

Room to Maneuver :
Lessons From Gender Mainstreaming in the
UN Department of Peacekeeping Operations

a study by the
Women's Commission for Refugee Women and Children

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Women's Commission for Refugee Women and Children
122 East 42nd Street
New York, NY 10168-1289
tel. 212.551.3115 or 3000
fax. 212.551.3180
wcrwc@womenscommission.org
www.womenscommission.org

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MISSION STATEMENT

The Women's Commission for Refugee Women and Children works to improve the lives and defend the rights of refugee and internally displaced women, children and youth. Founded in 1989, the Women's Commission is affiliated with and is legally part of the International Rescue Committee, a non-profit 501(c)(3) organization, but does not receive direct financial support from the IRC.

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The analysis and recommendations expressed in this paper are those of the Women's Commission and do not reflect endorsement or agreement from the UN Department of Peacekeeping Operations or the UN High Commissioner for Refugees.

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Contents

Acronyms	i
I Executive Summary	1
Key Recommendations	2
II Methodology	5
III DPKO Operations	5
A. DPKO Mandate and Structure	5
B. DPKO-managed Missions and Types	6
IV Gender Mainstreaming in DPKO	7
V Nexus with UNHCR	22
A. Gender Mainstreaming in UNHCR	22
B. DPKO/UNHC Information Note on Cooperation	23
C. Physical Security: The Ladder of Options for Maintaining Security in Refugee Camps	25
D. Humanitarian Response: The Cluster Approach and IDPs	26
E. UN Security Council Resolutions	27
VI Comparative Advantages for DPKO and UNHCR in Gender Mainstreaming	29
VII Conclusion and Recommendations	30
Bibliography	35
Annex 1: DPKO Organizational Chart	37
Annex 2: DPKO Policy Directive on Gender Equality in UN Peacekeeping Operations	38
Annex 3: Analysis of the DPKO Gender Resource Package and UN Handbook on Multidimensional Operations	43
Annex 4: UNHCR Age Gender and Diversity Mainstreaming Summary Sheet	46
Annex 5: DPKO-UNHCR Information Note on Cooperation	49
Endnotes	52

Acronyms

DPKO	UN Department of Peacekeeping Operations
DDR	Disarmament, demobilization and rehabilitation
GBV	Gender-based violence
CIVPOL	Civilian police
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
SRSG	Special Representative of the Secretary-General
USG	Under Secretary-General
SRSG	Special Representative of the Secretary-General
RC	Resident Coordinator
HC	Humanitarian Coordinator
UNDP	UN Development Program
UNMIL	Peacekeeping mission in Liberia
ONUCI	Peacekeeping mission in Côte D'Ivoire
SEA	Sexual exploitation and abuse
CPAs	Child protection advisers
DR Congo	Democratic Republic of the Congo
ITS	Integrated Training Service
STM	Standard Training Module
UNITAR	UN Institute for Training and Research's
TCCs	Troop-contributing countries
OSAGI	UN Office of the Special Adviser on Gender Issues and the Advancement of Women
AGDM	Age, gender and diversity
MFT	Multifunctional team
CDGEC	Community Development, Gender Equality, and Children
DIPS	Division of International Protection Services
FSA's	Field safety advisers
ONUB	Peacekeeping mission in Burundi
DPA	UN Department of Political Affairs

Executive Summary

Achieving the goal of gender equality set forth in the Charter of the United Nations and Resolution 1325 (2000) is one of the primary and enduring responsibilities of all Member States and therefore one of the pre-eminent areas in which the United Nations needs to assist its Member States. Accordingly, the multi-faceted security and peace-related work of Member States and the United Nations must systematically incorporate a gender perspective as well as address women's empowerment in their policies, programmes and activities. While gender equality is increasingly recognized as a core issue in the maintenance of international peace and security, the role of women in peace processes generally continues to be viewed as a side issue rather than as fundamental to the development of viable democratic institutions and the establishment of sustainable peace.¹

Gender Mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation and planning, implementation and monitoring of programs and projects.²

The United Nations is mandated to mainstream gender through its agencies and in all of its operations. An essential part of this effort must be to focus on the impact of gender mainstreaming on the lives of women, girls, boys and men affected by armed conflict. This requires, among other things, an understanding of the activities and capacity of the UN High Commissioner for Refugees (UNHCR) in terms of its mandate to protect and assist refugees, and its designation as the lead agency for the UN's humanitarian response to protect conflict-generated internally displaced persons (IDPs) under the "cluster" approach.³

The United Nations has also noted the need for greater system-wide coherence, standards and synergies across mainstreaming approaches.⁴ In this regard, the role and capacity of the UN Department of Peacekeeping Operations (DPKO) to promote security among conflict-affected and displaced populations has relevance to the work of UNHCR, as the UN's peacekeeping and peacebuilding missions are increasingly multidimensional in scope (i.e., including military and non-military components), which expands DPKO's "coverage" among IDP, refugee and returnee populations.

This paper explores DPKO's efforts to mainstream gender in providing security specifically in situations of displacement, and identifies opportunities to reinforce these efforts. This includes areas of potential synergy between UNHCR and DPKO, where they can learn and benefit from each other's approaches to mainstreaming, and foster greater collaboration.

United Nations Security Council resolution 1325 on women, peace and security is a key policy framework for accountability to gender mainstreaming. DPKO clearly applies resolution 1325 to guide its work, although it has yet to clarify attention to the needs of displaced women and girls in areas such as camp security, access to humanitarian assistance and elections. While UNHCR

is doing commendable work in implementing gender mainstreaming in some areas, the agency does not apply resolution 1325 in its mainstreaming framework. Both agencies have contributed to the UN system-wide action plan on implementation of resolution 1325; however, it is not clear the extent to which the resolution is being incorporated into UNHCR's overall programs and activities.

There are numerous ways in which gender work can be improved through closer attention to information sharing, coordination and collaboration between UNHCR and DPKO. These include joining forces to build awareness on gender mainstreaming at the field level among UN staff and partners, which would be of mutual benefit to both agencies. Others relate to greater accountability by DPKO for ensuring displaced populations are not "forgotten" but rather given specific attention in the work of multidimensional operations. Some issues need further clarification by UNHCR on its role and contributions, for example, on implementation of resolution 1325 and as related to DPKO's focus areas on disarmament, demobilization and rehabilitation (DDR), elections, gender-based violence (GBV) and refugee camp security.

The institutional structure and tools applied by each agency vary considerably. In some cases this is necessary given their differing mandates, staff knowledge and institutional cultures. However, the work of DPKO gender advisers is more focused on women, and the priorities of DDR, elections and GBV, while UNHCR uses a "team approach" and focuses on mainstreaming age, gender and diversity. The UNHCR approach seeks to identify and address "root causes" of refugee protection concerns and is more fluid in terms of actors and priorities, as teams can include a range of staff as well as partners (government and non-governmental), and as priorities are context or country operation specific.

UNHCR's community development approach to gender mainstreaming and its participatory assessment tool are useful in understanding the fundamental protection challenges and contributions of the displaced, and may have relevance to DPKO's work on security and GBV. DPKO's Gender Resource Package for Peacekeeping Operations is a comprehensive and useful tool for the many ways that gender should be mainstreamed into an agency's work and therefore may have relevance to UNHCR's work. DPKO's recent evaluations of the impact of gender mainstreaming in Sierra Leone (UNAMSIL) and Timor Leste (East Timor) (UNOTIL) can also be built upon to enhance knowledge on gender mainstreaming in displacement contexts.

In situations where both UNHCR and DPKO are operational, greater coherence and coordination on gender mainstreaming would enhance UN efforts to promote and sustain peace.

Key Recommendations for both UNHCR and DPKO

1. **Share action plans on gender mainstreaming.** At the field and regional bureau levels of Headquarters, DPKO gender advisers and focal points and UNHCR multifunctional teams should share their action plans on gender mainstreaming. UNHCR should also share its gender-related work plans from countries where DPKO missions are present, and from cross-border refugee-hosting countries, as a means to better inform

mainstreaming in UN planning for refugee return and reintegration and to assess the quality of current programs in minimizing further displacement.

2. **Review gender mainstreaming tools.** DPKO's Gender Resource Package, the UN Handbook on Multidimensional Operations and INSTRAW training materials are useful resources. Both agencies should consider ways to enhance attention to gender mainstreaming as related to their mandates, for example by strengthening the DPKO Resource Package chapter on return and reintegration, and the UN Handbook on Multidimensional Operations section on humanitarian assistance.
3. **Share strategies on ways to strengthen pre-deployment and post-deployment trainings,** particularly as DPKO is revising its training program. This could include ways to ensure gender mainstreaming in the work of civilian police (CIVPOL) in internally displaced persons camp security and protection, DDR, trafficking and other issues that are becoming increasingly relevant under multidimensional operations and under the cluster approach to humanitarian assistance.
4. **Develop a common strategy on gender-based violence.** Addressing gender-based violence is a priority for both agencies, and developing common strategies would enhance the impact of their work. Linked to GBV prevention is ensuring quality and appropriate delivery of humanitarian assistance and services; planning appropriately for refugee return; community and individual empowerment; and ensuring camp security—all of which would help to reduce the likelihood of violence. At minimum, DPKO and UNHCR should coordinate their work on GBV and consider how they can be more complementary in advocacy, awareness raising and funding.
5. **Develop a common strategy for gender mainstreaming in multidimensional missions where UNHCR is the lead agency for IDP protection, camp management and coordination.** This paper is not an assessment of the cluster approach or integrated missions, but given their development, DPKO and UNHCR must work together on a strategy to ensure action and accountability to gender mainstreaming. The cluster approach is being piloted in DR Congo, Liberia and Uganda. UNHCR and DPKO – where necessary in collaboration with the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) and others—should devise strategies on gender mainstreaming in these missions, including defining the roles of the Special Representative of the Secretary-General (SRSG), Deputy SRSG, DPKO gender adviser and UNHCR multifunctional team.
6. **Explore partnering to maximize impact.** DPKO and UNHCR should consider areas where they can reinforce each other's gender-related work at policy and program levels. These arrangements should include clear guidance on gender mainstreaming in existing UNHCR-DPKO frameworks, such as the *Information Note on Cooperation between UNHCR and DPKO* and in the terms of reference of focal points tasked to advance such frameworks, and those tasked to liaise on other issues such as DDR and mine action.

I. Introduction

This paper explores how the UN Department of Peacekeeping Operations' gender mainstreaming efforts enhance the security of the displaced,⁵ particularly women and children, and identifies opportunities to reinforce these efforts, including potential synergy with the UN High Commissioner for Refugee's (UNHCR) gender and age mainstreaming work. DPKO was selected as an organization for the study due to the interface of DPKO's operations with those of UNHCR specifically in refugee, IDP and returnee contexts. The intent is to identify how DPKO's gender mainstreaming efforts reinforce and complement those underway by UNHCR and how the two organizations can learn and benefit from each other's approaches.

Given the variety of peacekeeping mandates managed and directed under DPKO including the broad multidimensional peacekeeping operations and the more recently introduced integrated missions, understanding how these mandates address displacement, and how gender is mainstreamed in this regard, is a component of promoting sustained peace and the protection of civilians.

In addition, while it continues with its mandated role regarding refugees and returnees, UNHCR has recently accepted greater responsibility for the UN's humanitarian response to persons internally displaced from conflict, specifically in the areas of protection, emergency shelter and camp management. Using conservative estimates, this means—in areas directly relevant to DPKO-managed operations—UNHCR has responsibility to ensure assistance to at least 6.2 million refugees and returnees, as well as to ensure the provision of assistance to 8.9 million IDPs⁶.

These numbers reflect the lives of men, women, boys and girls who deserve, on an equal basis, UN assistance and protection as articulated in its resolutions. A more robust application of gender mainstreaming in multidimensional peacekeeping operations, integrated missions and humanitarian response, would help improve the lives of refugees and the displaced. In order to be successful, more space must be made for DPKO-UNHCR collaboration in general—one that re-examines the Information Note on Cooperation between UNHCR and DPKO, and ways to leverage approaches on gender mainstreaming underway in both agencies.

This paper highlights approaches, tools and opportunities to enhance policy development and improve field practice. It is a component of the Women's Commission partnership project and related work on UNHCR's age, gender and diversity mainstreaming initiative. As such, the relatively detailed attention to DPKO's mainstreaming work is intended to support UNHCR's efforts by providing an opportunity to learn from the experience of other agencies (the Women's Commission has published a parallel report on gender mainstreaming in the World Food Programme⁷).

The analysis and recommendations expressed in this paper are those of the Women's Commission and do not imply endorsement by DPKO. Although this is an independent study, it is hoped that the recommendations will be useful to DPKO, and to a wide range of implementing

agencies, policymakers, donors and others interested in refugee protection, security and gender mainstreaming.

The paper first describes DPKO's approach to gender mainstreaming, with examples from situations of displacement. This is followed by a summary of UNHCR's approach to gender mainstreaming in relation to the links with DPKO's operations. The paper is divided into the following substantive sections; each section includes references to displacement Section III: DPKO Operations gives an overview of the agency's mandate, structure and types of operations. Section IV: Gender Mainstreaming in DPKO reviews DPKO's policies, institutional structure and other components in operationalizing gender mainstreaming. Section V: Nexus with UNHCR highlights UNHCR-DPKO policy intersections and gives a brief description of UNHCR's mainstreaming strategy. Section VI: Comparative Advantages for DPKO and UNHCR in Gender Mainstreaming and Section VII: Conclusion and Recommendations reflects areas of synergy and those for further examination by both DPKO and UNHCR.

II. Methodology

This is a "desk study." Conclusions are drawn primarily from document reviews and further informed by select interviews by Women's Commission staff. As a desk study, it does not incorporate the participation and views of DPKO field-based staff. The research team benefited from sharing of documents and critical input by DPKO's Gender Adviser and team at Headquarters as well as other contacts.

III. DPKO Operations

The Department of Peacekeeping Operations' gender mainstreaming work is undertaken within the context of its mandate. This section gives an overview of DPKO's mandate, structure and types of missions.

A. DPKO Mandate and Structure

The Department of Peacekeeping Operations' mission is to "plan, prepare, manage and direct UN peacekeeping operations, so that they can effectively fulfill their mandates..."⁸ Although each peacekeeping operation has a specific set of mandated tasks, "all share the common aims of alleviating human suffering, and creating conditions and building institutions for self-sustaining peace."⁹

Peacekeeping operations may consist of several components, including a military component, and various civilian components encompassing a broad range of disciplines. Depending on their mandate, peacekeeping missions may be required to:

- deploy to prevent the outbreak of conflict or the spill-over of conflict across borders;

- stabilize conflict situations after a cease fire, to create an environment for the parties to reach a lasting peace agreement;
- assist in implementing comprehensive peace agreements;
- lead states or territories through a transition to stable government, based on democratic principles, good governance and economic development.

The command of peacekeeping operations is vested in the Secretary-General under the authority of the Security Council. The Secretary-General has delegated overall responsibility for the conduct and support of these operations to the Under Secretary-General for Peacekeeping Operations (USG for Peacekeeping Operations). The Secretary-General, with consent of the Security Council, appoints a Special Representative of the Secretary-General (SRSG) who serves as Head of Mission at the field level, and is responsible for implementing the mission’s mandate. The SRSG reports to the Secretary-General through the USG for Peacekeeping Operations.

At Headquarters, the Department comprises several Offices and Divisions (see Annex1 for organizational chart). The Gender Adviser is located in the Peacekeeping Best Practices Section which is in the Office of the Under-Secretary General for Peacekeeping Operations. DPKO is staffed by a range of personnel—civilian (international and national), military and police, who are recruited by DPKO and troop-contributing countries.

B. DPKO-Managed Missions and Types of Operation

DPKO manages two types of peacekeeping operations, commonly referred to as “traditional” and “multidimensional.” Traditional missions are military operations deployed in support of a political activity through monitoring ceasefires, protecting buffer zones and other stabilizing activities to create an environment for brokering or securing peace. Multidimensional peacekeeping missions¹⁰ are broader in objective and scope, involving a range of components that can include military, civilian police, political, civil affairs, rule of law, human rights, humanitarian and reconstruction. Some multidimensional operations do not have a military component under the command of the mission. Rather, they carry out their mandates alongside a regional or multinational peacekeeping force (such as those in Afghanistan and Kosovo). DPKO currently manages eight traditional, eight multidimensional missions and two integrated missions.

Peacekeeping mission mandates are authorized and broadly defined by the UN Security Council through passing resolutions, and based on recommendations by the Secretary-General. Further interpretation for implementation such as priority-setting and budget, is undertaken by the DPKO Head of Mission (Special Representative to the Secretary-General).

Given the complexity of multidimensional operations in terms of components and actors, the UN has been exploring ways to better integrate its work to maximize capacity and reach its goals. This includes applying an “integrated mission” approach. Integrated Missions are relatively new on the UN scene, and are evolving in terms of both concept and implementation. They are situations where the SRSG is supported by two Deputy Secretary-Generals: One oversees the political components of the mission’s work, the other serves as Resident Coordinator (RC) (to

engage and coordinate with the UN Country Team); and/or as Humanitarian Coordinator (HC) (to plan and coordinate humanitarian operations). Each capacity—HC and RC—has a reporting line to the SRSG as well as to the UN Development Program (UNDP) and UNOCHA.¹¹ Peacekeeping missions in Liberia (UNMIL) and Côte D'Ivoire (ONUCI) are examples of integrated missions.

The stated purpose of integrated missions is to enhance coherence of the UN system and its contribution to countries emerging from conflict by engaging its different capabilities and linking the dimensions of peace-building (political, development, humanitarian, human rights, rule of law, social and security aspects) in a more coherent and mutually supportive manner.¹² There is considerable debate around the approach, especially the links between the humanitarian assistance and security components. Irrespective of the discourse, clarity on how gender is mainstreamed and accounted for in integrated missions are relevant to DPKO's work and the welfare of displaced populations.

In this regard DPKO's mandate and the responsibility of the SRSG or head of mission can vary widely from one country operation to another. Nevertheless, missions are increasingly multidimensional in scope and thereby have broader reach both operationally and in terms of leadership in addressing the needs of displaced, refugee and returnee populations and in mainstreaming gender throughout UN operations at the field level.

Peacekeeping missions are generally established after other United Nations agencies have already established a field presence. As such, opportunities exist for DPKO to draw on the experience of previous and current UN work on gender mainstreaming, women's empowerment and issues regarding displacement.

IV. Gender Mainstreaming in DPKO

The main objectives of DPKO's work to address gender issues in peacekeeping are:

- 1) development of policy and operational tools;
- 2) facilitation of the participation of women in all aspects of the transition to peace;
- 3) knowledge management and documentation of good practice;
- 4) development of partnerships with Member States and UN system partners; and
- 5) promotion of gender balance among peacekeeping personnel.¹³

To achieve these objectives, the Department employs a wide range of approaches which seek to target the varied components of its work, and staffing needs.

A. Policies

Since 2000, DPKO's gender mainstreaming work has been guided by provisions of Security Council Resolution 1325 on Women, Peace and Security. In 2005, DPKO's Under-Secretary-General issued a Policy Statement on gender mainstreaming in peacekeeping operations, to facilitate practical translation of resolution 1325 into the work of the Department.¹⁴ Most recently, in November 2006, DPKO adopted a Policy Directive on Gender Equality in

Peacekeeping Operations (Policy Directive), which replaces and supersedes the Policy Statement. The Department also draws from UN Security Council resolutions that establish missions, among others.

Policy Directive on Gender Equality in Peacekeeping Operations

The Policy Directive (*see Annex 2*) sets out requirements for “ensuring the equal participation of women, men, girls and boys in all peacekeeping activities.”¹⁵ It provides a framework for the development of action plans to implement gender mainstreaming within peacekeeping missions, and calls for the establishment of minimum standards for integrating gender perspectives in policy and operational plans at Headquarters and mission levels.

UN Security Council Resolutions

The Department draws from Security Council resolutions that establish peacekeeping missions, and “thematic” resolutions such as on Women Peace and Security, HIV/AIDS and the Protection of Civilians.¹⁶

Prior to release of the Policy Statement, Resolution 1325 on Women, Peace and Security was DPKO’s key policy tool for gender equality and mainstreaming work and it continues to be a framework for operationalizing gender in DPKO’s operations. The resolution sets out actions and activities for the UN, Member States and parties to conflict to advance the protection and participation of women in peace and security. This includes a focus on the needs and rights of women and girls regarding disarmament, demobilization and reintegration (DDR) programs; prevention of gender-based violence; respect for the civilian and humanitarian nature of refugee camps and settlements; and adopting gender perspectives in peace agreements, including the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.

In addition to clarifying the type of operation (traditional or multidimensional), resolutions that establish peacekeeping missions can include reference to gender mainstreaming, the establishment of gender units and attention to particular protection issues such as gender-based violence.

Resolutions that establish missions and “thematic” resolutions increasingly make reference to the responsibility to address refugee protection or access to humanitarian assistance. Section V of this report further explores the role of resolutions in advancing DPKO and UNHCR accountability to mainstream gender and promote refugee protection.

Policy Paper on Human Trafficking

In 2004, the Department adopted a Policy Paper on Human Trafficking.¹⁷ The paper includes directives for DPKO to establish a system to monitor, prevent, minimize, investigate and punish involvement of peacekeeping personnel; and where mandated, have available tools to establish and support national efforts to prevent and counter human trafficking particularly through rule of law activities. While it is unclear how the policy on trafficking formally relates to DPKO’s gender mainstreaming policy—it is not mentioned in the Policy Statement on Gender Mainstreaming nor in the DPKO system-wide Action Plan (see below)—trafficking has been

slated for further exploration in relation to gender mainstreaming, and considered in this paper in relation to displacement.¹⁸

Age

DPKO does not have a policy on mainstreaming age (for example, children or the elderly) in its work. However, its activities are mandated by UN Security Council resolutions, including several on the Protection of Children in Armed Conflict. As described in the next section on operationalizing gender mainstreaming, DPKO deploys Child Protection Advisers to peacekeeping missions, and gender adviser programs and strategies in the field often include outreach to adolescent girls. Given that this study is dedicated to gender mainstreaming as defined by DPKO and that child protection is advanced through separate processes, the analysis will only touch on the links with the displaced and in relation to UNHCR's approach.

B. Operational Strategies and Tools

The Department's Action Plan on Implementing Resolution 1325 (Action Plan) is its main operational tool for mainstreaming; it seeks to address gender in the various components of peacekeeping work such as mission planning, DDR, policing (both internally regarding the work of civilian police and externally regarding restructuring of national forces), rule of law and elections.

In addition to the Action Plan, DPKO has made recent strides in consolidating its training modules, and in working with governments to encourage the hiring of female staff in the Department and by troop-contributing countries. It is also making efforts to establish greater coherence and clarity in the roles of gender advisers, gender focal points and focal points on women, as well as enhancing accountability and awareness among personnel. All of these issues are identified for "the way ahead" in the 2005 DPKO publication *Gender Mainstreaming in Peacekeeping Operations: Progress Report* (Progress Report), which provides a good overview of the progress and challenges in its mainstreaming work.¹⁹

Although separate from the strategies and tools DPKO employs in mainstreaming gender in its work, the Department's efforts to address sexual exploitation and abuse (SEA) have had an impact on its mainstreaming efforts. While the Department has given considerable attention to addressing SEA since 2001, the distinction between SEA and gender mainstreaming as parallel strategies was not always evident in the implementation of standards and structures for addressing SEA. At times, addressing SEA was seen as an issue for gender advisers and focal points, which caused confusion among staff on the definition and actions related to gender mainstreaming. The Department has been working to change this at both Headquarters and field levels through establishing separate units (a Conduct and Discipline Team was established at Headquarters in October 2005 to deal with issues pertaining to SEA) which should help to clarify the separate reporting lines and accountability mechanisms on SEA. Efforts are also being made to describe the differences between SEA and mainstreaming in personnel trainings and other fora.

(i) DPKO System-wide Action Plan on Implementation of Resolution 1325 on Women Peace and Security (Action Plan)

The DPKO system-wide Action Plan, which is a consolidation of the individual action plans from all of DPKO's six divisions and offices, was adopted by the Department's Senior Management Team in March 2006. It is the main operational tool for mainstreaming gender in DPKO and was called for in the Department's Policy Statement on Gender Mainstreaming. The Action Plan is robust in its reach as it establishes goals, activities and measurable targets for each thematic and functional unit of DPKO, and seeks to ensure policy guidance advances gender equality; effective operational support for gender mainstreaming; and enhanced participation of women in peacekeeping. It includes reference to staffing, training and leadership, as well as thematic issues such as HIV/AIDS and DDR. The Gender Adviser (Headquarters) is also working to develop a template for field missions to apply in designing their own action plans on implementing Resolution 1325.

(ii) Accountability and Leadership

The Policy Directive on Gender Equality in Peacekeeping Operations requires the Department's Senior Management Team to monitor progress of its implementation, and ensure consistent reporting on progress made. Managers are also to ensure that work plans include actions and indicators for measuring compliance with the standards outlined in the Policy Directive.

The Action Plan also calls on senior managers to take the lead, such as through ensuring that gender mainstreaming objectives are reflected in all existing policy and guidance materials.

At the field level, the Head of Mission is "responsible for promoting and facilitating attention to gender perspectives in all areas of work and demanding accountability from managers and personnel at all levels."²⁰ In addition, Gender Advisers and Gender Units provide support to the Head of Mission to help achieve gender mainstreaming and accountability through guiding the development of mission and sector work plans, collaborating with the various components of the mission on specific initiatives such as police training or legal reform, and training mission staff.

The Department's Progress Report on Gender Mainstreaming has acknowledged challenges in ensuring systemic and systematic accountability for gender mainstreaming.²¹ To address these challenges, the Action Plan for Implementing Resolution 1325 includes indicators on revising DPKO performance management tools (job descriptions, terms of reference [TORs]), reviewing core and managerial competencies and incorporation of gender mainstreaming objectives into planning and reporting tools (including audit and inspection reports, TORs for evaluation and lessons learned reports and for high-level delegations to peacekeeping missions).²²

The Department is also working with troop-contributing countries to address the political will that is needed to deploy more women in peacekeeping operations, and address the limited knowledge on good practices and steps to facilitate their successful deployment —what it sees as underlying causes of deployment challenges. To this end, DPKO hosted a policy dialogue in March 2006 that was attended by 55 member states. The *Final Report of the Dialogue to Review Gender Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping*

*Missions*²³ contains a series of recommendations, including: the need for DPKO to specify in each individual request to troop- and police-contributing countries the minimum numbers or percentages of women required for deployment; revision of job descriptions for military and police personnel so that they match the actual requirements of the mission areas and ensuring that this covers the wide range of combat and non-combat experiences required to implement peacekeeping mandates; creation of rosters of female uniformed personnel who could be deployed to peacekeeping missions as needed, including for short-term assignments in areas such as DDR and elections; and elaboration, in consultation with troop- and police-contributing countries, of protocols for the provision of specialized facilities and supplies for women uniformed personnel in peacekeeping missions, including medical services, as part of the effort to ensure that mission environments are conducive to addressing the specific needs of women.

(iii) Institutional Structure

Headquarters: Gender Adviser

The Gender Adviser (Headquarters) reports to the Chief of the Peacekeeping Best Practices Section.²⁴ The Gender Adviser is supported by one Professional Gender Affairs Officer and an Associate Gender Affairs Officer. The Gender Adviser is responsible for overseeing the five objectives guiding the Department's work (as referred to above).

Field: Gender Advisers, Gender Units and Gender Focal Points

At the field level, DPKO has appointed gender advisers or gender focal points, depending on the type of mission, who are intended to act as catalysts in gender mainstreaming efforts. Multidimensional peacekeeping missions have gender advisers who lead fully staffed gender units, while traditional missions have gender focal points (focal points). Gender advisers and gender focal points report to the SRSG or other Head of Mission at the field level and receive policy guidance to inform their work from the Gender Adviser at Headquarters. As of November 2006, eight out of the sixteen missions under DPKO's leadership have gender components with full-time gender advisers; all others have gender focal points.

Focal points are full-time staff members who are assigned gender-related responsibilities in addition to their regular duties. Some of the challenges faced by focal points include time constraints and expertise (as they are often "experts" in fields other than gender) and challenges brought by the mandates of traditional missions that do not always allow room for undertaking gender-related work given their strict military functions.²⁵ The Department has acknowledged a need for further attention on how to maximize the impact of gender mainstreaming in missions with gender focal points²⁶ and DPKO plans to carry out review visits to selected traditional missions to study the implementation of Resolution 1325 within these missions.

Gender advisers have a "dual role" to support gender mainstreaming *within* peacekeeping missions as well as *externally* with government counterparts and women's organizations in the host country, in order to ensure their participation in all aspects of a transition to peace. To this end, gender advisers are recommended to guide the process of drawing up a work plan for the gender unit, and to take the lead in assisting the overall peacekeeping mission to develop a work plan on gender mainstreaming. According to the Resource Package, the gender unit and mission

work plans should be undertaken in consultation with other relevant UN entities in-theater and the information shared with relevant UN entities and external partners.²⁷ Mechanisms for mainstreaming should be established—both between functional areas within the mission, and externally between UN agencies working under the head of the mission and with relevant external partners. In this regard and as explored in Section V, it is important that the contributions and mainstreaming activities of UNHCR and other agencies working with the displaced are included in the development of mission work plans.

The Department has indicated that the gender advisers' dual mandate remains poorly understood, resulting in a lack of resources for gender units to effectively fulfill these roles.²⁸ Gender units are also operating at differing levels of staffing capacity, and have been placed in different areas within the mission structure. All of these elements impact the work of the gender units and can contribute to the lack of clarity on their roles——both amongst staff and externally. DPKO has drafted terms of reference to standardize the work of the units in terms of size, placement and functions.

In practice, most missions have work plans for gender units but not for the overall mission. As peacekeeping missions become more complex and the UN seeks to integrate its operations, there seems to be a larger question looming on how to ensure that gender is mainstreamed across operations and where to place leadership and accountability for such. Related to this are decisions on the extent that gender advisers should focus on mainstreaming within their respective missions and leave responsibility with others (other UN agencies, NGOs) to address mainstreaming externally with governments and local partners. This may have implications for the gender mainstreaming work of UNHCR and promoting the protection and equal access of displaced populations more broadly. For example, a mission work plan could specify how gender mainstreaming will be undertaken with IDP and returnee populations broadly, and designate which agency is responsible for ensuring gender mainstreaming for particular activities (elections, DDR, access to humanitarian assistance) and capacity building of external partners.

Gender Units: Displacement Context

While not all of DPKO's missions are undertaken in a refugee context, all of the Department's operations do take place in conflict/post-conflict settings host to displaced populations and/or returning refugees. The 2005 priorities of gender units in multidimensional operations (as described in DPKO's progress report on gender mainstreaming²⁹) focused on women's participation in DDR, national elections and addressing gender-based violence. Among 10 units described in the report, only one—UNMIK in Kosovo—mentioned a program specifically targeting refugees (on refugee return as well as a program on minority women's interests and cross-cultural understanding of inter-ethnic acceptance). More recently, Haiti/MINUSTAH has initiated a pilot program working with impoverished communities displaced due to the conflict and hurricanes. Gender units in other DPKO missions may focus to some extent on displaced populations; however, if so, it was not apparent in the progress report.

Field: Child Protection Advisers

This study is focused on the links between DPKO and UNHCR in gender mainstreaming. Given that UNHCR's approach is to mainstream "age, gender and diversity" and DPKO's Policy Directive on Gender Equality in UN Peacekeeping Operations references UN Security Council

Resolutions on Children and Armed Conflict, it is worth exploring DPKO's structure vis-à-vis children and where there might be opportunities to reinforce the age and gender work.

DPKO has separate institutional structures for addressing gender and children while UNHCR's approach is intended to mainstream age, gender and diversity as linked components. This section touches on the work of DPKO's child protection advisers (CPAs) and implications for the displaced, as well as distinctions in mainstreaming "age" and "gender" in DPKO's multidimensional operations.

In addition to gender advisers and focal points, DPKO deploys CPAs in some peacekeeping operations. Currently CPAs are posted in the Democratic Republic of the Congo (DR Congo), Sudan, Liberia, Côte D'Ivoire, Burundi and Haiti, with varying levels of support. Their work is to be mutually complementary with UNICEF's and is guided by the UN Convention on the Rights of the Child and other related international humanitarian and human rights law, as well as Security Council resolutions. CPAs are the focal point for the protection of children's rights within the peace process. Activities include:

- assisting the SRSG in developing an overall approach to child rights and protection as a priority across programs;
- acting as liaison across the peace operation's divisions as well as other relevant agencies, including the UN system, government, the international community, civil society and NGOs;
- advocating for an appropriate national mechanism or process to ensure child protection;
- acting as advocate for children within the framework of the peace operation, including assisting the SRSG in addressing complaints relating to the behavior of UN personnel with regard to the infringement of child rights; and,
- assisting the SRSG to identify resources and advocate for their application to gaps in funding or technical support, particularly humanitarian assistance and development programs for children as identified by the UN Country Team and other competent bodies.³⁰

Child protection advisers, unlike gender advisers, are expected to direct attention to funding and technical support to humanitarian assistance and development programs. As DPKO standardizes its terms of reference for gender advisers, it will be important to consider the extent of gender advisers' role in promoting attention to humanitarian assistance and development—as access to humanitarian assistance and development programs is a key component to the protection and empowerment of returnees and IDPs, including girls. Such planning should be done in close collaboration with UNHCR and other agencies working with IDP, returnee and refugee populations.

CPAs work under the overall guidance of the SRSG or Head of Mission and report to DPKO through the SRSG, with written reports copied to the Special Representative of the Secretary-General for Children and Armed Conflict and the Executive Director of UNICEF.

(iv) Field – Headquarters Communication and Coordination

Reporting

Reporting is a key element of ensuring accountability, awareness on gender issues and monitoring the impact of policy implementation. Gender advisers in field missions are expected to submit quarterly reports to Headquarters, and the Policy Directive calls for the inclusion of disaggregated data in all the Department's mission reporting and internal analysis. The Policy Directive also requires that reports of the Secretary-General to the Security Council reference progress made in attaining the standards set out in the policy, and similar assessment be included in evaluations of peacekeeping practice (such as End of Assignment Reports, After-Action Reviews, Audit and Inspection Reports and Lessons Learned Reports).

As with other agencies working to mainstream gender and bridging field implementation and policy, the challenges include the depth and quality of data submitted by the field, and ensuring appropriate information is ultimately sent to the Security Council, the Office of the Secretary-General and other fora. In some cases, information may not be sufficiently incorporated into reports to the Council as it goes through the chain of “gatekeepers.” In others, the reporting of gender advisers (or focal points) can vary in terms of depth and quality of what is submitted. As a means to overcoming this problem, DPKO has now standardized its quarterly reporting process for gender advisers and gender focal points.

Regarding monitoring, in November 2005 the Department concluded that while several missions have “made a good start to develop effective monitoring tools to capture lessons and to assess the impact of ongoing work” there is a need to systematize the tools and approaches towards ensuring “more effective monitoring and impact assessment of gender mainstreaming in peacekeeping.”³¹ The Action Plan for implementing Resolution 1325 should help to clarify what is monitored and reported on in mainstreaming related activities, as each component of the action plan specifies activities related to coordination, monitoring and reporting at field and headquarters. The Policy Directive further specifies that DPKO's Senior Management Team is required to monitor progress on the implementation of the Policy Directive and ensure consistent reporting on this through established reporting mechanisms. Two DPKO-commissioned evaluations on the impact of its gender mainstreaming work in Sierra Leone (UNAMSIL) and Timor Leste (UNTAET/UNMISSET) provide further insight on such issues.

Gender Advisory Team

Mainstreaming strategies are also advanced and reinforced by DPKO's **Gender Advisory Team** which meets annually and comprises the Department's Gender Adviser (Headquarters) as well as field-based gender advisers and focal points. At its November 2005 meeting,³² the team clarified its main role as providing “policy advice and coordination to ensure that the needs of women and girls are met in the immediate post-conflict phase” and to recognize their roles as “pioneers, bridge builders, communicators and change agents within the peacekeeping and peace-building community in order to enhance the sustainability of DPKO activities throughout the transitional phases of post-conflict situations.”³³ The meetings provide opportunities to build synergy and a common strategy between DPKO's field and headquarters, as well as to identify areas to further support and reinforce field impact.³⁴

(v) Staffing

“From October 2004-05 there has been no shift in the percentage of women employed in peacekeeping missions. 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 organizations, 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.”³⁵

DPKO seeks to achieve the UN goal of 50/50 representation of men and women in its recruitment of civilian personnel. It faces the common challenges of hiring and promoting women in DPKO posts (which includes staff and senior military posts), as well as the need to encourage member states to put forward female candidates among military and police personnel deployed to peacekeeping missions.

In late 2000, a network of “Focal Points for Women” was established in DPKO Headquarters and field missions to assist in improving gender balance in peacekeeping operations. In missions, Focal Points for Women are involved in personnel issues (such as recruitment, promotions, employment, discrimination and sexual harassment).³⁶ These are perhaps appropriately separate from the activities of the gender advisers and gender focal points but may add to the confusion on roles and responsibilities for gender mainstreaming.³⁷

In March 2006, the Department held a policy dialogue with troop- and police-contributing countries to address gaps in the number of women in peacekeeping operations.³⁸ The 29 recommendations of the Policy Dialogue are comprehensive and address mechanisms for enhanced female recruitment and deployment; the operational impact of peacekeeping; and continued policy dialogue. Several have implications for outreach to the displaced. For example, the recommendation for DPKO to undertake an analysis of military and police tasks “with specific gender relevance particularly DDR, security sector reform, patrols, checkpoints, roadblocks and elections.” Other recommendations of significance to displaced populations include the recommendation which calls for the development of guidelines for dissemination to troop- and police-contributing countries, and the recommendation for all stakeholders to establish a long-term strategy for enhancing the capacity of multidimensional operations to respond to the needs of host communities. The Department is also recommended to explore the possibility of designating a larger number of missions as “family” duty stations. Efforts to make missions more “female friendly” are also reflected in the Action Plan, such as the placement of female obstetric and gynecology physicians in missions, ensuring that harassment policies are respected, and ensuring the availability of pepper spray.³⁹

(vi) Budget

All of the Gender Unit's activities are funded through: a) the UN's regular budget, or b) extra-budgetary resources. Extra-budgetary resources come from DPKO's multi-donor community. Many projects, including those under the gender funding facility described below, are funded by extra-budgetary contributions made by these donors.⁴⁰

The Policy Directive instructs all divisions and units to ensure the allocation of “adequate resources” to undertake and report on its implementation, and for the strengthening of gender components. The Policy Statement indicates that initially mainstreaming initiatives at the field level would be funded by extra-budgetary resources and over time the Office of Mission Support will include “provision for adequate staffing and financial resources for gender units” in budget requests for peacekeeping missions. This has yet to be realized.⁴¹

In 2005 DPKO established a Gender Facility for Peacekeeping Missions. The facility aims to enhance capacity development projects at the field level by providing funding to gender advisers for the development and management of projects and partnerships with national government counterparts, local women’s organizations and UN partners. Grants are provided according to size of mission.⁴² The disbursements have covered a variety of initiatives, such as enhancing national capacity to implement Resolution 1325 in Kosovo (UNMIK) and Sierra Leone (UNAMSIL); preparing a training manual on gender mainstreaming for police in Côte D’Ivoire (ONUCI); addressing GBV, including support to the national police, in Burundi (ONUB); and establishing a men’s association to help end violence against women in Haiti (MINUSTAH).

In November 2005 the Gender Advisory Team further defined the disbursement criteria for the facility to “focus on national capacity building and sharing of good practice through cross-mission exchanges.”⁴³ For example, the team agreed to prioritize cross-mission learning on women’s empowerment in DR Congo and Côte D’Ivoire; on DDR in Sudan and Sierra Leone; on elections in Haiti and Burundi; and to ensure inclusion of national counterparts and NGO partners in these initiatives.

Gender Facility: Intersection with Displacement

Out of 12 projects listed in the funding facility, one identifies addressing displacement specifically. This Kosovo (UNMIK) program, anticipated to run from July 2005–2006, aims at “creating greater awareness among women on Resolution 1325 and also on the existing legal mechanisms that ensure the protection of women...[and] to integrate a gender awareness component in the training provided to the judiciary and the police and gather disaggregated data. It is hoped that these measures will encourage greater participation of women (especially women from minorities and IDPs) in local politics, reduce gender based violence and give women equal access to justice and legal aid.”⁴⁴ It is not clear the extent that other projects are reaching or targeting the internally displaced, refugees, or returnees—either directly for example as candidates for elections – or indirectly through including reference to their needs and rights in police trainings, GBV prevention strategies, etc. While this does not imply that the displaced are excluded from such projects, it suggests the need for more specificity on the reach of DPKO’s gender funding facility to such populations and its impact on their empowerment.

(vii) Tools and Training

Tools

The Policy Statement requires all DPKO functional units to design guidelines on how to apply gender perspectives into their work. To date, guidelines are available on mine action⁴⁵; there are also guidelines on DDR in draft form⁴⁶ and guidelines under development on the field activities of military personnel. The Department is also developing a Gender Resource Portfolio (portfolio)

to build on the basic guidance provided in its Gender Resource Package. The portfolio contains practical tools and checklists for staff working in different functional areas to support their efforts to mainstream gender in their work.

More broadly, personnel and others are encouraged to apply the Gender Resource Package for Peacekeeping Operations and reference the 2003 Handbook on UN Multidimensional Peacekeeping Operations (Handbook) as these have been used extensively by Gender Advisers to design field-appropriate tools and in trainings of staff from SRSG to civilian and military, as well as government and NGOs. The Resource Package was released in October 2004 as a supplement to gender training in the Department's functional units and intended for use by all peacekeeping personnel, that is, civilian, civilian police and military staff of all grades, as well as national and international personnel, including at the policy level. It serves as important building block for DPKO's mainstreaming work and is comprehensive, covering a range of subjects and useful strategies on gender mainstreaming. In particular, the sections on programming and reporting give concrete "entry points" and checklists for ensuring attention to gender. Chapters on thematic (DDR, human rights, children, reconstruction and recovery) as well as staff-specific (police, military and corrections) and other issues (such as public information and media) are also helpful in addressing the variety of activities and types of personnel operating under DPKO-managed operations. The Resource Package recognizes the links between gender mainstreaming and child protection; it contains a chapter on child protection, and the chapter on human rights suggests that where a peacekeeping mission has a mandate to monitor and investigate human rights violations, "monitoring teams be conducted jointly with Gender or Child Protection Advisers of the mission."⁴⁷

Displaced populations are referenced in both the Handbook and the Resource Package and promoting their inclusion and protection is only one element of DPKO's work. However, there is inconsistency within the documents regarding displaced populations. The Gender Resource Package stresses the thematic areas of DDR, elections, the importance of humanitarian assistance and to a lesser extent, return and reconstruction while the Handbook has a chapter on refugees and IDPs, emphasizing durable returns. The Handbook describes humanitarian assistance delivery as the responsibility of States and other agencies, yet the chapter does not recognize the role of DPKO (where there is a peacekeeping mission/SRSG) to ensure leadership and accountability for humanitarian assistance planning and delivery. Attention to humanitarian assistance planning and delivery are important for enhancing durable return and advancing the mission's gender mainstreaming objectives. The Handbook also emphasizes durable refugee returns but the Gender Resource Package contains relatively little information on such. Rather, most references to addressing the "special needs of women and girls during repatriation, rehabilitation and reintegration" focus more narrowly on disarmament, demobilization and reintegration programs rather than the broader range of needs for refugee or IDP populations on return (*see Annex 3 for further analysis and examples*).

Training

The "legislative basis" for gender training in DPKO is derived from Security Council Resolution 1325. In line with the Policy Statement and priorities of the Gender Advisory Team, the Department's Integrated Training Service (ITS) and the Gender Adviser (Headquarters) are

introducing a comprehensive gender training strategy that harmonizes the content and messages in training materials, and developing modules to better target the different personnel and management in peacekeeping operations. Three separate modules reflect each level of training: (a) Standard Generic Training Module—a basic training introduction on gender and peacekeeping concepts for all staff; (b) Standard Training Module 2 (STM2)—intended for middle-ranking officers and middle-managers; and (c) Standard Training Module 3 (STM3) for upper level management. In addition, a gender resource portfolio has been developed to build on the basic guidance contained in the Gender Resource Package. The STM2 and STM 3 were reviewed and finalized during a June 2006 workshop and the training modules were piloted in August 2006.

Military and civilian (uniformed) personnel generally receive induction training on arrival in the peacekeeping mission, which is separate from civilian staff. The gender-awareness components of induction trainings are stronger where gender advisers are in place.⁴⁸ The high turnover of field staff is a substantive challenge for training and gender units—as units must invest greatly both financially and in terms of gender adviser/focal points' time in providing ongoing briefings and related sessions.

UNITAR: Resource for gender mainstreaming

In addition to the training modules under development at DPKO, for civilian personnel the Gender Resource Package suggests use of UN Institute for Training and Research's (UNITAR) course "Women and Children in and after Armed Conflict," designed for civilian personnel and available on request to missions. The course was used by missions with substantive refugee/internally displaced populations such as Bosnia and Herzegovina, Eritrea/Ethiopia, DR Congo, Kosovo and Timor Leste.

In May 2006, DPKO's Information Technology Service held its annual meeting at UNITAR. The annual meeting brought together eight Headquarters-based and 40 IT and Communications Chiefs from 25 missions and was part of the Chief's strategy to "immerse staff in an institution that deals with gender issues...as an opportunity to think and talk about gender daily and to increase consciousness in an environment that is highly male dominated."⁴⁹ Such immersion could be a good way to orient staff more robustly to the parameters of mainstreaming in their work.

(viii) Sexual Exploitation and Abuse

The Department is seeking to ensure that personnel understand the different roles and responsibilities of DPKO's Conduct and Discipline Team, which has the main responsibility for SEA among other conduct infringements, and its gender advisers and gender focal points, which promote gender mainstreaming. In one initiative, the Gender Advisory Team has recommended that all Sexual Abuse and Exploitation training be preceded by training on the social and economic situation of women during conflict and post-conflict phases, "so that commitment to ending SEA can have the strongest possible foundation, based on understanding of the underlying root causes."⁵⁰

Giving attention to the root causes of SEA as related to gender mainstreaming is a significant development, since as described in Section V, there appears to be room for greater synergy and accountability between the roles of DPKO in preventing gender-based violence both *operationally*, and when *managing* multidimensional missions. Although sufficient analysis is beyond the scope of this desk study, there is some irony in that through the Head of Mission, DPKO has a responsibility to mainstream gender as a priority in all sectors of such operations and to be successful, give equal priority to issues such as DDR, rule of law and humanitarian assistance, including ensuring services and goods for the displaced and returnees. Meanwhile its personnel and peacekeepers are, at times, perpetrators of abuse and exploitation – which often occurs due to a persons’ *lack* of access to goods and services. Issues such as how assistance is delivered and monitored, treating access to humanitarian assistance and community empowerment as priorities across all components of multidimensional operations, are key to ensuring the protection of displaced and returnee populations.

(ix) Partnerships and Collaboration

Partnerships with UN agencies

According to the Policy Statement: “DPKO’s Gender Adviser [at Headquarters] will work with key partners, including troop-contributing countries (TCCs), donors, UN partners, and NGOs to develop cooperation frameworks to facilitate information-sharing, policy discussions and sharing of best practices on gender mainstreaming in peacekeeping. *Ad hoc* advisory and consultative groups will be established as needed, under the coordination of the Gender Adviser, to support policymaking, programming and advocacy on gender mainstreaming in peacekeeping.”

At Headquarters, DPKO collaborates with the UN Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI) and is a member of the inter-agency task force on women, peace and security. The Department is also currently reviewing effective mechanisms to strengthen cooperation with UNIFEM at the field level.

At the field level, partnership strategies of peacekeeping missions are expected to be coherent and harmonized in advancing gender mainstreaming standards (as set out in the Policy Directive). Gender advisers are to participate in UN Country Theme Groups on Gender (and establish them if necessary), as the Department sees this as a mechanism that guides cooperation between DPKO and other UN missions. According to DPKO’s progress report on gender mainstreaming, more can be done in integrated missions:

“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.”⁵¹

Accordingly, the Policy Directive instructs the Department to draw from system-wide partners (OSAGI, UNIFEM, and gender components in sister agencies (such as UNICEF and the UN Population Fund) as well as regional organizations, in the planning and implementation of integrated mission concepts.

Given DPKO's relatively strong grasp of resolution 1325, and as relevant to its work with the SRSG in mainstreaming gender across multidimensional operations and integrated missions, it is important for DPKO to encourage attention and action by the Country Team on *all* elements of Resolution 1325. This should include refugee return and reintegration, reconstruction, safety of camps and settlements, gender mainstreaming in humanitarian action (where relevant to the work of the SRSG) —and not restrict the focus to only DDR, elections and gender-based violence.

It is also worth noting that Gender Theme Groups are typically attended by “focal points” of UN agencies. The Gender Resource Package encourages DPKO outreach to “gender focal points” throughout the UN system as a means to enhance their work on gender mainstreaming.⁵² This deserves more consideration by both DPKO and UNHCR, given that (as will be described in Section VI on the Nexus with UNHCR) UNHCR has moved to a multi-functional team approach to mainstreaming—and does not have focal points.

Partnerships with Government and Non-governmental Organizations

The impact and challenges in gender mainstreaming among partners is articulated in DPKO's recent evaluations on gender mainstreaming in Sierra Leone and Timor Leste.⁵³ These reports raise important lessons regarding internal and external capacity to advance gender mainstreaming both during the mission and leveraging gains to ensure sustainability to mainstreaming in the draw-down phase of operations. The capacity of government and non-government partnerships is considered in this regard.

The Department's gender mainstreaming work gives significant attention to supporting external partners as a priority in gender mainstreaming. DPKO's gender mainstreaming efforts have included important collaborations with non-UN partners, and as reflected in gender advisers' priorities of gender-based violence, elections and DDR. For example, in Liberia and Afghanistan, UNMIL and UNAMA's work has included training and capacity development support for county coordinators of Liberia's Ministry of Gender and Development and gender focal points in line ministries, and the Afghan Ministry of Women's Affairs in 29 provinces across the country. In collaboration with UNIFEM, UNAMA has also been supporting the Advisory Group on Gender⁵⁴ to integrate gender perspectives in all national priority programs. Several other initiatives are funded by the gender facility (see above) including police training on gender-based violence in Burundi; and in the DR Congo on enhancing women's awareness of the draft Constitution, training on existing legal instruments and encouraging women's participation in politics and decision-making.

Displacement Context

All of the above demonstrate the impact that DPKO's gender advisers have on promoting gender externally. Given the limitations of this desk study in considering detailed information from the field, it is not clear to what extent the above approaches incorporate or reference the needs and rights of the internally displaced and returning refugees either directly by the gender advisers/DPKO or in collaboration with UNHCR. For example, do they encourage attention to programs for returnees in Afghanistan's national priority programs; suggest ways for police to help mitigate gender-based violence in Burundi IDP camps; and/or encourage involvement of Congolese returnee, displaced or refugee women in legal awareness programs and participation in decision making? In addition, DPKO's evaluations of gender mainstreaming in Sierra Leone

and Timor Leste do not give much detail to the context of displacement. For example, the review of Timor Leste states the purpose of UNTAET included overseeing refugee return; however, UNHCR was not included in the list of persons consulted and interviewed (UN partners include UNIFEM, UNFPA, UNICEF, UN Development Program, World Food Program). Similarly, there is no analysis on the impact of DPKO's work as related to the sustained return and protection or inclusion of the displaced.

Given that they often have particular needs, contributions and vulnerabilities, it is imperative that the displaced and returnees be incorporated into such approaches for their own well-being as well as for improving security and building sustainable peace. Some of this can be achieved by incorporating the views of the displaced more directly into DPKO's program work, others by exploring opportunities for UNHCR or other agencies to encourage their inclusion as related to gender mainstreaming and implementation of Security Council Resolution 1325 on Women Peace and Security by the UN Country Team.

(viii) Trafficking

DPKO's policy paper on trafficking is intended to better enable the Department and missions to address the issue of human trafficking. The Gender Advisory Team has interpreted trafficking as a form of gender-based violence and slated trafficking as an area for further exploration in relation to gender mainstreaming.⁵⁵ Such exploration should consider the parameters of displacement—including the impact of humanitarian assistance and reconstruction programs as a means to reduce the likelihood of trafficking in conflict and post-conflict phases. As related to DPKO's mandate and where there are large numbers of displaced or returning refugees or IDPs, the Department could also explore ways to incorporate anti-trafficking measures in its work on legal reform, staff and military training and other activities. The Gender Resource Package for Peacekeeping Operations' chapter on Gender and the Police has a strong section on human trafficking which includes definitions and recommendations for undertaking, supporting or advising on anti-trafficking law enforcement, which can further enrich its approach.

C. Broader Implications: Assessments and Next Steps

Given that the Gender Adviser post at Headquarters was first established on a part-time basis in 2003 and full-time basis in 2004, combined with challenges brought on by focusing on addressing sexual exploitation and abuse, it can be argued that the Department has made considerable progress in establishing mainstreaming mechanisms, and working to address the many challenges of gender mainstreaming in its work. The amount of progress is also relevant when compared to other UN agencies that have had such mechanisms in place for a longer period. In addition, it has been a challenge for those working on mainstreaming to engage DPKO personnel in realizing and embracing its significance, as well as the significance of women's empowerment more broadly, as a means to enhance peace building and improve security.

However, more can be done particularly to ensure greater accountability for gender mainstreaming by DPKO overall, and to advance the field impact of its work. The recently introduced Policy Directive on Gender Equality in UN Peacekeeping Operations, the Action Plan on Implementing Resolution 1325 and assessment reports in Sierra Leone and Timor Leste are important contributions in clarifying expectations and assessing impact. Yet in context of the

Department's gender mainstreaming obligations which stem from at least October 2000 through passage of Resolution 1325, it seems that DPKO's need to harmonize the *operationalization* of mainstreaming (including responding to shifts in DPKO's responsibilities such as from traditional to multidimensional operations) has, until recently, left relatively little room for assessment, analysis and sharing of good practices—let alone setting the agenda on mainstreaming. Similarly, UNHCR's current focus on mainstreaming age, gender and diversity throughout its global operations has left little time and attention for the organization to work on implementation of Resolution 1325 in its work.

V. Nexus with UNHCR

Clearly, UNHCR and DPKO have different mandates and the extent of overlap in their work varies according to the mission. However, there is increasingly greater overlap in field operations and hence potential for collaboration on gender issues. UNHCR, the UN agency responsible for refugee protection, has been recently designated as lead agency for the protection of persons internally displaced by conflict under the “cluster approach”—which broadens its countries of operations with those of DPKO. Similarly, the mandate of DPKO has expanded through its work in multidimensional operations. Security Council resolutions, such as 1509 on Liberia, may make provisions for peacekeeping operations to provide support in humanitarian assistance and protecting the displaced. In addition, the development and implementation of the “integrated missions” concept to further harmonize security, development, rule of law, humanitarian assistance and other components of the UN's work under DPKO leadership through the SRSG also has implications for displaced populations, including on how gender is mainstreamed and how accountability and action are undertaken in these processes.

A. Gender Mainstreaming in UNHCR

UNHCR's approach to gender mainstreaming began by hiring a Senior Coordinator for Refugee Women at headquarters in 1989 and establishing focal points in field offices (these were later revised to Senior Coordinator for Refugee Women and Gender Equality at headquarters, Regional Advisers at regional level and Gender Focal Points in country offices). The same structure was applied for children's issues through establishing a Senior Adviser on Children and focal points.

In 2004 UNHCR began applying a new approach which incorporates gender within a broader framework of mainstreaming age, gender and diversity (AGDM) in its operations. The AGDM approach is based on recognizing the particular needs and contributions of an individual depending on their experience during displacement, and their situation (male, female, child, adolescent, elderly or from a particular group/diversity). In 2004, the agency also shifted to a “multifunctional team” (MFT) system at headquarters and in the field—replacing focal points with teams composed of protection, program, community services and partners.

Fundamental to this new approach is the incorporation of “participatory assessments,” where UNHCR staff engages the displaced in identifying problems and solutions (including community responsibility), then incorporates these perspectives into the annual program cycle and budget process—“placing persons of concern at the center of the development of protection strategies and operational planning.”⁵⁶ The intention is also to engage the participation of the displaced in program design, monitoring and delivery. The publication, *UNHCR Tool for Participatory Assessment in Operations* (May 2006) is a key resource for the agency’s mainstreaming work.⁵⁷

After piloting age gender and diversity mainstreaming in 2004,⁵⁸ UNHCR began rolling out the approach worldwide in 2005. To date, the majority of UNHCR field offices have participated in AGDM trainings and most have established action plans on mainstreaming age, gender and diversity in their operations. The rollout included workshops and trainings with staff and implementing partners on conducting participatory assessments and using the findings in all areas of work, from UNHCR programs and policies to partnership agreements (*see Annex 4*).

At UNHCR headquarters in Geneva the responsible unit, Community Development, Gender Equality, and Children (CDGEC), is located in the Division of International Protection Services (DIPS) and reports to the Assistant High Commissioner for Protection. In the field, leadership of the multifunctional team is the responsibility of the Country Representative.

To encourage learning among the MFTs, in 2006 UNHCR established an Intranet-based “community of practice” comprised of all staff members of the agency’s multifunctional teams (although most MFTs include implementing partners, the community of practice is restricted to staff with access to UNHCR’s Intranet)—approximately 400 staff in various levels and functions worldwide. Upon joining the MFT, members of the MFT are registered automatically with the community of practice by the moderator in UNHCR headquarters, and are free to engage in the discussions or just refer to the messages and guidance posted. With the intention of using the system to discuss challenges staff are facing with the AGDM, the moderator suggests new themes on a bimonthly or at times monthly basis (participants are also able to raise questions or themes they would like to discuss) and summarizes the discussion at the end of the period. Recent discussions have been on “survival sex”, sanitary materials and the MFTs.

Also in 2006, UNHCR senior management agreed upon an accountability framework for Age, Gender and Diversity Mainstreaming (Accountability Framework) which is undergoing a six-month piloting in 20 countries and with key senior managers at headquarters. The Accountability Framework seeks to establish minimum standards of office practice, sets out clear responsibilities and activities for staff, including management, encourages transparency and serves as a process for organizational learning. In addition, it places accountability with senior management as a means to “show a commitment to go beyond rhetoric” and demonstrate leadership for mainstreaming.⁵⁹

B. DPKO-UNHCR Information Note on Cooperation

Introduced in December 2003, the Information Note on Cooperation (Information Note) was intended as a “practical application of cooperation” between UNHCR and DPKO (*see Annex 5*).

It stemmed from a mutual agreement between the UN High Commissioner for Refugees and Under Secretary-General that an overall formal Memorandum of Understanding was not necessary at the time—“as the UN moves toward a more “integrated” system, the objective should be to support one another both strategically and operationally in the pursuit of common goals.”⁶⁰ Both agencies sought to enhance complementarity of their operations as well as to ensure against blurring of mandates.

The Information Note contains sections on Refugee, IDP and Returnee Security; DDR; Mine Action; Rule of Law; and Technical Cooperation. While the Information Note is an overview that points to areas for exploration, there are implications for issues of gender, protection and refugee participation that could have been articulated. For example, as indicated in bold:

- The rule of law section states that “UNHCR can provide specific support to DPKO endeavors in areas such as amnesties, citizenship and related issues of registration, documentation and personal status, as well as the restitution of or compensation for property.” **The particular challenges women face in property inheritance and claims, combined with the marginalization returnees may experience when arriving home, means special attention should be paid to issues of gender and diversity in such work.**
- The DDR section includes the possibility of UNHCR joining “a coalition” that would support UN missions, with the High Commissioner’s involvement “based on the inter-relations of populations and the need to support family members of ex-combatants, particularly vulnerable groups.” It suggests activities, including “providing support to family members to the degree that they are related to refugee or returnee populations, with a particular emphasis on any vulnerable cases, including accommodation and the provision of humanitarian assistance” as well as including “ex-combatants and their families in community-based reintegration activities that target returning refugees, IDPs and other war-affected populations.” **The authors should have acknowledged the importance of gender analysis and community participation as key elements to ensuring protection for ex-combatants and survivors of violence. They should also have spelled out the requisite inclusion of girls and women who served armed forces in any capacity in DDR programs.**
- The section on security of refugees, IDPs and returnees includes a call for exploring Security Council Resolution 1479 on Côte D’Ivoire, which tasks MINUCI with monitoring the security of Liberian refugees and the resolution’s use as a possible precedent. **Such monitoring should include the equal access of women and girls to humanitarian and other forms of assistance and programs.**

The Information Note also acknowledges the value of training initiatives and cooperation in “best practices” and that these would continue. **Attention to protection and gender issues should be a component of all such trainings.**

An accompanying joint memorandum to staff encourages exploration of these and other possible areas for collaboration. As the Note recommends, UNHCR has a focal point on mine action who liaises with UNMAS, and the Department’s DDR Policy Adviser liaises with a focal point at

UNHCR. It is unclear to what extent the mine action and DDR liaison work is incorporating gender perspectives.

In 2005, the agencies undertook a one-year staff exchange to follow up on other areas of the note. Based on information gathered, it appears these exchanges focused more on establishing a broad acceptance and rationalization for collaboration between the two agencies in general, rather than advancing the development of cooperation in specific areas. It is also unclear to what extent their work incorporated attention to gender issues. For example, the terms of reference for the UNHCR secondee to DPKO calls for broadening the Department's work and understanding of "humanitarian and civil affairs" issues at the policy level. This includes:

- a) recommending ways to improve cooperation between UN missions and the humanitarian community;
- b) determining the extent that operative paragraphs of resolutions related to monitoring refugee, IDP, returnee security or other "humanitarian tasks" are fulfilled and to what degree in accordance peacekeeping mission mandates; and,
- c) working with the focal point from DPKO on DDR to help develop policies and guidelines focusing on the relationship between family members and combatants and "other humanitarian dimensions."

Rather than looking at the gender dimensions and the comparative advantages of both organizations, the DPKO secondee felt it was better to make space for the basic, but separate, messages of gender mainstreaming within each agency, and the rationale for coordination between DPKO and UNHCR in missions where there is significant overlap between their two mandates.⁶¹

C. Physical Security: The Ladder of Options for Maintaining Security in Refugee Camps

The Information Note on Cooperation between DPKO and UNHCR identifies situations where DPKO can support the security of refugees, IDPs and returnees. These include maintaining the civilian nature of camps and settlements, and establishing an environment conducive to the safe and sustainable return of displaced populations.

Developed from a concept introduced by the UN High Commissioner for Refugees in 1997, the "Ladder of Options" focuses on assuring the civilian and humanitarian character of asylum, and of areas hosting refugee populations. The approach is worth considering in terms of lessons learned, and the potential for its application in missions where DPKO and UNHCR operations intersect.

Combining tools for assessment and response, the strategy proposes a series of actions based on the level of threat to the security of refugees and humanitarian personnel. The approaches are ranked as "soft": preventative measures involving support by international organizations to host states; "medium": monitoring by international civilian or police monitors and the provision of training and mentoring to local authorities; and "hard": the direct use of international peacekeeping or peace-building forces – a "last resort" requiring Security Council authorization and involving a range of activities alongside national military forces, such as monitoring and intelligence gathering, situation assessment, border control and camp-perimeter security.

UNHCR has noted the mixed results of such approaches. In some cases the presence of military forces in a camp can undermine its humanitarian and civilian character—and increase the risk of the camp becoming a military target. In others, a well-disciplined and well-equipped military force may help to deter militarization of the camp and serve as a deterrence against attack.⁶²

UNHCR also introduced “security packages” to advance the ladder approach in situations where states lack the will or capacity to participate. Designed to build state capacity to provide and promote refugee security, the packages include links to deploying specially trained police officers in and around refugee settlements who collaborate with international field safety advisers (FSAs) who also liaise with local law-enforcement authorities.

The packages increasingly contain specific references to reducing sexual and gender-based violence and acknowledgement that “policing alone does not provide effective security.”⁶³ UNHCR has noted challenges and opportunities to the security package approach, and continues to build on experiences from the 1990s (Rwanda, Kosovo, Tanzania, Kenya, Guinea) and later Ghana, Liberia, Sierra Leone and Chad. This includes applying measures under the “soft” end of the ladder to address the daily issues of physical protection relating to “crime, low-level violence and harassment, particularly of women.” It also involves bolstering the quality of law enforcement and activities besides the separation of combatants.

Training initiatives also have potential for advancing gender mainstreaming and refugee and IDP security. For example, one authority on peacekeeping⁶⁴ suggests UNOCHA’s training program on IDPs given to military and military observers in DR Congo (MONUC) serve as a model for other peace operations, and flags the need for CIVPOL training in IDP protection.⁶⁵ Such trainings should include gender issues, protection and human rights. The source also suggests CIVPOL “has an important role in protecting IDPs. CIVPOL training should prepare them to handle the special law and order challenges that arise in and around IDP and refugee camps, in identifying criminal networks and organized crime and in disarmament initiatives...”⁶⁶

Clearly, lessons from the ladder of options and security packages have potential for broad application in ensuring security of the displaced such as the role of the police and addressing gender-based violence.

D. Humanitarian Response: The Cluster Approach and IDPs

“As well as its mandated role regarding refugees and returnees, as part of the cluster approach, UNHCR has accepted far greater responsibility for IDPs, particularly in the critical areas of protection, emergency shelter and camp management and coordination. Based on refugee and returnee figures from mid 2005, and using conservative IDP estimates, in areas directly relevant to DPKO managed peace operations, **UNHCR’s responsibility** now involves action to assist **6.2 million refugees** and returnees as well as action to ensure assistance to **8.9 million IDPs**... Apart from a shared humanitarian concern, it is in DPKO’s peace and security interest to ensure UNHCR’s endeavors are as effective as possible. This should include continuing ability for UNHCR to provide direct advice to DPKO on this issue, including direct input to planning and management of operations.”⁶⁷

Separate from the concept of integrated missions (which seeks to better integrate and coordinate UN work in peacekeeping missions—see Section III B: DPKO Operations) the “cluster approach” seeks to enhance responsibility, predictability and accountability in the UN’s emergency preparedness and humanitarian response. In this approach, organizations and other stakeholders focus on “cluster” areas of humanitarian response that have been identified as gaps. The approach applies to both “conflict” and natural disasters. Nine clusters have been identified with a designated lead agency as they were viewed as having more significant gaps in humanitarian response. At the global level, these leads are accountable to the UN Emergency Relief Coordinator in New York and responsible for enhancing system-wide preparedness and capacity. At the country level, there is more flexibility on the approach; however, cluster leads are accountable to the Humanitarian Coordinator and responsible for enhancing coordination and response capacity.

The approach is also intended to bolster the UN’s response to internally displaced populations. In addition to its mandate for refugee protection and assistance, UNHCR has been designated as the lead agency for the following clusters (however *only* situations related to *conflict*-generated IDPs—not those generated by natural disasters): protection; emergency shelter; camp coordination; and camp management.

Shared expertise and accountability for gender mainstreaming must also be incorporated into the changes envisioned by the cluster approach. The designation of UNHCR as the lead agency for IDP protection should bring about opportunities to exchange information and strategies between DPKO and UNHCR on issues such as DDR, gender-based violence and others of mutual interest for DPKO gender advisers and UNHCR multi-functional teams.

A short paper⁶⁸ on the cluster approach points to the need for continued and enhanced direct interaction between UNHCR and DPKO and identifies opportunities for DPKO to assist UNHCR with resources (given the importance of displacement in terms of humanitarian need as well as peace and security). The paper suggests that there be a consideration of options for “funding through peacekeeping assisted budgets—in the manner that disarmament and demobilization elements of DDR are funded”—while bearing in mind principles of humanity, impartiality and neutrality for UNHCR and operational independence. Whatever is decided, such arrangements *must* incorporate assurances that accountability for gender mainstreaming is incorporated and monitored.

E. UN Security Council Resolutions

Resolutions Establishing Peacekeeping Missions and Thematic Resolutions

Additional impetus for DPKO and UNHCR to enhance collaboration is found in their obligations to comply with UN Security Council resolutions, which increasingly call for attention to gender issues, as well as humanitarian assistance and refugee protection.

For example, resolution 1509 on Liberia establishes UNMIL’s role in assisting in humanitarian assistance and enforcing the observance of human rights “with particular attention to vulnerable groups, including refugees, returning refugees and internally displaced persons”;⁶⁹ resolution

1542 on Haiti mandates MINUSTAH to “monitor and report on the human rights situation, in cooperation with the Office of the United Nations High Commissioner for Human Rights, including on the situation of returned refugees and displaced persons.”⁷⁰ Resolution 1545 established the peacekeeping mission in Burundi (ONUB) and requested the Secretary-General, through the SRSG, to ensure personnel give “special attention” to issues related to gender equality—and includes cross-border issues by calling for collaboration with the government of the DR Congo and the peacekeeping mission based there, MONUC, regarding the DDR of Congolese, including the particular needs of women and girls.⁷¹ Implementation of these resolutions implies the need for close partnership between DPKO and UNHCR in mission planning, monitoring and implementation. Related to this is the need to ensure gender mainstreaming is prioritized in such partnerships, as well as the overall UN mission.

Resolutions on thematic issues are also of relevance to gender mainstreaming and displacement because they identify obligations of all parties—including UNHCR and DPKO—in protecting displaced populations, and specify measures for UN missions and the Secretary-General to comply with in meeting such obligations. Moreover, DPKO’s Policy Directive on Gender Equality in UN Peacekeeping Operations identifies resolutions on the Protection of Civilians in Armed Conflict and resolutions on Children in Armed Conflict as normative or superior references.

In one example, the recently passed Resolution 1674 on the Protection of Civilians in Armed Conflict⁷² calls for a range of interventions based on the given situation. These include: a) regard to the special needs of women and children in all peace processes, agreements and post-conflict recovery and reconstruction planning; b) the inclusion of specific measures to protect civilians and where appropriate their reflection in mission mandates—such as facilitating the provision of humanitarian assistance and creating conditions conducive to the voluntary, safe and dignified return of refugees and IDPs; c) the establishment of guidelines in missions on what can and should be done to achieve such goals; and d) encouragement of the Secretary-General, where necessary and in the context of peacekeeping operations and mandates, to take all feasible measures to ensure security in and around refugee and internally displaced camps.

Resolution 1325 on Women, Peace and Security

Both agencies are obligated to implement Resolution 1325 in their work and report on such.⁷³ UNHCR and DPKO are also members of the UN Interagency Taskforce on Women Peace and Security. The taskforce is coordinated in New York by OSAGI, which (loosely) monitors and coordinates members’ implementation of their action plans on the resolution.

Discussions during a panel session co-hosted by UNHCR and the Women’s Commission for Refugee Women and Children regarding UNHCR’s role in implementing Resolution 1325 revealed that much more can be done by UNHCR to recognize and evaluate its work on implementation of the resolution. There appears to be a lack of understanding of the resolution among UNHCR staff and their obligations for its implementation. There is also room for greater collaboration with DPKO in its implementation where there is significant overlap between their mandates.⁷⁴

A brief review of UNHCR's activities under the UN System-Wide Action Plan on 1325 indicates a strong focus on gender-based violence in refugee settings, and promoting gender mainstreaming in its work. More attention could be given to other aspects of the resolution, such as women's participation in return and reintegration and gender-sensitive DDR programs. UNHCR's activities can also be more comprehensive than the current focus and attention given to collaboration or coordination with DPKO on issues the Department has built leadership and expertise on such as elections, IDP and returnee security, and strategies on building capacity of local women's groups and women leaders.

VI. Comparative Advantages for DPKO and UNHCR in Gender Mainstreaming

Challenges remain for all agencies in promoting mainstreaming within their own "houses"—and DPKO and UNHCR are certainly no exceptions. At the same time, each agency brings comparative advantages in their gender mainstreaming approaches which can be maximized through closer attention to information sharing, coordination and collaboration. Some of the comparative advantages would involve joining forces to build general awareness on gender mainstreaming at the field level among UN staff and partners. This would be of mutual benefit to DPKO and UNHCR. Others relate to greater accountability by DPKO for ensuring displaced populations are not "forgotten" but rather incorporated into the work of multidimensional operations. Some issues need further clarification by UNHCR on their role and contributions, for example, on implementation of Resolution 1325 and as related to DPKO's focus areas on DDR, elections, gender-based violence and refugee camp security.

It is important to note that Resolution 1325 is not a policy for gender mainstreaming—and UNHCR and DPKO are both developing such policies. However, it can be a significant policy framework tool for guiding the work of UN agencies and ensuring accountability of UN organizations and missions. At the policy level, DPKO clearly applies Resolution 1325 to guide its work. DPKO applies the resolution to build and reinforce its efforts to enhance attention to the contributions, rights and needs of women in DDR, elections and GBV. The resolution also provides an important framework for pressing accountability and action by DPKO staff and other personnel at all levels, as well as States. UNHCR, on the other hand, does not apply the resolution as clearly in its work and, although it has contributed to the UN system-wide action plan on implementation of Resolution 1325, it is less clear who within the agency is monitoring the implementation and the extent to which the resolution is being incorporated into UNHCR's programs and activities.

The institutional structure and tools applied by each agency also vary considerably. In some cases this is necessary given their differing mandates, staff knowledge and institutional cultures. DPKO's field-based gender advisers and focal points have clearly established roles and the agency is working to streamline and standardize terms of reference and accompanying budgets. Reporting lines by field-based gender advisers and focal points are clear, although challenges surface when considering how SRSGs and senior staff are ensuring gender mainstreaming and

being held accountable by the Secretary-General through the Under Secretary-General for Peacekeeping Operations.

The work of gender advisers is, however, more focused on women, and the priorities of DDR, elections and gender-based violence. UNHCR's multi-functional team approach and focus on mainstreaming age, gender and diversity seeks to identify and address "root causes" of refugee protection concerns and is more fluid in terms of actors and program priorities. UNHCR is also struggling with issues of reporting and accountability. Unlike DPKO, UNHCR's approach seeks to better apply existing resources to address protection, and to enhance staff capacity rather than establish and fund gender units. UNHCR's community development approach and participatory assessment tool are useful in understanding the fundamental protection challenges as well as potential contributions of the displaced community. These resources may have relevance to DPKO's work on security and gender-based violence, as well as its work on mitigating sexual exploitation and abuse. DPKO's Gender Resource Package for Peacekeeping Operations is a comprehensive and useful tool for the many ways that gender should be mainstreamed into an agency's work and therefore may have relevance to UNHCR's work. DPKO's recent evaluations of the impact of gender mainstreaming in Sierra Leone (UNAMSIL) and Timor Leste (UNOTIL) can also be strengthened by including analysis on returnees and displaced populations, as a means to enhance knowledge on displacement contexts.

VII. Conclusion and Recommendations

The opportunities to enhance gender mainstreaming—including within the context of evolving concepts such as multidimensional operations, integrated missions and the cluster approach to humanitarian response—are many and challenging. Rather than further complicate DPKO and UNHCR's mainstreaming efforts, the suggestions below would serve to enhance the agencies' approaches in accountability, ownership and potential synergy toward the common goal of advancing peace and security for *all* conflict-affected populations. Moreover, where DPKO is operational in displacement contexts, collaboration with UNHCR would enhance the goal of *sustaining* peace and security—as expressed in DPKO's Policy Directive on Gender Equality in UN Peacekeeping Operations, UNHCR's Agenda for Protection (particularly Goals 3 and 4)⁷⁵ and other UN policy commitments.

DPKO and UNHCR should:

- 1. Share action plans on gender mainstreaming.** At the field and regional bureau level of Headquarters, DPKO gender advisers and focal points and UNHCR multifunctional teams should share their action plans on mainstreaming. UNHCR should also share its gender-related workplans from countries where DPKO missions are present, and from cross-border refugee-hosting countries, as a means to better inform mainstreaming in UN planning for refugee return and reintegration and to assess the quality of current programs in minimizing further displacement.

2. Consider how DPKO gender focal points in traditional operations and UNHCR can exchange mainstreaming expertise. Establishing or enhancing communication between focal points and UNHCR multifunctional teams in the field could reinforce learning and best practices on gender mainstreaming. For example, UNHCR India participated in the AGDM rollout and has an action plan on mainstreaming gender. The DPKO gender focal point could use the action plan or other materials to enhance its work and strategies in UNMOGIP on the India/Pakistan border and identify areas for collaboration and information sharing that could be mutually advantageous.

3. Review gender mainstreaming tools. DPKO's Gender Resource Package, the UN Handbook on Multidimensional Operations and INSTRAW training materials are useful resources. Both agencies should consider ways to enhance attention to gender mainstreaming as related to their mandates, for example, by strengthening the DPKO Resource Package chapter on return and reintegration, and the UN Handbook on Multidimensional Operations section on humanitarian assistance.

4. Undertake joint trainings in the field and at Headquarters. This should incorporate UNHCR staff leading their AGDM process with DPKO's gender focal points and advisers—particularly on UNHCR's participatory assessment approach, and DPKO gender staff doing the same for UNHCR on the framework of Resolution 1325. The participatory assessment can be useful to DPKO in formulating strategies on improving the participation of women in conflict prevention, peacekeeping and peace building. Trainings on Resolution 1325 can reinforce attention on why mainstreaming is vital, and how it can be best achieved in the context of displacement and humanitarian action.

5. Share strategies on ways to strengthen pre-deployment and post-deployment trainings, particularly as DPKO is revising its training program. This could include ways to ensure gender mainstreaming in the work of CIVPOL in IDP camp security and protection, DDR, trafficking and other issues that are becoming increasingly relevant under multidimensional operations and the cluster approach to humanitarian assistance.

6. Establish a consistent method of data exchange in multidimensional operations. It is unclear to what extent and on what issues UNHCR and DPKO share information at the field level. Data on numbers of IDPs and their concerns, for example, should be shared with gender units in multidimensional operations as a means to ensure their incorporation in overall UN mainstreaming campaigns. Such information can also help to inform how DPKO mainstreaming activities, such as elections or police trainings, can better reach displaced communities.

7. Develop a common strategy on gender-based violence. Addressing gender-based violence is a priority for both agencies, and developing common strategies would enhance the impact of their work. Linked to GBV prevention is ensuring quality and appropriate delivery of humanitarian assistance and services; planning appropriately for refugee return; community and individual empowerment; and ensuring camp security—all of which help to reduce the likelihood of violence. At minimum, DPKO and UNHCR should coordinate their

work on GBV and consider how they can be more complementary in advocacy, awareness and funding.

8. Develop a common strategy for gender mainstreaming in multidimensional missions where UNHCR is the lead agency for IDP protection, camp management and coordination. This paper is not an assessment of the cluster approach or integrated missions, but given their development, DPKO and UNHCR must work together on a strategy to ensure action and accountability to gender mainstreaming. The cluster approach is being piloted in DR Congo, Liberia and Uganda. UNHCR and DPKO – where necessary in collaboration with UNOCHA and others—should devise strategies on gender mainstreaming in these missions, including the roles of the SRSG, Deputy SRSG, DPKO gender adviser and UNHCR multifunctional team.

9. Undertake joint mission planning and assessment. Joint Assessment Missions, either prior to establishment of a peacekeeping mission or in advance of an integrated mission in collaboration with UNOCHA, would allow for mapping out how to better incorporate gender and displacement into cross-border issues, IDP/refugee protection and security and prevention of gender-based violence. The role of the UN Department of Political Affairs (DPA) should also be incorporated given their work in advance planning.

10 . Coordinate on trafficking strategies. Both agencies should address the risks of displaced populations to trafficking and incorporate trafficking prevention within CIVPOL trainings around IDP camps and settlements, and share strategies on trafficking identification and prevention.

11. Share findings for lessons learned. Agencies should share data and perspectives on lessons learned on gender mainstreaming. For example, DPKO’s analysis of gender mainstreaming in draw-downs (such as recent reports on Sierra Leone and Timor Leste) should include information on the implications for refugee returns and IDPs. DPKO is also planning for cross-mission learning on DDR in Sudan and Liberia; on elections in Haiti and Burundi and on women’s empowerment in DR Congo and Côte D’Ivoire. All of these have real or potential relevance to UNHCR’s gender mainstreaming efforts.

12. Explore partnering to maximize impact. DPKO and UNHCR should consider areas where they can reinforce each others’ gender-related work at policy and program levels. These arrangements should include clear guidance on gender mainstreaming in existing UNHCR-DPKO frameworks, such as the *Information Note on Cooperation between UNHCR and DPKO*, and in the terms of reference of focal points tasked to advance such frameworks, as well as those tasked to liaise on issues such as DDR and mine action.

The following may also be considered, as a means to enhance the work of each agency and advance their mainstreaming work.

UNHCR should:

1. **Designate persons (preferably members of the AGDM multifunctional team) to liaise with DPKO gender advisers and focal points at the field level to ensure communication on gender mainstreaming work, tools and approaches.** The designated person(s) should have the capacity to act and contribute to action plans and policy/guidance development.
2. **In situations where UN multi-dimensional operations do not have formal gender mainstreaming action plans,** UNHCR should encourage their development and contribute to them, as well as their implementation, as part of UNHCR's work in mainstreaming age, gender and diversity.
3. **Bolster its strategy for implementing Resolution 1325 as part of its age, gender and diversity mainstreaming work.** For example, this could involve supporting DPKO's efforts to incorporate gender mainstreaming in DPKO and UN Country Team planning for refugee return and reintegration in multidimensional operations; supporting the work of DPKO gender advisers and others to ensure the draw-down of peacekeeping operations are appropriate to enabling sustained returns and mitigate the likelihood of increased violence against returnees and enhancing strategies on IDP and refugee camp security and protection.

DPKO should:

1. **Continue to clarify and standardize the roles and activities of gender advisers, gender focal points and focal points on women.** For multidimensional operations, the "dual role" of gender advisers to support mainstreaming both within the mission as well as externally deserves further elaboration and clarification. For mainstreaming gender within DPKO and the UN mission more broadly, strategies should consider how to ensure that multidimensional operations can fully implement all aspects of Resolution 1325 (not only DDR, elections and GBV), and explore the experience and impact of DPKO-deployed child protection advisers in bringing mission attention to children's issues and humanitarian action.
2. **Continue to clearly separate the roles of gender advisers and focal points, and conduct and discipline officers.** Notwithstanding the need for separate roles and functions, staff working on gender mainstreaming and on conduct and discipline issues should communicate with each other on patterns of sexual exploitation and abuse (SEA). Root causes of SEA including lack of access to goods and services, systems of justice or awareness on grievance mechanisms are all issues that should be addressed by DPKO's gender mainstreaming work and the UN country team at the field level.
3. **Ensure that discussions and fora utilized by DPKO to advance Resolution 1325, such as with governments and with UN Country Teams, are comprehensive.** DPKO's

intentions to advance gender mainstreaming and implementing Resolution 1325 through partnerships and UN Country Theme Groups on Gender should reflect areas of existing expertise such as DDR, elections and gender-based violence. Where possible, the Department should also engage the team on other aspects of the resolution, for example, refugee returns and reconstruction; IDP and refugee camp security; and access and quality of humanitarian or reconstruction assistance and services. Such work should be linked to other existing working groups such as those addressing protection and gender-based violence and incorporate the roles and contributions of state and non-government actors.

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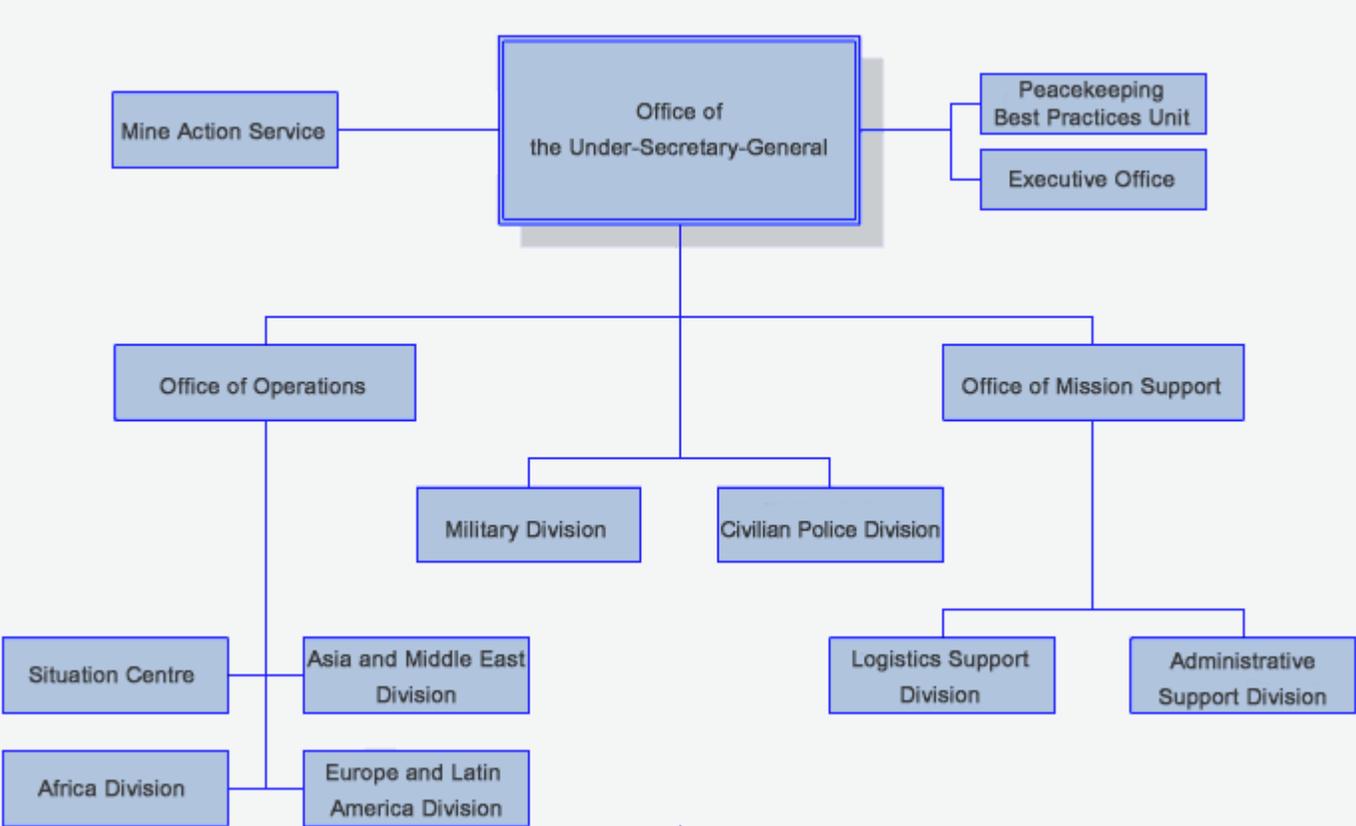
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Annex 1: DPKO Organizational Chart



Source: UN website

Annex 2: DPKO Policy Directive on Gender Equality in UN Peacekeeping Operations

To access a PDF version of this document, please go to:

<http://www.womenwatch.org/womenwatch/feature/wps/Policy%20directive%20gender%20equality%20FINAL%202006.pdf>

United Nations Department of Peacekeeping Operations

DPKO Policy Directive

[November 2006]

Gender Equality in UN Peacekeeping Operations

Approved by: Jean-Marie Guéhenno
Approval date: 3 November 2006
Contact: Gender Adviser, Department of Peacekeeping Operations
Review date:
3 November 2008

POLICY DIRECTIVE ON Gender and Peacekeeping

Contents:

- A. Purpose**
- B. Scope**
- C. Rationale**
- D. Policy**
- E. Monitoring and compliance**
- F. Terms and definitions**
- G. References**
- H. Dates**
- I. Contact**
- J. History**

ANNEXURES

Annex A: List of basic information and additional resources.

A. PURPOSE

1. This Policy Directive defines and describes requirements for ensuring the equal participation of women, men, girls and boys in all peacekeeping activities. It embraces gender mainstreaming as a strategy to advance the goal of gender equality in post-conflict societies.
2. The policy applies existing United Nations system-wide mandates for advancing gender equality, to the specific context of post-conflict transitions, to which all peacekeeping personnel must adhere, with the goal of providing a more sustainable and democratic basis for the subsequent peace-building agenda.

B. SCOPE

3. This policy is targeted to all categories of peacekeeping personnel, including civilian, police and military personnel. Implementation of the policy directive should be tailored to the specific mandate of different peacekeeping missions.
4. Member States should be informed of this policy and support its implementation, including, but not limited to their responsibilities for budgetary oversight, contribution of troops and police officers, and in the development of National Action Plans for the Implementation of SCR 1325 (2000) on Women Peace and Security.
Refer to section F for the terms and definitions.
These primarily include traditional missions and multidimensional integrated missions.

C. RATIONALE

5. Peacekeeping personnel are mandated to safeguard the human rights of all those whom they are called upon to protect and, in so doing, to integrate gender perspectives into their work in compliance with the United Nations Charter, international human rights instruments and Security Council Resolution 1325 on women, peace and security.

6. As a critical actor at the early stages of a post-conflict recovery process, DPKO has a particular responsibility and an opportunity to influence the channeling of resources and the shaping of laws, institutions and processes to advance gender equality and the empowerment of women in countries hosting peacekeeping missions. This provides the basis for more sustainable outcomes, as has been confirmed through lessons and experiences to date.

D. POLICY

D.1. Principles

7. The following principles underlie DPKO's work for gender equality:

- i. The principle of inclusiveness, which requires that peacekeepers consult with both women and men in post-conflict countries in all decisions that affect them.
- ii. The principle of non-discrimination, which requires that peacekeeping personnel ensure support for policies and decisions that uphold the equal rights of women and girls, and ensures their protection from harmful traditional practices.
- iii. The principle of standard-setting, which requires that the staffing profile of DPKO and United Nations peacekeeping missions role model our institutional commitments to gender balance and the equal participation of women in decision-making.
- iv. The principle of efficiency in peacekeeping activities, which requires that all human resources capacity in post-conflict societies (women, men, boys and girls) are effectively harnessed to build and sustain the peace process.

D.2. Mandate Implementation and Operational Support

8. All peacekeeping personnel (civilian, police and military) shall ensure that their work in policy development, planning, implementation and monitoring of peacekeeping mission mandates, and all related and supporting activities acknowledges the equal rights of women and men and takes appropriate account of their different experiences, priorities and contributions during all stages of the transitional process.

9. Where mandated, peacekeeping personnel shall support specific actions to eliminate discriminatory laws, policies and practices that prevent women and girls from accessing and enjoying their full and equal rights in post-conflict societies.

10 Policy and operational plans for Headquarters and mission personnel shall elaborate and promote a set of minimum standards for ensuring effective integration of gender perspectives in all areas of peacekeeping relevant to the specific mandate of the mission. Some or all of the following activities may form part of a mission's mandate:

Restoration of Stability and Order

i. **An effective security presence** that incorporates protection for women, including from gender-based violence; ensures that women are consulted in all information-gathering and priority-setting and decision-making processes; promotes a progressive increase in the number of uniformed female peacekeepers, including military observers and UN police officers; and ensures adherence to the highest standards of professional conduct and discipline.

ii. **Law enforcement** that facilitates full application of women's equality before the law and promotes the equal rights of women in all areas of law enforcement activities; supports measures to address sexual and other forms of gender-based violence; facilitates the development of gender-sensitive policies and training tools for restructured police services, and the increased recruitment of women to law enforcement agencies in post-conflict countries.

iii. **HIV/AIDS Programmes** that ensure that a gender perspective is reflected in the planning and implementation of awareness and peer education training, voluntary counseling and testing, and monitoring and evaluation processes; and ensure the integration of a gender perspective in all outreach activities, including a recognition of the particular risks of women and girls to HIV infection.

iv. **Extension of state authority** that builds the capacity of national administrators to analyse and respond to women's needs and interests, protects their rights, and consults with women regarding their public service needs; supports capacity-building of women's groups; and facilitates the development of gender policies as part of the reform of national military and police structures in peacekeeping host countries.

v. **Disarmament, Demobilisation and Reintegration** that addresses the specific needs of women, men, girls and boys in DDR processes, in accordance with the policies, guidelines and procedures outlined in the *Integrated Disarmament, Demobilisation and Reintegration Standards* (IDDRS); includes a recognition of the category of women associated with fighting forces; ensures sustainable reintegration support to male and female ex-combatants and their dependants; and promotes the recruitment of a critical mass of women ex-combatants to restructured security services.

vi. **Mine Action services** that seek to advance gender equality in all policy, strategic and operational planning, monitoring and evaluation activities; ensure the collection of sex-disaggregated data; and prioritize and deliver mine risk education, mine clearance, survey and tasking, victim assistance and advocacy efforts in accordance with the provisions of the *Gender Guidelines for Mine Action Programmes*.

Early Establishment of the Pre-conditions for Long-term Peace – the rule of law and democratic political institutions.

vii. **Constitutional processes** that support legal acknowledgment of the equal rights of women and girls and guarantee their civil, economic, political and social rights and freedoms.

- viii. **Human rights protection and promotion mechanisms** that support the empowerment of civil society; the establishment of laws, policies, institutions and practices which safeguard the equal rights of women and girls, and facilitate the implementation of legally binding human rights treaties; incorporate an integrated approach to securing the economic, social and cultural rights of those affected by conflict; and ensure remedies for past violations of women's and girls human rights.
- ix. **Rule of law and reform of state security services** that support explicit recognition in law and practice of women's and girls' economic, social and cultural rights and protections; the amendment of laws which impede protection of women and girls' rights; the development of family law; the prevention of all forms of violence against women; the incorporation of mechanisms to ensure an end to impunity for all forms of gender-based violence; the creation of strong, unbiased and transparent judicial systems; the recruitment of a critical mass of women to the justice and security sectors; the promotion of gender sensitive reforms of Correctional Systems, including the provision of separate facilities for male and female prisoners, and the adoption of measures that respond to the specific needs of female prisoners, including pregnant and lactating mothers.
- x. **Electoral processes** that ensure equal access and opportunities for women in registration and voting processes; ensure recruitment and appointment of women as elections officials; encourage capacity-building support to women candidates running for public office and those elected to office; facilitate the adoption of gender-sensitive electoral laws; and ensure partnerships with women's groups in community outreach activities.
- xi. **Public administration and governance policies and institutions** that facilitate attention to the specific priorities of women and upholds their equal rights in the reconstruction and reform of national and local governance structures.
- xii. **Trust Funds and Quick Impact Projects (QIPS)** that ensure application of gender analysis and attention to gender dimensions in all project selection, monitoring and evaluation processes, and that also ensure the targeting of specific projects to support women's empowerment.
- xiii. **Procurement activities** that take gender considerations into account in the identification of vendors, guided by the principle of best value in accordance with FR 5.12.
- xiv. **Promotion of national and regional dialogue** that is planned explicitly to include and actively encourage the full and equal participation of women and girls and that facilitates the participation of women in peace negotiations through formal and informal dialogue processes. *Partnerships and consensus-building*
- xv. **Internal partnership processes** that ensure the inclusion of gender expertise in all integrated planning teams, and ensure that all task forces and multi-functional teams consult with headquarters and/or mission Gender Advisors regarding the implications and potential of their work for advancing the issues reflected in this Policy Directive.
- xvi. **UN System partnership strategies** that draw upon existing gender expertise within DPKO and peacekeeping missions and from system-wide partners (namely the Office of the Special Adviser for Gender Issues and the Advancement of Women (OSAGI), the United Nations Development Fund for Women (UNIFEM), the United Nations Development Programme (UNDP), the Office of the High Commissioner for Human Rights (OHCHR) and gender components in other sister agencies including the United Nations Children Fund (UNICEF) and the United Nations Population Fund (UNFPA), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and regional organizations), in the planning and implementation of Integrated mission concepts; and that ensure that the contributions of peacekeeping missions to the work of the United Nations Country Team advance coherent and harmonized action on each of the areas outlined in this Policy Directive under the leadership of the Head of Mission.
- xvii. **External partnerships and consensus-building efforts** with member states, host governments, regional and international organizations, other peacekeeping or military structures and civil society that are based on the institutional commitment to promote gender equality and the empowerment of women.

D.3. Recruitment and retention of high quality personnel

11. **Collaboration and dialogue with TCC/PCCs** shall advocate for the adoption of gender-sensitive policies which support the increased recruitment and deployment of uniformed women to peacekeeping, as part of the overall commitment to ensure maximum operational effectiveness of peacekeeping operations in line with the commitments made by Member States in recent policy discussions with DPKO.

12. **Civilian personnel recruitment, retention and promotion procedures** shall be planned to advance gender balance among DPKO headquarters and mission staff, including at senior management levels; shall adopt active steps to improve hiring procedures, including selection and interview processes; ensure the inclusion of language which underlines commitment to gender equality principles in all vacancy announcements; ensure the inclusion of qualified female candidates on all shortlists particularly for senior level appointments; and ensure dedicated resources to support outreach activities to identify women candidates for senior level positions.

13. **Retention of female personnel** shall be pursued through improved Human Resources Management Reforms, in accordance with the Secretary-General's Report on Human Resources Reform, so as to reduce the high staff turnover and to foster greater gender balance.

14. **Training and capacity building:** All induction and training activities for peacekeeping personnel (civilian, military and police), including training modules developed for different substantive areas, shall include appropriate gender components. Sessions on gender issues shall be delivered by trainers with relevant levels of expertise as part of ongoing capacity-development of peacekeeping personnel. All materials prepared for pre-deployment training for uniformed personnel, shall cover the role and rationale of work for gender equality and the empowerment of women in peacekeeping contexts and a review of this Policy Directive. Troop and Police Contributing Countries shall be encouraged and supported to employ local gender expertise for the delivery of such training.

D.4. Development of a policy and doctrinal environment that reflects UN system commitments to gender equality and the empowerment of women.

15. All headquarters and mission-based policy development, planning and analysis processes shall employ gender analysis and ensure the collection and use of data disaggregated by sex and age in all reporting procedures and at all levels of planning.

16. Gender equality considerations shall be included in all policy guidance development procedures, policy dialogue and policy guidance activities, in accordance with relevant guidelines and SOPs. Report of Policy Dialogue convened by DPKO on *Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping* (March 2006)

D.5. Information sharing

17. **Disaggregated information:** All demographic and statistical data and information, including mission reporting, internal mission analysis, information presented in reports to the Security Council and information posted on the DPKO website, shall be disaggregated by sex and age in absolute and percentage terms wherever possible. Where joint reporting is undertaken with the host government or parties (for example in Joint Monitoring Commissions), UN personnel should seek to promote the use of sex-disaggregated data and information in reporting.

18. **Reports of the Secretary General** to the Security Council shall reflect progress in promoting gender equality and the empowerment of women and especially the attainment of the standards set out in Section D. of this policy. These reports shall incorporate gender-specific information as appropriate in each thematic section, and also include a specific section on gender equality issues that addresses overall achievement.

19. **Documentation and evaluation of peacekeeping practice**, including through such instruments as End of Assignment Reports, After-Action Reviews, Audit and Inspection Reports, and Lessons Learned Reports, shall incorporate an assessment of progress in the implementation of the standards and benchmarks outlined in this policy directive.

20. **Information sharing mechanisms with UN system partners** shall be enhanced at the country level, to ensure that all partners engaged in joint or collaborative activities with peacekeeping missions are informed of progress relating to implementation of this directive.

21. **Media and outreach activities** shall communicate the provisions of resolution 1325 and the standards outlined in this Policy Directive to the host populations as part of efforts to promote awareness of women's rights and gender equality.

D.6. Secure the Essential Resources

22. In the preparation of results-based budgeting processes, all divisions and units shall ensure that provisions are made for the allocation of adequate resources to facilitate implementation of the standards outlined in this policy directive and report on the impact of such investments.

23. Gender components in peacekeeping missions shall be strengthened with the requisite human, financial and technical resources to enable them to guide the effective implementation of this Policy Directive.

E. MONITORING AND COMPLIANCE

24. **The Senior Management Teams** at DPKO Headquarters and within missions shall review and monitor progress on the implementation of this Policy Directive, including through periodic meetings to be convened for this purpose.

25. **Managers shall ensure accountability** by requiring peacekeeping personnel to include within their work plan objectives, specific actions and indicators to measure compliance with the standards outlined in this Policy Directive.

26. **Regular reporting and briefings to the Security Council** by senior managers of DPKO and peacekeeping missions shall report on progress in the implementation of this Policy Directive as relevant.

27. **The DPKO Gender Advisory Team** comprising gender advisers at headquarters and in peacekeeping missions shall monitor and support overall implementation of this policy, and advise senior management on issues and trends that should inform periodic policy reviews.

F. TERMS AND DEFINITIONS

Gender: refers to the social attributes and opportunities associated with being male and female. These attributes, opportunities and relationships are socially constructed and are learned through socialization. They are context/ time-specific and changeable. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context. (adapted from OSAGI website)

Gender mainstreaming: "Mainstreaming a gender perspective is 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 women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." *Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.*

Gender equality (Equality between women and men): refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue, but should concern and fully engage men as well as women.

Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development. (OSAGI website)

Gender-based Violence: “The term gender-based violence (GBV) is used to distinguish common violence from violence that is directed against individuals or groups of individuals on the basis of their gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men and boys and girls can be victims of gender-based violence, women and girls are the main victims”. (Declaration on the Elimination of Violence against Women, Convention on the Elimination of All Forms of Discrimination Against Women and CEDAW General Recommendation 19)

Gender Analysis: refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other.

Gender Impact Assessment: Gender Impact Assessment refers to the differential impact- intentional or unintentional- of various policy decisions on men and women, boys and girls. It enables policy-makers to picture the effects of a given policy more accurately and to compare and assess the current situation and trends with the expected results of the proposed policy.

G. REFERENCES

Normative or Superior References

International Covenant for Civil and Political Rights (ICCPR) 1966.
International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966.
Convention on the Elimination of all Forms of Discrimination Against Women, (CEDAW) 1979.
Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.
Security Council Resolution 1325 on Women, Peace and Security 2000.
Security Council Presidential Statement on Women, Peace and Security 2001 (S/PRST/2001/31), 2002 (S/PRST/2002/32), 2004 (S/PRST/2004/40) 2005 (S/PRST/2005/52), and (S/PRST/2006/42).
Security Council Resolutions 1379 (2001), 1460 (2003), 1539 (2004), and 1612 (2005) on Children and Armed Conflict.
Security Council Resolutions 1265 (1999), 1296 (2000), and 1674 (2006) on Protection of Civilians in Armed Conflict).

H. DATES

This policy will be applicable from *November 2006* and shall be reviewed no later than two years from the date of signature.

I. CONTACT.

Gender Adviser, DPKO, New York
Gender Advisers or Gender Focal Points in peacekeeping missions.

J. HISTORY

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

The present document supersedes and replaces the DPKO Under Secretary General’s Policy Statement on Gender Mainstreaming March 2005

SIGNED:

DATE:

Annexure

Annex A

Basic Information and Key resources to consult

- DPKO Action Plan for implementation of SCR 1325
- Quarterly reports of gender advisers
- Relevant gender-related language and provisions in the Security Council mandate establishing the peacekeeping mission
- DPKO Guidance on Gender Mainstreaming in Peacekeeping Missions (forthcoming)
- Websites
- DPKO: Gender and Peacekeeping Operations Web-page. <http://www.un.org/Depts/dpko/gender/index.htm>
- United Nations Womenwatch website: Feature Page on implementing SCR 1325 (2000) on Women Peace and Security <http://www.un.org/womenwatch/feature/wps/index.html>
- UNIFEM: Portal on Women Peace and Security <http://www.womenwarpeace.org/>
- International Research and Training Institute for the Advancement of Women (INSTRAW): Security Sector Reform and listing of research and training centres on women peace and security <http://www.un-instraw.org/en/>
- NGO Working Group on Women Peace and Security: <http://www.peacewomen.org/un/ngo/wg.html>

Annex 3: Analysis of the DPKO Gender Resource Package and UN Handbook on Multidimensional Operations

The **DPKO Gender Resource Package for Peacekeeping Operations** (Resource Package) was released in October 2004 as a supplement to gender training in the Department's functional units and intended for use by all peacekeeping personnel, that is, civilian, civilian police and military staff of all grades, as well as both national and international personnel, including at the policy level. At the time of its release, peacekeeping missions were requested to design a dissemination strategy to guide its usage and provide periodic progress reports to Headquarters.

The resource package is comprehensive and covers a range of subjects and useful strategies on gender mainstreaming. In particular, the sections on programming and reporting give concrete “entry points” and checklists for ensuring attention to gender dimensions. Providing chapters on thematic (DDR, human rights, children, reconstruction and recovery) as well as staff-specific (police, military and corrections) and other issues (such as public information and media) is also helpful in addressing the variety of activities and types of personnel operating under DPKO-managed operations. The resource package contains a chapter on child protection, and the chapter on human rights suggests that where a peacekeeping mission has a mandate to monitor and investigate human rights violations, “monitoring teams be conducted jointly with Gender or Child Protection Advisers of the mission.”⁷⁶

The Department has acknowledged progress and challenges in applying the Resource Package in its work. On the positive side, it is being used by Gender Advisers and Focal Points in different ways, including as a reference document for induction training, on GBV-focused programs and to guide mainstreaming work.⁷⁷ On the other hand, few staff (including at Headquarters) refer to the resource package—which may also be related to the broader challenge of developing an understanding of the concept of gender mainstreaming, its relevance to peace and security and the related accountability of DPKO staff for gender mainstreaming. To promote its application, the leadership of peacekeeping missions has been requested to report on use of the gender resource package.⁷⁸

Resource Package: Displacement Context

Displaced populations are referenced in the resource package⁷⁹ and promoting their inclusion and protection is only one element—not the main focus—of DPKO's work. As such, there are significant gaps regarding attention to displacement contexts which, if addressed, would enrich the Department's efforts to achieve gender mainstreaming in its relevant operations and enhance peace-building efforts, particularly in multidimensional contexts.

For example, most references to addressing the “special needs of women and girls during repatriation, rehabilitation and reintegration” focus more narrowly on disarmament, demobilization and reintegration programs rather than the broader range of needs for populations on return. Where the distinction is made on refugee return, the guide falls short on its guidance: The chapter on reconstruction and recovery focuses on Quick Impact Projects (QIPs) without mention of the particular needs of returning refugees and IDPs, which should be a component of any reconstruction strategy. Such strategies should include consultation with displaced

populations from the outset of planning, for example, while they are displaced or soon after their return.

The chapter on Political/Civil Affairs acknowledges the UN Department of Political Affairs as the primary actor in peacemaking and mediation with the additional role of DPKO in giving advice and expertise, and references the need to include the special needs of women and girls during repatriation and resettlement. The chapter, however, leaves out suggestions on how to plan or incorporate such perspectives and does not reference relevant UNHCR materials. None of the chapters suggest collaboration with UNHCR to plan in advance for refugee return including sharing data or strategies. Similarly, the chapter on Child Protection suggests partnerships with UNICEF and UNIFEM—but not with UNHCR.

The 2003 Handbook on UN Multidimensional Peacekeeping Operations serves as an introduction on the components of multidimensional operations and, rather than strategic or policy guidance, provides general background on the responsibilities of each component and how they interact with each other. Nevertheless, it is an important resource and guide for personnel in the field.

The Handbook contains a chapter on gender mainstreaming that provides a glossary of terms and describes ways to mainstream gender in “technical assistance”; incorporate gender in the range of peacekeeping activities (police, human rights monitoring, rule of law, DDR); conduct a gender analysis or assessment; and recommendations from the Secretary-General’s report to the Security Council on mainstreaming gender in peacekeeping operations.⁸⁰ Examples are heavily drawn from DDR and elections as well as the role and responsibility of national authorities.

Handbook: Displacement Context

The Handbook’s **chapter on refugees and IDPs** outlines their rights and protection, with primary focus on the responsibility of “humanitarian organizations” and States. Interestingly, although the chapter on refugees and IDPs identifies the high number of women and children in the displaced populations and an emphasis on durable solutions including the right to return, these elements are not mentioned in the gender mainstreaming chapter. Moreover, the paragraph on collaboration with local women’s organizations as a means to develop gender perspectives in all stages of a peacekeeping operation identifies working with existing contacts made by UN agencies as a way to facilitate such work. The paragraph includes UNICEF, UNDP, UNIFEM and WFP, *but not UNHCR* in its sample list of UN agencies.

The **chapter on humanitarian assistance** stresses that providing humanitarian assistance is “the responsibility of the national government or governments concerned.”⁸¹ However, in “extreme situations” (for example, in *times of war* when two or more states are engaged in armed conflict and it may not be possible for any government to provide adequate assistance; in *times of civil war* the national government may be unwilling or unable to provide assistance) the “Security Council may choose to authorize the provision of direct assistance independent of the national government [and] Security Council mandates establishing peacekeeping operations may also authorize the provision of humanitarian assistance.”⁸² It is important to note that the evolution of integrated missions, UN efforts to address gaps in humanitarian response, and other

developments subsequent to publication of the handbook are additional dimensions with implications for DPKO's role in mainstreaming gender in peacekeeping operations.

Annex 4: UNHCR Age Gender and Diversity Mainstreaming Summary Sheet

Promoting Age, Gender and Diversity mainstreaming in UNHCR operations 2005 - 2007⁸³

Mainstreaming age, gender and diversity means that the meaningful participation of refugee girls, boys, women and men of all ages and backgrounds is integral to the design, implementation, monitoring and evaluation of all UNHCR policies and operations so that these impact equitably on people of concern. The overall goals are gender equality and the enjoyment of the rights of all refugees of all ages and backgrounds. Their attainment is the responsibility of all staff.

The overall aim of age, gender and diversity mainstreaming is to promote gender equality and the rights of all refugees of all ages. The specific goals are to:

- Implement a UNHCR system wide approach to refugee participation to strengthen the voice of refugees in operational planning⁸⁴ and support age, gender and diversity mainstreaming.
 - Strengthen the institutional capacity to ensure that all staff take responsibility for promoting gender equality, the rights of refugee women and refugee children.
 - Further operationalize the Agenda for Protection by supporting a rights and community based approach to working with refugees to reinforce the age, gender and diversity mainstreaming strategy.
1. *By 2007, all UNHCR operations and headquarters will have adopted the multi-functional team approach together with partners to promote mainstreaming age, gender and diversity and facilitate participatory assessments with refugee women and men, girls and boys.*

Country representatives will establish multi-functional teams together with partners and standard terms of reference will be issued to guide the process. The multi-functional teams will act as catalysts to promote understanding of and accountability for age, gender and diversity mainstreaming of all UNHCR staff through coaching and training programmes and developing links with partners and country level experts. Within UNHCR, the multi-functional teams will comprise national and international staff, both men and women and include protection, programme, field and community services staff. The representative will lead the team, ensuring regular briefings to all staff, support for training activities, identifying a team coordinator and overseeing the implementation of an annual work plan with reporting to the Bureau. To mirror the field approach, headquarter teams will be established at a Bureau level and between divisions and sections.

2. *Systematic participatory assessment with refugee women, girls, boys and men of all ages from all backgrounds will be conducted from mid-September to end October each year in preparation for project submissions in November, the annual protection and country reports and the country operations planning exercise the following year together with the comprehensive needs assessment.*

In follow up to current programming instructions, all operations will be required to undertake an annual participatory assessment exercise with partners and refugee women, men, girls and boys and the results will feed directly into the UNHCR programming cycle. This will build on existing practices and establish a system wide approach to participatory assessment with refugees, internally displaced persons and returnees to support age, gender and diversity mainstreaming, as well as promoting participatory assessment as a regular working methodology.

Country multi-functional teams, including partners, together with refugees will systematise the information gathered and analyse it at the annual participatory strategic planning workshops. The operational response will be built on an analysis of the protection needs of refugee women, men, girls and boys and inequalities based on differences. Programmes will build on the priorities, capacities and solutions proposed by refugees themselves in response to the identified protection risks. The information will be used to substantiate the project submissions, annual protection reports and country operation plans. It will also support the standard comprehensive needs assessment presented in country operation plans with a view to highlighting unmet needs. Trained UNHCR and partner facilitator teams will travel in 2005 and 2006 to selected countries in early September and October to work with country teams to support the participatory assessment.

- 3. By 2007, UNHCR representatives and multi-functional teams with partners will have received training on the into integration of participatory assessment findings into operations as a step towards ensuring equal access to and enjoyment of the rights of all refugee women, men, girls and boys of all ages and backgrounds..*

Following the participatory assessment exercise, the facilitator teams will conduct workshops with the representatives, multi-functional teams and partners from a cluster of countries or one large operation. The multi-functional teams will bring the systematised information from the participatory assessment to the workshop, as this will form part of the content and maintain the focus on the operation and a practical approach to the training. The training is a key step towards age, gender and diversity mainstreaming in that it improves understanding of how to analyse the differentiated impact of protection risks in the population of concern and consider this in operational planning.

Ten facilitator teams will be working with some forty to fifty countries during September/October 2005 i.e. five countries per team. A similar number will be targeted in 2006 and the remaining countries will be covered in 2007.

- 4. By 2007, multi-functional teams will be supported by headquarters and regional staff to further develop their capacities through participation in knowledge management systems and additional training opportunities.*

Senior headquarters and regional staff working with refugee women and refugee children and community services, as well as the Bureaux, will provide ongoing support, guidance and training. The Division of Operational Support will establish a community of practice to facilitate knowledge management and learning through an online network for multi-functional teams and other interested staff and partners. Training should form a key component of the multi-functional team action plans and regional and headquarters staff will provide follow up training on request, as well as encourage networking with local organisations who have training expertise. This will be complemented by the incorporation of the participatory assessment and age, gender and diversity training materials into other UNHCR learning programmes.

- 5. By 2008, UNHCR will have conducted an evaluation of the impact of the approach on refugees.*

A full evaluation will be undertaken in coordination with the Evaluation and Policy Analysis Unit to measure the impact on the refugee population as the indirect beneficiaries of the mainstreaming strategy and will include a participatory evaluation by refugees of UNHCR and partners' services, programmes and attitudes in the countries. The indicators to measure the impact will be selected in discussion with the Bureaux, Department of International Protection and the countries which participated in the 2004 pilot.

Annex 5: DPKO-UNHCR Information Note on Cooperation

Information Note on Cooperation between UNHCR and DPKO

High Commissioner Ruud Lubbers and USG Jean-Marie Guéhenno met in New York on 3 November 2003, to discuss the issue of enhanced cooperation between UNHCR and DPKO. ASG Hédi Annabi from DPKO and Mr. Eric Morris from UNHCR New York were also present. It was agreed that this note would serve as a summary of the discussion, and also as the basis for further cooperation between UNHCR and DPKO.

During the meeting, it was agreed that an overall formal MOU was not necessary at the present time. As the UN moves towards a more "integrated" system, the objective should be to support one another both strategically and operationally in the pursuit of common goals. It was therefore agreed that both DPKO and UNHCR would focus on the practical application of their cooperation. (A possible exception would be specific understandings involving the commitment of resources, i.e. technical cooperation such as logistical and supply chain matters).

A number of areas where cooperation between UNHCR and DPKO is desirable are listed below. These areas include a description of general principles regarding cooperation, specific examples of collaboration as well as areas of cooperation to be further developed by both UNHCR and DPKO. Staff are encouraged to explore these and other potential areas of cooperation, bearing in mind the relevant mandates, capacities and resources in place.

Refugee, IDP and Returnee Security

In efforts to maintain the civilian nature of refugee and IDP camps and settlements, which has been a long standing issue of discussion, it was agreed that while ordinarily such efforts are considered a matter of state responsibility, where there are peacekeeping missions, DPKO can provide support in terms of monitoring the efforts of host governments to properly screen and separate combatants from civilian populations, and possibly advising them on such issues if necessary. In situations where governments are either unwilling or unable to assume this responsibility, greater DPKO involvement could be examined on an ad hoc basis, depending on the situation and particular UN mandate in the country.

Related to the above point, the wording contained in Security Council Resolution 1479 on Côte d'Ivoire, which tasks MINUCI with monitoring the "security of Liberian refugees", was well noted during the discussions. It was agreed that this language, which essentially acknowledged the link between refugees and international peace and security and attempted to respond to legitimate concerns in this particular country, could serve as a precedent for future endeavors.

In cases where there is no UN peacekeeping mission, the June 2000 exchange of letters between UNHCR and DPKO, affirmed that DPKO would consider dispatching expert personnel to assess situations where the infiltration of armed elements to refugee populated areas could constitute a threat to international peace and security. DPKO would then be in a position to help advocate for any necessary response from the international community. Although the opportunity to implement the exchange of letters had yet presented itself, it was agreed that the contents were still both relevant and valid.

In post-conflict situations, again where there are peacekeeping missions, close collaboration between DPKO and UNHCR was also considered essential. In such situations, UNHCR would continue to rely on DPKO in terms of establishing a security environment conducive to the safe and sustainable return of refugees and displaced populations. At the same time, UNHCR's efforts to help create the conditions for safe and sustainable return, would also support the overall mandate of UN missions in terms of the prevention of the reoccurrence of conflict and peacebuilding. Collaboration between UNAMA and UNHCR is one recent example.

Disarmament, Demobilization, and Reintegration (DDR)

While no one actor had a specific mandate for ex-combatants, it was recognized that in the field, the UN system must come together to ensure the success of DDR endeavors in the interest of sustaining the peace and the prevention of further conflict. The High Commissioner agreed that DDR was absolutely essential to the return of refugees and displaced persons, and saw UNHCR's role in terms of joining "a coalition" that would support UN Missions in this area. UNHCR's involvement would be based on the inter-relations of populations and the need to support family members of ex-combatants, particularly vulnerable groups.

In any given situation, depending on the circumstances as well as the capacity and resources available, UNHCR's support could consist of the following:

- In the pre-cantonment phase, UNHCR could provide logistical support in terms of site planning and camp design, as well as practical advice on camp management;
- UNHCR could also support DDR efforts through the pre-positioning of material assistance (such as plastic sheeting and other shelter materials, mattresses, soap, and other non-food items);
- As security conditions permit, UNHCR could be made available to monitor the disarmament process, which would help serve as a confidence building measure to those who agree to take part in the programme;
- During the disarmament and demobilization process UNHCR could help provide support to family members to the degree that they are related to refugee or returnee populations, with a particular emphasis on any vulnerable cases, including accommodation and the provision of material assistance;
- In cases where certain groups have been disarmed and demobilized and need to be transported across borders, and assuming that affected countries are in agreement, UNHCR could help support their physical repatriation, in conjunction with family members;
- Upon return to their places of origin, UNHCR could include ex-combatants and their families in community-based reintegration activities that target returning refugees, IDPs and other war affected populations;
- UNHCR could also agree to monitor the reintegration of ex-combatants upon return to their homes, which could serve as a confidence building measure in terms of encouraging DDR;
- UNHCR may choose to be involved in sensitization campaigns which first of all encourage ex-combatants and their families to take part in DDR programmes, and which also target communities that will receive the ex-combatants and their families upon their reintegration;
- and finally, following a meaningful disarmament and demobilization programme, UNHCR could become engaged in refugee status determination (RSD) for ex-foreign-combatants who have returned to civilian life (along with their families) and who wish to seek international protection (keeping in mind that this should not be encouraged forthright). In such cases, an examination of the applicability of the exclusion clauses of the international refugee instruments will need to be made.

In order for UNHCR to support UN Missions on the above activities, financial considerations would have to be taken into account including possible reimbursement by DPKO from the assessed budget if available and possible joint fundraising endeavors, particularly for reintegration programmes considered essential to DDR.

DPKO recently hired a DDR Policy Advisor, who would be made available to meet with UNHCR colleagues both in Geneva and New York, to work on developing joint planning for DDR operations. However a department within UNHCR would need to be designated in order to liaise with DPKO on these issues.

Mine Action

It was agreed that the safety of refugee and IDPs, as well as humanitarian and peacekeeping staff, in mine and UXO contaminated environments is a serious concern for both DPKO and UNHCR. From UNHCR's side, mine action is key to the safe and sustainable return of refugee and IDP populations. It was agreed that DPKO and UNHCR could work towards a more systematic collaboration, particularly in the areas of information sharing, contingency planning, advocacy, and asset management. In terms of the field, the collaboration between the UNMAS Mine Action Center in Kosovo and UNHCR was considered to be an ideal example.

It was agreed that the High Commissioner would ensure that there was a clear functional responsibility designated within UNHCR, to liaise with DPKO on mine action issues and to work

closely with the UNMAS Liaison Officer in Geneva. At the same time, close cooperation would continue between UNHCR New York and DPKO Headquarters.

DPKO offered to second technical staff experienced in demining activities, to UNHCR in order to assist in coordination during the emergency phase in mine-affected countries.

DPKO also suggested that a joint DPKO-UNHCR workshop take place in Geneva in early 2004, in order to follow through with all of these issues at the working level. Should it prove to be useful, such workshops could continue on a periodic basis, as deemed useful by both parties.

Rule of Law

It was acknowledged that DPKO was now much more actively engaged in Rule of Law activities, as compared to even a few years ago. DPKO had been chairing the Rule of Law Task Force established by ECPS, and subsequent working group meetings on the rule of law to examine country-specific situations. The work of UN Missions on the reform of police and judicial systems, has proved extremely valuable in terms of the return of displaced populations and the broader stabilization efforts of the international community. At the same time, UNHCR can provide specific support to these endeavors in areas such as amnesties, citizenship and related issues of registration, documentation and personal status, as well as the restitution of or compensation for property.

Technical Cooperation

Both the High Commissioner and Guéhenno agreed that they would support enhanced cooperation in a number of technical areas, including for example, GIS / Cartography. Opportunities for reciprocal cooperation also existed in all logistical support areas, including shared assets. Technical cooperation on these issues could proceed at the working level without the need for a formal MOU, although specific agreements may be required as noted above.

Meanwhile, training initiatives and cooperation in the area of "best practices" were also deemed to be valuable and would continue.

On the issue of staff exchange, in addition to Headquarters there was also a need to focus efforts on the field, where coordination was essential. DPKO and UNHCR should develop their respective job descriptions and skills profiles to advance this process.

New York, 18 December 2003

ENDNOTES

- ¹ Report of the Secretary-General on Women, Peace and Security, 27 September 2006. p.17.
- ² Glossary of terms, UN Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI) <http://www.un.org/womenwatch/osagi/gendermainstreaming.htm>
- ³ The cluster approach seeks to enhance responsibility, predictability and accountability in the UN's emergency preparedness and humanitarian response. In this approach, organizations and other stakeholders focus on "cluster" areas of humanitarian response that have been identified as gaps. The approach applies to both "conflict" and natural disasters.
- ⁴ Report of the Secretary-General on Women, Peace and Security pp.8-17.
- ⁵ For purposes of this paper, "displaced" refers to refugee, internally displaced and returnee populations.
- ⁶ "Routing Slip" on "Changes to Organization of Humanitarian Response and Relevance to DPKO," from Anthony Craig, UNHCR Liaison Officer to David Harland, Director Change Management a.i. and Salman Ahmed, SA to USG DPKO. Geneva. 30 January 2006.
- ⁷ Women's Commission for Refugee Women and Children. *Moving Up the Food Chain: Lessons from Gender Mainstreaming at the World Food Programme*. August 2006. http://www.womenscommission.org/pdf/wfp_gm.pdf
- ⁸ DPKO Mission Statement <http://www.un.org/Depts/dpko/dpko/info/page3.htm>
- ⁹ Ibid.
- ¹⁰ For more detailed description see "Handbook on UN Multidimensional Peacekeeping Operations," UN Department of Peacekeeping Operations. New York, 2003.
- ¹¹ In his/her capacity as Resident Coordinator, the DSRSG/RC retains a secondary reporting line to UNDP; in his/her capacity as Humanitarian Coordinator, the DSRSG/HC retains a secondary reporting line to the UN Emergency Relief Coordinator at UNOCHA.
- ¹² *Guidance on Integrated Missions*, Note from the Secretary-General. 9 February 2006.
- ¹³ Communication from DPKO Gender Adviser (Headquarters). 23 November 2006.
- ¹⁴ The Department, like all UN agencies, also adheres to broader UN policies on gender mainstreaming (such as the Economic and Social Council Resolution on Gender Mainstreaming, and Secretary-General's reports and recommendations) and on relevant Security Council Resolutions.
- ¹⁵ DPKO Policy Directive on Gender Equality in UN Peacekeeping Operations. November 2006.
- ¹⁶ For examples of resolutions establishing missions see: UNSC Res. 1509 on Liberia (2003); UNSC Res. 1542 on Haiti (2004); UNSC Res. 1545 on Burundi (2004). For examples of thematic resolutions see: UNSC Res. 1308 on HIV/AIDS (2000) and UNSC Res. 1674 on the Protection of Civilians (2006).
- ¹⁷ *Human Trafficking and UN Peacekeeping*, DPKO Policy Paper. March 2004.
- ¹⁸ DPKO Gender Resource Package Chapter XVIII: Gender and the Police.
- ¹⁹ DPKO, *Gender Mainstreaming in Peacekeeping Operations: Progress Report*. New York. October 2005.
- ²⁰ UN Handbook on Multidimensional Operations, Chapter on Gender Mainstreaming. p. 121.
- ²¹ "Efforts to integrate gender perspectives in mission components are ongoing, but have met with mixed results in some areas...progress has been achieved within some missions on mobilizing 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...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." Cited in Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO/October 2005 p. 5
- ²² Draft Global Action Plan for Implementing USCR 1325. DPKO. April 2006.
- ²³ United Nations. *Final Report of the Dialogue to Review Gender Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping Missions*. March 2006.
- ²⁴ The Gender Affairs Officer post was established by UN Member States and filled on a part-time basis in 2003 and staffed on full-time basis from August 2004.
- ²⁵ Communication with DPKO Gender Adviser Unit. March 2006.
- ²⁶ Gender Mainstreaming in Peacekeeping Operations Progress Report. DPKO. October 2005 p. 18.
- ²⁷ For further analysis and recommendations on the role of gender advisers and gender mainstreaming in UN Missions more broadly, see: "Multi Donor Review of Implementation of Security Council Resolution 1325 on

Women, Peace and Security by the United Nations Missions in Democratic Republic of the Congo (MONUC), Liberia (UNMIL), Sierra Leone (UNIOSIL) and Kosovo (UNMIK)”, Joint Donor Review by the Governments of the Netherlands, Norway and the United Kingdom (2006).

²⁸ Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. p. 3

²⁹ Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. pp. 22-35.

³⁰ Terms of Reference, Child Protection Adviser. Office of the Special Representative of the Secretary-General for Children and Armed Conflict. 15 March 2000.

³¹ Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. p. 19.

³² Participants in the Gender Advisory Team meeting included ten Gender Advisers, six Gender Focal Points, and one Focal Point for Women, from a range of traditional and multi-dimensional peacekeeping missions.

³³ Report on Annual Meeting of DPKO Gender Advisory Team. DPKO. November 14-23, 2005. p.7

³⁴ The Gender Advisory Team strategic priorities for 2006 are: (i) strengthening the policy and institutional framework—through developing a gender policy, enhancing clarity of Gender Adviser and Focal Point functions and their placement within mission structures; (ii) partnerships—including stronger interface with OSAGI; synergy and partnerships with UNIFEM; collaboration with the UN Country Team when co-located within a DPKO mission; stronger partnerships with DPKO colleagues including clarifying the different roles of Gender Advisers and the Conduct and Discipline Units established for preventing Sexual Exploitation and Abuse; and (iii) training—develop an overall gender training strategy including coordination between DPKO’s Integrated Training Service (ITS) and the Gender Advisory Team.

³⁵ For more stats, see: Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. p. 16.

³⁶ As originally envisaged, focal points for women had to be strongly committed to the goal of gender equality and have access to senior decision-makers in the mission as well as to information required for the discharge of their duties. Missions were to appoint both a focal point and an alternate, one of whom is to be a woman. The Policy Statement reiterates the intention of the Office of Mission Support and the Gender Adviser (Headquarters) to oversee appointment of such Departmental Focal Points for Women in 2005 and to promote gender balance in recruitment at headquarters and within each mission.

³⁷ Report on Annual meeting of DPKO Gender Advisory Team. p.5.

³⁸ *Policy Dialogue to Review Strategies for Enhancing Gender Balance among Uniformed Personnel in Peacekeeping Missions*, Final Report. DPKO. New York. 28-29 March 2006.

³⁹ Example drawn from the DPKO Action Plan on Implementing Resolution 1325.

⁴⁰ Per communication with DPKO Gender Affairs Office November 2006, the Women’s Commission was not given budget amounts.

⁴¹ Communication with DPKO Gender Affairs Office Unit April 2006.

⁴² Per communication with DPKO Gender Affairs Office November 2006, the Women’s Commission was instructed not to publish facility ranges/amounts nor donor sources.

⁴³ Annual Meeting of the DPKO Gender Advisory Team November 2005—report. p. 4.

⁴⁴ Summary of projects funded by Gender Facility for Peacekeeping Missions—2005. DPKO Chart.

⁴⁵ *Gender Guidelines for Mine Action* (step-by-step guidance & checklists in mine clearance, mine risk education, victim assistance & advocacy activities) by the UN Mine Action Service.

⁴⁶ *Draft Policy Guidance on Disarmament, Demobilization and Reintegration* (including planning phase, determining eligibility criteria, designing cantonment sites and gender-sensitive reintegration programs & M&E) by the UN DDR Working Group, with UNIFEM acting as lead agency.

⁴⁷ Gender Resource Package p. 83.

⁴⁸ Gender Resource Package pp. 45-46.

⁴⁹ UN News Service New York May 5, 2006.

⁵⁰ Report on Annual Meeting of the DPKO Gender Advisory Team, p. 4.

⁵¹ Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. p. 3.

⁵² More recently, the DPKO Policy Directive on Gender Equality in UN Peacekeeping Operations calls for outreach to the “gender components” in sister agencies.

⁵³ See: *Evaluation of Gender Mainstreaming Work and Impact of UN Assistance Mission in Sierra Leone (UNAMSIL)*; DPKO New York 19 April 2006, and, *A Review and Evaluation of Gender-Related Activities of UN Peacekeeping Operations and their Impact on Gender Relations in Timor Leste*; DPKO New York 11 July 2006.

⁵⁴ The Advisory Group on Gender is a governmental coordination mechanism for the Afghan reconstruction process.

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- ⁵⁵ Report on the Gender Adviser Team meeting, November 2005.
- ⁵⁶ Mainstreaming Age, Gender and Diversity Summary Report, Antonio Guetteres, UN High Commissioner for Refugees UNHCR. June 2006. p.3.
- ⁵⁷ UNHCR. *UNHCR Tool for Participatory Assessment in Operations*. May 2006.
- ⁵⁸ For evaluations of select country pilot sites and the synthesis report, see UNHCR website www.unhcr.ch.
- ⁵⁹ *Accountability Framework for Age, Gender and Diversity Mainstreaming and Targeted Action to Promote the Rights of Discriminated Groups—Pilot Phase* July 2006-January 2007. Draft Explanatory Narrative. UNHCR July 2006.
- ⁶⁰ UNHCR and DPKO Information Note on Cooperation. New York. 18 December 2003.
- ⁶¹ Interview with Dominik Bartsch, Senior Policy Adviser, Peacekeeping Best Practices Section. DPKO. 2 March, 2006.
- ⁶² For example: in Liberia the immediate deployment of ECOMIL in 2003 reduced security fears in and around IDP and refugee camps around Monrovia. In Nepal, the introduction in 2003 of a well-equipped security force in the area around refugee camps reduced the movement of unidentified groups at night and prevented attacks on the camps. In Uganda, the lack of a fully effective military force in the north of the country has allowed the Lords Resistance Army rebels to attack settlements of refugees and internally displaced people. Cited from *The State of the World's Refugees* 2006. UNHCR. Geneva. pp. 76-78.
- ⁶³ *The State of the World's Refugees 2006*. UNHCR. Geneva. p. 80.
- ⁶⁴ William O'Neill has served in a range of UN Field Operations at the senior level and chaired a UN Task Force on Developing Rule of Law Strategies in Peace Operations.
- ⁶⁵ "A New Challenge for Peacekeepers: The Internally Displaced." By William G. O'Neill. Occasional Paper of the Brookings Institution-Johns Hopkins SAIS Project on Internal Displacement. April 2004. p. 40.
- ⁶⁶ Ibid.
- ⁶⁷ "Routing Slip" on "Changes to Organization of Humanitarian Response and Relevance to DPKO", from Anthony Craig, UNHCR Liaison Officer to David Harland, Director Change Management a.i. and Salman Ahmed, SA to USG DPKO. Geneva. 30 January 2006.
- ⁶⁸ Annex to Routing Slip on "Changes to Organization of Humanitarian Response and Relevance to DPKO from Anthony Craig.
- ⁶⁹ UN Security Council 1509 cited in "A New Challenge for Peacekeepers: The Internally Displaced" by William G. O'Neill, The Brookings Institution-Johns Hopkins SAIS Project on Internal Displacement. Occasional Paper. April 2004. p.30.
- ⁷⁰ UN Security Council Resolution 1542. 30 April 2004.
- ⁷¹ UN Security Council Resolution 1545. 21 May 2004.
- ⁷² UN Security Council Resolution 1674. 28 April 2006.
- ⁷³ For information on UNHCR and DPKO activities in the Action Plan see "Report of the Secretary-General on women and peace and security" submitted to the UN Security Council, S/2005/636. 10 October 2005.
- ⁷⁴ The panel session was held at UN Headquarters on 31 October 2005 on the anniversary of Resolution 1325. For press a statement by the Women's Commission for Refugee Women and Children see www.womenscommission.org
- ⁷⁵ Released in 2004, the Agenda for Protection (Agenda) was endorsed by UNHCR's Executive Committee and welcomed by the UN General Assembly in 2002. Although not legally binding, the Agenda reflects a broad consensus on actions that can and should be undertaken by all actors –UNHCR, governments, NGOs and other partners—to achieve certain agreed goals in refugee protection. The document is based on 18 months of consultations with these actors.
- ⁷⁶ Gender Resource Package. p. 83.
- ⁷⁷ Gender Mainstreaming in Peacekeeping Operations Progress Report DPKO. October 2005. p. 5.
- ⁷⁸ Communication from DPKO Gender Unit. March 2006.
- ⁷⁹ Specifically, the Gender and Human Rights chapter includes data collection on "sex-specific refugee migrations and increases in women-headed households" (p. 83); partnering with women's groups to carry out human rights education programs in "schools and other possible for a such as camps of internally displaced persons, refugee camps (p.86); the Elections Chapter section on registration (p. 177) recognizes that: "voter registration projects should be designed to ensure the full participation of women...this can be achieved by implementing projects that specifically target women, particularly among communities most affected by conflict, such as internally displaced persons (IDPs) and refugees. The question of IDPS and refugees is particularly important as women tend to be displaced in greater numbers than men in civil wars. Therefore, a voter registration project that does not sufficiently provide for the registration of IDPs and refugees may disproportionately exclude women"; the Humanitarian

Assistance chapter and Codes of Conduct Chapter reference UNHCR’s Five Commitments to Refugee Women and Sexual and Gender-based Violence Against Refugees, Returnees and IDPs—Guidelines for Prevention and Response” as reference tools.

⁸⁰ The text box highlights recommendations to “incorporate gender perspectives explicitly into the mandates of all peacekeeping missions, including provisions to systematically address this issue all reports to the Security Council; require that data collected in research, assessments and appraisals, monitoring and evaluation and reporting on peace operations is systematically disaggregated by sex and age and that specific data on women and girls and how interventions affect them is provided; and ensure necessary financial and human resources for gender mainstreaming, establish gender advisers and units in multidimensional peacekeeping operations and capacity-building activities and develop projects targeted at women and girls as part of approved mission budgets.” Report of the Secretary-General (document S/2002/1154) in Handbook on UN Multidimensional Peacekeeping Operations, p. 122.

⁸¹ Handbook on UN Multidimensional Peacekeeping Operations. p. 160.

⁸² Ibid.

⁸³ This paper is based on consultations with UNHCR staff and partners, the evaluation of the 2004 age and gender mainstreaming pilot as well as a review of approaches to mainstreaming in other organisations. Diversity has been introduced to ensure that mainstreaming is understood to be all inclusive and to facilitate conceptual clarity.

⁸⁴ UNHCR IOM/FOM No. 82/2004, Instruction and guidelines to UNHCR Field and Headquarters on Reporting Implementation and Planning: 2004-2006. pp. 23-24.

Women’s Commission
for Refugee Women and Children
122 East 42nd Street
New York, NY 10168-1289
tel. 212.551.3111
fax. 212.551.3180
wcrwc@womenscommission.org
www.womenscommission.org