



Policy

Gender Equality in UN Peacekeeping Operations

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POLICY ON Gender Equality in UN Peacekeeping Operations

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A. PURPOSE

1. This policy defines and describes requirements for ensuring the equal participation of women, men, girls and boys in all peacekeeping activities. It outlines the key principles underlying DPKO/DFS' work for gender equality and embraces gender mainstreaming as a strategy to advance the goal of gender equality in post-conflict societies.¹
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. Compliance with this policy is mandatory. However, its implementation may be tailored to the specific mandate of the peacekeeping mission.²
4. DPKO/DFS should make Member States aware of this policy by making it available through the peacekeeping resource hub and through regular dialogue with the Fourth Committee (Special Political and Decolonization Committee) of the General Assembly. Member States, in turn, should support its implementation, including, but not limited through their responsibilities for budgetary oversight, contribution of troops and police officers, and in the development of National Action Plans for the Implementation of Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009) on Women Peace and Security.

¹ Refer to section F for the terms and definitions.

² These primarily include traditional missions and multidimensional integrated missions.

5. The DPKO Gender Team at the HQ should be the repository of the policy and will support Peacekeeping Operations for its implementation at the field level.

C. RATIONALE

6. Peacekeeping personnel are mandated to integrate gender perspectives into their work in compliance with the United Nations Charter, international human rights instruments and Security Council Resolutions, including Security Council Resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009) on Women, Peace and Security.

7. Peacekeeping Operations are critical actors at the early stages of a post-conflict recovery process, and have 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 of deployment.

8. In this respect, it is critical for peacekeeping operations to strive to enhance accountability for the violation of women's human rights, establish all the necessary mechanisms for the prevention of sexual and gender based violence, and assist host countries in fighting impunity and supporting redress of survivors. Progress in these areas provides the basis for more sustainable outcomes, as has been confirmed through lessons and experiences to date.

D. POLICY

D.1. Principles

9. The following principles underlie DPKO/DFS work for gender equality:

- i. The principle of inclusiveness, which requires that peacekeepers consult equally with women and men in post-conflict countries in all decisions that affect them thereby integrating into those policies the perspectives of all the components of the community they are expected to assist.
- 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 Sexual and Gender-Based Violence and harmful traditional practices.
- iii. The principle of gender balance, which requires that the staffing profile at headquarters and in the missions reflect our institutional commitments to the equal representation of men and women at all post levels.
- 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

10. 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, needs, aspirations, priorities and contributions during all stages of the transitional process.

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

12. 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 into all areas of peacekeeping relevant to the specific mandate of the mission, particularly with regard to:

Restoration of Stability and Order and Protection of Civilians

i. **An effective security presence** that incorporates protection for women, including from sexual and 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. **Protection of Civilians (POC)** activities that take into account the fact that women and girls are the main target of sexual violence by combatants; that factor in the important role that women can play in assessing their vulnerabilities and the particular threats they may face in a conflict environment; and that recognize the importance of women's empowerment and the incorporation of a gender perspective across all three tiers of the missions' POC efforts (see DPKO/DFS Operational Concept on the Protection of Civilians in UN Peacekeeping Operations).

iii. **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.

iv. **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 and enhanced physical and psychological vulnerability of women and girls to HIV infection.

v. **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.

vi. **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 and the capacity building of a critical mass of women ex-combatants to restructured security services.

vii. **Security Sector Reform** that facilitates the reform of national military, police and corrections structures in peacekeeping host countries, with appropriate gender policies and gender mainstreaming components in place.

viii. **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 *DPKO/DFS Gender Guidelines for Mine Action Programmes*.

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

ix. Support and promote whenever possible, **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, as equal to men and boys.

x. **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, including sexual and gender-based violence.

xi. **Rule of law and reform of state security services** that support explicit recognition in law and practice of women 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.

xii. **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; promotes public awareness on women's political participation through the civic education campaigns and ensure partnerships with women's groups in community outreach activities.

xiii. **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.

xiv. **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.

xv. **Procurement activities** that take gender considerations into account in the identification of vendors, guided by the principle of best value in accordance with Financial Regulations 5.12 and the identification of goods and equipments that are gender friendly.

xvi. **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, as requested for in Security Council Resolution 1325.

Partnerships and consensus-building

xvi. **Internal partnership processes** that ensure the inclusion of gender expertise in the integrated planning teams, and ensure that all task forces and multi-functional teams consult with headquarters and/or mission Gender Advisers regarding the implications and potential of their work for advancing the issues reflected in this Policy.

xvii. **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) UN Action against Sexual Violence in Conflict and gender components in other UN agencies, funds and programmes, including the United Nations Children Fund (UNICEF), the United Nations Population Fund (UNFPA), the Joint United Nations Programme on HIV/AIDS (UNAIDS), Gencap (OCHA) 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 under the leadership of the Head of Mission.

xviii. **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

13. **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.³

14. **Civilian personnel recruitment, retention and promotion procedures** shall be planned to advance gender balance among DPKO/DFS headquarters and mission staff, including at senior management levels; Field Personnel Division (FPD) and the Executive Office (EO) shall adopt in close coordination with the Focal Point for Women at HQ and in the missions (as per ST/SGB/2008/12) on Departmental focal points for women in the Secretariat, the gender team and the senior leadership appointment section, 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

³ Report of Policy Dialogue convened by DPKO on *Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping* (March 2006)

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.

15. Initiatives intended to retain qualified female personnel shall be closely coordinated with the Focal Point for Women who according to the ST/SGB/2008/12 shall contribute to the development and realization of gender targets as set out in the departmental or mission human resources action plans and the senior manager's compacts; this shall be pursued through a variety of initiatives including, the implementation of flexible work arrangements whenever possible, access to career development guidance, job-related training and efforts to achieve further Human Resources reforms, to reduce the high staff turnover and foster greater gender balance.

16. Training and capacity building: All training for peacekeeping personnel namely pre-deployment, induction and continuous training as well as modules developed for different substantive areas, shall include appropriate gender concerns. Sessions on gender issues shall be delivered by trainers with relevant levels of expertise as part of ongoing capacity-development of peacekeeping personnel. All modules for pre-deployment training for uniformed and civilian 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. Troop and Police Contributing Countries shall be encouraged and supported to employ local gender expertise for 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.

17. All headquarters and mission-based policy development, planning and analysis processes shall employ gender analysis and ensure, whenever possible, the collection and use of data disaggregated by sex and age in all reporting procedures and at all levels of planning. Gender Advisors and Gender Focal Points in peacekeeping missions should be the resource persons assisting this effort.

18. Gender equality considerations shall be included in all guidance development procedures, policy dialogue and policy guidance activities, in accordance with relevant guidelines and SOPs.

D.5. Information sharing

19. Disaggregated information: All demographic and statistical data and information, including mission reporting, information presented in reports to the Security Council and information posted on the DPKO/DFS website, shall be disaggregated by sex and age in absolute and percentage terms where possible. For the purpose of internal mission analysis the gender balance should be assessed at each post level with data disaggregated by sex, grade level and contract type. 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.

20. 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 whenever necessary/possible, a specific section on gender equality issues that addresses overall achievement.

21. 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. In particular, a gender perspective shall be reflected in the End of Assignment Reports drafted by all senior staff members (civilian, military and police), heads of components at mission headquarters and heads of field offices

22. **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 policy.

23. **Media and outreach activities** shall communicate the provisions of Security Council resolutions 1325(2000), 1820 (2008), 1888 (2009) and 1889 (2009) on Women, Peace and Security and the standards outlined in this Policy to the host populations as part of efforts to promote awareness on women's rights and gender equality.

D.6. Secure the Essential Resources

24. In the preparation of results-based budgeting processes, all divisions and units shall ensure that appropriate provisions are made for the allocation of adequate resources to facilitate implementation of the standards outlined in this policy and report on the impact of such investments. Such resources should be agreed upon and made available to the gender units for joint activities in support of gender related programmes.

25. Gender components in peacekeeping missions should whenever possible, report to the political component of the mission and the Gender Advisers should be able to access information and advise on the planning and policy programmes of the mission and follow their implementation, monitoring and evaluation;

26. Gender components⁴ shall be provided the requisite human, financial and technical resources taking into account the size and mandate of the mission to enable them to guide the effective implementation of this policy.

E. 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 specific and change over time. 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

⁴ Gender Advisers Units and Gender Focal Points from traditional missions

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.

F. REFERENCES

Normative or Superior References

Universal Declaration of Human Rights, (UDHR) 1948.

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 Resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009) on Women, Peace and Security.

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 2006 (S/PRST/2006/42).

Security Council Resolutions 1379 (2001), 1460 (2003), 1539 (2004), and 1612 (2005), 1882 (2009) on Children and Armed Conflict.

Security Council Resolutions 1265 (1999), 1296 (2000), 1674 (2006), 1738 (2006) and 1894 (2009) on Protection of Civilians in Armed Conflict.

DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations (2010)

A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping (New Horizon Non-paper, July 2009)

Other Reference Materials

- DPKO/DFS Action Plan for implementation of Security Council Resolution 1325
- DPKO/DFS Guidelines for Gender Advisers in Peacekeeping Operations
- DPKO/DFS Gender Guidelines for the Police
- DPKO/DFS Gender Guidelines for Military Peacekeepers
- Quarterly reports of gender advisers
- Relevant gender-related language and provisions in the Security Council mandate establishing the peacekeeping mission
- UN Gender Guidelines for Mine Action Programmes
- ST/SGB/2008/12 on Departmental focal points for women in the Secretariat
- Websites
 - DPKO: Gender and Peacekeeping Operations Web-page.
<http://www.un.org/Depts/dpko/gender/index.htm>
 - DPKO Intranet
<http://intranet.dpko.un.org/dpko/pages/WebPageDetail.aspx?pageid=413>
 - 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>

G. MONITORING AND COMPLIANCE

26. **The Senior Management Teams** at DPKO/DFS Headquarters and within missions shall review annually and monitor progress on the implementation of this policy, including through periodic meetings to be convened for this purpose.

27. **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. The Gender Check List for Senior Managers should be used to support the accountability mechanisms.

28. Regular reporting and briefings to the Security Council by senior managers of DPKO/DFS and peacekeeping missions shall reflect on progress in the implementation of this Policy as relevant. The quarterly report of the Gender components in Missions should inform the annual progress report on gender in peacekeeping operations to be produced at headquarters.

29. The DPKO Gender Advisory Team comprising the gender advisers at headquarters and in peacekeeping missions as well as the gender focal points in traditional missions, shall monitor and support overall implementation of this policy, and advise senior management on issues and trends that should inform periodic policy reviews.

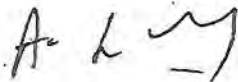
H. CONTACT.

30. The contact for this Policy is the Gender Team, Peacekeeping Best Practices Section, Division of Policies, Evaluation and Training - PBPS/DPET/DPKO.

I. HISTORY

31. This policy was originally approved in November 2006. This present revision supersedes and replaces the original policy directive.

SIGNED:



DATE:

26 July 2010