criminal Court for the Former Yugoslavia, the International Criminal Court for Rwanda) now regularly prosecute planners and perpetrators of sexual violence, as a tactic of war.

#### ***DPO Policy***

While the [2018 Gender Policy](#) does not address CRSV directly, it notes that Gender Advisers are responsible for coordinating closely with Human Rights components and CRSV sections/units and supporting Women Protection Advisers to strengthen women's participation, representation and empowerment as an enabler of the CRSV deliverables and mission mandates. A UN Peace Operations Policy on Preventing and responding to Conflict-Related Sexual Violence is forthcoming.

DPO is a member of [UN Action against Sexual Violence in Conflict](#) (UN Action), which includes 12 other UN entities, and aims to strengthen sexual violence prevention and response through a coordinated, coherent and comprehensive approach.

## The Role of Gender-Responsive CRSV in Peacekeeping

As discussed in Chapter 11, SGBV, including CRSV, is rooted in gender inequality and perpetuates the unequal norms that foster it. CRSV is also motivated by political, military or psychological objectives to control territory, population or resources. It is frequently and deliberately used to target vulnerable populations, inflicting psychological trauma, humiliation and displacement. It is used to punish, terrorise, intimidate and control civilians and in the process destroys the social fabric of communities.

Peacekeeping personnel must take CRSV into account across functional components. Adequate prevention, protection and response to CRSV requires understanding how gender shapes all aspects of sexual violence (e.g., who the perpetrator(s)/survivor(s) are, why CRSV is committed, how survivors of CRSV are treated). Without these considerations, the impacts of CRSV on women, girls and the wider community will remain unresolved, exacerbate conflict and hinder post-conflict reconstruction and reconciliation. Sexual violence against women and girls often becomes socially normalised in periods of conflict. This prevents women from rebuilding their lives and undermines nascent government institutions' efforts to restore the rule of law. To adapt protection to the changing nature of conflict, the profound insecurity perpetuated by CRSV must be addressed at strategic and tactical levels.

## Guidance for Operationalising Gender Equality and the WPS Mandates in CRSV

Pursuant to the WPS mandates as well as the 2018 Gender Policy, Women's Protection Advisers (WPAs) provide core capacity for CRSV within missions. WPAs are a resource to help personnel understand the gender perspectives of CRSV as well as how to integrate those dynamics into all programmes and initiatives.

While WPAs are tasked with coordinating and advising these efforts, gender-responsive CRSV prevention, protection and response requires inputs from across functional components are critical and may include the following:<sup>5</sup>

- **POC:** Develop early warning indicators for CRSV by monitoring women's and girls' activities or activities that impact women and girls specifically (e.g., changes in women's and girls' mobility patterns, house raids and searches targeting homes where women are alone) as well as engaging directly with women and girls in the local population.<sup>6</sup>
- **Political Affairs:** Obtain commitments from parties to the conflict on CRSV and ensure CRSV prevention, response and accountability mechanisms in ceasefire and peace agreements address women's, men's, girls' and boys' different vulnerabilities to CRSV.

- **Civil Affairs:** In the localised implementation of peace agreements, provide resources for capacity building and awareness raising on the gendered vulnerabilities and impacts of CRSV, including awareness raising to shift stigma from survivors to perpetrators.
- **Rule of Law:** Promote constitutional and legislative reform that includes measures to enforce justice, accountability and support for survivors, which recognise that while most survivors of CRSV are women and girls, men and boys can be survivors.
- **Judiciary, Police, and Corrections:** Support justice, police and corrections officials to create a functional criminal justice chain that takes into account gender-sensitivities around reporting, investigation and prosecution as well as increasing the number of women in all capacities to support this process (e.g. women and girl survivors may feel more comfortable reporting to women police officers; women police officers may have better access to investigate CRSV committed against women and girls).
- **Military:**<sup>7</sup> Plan and implement preventative physical protection and deterrent tasks in response to the specific vulnerabilities and needs of women and girls (e.g., armed patrols and escorts on firewood and water collection routes frequented by women and girls, temporary or mobile operating bases are located in spaces easily accessible to women and girls). Increasing the number of women personnel (e.g., women peacekeepers on patrols, women language assistants) will also facilitate consultation and cooperation with local women on understanding and addressing CRSV risks.

These and related efforts are contingent on all mission personnel having sufficient knowledge of the gender perspectives of CRSV. Gender-responsive CRSV scenario-based pre-deployment and in-mission refresher trainings are not only mandated by the Security Council, they are also critical components for effective peacekeeping.

Women and girls must be included in defining prevention, protection and response mechanisms and arrangements. Their participation and input may be facilitated through women's civil society organisations, national women's machineries, women's professional associations (e.g., police associations, lawyers' associations), etc.

### **UNMIK: Support and Re-Integration for CRSV Survivors**

UNMIK has partnered with the Jahjaga Foundation to implement a pilot project called "Economic Empowerment of Women Survivors of Conflict-related Sexual Violence." The project builds on existing efforts and achievements towards acknowledging the suffering and the trauma that CRSV survivors have faced for almost two decades and supports the meaningful and effective re-integration of one of Kosovo's most marginalised groups, women survivors of CRSV. The group of women chosen for this pilot project are ethnically diverse, involving at least two women from minority communities.

## **UNMISS: Mechanisms for CRSV Prevention and Response**

UNMISS has enhanced early-warning systems, facilitated the supply of food and fuel, patrolled high-risk areas, established weapons-free zones around camps, and negotiated the replacement of soldiers at checkpoints with police officers, all of which has reduced the frequency of sexual assault. UNMISS also worked to ensure that rape kits are stocked and medical personnel are trained on the clinical management of rape. The Special Representative and her Team of Experts have engaged with parties to reinforce individual and command responsibility for preventing and punishing sexual violence and to develop an implementation plan focused on accountability and the protection of victims, witnesses and service providers.

### ***WPS Indicators***

For monitoring and evaluation, DPO has developed a set of indicators for which include working elective indicators to measure the results and impact of CRSV-specific mission mandate elements:<sup>8</sup>

- # of mechanisms (formal and transitional) created and functionally operational to address conflict-related sexual violence. (Disaggregated by community, district, and national level)
- # of women and girls (aged 15 years and above) who experience sexual violence by persons other than an intimate partner in the previous 12 months. (source: DHS data)
- # and % of cases of violations of IHL and the rights to life and physical integrity (including conflict related sexual violence and grave violations against women) that are reported to national law enforcement agencies, and which result in an arrest and prosecution.

### ***Guiding Questions for Addressing CRSV***

- What are women's, men's, girls' and boys' capacities to contribute to CRSV prevention, protection and response? How can civil society organisations support gender-responsive CRSV interventions?
- Are the laws/policies of the host country gender-responsive in terms of the prevention, protection and response to CRSV? Are new laws, policies or reform needed?
- What measures have been adopted to prevent, protect and respond to CRSV where DPO personnel are engaged (e.g., camps, DDR, SSR, peace processes)? Do these measures address the gendered vulnerabilities, needs and capacities of women, men, girls and boys? Are women and girls' perspectives incorporated in CRSV programmes? How? Which women and girls?
- How have public advocacy and awareness campaigns to prevent, protect and respond to CRSV integrated gender?

- What capacity building is needed (amongst DPO staff, partners and communities) to strengthen understanding of the gendered aspects of CRSV prevention, protection and response?
- Do women and girl survivors of CRSV have adequate access to justice mechanisms and support services? What gendered barriers may prevent them from gaining access to such services?

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<sup>4</sup> Rome Statute of the International Criminal Court 1998, articles 7(g), 8(2)(b)(xxii), 8(2)(e)(vi), [https://www.icc-cpi.int/nr/rdonlyres/ea9aef7-5752-4f84-be94-0a655eb30e16/0/rome\\_statute\\_english.pdf](https://www.icc-cpi.int/nr/rdonlyres/ea9aef7-5752-4f84-be94-0a655eb30e16/0/rome_statute_english.pdf).

<sup>5</sup> Also see guidance for strengthening prevention, mitigation, protection and response to SGBV in Chapter 11.

<sup>6</sup> For additional information, see UN Action’s Early-Warning Indicators of CRSV

<sup>7</sup> For additional guidance, particularly for military personnel, see UN Women and DPO’s Analytical Inventory of Peacekeeping Practice on CRSV, pg. 21-37.

<sup>8</sup> For additional information, see DPO’s Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.







# Chapter Thirteen:

## Human Rights

### This chapter introduces:

- The normative and policy basis for gender-responsive human rights
- The role of gender-responsive human rights in peace and security
- Guidance for integrating a gender perspective into human rights activities

## The Normative and Policy Basis for Gender-Responsive Human Rights

### *Normative Framework*

The protection and promotion of women's and girls' human rights is particularly critical in conflict-affected settings. [SCR 1325 \(2000\)](#), the first WPS resolution, calls for the protection of and respect for human rights of women and girls when negotiating and implementing peace agreements.<sup>1</sup> [SCRs 1820 \(2008\)](#), [1888 \(2009\)](#), [1960 \(2010\)](#), [2122 \(2013\)](#), and [SCR 2467 \(2019\)](#) reaffirm the need to end to human rights violations, including sexual violence, against women and girls and requests peace operations to assess and monitor those violations.<sup>2</sup> Recognising the important role of gender parity in advancing the WPS mandate, [SCR 1325 \(2000\)](#) prioritises the increased deployment of women human rights personnel in field-based operations.<sup>3</sup> [SCR 2493 \(2019\)](#) calls for the creation of safe and enabling environments that allow women human rights defenders to carry out their work.

Non-discrimination on the basis of gender is a fundamental principle of international human rights law first recognised in the [UN Charter](#) and subsequently in the [1948 Universal Declaration on Human Rights \(UDHR\)](#). The [Convention on the Elimination of All Forms of Discrimination against Women \(CEDAW\)](#) is the primary international human rights instrument protecting women's human rights. It addresses discrimination against women on the basis of sex and gender in all spheres of life and seeks the achievement of substantive equality. CEDAW's [General Recommendation No. 35](#) notes that the prohibition of gender-based violence against women has evolved into a principle of customary international law.<sup>4</sup>

### *DPO Policies*

These human rights obligations are integrated into peace operations via the [2018 Gender Policy](#), which requires human rights components to incorporate a gender analysis and approach into all areas of work, including planning, monitoring, investigating and reporting, as well as ensure accountability and access to justice and reparations are promoted in advocacy, capacity-building and support to peace processes.<sup>5</sup> The [2011 OHCHR Gender Equality Policy](#) also prioritises women's rights and gender equality and

identifies gender as a cross-cutting issue in fields of the OHCHR mandate.<sup>6</sup>

## The Role of Gender-Responsive Human Rights in Peace and Security

The realisation of human rights is essential for building and keeping peace, as evidenced by the Security Council's consistent inclusion of robust human rights mandates for peace operations. Human rights personnel must understand how conflicts and instability exacerbate pre-existing patterns of discrimination against women and girls, exposing them to heightened risks of violations of their human rights.<sup>7</sup> Gender analysis helps to ensure critical human rights violations or abuses are not overlooked.

Women's organisations and women human rights defenders can serve as critical partners for the promotion and protection of human rights. Transitional justice systems and government reforms present opportunities to reverse societal and structural discrimination against women and girls, allowing for enjoyment of their human rights and ability to contribute to sustainable peace and security.

## Guidance for Integrating a Gender Perspective into Human Rights Activities

To promote gender integration, human rights officers should apply a gender lens to all aspects of their work. Sensitisation is particularly critical when interviewing, or engaging with, survivors of SGBV. Human rights officers should also be aware of their own gender biases, prejudices and stereotypes that could impact the design and implementation of programmes (e.g., the wrongful assumption that victims of sexual violence may not have information to share about other types of violations).

Strategies to integrate gender into different human rights activities include:

### Monitor, Investigation, and Reporting<sup>8</sup>

- Gain a clear understanding of the differentiated human rights situation of women and girls as well as how the legal, economic, political, cultural and social context may shape these factors. Pay attention to all types of violations against women and girls, not just sexual violence.
- Regularly and systematically collect sex and age disaggregated data. Data should be disaggregated by as many other relevant categories as possible and women and girls should be sought out for data collection (*for additional guidance, see Chapter 6 – Collecting and Utilising Data*). Encourage networking and partnerships with women human rights activists and organisations to share and collect information and monitor potentially destabilising situations.
- Integrate gender dimensions of human rights issues throughout reports and recommendations and include gender analysis. Consider carefully the impact of public reporting when disclosing information related to SGBV, including CRSV.

## Advocacy

- When drafting peace agreements, ensure references to human rights issues affecting women and girls are in the text of the agreement.
- Encourage and assist the national legislature, in cooperation with women's professional legal associations, to harmonise national laws and their implementation with international human rights standards on gender equality, non-discrimination and equitable representation clauses, including CEDAW.
- Support women's active participation in any consultative processes on the establishment of transitional justice mechanisms, national human rights commissions and related legislation.
- Involve women's organisations in human rights promotion and advocacy campaigns.

## Capacity Building

- Build gender responsive national human rights protection capacity and human rights monitoring and early warning networks by training national human rights monitors, including women, as well as women's organisations, government partners (e.g., law enforcement professionals, military, parliamentarians) and other civil society and professional organisations.

Strong links with women's organisations and representatives and their involvement in human rights activities should be prioritised across all human rights functions.

### **MONUSCO: Justice for Sexual Violence Survivors**

UNJHRO in MONUSCO supports the efforts of national authorities to improve the human rights situation in the country and to fight against impunity. UNJHRO facilitates access to justice through technical and financial support to establish mobile court hearings and through advanced protection measures for victims as well as witnesses of human rights violations. Cooperation between UNJHRO and the Congolese authorities has been productive in combatting sexual violence by State agents and bringing perpetrators to justice. Since 2015, UNJHRO has supported 22 legal aid clinics, which heard, oriented and provided advice to 7,216 people, resulting in the convictions of 585 perpetrators for crimes of sexual violence.

### **MINUJUSTH: Remedies for Violations of Women's and Girls' Human Rights**

MINUJUSTH's Human Rights component worked on the implementation of legally binding human rights treaties and ensured remedies for past violations of women's and girls' human rights, including SGBV. Its activities included regular monitoring and investigation with a gender perspective and the aim of protecting women and girls. It also undertook gender-responsive capacity building programmes and projects.

## *WPS Indicators*

DPO launched a set of WPS indicators, which include working elective indicators on human rights, intended for selective use as applicable to each mission mandate:<sup>9</sup>

- # and % of international human rights instruments ratified by the host government that include gender considerations.
- Representatives of women's and civil society organisations included in the governance and leadership of human rights bodies. (y/n) (WPS indicator)
- # and % of military manuals, national security policy frameworks, codes of conduct and standard operating procedures/protocols of national security forces that include measures to protect women's and girls' human rights.
- # and % of directives for peacekeepers issued by heads of military components and standard operating procedures that include measures to protect women's and girls' human rights.
- # and % of directives for police issued by heads of police components and standard operating procedures that include measures to protect women's and girls' human rights.
- # and % of police manuals, national security policy frameworks, codes of conduct and standard operating procedures/protocols of national security forces that include measures to protect women's and girls' human rights.

## *Guiding Questions for Gender-Responsive Human Rights<sup>10</sup>*

- How do human rights violations affect women, and how do they affect girls? What are the root causes? Are women and girls more exposed to particular types of human rights violations?
- Are human rights in the private sphere monitored (e.g., harmful practices, gender-related killings)? What type of violations affect most women and girls? Is the state fulfilling its obligation to exercise due diligence in preventing, investigating, punishing and redressing violations of these rights committed by private actors?
- Do women have access to available protection measures and remedies?
- What are the coping mechanisms used by women and girls or by their families/communities to protect them?
- Are measures being taken in-country to address human rights violations adapted to the specific needs of women and girls?
- What laws and practices discriminate against women and girls, for example, with respect to nationality, inheritance or access to sexual and reproductive health? If there is legislation in place protecting women's rights, is it in line with international human rights standards? Is it being implemented?
- What are women's organisations, professional associations, national machineries, etc. doing in the human rights space? How are they being engaged by mission personnel?

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<sup>9</sup> For additional information, see DPO's Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.

<sup>10</sup> For specific guiding questions for integrating gender into human rights monitoring, see *Integrating a Gender Perspective into Human Rights Investigations*, 2018, [https://www.ohchr.org/Documents/Publications/IntegratingGenderPerspective\\_EN.pdf](https://www.ohchr.org/Documents/Publications/IntegratingGenderPerspective_EN.pdf) and, *Manual on Human Rights Monitoring*, Chapter 15, <https://www.ohchr.org/Documents/Publications/Chapter15-20pp.pdf>.







# Chapter Fourteen:

## Child Protection

### This chapter introduces:

- Gender equality and WPS policies on child protection
- The need for gender-integrated child protection
- Guidance for promoting gender equality and the WPS mandates into child protection

## Gender Equality and WPS Policies on Child Protection

### *Normative Framework*

The ten WPS resolutions ([SCRs 1325 \(2000\)](#), [1820 \(2008\)](#), [1888 \(2009\)](#), [1889 \(2009\)](#), [1960 \(2010\)](#), [2106 \(2013\)](#), [2122 \(2013\)](#), [2242 \(2015\)](#), [SCR 2467 \(2019\)](#) and [2493 \(2019\)](#)) create the normative framework for the participation, protection, prevention and relief and recovery of women and girls. In addition, SCRs on Children and Armed Conflict cover a wider range of issues pertinent to the protection of children in armed conflict settings and refer explicitly to the rights and special protection of girls.<sup>1</sup> The [Convention on the Rights of the Child \(1989\)](#) and the two Optional Protocols to the Convention, [on the Involvement of Children in Armed Conflict \(2000\)](#) and [on the Sale of Children, Child Prostitution and Child Pornography \(2000\)](#) also offer special protection to both girls and boys.

### *DPO Policies*

The [2017 DPKO/DFS/DPA Policy on Child Protection in UN Peace Operations](#) mandates that peacekeeping personnel implement and respect the principles for protecting children, which includes gender awareness.<sup>2</sup> The [2018 Gender Policy](#) also notes the need for holistic gender and protection analysis since women and girls are the main targets of CRSV and SGBV.<sup>3</sup>

## The Need for Gender-Integrated Child Protection

Violence from armed conflict poses great risk to children's development. Unseen psychological and emotional traumas of war can be as disruptive and devastating as physical attacks and violations, if not more so. Conflict affects girls and boys differently due to gender norms, roles and responsibilities in society, which results in girls and boys having different needs, experiences and priorities.

Without a clear understanding of these gender dimensions and discrimination, peacekeeping personnel cannot appropriately respond to the breadth and depth of children's protection issues. The guiding principles for child protection include best interests of the child and 'do no harm.' Adhering to these principles requires understanding how gender perspectives shape girls' experiences as well as their vulnerabilities, needs and capacities for contributing to peace. The protection of and investment in children and youth is necessary for lasting peace and security.

## Guidance for Promoting Gender Equality and the WPS Mandates into Child Protection

Where deployed, Child Protection Advisers (CPAs) provide core capacity for missions on child protection. CPAs must understand how gender perspectives impact girls' and boys' protection differently as well as their ability to access protection support.

However, effective child protection requires investment beyond CPAs; it is a cross-cutting issue that is relevant to all functional areas of peace operations and requires gender integration throughout. For example, monitoring and reporting of grave violations requires that military, police and civilian personnel understand how to integrate gender into data collection and analysis as well as how to avoid gender assumptions that may hamper child protection efforts (e.g., the assumption that boys are perpetrators and girls are victims).

Child protection programmes across functional components should be aware of the different protection needs of girls as well as seek to remedy any discriminatory treatment. For example:

- **Military:** Preventative physical protection and deterrent tasks should be designed to respond to girls' vulnerabilities (e.g., armed patrols and escorts on firewood and water collection routes frequented by girls, temporary or mobile operating bases are easily accessible to girls).
- **Justice and Corrections:** The criminal justice system must employ a gender-sensitive approach to reporting, investigation and prosecution, which includes the fair treatment of girls (e.g., addressing discriminatory treatment of girls as compared to boys as defendants, respondents or witnesses, or by the police when they are victims or perpetrators of crime).
- **Human Rights:** Girls and boys are often victims of different human rights violations. Actions to address the issue of impunity for crimes committed against girls must explore how the crime in question affects girls in order to identify an appropriate strategy (e.g., investigations into impunity for recruitment of girls and boys into armed groups and forces must acknowledge that although boys are more likely to be recruited, once in an armed group, girls are more likely to be coerced into sexual relationships with the combatants).
- **Public Information:** Community outreach activities should include medium that are accessible to girls. For example, where girls have lower literacy levels than boys, messages targeting them may have to be disseminated in a different medium (e.g. theatre troupes, radio, television).

- **Mine Action:** Mine action activities should take into account the different levels of exposure to landmines and unexploded ordnance of girls compared to boys as well as their different rehabilitation needs.

Child protection may also include advocacy for the gender equality of girls in peace and governance processes, such as:

- Negotiations with parties to end grave violations should include gender dimensions that reflect the varied roles of girls (e.g., negotiations to release child soldiers should include girls, who may also serve in non-combatant, support roles).
- Specific measures to redress gender inequality experienced by girls may need to be written in peace agreements (e.g., ensure girls' access to education where they have lower literacy rates).
- The constitution, laws and policies (as well as traditional/customary laws and practices) should be evaluated from a child protection perspective, identifying areas for reform such as those that discriminate against girls (e.g., child marriage and other family laws and practices).

Programmes should be based on sex and age disaggregated data that provide a clear picture of who is affected by conflict and of the respective needs of girls and boys. Where possible, programmes should also include children as key partners and ensure that girls are able to participate as fully as boys.

### **UNMIK: Empowering Young Women's Participation**

Innovative communications approaches provided an effective entry point to address the drivers of gender-based violence through the UNMIK produced documentary "Not Your Property" which shares the stories of women from different ethnic communities on their journey from survivors of violence to inspirational changemakers. The Mission's pioneering work on Youth, Peace and Security aimed to empower young women by helping them gain leadership skills through active participation in Local Youth Action Councils and by supporting them to design and implement youth-driven projects to raise awareness about risk factors for violence.

### **Guiding Questions for Integrating Gender into Child Protection**

- How does the security situation affect girls differently to boys?
- What are the traditional roles of girls in their communities and have these changed during the conflict?
- What roles are girls playing in the conflict? How have these roles affected their ability to access support and services?
- What prevailing religious and cultural norms, attitudes and practices affect the lives of girls? How can planners ensure that these norms, attitudes and practices do not prevent girls from enjoying equal access to resources, opportunities, education, etc.?
- What grave violations are occurring and how are those affecting girls? What measures are being taken to address these violations?

- What measures are being taken to incorporate girls' perspectives into child protection programmes?
- What capacity building is needed (amongst DPO staff as well as partners and communities) to strengthen understanding of the gendered aspects of child protection?

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# Chapter Fifteen:

## Sexual Exploitation and Abuse (SEA)

### This chapter introduces:

- SEA, gender equality and the WPS mandates
- Strengthening peace operations with gender-sensitive responses to SEA
- Guidance on integrating gender into SEA prevention, enforcement and remedial action

### SEA, Gender Equality and the WPS Mandates

In March 2017, the Secretary-General outlined a comprehensive [four-pronged strategy to prevent and respond to sexual exploitation and abuse](#) across the United Nations system to (a) prioritise the rights and dignity of victims; (b) end impunity through strengthened reporting and investigations; (c) engage with civil society and external partners; and (d) improve strategic communication for education and transparency. Several initiative have been undertaken to support the implementation of this strategy, including the appointment of a [Victims' Rights Advocate](#) and the deployment of Field Victims' Rights Advocates, the establishment of a [Trust Fund](#) in support of SEA victims and the creation of a [Circle of Leadership](#) made up of global leaders who actively support this agenda.

### *Normative Framework*

Enforcement of the zero tolerance policy on sexual exploitation and abuse (SEA) in peace operations is mandated in four WPS resolutions, [SCRs 1820 \(2008\)](#), [1888 \(2009\)](#), [1960 \(2010\)](#), and [2242 \(2015\)](#) as well as in several policy documents that incorporate the [UN Standards of Conduct](#).<sup>1</sup> Peacekeeping personnel must refrain from any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes (e.g., profiting monetarily, socially or politically from the sexual exploitation of another). The WPS Security Council Resolutions (SCRs) urge troop and police contributing countries to take preventative and other action to ensure full accountability in cases of such conduct.

### *DPO Policies*

The [2018 Gender Policy](#) calls on leadership and personnel to work toward preventing SEA, including support to troop and police contributing countries, and further that gender equality and other gender perspectives are integrated in SEA training and support to victims.<sup>2</sup>

## Strengthening Peace Operations with Gender-Sensitive Responses to SEA

SEA not only causes harm, it undermines trust between peacekeeping personnel and the local population and puts missions – and the credibility of the entire UN – at risk. Gender integration is necessary for successful SEA prevention, enforcement and remedial action. As discussed in Chapter 11 on SGBV and Chapter 12 on CRSV, sexual violence and abuse of all forms is rooted in gender inequality. If gender perspectives are not taken into account, Conduct and Discipline Teams (CDTs) cannot sufficiently assess and understand risk, nor can they effectively provide assistance to individuals impacted by SEA. Local gender norms, roles and discrimination shape women's, men's, girls' and boys' incentives and disincentives for reporting and seeking remedy. Without taking gender power dynamics into account, strategies for addressing SEA may be marginalising or excluding certain groups from obtaining the support they need and the justice they deserve. While SEA (like all forms of SGBV) is mostly perpetrated against women and girls, men and boys may also be victims.

## Guidance on Integrating Gender into SEA Prevention, Enforcement and Remedial Action

CDTs should coordinate with Gender Advisers to ensure that gender perspectives are integrated into SEA prevention, enforcement and remedial action. The DPO Gender Strategy specifically calls for coordination with Gender Advisers on SEA training as well as on the Standing SEA Task Force. Other avenues for gender integration include:

### Prevention of SEA

- With support from Gender Advisers, ensure gender equality is incorporated into SEA pre-deployment training, induction training, and e-learning platforms.
- Public outreach and awareness raising campaigns must be accessible to women, men, girls and boys and take into account how gender norms may constrain access to certain medium (e.g., print materials may be difficult for women/girls to access where their literacy levels are low) or certain physical spaces (e.g., some communities may have gender-segregated spaces).
- Risk management processes should include diverse groups of women and girls, as well as men and boys, in assessment visits and patrols to understand how gender perspectives shape risk. (*For additional guidance see Chapter 4 – Gender-Responsive Conflict Analysis.*) Risk identification should be based on actual findings and avoid perpetuating gender stereotypes or assumptions (e.g., men and boys are never victims, elderly women will not be targeted) and should adhere to gender-sensitive analysis principles.

### Enforcement (or actions taken in response to a report of possible misconduct)

- Complaint reception mechanisms must take into consideration reporting barriers related to gender. Women and girls may be reluctant to report SEA (even to disclose to health care providers or trusted family members) because of stigma around sexual violence, socially-conservative attitudes about extramarital sex or other consequences that they specifically face (e.g., forced marriage to rapists, honour killings) due to their gender. Complaint reception mechanisms must be in spaces that are easily and confidentially accessible for women and girls.

- Gender-sensitive practices should be a part of investigations into allegations of misconduct, which could include increasing the number of women personnel (e.g., women and girl survivors may feel more comfortable speaking with women investigators, women investigators may have better access to investigate SEA committed against women and girls).

**Remedial Action** (or assistance to individuals with needs directly arising from a SEA incident)

- Assistance to victims and children born as a result of SEA must be tailored to the gendered needs of those individuals. A one-size-fits-all assistance programme will not provide appropriate support. Girls will have distinct needs and vulnerabilities that need to be taken into account, as will women with disabilities. Social norms may also influence how girls and boys born as a result of SEA are treated by their families and communities.

### **MONUSCO: Awareness Raising on SEA Through Theatre, Music and Dance**

In 2016, MONUSCO's Conduct and Discipline Team (CDT) collaborated with the Center for Mentoring Youth of the Pastoral Diocesan Chaplaincy and Vocation of Goma, DRC to organise a campaign to raise awareness of the zero-tolerance policy on SEA. The campaign focused on the different forms of abuse likely to be faced by young girls and women living in close proximity to MONUSCO bases and camps. Through dance and theatre, the actors explained in simple language that exploitative sexual relationships between MONUSCO personnel and members of the local population are prohibited by mission rules. Women and girl were urged to report without delay any incidents of SEA to MONUSCO authorities for action. The performance emphasised the possible consequences of SEA for victims, including unplanned pregnancy and contraction of sexually transmitted diseases. The play also addressed issues related to prostitution, the role of families and local customs and values.

### ***Guiding Questions for Gender-Responsive Strategies to Address SEA***

- Does the country context and gender perspectives within the country present opportunities for UN personnel to commit SEA? How do these conditions vary from the capital to field location?
- Based on current analysis as well as trend analysis of past UN data, who in the population is most vulnerable to SEA by UN personnel? How do gender norms and roles shape this vulnerability? (e.g. high vulnerability among domestic workers in UN personnel private accommodation and domestic workers are primarily women)
- What gendered barriers might prevent victims and the general population from reporting SEA allegations? (e.g. stigma against women who are victims of sexual violence)
- What are the likely consequences for children born as a result of SEA? Are the consequences the same for girls and boys? Do assistance services address the gendered needs of girls?

- What is the gender balance amongst UN personnel? How does this affect the organisational culture of the mission?
- What is the tone amongst mission leadership about the importance of addressing SEA? Is their tone shaped by gender stereotypes or assumptions?
- What is the most effective medium to disseminate SEA prevention messages to women as well as to girls?
- How are gender perspectives integrated into existing SEA training? How could this be improved?

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<sup>1</sup> SCR 1820 (2008), para. 7, <http://unscr.com/en/resolutions/doc/1820>; SCR 1888 (2009), para. 21, <http://unscr.com/en/resolutions/doc/1888>; SCR 1960 (2010), para. 16, <http://unscr.com/en/resolutions/doc/1960>; SCR 2242 (2015), para. 9, 10, <http://unscr.com/en/resolutions/doc/2242>.

<sup>2</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 52-54, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

# Chapter Sixteen:

## Working with the Police Component

### **This chapter provides information on:**

- The gender perspective in a police context
- Role of Police Gender Advisers, Police Gender Focal Points, and Specialised Police Teams
- Working with the police component

### **The Gender Perspective in a Police Context**

United Nations Police (UNPOL) plays an integral role in supporting mandated tasks across peace operations, including protection of civilians. UNPOL consists of police components deployed as part of peace operations as well as headquarters staff in the United Nations Police Division, which includes individual police officers (IPOs), both contracted and seconded, specialised police teams (SPTs) and formed police units (FPUs).<sup>1</sup>

To effectively address the needs of women and girls, UNPOL integrates the four WPS pillars into its work at the strategic, operational and tactical levels (*see Table 4 for additional detail*). UNPOL has also adopted a gender-responsive approach into all police activities, such as the prevention, detection and investigation of crime, protection of persons and property, and maintenance of public order and safety.

**Table 4 - The Four Pillars of SCR1325 in a Police Context**

PARTICIPATION	PROTECTION	PREVENTION	RELIEF AND RECOVERY	GENDER INTEGRATION
<p>Increase the representation and retention of women in UNPOL.</p> <p>Engage with communities, particularly with women's organisations to ensure all police plans, operations and activities take into consideration women's perspectives and needs.</p> <p>Promote equal opportunities for women in the host state police.</p>	<p>Through intelligence-led and community-oriented policing, assist the host state police in developing a police response on security threats based on an analysis that includes vulnerabilities of women and girls.</p> <p>Liaise with partners in the field mission on protection needs and addressing human rights violations.</p> <p>Support host state police in enhancing protection for the population particularly the prevention and investigation of SGBV and CRSV.</p>	<p>Develop early warning and early response mechanisms, neutralise threats, and respond robustly, particularly to SGBV and CRSV.</p> <p>Mediate local conflicts and prevent escalation.</p> <p>Serve as a role model through high standards of conduct, discipline and operational efficiency.</p>	<p>Support the delivery of humanitarian assistance.</p>	<p>Gender perspectives and concerns incorporated in all police operations and activities.</p> <p>Gender conflict analysis carried out from a police point of view.</p>

## **The Role of Gender Advisers, Gender Focal Points and Special Police Teams**

Within peace operations, Police Gender Advisers implement the WPS mandate and related DPO policies and directives on gender integration and protection of civilians under the guidance and supervision of the Head of Police Component (HOPC). The Police Gender Adviser is also responsible for assisting UNPOL management in the development of overall strategies, policies, and programming to ensure gender integration. The Police Gender Adviser also leads efforts to ensure the comprehensive integration of women's rights and gender equality commitments into the host state's police and other law enforcement agencies. This support aims to:

- Facilitate the participation of women and girls in police reform decision-making, planning, implementation and oversight
- Ensure that police personnel and policies respond to the different rights, perspectives and needs of women and girls and in particular provide effective human rights protection, including protection from and response to SGBV, including CRSV.

To complement the efforts the Police Gender Adviser and to better coordinate efforts and promote gender integration, Police Gender Focal Points have been identified in various departments, sections, sectors and team sites. Gender goals are also incorporated into the work plans and performance appraisals of all UNPOL staff.

In specific peace operations (e.g., MINUSCA, UNMISS), Specialised SGBV Police Teams have been deployed to carry out a range of specialised and expert functions, including building capacity of the host state police by setting up specialised police units, developing policies, standard operating procedures and training materials on SGBV and conducting training, along with assisting the host State police on investigations and supporting victims of sexual violence through a referral system.

Police Gender Advisers and focal points are required to liaise with the civilian Senior Gender Adviser and Women's Protection Advisers as well as participate in various coordination mechanisms, such as task forces, to effectively coordinate planning and implementation of gender-related activities. UNPOL also coordinates and collaborates with the Office of the Senior Women's Protection Adviser (OSWPA), Office of the Senior Child Protection Officer (OSCPA) as well as the Human Rights Division (HRD).

## **Working with the Police Component**

The primary point of contact between the mission Gender Unit and UNPOL is the Police Gender Adviser.

It is imperative that the police, military and the substantive civilian components work together and share information to ensure that all threats and concerns are taken into consideration at the onset, information is exchanged in a timely manner and coordinated action is taken, as appropriate.

When the Gender Unit requests additional reporting by or dissemination of information to the police, this should be coordinated through the Police Gender Adviser.

The Police Gender Adviser should be periodically consulted on the content of and participate in the delivery of any police training led by the Gender Unit, including induction training, in order to ensure that the content is in line with the Strategic Guidance Framework on International Police Peacekeeping and the priorities, goals and expectations of UNPOL.

The Police Gender Adviser is responsible for training the UNPOL Gender Focal Points as they are best placed to instruct on the practical steps necessary to integrate a gender perspective into the functional areas of the police. The Police Gender Adviser may engage with the Gender Unit, OSWPA, OSCPA, and HRD for support as needed.

### **WPS Indicators**

DPO has developed a set of indicators to measure the WPS related results and impact that relate to UNPOL.<sup>2</sup> Core indicators are to be deployed across all missions, while working elective indicators are intended for selective use as applicable to each mission mandate:

#### **Core indicator**

- # of gender responsive operations by UNPOL carried out to protect civilians.

#### **Working Elective indicators**

- # and % of IPO positions of responsibility occupied by women.
- # of deployed IPOs who have completed UNPOL Gender Toolkit training and are serving as a SGBV focal point for their unit(s).
- % of units with an IPO(s) who have completed UNPOL Gender Toolkit training, and are serving as a SGBV focal point for the unit.
- # and % of police and military personnel who have received mandatory training on SGBV, PSEA, and Child Protection in the last year. (Disaggregated by sex)
- # and % of directives for peacekeepers issued by heads of military components and standard operating procedures that include measures to protect women's and girls' human rights.
- # and % of directives for police issued by heads of police components and standard operating procedures that include measures to protect women's and girls' human rights.
- # and % of police manuals, national security policy frameworks, codes of conduct and standard operating procedures/protocols of national security forces that include measures to protect women's and girls' human rights.

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<sup>1</sup> DPKO/DFS Policy on United Nations Police in Peacekeeping Operations and Special Political Missions (2014), para. 22, <https://police.un.org/sites/default/files/sgf-policy-police-2014.pdf>.

<sup>2</sup> For additional information, see DPO's Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.

# Chapter Seventeen:

## Working with the Military Component

### **This chapter provides information on:**

- The gender perspective in a military context
- Role of Gender and Protection Advisers and Gender Focal Points
- Working with the military component

### **The Gender Perspective in a Military Context**

The Military Component is one of the cornerstones of UN Peacekeeping. To effectively address the needs of women, men, girls and boys in our missions it is essential to integrate the four pillars of [SCR 1325 \(2000\)](#) by including a gender perspective into the work of the military component at the strategic, operational and tactical levels. This includes the effective participation of women and girls, which implies they have the potential to articulate their needs and interests and take responsibilities (e.g., in Early Warning Mechanisms, protection strategies, Quick Impact Projects).

The military component includes military staff in the Office of Military Affairs at UN Headquarters as well as the ground, air and sea forces deployed in the field.

### **Role of Gender and Protection Advisers and Gender Focal Points**

All UN Peace Operations should have a Force Headquarters (FHQ) Military Gender and Protection Adviser (MGPA) to advise the Force Commander and act as a bridge between the civilian and military components working on gender and WPS, CRSV, children in armed conflict and protection of civilians. The MGPA is responsible for the design and maintenance of the Military Gender Action Plan, which describes intended outcomes against military activities. The MGPAs also advise the Sector MGPAs and Unit Gender Focal Points and are the point of contact in FHQ for gender. Sector MGPAs and Unit Gender Focal Points send monthly reports to the FHQ MGPA. These should be shared with the Senior Women Peace and Security Adviser (SWPSA).

Sector level MGPAs are required in all missions with a Protection of Civilians mandate. They act as the Sector Commander's bridge between the civilian sections working in gender and WPS, CRSV, child protection and protection of civilians at the sector level. They provide monthly reports to the Sector Commander and the FHQ MGPA.

Each Military Unit should have a Military Gender and Protection Focal Point trained by the FHQ or Sector MGPA. This ensures that a gender perspective is included in all unit activities. The focal points should: ensure the participation of women and girls in Early

Warning Mechanisms and Protection of Civilians working groups; know how to respond to survivors of conflict related sexual violence and who to report incidents to; know why and how they must conduct patrols that will prevent and protect civilians from conflict related sexual violence and other human rights violations, and provide Monthly Gender Reports to the FHQ MGPA, either directly or through their Sector Level MGPA where appropriate.

OMA is also introducing a new Engagement Team (ET) capability. In time, all Infantry Battalions will ensure mixed patrolling is possible by incorporating trained ETs, with at least 50% women, into their force structure.

Where a violation of humanitarian law is discovered, and particularly when individuals need Post Exposure Preventive (PEP) Treatment, immediate reporting is required to both the MGPA and SWPSA.

**Table 5 – The Four Pillars of SCR 1325 in a Military Context**

PARTICIPATION	PROTECTION	PREVENTION	GENDER INTEGRATION
<p>Increase the representation and most efficient employment of women in the military component.</p> <p>Meet on a regular basis with civil society groups, including women’s organisations, representing women’s concerns – include their concerns and suggestions in planning.</p>	<p>Analyse the area of operations from the point of view of women and girls, men and boys. Identify vulnerable areas.</p> <p>To protect women and girl civilians from human rights abuses the military component must understand and be trained and willing to address and respond to the threat.</p>	<p>Deter those who would attack women, girls, men and boys.</p> <p>Respond to perpetrators of sexual violence robustly.</p>	<p>Systematically implement a gender perspective in all aspects of peacekeeping.</p> <p>In analysis, planning and execution of operations consider how the situation is being experienced by women, girls, men and boys and how the military operations will impact on these different groups to ensure it works to counter rather than entrench gender-based discrimination.</p>

## Working with the Military Component

The primary point of contact between civilian gender team and the military component is the FHQ MGPA. It is important that the military and civilian gender teams work together and share information, including the exchange of reports, to ensure the most complete understanding of the protection needs of civilians. When there is a need for the civilian gender team to request additional reporting by, or dissemination of information to the military, this should be coordinated through the FHQ MGPA.

In some missions the SWPSA has a reporting and advisory responsibility directly to the Force Commander. When this occurs, it is even more important that the SWPSA and FHQ MGPA coordinate their activities and reporting.

Due to the corporate knowledge gained from working in-mission, civilian gender teams often deliver induction training to incoming military members. It is important that the FHQ MGPA is periodically consulted on the content of these briefs to ensure that they are as relevant as possible for the military.

FHQ or Sector MGPAs are responsible for training the Unit Gender Focal Points, as they are best placed to instruct on the practical steps necessary to mainstream a gender perspective into the nine functional areas of military units. The MGPA may engage with the SWPSA and civilian team for support as needed.

### *WPS Indicators*

DPO has developed a set of indicators for the WPS mandate which includes one “core indicator” and six working elective indicators to measure the results and impact that relate to the military component:

**Core indicator** (to be deployed across all missions)

- # of gender responsive operations by the UN military, including Engagement Platoon activities, that are carried out to protect civilians.

**Working Elective indicators** (intended for selective use as applicable to each mission mandate)

- # of women deployed to mission areas.
- # of women staff officers involved in the FHQ planning process.
- % of mission functions that engage with women civil society organisations to inform key processes.
- # of times the Force Commander and senior officers engage with women’s civil society organisations to inform key processes.
- % of military operational staff work (orders, annexes, FRAGOs, directives) across entire mission that include gender-specific needs of population and a gendered response to these needs (e.g., safe corridors for movement after an operation by the FIB).
- # of Quick Impact Projects that involve women as well as men? How many QIPs support women and girls?

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<sup>1</sup> For additional information, see DPO's Compendium of Women, Peace and Security Indicators. Elective indicators will be finalized by the end of 2019.

# Chapter Eighteen: Disarmament, Demobilisation and Reintegration (DDR)

## **This chapter introduces:**

- The WPS mandates and gender policies for DDR
- Gender-responsive DDR and its contributions to peace and security
- Guidance for incorporating gender into DDR

## **The WPS Mandates and Gender Policies for DDR**

### *Normative Framework*

The WPS mandate includes three themes related to gender integration and DDR. First, [SCR 1325 \(2000\)](#) encourages the adoption of a gender perspective in peace and security processes, which includes addressing the specific needs of women and girls in DDR.<sup>1</sup> Second, [SCRs 1889 \(2009\)](#) and [2122 \(2103\)](#) mandate those involved in DDR to ensure women and girls have full access to DDR programmes.<sup>2</sup> Third, [SCRs 1820 \(2008\)](#) and [2106 \(2013\)](#) highlight the need for women's participation in addressing DDR-related sexual violence, such as protection mechanisms for women in cantonment sites as well as trauma and reintegration support for women.<sup>3</sup>

### *DPO Policy*

The [2018 Gender Policy](#) prioritises the adoption of gender responsive approaches and gender-specific interventions aimed at supporting the sustainable reintegration of women and men ex-combatants and their dependents.<sup>4</sup>

## **Gender-Responsive DDR and its Contributions to Peace and Security**

DDR plays an important role in supporting progress towards sustainable peace. Without gender perspectives embedded, DDR programmes are not maximising their potential impact. If those who do not fit the category of a male, able-bodied combatant are overlooked, DDR activities are only less effective. They run the risk of reinforcing existing gender inequalities in local communities, making economic hardship worse for women and girls in armed groups and forces, some of whom may have unresolved trauma and reduced physical capacity as a result of violence experienced during the conflict. Marginalised women and girls with combat experience are at risk for re-recruitment into armed groups and forces and may ultimately undermine the peacebuilding potential

of DDR processes. The involvement of women is the best way to ensure their long-term contribution in peace processes as well as community initiatives, which again will improve long-term security.

Since women make up at least half the adult population, and in post-conflict situations may head up to 75 percent of all households, their involvement in DDR is one of the most important factors in achieving effective and sustainable security. Harnessing the different capacities and potential of women and girl former fighters, their supporters and their dependants, as well as community members will improve the long-term transformation of societies as well as provide a firm foundation for the peace and stability.

## Guidance for Incorporating Gender into DDR

Gender perspectives must be integrated into all phases of the DDR process from planning and assessment to implementation. DDR programmes should also prevent discrimination on the basis of gender, age, race, religion, ethnic origin or other criteria, which includes preventing reprisals or stigmatisation of those who participate. Besides women combatants and associated members, DDR initiatives should engage community members, aiming at mobilising and empowering women. Specific gender-sensitive actions for each phase of DDR include:<sup>5</sup>

- **Negotiating DDR:** DDR advisers participating in peace negotiations should ensure that women and girls' interests and needs are adequately included by insisting on the continued participation of women representatives (e.g., women's organisations, women community leaders, national women's machinery) throughout the DDR negotiation and planning process.
- **Assessment Phase:** DDR planners must have a clear understanding of the legal, political, economic and social context of the DDR programme and how it affects women and girls, both in the armed groups and in the receiving communities. This includes assessment of gendered needs as well as how those needs will be addressed in site design, services provided, transportation, personnel resources (e.g., women translators and field staff).
- **Demobilisation Mandates, Scope, Institutional Arrangements:** All mission personnel must understand the importance of gender integration in DDR activities. Gender advisers should be considered essential in the staffing structure of DDR units and troop-contributing countries should be encouraged to deploy more women in peace operations.
- **Transitional Support:** Distribution of benefits should enable women and girls to have the same economic choices as men and boys. This requires knowledge of women's rights (e.g., regarding property ownership) as well as social attitudes relating to women's access to economic resources. Support must take address women's and girls' substantive and logistical training needs as well as broader gender roles and identities, ensuring that transitional support packages do not reinforce negative gender stereotypes or provoke SGBV.
- **Assembly:** Information campaigns on DDR eligibility should be equally accessible to women and girls and include information on women-specific assistance and women's rights. Awareness-raising sessions should be offered to the communities

that will receive ex-combatants, especially to women's organisations, to help them understand what DDR is and what they can and cannot expect to gain from it.

- **Cantonment:** Cantonment sites should implement gender segregation where needed (e.g., reception centre allows women to register separately, separate facilities) as well as offer gender-specific services (e.g., reproductive and psychosocial health services tailored for women, education for women and girls about their rights).
- **Disarmament:** Women and girls must have equal access to secure disarmament sites to ensure that gendered stereotypes of weapons ownership are not reinforced. Prominent inclusion of women in disarmament activities can strengthen women's profile and leadership roles in the public sphere. Women's knowledge and awareness of disarmament should also be linked to the promotion of their broader political participation and involvement in community development.
- **Resettlement:** After demobilisation, mechanisms must be put in place to allow women ex-combatants and supporters to return to their chosen destination using a safe means of transport that minimises SGBV exposure, re-recruitment and human trafficking. A transitional safety net should be established to help resettled women ex-combatants and supporters with housing, health care and counselling and educational support for their children. Women and girl ex-combatants and supporters should be informed of, and able to access, any reintegration support services (e.g., a local demobilisation support office) established.
- **Social reintegration:** Gender-responsive reintegration should include efforts to integrate women and girl ex-combatants and supporters into broader strategies aimed at women's post-conflict development to prevent resentment against fighters as a privileged group. Women and women's organisations should be included in community awareness-raising meetings to prepare the community to receive ex-combatants, as women often play a central role in post-conflict reconstruction and the provision of care.
- **Economic reintegration:** Measures are needed to prevent women ex-combatants, supporters, dependants and war widows from being forced to live on the fringes of the economy (e.g. equal training and employment opportunities after leaving the cantonment site). Women often find it more difficult to get access to credit, especially larger amounts needed to enter the formal sectors of the economy. With few job opportunities, particularly within the formal sector, women and girls have limited options for economic success, which has serious implications if they are the main providers for their dependants.

Women's organisations and representatives should be routinely consulted and involved throughout all phases of the DDR process. They can provide guidance on gender norms and roles that shape the experiences and needs of women and girls and serve as valuable implementing partners because of their existing relationships and community ties.

## **MINUSCA: Gender-responsive DDR Activities**

Assessments were carried out in MINUSCA cantonment centres with women ex-combatants to identify their specific protection needs. Initiatives were introduced that encouraged both women and men ex-combatants to develop income-generating activities and prepared them for employment to decrease their risk of taking up arms. In Bria, the construction of a woman's training centre was launched to support socio-economic re-integration of ex-combatants into their community.

### ***WPS Indicators***

DPO's working elective indicators for WPS should be used to measure the results and impact of DDR-related activities as applicable to each mission mandate.<sup>6</sup>

- % of women in national caseload of DDR participants (including women combatants and FAAFG/dependents)
- % of women as direct beneficiaries of mission DDR/CVR projects
- % of DDR programmatic funding dedicated to activities targeting women and girls
- % of combatants demobilised who were women
- % of women and girls that dropped out of DDR/CVR programmes
- % of DDR facilities with areas specifically for women

### ***Guiding Questions for Gender-Responsive DDR***

- How many women and girls are in and associated with the armed forces and groups? What roles have they played?
- Who is demobilised and who is retained as part of the restructured force? Do women and men have the same right to choose to be demobilised or retained?
- Is there sustainable funding to ensure the long-term success of the DDR process? Are special funds allocated to women and girls, and if not, what measures are in place to ensure that their needs will receive proper attention?
- Are local, regional and national women's organisations supporting reintegration efforts? Are these organisations being trained to understand the needs and experiences of ex-combatants?
- If cantonment is being planned, will there be separate and secure facilities for women and girls? Will fuel, food and water be provided so they do not have to leave the security of the site?
- If a social security system exists, can women and girl ex-combatants easily access it? Is it specifically designed to meet their needs and to improve their skills?

- Can the economy support the kind of training women might ask for during the demobilisation period? Have obstacles, such as narrow expectations of women's work, been taken into account? Will childcare be provided to ensure that women have equitable access to training opportunities?
- Do training packages offered to women reflect local gender norms and gender-appropriate behaviour or does training attempt to change these norms? Does this benefit or hinder women's economic independence?

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<sup>1</sup> SCR 1325 (2000), para. 13, <http://unscr.com/en/resolutions/doc/1325>.

<sup>2</sup> SCR 1889 (2009), para. 13, <http://unscr.com/en/resolutions/doc/1889>; SCR 2122 (2013), para. 4, <http://unscr.com/en/resolutions/doc/2122>.

<sup>3</sup> SCR 2106 (2013), para. 16, <http://unscr.com/en/resolutions/doc/2106>; SCR 1820 (2008), para. 10, <http://unscr.com/en/resolutions/doc/1820>.

<sup>4</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 42, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

<sup>5</sup> For more detailed guidance, see Inter-Agency Working Group on DDR, *Integrated Disarmament, Demobilization and Reintegration Standards*, 5.10 - Women, Gender and DDR (2006) 6-22, <http://unddr.org/uploads/documents/IDDRS%205.10%20Women,%20Gender%20and%20DDR.pdf>

<sup>6</sup> Elective indicators and data from five missions are visualized in a Gender-Responsive DDR Dashboard created by DPO Gender Unit with support for IDDRS.







# Chapter Nineteen:

## Security Sector Reform (SSR)

### This chapter introduces:

- SSR, gender equality and the WPS mandates
- Benefits of integrating gender into SSR
- Guidance for implementing gender-responsive SSR

### SSR, Gender Equality and the WPS Mandates

#### *Normative Framework*

Integrating gender perspectives into SSR processes is an essential part of promoting gender equality and the WPS mandate. While all ten UN Security Council Resolutions on WPS call for the equal and full participation of women in policy-making and peacebuilding, [SCRs 1889 \(2009\)](#), [2122 \(2013\)](#), and [2242 \(2015\)](#) highlight the necessity of integrating women's needs and priorities into SSR, including in efforts to improve access to justice and end impunity for the most serious crimes committed against women and girls.<sup>1</sup> These echo the emphasis of [SCR 1325 \(2000\)](#), the first resolution on WPS, on the inclusion of a gender perspective in measures that ensure the protection of and respect for the human rights of women and girls as they relate to the police and the judiciary.<sup>2</sup> [SCRs 1888 \(2009\)](#), [2106 \(2013\)](#), and [SCR 2467 \(2019\)](#) mandate the inclusion of sexual violence issues in SSR arrangements and processes.<sup>3</sup>

#### *DPO Policy*

The [2018 Gender Policy](#) also prioritises gender-responsive SSR. It specifically calls for gender integration in effective service delivery, participation in the security sector, prevention of and protection from SGBV, accountability and oversight and monitoring and evaluation.<sup>4</sup>

### Benefits of Integrating Gender into SSR

SSR is focused on transforming a security apparatus into professional, transparent and accountable institutions. This process offers opportunities to engage women and men in security sector institutions and increase their knowledge of and responsiveness to the rights, perspectives and needs of women and girls and promote security institutions that operate within the rule of law and respect for human rights.

Gender integration enhances the security sector's ability to grapple with key post-conflict security issues, such as how post-traumatic stress and shifting gender roles can

perpetuate violence. To be effective and inclusive, SSR must equitably consider the specific security and welfare needs and capacities of women and girls alongside those of men and boys. Recognition of and response to these different security needs will enhance the effectiveness of security institutions. Addressing threats in a gender-responsive manner is essential to ensuring a sustainable community security.

## Guidance for Implementing Gender-Responsive SSR

The ultimate objective of gender-responsive SSR is to improve the ability of security sector institutions to address specific security threats faced by women and girls, through active participation of women and girls in SSR decision-making, assessment, planning, implementation and oversight. Progress towards this objective can be achieved by incorporating strategies, such as:<sup>5</sup>

### Effective Service Delivery

- Draft gender-responsive national security policies, strategies and plans, after a thorough analysis that includes the security needs and capacities of women and girls.
- Support the allocation of sufficient financial resources to gender-related activities and programmes within the security sector.

### Participation and Equal Opportunities

- Increase women's participation, in terms of both numbers and quality, in the security sector.
- Eliminate legal obstacles to, and establish targets for, women's recruitment in the security sector.
- Involve women and women's organisations in the planning of security reform initiatives.
- Increase the number of women serving as police and military in peace operations.

### Prevention and Protection

- Create dedicated capacity within national security structure for preventing and responding to violations against women and girls (e.g., protection units staffed with professionals specially trained to work with the survivors, witnesses and perpetrators of domestic violence).
- Develop the capacity of the entire security sector to prevent and respond to violations against women and girls.
- Support preventive approaches in national legislative reform (e.g., national small arms control or antitrafficking legislation could specifically respond to the implications of reform for the security of women and girls).

## Accountability and Oversight

- Increase institutional accountability with respect to gender through internal (e.g., inspectors-general and ombudspersons update their operating procedures to reflect an expanded gender mandate) and external oversight (e.g., partnerships with women's organisations).
- Promote the creation of parliamentary women's caucuses and their active involvement in security policymaking and oversight.
- Include compliance with women's rights in the scope of oversight bodies.
- Support the establishment or strengthening of an independent national human rights institution in line with the Paris Principles.
- Include security issues in CEDAW reporting mechanisms and other international human rights reporting.

## Monitoring and Evaluation

- Ensure all information and statistics collected are disaggregated by sex and age, as well as all other relevant categories (e.g. disability, religion) wherever possible.
- Design assessment questionnaires to gather information about security issues for women and girls as well as their assessment of the success of various interventions.
- Organise all women focus groups as part of all community-based information collection processes and ensure these groups are facilitated by women.
- Apply gender-responsive budget analysis to all SSR initiatives.
- Include gender components and expertise in the terms of reference for external evaluations.

### **MINUJUSTH: SGBV Trainings for the Justice Sector**

The police component of MINUJUSTH conducted trainings on SGBV for judicial actors to build a common understanding of victims' care and to share best practices with the justice sector in handling these types of cases. Workshops were facilitated by the national police unit established to combat sexual offences facilitated workshops on SGBV, the Port-au-Prince Court of Appeal and the Legal Service Training College for 60 participants, including 21 women, from all levels of the criminal justice system in the North, Nippes and Artibonite Departments.

## *WPS Indicators*

DPO's WPS indicators include six working elective indicators to measure the results and impact of SSR-specific mission mandate elements.<sup>6</sup>

- % of patrols that include women uniformed peacekeepers on routine liaison patrolling
- # of meetings held with state and non-state security sector actors that focuses on improving the responsiveness of the security sector to the specific needs of women and girls.
- Average time on it takes host authorities to respond to alerts of protection threats by women. (gathered every 6 months)
- # and % of military manuals, national security policy frameworks, codes of conduct and standard operating procedures/protocols of national security forces that include measures to protect women's and girls' human rights
- # and % of women employed in local and national security institutions
- # of men and women (disaggregated) from Local Protection Committees who receive mission-funded gender-sensitive practices trainings

## *Guiding Questions for Gender-Responsive SSR*

- How does the security situation affect women and girls? What are women's and girls' security concerns? Are women active participants in planning security reform initiatives? If not, how can that be changed?
- What role do women play in security institutions (percent of forces or groups, by grade and category)? Is there a quota or other mechanisms for women's recruitment?
- What measures are being taken to incentivise women's recruitment, retention and promotion in security institutions (e.g. family-friendly policies, equitable pay, anti-harassment policies)?
- What capacity building is needed amongst national security institutions to strengthen their understanding of gender integration, women's rights and the importance of including women and their perspectives?
- Are security institutions able to undertake security related gender analysis and address the practical and strategic needs of women and girls?
- Are women represented and active participants in accountability and oversight mechanisms?

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<sup>1</sup> SCR 1889 (2009), para. 10, <http://unscr.com/en/resolutions/doc/1889>; SCR 2122 (2013), para. 12, <http://unscr.com/en/resolutions/doc/2122>; SCR 2242 (2015), para. 14, <http://unscr.com/en/resolutions/doc/2242>.

<sup>2</sup> SCR 1325 (2000), para. 8, <http://unscr.com/en/resolutions/doc/1325>.

<sup>3</sup> SCR 1888 (2009), para. 8, <http://unscr.com/en/resolutions/doc/1888>; SCR 2106 (2013), para. 16, <http://unscr.com/en/resolutions/doc/2106>.

<sup>4</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 39, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf).

<sup>5</sup> For additional details on gender-responsive SSR, see Inter-Agency SSR Task Force, *Security Sector Reform: Integrated Technical Guidance Notes* (New York: UN, 2012), 35-60, [https://peacekeeping.un.org/sites/default/files/un\\_integrated\\_technical\\_guidance\\_notes\\_on\\_ssr\\_1.pdf](https://peacekeeping.un.org/sites/default/files/un_integrated_technical_guidance_notes_on_ssr_1.pdf).

<sup>6</sup> Elective indicators will be finalized by the end of 2019.







# Chapter Twenty: Justice and Corrections

## This chapter introduces:

- The normative and policy basis for gender-responsive justice and corrections
- Linkages between gender integration and effective justice and corrections
- Guidance for incorporating gender into justice and corrections

## The WPS Mandate and Policies for Gender-Responsive Justice and Corrections

### *Normative Framework*

Ensuring justice and corrections institutions and processes are gender-responsive is a core component of the WPS agenda. Security Council Resolutions [1325 \(2000\)](#), [1889 \(2009\)](#), [2122 \(2013\)](#), [2242 \(2015\)](#) and [SCR 2467 \(2019\)](#) highlight the necessity of women's and girls' needs and priorities informing efforts to improve access to justice, end impunity for crimes committed against women and girls and promote gender responsive law enforcement and legal and judicial reform.<sup>1</sup> [SCRs 1888 \(2009\)](#), [2106 \(2013\)](#) and [SCR 2467 \(2019\)](#) call for the inclusion of sexual violence issues in security and justice arrangements and mechanisms.<sup>2</sup>

### *DPO Policies*

The [2018 Gender Policy](#) as well as the [2016 Policy on Justice Support in United Nations Peace Operations](#) and the [2015 Policy on Prison Support in United Nations Peace Operations](#) require justice and corrections support to take into account the rights and needs of women and girls.<sup>3</sup> Initiatives may include supporting national institutions to review and amend discriminatory policies, laws and practices that prevent women and girls from enjoying their full and equal rights as well as promoting the fair representation and adequate participation of women in legal and correction professions.<sup>4</sup>

The [2014 Standard Operating Procedures for Government-Provided Corrections Personnel on Assignment with United Nations Peace Operations and Special Political Missions](#) also calls for increasing women's representation at all levels and promotion of gender-related policies and practices.

## Links Between Gender Integration and Effective Rule of Law, Justice and Corrections

To be effective, rule of law efforts must take into account women's and girls' specific justice needs and priorities, which are frequently different from men and boys due to discriminatory gender norms and power dynamics in families and communities, as well as numerous other issues such as higher levels of poverty. For most women and girls in post-conflict environments, violence does not stop with the signing of a peace agreement and may increase post-conflict. Women and girls are left in a double bind, as they are more likely to experience violent crimes and less likely to receive justice. Ensuring that women and girls have access to justice and equitable treatment is a critical means of implementing gender equality in corrections and is central to sustaining peace and the rule of law.

## Guidance for Gender-Responsive Justice and Corrections

Gender-responsive justice and corrections includes ensuring that national justice and corrections staff have the capacity to incorporate gender into their work and that policies and practices are in accordance with international instruments (e.g., UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('Bangkok Rules')). Other gender integration strategies include:

### Justice<sup>5</sup>

- Assess court proceedings from a gender perspective (e.g. examine the demographics and treatment of defendants (and the plaintiffs in civil cases), victims and witnesses, the type of alleged crime or basis of the civil action, prosecution rates, prison sentences and women's and girls' access to justice as compared to men's and boys').
- Encourage the creation of a national commission or ombudsperson to act as a watchdog to prevent and resolve discrimination against women and girls in judicial and legal processes.
- Support training and awareness raising for police investigators, judges, prosecutors and other officials on how the legal and judicial system as well as human rights and complaints procedures affect women and girls, with attention to SGBV.
- Determine how to integrate gender into customary and traditional approaches to justice as well as the interplay of customary mechanisms and formal justice structures (e.g. regular court system may provide a right of review for those discriminated against by customary systems).
- Ensure that justice mechanisms are easily accessible and made known to women and girls so that complaints can be received and adjudicated appropriately.

### Corrections

- Separate women and men prisoners, ideally in separate prisons or at least separate blocks and ensure women inmates are supervised solely by women staff.
- Incorporate gender perspectives into search procedures (e.g. private searches must be conducted by a person of the same gender as the inmate being searched).

- Provide adequate physical and psychological health services for women and girls, including adequate access to water, sanitary materials, medical treatment and adequate birthing facilities for pregnant women and girls.
- Provide accommodation where prisoners with resident children can be managed separately. Offer opportunities for meaningful contact with non-resident children.
- Include awareness on gender issues and the provisions of relevant international instruments (e.g. Bangkok Rules) in capacity-building activities of corrections components.
- Ensure women prisoners have access to the same education opportunities as men prisoners, as well as separate training relevant to and designed for women prisoners.
- Create clear complaints procedures for women prisoners and women corrections staff to facilitate the reporting of harassment, (sexual) abuse and sexual exploitation by other prisoners or staff and ensure that the complaints procedures are known.

Gender balance should be encouraged across the justice and corrections professions including in senior-level, decision-making positions. This may entail work with national counterparts to eliminate barriers to women's recruitment, retention and promotion (e.g. unequal pay, lack of educational opportunities).

Peacekeeping personnel should seek to partner with women's civil society organisations and national machineries to increase capacity and available resources for gender-responsive legal and judicial reform as well as corrections services.

### **MINUJUSTH: Addressing Women's Pre-Trial Detention**

For International Women's Day 8 March 2018, the Court of First Instance of Port-au-Prince organised special hearings of cases involving women in pre-trial detention, with the support of MINUJUSTH. This continued until 3 April, Haitian Women's Day. At least 20 cases involving more than 30 women in pre-trial detention were heard and several women were released. More than 80 percent of detainees in the civil prison of Cabaret dedicated to women were in pre-trial detention. To address this, MINUJUSTH and UN WOMEN, in collaboration with civil society organisations, prepared a legal aid project specifically targeting women in pre-trial detention. This project includes psychosocial care and vocational training to increasing access to income-generating activities.

### **UNMISS: Gender Integration Training in Prisons**

In February 2019, UNMISS's Gender Affairs Unit facilitated a session on gender equality at a workshop UNPOL organised for 100 prison and warrant officers, including 46 women officers. The session included discussions on gender equality in the context of prisons, including equal opportunities for women officers as well as consideration of the specific needs of women inmates. Workshop participants acknowledged the positive roles they can play to promote gender equality even with insufficient numbers of qualified prison officers and few psychosocial services for inmates.

## *WPS Indicators*

DPO has developed a set of indicators for the WPS mandate which include the following to measure the results and impact of justice and corrections-specific mission mandate elements:

**Core indicator** (to be deployed across all missions)

- % of women prisoners staying at separate prisons with the necessary facilities. (Possible data source: JCS)

**Reach indicators** (only as financial, staff time, and security constraints allow)

- % of civilians who report knowledge of transitional justice mechanisms. (disaggregated by sex)
- % of civilians who report access to transitional justice mechanisms. (disaggregated by sex)
- % of civilians who report trust in transitional justice mechanisms. (disaggregated by sex)

## *Guiding Questions for Integrating Gender into Justice and Corrections*

- Can women choose whether they utilise a formal or customary legal system? In which legal system are women typically participants? What is the role and involvement of women in traditional justice mechanisms?
- How are women and girls treated compared to men and boys during judicial proceedings? Do women victims and witnesses have sufficient protection?
- Do indigent women have access to free legal aid?
- What percentage of legal professionals and corrections staff are women (by grade and category)? Is the representation of women corrections personnel proportionate to the number of women prisoners? Are there any limitations to the roles women perform? What obstacles limit the participation of women at various levels in the legal profession?
- To what extent are the UN Minimum Standards for the Treatment of Prisoners reflected in the management of women prisoners?
- What gender-specific health facilities and services are provided for women prisoners? What specific facilities and services are provided for pregnant and nursing mothers in detention?
- Are there women in prison who have not been charged with any offence? Are there women in prison beyond the expiry of any legal warrant?
- What is the typical duration of women prisoner's sentence? Is this similar to men's?
- Are women prisoners subject to sexual harassment, abuse or sexual exploitation by male prisoners or male staff? Is there a complaints procedure? How are women prisoners informed of it? How often do they utilise it?

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<sup>1</sup> SCR 1325 (2000), para. 8, <http://unscr.com/en/resolutions/doc/1325>; SCR 1889 (2009), para. 10, <http://unscr.com/en/resolutions/doc/1889>; SCR 2122 (2013), para. 12, <http://unscr.com/en/resolutions/doc/2122>; SCR 2242 (2015), para. 14, <http://unscr.com/en/resolutions/doc/2242>.

<sup>2</sup> SCR 1888 (2009), para. 6, 8, <http://unscr.com/en/resolutions/doc/1888>; SCR 2106 (2013), para. 12, 16, 18, <http://unscr.com/en/resolutions/doc/2106>.

<sup>3</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 40, 41, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf); DPKO/DFS Policy on Justice Support in United Nations Peace Operations 2016, para. 20, [https://peacekeeping.un.org/sites/default/files/2016\\_policy\\_justice\\_support\\_in\\_un\\_peace\\_operations.pdf](https://peacekeeping.un.org/sites/default/files/2016_policy_justice_support_in_un_peace_operations.pdf); DPKO/DFS Policy on Prison Support in United Nations Peace Operations 2015, para. 21, [https://peacekeeping.un.org/sites/default/files/prison\\_support\\_policy\\_1\\_september\\_2015.pdf](https://peacekeeping.un.org/sites/default/files/prison_support_policy_1_september_2015.pdf).

<sup>4</sup> DPKO/DFS Standard Operating Procedures for Government Provided Corrections Personnel on Assignment with United Nations Peacekeeping Operations and Special Political Missions 2014, para. 36, [https://peacekeeping.un.org/sites/default/files/2014\\_07\\_sop\\_on\\_gov\\_provided\\_corrections\\_pers\\_on\\_assignment\\_with\\_pko\\_and\\_spm.pdf](https://peacekeeping.un.org/sites/default/files/2014_07_sop_on_gov_provided_corrections_pers_on_assignment_with_pko_and_spm.pdf).

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<sup>6</sup> Elective indicators will be finalized by the end of 2019.





# Chapter Twenty-One: Mine Action

## *Normative Framework*

Within the broad legal framework for gender equality, there are provisions that pertain to mine action, including the principles of non-discrimination and equal enjoyment of rights enshrined in the [1948 Universal Declaration of Human Rights](#) and the [1979 Convention on the Elimination of all Forms of Discrimination against Women](#). Additionally, the [2006 Convention on the Rights of Persons with Disabilities](#) recognises that women and girls with disabilities are particularly disadvantaged. The [1995 Beijing Platform for Action](#) called on governments to recognise “that women and children are particularly affected by the indiscriminate use of antipersonnel landmines.” [SCR 1325 \(2000\)](#) further emphasises “the need for all parties to ensure that demining and mine awareness programmes take into account the special needs of women and girls.”

## **Integrating Gender into Mine Action**

For guidance on integrating gender into mine action, please refer to the comprehensive [United Nations Gender Guidelines for Mine Action Programmes](#). These guidelines, now in their third revision, were developed through a consultative process by the Inter-Agency Coordination Group on Mine Action. The current guidelines approach gender integration based on a project cycle management approach, from project design through to implementation and monitoring and evaluation with each chapter providing case studies and a checklist to assist field staff in applying the guidelines.

## *WPS Indicators*

The following working elective indicators are intended for selective use as applicable to each mission mandate. Gender units should collaboratively deploy the same data for their work on WPS implementation.<sup>1</sup>

- Assess how well your programme ensures that the most comprehensive gender sensitive and representative information on the threat of mines and explosive remnants of war (ERW) is collected from women and girls in the affected communities.
  - % of programmes that implement each activity ‘Often’ or ‘Almost always’:
    - Arrange meeting times and locations to facilitate the participation of women and girls.
    - Collect information from organisations and/or groups representing women and girls.

- Train survey/clearance teams in gender considerations related to data collection,
- Inform survey/clearance teams of best practices in collecting data by and from women.
- Assemble survey teams composed of men and/or women, as appropriate, based on the characteristics of the groups to be interviewed.
- Disaggregate survey data by sex and age.
- Assess how well your programme ensures that when prioritising areas for clearance, MRE and Victim Assistance, the specific needs of women and girls are considered and that gender aspects are overtly considered. For example, collect the distinct views of women, men, girls and boys in surveys and data collection activities.

% of programmes that implement each activity 'Often' or 'Almost always':

- Ensure gender balance among the interviewers conducting surveys and data collection activities.
- Terms of reference for major surveys include an objective to ensure gender balance among interviewers.
- Specify the sex and age group of interviewers in all data analyses.
- Specify the sex and age group of people being interviewed in all data analysis.
- Ongoing victim information systems (e.g. injury surveillance) provide disaggregated data on sex and age of casualties
- Assess how well your programme ensures that all individuals, regardless of age and sex, enjoy the same level of access to, and benefit equally from, Mine Action activities (including training and employment opportunities).

% of programmes that implement each activity 'Often' or 'Almost always':

- Make vacancy announcements accessible to women.
- Make sure that vacancy announcements clearly identify aspects of the job that might influence women applicants, such as travel requirements or provisions for lodging or childcare.
- Encourage the employment of women in mine action activities wherever possible.
- Track the sex of training session participants
- Periodically review whether women and men have equal access to job training opportunities
- Make all possible arrangements to accommodate the needs of both women within the work environment.
- Assess how well your programme ensures that Mine Action teams do not adversely affect local populations.

% of programmes that implement each activity 'Often' or 'Almost always':

- Provide Mine Action teams with information on local customs and behavioural codes associated with gender roles.
- Provide Mine Action teams with information on Sexually Transmitted Infection (STI) prevention.

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<sup>1</sup> Elective indicators will be finalized by the end of 2019.



# Chapter Twenty-Two: Strategic Communications and Public Information

## **This chapter introduces:**

- The WPS mandates and policies for gender-responsive strategic communications and public information
- Advancing gender equality and the WPS mandates with gender-responsive communications
- Guidance for incorporating gender into strategic communications and public information

## **The WPS Mandates and Policies for Gender-Responsive Strategic Communications and Public Information**

### *Normative Framework*

The suite of WPS Resolutions (SCRs 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), SCR 2467 (2019) and SCR 2493 (2019)) recognise that the manner in which women's and girls' experiences, rights and capacities are respected contributes directly to advances across the four WPS pillars – participation, protection, prevention and relief and recovery. SCR 2242 (2015) notes the need for greater attitudinal change to remove barriers to women's participation in preventing and resolving conflict and rebuilding after conflict.<sup>2</sup> This Resolution, in addition to its predecessor SCR 2122 (2013), also emphasises that the provision of consistent information is critical to build women's participation at all levels of decision-making and dismantling the remaining barriers to the full implementation of the WPS agenda.<sup>3</sup>

### *DPO Policy*

The importance of gender-responsive communications is recognised by the [2018 Gender Policy](#) which requires media and outreach initiatives to include dissemination of the WPS resolutions as well as the priorities and standards of gender-responsive peace operations to Member States, partners, national authorities and communities as part of efforts to promote awareness on women's rights, gender equality and the WPS mandates.<sup>4</sup>

## Advancing Effective Communications with Gender Integration

The portrayal of women, men, boys and girls in the media can strongly influence the perception of their respective roles in society. Media and public information can encourage gender equality, respect for women and girls and non-discrimination based on gender. They can also be used to maintain or deepen harmful, degrading sexist stereotypes and promote SGBV.

A 2015 analysis undertaken by the Global Media Monitoring Project (WACC) found that only 13% of news stories on peace and security included women as the subject, with only 4% portraying women as leaders and 2% highlighting gender equality issues. Women were also more than twice as likely as men to be identified as victims in a story and women's experiences were largely portrayed in stories on sexual violence or about women's access to psychological support.<sup>5</sup>

Concerted effort is needed to expand perspectives and deepen the analysis of issues regarding women and girls in conflict affected settings, including but not limited to women's and girls' important and influential roles that go beyond victimisation and SGBV/CRSV. Gender-responsive media and public information can help to make invisible issues visible to the greater public. They can also break taboos. While the media's portrayal of CRSV tends to oversimplify the plight of women and girls, the coverage has undeniably also shifted public consciousness and political will and served as a tool for galvanising international pressure to demand an end to CRSV globally. This is evidenced by the WPS [SCRs 1820 \(2008\)](#), [1960 \(2010\)](#), [2106 \(2013\)](#) and [SCR 2467 \(2019\)](#) and receipt of the Nobel Peace Prize by Nadia Murad and Dr. Denis Mukwege for their efforts to support women survivors of CRSV.

## Guidance for Gender-Responsive Strategic Communications and Public Information

Public Information Officers (PIOs) are central actors for implementing gender-responsive communications. They are responsible for promoting the WPS mandates as well as minimising messaging that may negatively impact gender equality or endanger women and girls. In carrying out these duties, PIOs should consult with relevant functional areas in the mission (e.g. gender units) as well as external partners (e.g. gender experts in academia, the media, NGOs and women's organisations).

There are three avenues for integrating gender into strategic communications and public information: (1) ensuring messaging for women and girls is tailored and accessible; (2) promoting women's participation in media and communications; and (3) mainstreaming a gender perspective across all messaging. Strategies for these approaches include:

### Messaging for Women and Girls

- Disseminate information on how women, girls and women's organisations can benefit from mission resources (e.g. quick-impact projects and peacebuilding funds).
- Target locations frequented by women and girls (e.g. marketplace, religious gatherings, women's organisations) and information channels used by them (e.g. connecting via women combatants as well as (men) military commanders to provide information on the eligibility of women and girls for DDR assistance).

- Ensure that the medium chosen for community outreach is accessible to women and girls, particularly in communities where women face barriers to accessing media and other information (e.g. women-only mobile cinemas).

### **Women's Participation in Media and Communications**

- Facilitate the attendance of and questions from women journalists in briefings and press conferences.
- Invite women's groups to briefings as well as other opportunities to engage with mission leadership.
- Create space or air time for women and girls to express their ideas and concerns.
- Publicly encourage women to apply for national positions in public information and media-related initiatives carried out by the mission.
- Ensure equal participation by women and men in training events for the national media organised or supported by the mission, including trainings on gender-responsive reporting, as well as dedicated capacity building for women in the media, where needed.
- Encourage and support the establishment of women's media networks in the host country.

### **Integrating Gender into Public Information**

- Establish reporting tools and mechanisms to track and report outputs and impact on gender and WPS related communication through the Results-Based Budget.
- Feature positive images of women, men, boys and girls (e.g. women police officers who contribute to community safety, men who champion gender equality), including examples of women in leadership and decision-making positions.
- Regularly include stories and information about women and girls, not only on UN observances and international days relating to gender equality (e.g. Open Day on 1325)
- Use the media to educate the public about women's rights, including on topics where their role is currently limited (e.g. in the legal system, political participation).
- Encourage the national media and influential decisionmakers to cover key gender issues.
- Cover important national and international events relating to gender equality issues (e.g. the opening of a women's radio station, an event held by the National Ministry for Women).
- Seek points of view from diverse groups of women and girls in any type of media formats (e.g. articles, talk shows) to enhance the quality of reports.
- Strictly follow ethical standards on SGBV reporting (*for additional guidance, see Chapter 11 on SGBV*).
- Apply this guidance to all communications products and across all communications platforms whether traditional (e.g. press, theatre) or digital (e.g. social media).

### **UNMIK: Digital and Social Media**

To encourage women's entrepreneurship, UNMIK Mitrovica held a televised roundtable on women and entrepreneurship with nine K-Albanian and K-Serbian women participants. The discussion highlighted corruption, women's lack of property ownership, the difficult balancing of women's multiple responsibilities and challenges related to education. Participants reported a noticeable change in local attitudes, which are now more favourable for women in business.

### **UNFICYP: Gender Integration Messaging Through Social Media**

The public information section's 16 Days of Activism social media campaign featured men peacekeepers (civilian, military and police) making commitments to address SGBV and celebrating UNFICYP's achievement as the first-ever peace operation to be led by a woman SRSG, Force Commander and Senior Police Adviser. Campaign posts reached over 27,000 people online. The aim of the campaign was to ensure that the WPS mandates are systematically applied to UNFICYP's communications work and to show practical, tangible ways in which the gender integration can be applied. The campaign also demonstrated how UNFICYP leads by example and sensitised the general public on the responsibility of all UN personnel to work towards advancing gender equality.

### ***Guiding Questions for Integrating Gender into Strategic Communications and Public Information***

- How do women and men access information differently? How does this differ at the national, local and/or community levels? What is the most effective medium and language to disseminate messages to women and girls as compared to men and boys? What specific barriers may women and girls face in accessing information?
- What is the number and percentage of women working in the media? What barriers exist that limit their recruitment, retention and promotion?
- What are the traditional roles of women in their communities and have these changed during the conflict? What roles have women and girls played in the conflict (as instigators, peacemakers, combatants, support personnel to combatants, sexual slaves, etc.)? How are these reflected in state or other media?
- How are women and girls portrayed in public service messaging and other UN communications?
- Are there partnerships with women's organisations, women's media networks, or national women's machinery supporting the mission's efforts to integrate gender into communications? If not, how can they be engaged?

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<sup>2</sup> SCR 2242 (2015), 1, <http://unscr.com/en/resolutions/doc/2242>.

<sup>3</sup> SCR 2242, 2; SCR 2122 (2013), 1, <http://unscr.com/en/resolutions/doc/2122>.

<sup>4</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 64, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf)

<sup>5</sup> Sarah Macharia, "Women Peace and Security Media Monitoring" (World Association for Christian Communication, June 12, 2015), cited in Radhika Coomaraswamy. *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325* (New York: UN Women, 2015), 292, [http://wps.unwomen.org/pdf/en/GlobalStudy\\_EN\\_Web.pdf](http://wps.unwomen.org/pdf/en/GlobalStudy_EN_Web.pdf).







# Chapter Twenty-Three: Knowledge Management and Best Practices

## **This chapter introduces:**

- The WPS mandates and policies for integrating gender into knowledge management
- Supporting more effective peacekeeping with gender-responsive knowledge management
- Guidance for implementing gender equality and the WPS mandate in knowledge management

## **The WPS Mandates and Policies for Integrating Gender into Knowledge Management**

### *Normative Framework*

The WPS mandates, as defined by [SCRs 1325 \(2000\)](#), [1820 \(2008\)](#), [1888 \(2009\)](#), [1889 \(2009\)](#), [1960 \(2010\)](#), [2106 \(2013\)](#), [2122 \(2013\)](#), [2242 \(2015\)](#), [2467 \(2019\)](#) and [2493 \(2019\)](#), identify a range of priority areas where gender integration is necessary for sustainable peace and security (e.g. women's participation at all decision-making levels, prevention and protection from SGBV and CRSV). A key factor for advancement across these areas is knowledge management and documentation of best practices. In SCR 2122 (2013), the Security Council takes note of the progress and emergence of good practice across several areas, including in prevention and protection, which are necessary to overcome persistent implementation deficits in the WPS agenda. The Resolution also mentions the 2015 Global study on the Implementation of SCR 1325 (2000), as a method for highlighting good practice examples, implementation gaps and challenges, as well as emerging trends and priorities for action.<sup>1</sup>

### *DPO Policies*

The [2018 Gender Policy](#) requires that progress on the WPS mandate is documented and assessed (e.g. via After Action Reviews, Audit and Inspection Reports, Lessons Learned Reports) and that gender analysis is reflected in the End of Assignment Reports drafted by all senior personnel, heads of components at mission headquarters and heads of field offices. These reports support information sharing to ensure partners are informed of advances in gender integration across the functional components of a mission.<sup>2</sup>

The [Guidelines on the Development of Mission-Specific Guidance](#) also notes that guidance materials should endeavour to take gender into account as a cross-cutting issue.<sup>3</sup>

The [Peacekeeping Policy and Practice Database \(PPDB\)](#), managed by the Knowledge Management and Guidance Team in DPET, forms the repository for all DPO guidance and best practices products.

## Supporting More Effective Peacekeeping with Gender-Responsive Knowledge Management

The fast-paced nature of peace operations as well as the high turnover of staff is not conducive to sufficient documentation of institutional knowledge and best practices. The lessons learned process, supported by Policy and Best Practices Services (PBPS), is therefore a critical tool for the improvement of mandate delivery and gender-responsive programmes, evidencing what works in achieving and sustaining results towards gender equality and the WPS mandates.

## Guidance for Implementing Gender Equality and the WPS Mandate in Knowledge Management

While Best Practice Officers (BPOs) are responsible for cataloguing best practices, contributions from across mission components are necessary to make this process effective as well as gender-responsive, which includes efforts to:

- Identify gender integration practices across four metrics – good practice, promising practice, best practice and innovative practice:
  - **Good Practice:** Practices that have been tried and shown to work in some way, fully or in part, with evidence of effectiveness that can be replicated elsewhere.
  - **Promising Practice:** Practices shown to work effectively and produce successful outcomes to some degree supported by subjective and objective data. Promising Practices are not validated through the same rigorous research and evaluation as Best Practices.
  - **Best Practice:** Practices proven to help reach high levels of efficiency or effectiveness and produce successful outcomes. Best practices are evidence-based and proven effective through objective and comprehensive research and evaluation.
  - **Innovative Practice:** Practices that have worked well and show promise in the early stages for becoming a Promising or Best Practice with long-term, sustainable impact.
- Ensure best practices span all functional components and include the diversity of women's and girls' experiences and capacities related to conflict and post-conflict situations (i.e. include best practices that address issues beyond SGBV/CRSV and services for women and girl survivors).

- Encourage functional components to adopt new methods and practices on gender integration and engaging women and girls to test and identify new best practices.
- Maintain documentation and monitoring and evaluation for all programmes and initiatives that include a significant gender integration component.
- Establish a standardised format for EoARs and AARs that includes analysis, best practices and lessons learned for activities that successfully integrate gender or are solely focused on engaging women and/or girls.
- Implement a detailed and meaningful categorisation structure with guiding information on how to report on programming for women and/or girls.

To capture the practices that have been instrumental in promoting gender equality, PBPS has partnered with the DPO Gender Unit to identify and collate examples on gender integration. The collation of best practises was led by the Policy and Best Practice Officers deployed to missions with support from Gender Advisers and Gender Focal Points.

### **DPO Gender Unit: Example of Innovative Practice**

DPO developed a compendium of WPS indicators, which will provide a common denominator for use across missions and at headquarters to further ensure harmonised accountability measures that will in turn lead to strengthened analysis and reporting on the implementation of gender equality and WPS mandates. A dashboard will serve as a systemised monitoring platform for the data generated by the indicators. This platform will enable the generation of periodic reports for senior management and serve as a mechanism to strengthen analysis and reporting.

### **MINUSTAH: Example of Promising Practice**

In Haiti, MINUSTAH worked closely with the National Police to support SGBV survivors. The establishment of a working group of the National Coalition to Combat Violence Against Women led to advances including the adoption of a standardised medical test, free medical certificates for rape and sexual assault and a unified protocol for documenting SGBV cases. Ongoing campaigns via MINUSTAH FM radio and the media contributed to a changing attitude in the public opinion toward SGBV and a sensitisation of local communities throughout the country, which eventually should have a deeper, long-lasting impact in the prevention, protection and response to SGBV.

### ***Guiding Questions for Gender-Responsive Knowledge Management***

- What are the primary barriers to documenting good, promising, best and innovative gender-integration practices and practices targeting women and girls? What strategies can BPOs use to overcome these challenges?
- Are BPOs effectively partnering with Gender Advisers to identify good, best, promising and innovative practices? What additional resources would improve documentation of gender-responsive practices?

- Are personnel sufficiently documenting and reporting programmes and initiatives that include a significant gender integration component? What tools and support are offered to peacekeeping personnel to track and document good, promising, best and innovative gender-integration practices and programmes targeting women and girls? How can these be strengthened and streamlined to ensure compliance?

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<sup>1</sup> SCR 2122 (2013), 1, para. 16, <http://unscr.com/en/resolutions/doc/2122>.

<sup>2</sup> DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations 2018, para. 67, 68, [https://peacekeeping.un.org/sites/default/files/english\\_gender\\_responsive\\_united\\_nations\\_peacekeeping\\_operations\\_policy.pdf](https://peacekeeping.un.org/sites/default/files/english_gender_responsive_united_nations_peacekeeping_operations_policy.pdf)

<sup>3</sup> DPKO/DFS Guidelines for the Development of Mission-Specific Guidance 2016, para. 13, 27, 33, <http://dag.un.org/handle/11176/387425>.

<sup>4</sup> See "Mainstreaming gender in peacekeeping missions: Best practices and lessons learned." <https://unitednations.sharepoint.com/sites/PPDB/SitePages/Upload.aspx?UniqueId={fee9a1a8-95b5-4da2-80e2-ca61d805599c}>

<sup>5</sup> "Mainstreaming gender in peacekeeping missions: Best practices and lessons learned." <https://unitednations.sharepoint.com/sites/PPDB/SitePages/Upload.aspx?UniqueId={fee9a1a8-95b5-4da2-80e2-ca61d805599c}>

# ANNEX

## *DPO'S WOMEN, PEACE AND SECURITY CORE INDICATORS*

Core indicators are common across and should be submitted by all missions.

### **WPS Pillar 1 (Prevention)**

# and % of formal local early warning mechanisms where women make up at least 30% of active members in area of responsibility (AOR).

# of reported GBV incidents disaggregated by sex. (Possible data source: MARA, UNPOL, UNJHRO, SAGE)

# of mission-led (meaning: time or financial resources committed) initiatives that are aimed at strengthening the capacities of women's civil society organisations working on conflict prevention.

### **WPS Pillar 2 (Participation)**

% of women in elective political positions across the area of responsibility (AOR). (Possible data source: SAGE)

% of women participating in peace negotiations in the (a) overall AOR and the (b) local level.

% and # of women in ministerial positions.

### **WPS Pillar 3 (Protection)**

% of women prisoners staying at separate prisons with the necessary facilities. (Possible data source: Justice and Corrections Service)

# of gender responsive operations by the UN military, or alternatively "Female Engagement Teams," carried out to protect civilians.

# of gender responsive operations by UNPOL carried out to protect civilians.

### **Cross-cutting**

% of mission planning frameworks (meaning: this includes work plans, mission concept notes, section operational guidelines, and RBBs) informed by a gender analysis and/or gender conflict analysis.

# of Gender Technical Taskforce, or alternatively Mission Leadership Team, meetings held in the past 1 year.

% of unit work plans, including field offices, across entire mission that include at least one goal that addresses gender-specific needs of population.

% and # of QIPS-funded activities targeting gender equality and/or WPS.

% and # of mission-funded programmatic activities targeting gender equality and/or WPS.

% of participants with gender expertise in strategic reviews and/or assessment missions undertaken the previous year.

# ACTION FOR PEACEKEEPING

## #A4P



### ***Why Action for Peacekeeping?***

UN Peacekeeping helps countries to achieve lasting peace, supports political processes, protects hundreds of thousands of civilians and helps guarantee cease fires. Yet peacekeeping faces several challenges such as protracted conflicts, elusive political solutions, increasingly dangerous environments, rising peacekeeping fatalities, and broad and complex mandates.



To respond to these challenges, the Secretary-General launched Action for Peacekeeping (A4P) to refocus peacekeeping with more targeted mandates, make our operations stronger and safer, mobilize support for political solutions and better equipped and trained forces. A4P represents the core agenda for our action and is a driver of change permeating all aspects of UN's peacekeeping work.



### ***What is the goal of the Action for Peacekeeping initiative?***

A4P will strengthen peacekeeping by promoting collective action by all peacekeeping stakeholders, including all Member States, the Security Council, the General Assembly, financial contributors, Troop and Police Contributing Countries, intergovernmental and regional organizations and the UN Secretariat.



### ***How are we going to achieve the goal?***

We are working towards the fulfilment of 45 mutually agreed commitments within the following eight areas:

- ➔ politics
- ➔ women, peace and security
- ➔ protection
- ➔ safety and security
- ➔ performance and accountability
- ➔ peacebuilding and sustaining peace
- ➔ partnerships
- ➔ conduct of peacekeepers and peacekeeping operations

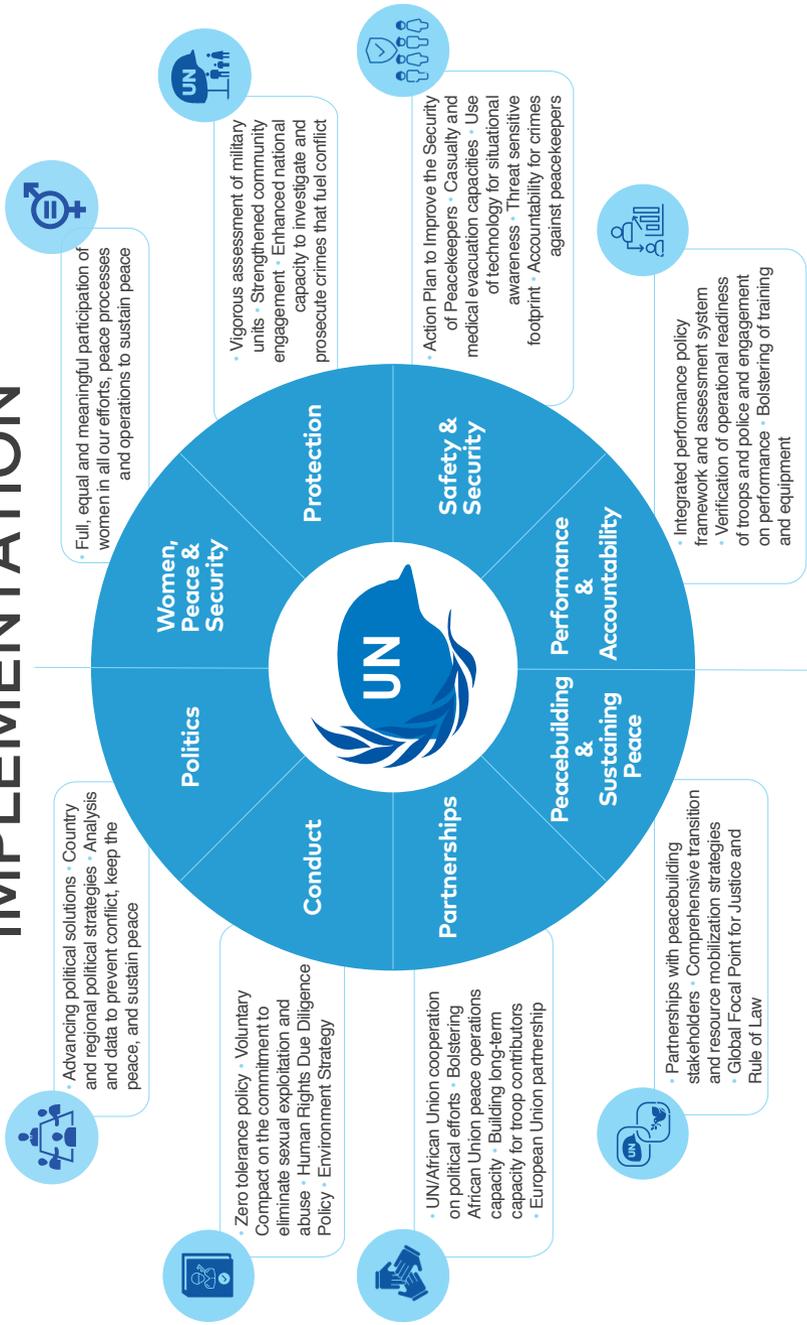


### ***Who is implementing these actions?***

All peacekeeping stakeholders have a responsibility to strengthen peacekeeping. Some initiatives will depend on actions by the United Nations Secretariat and Missions, others on the Security Council, while others on Member States. We must all collectively play our part and increase our efforts, both at the HQ- and Mission-level, to strengthen peacekeeping.



# ACTION FOR PEACEKEEPING IMPLEMENTATION



**our core agenda for better peacekeeping** [un.org/a4p](https://un.org/a4p)

Implementation of A4P is a shared responsibility with Member States. Here's what the UN Secretariat is currently doing to play its part.



**ACTION**  
FOR PEACEKEEPING



# United Nations Security Council Resolutions on Women, Peace and Security

SCR 1325 (2000) was the first resolution to recognise the differential and disproportionate impact of conflict on women and girls and affirm the importance of women's participation as active agents in peace and security processes.

SCR 1820 (2008) recognises sexual violence as a tactic of war and a matter of international peace and security that necessitates a security response.

SCR 1888 (2009) strengthens efforts to end sexual violence in conflict by establishing a Special Representative of the Secretary-General (SG) and team of experts on the rule of law and improving coordination among stakeholders on sexual violence in conflict.

SCR 1889 (2009) stresses the need to strengthen implementation and establishes indicators for monitoring SCR 1325; calls for the SG to submit a report to the Security Council on women's participation and inclusion in peacebuilding.

SCR 1960 (2010) establishes a monitoring and reporting mechanism on sexual violence in conflict.

SCR 2106 (2013) focuses on accountability for perpetrators of sexual violence in conflict and stresses women's political and economic empowerment.

SCR 2122 (2013) addresses persistent gaps in implementing the WPS agenda; positions gender equality and women's empowerment as critical to international peace and security; recognises the differential impact of all violations in conflict on women and girls and calls for consistent application of WPS across the Security Council's work.

SCR 2242 (2015) establishes the Security Council's Informal Experts Group (IEG) on WPS; addresses persistent obstacles to implementation including financing and institutional reforms; focuses on greater integration of the agendas on WPS and counter-terrorism and countering violent extremism; calls for improved Security Council working methods on WPS.

SCR 2467 (2019) stresses justice and accountability, calls for support for women's civil society organisations, and requests a gap assessment and recommendations on support for local, national, and regional efforts for survivors of sexual violence in conflict.

SCR 2493 (2019) calls for the implementation of the previous nine resolutions, and incorporates the WPS Commitments in Secretary-General's Action for Peacekeeping initiative.

## Photo credits

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 <https://peacekeeping.un.org/en/promoting-women-peace-and-security>  
 @UNPeacekeeping  
 [dpo-ousg-gu@un.org](mailto:dpo-ousg-gu@un.org)



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