

PRE-PUBLICATION COPY



# GENDER MAINSTREAMING IN PEACEKEEPING OPERATIONS

Progress Report



United Nations  
Department of  
Peacekeeping  
Operations

# ACRONYMS

**AGG** Advisory Group on Gender  
**CEDAW** Convention on the Elimination of all forms of Discrimination Against Women  
**CIVPOL** United Nations Civilian Police  
**CPA** Comprehensive Peace Agreement  
**DD** Disarmament and Demobilization  
**DDR** Disarmament, Demobilization and Reintegration  
**DDRR** Disarmament, Demobilization, Rehabilitation and Reintegration  
**DOWA** Provincial Departments of Women's Affairs  
**DPA** Department of Political Affairs  
**DPKO** Department of Peacekeeping Operations  
**DSRSG** Deputy Special Representative of the Secretary-General  
**IDPs** Internally Displaced Persons  
**IGAD** Inter-Governmental Authority on Development  
**LJSSD** Legal and Judicial System and Support Division  
**MILOBS** Military Observers  
**MINUSTAH** United Nations Stabilization Mission in Haiti  
**MONUC** United Nations Organization Mission in the Democratic Republic of the Congo  
**MOWA** Ministry of Women's Affairs  
**NGO** Non-Governmental Organization  
**OGA** Office of Gender Affairs  
**ONUB** United Nations Operation in Burundi  
**PDSRSG** Political Deputy Special Representative of the Secretary-General  
**QUIPS** Quick Impact Projects  
**RR** Rehabilitation and Reintegration  
**RRR** Relief, Recovery and Rehabilitation  
**SEA** Sexual Exploitation and Abuse  
**SRSRSG** Special Representative of the Secretary-General  
**UNAMA** United Nations Assistance Mission in Afghanistan  
**UNAMSIL** United Nations Mission in Sierra Leone  
**UNCT** United Nations Country Team  
**UNDP** United Nations Development Programme  
**UNFPA** United Nations Population Fund  
**UNGTF** United Nations Gender Task Force  
**UNHCR** United Nations High Commissioner for Refugees  
**UNICEF** United Nations Children's Fund  
**UNIFEM** United Nations Development Fund for Women  
**UNITAR** United Nations Institute for Training and Research  
**UNMIK** United Nations Interim Administration Mission in Kosovo  
**UNMIL** United Nations Mission in Liberia  
**UNMIS** United Nations Mission in the Sudan  
**UNMISSET** United Nations Mission of Support in East Timor  
**UNOCI** United Nations Operation in Côte d'Ivoire  
**UNOTIL** United Nations Office in Timor-Leste  
**UNSCR 1325** United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security  
**UNTAET** Transitional Administration for East Timor  
**VAW** Violence Against Women  
**WAFF** Women Associated with Fighting Forces



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## PREFACE



I am very pleased to present this progress report on gender mainstreaming activities in peacekeeping. The changing nature of peacekeeping in post-conflict countries in recent years has underlined the need to engage all stakeholders in efforts to build sustainable peace. Although women and girls have traditionally been marginal to decision-making processes, it has become increasingly clear that their perspectives are especially important. As Head of the Department of Peacekeeping Operations (DPKO), I have had the privilege of listening to and talking with women from all walks of life in many of the countries currently hosting peacekeeping missions. Their stories, hopes and aspirations for peace have left an indelible mark on my own understanding of the complex impact conflicts have on women's lives and the real opportunities that exist for harnessing their potential to build sustainable peace in post-conflict environments. This awareness has in turn strengthened my personal resolve to ensure that the provisions of Security Council Resolution 1325 on Women, Peace and Security actively inform our policies and operational practices in the peacekeeping arena.

We are at the beginning of a process, and still have a long way to go to ensure that all peacekeeping personnel and Member States alike embrace gender mainstreaming as a critical strategy for making the business of peacekeeping more effective. This approach requires us to readjust the way we look at our work so as to take into consideration the perspectives of all members of the host countries – men and women equally – to inform our planning and operational activities. As our experience in the field of mine-action has taught us, a gender perspective can enable us to better address vulnerabilities of men and boys in post-conflict situations too. Whilst those who are used to doing “business as usual” understandably raise questions about what difference a gender perspective will make to their work, it is important to remember that for affected populations, and particularly for women and girls in these countries, it makes all the difference. Whether as ex-combatants, as victims of gender-based violence, as widows striving to raise families single-handedly, as ordinary citizens seeking just laws that guarantee their equal rights, as personnel in reformed security structures, or as voters and aspirants for political office, women make contributions that are central to the success of peacekeeping.

I am committed to ensuring that DPKO serves as a standard-setter in post-conflict environments. By integrating the principle of equal rights and opportunities for women and men into all aspects of transitional processes, we contribute significantly to making gender equality a reality. In doing this, we will continue to count on the knowledge and partnership of our wider UN family, which will continue to support these processes long after our departure. Indeed, the test of our success as a Peacekeeping Department lies in the legacy we leave behind. There remains no doubt in my mind that by incorporating gender perspectives in all peacekeeping activities, we foster a solid foundation for sustaining the peace dividend.

Jean-Marie Guèhenno  
Under-Secretary General for Peacekeeping Operations

# INTRODUCTION



In October 2000, Security Council Resolution 1325 on Women, Peace and Security acknowledged the need to address the specific vulnerabilities of women in conflict situations and to capitalise on their untapped potential to contribute to the establishment of peace and security. The resolution holds the international community accountable for the protection of women and provides recommendations in key areas, including reversing the marginalisation of women's perspectives in processes for building peace and security; addressing the adverse consequences of war on women; ensuring justice for victims of gender-based violence crimes; recognising the leadership potential of women and helping to unleash their capacities as agents of change in rebuilding post-conflict societies.

For DPKO, the resolution has provided a framework for integrating gender perspectives into the implementation of peacekeeping mandates at policy and operational levels. One result of this is that over the last two years, gender advisers have been appointed to every new multidimensional peacekeeping operation, reinforcing the need to document ongoing work in this field. This report is the first effort to chronicle the progress and challenges related to gender mainstreaming in peacekeeping operations, as called for in the resolution. It focuses on DPKO Headquarters and the ten peacekeeping missions that have full-time gender advisory capacities. Far from being an exhaustive account, this report provides an overview of key interventions being supported by gender units in peacekeeping operations, often in cooperation with other mission components or with UN partner agencies.

This first report largely draws from quarterly progress reports prepared by gender advisers, although future reports will incorporate contributions from other functional areas of peacekeeping as well as from partner organisations.

There are two parts to this document: an overview and a series of mission profiles. The overview provides a global summary of work undertaken at policy and operational levels and in the different functional areas. It begins with a brief presentation of ongoing areas of progress, and then outlines some of the practical challenges of gender mainstreaming activities in peacekeeping. The report subsequently describes the policy framework, then provides a review of current efforts by gender units to support the incorporation of gender perspectives into the various functional areas of peacekeeping and the collaborative partnerships being forged to support this work. Finally, the report highlights some of the outstanding issues that need to be addressed in the coming year to advance gender mainstreaming activities further.

The mission profiles point to gender mainstreaming strategies and approaches being implemented in individual countries hosting peacekeeping missions. These profiles draw attention to the main work priorities of the gender unit in each mission and review areas of progress in this regard.

The report is directed at a wide range of stakeholders, namely peacekeeping personnel, UN Member States, UN partners, as well as regional organisations and non-governmental organisations (NGOs) alike, and is intended to impart a consolidated overview of how gender mainstreaming objectives are being translated into action in UN peacekeeping operations.



## GENDER MAINSTREAMING IN PEACEKEEPING: AN EVOLVING FIELD OF PRACTICE

In the five years since resolution 1325 was adopted, DPKO has made important strides to legitimize gender mainstreaming in peacekeeping as a core component of mission activities. Still, building a common understanding of how to apply gender perspectives in practice is an ongoing challenge that is as relevant for peacekeeping personnel as it is for Member States.

The misconception persists that gender mainstreaming is synonymous with increasing the number of women in peacekeeping. In reality it is a commitment to identifying the differential impacts of conflicts on the lives of women, men, girls and boys, and to proposing practical solutions to respond to the specific needs identified. The lingering perception also exists that gender mainstreaming is solely about the empowerment of women. Although this is necessary in many cases to bridge longstanding gaps in political, educational and economic opportunities for women and girls that can be compounded by conflict, empowerment remains just one component of a broader goal of building equal opportunities for both women and men to participate in post-conflict processes.

Given the critical role played by peacekeeping missions in laying the foundation for post-conflict societies, mainstreaming a gender perspective in all operational activities (disarmament, demobilisation and reintegration, rule of law, elections and capacity development of national institutions) is vital for institutionalising the principle of equal rights for women and men within the framework of reconstruction. However, an appreciation of the long-term impact peacekeeping interventions have on defining the roles of women and men in the post-conflict context – and of the need therefore to adopt gender-sensitive approaches – has yet to take root in the decision-making that informs the work of all DPKO personnel.



*A view of a local woman from Mukike commune in Rural Bujumbura, Burundi, during the visit of Carolyn McAskie, Special Representative of the Secretary-General for Burundi and Head of the United Nations Operation in Burundi (ONUB), for an inspection of the security and humanitarian needs of the local population. - Martine Perret/ONUB*



The notions that gender advisers are catalysts in gender mainstreaming efforts and that gender mainstreaming is the responsibility of all staff have also failed to be universally accepted. Generally, the tendency remains to transfer all responsibility on the issue to the gender adviser. There needs to be a wider appreciation that while gender units are responsible for overseeing the rationalisation and coordination of gender activities, and for providing technical guidance to staff, gender mainstreaming is a collective responsibility.

Along the same lines, the mandate of gender advisers requires them to support gender mainstreaming within the missions to be supported, as well as help to build capacity and partnerships with governmental counterparts and women's organisations in the host country which will ensure their participation in all aspects of the transition. Unfortunately, this mandate remains poorly understood. The net result is that gender units remain inadequately resourced to effectively fulfil this dual role.

**GENDER MAINSTREAMING** refers to “the process of assessing the implications for women and men of any planned action including legislation, policies or programmes in all areas and at all levels. It is a strategy for making the concerns and experiences of women and men an integral dimension of design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”<sup>1</sup>

Strategic partnerships are valuable for ensuring collective ownership and complementary approaches towards implementation of resolution 1325. For this reason, DPKO is strengthening existing partnership networks with Member States, UN entities and NGOs that might broaden the impact and scope of its gender mainstreaming activities. Both at mission level and at Headquarters, existing partnership mechanisms within the UN – namely, the UN Country Theme Groups on Gender and the Inter-Agency Working Group On Women, Peace and Security, chaired by the Special Adviser on Gender Issues and the Advancement of Women – continue to guide cooperation between DPKO and other UN entities. Employing the in-country gender theme groups as mechanisms to coordinate implementation of resolution 1325 among UN agencies within the context of integrated missions has strong potential. However, this has yet to be fully harnessed. Resource constraints in some cases and limited capacity in others have constrained the reach of their impact.

<sup>1</sup> Report of the Economic and Social Council for 1997 (A/52/3), 18 September 1997



## THE YEAR IN REVIEW



In his 2004 report to the Security Council on the implementation of Security Council Resolution 1325, UN Secretary-General Kofi Annan noted that within the UN system, it was evident that the most significant progress on the resolution since its adoption in 2000 had been made in the field of peacekeeping. He pointed to the adoption of institutional mechanisms as concrete illustrations of this progress, namely the appointment of gender advisers in all multidimensional peacekeeping missions (from two advisers in 2000 to a total of ten by 2004), the development of training tools and resources, and the adoption of a policy on human trafficking.

Since the Secretary-General issued his report, DPKO has gone even further to advance the resolution's implementation. New policies, forms of guidance and tools have been developed, and strategic partnerships with Member States and UN entities have been advanced, with a view to meeting this goal. A gender adviser has been appointed to DPKO Headquarters to ensure that the policy-making framework and guidance provided to peacekeeping missions are gender sensitive, to provide policy guidance and support to gender units, and to build a knowledge base of learning and best practices in the field of gender and peacekeeping. Furthermore, a process is underway to design a network for the coordination of knowledge management and sharing of best practices in a more formal-

ized way among gender advisers and focal points.

“Gender equality is a democratic principle, it is about justice for all, it is not just an issue for women.”

Pascaline, Coordinator for the ‘Gender and Elections Project’ in The DRC

Last November, the first strategic planning meeting of all gender advisers and

gender focal points convened in New York. The result was an enhanced coordination of information sharing on substantive aspects of gender mainstreaming among gender advisers both at Headquarters and in peacekeeping missions and more harmonized working approaches among gender units.

A gender resource package for peacekeeping operations, launched in October 2004, has been an important tool in facilitating awareness-raising of gender issues among peacekeeping personnel. The resource package serves as an important addition to the ongoing gender training activities being implemented for mission staff working in the different functional areas. Staff in peacekeeping functional units, including those working on electoral assistance, disarmament, demobilization and reintegration (DDR) and the establishment of the rule of law, are drawing practical guidance from the package in order to inform planning and operational processes in the field.

Another significant event occurred in March 2005, when the Under-Secretary General for Peacekeeping issued a policy statement which provided an operational framework for implementing gender mainstreaming mandates in the work of the department.





Efforts to integrate gender perspectives in mission components are ongoing, but have met with mixed results in some areas, such as in the establishment of gender-sensitive DDR programmes, and in attempts to build broader commitment and accountability for gender mainstreaming among mission staff. On the other hand, progress has been achieved within some missions on mobilising high-level support to ensure women's participation in constitutional reform and electoral processes. In some cases, mission leaders have been strongly committed to supporting this work.

Despite these developments, progress has stalled or slowed in some areas. Gender-based violence continues to threaten the security of women in post-conflict environments, and even though steps have been taken among UN entities at inter-agency levels to address this scourge, the response remains far from adequate. In addition, reporting on gender issues through formal mechanisms available within DPKO remains limited. As a result, peacekeeping personnel and key partners remain largely uninformed about the nature, type and impact of gender mainstreaming activities overall. On another level, efforts to increase the number of female personnel in peacekeeping have not resulted in any noticeable shift. At the highest levels of decision-making, the number of female Special Representatives of the Secretary-General remains two out of a total of seventeen.



*UN Agencies and the Government of Burundi launch a 'back to school program' as peace returns to Burundi. – Martine Perret/UN*

Over the reporting year, DPKO made important strides in building strategic partnership networks for gender mainstreaming both at Headquarters and in field missions. The primary partners have included Member States, UN entities, and governmental and nongovernmental counterparts in countries hosting peacekeeping missions. Among Member States for example, donor countries, in seeking to strengthen support to DPKO's gender mainstreaming activities, have generously contributed financial resources towards the establishment of a gender facility that funds strategic project initiatives for strengthening the capacities and participation of women in all aspects of post-conflict transitional processes.

*Photos: UN, source unknown; UN; source unknown; Burundi – Martine Perret/UN*



# THE POLICY FRAMEWORK

## Policy Statement

The Under-Secretary General's policy statement on gender mainstreaming in peacekeeping operations provided an important operational framework for the implementation of mandates provided by Member States and laid the groundwork for the development of a fully-fledged gender policy in peacekeeping.

Among the policy statement's provisions were calls for • the development of a comprehensive action plan for implementing resolution 1325; • the creation of guidelines and training tools to better enable staff to mainstream gender perspectives in their work; • increased and more systematic reporting on gender in periodic reports to the Security Council, including the use of sex-disaggregated data; • strengthened partnerships with Member States and UN partner agencies towards implementation of resolution 1325; • greater investments in the recruitment of women to serve at all levels of peacekeeping missions; • and enhanced support to gender units.

## Gender Resource Package

The gender resource package for peacekeeping operations is a basic audience tool to support gender-mainstreaming efforts. It provides advice for addressing gender issues in most functional areas of peacekeeping. When the package was launched in October 2004, peacekeeping missions were requested to design a dissemination strategy to

guide its usage and to provide periodic progress reports to Headquarters. The English language version has been disseminated to all peacekeeping missions, and gender advisers are using the package as a training resource tool to support capacity development of mission staff and partners in missions including Cote d'Ivoire (UNOCI), Haiti (MINUSTAH), Kosovo (UNMIK) and Sierra Leone (UNAMSIL).

UNAMSIL developed a specific training programme to facilitate broader usage of the package while UNOCI has used it as a tool for building awareness about gender issues in peacekeeping within the UN country gender theme group. Furthermore, the Rule of Law Section in UNOCI has amended its recruitment operating practices in line with provisions contained in the gender resource package. The package also serves as an important reference document for gender advisers during induction training in various missions. In Burundi (ONUB) and the Democratic Republic of the Congo (MONUC), it provided the basis for convening a special briefing session for senior managers. In the United Nations Mission of Support in East Timor (UNMISSET) and the UN Special Political Mission in Timor-Leste (UNOTIL) that succeeded it, the gender resource package has been widely used for staff briefing sessions on gender-based violence. In MINUSTAH, the Civil Affairs Division has appointed gender focal points in ten regional offices across the country. They have been trained to serve as resource persons to disseminate and monitor implementation of the guidance provided in the package. The impact of the package has been positive so far, although delays in the issuance of the French language version have limited its dissemination to government and NGO partners in some missions. To build on the content of the package and to facilitate further outreach, DPKO is designing a complementary tool kit with checklists, case studies and resource information.



## Guidelines and Tools for Gender Mainstreaming

In line with the Under-Secretary-General's policy statement, DPKO is revising the standard generic gender and peacekeeping training modules, which are used to train uniformed and civilian personnel, and which are available to Member States for pre-deployment training. In addition, the Department is also developing standard gender training modules targeted at specialist staff and middle and senior managers. The ongoing design and revision of training materials is important for harmonizing the content and messages conveyed in gender training materials used by different training providers within DPKO and in the peacekeeping missions.

In response to a lack of operational guidance tools for peacekeeping staff on how to apply gender perspectives in practice, the policy statement requires that all peacekeeping functional units design guidelines to facilitate this work – a number have already been developed. The UN Mine Action Service, for example, issued the Gender Guidelines for Mine Action, which provides step-by-step guidance and checklists for integrating gender perspectives in mine clearance, mine risk education, victim assistance and advocacy activities. In addition, the DDR sector – under the coordination of the UN Disarmament, Demobilisation and Reintegration Working Group and with the UN Development Fund for Women (UNIFEM) acting as a lead agency – has developed policy guidance on mainstreaming gender concerns in all DDR processes, including in the planning phase, determining eligibility criteria, designing cantonment sites and gender-sensitive reintegration programmes, and monitoring and evaluation. Another set of guidelines is also being developed to support the field activities of military personnel in peacekeeping and is being jointly coordinated by the Training and Evaluation Service of the Military Division and the gender unit in DPKO.

## Action Plan

To mark the five-year anniversary of the adoption of resolution 1325, DPKO is developing a Department-wide action plan for the implementation of the resolution, as called for by the Security Council in 2004 and underlined in the Under-Secretary-General's policy statement. The Action Plan will provide a framework for ensuring a more coordinated approach to gender mainstreaming, and for supporting broader accountability for implementation of the resolution within sections of the Department. It will outline key objectives, outputs and progress measures for implementation of the resolution as part of the programme of work for each Office in DPKO. The Action Plan design process, as a part of a series of workshops helped staff in each office at DPKO, including those in the military, police, operations and mission support units, to elaborate concrete objectives, outputs and indicators for implementation of resolution 1325 within their respective work areas. The DPKO Action Plan will be an important complement to the UN system-wide action plan coordinated by the Office of the Special Adviser on Gender Issues and will provide a more detailed elaboration of the broad objectives outlined in the system-wide plan.



*Women in Burundi turn out in large numbers to vote. The post-conflict environment has proven to be very conducive to securing better rights for the women of Burundi and introducing real change.*



# GENDER MAINSTREAMING IN TRANSITIONAL PROCESSES

**M**ainstreaming gender in peacekeeping activities is the full incorporation of gender perspectives into all peacekeeping activities, from the initial stages of ceasefire negotiations and the establishment of mandates for peacekeeping operations, to post-conflict situations.<sup>2</sup>

## **Peace Negotiations**

Ensuring women's participation at the peace table remains a major challenge in most recently negotiated peace agreements. Women's participation in peace negotiations provides a starting point for ensuring that their perspectives will be reflected in the agreements that lay the foundation for post-conflict peace-building. During the year under review, for example, a comprehensive peace agreement was signed to end decades of war between North and South Sudan. Despite strong advocacy on the part of Sudanese women to participate in the peace negotiations, only two women were involved in the Inter-Governmental Authority on Development (IGAD)-led negotiations. While the parties in conflict have ultimate responsibility for determining the composition of the negotiating teams, there is room for international mediators and facilitators to influence and guide such processes to ensure increased participation of women in discussions that will determine the nature and shape of post-conflict societies. This role of the international community requires further strengthening in the future.

## **Mission Planning**

Resolution 1325 calls for the inclusion of gender components in peacekeeping operations. In response, DPKO ensured that all new missions established in 2004 included gender expertise in the planning phase. This has provided an effective way to integrate gender perspectives into the mission mandate. DPKO gender advisers participated in inter-agency assessment missions conducted prior to the finalization of the mandates of missions in Burundi, Cote d'Ivoire, Haiti and most recently Sudan. For example, Security Council Resolution 1590, which established the peacekeeping mission in Sudan, reaffirms resolution 1325, including the need to address gender-based violence and to ensure that the DDR process is gender-sensitive. Resolution 1545, which established the UN Mission in Burundi made the same references and further requested that the Secretary-General ensure through his Special Representative that "ONUB personnel give special attention to issues related to gender equality."

## **Disarmament, Demobilisation and Reintegration**

The direct and indirect roles played by women and girls during combat were clearly acknowledged in resolution 1325, which calls for the integration of gender perspectives into DDR programmes and the inclusion in such programmes of those who assume support roles in combat. Over the last year, gender units have strongly supported the implementation of gender-sensitive DDR programmes in peacekeeping missions. The objective has been to ensure that these programmes effectively target female ex-combatants and women associated with fighting forces. The results of these efforts have been mixed. UNMIL in Liberia acknowledged women associated with fighting forces as eligible for support under its DDR programme, but this success was not replicated in the Democratic Republic of the Congo (MONUC) or in Burundi (ONUB). The DDR programme in UNMIL was broadened to target not only those women who engaged in active combat, but also

<sup>2</sup> Report of the Secretary General on Gender Mainstreaming in Peacekeeping activities, Feb 2003 (A/57/731)



those women and girls who played support roles as cooks, sex slaves and porters during the conflict. A revision of the eligibility criteria ensured that women who presented either a weapon or at least 150 rounds of ammunition qualified for inclusion in the DDR programme. In addition, the mission, in collaboration with the Ministry of Gender and Development and women's organisations in Liberia, launched a strong public information campaign to encourage women and girls to come forward and participate in the programme. Over 21,000 women ended up qualifying for support, compared to the estimate of 2,000 during the assessment phase.

Unfortunately, in MONUC and ONUB, advocacy efforts by the gender units and partners to include women associated with fighting forces as part of the DDR programme achieved limited success. However, ONUB's gender unit closely monitored the living conditions of women in the cantonment sites, and in collaboration with the UN Children's Fund (UNICEF) and the UN Population Fund (UNFPA) worked to ensure that women ex-combatants, particularly pregnant and nursing mothers, received adequate reproductive health care and drugs. Out of a total of 16,491 demobilised soldiers in ONUB as of August 2005, 485 were women.

Ensuring the effective reintegration of female ex-combatants and women associated with fighting forces has been a common challenge in missions that have implemented DDR programmes. In both UNMIL and ONUB, quick impact project activities funded through the mission are providing important avenues to support women ex-combatants. In ONUB, the gender unit strongly advocated the integration of women ex-combatants into the newly established police force as part of the support effort for their reintegration. This has ensured the successful absorption of 231 women ex-combatants into the Burundian police force. The MONUC gender unit, in collaboration with UNIFEM and the UN Development Programme (UNDP), implemented a training programme for the national DDR team as part of a strategy to ensure that women who were not included in the disarmament and demobilisation process are able to access support in the reintegration programme. A technical group on gender and DDR has been established to oversee this process, and a project, 'Identification of Women Associated with Armed Groups in the DRC', has been launched by the technical group.

In Haiti, Cote d'Ivoire, and Sudan, gender units are also working closely with the national DDR commissions and DDR units within the peacekeeping missions to ensure the design and delivery of gender-sensitive programmes. In Haiti, the DDR unit, in collaboration with the gender unit, has launched a number of activities to mobilise Haitian women as agents of peace to support the implementation of DDR programmes in the country. In UNOCI, ongoing consultations between the gender unit and the national DDR committee has resulted in the establishment of gender-sensitive standards for the DDR sites, while in the UN Mission in Sudan (UNMIS), the gender unit is continuing to work closely with the DDR unit to ensure that the eligibility criteria for access to the DDR programme does not discriminate against women who were part of the combat effort.

## Police

Gender mainstreaming in police components of peacekeeping missions presents opportunities internally (in terms of the work of the civilian police component of the mission)

*Photos: Martine Perret/ONUB; Lubomir Kotek/OSCE, UNMIK; UN*



and, where mandated, externally (in terms of opportunities for ensuring that gender perspectives inform processes for restructuring national police forces). Gender units in peacekeeping missions are collaborating closely with police components to support efforts in this sector. Ongoing interventions are generally targeted at a number of levels that include: providing support for development of policies and training tools targeted at restructured national police forces; the appointment of gender focal points; establishment of special units within police stations to provide private spaces for women victims to confidentially report on gender-based violence crimes; and advocating and supporting the recruitment of women into national police forces.

Gender units in MONUC, UNMIL, ONUB and UNAMSIL are implementing gender training activities for staff of national police forces. In UNAMSIL, such training extends to the senior command of the Sierra Leone Police, while in MONUC, recent training activities have targeted police officers responsible for overseeing electoral security in the forthcoming elections. UNMIL has made efforts to institutionalize such training activities both within the national police force and within the civilian police component in the mission. Additionally, the gender unit has provided support for the development of a gender policy for the Liberian national police. Ongoing gender training activities have led to heightened awareness among female police officers in the Congolese forces of their rights. In the case of MONUC, this is contributing to more vocal demands by female officers to address institutionalized forms of discrimination within the force. The appointment of a gender specialist within the civilian police component in UNMIK is also providing opportunities to further develop staff capacities related to gender.

Special units to address gender-based violent crimes, including sexual violence, have been established within national police forces in a number of countries with peacekeeping missions. In UNMIL, a women and children's unit has been recently established with funding from UNICEF, drawing on the experience of the Family Support Units in Sierra Leone, which provide a model for addressing the specific needs of women victims of crime. Specialised civilian police officers work in twenty Family Support Units across the country and provide training for the more than 140 staff members of the units. In MINUSTAH, the gender unit and civilian police are finalizing a pilot project to establish private rooms within police stations where women can confidentially report violent crimes. In ONUB and UNMIS, discussions are ongoing between the gender units and the civilian police to establish similar units to better serve women victims of violence. Drawing from the experience in Sierra Leone, there is a need to ensure that these units are provided with adequate resources to function effectively and to eventually evolve into mechanisms to provide public education and prevent crimes against women.

As regards restructuring of national police forces in some countries hosting peacekeeping missions, gender units are working to support the recruitment of more women into the new forces. In UNMIK, the establishment of a Gender Cell and a Gender Advisory Board within the Kosovo Police Service is providing an important vehicle to facilitate the engagement of more women in the service. With the introduction of a mandatory gender quota for new recruits, the percentage of female officers as of July 2005 stands at thirteen percent. In ONUB, the gender unit has successfully advocated the recruitment of 231 female ex-combatants into the restructured police force, while in ONUCI, the gender

*Photos: Martine Perret/ONUB;  
MINURSO Korean Medical Unit – Evan  
Schneider/UN Photo*



unit has initiated consultations with the Reform and Restructuring Unit of the Ivorian Gendarmerie to review strategies for recruiting women. In Sierra Leone, the adoption of a policy to support increased recruitment of women to the police force has ensured that on average, for every 300 to 400 new officers recruited to the Sierra National Police Force, about 75 are women.

### **Judicial, Legal and Correctional Systems**

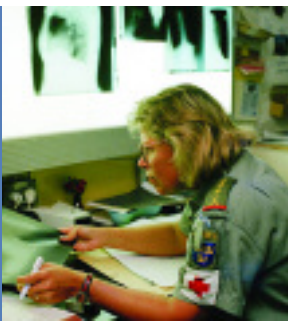
Security Council Resolution 1325 underlines the need to ensure that judicial systems in post-conflict environments effectively protect the rights of women and girls. Gender mainstreaming in judicial and legal components of peacekeeping missions thus requires increased consultations with women leaders and organizations, gender-sensitive reforms of judicial and legal systems, and increased employment opportunities for women in the justice system. Collaboration between gender units and justice components in peacekeeping missions has been evolving, and over the reporting period, a number of concrete initiatives have been launched relating to capacity development, training and technical support, all of which are meant to guide judicial and legal reform processes within the host countries. In UNMIK, the gender office is developing training programmes targeted at the Kosovo Judicial Institute, and is also providing technical support to the Forum of Women Judges and Prosecutors of Kosovo. The MONUC gender unit is likewise commencing a gender awareness training programme targeted at magistrates, lawyers and legal auxiliaries. Support for gender-sensitive legal reform processes have been initiated in UNAMSIL, UNMIL and ONUB, where gender units are contributing to discussions to inform the adoption of laws on rape and domestic violence. In Afghanistan, the rule of law adviser is building collaboration on gender justice with the gender unit and with partners including UNIFEM, while in UNOCI, the rule of law section has collaborated with the gender unit and national partners, including the Women's Association for Jurists, to compile data on violence against women in Cote d'Ivoire.

To support the integration of gender perspectives into the work of the justice component in a coherent and integrated manner, DPKO will develop specific gender guidelines for justice programmes over the course of the next year, which will serve to guide field staff on how to better operationalise gender-sensitive judicial and legal programmes.

Gender mainstreaming strategies informing the work of corrections components in peacekeeping missions have largely focused on training activities for corrections officers. In UNMIK, the gender unit facilitated workshops targeted at senior managers of the Kosovo Corrections Service in order to guide the incorporation of gender sensitive policies into the work of the Service. In UNMIL, training programmes on gender have been implemented for all newly recruited corrections officers for the Correction Service of Liberia. Additionally, the gender adviser from ONUB participated in a workshop to guide development of a DPKO corrections manual for peacekeeping missions with a non-executive mandate and assisted in integrating a gender perspective in the guidance development process.

### **Constitutional Reforms/Elections**

Constitutional reform and electoral processes are an important way to facilitate the participation of women in democratic decision-making structures in post-conflict countries, in



line with the provisions of resolution 1325. Important building blocks in this effort include guarantees of equal rights for women in constitutional reform efforts and their equal access to and participation as voters and as candidates running for elected office. With six peacekeeping missions at various stages of preparation for elections, gender units have been very active over the past twelve months in ensuring the integration of gender perspectives in the process. The advocacy and support of gender units in the drafting of constitutions in the United Nations Assistance Mission in Afghanistan (UNAMA), MONUC and ONUB were instrumental in ensuring constitutional guarantees for women's equal rights. In Afghanistan and Burundi, guarantees of quotas for women running for elected office were enshrined in the new Constitutions. In Burundi, 30 percent of seats in the National Parliament, Senate and Government were assigned to women, while in Afghanistan, 25 per cent of Lower House and 17 per cent of Upper House seats were reserved for women. In UNMIL, guidelines were adopted to ensure that women represent 30 per cent of the candidates on political party lists, although the numbers of female candidates submitted by political parties in the end only amounted to 14 per cent.

Partnerships between gender units, electoral assistance divisions and public information offices on the one hand, and women's organisations, government counterparts and UN agencies including UNIFEM and UNDP on the other, have ensured the strong involvement of women in registration processes and in preparing potential women candidates to run for office. In MONUC and MINUSTAH, gender units facilitated meetings between women's representatives and the Special Representative of the Secretary-General to discuss how the mission could help women overcome barriers to their participation in the elections. The Office of the Special Representative in ONUB and the Political Affairs Division played particularly strong roles in advocating women's representation in all the decision-making mechanisms established to support the elections. Active support was provided by gender units to ensure wide-scale registration of women voters, and in ONUB, MONUC and UNMIL, partnerships with women's groups were initiated to ensure effective monitoring of the registration process. Record numbers of women registered to vote in all cases. For example, women constituted 52 percent of the registered voters in Burundi. The percentage of female registered voters in Afghanistan was equally significant, with women constituting 40 percent of registered voters during the 2004 presidential elections, and 44 percent of registered voters in the September 2005 parliamentary elections. In Liberia, women accounted for 50 per cent of registered voters, while in the Democratic Republic of the Congo, despite logistical problems (such as a shortage of registration centres) that caused long queues in many places, women still turned out to register. Thus in the Bas Congo region, for example, women made up 48 per cent of registered voters.

Gender units, working with electoral assistance divisions, electoral commissions and UN partners, have further supported training to develop the leadership capacities of women standing in elections. In this regard, the ONUB gender unit provided training to 136 potential women candidates in senate, parliamentary and commune elections and 406 candidates in Colline elections in Burundi, whilst gender units in Haiti and Liberia trained 50 and 30 women candidates across party lines respectively. In Haiti, a network called Women Candidates for Winning the Elections was established following the training support programmes. The gender unit in MONUC has worked with UNDP to support the

*Photos: Lebanon (UNIFIL) – John Isaacs/UN; East Timor (UNTAET) – Eskinder Debebe/UN*





Independent Electoral Commission in providing training to women leaders and potential candidates, and also collaborated with the National Democratic Institute and the US Agency for International Development to train over 600 Parliamentarians, predominantly male, as part an effort to integrate gender perspectives into the legislative process. Training activities were also initiated for officers of the Congolese National Police who have responsibility for electoral security.

The unprecedented gains made by women in recently concluded elections in Burundi can be attributed both to the strong determination of women to assume a greater role in the political process and to the political will of male leaders to open up space for women in this regard. The strategic alliances developed by different components of the peacekeeping mission greatly facilitated this process. The result is that over 30 per cent of newly elected Parliamentarians in Burundi are women, and for the first time in Burundi's history, a woman has been appointed President of the National Assembly. In addition, a woman has been appointed Vice-President of the country for the first time, and two women have been appointed as vice-presidents of the Senate. The task of strengthening the capacities of women elected to political office is among the priorities that the gender unit will be supporting in the post-elections period.

### **Gender-Based Violence**

In spite of increased awareness that gender-based violence threatens women's human rights and sustainable peace, the scourge continues unabated, undermining women's health and security in post-conflict environments. Gender units in peacekeeping missions are increasingly engaging in efforts to respond to this problem, often within the framework of inter-agency mechanisms established at country levels. For example, in MINUSTAH, MONUC, UNMIL, UNMIS and ONUB, gender units are part of established UN inter-agency task forces that are coordinating system-wide initiatives to address gender-based violence, particularly sexual violence. Gender units are also supporting regional and national initiatives to respond to the problem. In MONUC, the gender unit provided support for a regional conference on ending sexual violence, which was convened in Uvira with participants from the Democratic Republic of the Congo, Rwanda and Burundi. The gender unit in UNMIL is contributing to the implementation of a national campaign on violence against women in Liberia, which aims to facilitate the adoption of an amended rape bill and establish a fast-track court to prosecute rape cases.

In Afghanistan, a Presidential Decree has resulted in the establishment of a Task Force on Violence against Women made up of national institutions, and UNAMA's gender unit is serving as a member of a Coordinating Cooperation Commission that is working to expand the number of safe houses available to women victims of violence. A collaborative effort is underway between the gender unit in ONUB and the Ministry of Social Affairs and Women's Welfare to implement an action plan to stop sexual violence. ONUB's gender unit is also embarking on a project for victims of gender-based violence made up of female ex-combatants and women from the community at large. To ensure that information and facts on gender-based violence, including trafficking, is reflected in the work of relevant Standards Implementation Working Groups, the UNMIK gender office is working to ensure the inclusion of inputs from women's organisations. In Timor-Leste, UNMISSET was instrumental in initiating a joint UN Task Force to support the Office of



Promotion of Equality in drafting a Domestic Violence Bill, which is tabled for adoption in January 2006. In Haiti, a programme initiative is underway to engage men as partners to end violence against women in the south of the country, with the support of the male programme officer in MINUSTAH's gender unit. In UNAMSIL, the gender adviser has included modules on gender-based violence in training conducted for the national police and army. Moreover, increased collaboration in Sierra Leone between the police, national NGOs supporting victims of sexual violence and the judicial system is contributing to higher levels of reporting of gender-based violent crimes, and has also led to an unprecedented number of prosecutions of such crimes in the courts of law.

### **Sexual Exploitation and Abuse**

**P**revention of sexual exploitation and abuse has been an integral part of ongoing gender training activities implemented by gender units for mission staff. The training highlights the rights of women and girls in the host country, and the responsibility of peacekeepers to protect them. In addition to training, gender advisers have also been collaborating closely with conduct and discipline units in missions where such units have been established. In MONUC, areas of collaboration particularly focus on the implementation of sustainable victim-support measures, whereas in MINUSTAH, the gender unit is supporting the Conduct and Discipline Unit to establish links with women's organisations in the host country. Gender advisers also participate in sexual abuse and exploitation task forces and policy groups in ONUB, UNAMSIL and UNOCI, while in UNMIS, the gender adviser acts as an interim focal point pending the appointment of a code of personnel conduct officer. Over the reporting year, an increased separation between gender mainstreaming functions and sexual abuse and exploitation-related tasks has been clearly established in peacekeeping missions, with the contribution of gender units largely focused on facilitating preventative and outreach efforts to local women's organizations. This development has ensured that gender advisers are not diverted from their mandated tasks to support gender mainstreaming activities.

### **HIV/AIDS**

Security Council Resolution 1308 acknowledges the particular vulnerabilities of uniformed services, international peacekeeping personnel and civilian staff to HIV/AIDS, and, as is the case with resolution 1325, emphasises the incorporation of HIV/AIDS awareness into pre-deployment and in-mission training programmes. In working towards this objective, gender advisers and HIV/AIDS policy advisers have established close working partnerships in many peacekeeping missions. The main elements include conducting joint training activities, having gender advisers serve on HIV/AIDS task forces and holding regular coordination meetings. These partnerships also include the design and incorporation of gender training modules into established HIV/AIDS training materials. In UNOTIL, the gender adviser serves as the HIV/AIDS focal point, following a recent merger of the gender and HIV/AIDS units. The scope of collaboration between gender advisers and HIV/AIDS advisers is still evolving, but experiences in missions including ONUCI, MINUSTAH, UNMIS, ONUB and UNAMSIL provide solid grounds for advancement in the future.

### **Public Information and Media**

The incorporation of gender perspectives into the public information components of peacekeeping missions is informed by the need to both ensure equal access and repre-



sentation of women through this medium, and to further ensure that it promotes positive images of women in society. During the reporting period, a series of successful initiatives were launched through partnerships between gender units and the public information offices. This is contributing to increased awareness of the work of gender units and is providing broader outreach to host communities on measures to integrate gender perspectives into different components of mission work, including DDR, promotion of women's human rights and elections. UNAMSIL provides a positive example of this partnership – Radio UNAMSIL airs specific radio programmes on women, including those to raise awareness on gender-based violence and to inform on the implementation of resolution 1325. In UNMIL and ONUB, radio programmes were aired to highlight the importance of women's participation in the electoral process, thus contributing to efforts to mobilise women to register to vote. A radio series with interviews of prominent women in Cote d'Ivoire has also been an effective strategy employed by UNOCI to highlight women's role in the political process. The gender unit in UNMIK has been providing technical support to the Steering Committee of Kosovo Women Journalists as part of an effort to enhance professionalism among women journalists, and to develop their capacity to better monitor and support positive representation of women in the media.

### **Training and Capacity Development for Peacekeeping Personnel**

In working to promote collective ownership for gender mainstreaming and to build staff capacities in this regard, gender units employ a variety of mechanisms, including the establishment of gender task forces at mission headquarters that include representation of gender focal points from all functional areas of the mission. Gender task forces meet regularly to share information and strategies for advancing implementation of resolution 1325 within their respective sectors. In the peacekeeping mission in Burundi, the gender unit has been successful in ensuring that task force representatives are appointed at sufficiently senior levels to influence policy decisions within their functional areas. Gender units in some cases provide capacity development training to task force members. In UNAMA, the gender unit has developed an action plan for gender mainstreaming and expanded the network of gender focal points to all eight field offices of the mission, where the focal points are providing assistance to government institutions, women's NGOs and civil society groups, and UN agencies. A similar process is underway in MINUSTAH, where gender focal points appointed from among the staff of the civil affairs section are also deployed in regional offices to support implementation of gender-related activities. The participation of gender advisers at senior management meetings in a number of missions, including MONUC, UNMIL, UNAMSIL, ONUB, UNOTIL and ONUCI, has also created important avenues for them to influence policy decisions.

Another important strategy to promote gender awareness among mission staff is the provision of gender briefings to all incoming staff, both uniformed personnel and civilian staff. The high levels of staff turnover and ongoing rotation of uniformed personnel result in gender units having to invest greatly in providing briefings and training to new staff on an ongoing basis.

During the reporting year, the gender units in ONUB and MINUSTAH also initiated training partnerships with the United Nations Institute for Training and Research, which delivered a series of training workshops for peacekeeping personnel in these two missions on the special needs of women and children in conflict.

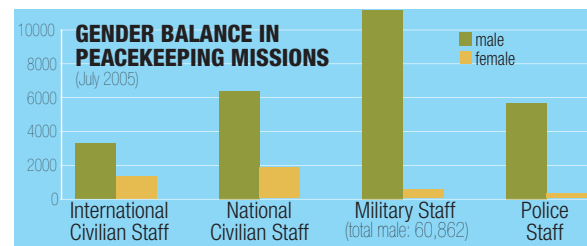
*Photos: Evan Schneider/UN;  
UNMIK – Ida Nikolovska/OSCE; PIO  
office/UNOTIL*



## GENDER BALANCE IN RECRUITMENT OF PEACEKEEPING PERSONNEL

To ensure that the perspectives of women and men inform all decision-making efforts, resolution 1325 calls for gender balanced representation at all levels and in all processes to build peace and security. In peacekeeping missions, the increased presence of women is important for dispelling the perception of missions as male-dominated environments, ensuring that missions are “gender-friendly” and serve as a model to the host country. However, in the last reporting year, there has been no shift in the percentage of women employed in peacekeeping missions. As of September 2005, women make up only one per cent of personnel in military functions and only four per cent of those in civilian police functions. Among civilian staff, women constitute on average 30 per cent of international personnel and just above 20 per cent of nationally recruited staff. The

fact that employment of women in peacekeeping missions remains unchanged, despite efforts to engage Member States more closely on this issue and to widely disseminate vacancy announcements and broaden outreach to professional women’s organisations, highlights the need for a comprehensive review of existing practices and to design more innovative strategies to ensure successful recruitment and retention of female personnel.



## UN INTER-AGENCY COORDINATION MECHANISMS

The UN country team gender theme groups serve as the main vehicle for information sharing and coordination of activities between gender advisers in peacekeeping missions and other UN entities. In Kosovo, the inter-agency gender task force established by the gender unit in UNMIK serves as a mechanism to monitor implementation of the standards for Kosovo. The gender theme groups further provide a platform for integrating the work of gender advisers within a broader planning and operational framework involving UN agencies that have a long-term presence in the countries. In UNAMSIL and UNOTIL, which are both missions in a drawn-down phase, the participation of gender advisers in the gender theme groups serves as an important strategy for integrating gender perspectives into the transitional planning processes.

With the end of the mandate of UNMISSET and the adoption of a one-year mandate for UNOTIL, which is focused primarily on transfer of skills and knowledge to key institutions and partners, the gender

unit has assumed central responsibility for providing direct technical support to the UN country team, particularly the gender theme group. In MONUC, a gender thematic group has recently been established to replace the gender technical group, comprising focal points from the various UN agencies. Membership has been extended to include donors, key government ministries and representatives from civil society.

In addition to the UN system-wide coordination mechanisms, gender units have developed and continue to expand strategic partnerships with individual UN agencies as part of efforts to integrate gender perspectives in all aspects of transitional processes. Main partners in this respect include UNIFEM, UNDP, UNFPA, UNICEF and the UN High Commissioner for Refugees (UNHCR). Partnerships between gender units and individual UN agencies are evolving, but important lessons have emerged that should inform future efforts to enhance cooperation between gender units and individual UN agencies.

# PARTNERSHIPS AND EXTERNAL CAPACITY-DEVELOPMENT ACTIVITIES



As part of their mandate to support the participation and contribution of women to all aspects of the transition to peace, gender units focus on capacity development support to government counterparts, particularly Ministries of Women's/Gender Affairs and networks of women's NGOs working to promote women's rights and economic and political empowerment.

In UNMIL, ongoing partnerships with governmental organisations include training and capacity development support for County Coordinators of the Ministry of Gender and Development and for gender focal points in line ministries. In Afghanistan, the gender unit has been providing similar support to the women's affairs departments established by the Ministry of Women's Affairs in 29 provinces across the country. The gender unit, in partnership with UNIFEM, has also been supporting the Advisory Group on Gender, which serves as a governmental coordination mechanism for the Afghan reconstruction process, to integrate gender perspectives in all national priority programmes. In working to support implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the gender adviser in UNAMSIL facilitated the visit of a group of experts to Sierra Leone to provide training to the staff of the Ministry of Social Welfare, Gender and Children's Affairs. Efforts to strengthen national capacity development processes in Kosovo include ongoing support provided by the gender unit in UNMIK to the Kosovo Women's Initiative to mainstream gender in local governance processes. In UNMIS, the gender unit has initiated cooperation with academic institutions, including the Afhad University for Women, as a means of promoting resolution 1325 in the work of these bodies. The gender unit has also established a database of NGOs working on gender issues in Sudan. Collaborative partnerships with regional women's organisations such as the Mano River Women's Peace Network were initiated by gender units in UNAMSIL and UNMIL during the reporting period. Additionally, a workshop to exchange ideas and foster joint planning between gender units in the West Africa region was convened under the auspices of the Kofi Annan International Peacekeeping Training Centre in Accra, and drew the participation of gender advisers and representatives of women's organisations from ONUCI, UNMIL, UNAMSIL and MONUC.

Through funding available from a gender facility established at DPKO Headquarters in 2005, gender units are expanding capacity development support and partnerships with women's organisations and other institutions to advance implementation of resolution 1325. In UNMIK and UNAMSIL, funding has been disbursed to support specific activities to promote national implementation of resolution 1325. Other initiatives include capacity development programmes for women's organisations to facilitate their participation in the political processes in MONUC and ONUCI; capacity development of the NGO Secretariat of women's organisations in Liberia; civic education for women's rights at district levels in Timor-Leste; and support to national institutions to address gender-based violence, including support for the national police in Burundi and for a men's association working to end violence against women in Haiti.

Opportunities to further expand partnerships with Member States, particularly those contributing uniformed peacekeeping personnel, are being reviewed. In 2005, for the first time, DPKO will convene a seminar with Member States to review best practices and opportunities for increasing recruitment and deployment of female uniformed personnel to peacekeeping missions.

*Photos: PIO Office/UNOTIL; John Isaacs/UN*



## THE WAY FORWARD

**T**his report highlights some notable progress on gender mainstreaming in peacekeeping operations over the last year. Much more remains to be done, however.

Outstanding challenges include the further strengthening of institutional mechanisms to facilitate this work; building greater accountability for gender mainstreaming at all levels of DPKO; developing effective monitoring and impact assessment tools; ensuring that investments made to promote women's participation in transitional processes are sustained beyond the life of a peacekeeping mission; and increasing the numbers of female personnel at all levels of peacekeeping.

Gender units are operating at different levels in terms of human resource capacities to support their work. There is a need to harmonise the staffing of gender units to reflect the scope of the mandate and size of peacekeeping missions, and to attract more qualified men to serve on the staff of gender units. Moreover, the need to ensure financial resources to facilitate the work of gender units is key, given that their mandate is to support gender mainstreaming inside the missions, as well as externally engaging and supporting women's contributions to all aspects of transitional processes.



*Peacekeeper sharing the joy of children in a host country. – UN*

In addition to strengthening the capacities of peacekeeping missions with full-time advisers, there is an equally pressing need to support the adoption and enhancement of mechanisms for the implementation of resolution 1325 in the seven peacekeeping missions that operate without full-time gender advisers. Gender focal points in these missions have been active in supporting training and awareness-raising activities for staff. The need to review and maximize the potential for integrating gender perspectives in the work of these missions is one that requires greater attention in the future.

An important ingredient for strengthening accountability for gender mainstreaming among staff is an unwavering commitment from senior leadership. Some important steps have been taken and need to be further nurtured. The issuance of a policy statement by the Under-Secretary-General for Peacekeeping was an important step forward. At mission level, several Special Representatives have prioritized implementation of resolution 1325 as an integral part of the missions' work and have taken steps to inform staff (in ONUCI), to establish mechanisms for regular consultations with women's organizations in the host country (in UNMIK) and to mobilize government-counterpart's support for the goal of equal participation of women in all aspects of the transitional process (in ONUB). More formalized mechanisms for institutionalizing accountability to gender mainstreaming in peacekeeping at senior leadership levels and ultimately at all levels of the Department will be necessary in the future.



Alongside increasing investments in addressing the gender dimensions of peacekeeping practice comes the need to develop effective monitoring tools to capture lessons and to assess the impact of ongoing work. While several missions have made a good start to this process, there is a need to systematize the approaches and tools that will ensure more effective monitoring and impact assessment of gender mainstreaming in peacekeeping.

Undoubtedly, the success of a peacekeeping mission derives from its legacy, which should be defined by the extent to which the mission's presence contributes to harnessing the full capacities of women and men for building sustainable peace. The transition of two peacekeeping missions to special political missions in 2005 – in Timor-Leste and Sierra Leone – has presented opportunities to assess the impact on the host countries of investments made to mainstream gender perspectives and to capture lessons learned from these experiences. Equally important is the need to ensure effective

transitioning of the work of the gender component, so that there is a mechanism in place to enable continuity to this by governmental partners and UN development agencies. An initiative currently underway to

The legacy of a successful peacekeeping mission should be defined by the mission's contribution to harnessing the full capacities of women and men for building sustainable peace.

evaluate the impact of the gender mainstreaming efforts in UNOTIL and UNAMSIL should provide important policy guidance to inform the phase-out strategy of gender units in the future.

The lack of progress to date in increasing the number of female staff in peacekeeping missions at senior levels and particularly among uniformed personnel, while not a reflection of a lack of commitment on the part of DPKO to promoting this objective, does underline the need to review and revise strategies in place for addressing this challenge. Bold and innovative strategies, such as proposals advanced by Member States (namely Sweden) for the use of civilian observers in peacekeeping, deserve serious consideration in the coming year, in the quest for ways to close this gap.

*Photos: Kosovo – LeMoyné/UN; Liba Taylor/UN; UN*

# COUNTRY HIGHLIGHTS



Photos this page, clockwise from top left: Mbanda, south of Burundi. Female ex-combatant surrenders weapons and ammunitions to the UN registration desk. – Martine Perret/ONUB; People fight for ONUB flyers after the performance of inter-active Theater troop TUBIYAGE in the Kabezi, Burundi public square. The performance sensitized the population about voter registration. – Martine Perret/ ONUB; The OGA encourages the women of Liberia to check their names against voter registration lists. – Eric Kanalstein/ UNMIL; Ex-combatants participate in skill training as part of the rehabilitation and re-integration process, Kakata, Liberia. – Eric/UNMIL; Elderly refugee woman about to enter into the former Yugoslav Republic of Macedonia at the Blace Official Border Crossing. – Evan Schneider/UN





*Photos this page, clockwise from top left: A UN Stabilization Mission in Haiti peacekeeper, who is providing security for a mass in which the Prime Minister of Haiti, and the Special Representative of the Secretary-General for Haiti participate, chats with a young girl outside of the cathedral. – Sophia Paris, MINUSTAH/UN; President Ndayizeye from Burundi (second in line) registers for elections at a suburb of Bujumbura. – Martine Perret/ONUB; Cote d'Ivoire women gather to celebrate International Women's Day at the Palais de la Culture in Abidjan. – Ky Chung/UN; In order to participate in the demobilization and reintegration program a woman ex-combatant hands over arms and ammunition to a UN Peacekeeper in Liberia. – Eric Kanalstein/UNMIL*

The following section provides a snap-shot of the work of gender units in peacekeeping missions with full-time gender advisory capacities (Afghanistan, Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Haiti, Kosovo, Liberia, Sierra Leone, Sudan and Timor-Leste). The Offices of Gender Affairs in UN peacekeeping missions are responsible for supporting the implementation of Security Council Resolution 1325. To this end, they work with mission personnel – civilian, military and civilian police – to provide practical guidance on strategies for addressing the specific needs of women and men in transitional processes. Gender units also support capacity development of national counterparts throughout the transitional period – governmental and non-governmental organizations and women's groups. In doing so, they collaborate closely with other UN partner agencies in order to enhance complementarity and impact of this work both during and well beyond the transitional period.

# AFGHANISTAN

## UNITED NATIONS ASSISTANCE MISSION IN AFGHANISTAN (UNAMA)

The Bonn Agreement of 2001 committed Afghanistan to a “broad-based, gender sensitive, multi-ethnic and fully representative government”. The United Nations Assistance Mission in Afghanistan (UNAMA), under the coordination of the Gender Adviser, has played an integral role in facilitating implementation of this commitment.

In January 2004, UNAMA developed an action plan for gender mainstreaming. Two key components of the plan were: strengthening UNAMA’s capacity for gender mainstreaming by, amongst other things, mainstreaming gender issues within the mission; and providing ongoing support to the Government of Afghanistan particularly the Ministry of Women’s Affairs (MOWA).

### GENDER MAINSTREAMING WITHIN UNAMA

UNAMA has strengthened its capacity for gender mainstreaming by appointing gender focal points in eight of its regional offices. UNAMA’s gender unit works in close collaboration with the offices of Political Affairs, Rule of Law, Human Rights, Legal Affairs, Personnel, Training, and the Police Division to ensure that a gender perspective is incorporated into their ongoing activities. To date, this approach has generated some success. For example, the Political Affairs Office has made deliberate and concrete efforts to ensure women’s participation in the political process, an investment that has resulted in very positive outcomes. Awareness raising and training is ongoing for all staff members – national and international, civilian and uniformed. Moreover, the Gender Office works to promote gender balance objectives relating to recruitment of national and international staff, with a particular focus on senior management positions.

### THE ELECTORAL PROCESS

In the lead-up to the presidential elections in October 2004, UNAMA’s Gender Adviser chaired the Elections Task Force, a working group of the Advisory Group on Gender (AGG), which is tasked with monitoring the progress of women’s

voter registration. Through regular consultations with, and recommendations to, the Joint Electoral Management Body Secretariat (JEMBS), the Task Force was able to contribute to the increased registration of female voters. Thus, out of the 10.5 million Afghans who registered to vote, 40 percent were women.

Subsequently, in the run-up to the parliamentary elections, the Election Task Force worked to promote women’s representation in the electoral process – both as voters and as candidates. When the registration facilities reopened for the voter registration update period, approximately 1.7 million Afghans signed up – either to register for the first time or to correct voter registration cards or replace missing ones. Of these registrants, forty four

*Out of the 10.5 million Afghans who registered to vote, 40 percent were women.*

percent were women, an increase of four percent from the presidential elections.

The electoral process in Afghanistan saw Afghani women playing a new-found and significant role, evidenced in a thirteen percent representation of women in the Emergency Loya Jirga, a figure which increased to twenty percent in the Constitutional Loya Jirga. Thanks to advocacy work undertaken by the Afghani Women’s Groups, as well as MOWA, the newly adopted Constitution of Afghanistan guarantees equal rights for men and women (Article 22), and includes provisions relating to the political participation of women. Article 83 ensures approximately twenty five percent representation of women in the Lower House of Parliament, whilst Article 84 calls for seventeen percent representation in the Upper House. One female candidate ran for the Office of President and two others as Vice-Presidents. The presidential candidate was later appointed to the position of Minister of Women’s Affairs.

### SUPPORT TO THE GOVERNMENT OF AFGHANISTAN

The Ministry of Women’s Affairs is the leading government institution for promoting the advancement of women and mainstreaming gender into all government policies and programmes in Afghanistan. The Ministry has identified four priority areas: education, health, women’s legal protection and women’s economic empowerment. UNAMA plays an integral role in helping MOWA implement its mandate, largely through capacity development and allowing the Ministry to develop the necessary power and authority to implement its mandate. Initially the Ministry was perceived as weak, with little authority within the Cabinet. It was seen as giving too much focus to implementing projects rather than to policy development,

advocacy and capacity development. Nevertheless, over time, the Ministry has been strengthened, mostly due to the continued support of the UN Country Team and donors.

To ensure implementation of MOWA’s programs at provincial levels, the Ministry has established provincial Departments of Women’s Affairs (DOWAs) in thirty four provinces. As with MOWA the capacity of the DOWAs remain weak and UNAMA, with financial support from the Afghanistan Emergency Trust Fund (AETF), undertook a project to build the capacity for fifteen DOWAs. Key components of the project included the facilitation of transportation to ten DOWAs and training on public administration to another three. Moreover, one national and three regional workshops have been organized on capacity development for both MOWA and the DOWAs, to encourage increased participation of women in the parliamentary elections.

The gender unit works closely with donors and key agencies to support the process of mainstreaming gender equality across the main policy and programming frameworks in Afghanistan, as a means of protecting the basic human rights of women and girls. One such initiative, the National Women's Program (NWP) seeks to, amongst other things, ensure a nationwide increase in the quality and quantity of services affecting women, encourage the inclusion of women in decision-making processes, increase the levels of targeted and sustainable donor support for women and children, provide capacity-development for MOWA and DOWAs, improve linkages between MOWA and the relevant line ministries, and increase the capacity of MOWA and DOWA in planning and advocating strategies to reduce female poverty. In addition to being part of the larger NWP working group, the Gender Adviser is also an active participant in the smaller planning group, responsible for the design and development of the program.

UNAMA's gender unit has also been actively involved in the development of Terms of Reference for the creation of Ministerial

Gender Advisers/Units to assist MOWA in mainstreaming gender concerns throughout the remaining ministries. MOWA has prioritised eleven ministries for the appointment of Gender Advisers/Units and it is intended five of them will be included in the initiative by the end of 2005.

#### VIOLENCE AGAINST WOMEN

After a 10-day fact-finding mission to Afghanistan in July 2005, the United Nations Special Rapporteur on Violence Against Women, Ms. Yakin Erturk, concluded her visit by drawing attention to the fact that although significant progress has been achieved in the past three and a half years, there continues to be a high rate of violence against women in Afghanistan, and is evidenced both in its intensity and pervasiveness in public and private life. She also drew attention to the fact that stability in Afghanistan can only be secured if the social fabric is rewoven from the grassroots and that now is a unique opportunity to achieve this.

As a follow-up to the mission, the Inter-Ministerial Task Force on the Elimination of

Violence Against Women (VAW), led by MOWA, endorsed a three-month work plan to address the issues raised by the Special Rapporteur. The work-plan identified deficiencies in the Afghani Justice System and mandated relevant agencies and ministries to take action to improve the judicial and law enforcement system. Actions undertaken include the training of Court Officials, staff of the Attorney General's Office, and police departments handling VAW cases. Another initiative is the formal registration of marriages and divorces to ensure the protection of women's rights under Islamic Law and according to international standards. The implementation of the work-plan will be supervised by the VAW Task Force and MOWA's Legal Department, with technical support from UNIFEM.

Additionally, UNAMA, together with Afghan and international stakeholders, is taking part in the Coordination Cooperation Commission, which is looking into the question of safe houses for women who have left home as a result of domestic violence and abuse. There are currently four safe houses in Afghanistan and the aim is to extend the initiative further still. ■

# BURUNDI

## UNITED NATIONS OPERATION IN BURUNDI (ONUB)

In addition to making a specific reference to Security Council Resolution 1325, Security Council Resolution 1545 (which established ONUB) tasks ONUB's personnel with giving 'special attention to issues related to gender equality, as well as to the specific needs of children.' Tasked with overseeing the implementation of these provisions, a Gender Advisor was appointed to ONUB in 2004. The strategic goals of ONUB's Gender Unit focus on disarmament, demobilization and reintegration (DDR), election support and addressing gender based violence.

The post-conflict environment is highly receptive to securing better rights for the women of Burundi and introducing real changes that could, with the appropriate and necessary fol-

low up, lead to real sustainable development. The necessary political will to move gender issues forward is present and in recognition of this OGA, in partnership with other components of ONUB, is working to ensure that the opportunities presented will not be wasted. The office is arranging workshops relating to training of trainers, capacity-development and awareness-raising.

#### WOMEN'S POLITICAL PARTICIPATION

Legislative elections, senate elections, presidential elections and more recently Colline Council elections at the grassroots level have been held during the period of review. A new democratically elected president was inaugurated on the 19th of August 2005. As a result, the political and security climate has

improved, opening a window of opportunity for the women of Burundi.

Women's standing in Burundian society has traditionally been very weak. There are no laws on succession or matrimonial rights for women, inheritance can be passed only from father to son, and legislation on sexual violence is almost non-existent. In the past, women lacked access to political office and had limited participation in formal or informal decision-making processes. Prior to the 2005 elections, the rate of representation of women in political processes averaged between four – ten percent, whilst at the senior administrative level the standard participation rate was close to nil (there were no female governors of provinces nor heads of Commune/Colline Councils).

Against this backdrop, the 2005 elections have been revolutionary, granting women their rightful place in Burundian society. Of 118 new parliament members, thirty six are women, a representation rate of thirty percent. The Head of Parliament is a woman and thirty four percent of the senators are women, with two of the Vice-Presidents being women. The government has further demonstrated its commitment to include women in decision-making processes by appointing a woman Vice-President of Socio-Economic Issues, seven female ministers (of a total of twenty), and four women as governors of provinces. At the Commune/Colline level, thirteen women have been elected Head of Commune, with a further seven as Presidents and thirty-eight as Vice-Presidents of Commune Councils.

As a sign of ONUB's continued support to promotion of women's rights in Burundi, a joint ONUB team led by the Political Deputy Special Representative of the Secretary-General (PDSRSG) met with Mme. Françoise Ngendahayo, the newly appointed Minister of National Solidarity, Human Rights and Gender shortly after the elections. The meeting culminated in an agreement to foster close working relationships to strengthen the capacities of elected women officials, and update and reform legislation relating to women with a particular focus on the Bill of Succession and marital rights law, rape and related sexual and gender-based violence legislation.

#### **DEMOBILIZATION, DISARMAMENT AND REINTEGRATION**

The Gender Unit has taken a lead on the critical task of advocating for the adoption of categorisation of women associated with fighting forces in the DDR process so as to include women who would otherwise have been excluded. Furthermore, with support of the Political Section and the Force Commander's Office, a broad advocacy campaign was initiated to request the inclusion of women ex-combatants from the Armed Political Parties Movement (APPM) in the demobilization process so that they could be integrated into the new army and police force. By 16 August 2005, 16,491 former combatants of the Forces Armées Burundaises (FAB) and the APPM had undergone the national demobiliza-

tion process, including 2,909 children and 485 women. It is expected that by the end of December 2005, a total of 11,400 FAB soldiers will have been demobilized. However, the presence of women in the new official army, the Forces de Defense Nationale (FDN), is negligible. Conversely, a promising number of women have been integrated into the new police force. Of 300 women initially estimated to integrate into the National Police Force, 231 have been selected.

*Out of the 118 new parliament members, 30 percent are women.*

**D**uring the review period OGA visited several cantonment sites throughout the country, with assistance from the Military Joint Cease Fire Commission and the Peacekeeping Forces Operations Centre. These visits revealed that with few exceptions, the prevailing situation was generally very poor throughout the country. In Rugazi, a cantonment site for future police officers, there were 6,600 men and 380 women, with twenty seven of the women in advanced stages of pregnancy while eighty seven were living with their babies. There were no special provisions for women and they received neither protection nor assistance for themselves or their children. In an attempt to improve the situation for the women and children in the cantonment sites, the Gender Office held meetings with donors to advocate for specific funding for women in the DDR process. A special report was provided to the SRSRSG and senior management of ONUB about the issue, urging the DDR actors to find a solution to the problems. OGA subsequently held meetings with UNICEF and UNFPA to develop a joint strategy and to coordinate activities in order to improve the living conditions for women and children in cantonment sites. This generated an agreement to focus as a first step, on pregnant and nursing mothers. UNFPA subsequently provided delivery kits, a reproductive health mobile clinic, and visited the camps to deliver kits, drugs, and gynaecological assistance.

#### **GENDER BASED VIOLENCE**

The 12-year conflict in Burundi saw unmentionable atrocities committed against

Burundian women, not the least of which was rape, used by all parties as a weapon of war. A general culture of violence has been established, and violations such as early or forced marriages, rape, sexual abuse, sexual harassment and physical punishment are still common place. In addition, most abuses go unpunished, mainly because of a prevailing culture of silence. Due to social pressures, tradition and the pervasive male bias of judicial institutions,

women are also unlikely to seek remedies for these crimes through the courts. As a member of the Country Thematic Group on Sexual Violence, the Gender Unit is providing capacity development support to the Ministry of Social Affairs and Women's Welfare to create an Action Plan to Stop Sexual Violence. An economic empowerment programme is also being developed for the rehabilitation and re-integration of ex-combatants who suffered from sexual abuses and sexual violence during the conflict. This programme also targets women in the population at large who may or may not have been victims of sexual violence, thereby creating a culture of support. It is intended that this model can be expanded throughout the country.

The Gender Office has established a strong partnership with the ONUB Human Rights Section and the Conduct and Discipline Office. The Human Rights Section has specialist staff in assessing and monitoring the human rights status in Burundi, and reports from this office on cases of sexual and gender based violence are vital to the work of OGA. A strong information sharing strategy has been developed between the offices, with two informal meetings being held each week which include OCHA, the Gender Unit, the Human Rights Section, the Child Protection Officer and the HIV/AIDS Policy Advisor within the mission. These meetings provide OGA with more comprehensive information on the status of women in the country and allow ONUB to better coordinate its assistance to them. ■

# CÔTE D'IVOIRE

## UNITED NATIONS OPERATION IN CÔTE D'IVOIRE (UNOCI)

The Gender Unit in UNOCI was established in January 2005, nine months after the establishment of the peacekeeping mission. Regrettably, neither the Linas-Marcoussis agreement nor the subsequent Pretoria agreement makes any reference to gender priorities. As little emphasis was placed on addressing gender issues in the peace agreements, the Office of the Gender Adviser (OGA) focused on establishing a functional structure and a plan for integrating gender perspectives into the work of UNOCI in the first months of operation the mission. Substantively, the gender programme in UNOCI has focused on developing capacity for gender mainstreaming within the mission and capacity development for national stakeholders.

### **DEVELOPING CAPACITY FOR GENDER MAINSTREAMING WITHIN UNOCI**

In addition to carrying out regular induction training on gender mainstreaming for all new international and local staff, OGA—in collaboration with the Public Information Office—broadcasts weekly electronic messages on gender issues throughout the mission, an initiative that has received generous feedback from the mission as a whole and contributed greatly to raising awareness on and interest in gender issues. OGA is also a regular guest on Radio UNOCI, which contributes to raising gender awareness to a broader public in Côte d'Ivoire. In collaboration with Radio UNOCI, the Gender Unit has initiated a series of daily interviews with prominent women, in a spot named “De Femme a Femme.” Furthermore, the unit has broadcast a series of interviews with key figures from various women’s non-governmental organisations (NGOs) such as the Women’s Association of Rural Transport, the Association of African Women and the Association of Women Lawyers, on topics ranging from women’s social and economic role in the pre- and post-conflict period, to women’s participation in the peace process.

OGA has also been working closely with the Justice Sector in Côte d'Ivoire. The rule of law component within the mission, in collaboration

with national actors such as the Women’s Association for Jurists and Military Prosecutors, has been instrumental in collecting information about violence against women and domestic violence in Côte d'Ivoire. The rule of law and corrections section has also included gender sensitive inputs into the questionnaire that is used to evaluate living conditions in prisons, and pays special attention to the situation of female prisoners during regular inspections of prisons.

The OGA initiated a project with UNOCI Civilian Police that focused on four main areas. As a first step, a specific module on gender was included in the Civilian Police training curriculum. Secondly a strategy for ensuring increased recruitment of women into the Ivorian national police has been developed. Current participation of women in the Ivorian police stands at 11.83 percent. The OGA is working with the relevant Ivorian Authorities and UNOCI Civilian Police to multiply this success in the gendarmerie, which currently has no female recruits. Thirdly, the Abidjan Sector of UNOCI Civilian Police is working with the Prefecture of Police on the creation of a “Community Policing” concept, which incorporates a review of the procedures and conditions on detention in relation to women and children. Fourthly, the Gender Unit also conducts training-of-trainers workshops for the police, armed forces and gendarmerie on methods strategies for combating gender based violence. With support from OGA, the Office of the Force Commander has included a gender training component in the induction programme for military staff and MILOBS. The training emphasizes respect for women, children, and for local customs.

### **DEMOBILISATION, DISARMAMENT AND REINTEGRATION**

As part of the DDR process, the UNOCI Gender Unit has to date trained 600 recruits from one of the warring parties, the Forces Nouvelles, who will act as security agents on the DDR sites. Furthermore, the Military Division has made provisions for the creation of separate

facilities for women and children in the cantonment sites. In an attempt to raise awareness on the participation of women in the DDR process, a special broadcast on Radio UNOCI was dedicated to Women and DDR.

Several meetings have been held with the National DDR Committee’s Vulnerable Group Unit and Logistics Division. Outcomes from the meetings included the establishment of criteria for the identification of women to be involved in the DDR process as well as the creation of gender sensitive standards for DDR sites. OGA will monitor the implementation of this once the DDR process is launched.

### **PARTNERSHIPS AND NETWORKING**

As part of its efforts to disseminate information on and support national implementation Security Council Resolution 1325, OGA has held a series of formal and informal meetings and workshops with key stakeholders in Côte d'Ivoire. These include organizations such as the Réseau des Femmes Parlementaires et Ministres de la Côte d'Ivoire (REFAMPCI), Association des Femmes Juristes, Coalition des Femmes Leaders, the Zonta Club, the Human Rights League and ONEF (which works on Gender Based Violence issues). As part of its capacity development work, OGA has participated in training and sensitization events for two boroughs in Abidjan and is planning to further expand such partnerships in the future. More recently the Gender Unit supported the creation of a coordination structure of various major NGOs and women’s organizations that aims to prepare women for the upcoming elections. OGA also organized a training-of-trainers programme on gender based violence, which was the first of its kind in Côte d'Ivoire. Trainees included representatives from diverse backgrounds including NGOs, students and teachers unions, police and the gendarmerie.

Due to the stalemate in the political process in Côte d'Ivoire in recent months, the DDR process has been stalled and a timeline for the elections has not yet been finalized. Consequently, OGA has had to revise its work plan accordingly. ■

# DEMOCRATIC REPUBLIC OF THE CONGO

## UNITED NATIONS ORGANIZATION MISSION IN THE DEMOCRATIC REPUBLIC OF THE CONGO

The Gender Unit in MONUC was established in 2002 at Mission Headquarters in Kinshasa. In early 2005, in an effort to broaden the outreach of this office to the war-affected parts of Eastern DRC, an Office of Gender Affairs (OGA) was opened in Bukavu. MONUC's gender strategy to date has focused in particular on the following: collaboration with national and international partners; capacity development and training; elections; addressing gender-based violence; and the Disarmament, Demobilisation and Reintegration (DDR) process. To broaden the impact of its work and to set it on a sustainable footing, OGA in MONUC invests in building strategic partnerships with key stakeholders at the national level as well as with UN partners.

### DISARMAMENT, DEMOBILISATION AND REINTEGRATION

The OGA has been advocating for a gender sensitive approach to the DDR programme in the DRC, which is under the coordination of the National Commission for the Demobilization and Reintegration of Congolese Combatants (CONADER). In March, a training-of-trainers workshop was held for a team from the Military, the National Police, CONADER, MONUC, UNDP, UNIFEM, Civil Society, the Ministry of Women's Affairs, and the Ministry of Human Rights, with the support of the OGA. The objective of the training was to equip participants with the tools needed to support CONADER staff throughout the DRC to integrate gender perspectives in their DDR work. The DDR process was to some extent a missed opportunity for the women of the DRC, as the national DDR programme failed to take into consideration the category of women associated with fighting forces, who played the roles of porters, cooks and sex slaves. In order to rectify this situation, CONADER and the OGA subsequently focused on working for the inclusion of women in the ongoing reintegration phase, as a means of extending support to some of the women who were overlooked at the stage of disarmament and demobilisation. As a member of the Technical Group on Gender and DDR, the OGA conceived a project titled "Identification of Women Associated with Armed Groups in the

Democratic Republic of Congo," which aims to ensure that women who lost out on the first two stages of the DDR process will be adequately integrated into the reintegration stage. To date, it has been extremely difficult to target women at this late stage, and to this end OGA has worked with CONADER to design a ques-

*The outcome of the training and sensitization programme saw a significant shift in the perception of male parliamentarians.*

tionnaire that is being used to identify women combatants, and women associated with the fighting forces, so as to ensure a greater participation of women in the reintegration process.

The Gender office has also worked with the Military Chief of Staff of the Congolese Army, in order to appoint a focal point in the Military who would act as the first point of contact for the OGA on pertinent issues regarding the new army, as well as on the process of integrating ex-combatants into the army after the DDR process.

### GENDER BASED VIOLENCE

Gender based violence is a pervasive problem in the DRC, requiring multi-sectoral and broad-based programmes to prevent and respond to this challenge. In supporting efforts to address gender based violence, the MONUC gender unit serves on the technical committee of the Inter-Agencies Joint Initiative Project on Sexual Violence. Furthermore, as a response to widespread incidences of gender based violence in the Uvira region, the Gender Office in Bukavu supported a conference to review strategies for addressing the problem. The "Ligue des femmes pour la Paix et Le Développement dans les pays du Grand Lac," in partnership with the OGA brought together women from Rwanda, Burundian and the DRC, as part of an effort to design a regional response to the problem. MONUC was represented at the highest level in the conference, with the participation of the SRSF, the Commander of the Pakistani Contingent and

the head of the Bukavu Office.

The protection of the rights of Congolese women through the legal system remains largely unsatisfactory. This is in part due to a general lack of knowledge on the part of legal practitioners on relevant international

human rights instruments, such as the Convention for the Elimination of all Forms of Discrimination against Women (ratified by the Democratic Republic of Congo in 1986) and UN Security Council Resolution 1325 on Women, Peace and Security. More recently however, the provisions of the new draft Constitution which recognizes the principle of gender equality and the responsibility of the state to sanction sexual and other forms of gender based violence, provide cause for optimism. With funds from the DPKO gender facility, the Office of Gender Affairs is preparing to train trainers who will in turn train magistrates, lawyers and legal auxiliaries (including representatives of the armed forces responsible for public security throughout the country) in "gender and justice." The implementation of the project will involve close collaboration between the OGA and MONUC's Rule of Law Section. The latter is already responsible for preparing a schedule of courses for military magistrates in Goma, Bukavu and other regions.

### THE POLICE

One of the main recommendations that came out of a seminar held in March 2005 in Kisangani on the implementation of SCR 1325 in Congo, was the need for women to get involved in discussions around the formation of a new and modernized Congolese Armed Force and Police. Participants discussed the fact that women's security will never be guaranteed unless a new concept of policing was developed that takes into account the rights of women. The high incidences of domestic violence and sexual abuse in the post-conflict

period necessitate the formation of special units within police stations to deal with crimes against women. The OGA has participated in several training sessions for the Congolese National Police, and is playing a larger role in supporting gender sensitive approaches to Security Sector Reform within MONUC.

#### CONSTITUTIONAL AND ELECTORAL PROCESSES

One of the recent achievements of the OGA resulted from a collaboration with national partners that facilitated the adoption of a gender sensitive Law on the Identification and Registration of Voters. As a result of lobbying from women's constituencies and other stakeholders, including OGA, the new law guarantees the full participation of women in the voter registration process. Furthermore, it takes account of the special needs of pregnant women, and women with war-related disabilities. Another important victory for the women of the DRC is evident from the provisions of the draft Constitution adopted by the Transitional Parliament on 13 May 2005. Paragraph 14 of the draft Constitution includes important provisions for ensuring women's participation in decision-making and politics.

Addressing the security concerns of women in relation to the forthcoming elections has been one of the key priorities of OGA. Thus in monitoring course of voter registration for the forthcoming elections, the fact that young women came forward to register in relatively large numbers, whilst older or otherwise incapacitated women were less visible, prompted OGA

to highlight the issue to key stakeholders. This inspired collaborative efforts between OGA, counterparts in MONUC and national authorities to ensure that the regulations stipulated in the Law on Registration, such as the priority of pregnant women and the elderly in registration queues is adhered to. OGA has also highlighted the need to adhere to the 30 percent quota of female electoral staff, a provision that was initially widely ignored.

At a related level, the OGA also provided support for the incorporation of gender-sensitive provisions in the Electoral Law, which stipulated the nature of the electoral system to be put in place in the DRC. As part of this effort, OGA held several meetings with counterparts in other countries emerging from conflicts (South Africa, Sierra Leone, Rwanda, Burundi and Afghanistan) in order to explore systems that favour minority groups and women. Currently, Congolese women politicians are advocating for a Proportional Representation System with closed lists. It is hoped that this will address the issue of gender parity as stipulated in the draft constitution.

With the legal framework in place, OGA moved to support women of the DRC to take full advantage of the opportunities provided through the recently adapted laws, whilst also encouraging them to make inputs into the drafting process of new ones. As part of this process a training and sensitization programme was convened for the Parliament. Over 600 individuals, 10 percent of whom were

women, participated in the programme where Gender Advisers from UNDP, UNIFEM and MONUC OGA served as resource persons. The outcome of the training and sensitization programme saw a significant shift in the perception of male parliamentarians who wholly embraced the principle of women's participation in political processes and contributed practical and concrete ideas to move this agenda forward. Another positive outcome resulted from the fact that the trained parliamentarians subsequently engaged with women's constituencies in the country to strengthen the language in the relevant article of the Transitional Constitution regarding women's participation in political processes.

The OGA's work has also been focused on developing leadership capacity of women in the DRC, thereby expanding the pool from which women candidates for political office could be drawn. In June 2005, with technical support from UNDP and MONUC, the Independent Electoral Commission convened a workshop aimed at developing capacity for women leaders, entitled "Women: Leadership, Negotiation and Advocacy." Having realized that the mechanisms in place so far were inadequate for ensuring the participation of women, the Electoral Commission extended this partnership to UN agencies and MONUC and organized a follow-up National Conference in August 2005, in which over 200 women leaders from political parties, government ministries, the senate, the National Assembly and professional circles participated. ■

# HAITI

## UNITED NATIONS STABILIZATION MISSION IN HAITI (MINUSTAH)

The United Nation's involvement in Haiti started in February 1993 when the joint United Nations/Organization of American States International Civilian Mission in Haiti was deployed. The current Peacekeeping Mission, MINUSTAH, was deployed in 2004. The participation of a gender advisor in the needs assessment mission to Haiti in March 2004 to plan for the new peacekeeping mission

ensured that the Office of Gender Affairs (OGA) was included in MINUSTAH's staffing table right from the beginning. Since its inception, the work of the unit has focused on the following key activities: gender training and awareness raising for MINUSTAH and UN staff; capacity development to ensure the integration of gender issues into the main activities of the peacekeeping mission; capacity development

and information sharing with key national counterparts including government and civil society groups; ensuring a sustainable Demobilization, Disarmament and Reintegration (DDR) programme with particular attention to women and children associated with fighting forces; and ensuring the participation of Haitian women in political decision making and the electoral process.

## **PARTNERSHIPS FOR GENDER MAINSTREAMING IN MINUSTAH**

As part of the process of implementing the provisions outlined in the Gender Resource Package, the Senior Gender Advisor has worked with the various functional units and offices in MINUSTAH to appoint gender focal points. Thus the appointment of a gender focal point in the public information office has for example ensured a strengthened collaboration between the two offices for raising awareness on gender related issues. Moreover, focal points from the Civil Affairs Division have been appointed in the 10 regional offices throughout the country. These focal points have all received gender training and will assist the gender unit in decentralizing its gender mainstreaming efforts. A Focal Point for Women has been appointed in the mission, to support the Special Representative of the Secretary-General (SRSG) to fulfil his responsibility for increasing the numbers of female personnel, maintaining and promoting a work environment conducive to the full and equal participation of women.

In partnership with the Integrated Mission Training Centre and the United Nations Training and Research centre (UNITAR), the gender unit organized a training programme for “Personnel in Peacekeeping Operations” on the subject of “the Special Needs of Women and Children in Conflict.” The training consisted of a two-day programme which addressed the following topics: gender and peacekeeping; protection of children post-conflict; sexual exploitation and abuse; and the women and war project by the International Committee of the Red Cross. Upon the request of the UN Resident Representative/Deputy Special Representative of the Secretary-General (DSRSG), the OGA delivered training on gender issues and sexual exploitation to all categories of staff from all UN Agencies present in Haiti. Training was provided in English, French and Haitian Creole, and included everyone from top-level managers to drivers and support staff. The training sessions were well-received by all categories of personnel and demonstrated that lack of understanding on gender issues and sexual exploitation and abuse can be defused through regular training and sensitization.

OGA has played an instrumental role in contributing to the UN Inter-Agency National Plan on Violence against Women. Violence against Women, including domestic violence, is all too common in Haiti and according to the latest figures from women’s organisations, incidents of rape against young women are on the rise. In order to address these issues, the Inter-Agency group held a workshop under the leadership of the Ministry for the Status of Women aimed at developing a national strategy on preventing and developing measures to tackle violence against women, with a particular focus on sexual violence. The participants agreed on a series of measures: a) the creation of a standard form in French and Haitian Creole to record cases of violence against women; b) the development of a standardized training module for doctors and nurses who deal with victims of violence; c) the development of a communication plan for the prevention of violence against women and d) the strengthening of data collection on cases of women victims of violence with the aim of getting accurate figures to facilitate better responses. Implementation of the national strat-

*“The violence of weapons makes women suffer.”*

egy is being monitored by all partners. Moreover, OGA is working with MINUSTAH’s Civilian Police in order to provide security to civilians in the more violent areas of the capital.

As a result of the ongoing work of the Office of Gender Affairs, the strategy on gender mainstreaming in MINUSTAH is starting to bear fruit. Several components (including the DDR Unit, the Public Information Office, Electoral Division and Civilian Police) are already taking initiatives to involve women in their work activities.

## **DISARMAMENT, DEMOBILIZATION AND REINTEGRATION**

The Senior Gender Advisor was requested by the Head of the MINUSTAH DDR Section to assist in integrating a gender perspective into the “Draft Programme for National Disarmament, Demobilization and Reintegration.” The objective was to ensure that women and girls - either directly or indirectly associated with fighting

forces – will be included in the DDR programme. On the occasion of the International Women’s Day 2005, the DDR Section took the initiative of organizing a peaceful march in the Southern town of Les Cayes. Around 400 representatives from local women’s organizations participated in the march, displaying placards that read “The violence of weapons makes women suffer.” Furthermore, with the participation of the gender unit, the DDR Section organized a two-day training course for Haitian women on “The role of women in the reduction of violence, peace building and disarmament” in the Gonaïves region.

## **COOPERATION WITH THE CIVILIAN POLICE AND HAITIAN NATIONAL POLICE**

With the aim of improving facilities in police stations to ensure that they better cater to victims of violence, the Office of Gender Affairs is working with MINUSTAH’s Civilian Police to assist the Haitian National Police in refurbishing police stations in the capital and in a few selected regions. The refurbishment programme includes the creation of separate rooms in the police stations

that will allow women victims to visit and lodge confidential reports to the police in a private and secure space. The Senior Gender Advisor has held working sessions with the “Special Programmes” section of the Civilian Police component of the mission to prepare for this project and has also worked with the Civilian Police and women’s organizations to prepare a curriculum for training of trainers for female and male police officers who will staff these police units.

## **ELECTIONS**

OGA has embarked on a range of initiatives in order to develop the capacity of women and support their participation in the process leading up to the elections. As a first step, the Senior Gender Advisor initiated a series of consultations with prominent women from the main political parties to discuss the involvement of women in the electoral process – both as voters and candidates for political office. Together with the women’s organization Famn



Yo La, the gender unit also took the lead in supporting capacity development activities for women in political parties who would like to run for office but who are either undecided or lack the confidence to do so. Given the fact that Haitian women have traditionally been excluded from the political arena, women who are currently seeking office lack experience, expertise, the necessary required political skills and competencies, as well as confidence and self-esteem. The Gender Unit is working in collaboration with the Integrated Mission Training Cell and the Electoral Assistance Division to

deliver capacity development and training on the subject of women and leadership, which include topics such as conflict resolution, communication, planning and organization and presentation skills. Under the guidance of OGA, and as a means of strengthening the training and capacity development support, a group of women candidates created the "Reseau des Femmes Candidates pour Gagner," meaning "the Network of Women Candidates for Winning the Elections." Moreover, OGA, upon instructions from the SRSG, has created a working group with the Electoral Assistance Division,

which amongst other things has worked on the design and distribution of posters for voter registration. A gender perspective was integrated into the motto of the posters to ensure that both women and men would register. The motto reads: "Haitian people, women and men, go to register." The Network's weekly TV and radio broadcasting activities are currently supported by MINUSTAH in order to promote the involvement of women as candidates, make their daily work visible, and demonstrate to the general public that women can succeed in the political realm. ■

# KOSOVO

## UNITED NATIONS INTERIM ADMINISTRATION MISSION IN KOSOVO (UNMIK)

UNMIK was established in June 1999 but it was not until mid-2003 that the Office of Gender Affairs (OGA) began operating as a full-fledged advisory unit on gender equality issues. At the end of 2004, OGA was moved under the umbrella of the Office of the Special Representative of the Secretary-General (SRSG). The OGA focuses its activities around five main components: (1) mainstreaming a gender equality approach in the monitoring of the Standards for Kosovo and the joint implementation of the Standards Implementation Plan; (2) coordination of gender mainstreaming activities in UNMIK's pillars (police and justice, civil administration, democratization and institutional building, reconstruction and economy) and promoting a consistent approach to gender mainstreaming within the UN system in Kosovo; (3) strengthening the capacity of the Provisional Institutions for Self Government to address gender issues at the central and local levels; (4) promotion of minority women's interests and encouragement of cross-cultural understanding and inter-ethnic acceptance; (5) and empowerment of local women's organizations.

### MAINSTREAMING GENDER EQUALITY IN THE POLITICAL AGENDA

To ensure that the gender equality objectives as defined in the Standards for Kosovo are efficiently pursued, OGA has developed specific checklists which serve as a roadmap for

ensuring equal opportunities between men and women and the advancement of women and girls in Kosovo. OGA has also participated in the eight Standards Implementation Working Groups—set up as mechanisms for monitoring and joint implementation—by offering technical assistance to ensure that a gender equality approach is used throughout the exercise. Moreover, the Office of Gender Affairs has developed a series of gender-sensitive indicators to facilitate monitoring activities. To enhance the capacity of local institutions to fulfil the gender equality objectives in the Standards for Kosovo, OGA has regularly delivered training workshops to all levels of civil servants.

To strengthen local mechanisms for gender equality in the execution of the Law on Gender Equality and the Standards Implementation Plan, OGA provides political advice, technical guidance, and on-the-job training to the Division for Gender Equality within the Prime Minister's Office, the Inter-ministerial Working Group for the Achievement of Gender Equality, and Municipal Gender Officers. In addition, OGA has assisted the Prime Minister's Office in setting up the Office for Gender Equality, defining its priorities and boosting coordination with reserved areas in the field of gender mainstreaming.

As an initiative of OGA, the SRSG has held

quarterly meetings with Kosovo women leaders from all areas of society and communities. These discussions have brought to the table various issues of common concern, comprising problems faced by women's organizations and women leaders for their full participation in the current political process. The exchange of views has also included legislative and executive matters leading to the eradication of gender-based violence and trafficking in women. All these items have been linked to the implementation of the Standards for Kosovo.

### MAINSTREAMING GENDER EQUALITY IN UNMIK AND THE UN SYSTEM

In order to ensure a consistent approach to mainstreaming gender equality issues in the operations of UNMIK, OGA has functionally supervised gender focal points and departments with dedicated capacity on gender issues throughout the Mission, providing technical guidance and fostering coordination. For this purpose, collective and bilateral meetings have been held regularly and a set of joint activities has been outlined and systematized into 11 thematic clusters, namely: justice, penal system, civilian police, domestic violence, trafficking, local governance, democratization, institution-building, electoral system, economy, and returns and the rights of communities.

To enhance coherence to the efforts of the UN system in Kosovo in the promotion of gender

equality in institutions and society at large, the UN (MIK inter-pillar and inter-agency) Gender Task Force (UNGTF) has been chaired by the OGA using revised Terms of Reference formalized by the SRSG and the Resident Coordinator of the UN System in Kosovo. A new structure has also been launched through the official appointment of representatives from UNMIK pillars and UN agencies. The actions agreed upon have included a common plan contributing to the implementation of the Law on Gender Equality, as well as the development of strategies in support of the eradication of gender-based violence. The UNGTF has also proven to be a powerful network to promote gender related issues and initiatives in the legislative field.

A training program on “Applying tools for gender mainstreaming” has been designed and implemented to enhance the capacity of staff members to integrate a gender-based approach in the substantive work of UNMIK. This training program has served as a means to further disseminate the DPKO Gender Resource Package for Peacekeeping Operations. The content of the training sessions has focused on the implementation of the UNSCR 1325, the fulfilment of the gender equality objectives of the Standards for Kosovo, the promotion of gender-sensitive legislative initiatives and the integration of returnee and internally displaced women in decision-making processes. Representatives from the Provisional Institutes for Self Government (PISG) and women's organizations have been involved in the delivery of the training and their contributions have allowed the enhancement of the responsiveness of key UNMIK staff to local women's demands. Due to the success of this program, workshops will be held on a bimonthly basis.

#### **PARTNERSHIPS FOR THE ENHANCEMENT OF GENDER EQUALITY**

The Office for Gender Affairs has pursued measures to support local women leaders and civil society women's organizations. To this end, it has run a series of consultations leading to the definition of strategic initiatives for women's empowerment and the promotion of the gender equality agenda in Kosovo. The

agreements reached include the provision of technical assistance, the delivery of training activities, the funding of research projects and other advocacy and brokerage actions in the field of human rights.

In particular, a strategy has been designed with the Kosovo Women's Initiative (KWI) to integrate gender perspectives in local communities and enhance the capacity for Local Women's Councils to hold municipal institutions accountable for the fulfilment of the provisions of the Law on Gender Equality and other relevant instruments for the advancement of women.

OGA has also supported the publication of an annual report of the Centre for the Protection of Women and Children, a leading Kosovan NGO in the field of gender-based violence. This report presents key data to assess the dimensions of domestic violence and trafficking of human beings. The Office of Gender Affairs has contributed to this publication with the aim of putting updated information at the disposal of local institutions for the identification of actions instrumental to the implementation of the UNMIK Regulation on Protection Against Domestic Violence. The Office of Gender Affairs in collaboration with Crossing Bridges, a

*As an initiative of OGA, the SRSG has held quarterly meetings with Kosovo women leaders from all areas of society and communities.*

media production company led by young professional women, has designed a public awareness campaign on gender-based violence targeting youth and aimed at transforming behaviours that lead to violent practices based on gender discrimination. The campaign was conceived on the basis of qualitative research on youth perceptions of gender-based violence carried out in association with a local research institute with a strong linkages to youth groups.

With the goal of creating an enabling environment to enhance the role of women in business, the Office of Gender Affairs has undertaken a survey of women entrepreneurs

Kosovo-wide with the local women organization SHE-ERA. This is the first research of its kind and it will serve to educate all stakeholders on the needs of women in business ventures and to define measures to increase women's access to equal opportunities.

Furthermore, a collaboration has been initiated with the Chamber of Commerce on issues related to the enhancement of women entrepreneurs and the creation of capacities to mainstream a gender equality approach in the activities of the Chamber of Commerce, involving staff at different levels.

In order to enable media professionals to play an instrumental role in eradicating gender based stereotypes and to promote equitable gender roles in society, the Office of Gender Affairs has developed a prototype training session, which has been delivered to women journalists in Kosovo. As a result of the technical support provided, a Steering Committee of the Kosovo Women Journalists Association has been established to advise women journalists and media professionals, as well as monitor how women are represented and how gender bias is reproduced in media.

The Office of Gender Affairs has sponsored the second edition of the statistical research

“Women and Men in Kosovo” in close cooperation with the Statistical Office of Kosovo (SOK) and other local institutions. This publication represents a sizeable step towards updating the gender-disaggregated data at the disposal of policy-makers and civil society. With the aim to boost the capacity of the SOK, a Working Group on Gender Statistics has been set up and a comprehensive training program delivered by the Office of Gender Affairs. ■

# LIBERIA

## UNITED NATIONS MISSION IN LIBERIA (UNMIL)

UNMIL was the first UN Peacekeeping Mission to include an explicit gender mandate. Established in accordance with Security Council Resolution 1509 of 19 September 2003, the mandate “reaffirms the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000), recalls the need to address violence against women and girls as a tool of warfare, and encourages UNMIL as well as the Liberian parties to actively address these issues.” The work of UNMIL’s Office of Gender Affairs (OGA) during the period under review has focused on the following priorities: the Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR) process, collaboration with the police, addressing gender-based violence and support to the electoral process.

### **DISARMAMENT, DEMOBILIZATION, REHABILITATION AND REINTEGRATION**

The DDRR process in Liberia was significant in ensuring outreach to women who had been engaged in combat as well as those who assumed support roles to combatants. In this regard, one of the fundamental factors that contributed to the success of the DD process in UNMIL was, in the first instance, the acceptance of the category “Women Associated with Fighting Forces” (WAFF). As a next step, the OGA advocated for a broadening of the definition to include not only active fighters but also women who supported the fighters in any other role, including as sexual slaves. This ensured that women associated with the fighting forces were eligible to participate in the DDRR process, provided they could present either a weapon or at least 150 rounds of ammunition. The agreement was based on information received by OGA that women in rebel groups often shared one weapon between multiple fighters such that if weapons alone had been used as the sole criteria for accepting women into DDRR process, those unable to present a weapon would have been excluded from the programme.

In order to encourage women to come forward

and participate in the DDRR process a strong awareness campaign was initiated. Gender-specific public information messages (print and radio) were designed in collaboration with the Ministry of Gender and Development and various women’s groups. This information was disseminated widely throughout the country by the Public Information section of UNMIL. As a result, over 21,000 women and girls have been disarmed and demobilized, 19,000 more than the 2,000 that had been estimated by the assessment mission at the start of the process.

Furthermore, the Office of the Gender Adviser conducted regular assessment missions to the DDRR sites to monitor the situation of women and girls in the camps and inspect the physical structure and layout of the camps. The findings and recommendations from these assessment missions were circulated to the office of the SRSG, UN agencies, non-governmental organisations (NGOs) and relevant partners. As a result, a gender-sensitive system for site layout, procedures and practices was employed for the design of new cantonment sites across the country. One of the main shortcomings of the DDRR process was however the dearth of female military observers to oversee the disarmament and demobilisation of women ex-combatants. The use of female Military Observers (MILOBs), proved to be more appropriate for ensuring an effective screening process of women ex-combatants.

As part of its contribution to the RR process, a substantial part of the OGA’s work has been to provide input into the Social Reintegration Training Package for ex-combatants, making sure that the materials included training on women’s rights, issues of property ownership resulting from the new Inheritance Act, and the rights of women in relation to the legality of marriage. Involving the communities in the RR planning phase served as another important strategy. Furthermore, the OGA through membership on the Quick Impact Project

Committee (QUIPS), has been able to promote project applications from women’s groups, thereby providing women with opportunities to create sustainable economic livelihoods for themselves and their families. For instance, through funding from QUIPS, women in the Bong County have embarked on a roofing and renovation project of a local school that employed local women and men to provide labour and expertise.

### **COLLABORATION WITH THE POLICE**

The OGA has supported UNMIL’s Civilian Police contingent and the Liberian National Police in the development of: a Gender Policy for the National Police and a gender training manual for police training. This training programme is now part of the Academy’s accelerated training programme for new recruits into the new Liberia Police Service. Moreover, gender training has been formally instituted as part of the Academy’s curriculum.

In working to promote greater democratic policing in Liberia, the OGA developed a concept paper for UNMIL’s Civilian Police that laid the foundation for the establishment of a Women and Children’s Unit in the National Police Force. A fact-finding mission to Ghana and Sierra Leone was undertaken by the Civilian police, to draw lessons from the operations of the existing Women and Child Protection Systems in both countries. The outcomes of this review informed the design of Liberia’s unit. The Women and Children’s Unit of the Liberian National Police was recently launched in collaboration with UNICEF, which currently funds the unit and has provided training for the 25 officers appointed to the unit, 10 of whom are women.

### **GENDER BASED VIOLENCE**

In early July, 2005, UNMIL’s Office of Gender Affairs, in partnership with the Human Rights Office, the Legal and Judicial Support Service, the Civilian Police and the Public Information Office, as well as key international and national NGOs, and the Ministries of Gender and

Development and Internal Affairs, joined together to launch a national campaign on violence against women. The objectives of the campaign included advocacy to ensure the passing of an amended rape bill, the establishment of a fast track court to prosecute and expedite rape cases; and raising awareness among the general public on sexual and gender-based violence. A matrix of activities has been developed as part of the campaign implementation process. These activities range from radio programmes, training of health workers, cultural and community awareness-raising, and distribution of DVD and video messages throughout the country. The OGA, in collaboration with the inter-agency task force, which includes county-level units, will continue to monitor implementation of the activities as outlined in the matrix.

The OGA is also working closely with UNMIL's Legal and Judicial System and Support Division (LJSSD) to reform the Rape Law in Liberia. In this regard, OGA participated in a consultative forum on Legislative Reform organized by the Ministry of Justice in collaboration with LJSSD. Of particular concern to OGA at the forum was the review of the Rape Law and its implication for the increased protection of women and girls as victims of rape, the protection of married women against marital rape, the enforcement procedures, and the severity of punishments. With increasing levels of reported rape incidences, the OGA continue to monitor this process.

#### **COLLABORATION WITH THE OFFICE OF THE FORCE COMMANDER**

In addition to conducting regular induction sessions for incoming military personnel in mission, training activities facilitated by the OGA have largely emphasised training of trainers programs on sexual exploitation and abuse (SEA) for Sector Commanders in the various contingents/battalions. These trainings were initiated in response to the Office of the Force Commander's directive that Commanding Officers will be held responsible for SEA allegations involving officers within their command structure. In addition, the training serves as a strategy for the prevention of SEA through awareness creation. A training guide

on Gender and SEA has been developed and will be used by the Sector Commanders to replicate the course for other military officers. As a result of the continued collaboration between OGA and the Force Commanders' Office, a gender focal point for the military has

*Over 21,000 women and girls have been disarmed and demobilized, 19,000 more than the 2,000 that had been estimated.*

been appointed at mission Headquarters and will function as a liaison between the offices. The Gender Focal Point will also contribute to the establishment of a pilot gender cell within the military, which will facilitate, support and systematically monitor the integration of gender issues within the military operations of the mission.

#### **ELECTORAL PROCESS**

The emphasis of the OGA's support to the elections process in Liberia has been threefold: voter registration, representation of women in political processes and civic and voter education.

Among the first initiatives supported by the OGA with respect to the elections, was to advocate strongly for the adoption of legal provisions to ensure a 30 percent representation of women on all political party lists. This was done in close collaboration with UNMIL's Electoral Affairs Division, the National Electoral Commission, the Ministry of Gender and Development and other stakeholders in the electoral process, including women's groups. Although the Electoral Reform Law did not include any quotas, the Political Parties' Guidelines to the legislation provided for the 30 percent quota for women. The second major intervention supported by the OGA was to provide women with the capacity to fill the quota. In this regard the OGA, in collaboration with the Ministry of Gender, convened a workshop to develop a women's manifesto for the elections, as well as an election strategy to strengthen the newly established Women's Political Forum, and to help them implement the women's strategy. Throughout the year, OGA continued to support activities and to provide technical expertise and advice to women's constitu-

cies with a view to enhancing women's participation in the electoral process.

Another key task undertaken by the OGA in relation to the elections was a voters' registration exercise. Initial figures showed that only

25-30 percent of Liberian women registered to vote. In order to understand why the percentage of women was so low, the OGA sent out a team to interview registrants and subsequently shared the results of the analysis of the survey with key stakeholders. As a result, the Liberian Provisional Government, in cooperation with various women's groups, conducted a nation-wide awareness campaign encouraging women to register. The result was that 50 percent of eligible registered voters were women.

As a member of the Recruitment Committee of the Electoral Process, the OGA has been able to advocate for gender equality in the recruitment of registrars and administrators, and to monitor its implementation. Furthermore, the OGA has used its membership on the Civic and Voter Education Sub-Committee to ensure that women were portrayed fairly and positively on all civic and voter education materials prepared by the National Electoral Commission and its partners. The OGA provided UNMIL's Electoral Assistance Division with contact information of civil society women's constituencies in Liberia, in order to ensure that civic and voter education might reach women who otherwise would be marginalized. By the end of the OGA's civic and voter education training, more than 50 women's groups in the country had been provided with training, while 107 women candidates had been prepared for campaigning and running for elections. In collaboration with UNIFEM, two workshops have been organized and 56 women candidates from across political party lines have been provided with leadership skills training to strengthen their prospect for winning the elections. ■

# SIERRA LEONE

## UNITED NATIONS MISSION IN SIERRA LEONE (UNAMSIL)

Until January 2005, coordination of gender mainstreaming activities in UNAMSIL was the responsibility of a Gender Specialist in the Human Rights Division. Since then however, a Gender Adviser has been appointed to the Office of the Special Representative of the Secretary-General (SRSG). UNAMSIL is currently in a draw-down phase and as such a considerable portion of the Gender Adviser's work in the period under review has been to facilitate the implementation of an exit strategy through ensuring, that structures are in place and capacity has been built to sustain gender mainstreaming after the departure of the UN Peacekeeping Mission.

### **GENDER MAINSTREAMING AND THE TRANSITIONAL PLAN**

A joint UNAMSIL and United Nations Country Team (UNCT) Transitional Plan has been developed to facilitate a smooth handover process from the UN Peacekeeping Mission to the UN Country Team. The Gender Adviser has been working to ensure that gender issues are adequately incorporated into the plan. In the initial drafts, gender issues were only mentioned in four of the twenty seven areas of the transition strategy: public information, women, education and gender mainstreaming. Moreover, gender was presented as a separate sector, rather than as a cross cutting issue to be mainstreamed throughout the plan. To rectify this, the Gender Adviser in collaboration with UNIFEM developed a checklist to ensure the inclusion of gender issues in the plan. It is expected that the application of the checklist will ensure adequate attention to gender issues into the transition strategy of UNCT.

The Gender Adviser's efforts have also focused on building capacity for government counterparts and civil society organizations to promote women's rights and gender equality. From initial consultations with key stakeholders in the government, the Gender Adviser noted a general lack of understanding on gender issues and the need therefore to create and strengthen capacity for the development of a national action plan on gender mainstreaming in accordance with Security Council Resolution 1325 on Women

Peace and Security. As a consequence, the Gender Adviser, with support from various other functional offices of UNAMSIL, such as the Public Information Office, the Office of Human Rights, the Office of the Child Protection Adviser, has undertaken a number of initiatives including the translation SCR 1325 into Creole, developing radio programs to raise awareness about the resolution and conducting extensive training sessions for Government staff.

Another main area of focus of the work of the Gender Adviser has been the provision of training to the Sierra Leonean Police. The Gender Adviser regularly attends the training sessions of the Sierra Leone Police Command and gives lectures on gender and women's rights to all new recruits at the Police Training School in Freetown.

Together with the Deputy Special Representative of the Secretary-General (DSRSG) and UNAMSIL Civilian Police, the Gender Adviser has worked with the Sierra Leonean Prison Services to ensure adequate facilities and care for female detainees. During a visit to Pademba Maximum Prison in Central Freetown, the UNAMSIL team learned that 26 female prisoners lived amongst 772 male prisoners. Two of the women in the facility were pregnant, and another two were living with their babies. The prison had no female ward and the pregnant female detainees, and the youngest children, were treated in a cell that had been converted into a makeshift ante-natal and under-five clinic. In an effort to address the situation, UNAMSIL Civilian Police, with technical assistance from the Gender Adviser, is working with the Prison Services in the recruitment, capacity building and training of both female and male prison officers. The aim is to achieve a 30 percent recruitment of female candidates, an important first step in better caring for the female detainees.

### **GENDER BASED VIOLENCE**

As an important step to protect the women of Sierra Leone, the national Law Reform Commission is in the process of developing a

law on domestic violence. The Gender Adviser has been a key resource person in this process. The Law Reform Commission, is charged with reviewing Sierra Leone's legal framework, and has noted the limitations of the current framework to protect women and children against domestic violence. As a first step in addressing this issue the Commission sought to identify the causes of domestic violence and found, amongst other things, that one of the main causes for this kind of ongoing violence is that the police do not treat reports of domestic violence as seriously as other forms of violence and therefore a culture of silence is perpetuated. Training of the police, as already undertaken by the Gender Adviser, was recognized as an important strategy to rectify this situation. In addition to developing a law on domestic violence, the Law Reform Commission has also been charged with the important task of producing draft bills on sexual offences, inheritance and succession, and the law on marriage. These bills have been handed to the government and are under review.

Another major initiative supported by the Gender Adviser in the fight against gender based violence is an International Rescue Committee (IRC) project that has seen the creation of Sexual Assault Referral Centres in different parts of the country. The centres provide survivors of sexual assault with free and confidential medical treatment, in addition to counselling and legal advocacy. Such efforts, coupled with wide-scale community sensitization and training of the police is yielding positive results in the fight against gender based violence, and is helping increase the rate of prosecution of perpetrators. Nevertheless, much awareness-raising and confidence-building work still needs to be undertaken, as most of the victims using the centres are children in the age range of 0 to 15 years, with older women being less likely to report abuses due to a culture of stigma, shame, retribution, and powerlessness. The awareness-raising and capacity-development work of the Gender Adviser, in collaboration with the Public Information Office, is an important tool in providing information to these women on available resources. ■

# SUDAN

## UNITED NATIONS MISSION IN THE SUDAN (UNMIS)

The United Nations Mission in Sudan (UNMIS) was established in April 2005 and as such is the most recent of DPKO's Peacekeeping Missions. The Office of Gender Affairs was established at the outset, thereby ensuring incorporation of a gender perspective throughout the planning and pre-deployment phase. Since its inception in April, OGA has developed working relationships with the Peacekeeping components of UNMIS, particularly Human Rights, Civil Affairs, HIV/AIDS, DDR, Rule of Law, the Military, and Civilian Police. The Senior Gender Adviser also currently serves as the interim Focal Point for Sexual Exploitation and Abuse pending the appointment of a Personnel Conduct Officer. OGA's work in this period has focused on providing support to UNMIS staff on gender mainstreaming in their functional components, and developing a gender strategy for Sudan.

### GENDER MAINSTREAMING WITHIN UNMIS

As part of its effort to mainstream a gender perspective within UNMIS, OGA is developing Guiding Principles on gender mainstreaming for the different components of the Mission. The Guiding Principles, based on the Gender Resource Package for Peacekeeping Operations, are meant to assist staff members in mainstreaming gender perspectives into their daily work. To-date, the guidelines have been created for the Police, Public Information, and Human Rights components. OGA will continuously monitor the use of these Guiding Principles.

To support gender mainstreaming within UNMIS, OGA established an Electronic Resource Centre, providing a central repository for gender documents and tools, accessible to all mission staff. All new staff members are informed about the Resource Centre during induction training.

In the coming months, the OGA will be establishing nine offices around the country, including in Darfur, the South and the East. Once fully operational, the UNMIS OGA will be the

largest of DPKO's gender units.

### DEVELOPING A GENDER STRATEGY FOR SUDAN

A central task of OGA is to develop a strategy for mainstreaming a gender perspective in the implementation of the Comprehensive Peace Agreement (CPA). To this end, OGA has conducted meetings and consultations with a variety of stakeholders, including women's civil society organizations, the Sudan People's Liberation Movement (SPLM), the Government of National Unity, and various regional organizations. The meetings have served as an opportunity for OGA to explain its role and work in Sudan, and for the stakeholders to provide

Repatriation, Resettlement, Rehabilitation, and Reconciliation, combating violence against women with a special focus on Darfur, gender mainstreaming, and women in decision-making. OGA is in the process of consolidating the outcomes of the workshop in order to elaborate its gender strategy.

Prior to the workshop, Ms. Rachel Mayanja, Assistant Secretary-General and Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, visited Sudan in order to get a first-hand understanding of the situation of women and girls in Sudan, including the level of

*In the coming months, the OGA will be establishing nine offices around the country, including in Darfur, the South and the East.*

invaluable inputs to OGA to inform its current and future activities.

This consultative process has revealed a need for capacity development and training throughout Sudan, at all levels, including the governmental level. There is also a need to ensure full participation and inclusion of women in the DDR and RRR processes as well as to urgently adopt a strategy to end sexual and gender-based violence, particularly in the Darfur region. OGA is in the process of devising methods for providing technical support to all relevant stakeholders.

In early September, the UNMIS Gender Unit hosted a workshop on "Engendering the Peace Process after the CPA," in collaboration with Ahfad University for Women/Institute for Women, Gender and Development (IWGD), to develop a gender strategy for UNMIS. The approximately 70 participants, representing the Ministry of Foreign Affairs, the SPLM, UN agencies, DPKO Headquarters, political parties, and national NGOs, among others, examined the needs, priorities for action, and the role of UNMIS, specifically the Gender Unit, in the areas of Demobilization, Disarmament,

women's participation in the implementation of the CPA, and the situation in the Darfur region. During her visit and in her many meetings, the Special Adviser drew attention to the Beijing Platform for Action, Security Council Resolution 1325, and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), as well as the situation of refugee and internally displaced women, amongst others, thereby giving further weight to the importance of mainstreaming gender issues throughout the implementation of the CPA . ■

# TIMOR-LESTE

## UNITED NATIONS OFFICE IN TIMOR-LESTE (UNOTIL)

The peacekeeping mission in Timor-Leste was first established as a Transitional Administration for East Timor (UNTAET) with peacekeeping forces from December 1999 to May 2002. When Timor-Leste gained its independence in May 2002, UNTAET was replaced by the United Nations Mission of Support in East Timor (UNMISSET), which had a mandate that called for capacity-development aimed at laying the foundation for sustainable democratic governance. In May 2005, UNMISSET successfully completed its mandate and was replaced by the UN Office in Timor-Leste (UNOTIL), a Special Political Mission with no peacekeeping functions, led by the Department of Political Affairs (DPA) and managed by the Department of Peacekeeping Operations (DPKO). UNOTIL has a one-year mandate to consolidate the transfer of skills and knowledge to key state institutions and development partners. As the transition and hand-over process to the UN System agencies and donor community in Timor-Leste is finalized, the goal of the mandate is to facilitate the establishment of a sustainable development framework.

The gender unit of UNTAET was established in December 2000, the first unit of its kind to be established in a peacekeeping mission. It was instrumental in mainstreaming gender in all functional areas of the mission's work and in supporting the creation of a national women's movement. The gender unit continued to facilitate gender mainstreaming work under UNMISSET. UNMISSET's final year of existence was exclusively dedicated to strengthening the gender mainstreaming

### MAINSTREAMING GENDER ISSUES WITHIN THE UN COUNTRY TEAM

With the completion of UNMISSET's mandate and the commencement of UNOTIL's one year mandate, the main aspect of the gender unit's work is focused on providing direct technical support to the UN Country Team, in particular the UN Theme Group on Gender, a process which has been successful for the most part.

The gender unit has surveyed existing mechanisms, tools and resources to facilitate gender mainstreaming in the mission, the UN system and in Timor-Leste at large. To address some of the existing gaps, the Gender Unit developed a gender-training programme and compiled a Gender Briefing Kit for the UN system in Timor Leste. The Briefing Kit provides an overview of "Who's Who and Who's Doing What" on gender and gives a profile of the women's movement in Timor-Leste. The gender kit has also been translated into Tetum (Timor-Leste's vernacular language) to facilitate dissemination and usage at the national level. The gender-training programme has been delivered in various training sessions, such as for instance, the Civilian Adviser Group (a group of 50 advisers posted in key ministries of Timor-Leste's government), the Human Rights Unit and the UNMISSET Network of Gender Focal Points.

UNOTIL's Gender Unit recently merged with the HIV/AIDS unit and the Gender Adviser now acts as the HIV/AIDS Focal Point, thus encouraging a policy dialogue between the UN System Agencies and the Ministry of Health.

Resource Package, including the Secretary-General's Bulletin on the Prevention of Sexual Exploitation and Abuse, so that the materials may be used in advocacy and training sessions.

### WOMEN'S HUMAN RIGHTS

The Office of the Gender Adviser in UNMISSET was instrumental in initiating a joint UN Task Force to support the work of the Office of Promotion of Equality in drafting the Domestic Violence Law Bill. UNOTIL's Gender Adviser continues to monitor amendments to the bill before its final approval (tabled for January 2006). Violence against women is also addressed through ongoing support of the UN Theme Group on Gender to the Office of Promotion of Equality, currently chaired by UNFPA as part of the exit strategy.

The functions of the Gender Adviser also include raising awareness on the prevention of sexual exploitation and abuse, and as a result a series of targeted briefing sessions were conducted on this topic to all components of the mission. When UNMISSET closed in May 2005, 400 international staff members had been made aware of DPKO's Code of Conduct strategy. More recently, UNOTIL co-facilitated with UNIFEM, a series of consultations on a draft policy review for assistance to victims of gender based violence. Furthermore, UNOTIL's gender unit developed a training module on gender based violence and sexual exploitation and abuse for UNICEF staff. The same training material has been translated into Tetum and presented to UNICEF national programme and general service staff.

UNOTIL is initiating the implementation of a project on civic education for women's rights at the district level as a joint collaboration between the Office of Promotion of Equality and the Ministry of Justice. This is being supported with funds from the gender facility at DPKO Headquarters. ■

*The Office of the Gender Adviser in UNMISSET was instrumental in initiating a joint UN Task Force to support the work of the Office of Promotion of Equality in drafting the Domestic Violence Law Bill.*

functions of UN system agencies and the work of the UNMISSET Task Force on Sexual Abuse and Exploitation.

The Gender Unit has overseen the translation into Tetum of Security Council Resolution 1325 and of selected sections of the Gender

“For us Haitian women,  
the good governance we dream of,  
the fight against corruption we are taking a lead in,  
promoting women’s strategic interests in the elections,  
and the creation of a just and equalitarian society,  
can only be reached through the full participation of women  
at all levels of the political process.”

Ms. Marie-Laurence Jocelyn-Lassegues,  
Secretary General of the Haitian Women's organization Fanm Yo La  
*At a fund-raising event for the “Network of Women  
Candidates for Winning the Elections”, October 2005*

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