University of Nairobi

# GENDER MAINSTREAMING IN PEACEKEEPING OPERATIONS: A CASE STUDY OF UNMIL (2003-2007)

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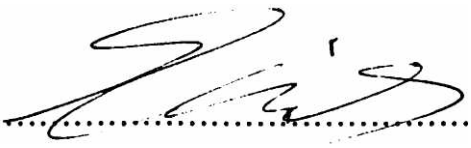
A dissertation submitted in partial fulfillment of the requirements for award of Masters of Arts degree in International Relations at the Institute for Diplomacy and International studies (IDIS), University of Nairobi

01 September 2008

## DECLARATION

This project is my original and has not been submitted for a degree at any other University.

Sign  Date 07/11/08

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Name..... **Prof KAMERI MBOTE**

## DEDICATION

This work is dedicated to the fallen Comrades of Rwanda Patriotic Front (RPF)/ Rwanda Patriotic Army (RPA) during the struggle to liberate Rwanda (1990-1994) period. You will always provide us with motivation to carry on with the cause you stood for and the love of your mother land, Rwanda.

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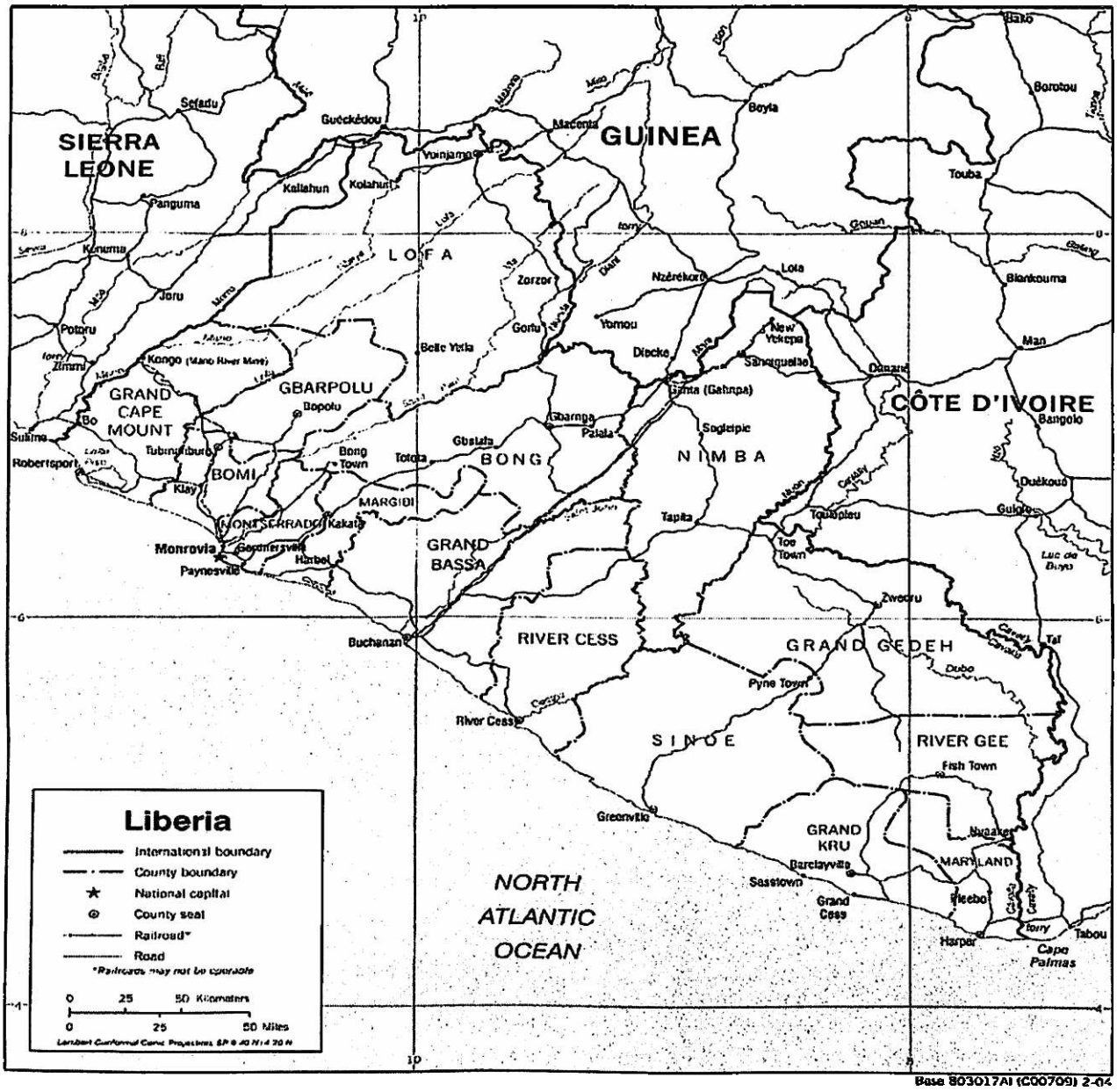
I also owe a lot of appreciation to the College leadership and the faculty for providing me intellectual inspiration throughout my stay at the NDC. Through out the course, I will also value the good academic exchanges I shared with the course 11 participants "*The Strategists.*"

# MAP OF LIBERIA



# TABLE OF CONTENTS


| | Page |
|---|---|
| Declaration | i |
| Dedication | ii |
| Acknowledgement | iii |
| Map of Liberia | iv |
| Table of Contents | v |
| Abbreviations | ix |
| Abstract | xi |

**Chapter One**

**1. INTRODUCTION** 1

1.1 Problem Statement .....3
1.2 Justification.....5
1.3 Literature Review..... .....6
1.4 Conceptual Framework.....15
1.5 Hypothesis.....18
1.6 Methodology .....19
1.7 Limitations of the Study.....20
1.8 Chapter Outline.....20

**Chapter Two**

**2. GENDER MAINSTREAMING IN UN PEACEKEEPING OPERATIONS**

2.1 Women, Peace and Security.....22
2.2 The Security Council Resolution 1325.....24
2.3 Incorporating a Gender Perspective in Peacekeeping Operations.....26

2.4 Gender Mainstreaming in UN....28

2.5 Gender Advisors in UN....29

*2.5.1 Gender Advisers in Peacekeeping Missions*....31
*2.5.2 Focal Points in Peacekeeping Missions*....32
*2.5.3 The Gender Advisors at the Headquarters*....32

2.6 Main Partners....33

2.7 Policies and Guidelines of Gender Mainstreaming in DPKO....34

*2.7.1 Advances in Gender Mainstreaming*....34
*2.7.2 Concrete Measures taken in Gender Mainstreaming (GM)*....35
*2.7.3 Training in Gender Issues for Peacekeeping Personnel*....36
*2.7.4 Positive Effects of Gender Mainstreaming Training*....38
*2.7.5 Steps for Gender Training at DPKO*....38

2.8 Gender Mainstreaming in Practice....39

2.9 Gender Mainstreaming in Transitional Processes....41

*2.9.1 Peace Negotiations*....41
*2.9.2 Mission Planning*....42
*2.9.3 Disarmament, Demobilisation & Reintegration*....43
*2.9.4 Police*....45

**Chapter Three**

**3. THE CASE STUDY**

3.1 History....50

3.2 Period between 1997-2003....52

3.3 Establishment of UNMIL....54

3.4 Framing the General Issues of Gender....55

*3.4.1 Armed Conflicts*....55
*3.4.2 The Liberia Case*....56

3.5 Instructive Experiences of Violence against Women and Girls in the Liberian Conflict....59

3.6 CPA and Gender Issues....60

3.7 An Operational Framework....62
3.8 The Security Council Resolution 1509....63
3.9 Gender Mainstreaming in UNMIL....64
3.10 OGA's Role in Mainstreaming Gender in Liberia....65
3.11 Disarmament, Demobilisation, Rehabilitation and Reintegration....65
3.12 Collaboration with the Police....67
3.13 Gender Based Violence....68
3.14 Collaboration with the Office of the Force Commander....69
3.15 Collaboration with UN Agencies, the Liberian National Government and Women Organizations....70
3.16 Electoral Process....71

**Chapter Four**

**4. CRITICAL ANALYSIS**

4.1 Mission and Mandate....74
4.2 Analytical Framework....75
4.3 Tools Used for Gender Mainstreaming....78
4.4 Outcomes of Gender Mainstreaming by the OGA: UNMIL 2004-2006....80

*4.4.1 Engendering Security Sector Reform....81*
*4.4.2 Legal and Judicial Sector and Women's Human Rights....84*
*4.4.3 Women and the Electoral Process....85*
*4.4.4 Engendering National Institutions....87*
*4.4.5 Strengthening Women Civil Society Groups and Organizations....89*
*4.4.6 Coordination and Liaison....90*
*4.4.7 Gender Resources and Materials....91*

4.5 Public Information....92

4.6 Negative Impacts .....94
*4.6.1 UN Babies and Prostitution*.....95
*4.6.2 HIV/AIDS and Drug Use*.....96
4.7 Impact within UNMIL.....97

**Chapter Five**

**5. CONCLUSION AND RECOMMENDATIONS**

5.1 Conclusion.....98
5.2 Recommandations .....101

Bibliography .....104

Annexes.....107

# ABBREVIATIONS

| | |
|---|---|
| **AGG** | Advisory Group on Gender |
| **CEDAW** | Convention on the Elimination of all forms of Discrimination Against Women |
| **CIVPOL** | United Nations Civilian Police |
| **CPA** | Comprehensive Peace Agreement |
| **DD** | Disarmament and Demobilization |
| **DDR** | Disarmament, Demobilization and Reintegration |
| **DDRR** | Disarmament, Demobilization, Rehabilitation and Reintegration |
| **DOWA** | Provincial Departments of Women's Affairs |
| **DPA** | Department of Political Affairs |
| **DPKO** | Department of Peacekeeping Operations |
| **DSRSG** | Deputy Special Representative of the Secretary-General |
| **IDPs** | Internally Displaced Persons |
| **IGAD** | Inter-Governmental Authority on Development |
| **LJSSD** | Legal and Judicial System and Support Division |
| **MILOBS** | Military Observers |
| **NGO** | Non-Governmental Organization |
| **OGA** | Office of Gender Affairs |
| **ONUB** | United Nations Operation in Burundi |
| **PDSRSG** | Political Deputy Special Representative of the Secretary-General |
| **QUIPS** | Quick Impact Projects |
| **RR** | Rehabilitation and Reintegration |
| **RRR** | Relief, Recovery and Rehabilitation |
| **SEA** | Sexual Exploitation and Abuse |
| **SRSG** | Special Representative of the Secretary-General |
| **UNAMA** | United Nations Assistance Mission in Afghanistan |
| **UNAMSIL** | United Nations Mission in Sierra Leone |
| **UNDP** | United Nations Development Programme |
| **UNFPA** | United Nations Population Fund |

| | |
|---|---|
| **UNGTF** | United Nations Gender Task Force |
| **UNHCR** | United Nations High Commissioner for Refugees |
| **UNICEF** | United Nations Children's Fund |
| **UNIFEM** | United Nations Development Fund for Women |
| **UNMIL** | United Nations Mission in Liberia |
| **UNMIS** | United Nations Mission in the Sudan |
| **UNMISET** | United Nations Mission of Support in East Timor |
| **UNOCI** | United Nations Operation in Côte d'Ivoire |
| **UNOML** | United Nations Office in Liberia |
| **UNSCR 1325** | United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security |
| **VAW** | Violence Against Women |
| **WAFF** | Women Associated with Fighting Forces |

## ABSTRACT

The view of the international community on gender issues has gone through severa changes – from ignorance to ignoring, from ignoring to separate treatment, fron separate treatment to equality and, eventually, to attempting to involve women anc gender issues into the mainstream.

Gender mainstreaming has been promoted as a key strategy in efforts to mainstrean gender perspectives into United Nations peacekeeping operations. Since the Beijin Platform for Action (1995) that advocates for women's rights and the Security Counc passed its Resolution 1325 on Women, Peace and Security in 2000. Important gain have been made during the past seven years in the integration of gender awarenes training into pre-deployment as well as in-mission training programmes. Gaps sti remain, however, as the implementation of gender mainstreaming varies considerabl from one troop-contributing country or peacekeeping mission to another and the reac and impact are not well documented.

This project discusses gender mainstreaming in peacekeeping and taking an exampl of UNMIL Liberia as a case study during the year 2003-2007. The study discusses th institutional and political contexts with in which gender mainstreaming has bee implemented in peace missions and presents recommendations for futur mainstreaming of peacekeepers globally.

# CHAPTER ONE

## 1. INTRODUCTION

*"I attach the greatest importance to the equal participation of women in peace and reconstruction processes. Sustainable peace agreements can be reached only if the entire population has a voice in shaping them. Resolution 1325 (2000) represents a milestone in that direction, and we must continue our efforts to translate it into action, in particular by supporting women's organizations working in the field in the service of peace."* **Ms. Micheline Calmy-Rey, Minister for Foreign Affairs, Switzerland.**

The last twenty years have seen great changes in the nature of conflict and peacekeeping operations globally. Most approaches to peace keeping have either ignored or marginalized issues of gender and women. Women consistently remain minority participants in peace building projects. They receive less attention than men in peace mission policies and gender analysis rarely informs peace keeping strategies. This is despite the United Nations and other regional peace organizations which, for more than a decade, have criticized such marginalization and called for gender issues and women's needs to be given more serious attention in all policies relating to conflict and peace.[1]

The Beijing Platform for Action (1995) advocates for women's rights. The adoption of Security Council Resolution 1325 on Women, Peace and Security in October 2000 is a watershed, as it calls for the equal participation and full involvement of women, in all areas and all levels, in peace-building processes. In

[1]Nadine Puechguirbal, Involving women in peace processes: Lessons learnt from four African countries (Burundi, DRC, Liberia and Sierra Leone), in Gender and Peace-Building in Africa, Training for Peace, Norwegian Institute of International Affairs, Oslo, 2004, p. 59.

response, Department of Peacekeeping Operations (DPKO) ensured that all new UN missions established in 2004 included gender expertise in the planning phase.[2] Admittedly, in talking about gender mainstreaming in peacekeeping, there are two important areas to be focus on: women's equal participation in doing peacekeeping and ensuring that peacekeepers are aware of the linkages between gender equality and peace.[3] This practice happened in Burundi, Cote d'Ivoire, Haiti, Liberia and most recently Sudan. An understanding of gender issues is critical to peacekeeping activities because of the need for peacekeeping personnel to respond appropriately to the different ways that women, men, girls and boys experience in armed conflict.[4]

Liberia has been at war for approximately 14 years with adverse effects for the local population and national institutions, both government and traditional. The violent situation of the war impacted more severely on women. Against this background, the project provides an outline of gender issues and provides an environment for the gender framework of United Nations Mission in Liberia (UNMIL) and its efforts to mainstream gender in the peacekeeping operation. The study will also highlight the challenges, the lessons learned and the best practices that have derived from the role and functions of the Gender Unit in the UNMIL during the y ear 2003-2007.

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[2] International Alert Gender mainstreaming in peace support Operations: Moving bevond the Rhetoric to Practice. 2002. p. 1 0

[3] Janice Duddy, E-Discussion: What is the role of gender in peacekeeping? 18 June, 2004

[4] Kofi. A.Annan, Statement to the Security Council. New York 24 October 2000.

## 1.1 PROBLEM STATEMENT

Conflicts have had and continue to have disproportionately negative impacts on women and girls compared to men and boys. This is emphasized by the rate of gender based violence suffered by women and girls during wars[5]. The special needs for women and girls during the conflict and post conflict reconstruction demands a gender mainstreaming approach in all aspects for peace keeping operations. This entails the full incorporation of gender perspectives into all peacekeeping activities, from the initial stages of ceasefire negotiations and the establishment of mandates for peacekeeping operations, to post-conflict situations.

In recent years, little has been done to increase women participation in peace missions although a lot of effort has been made to include gender experts in both assessment missions prior to establishment of the missions as well as the peace keeping operations.[6] The following statistics attests to the aforementioned:

- At the beginning of 2006, women constituted approximately 1% of military personnel and 4% of police personnel in UN peacekeeping missions;[7]
- Women also account for 30% of the international civilian staff and 28% of the nationally recruited civilian staff; [8]
- As of June 2004, women constituted 27.5% of international civilian personnel serving in peacekeeping operations;

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[5] AVEGA, Consequences of Genocide on Women Report.Kigali1999. see also the conflict in Liberia and sierra-Leone, 1998

[6] Gender Experts Report. ONUB, UNAMIR, MONUC and Darfur Sudan, 2006.

[7] Press Conference by Peacekeeping Gender Adviser. United Nations, 29 March 2006. http://www.un.org/News/briefings/docs/2006/060329_Lamptey.doc.htm

[8] DPKO Fact Sheet. September 2006,Newyork www.un.org /Depts/dpko/factsheet.pdf

- At the end of 2003, women represented 25% of civilian professional staff, 4% of CivPol and 1.5% of military personnel working in peacekeeping operations;
- In 2002 Women represented 3.8% of CivPol, out of a total of 8, 000 staff;
- In 2000, women represented 4% of CivPol and 3% of military personnel and and;
- Between 1957-1989, women represented 0.1% of field-based military personnel in peacekeeping operations[9].

The representation of women in UN peacekeeping missions remains dismal, with a close correlation between the extent to which the mission is of a civilian nature, and the extent of representation by women. Since inception, until 2000 only four missions were led by women namely: Angola (Margarete Anstee), Bosnia (Elizabeth Rehn), and South Africa (Angela King) and Cyprus (Ann Hercus). In 2005, 2 peace operations out of 26 were led by women. These are: the United Nations Observer Mission in Georgia (UNOMIG) led by Special Representative Heidi Tagliavini and United Nations Operation in Burundi (ONUB) led by Carolyn McAskie (United Nations 2005).

While women are said to be under represented at all levels of UN peace support operations, participation is nonetheless increasing. In fact, the UN has recently deployed the first all female UN peacekeeping force, comprised of 105 Indian policewomen, to Liberia.[10] Further research shows that women peacekeepers

[9] DPKO statement. 2000, in UNIFEM's Independent Experts Assessment on Women, War and peace.
[10] First all-women peacekeeping unit at work in war-torn, Liberia, Ekklesia News Briefing. 29 January2007.Availableat:http://www.ekklesia.co.uk

can play a key role in field missions.[11] The presence of women in peace operations (including female police, interpreters, and specialists) makes a positive difference. According to the report, the presence of women: Improves access and support for local women; facilitates communication with victims of assault, sexual abuse, violence, etc; can provide a greater sense of security to local populations (women and children);helps create a safer environment for women in which they are not afraid to talk; takes men peacekeepers more reflective and responsible; broadens the repertoire of skills and styles available within a mission and can help to reduce conflict and confrontation.

In 2004, UNMIL acknowledged women associated with peacekeeping forces as eligible for support under all programmes in during peace keeping. Women's participation in peace keeping provides a starting point for ensuring that their perspectives will be reflected in the agreements that lay the foundation for post-conflict peace-building. In light of this information therefore, there is need to put more focus on ways to improve gender mainstreaming into the peace keeping processes and in order to create solutions

## 1.2 JUSTIFICATION

The study will afford all stake holders an opportunity to ascertain whether Gender mainstreaming in peacekeeping is being implemented well with greater impact.

- To Academicians, the study will contribute to the body knowledge of understanding the need to address gender issues and especially in peace

[11] Independent Experts Assessment on Women, War and Peace. UNIFEM Report, Newyork, 2000.

missions.

- It is also meant to assist students during their plan of research, in case of an inquiry into gender mainstreaming processes in peacekeeping operations.

## 1.3 LITERATURE REVIEW

The evolution with regard to gender issues can be seen clearly in the UN system, and also with regard to the organization's peace creation capabilities. Since its inception in 1945, the United Nations has addressed issues related to the status of women. Women were viewed by the UN System as entities or objects that needed the protection of the world community. The women were viewed as "resources" whose contributions would improve the development process. Many analysts have noted the shift as one from seeking to integrate women in development to seeking to transform the structures and relationships which perpetuate the marginalization of women.[12]

A similar development with regard to gender issues has been true in academia where, for example, the area of gender and peacekeeping has received some initial attention (Stiehm 1997; Beilstein 1998; Otto 1999; Olsson 2000; Olsson & Tryggestad 2001)[13] but little systematic research exists. Those available are mostly limited to publications by some international organizations like United Nation Fund for Women (UNIFEM) and other women organizations.[14] Their

[12] The La'o Hamutuk Bulletin, 2001.

[13] The effects on the local society without adding a gender perspective have also been debated (for example by Pouligny 1999).

[14] Jurma, W. and Powell, Perceived gender roles of managers and effective conflict management. Psychological Reports, 1994, pp.104 – 106.

analysis and conclusions in many cases reflect total lack of information on gender role in conflicts. However, some have come up with objective analysis, conclusions and recommendations.

Security Council Resolution 1325 also implies this: Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution.[15] This only prescribes the analysis of women's situation in armed conflict and its resolution. How, then, can the UN mission be expected to have an impact? To ask to what extent the gender-specific division of labor is the basis of gender inequalities can be another example of strategic gender interests. "To take into account the special needs of women" as stated in Resolution 1325 may be a huge alleviation in everyday life.

Due to how the resolution is conducted, the balance can either become more equal or more unequal. Often a criticism occurs, where women return to the domestic sphere as power returns to the public civilian sphere. Krishna Kumar writes: "...intrastate conflicts profoundly affect the social, economic, and political status, roles, and responsibilities of women and alter their relations with men"[16].

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[15] Kofi A. Annan, UN Secretary General, UN: Our shared responsibility for a more secure world. New York, 2004.
[16] Krishna Kumar: Promoting gender equality. New York, Oxford University Press, 2001.

Caprioli (1999) defines power as "equal access" and conceptualizes it as " a divisible, infinite resource and/or as the ability to reach goals" as she interprets feminist research. According to Caprioli, this is often visible in gender hierarchies of which state organization is one. Caprioli's argument is that the flatter the gender hierarchy of the state, the less risk of militarized violence (Caprioli 1999, 55). Gender awareness, as Caprioli indicates, can be relevant from more than the liberal viewpoint of equality. Several researchers, both feminist and non-feminist, have argued that gender is related to questions of conflict resolution and peace. This argument is sometimes forwarded in feminist research critiquing realism (for example; Elshtain 1987; El-Bushra 2000; Tickner 1992-2001) and those claiming that if there are norms of gender equality than these will result in a higher probability of non-violent conflict behavior of states (Caprioli 1999; Caprioli and Boyer 2001). There are also those who use biological explanations and claim that women are more peaceful than men by nature and therefore more equal gender relations will result in a higher degree of peace (for example, Togeby 1994; Gierycz 2001).

Gardam and Jarvis, demonstrate their capacity for analytical rigour and the breadth of their feminist and international legal expertise. They advance the argument that international humanitarian law philosophically based on chivalric ideals of women, addresses women in terms of their relationships with others and not as individuals in their own right. Pointing out that of the forty-two provisions focusing upon women in the 1949 Geneva Conventions and their

1977 Additional Protocols, nine- teen deal with women as mothers, they hold that the protection of the unborn child and small children is "the rationale for many of these provisions". Overall, Gardam and Jarvis are critical of international humanitarian law's limited focus upon the "biological" difference of women and contend that even the treatment of sexual violence is couched in terms relating to chastity and modesty.[17]

Zeitlin and Doris Mpoumou (2004) in the book "No human security without gender equality" argue that, women's empowerment is essential to human development and poverty eradication. Human security, a promising platform and framework for the United Nations to promote peace, human rights and human development, will become one more lofty idea that does not translate into action if it is not used to improve the situation of women in their families and communities.

According to Kumar (2001), adopting a gender conscious policy involves, for example, an increased endeavor to improve civilian security; efforts to prevent sexual abuse; support property rights reforms; promoting women's electoral participation and women's political participation. This is because the post conflict era provides an opening to build on the progress made by women during conflict therefore, it makes sense for the international community to capitalize on this opportunity by designing and implementing programs to improve the negative

[17] J. Gardam and M. Jarvis, Women, Armed Conflict and International Law. Kluwer Law International, The Hague, 2001, p. 93.

conditions women endure and to help promote gender equality.[18] Based on these discussions, there seems to be a need to consider the internal structures of the host society which can affect the opportunity to resolve the conflict and build peace. This is also true with regard to peacekeeping in a gender mainstream context. Moreover, if gender relations change over time, there is need to analyze the impact on them by a multidimensional peacekeeping operation.

Many UN reports draw attention to the fact that men and women are affected by armed conflict differently (Annan 2002; UNIFEM 2002). This recognition is important because for the first time it makes women visible in armed conflicts. In Resolution 1325, the argument of difference is extended to claim women's participation in peace making, peacekeeping and peace building. Women will "make a difference" and contribute to peace. Resolution 1325 points out that "effective institutional arrangements to guarantee women's protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security" (S/Res/1325). Women are incorporated in their conventional gender roles as "peaceful women".

Women as combatants are rarely mentioned and are dealt with rather as exceptions that require additional explanation: "In some instances, commitment to the political, religious or economic goals expressed by one side or another in the conflict motivates some women to become armed combatants or collude in

[18] Krishna Kumar: Promoting gender equality. New York, Oxford University Press 2001, pp.215-216.

acts of violence." Women's role and contribution to conflict prevention, conflict resolution, and peace building is emphasized in Resolution 1325, (DPKO, 2004). The assumption, that the integration of women and their protection will promote peace, risks reproducing the duality and stereotypes of "peaceful femininity" versus "bellicose masculinity". Women are considered "mothers, victims of, or at risk of, sexual violence", and not "individuals, or subjects, in their own right" (Whitworth 2004). If emphasis on difference is based on essentialist definitions of femininity or on the simple acceptance of the status quo, it risks reproducing predominant gender regimes rather than tackling gender disparities.

It is important to note that contrary to the resolution, the report of the Secretary-General (Annan 2002) stresses women's roles as "active agents" and cites as reason for the participation of women in peace processes to "facilitate the achievement of greater equality between women and men". Annan's report also emphasizes that it is necessary to integrate "a gender perspective in all reconstruction processes to ensure the creation of more equitable and sustainable societies". Also UNIFEM, as the gender mainstreaming agency of the UN, assumes this perspective (Rehn/Johnson-Sirleaf, 2002). It makes an important difference to argue in favor of gender equality in order to end the exclusion of women and to guarantee women's rights rather than to argue for the integration of women to promote peace or to achieve a successful peace mission.

From the Resolution, women appear as an idle resource that can be used to promote peace. A recent progress report on gender mainstreaming by the Department of Peacekeeping Operations (DPKO - 2005) asserts that "women make contributions that are central to the success of peacekeeping". In the material for gender training of military and civilian staff the first module "Why gender matters"[19] argues that "awareness of gender dimension" will "enhance their (the soldier's) capacity and improve the effectiveness of Peace Support Operations (PSOs)". Women's organizations are called "an important resource in building peace". Sandra Whitworth (2004) therefore indicates that the approach of the UN turns gender "into an instrument of problem-solving". The argument that the international community is gaining something integrating women into peace processes fits quite well into neo liberal "Zeitgeist" where it seems necessary to refer to efficiency in order to argue for equal rights for all.

Even Angela King (2002), former Special Adviser on Gender Issues and Advancement of Women, provides that argument in a document on Gender mainstreaming within the United Nations. But equality is a right and there is no need to refer to efficiency. This argumentation runs the risk that equality is only pursued if and when there is a win-win-situation between equality and efficiency. And efficiency mostly means lower costs and not more resources for the advancement of women.

[19] http://www.genderandpeacekeeping.org/instructor-module3-e.asp.

In my opinion part of the problems with the implementation of Resolution 1325 and its shortcomings lie already within the resolution itself. The way gender is defined is one of the root causes for these problems. Important topics are not addressed. Article 8 of the Resolution defines what "gender perspective" means in UN peace building". This quotation provides a good basis to illustrate some of my criticisms of Resolution 1325. The extract shows that women and gender are used synonymously. Gender is a concept that came into being to deconstruct and criticize the binary, social, political, economic and cultural construction of men and women as social groups. Gender is comprised of various components. "The category 'gender' has an individual aspect that got to do with socialization, and an institutional aspect, that is to say the economic and political aspect, in which the symbolic aspect actualizes itself "(Sauer, 2001). Women are constructed as a social group. The gender order assigns women certain tasks and roles in society.

Using women and gender synonymously is integrating gender without its critical perspective. Using them identically omits the analysis of how gender is politically, economically, socially, and culturally constructed and cancels the inherent criticism of gender relations as power relations. If no distinction is made between women and gender, the analysis omits the question how gender roles, femininities/masculinities, or gender specific division of labour came into being in the first place. All though the study strives to illustrate women's equality to men, it fails to indicate why Gender mainstreaming has not been successful. Again the

study shows of male domination in terms of women's progress in peacekeeping operations. This clearly confirms absence of equality. The resolution does not address aspects like structural discrimination, access to resources, gender-specific division of labor, or the hegemonic constructions and effects of aggressive, militarized masculinities.[20]

In light of the above, there is clearly a need for systematic studies regarding gender and peacekeeping. However, gender and peacekeeping includes issues such as gender representation, mandate and the host population. With the above theories and concepts, it can be argued that gender mainstreaming in peacekeeping is a dynamic area in which little research has been conducted. Given the discussion on how mainstreaming can have an impact on gender in a mission, it would therefore be interesting to ask if a change in gender relations created within conflict resolution processes affects the stability of the post war period and perhaps even the likelihood of a return to armed conflict as prescribed by theories in this field. The project seeks to critically analyze gender mainstreaming UNMIL during and after the war. Recommendations will therefore be drawn in an attempt to seal the gap as seen in various concepts of scholars.

[20] A slight change can be noted in more recent documents. The Gender Resource Package (DPKO 2004: 209ff) for example does ask how to increase women's access to resources or to revise legislation like property laws to make sure they don't discriminate against women.

## 1.4 CONCEPTUAL FRAMWORK

Gender refers to the roles and responsibilities of men and women that are created in our families, our societies, and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes, and behaviours of both women and men (femininity and masculinity). Gender roles and expectations are learned. They can change over time, and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age, and others modify gender roles. In addition, gender refers to the socially constructed roles, responsibilities, norms, expectations, and stereotypes accorded to men and women in areas such as, for example, the division of labour, power-sharing, and decision-making.[21] The concept of gender is vital because, when applied to social analysis, it reveals how subordination or domination is socially constructed. As such, the subordination can be changed or ended.

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. It therefore refers to the full incorporation of

[21] Gender and Peacekeeping Operations. Generic Training. Training and Evaluation Service. Military Division. DPKO. United Nations. p. 82-84.

gender perspectives into all peacekeeping activities, from the initial stages of ceasefire negotiations and the establishment of mandates for peacekeeping operations, to post-conflict situations.[22] The ultimate goal is to achieve gender equality. This is relevant to the conceptual model since this information will be used to draw up analytical frame work and carry out a descriptive study of the case.

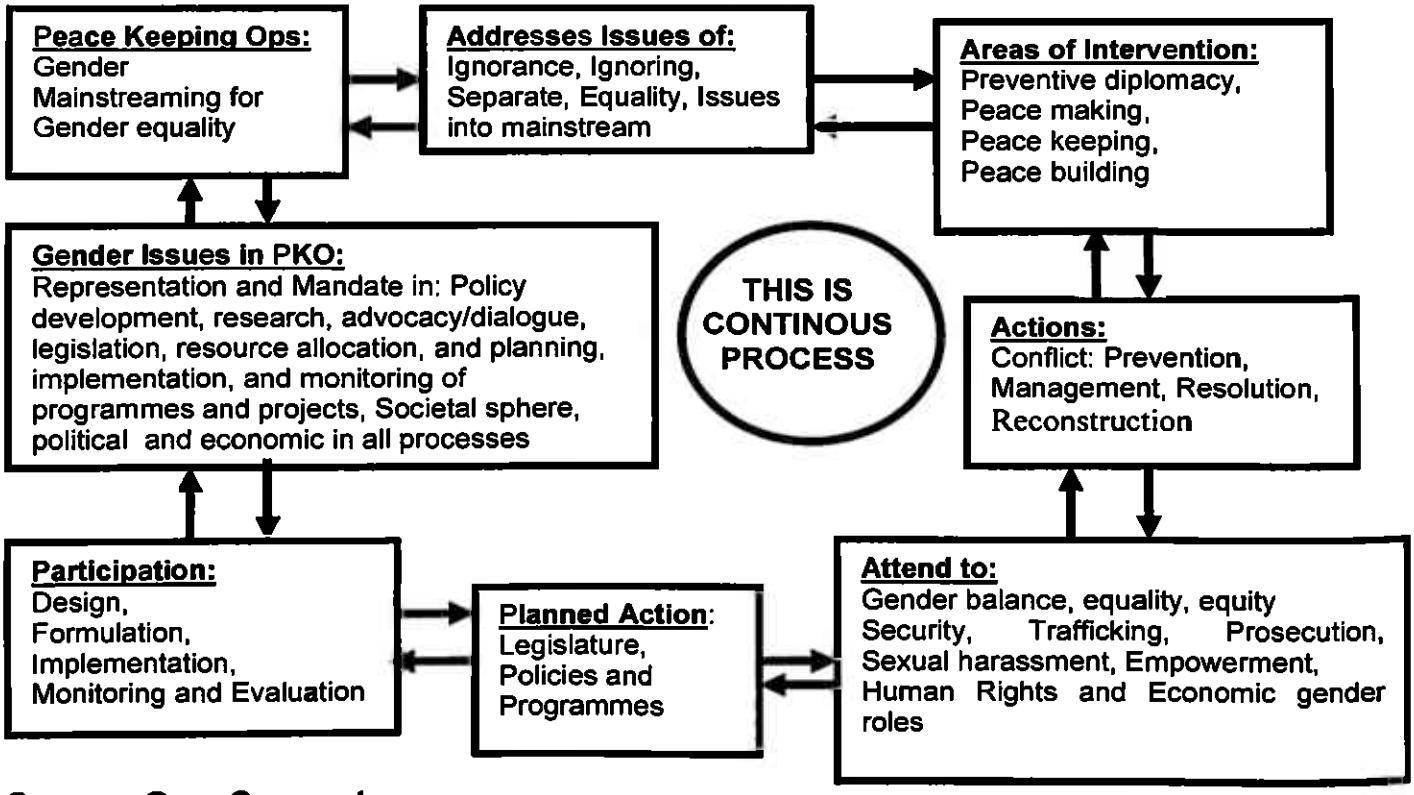
The perspectives and misunderstandings about gender studies in PKOs is a controversial issue. It can be so for many reasons, such as confusion between sex and gender. Understanding the effects of war on women, the abuse of women's rights, the treatment of women by peacekeepers, and the exclusion of women in public affairs is very important. The purpose of this is not to exclude males, but to correct the gender balance. Gender therefore has far-reaching implications. Learning about gender issues helps us to understand the importance of gender roles and their responsibilities throughout all peacekeeping and peace-building processes. This therefore, paves way for Gender mainstream.

The study will take the form of a conceptual study. The development of such a framework is necessary in order to assess what effects the joining processes have on the society in which they operate, especially with regard to gender mainstreaming. The conceptual model is informed by literature concepts used

[22] Report of Secretary General, Gender Mainstreaming in peacekeeping activities. February 2003 (A/57/731).

and the analysis that fills the gap. To operationalize the concept, a mechanism has been designed with casual arrows connecting to variables in tables. The frame work shows how the concept of gender mainstreaming in peacekeeping should operate. It is intended to address certain key issues of gender in all processes of peacekeeping. The area of intervention and actions include conflict prevention, management and resolution. The concept further attempts to solve some of impediments that usually affect gender in peace keeping missions. Policies and preprograms are drawn to address peacekeeping actions and indicate areas of participation that require gender mainstreaming. The cycle finally reaches the end state having fulfilled the obligations of gender equality by representation in the societal spheres, political and economic development with ultimate goal to achieve gender equality. This now becomes a continuous reaction and a counter reaction cycle as seen in table 1, below.

***Table 1*: A conceptual Framework**




***Source:* Own Concept**

## 1.5 HYPOTHESIS

The UN Charter prescribes equality and the norm of non-discrimination. Therefore:

- The assumption is that, a peacekeeping operation of a gender mainstreaming character, which manages to contribute to peace that contains equal gender relations, should be longer lasting than peace, which is highly unequal in gender terms.
- It is hoped that gender mainstreaming in peacekeeping can have positive effects on gender relations in respect to social (security, trafficking, prostitution, sexual harassment), political (democracy, women's organizations and human rights) as

well as economic (future employment, economic gender roles) areas with the ultimate goal to achieve gender equality.

## 1.6 METHODOLOGY

During the research, I used both primary and secondary sources. The primary sources included: informal, formal and unstructured interviews, and independent consultation. Through the internet and telephone, I interviewed various categories of people in the area under this case study. These included:

- Both the UNMIL Force Commander and CIvPol Commander,
- UNIFEM National programme Officer,
- UNMIL Gender Advisor, Monrovia, Gender desk in the Ministry of Gender and Development- Liberia,
- Liberia Women's Initiative (LWI),
- Mano River Women Network for Peace (MAWONEPT) and,
- Women in Peace-building Network (WIPNET).

The secondary sources and data included:

- Analysis of the available literature. The literature from the libraries (Books, Journals, Magazine and Articles) which helped me to know the studies and research already done in the study.
- The Lectures in the hall sessions by resource persons has enhanced my understanding of the international conflicts and international relations and putting Gender and peacekeeping into a wider perspective and
- Internet facility has helped me to have in depth a background of the conflict in this case study.

## 1.7 LIMITATIONS OF THE STUDY

The study is limited the following:

- To the few people representing others who I will interview.
- Lack of budget for the research.
- Lack of enough time for the research.
- The project is also limited to UNMIL in Liberia during the year 2003-2007 as a chosen area of study, although some conclusions and recommendations might also apply to all peacekeeping operations after this study is complete.
- A last limitation is that the study is developed with the help of a conceptual model by using diagrams and casual arrows to show the linkages in the concept used.

## 1.8 CHAPTERS OUTLINE

The project is structured in 5 Chapters. Chapter 1 is the Introduction. It gives the background and introduction. This serves to make the reader familiar with Liberia, the problem statement and the literature review of the project. It also gives the reader an overview of the area where this survey was conducted. Based on this, deductions are drawn which I will reflect in the study findings. Chapter 2 is Gender mainstreaming in United Nations Peacekeeping Missions. It attempts to highlight the concepts of gender mainstreaming in peacekeeping citing various examples across the global. To this effect, lessons are drawn that informs the project. Chapter 3 is the Case Study. It links the UN gender mainstreaming efforts, processes and programmes to the UNMIL in the period under review. Findings are also highlighted that are used to inform the study. Chapter 4 is the Critical Analysis. In here, the mission is critically analyzed to find

out the impact the gender mainstreaming has had to the mission and the Liberian people throughout the civil war in the period under study. The findings of the pre- and main survey are therefore described, discussed and presented.

Chapter 5 is the final. It gives Conclusion and Recommendations. It sums up the main findings and gives recommendations regarding to the future research as well as the future of the gender mainstreaming program in Peacekeeping operations. The project is supported by footnotes and four annexes.

## CHAPTER TWO

## 2. GENDER MAINSTREAMING IN UN PEACEKEEPING OPERATIONS

This chapter focuses on the concrete gender main streaming measures that have been implemented at a DPKO level, placing emphasis on the period following Resolution 1325 in the year 2000. The study, will highlight initiatives undertaken in response to Security Council Resolution 1325 on Women, Peace and Security adopted on October 2000, in which the Council underlined the vital roles of women in conflict resolution, and mandated a review of the impact of the armed conflicts on women and girls, the role of women in peace building, and the gender dimension of the peace process in conflict resolution.

### 2.1 Women, Peace and Security

It is true that armed conflicts affect especially women and girls compared to men and boys.[23] This phenomenon is closely related to gender roles and gender equality existing before conflict, which are usually exacerbated during conflict.[24] Women and girls endure untold suffering during armed conflicts, yet until recently they have been largely absent from the peace processes that follow.

Awareness of this discrepancy was raised during the 1990s, when the number of such conflicts surged.[25] As a result, the priorities of the international community

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[23] Kameri, Mbote, P, Gender, Conflict and Regional Security ( Mwagiru M,ed): African Regional Security in the Age of Globalization, Heinrich Boell Foundation, Nairobi,2004

[24] Goldstein, Joshua, War and Gender: How Gender shapes the war system and vice versa, Cambridge University Press, 2001.

shifted towards assisting women affected by conflict situations and integrating a gender perspective into policies and institutional mechanisms for building peace. These previously neglected issues gained even greater urgency following reports of massive crimes against women during the conflicts in Rwanda and the former Yugoslavia, as well as an increased number of reports of abductions and forced slavery of girls during the conflicts in Sierra Leone, Liberia and elsewhere. International awareness solidified in early 2000, when the Rome Statute establishing the International Criminal Court recognized rape as a war crime. This recognition strengthened calls for a systematic review of the impact of armed conflict on women and of their role in building peace.

In conflict areas throughout the world, women's movements have worked with the UN to rebuild structures of peace and security, to rehabilitate, and reconcile societies, to protect refugees and the internally displaced, to educate and raise awareness of human rights and the rule of law.[26] The recognition from the court and from the international community also meant that the time was ripe for the establishment of institutional framework to address the concerns and roles of women in the conflict environments. The break through came about in the October 2000 with the adoption of UNSCR 1325 on women, peace and security[27] which was the fruit of the combined efforts of women's organization in conflict

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[25] E. Rehn and E. Johnson Sirleaf, Women, War and Peace: UNIFEM-commissioned Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. (New York: 2002).

[26] Gardam J and M. Jarvis, Women, Armed Conflict and International Law. Kluwer Law International, The Hague, 2001.

[27] UN SCR 1325, New York, 2000.

affected areas and the UN system as well as the firm support of some members of the security council.

Within the organization itself, the integration of gender perspectives in peace and security areas has become a central strategy. An Inter-Agency Task Force on Women, Peace and Security has been established to address the role of women in peacemaking, peacekeeping, humanitarian assistance and other activities. An understanding of gender issues is critical to peacekeeping activities because of the need for peacekeeping personnel to respond appropriately to the different ways that women, men, girls and boys are affected by armed conflict and its aftermath.

## 2.2 The Security Council Resolution 1325

The Security Council resolution 1325 provides the most important mandate for mainstreaming gender perspectives in peacekeeping operations.[28] It recognizes the contribution of women to the maintenance and promotion of peace and security, while acknowledging their specific needs and concerns in armed conflict and its aftermath. The resolution also reaffirms women's roles in the prevention and resolution of conflicts and in peace building, stresses the importance of their equal participation and full involvement in all efforts to maintain and promote peace and security, and highlights the need to increase their role in decision-making regarding conflict prevention and resolution. At the heart of the resolution is the recognition that an understanding of the impact of armed conflict on

[28] Report of the Secretary General: Women, Peace and Security. October 2004.

women and girls, together in the peace process, can contribute significantly to the maintenance and promotion of international peace and security.[29]

With the adoption of Security Council Resolution 1325, the United Nations and member states have expressed commitment to incorporating gender perspectives into peacekeeping operations, increasing the number of women in peacekeeping, training peacekeeping personnel on gender, and ensuring that UN field operations include a gender component.[30] Among other mandates, Security Council resolution 1325 calls for:

- The appointment of more women Special Representatives of the Secretary-General in peacekeeping missions;
- An increase in the number of women serving in filed operations, especially among military observers, civilian police and human rights and humanitarian personnel;
- The inclusion of a gender component in field operations;
- The provision of training guidelines to Member States on the protection of women and gender mainstreaming;
- The incorporation of gender perspectives into peace negotiations and constitutional, electoral and judicial systems;
- The adoption of measures to protect women from gender-based violence, including rape and other forms of sexual abuse and;
- The mainstreaming of gender in the Secretary-General's reports to the Security Council.

[29] Jean-Marie Gue'henno Under-Secretary-General for PKO, Gender Policy Statement. New York, 2005.
[30] Platform for action, Beijing, 1995.

The UN has implemented several tools regarding the incorporation of a gender perspective in the organization. However, it was starting in the year 2000 that more concrete measures have been introduced in order to consider gender issues in modern armed conflicts, which has led the organization to deploy more complex, multidimensional and multidisciplinary peacekeeping operations.[31] See **ANNEX B-1 (a** and **b).** Within this context, it has been proven that women's contribution is strategically important and invaluable in order to maintain, build, and promote world peace.[32]

## 2.3 Incorporating a Gender Perspective in Peace Keeping Operations

In March 2000, in the Statement of the Security Council (SC) on the occasion of International Women's Day, the chairman recognized the link between peace and gender equality and the crucial role that the full participation of women in peace operations plays in establishing sustainable peace. It was May 2000 that the DPKO, in coordination with Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), organized a seminar on "Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations," called the Namibia Plan of Action,[33] in which they urged the Secretary-General (SG) to ensure that appropriate follow-up measures be taken to implement this plan. Furthermore, they insisted that Member States must be consulted to review the progress measures undertaken. From October 2000 to March 2006, Resolution

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[31] Ibid.
[32] In DPKO at Headquarters, women at present hold 67% of P-2, 33% of P-3, 27% of P-4, and 33% of P-5 posts. They are 18% at the D-1 level and none at the D-2 level. There are also no women at the ASG or USG level, July 2000.
[33] DPKO-OSAGI, Namibia Plan of Action. May 2000.

1325 and its implementation process allowed the UN to carry out a series of initiatives as seen in **ANNEX B-2.**

Today, a gender perspective has become integral to all UN conflict prevention and peace-building, peacekeeping, rehabilitation and reconstruction efforts.[34] It also focuses on the full involvement of women in all aspects of promoting and maintaining peace and security, with a strengthened role in decision-making. It further recommends specialized training for peacekeepers on the protection, special needs, and human rights of women and children at all levels of PKO. Finally, it requests that the UN Secretary General include in his report the progress made on gender mainstreaming in PKO, as well as the need to consolidate data on the impact of armed conflict on women and girls.

Further more, the Brahimi Report (A/55/305 - S/2000/809), in its part III. B. 96 states: "A comprehensive list of potential SRSGs, Force commanders, police commissioners and potential deputies, as well as candidates to head other substantive components of a mission, representing a broad geographic and equitable gender distribution. Such a database would facilitate early identification and selection of the leadership group. Furthermore, part VI. 272 reads: "...and they must also treat one another with respect and dignity, with particular sensitivity towards gender and cultural differences."[35] The Millennium

[34] The SC Resolution 1325, New York, 31st October 2000.
[35] The Brahimi Report, 2000.

Declaration[36] (passed by the General Assembly).This reaffirmed in the Organization and its Charter as "indispensable foundations of a more peaceful, prosperous and just world." The following points make specific reference to gender-related issues:

- Point 20 (issue III) declares: "To promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable."
- Point 25 (issue V) reads: "To combat all forms of violence against women and to implement the Convention on the Elimination of All Forms of Discrimination against Women" (CEDAW).
- Point 30 (issue VIIII) indicates: "To strengthen further cooperation between the UN and national parliaments through their world organization, the Inter-Parliamentary Union, in various fields, including peace and security, economic and social development, international law and human rights and democracy and gender issues."

## 2.4 Gender Mainstreaming in UN

Mainstreaming gender into peacekeeping activities demands the full incorporation of the priorities of both women and men in all processes for sustaining peace. This process should begin during the initial stages of ceasefire negotiations and the establishment of mandates for peacekeeping operations and carry through to post conflict situations.[37] It also requires ongoing review and analysis of the policies and interventions of peacekeeping missions to

[36] The Millennium Declaration, 2000.
[37] Report of Secretary General on gender mainstreaming in peacekeeping activities, A/57/731, New York, 2003.

ensure that the principle of equality between men and women in the host population is fully integrated into all functional areas of the Missions Work.

Since the adoption of Security Council resolution 1325, the Department of Peacekeeping Operations (DPKO) has strengthened institutional mechanisms for gender mainstreaming in all aspects of peacekeeping. Some positive interventions include:

- The establishment of gender units in all multidimensional peacekeeping operations and the appointment of a Gender Adviser at Headquarters;
- The systematic inclusion of gender concerns in all new peacekeeping mandates;
- The development of a wide range of policy and operational tools and resources to facilitate missions, including a Gender Resource Package, a departmental Gender Policy Statement and operational guidelines for gender mainstreaming in specific functional areas of peacekeeping;
- The development of gender awareness training materials for use in pre-deployment and induction training for military and civilian police personnel and;
- The expansion of partnerships with other UN entities, non-governmental organizations (NGOs) and Member States to advance gender mainstreaming.

### 2.5 Gender Advisers in UN

The post conflict period presents a unique opportunity to reshape societies and reverse long-standing cultural and institutional gender-based discrimination. During the post-conflict transition period, gender advisers work with mission staff-civilian and uniformed as well as counterpart institutions in host countries,

providing practical guidance on strategies for addressing the specific needs of men and women.

Gender advisers in peacekeeping missions are staff members responsible for supporting the implementation of Security Council resolution 1325. By incorporating innovative strategies for advancing the rights of women in these solicits, gender units play a critical role in guiding staff working in the different functional areas of UN peacekeeping including disarmament, demobilization and reintegration (DDR), police, military, mine action, human rights, elections and rule of law. They also provide capacity-building and training support to counterpart institutions in government and civil society in host countries.

Practical examples of the way in which Gender Advisers work to support implementation of Security Council resolution 1325 include:

- Training staff to integrate a gender perspective into the various functional areas of peacekeeping, responding to the special needs of women in the host country and supporting measures for preventing and responding to gender-based violence;
- Advising senior management on strategies for integrating gender perspective into policy and decision-making;
- Working with DDR units to ensure that the special needs of women are taken into consideration (for example, by advocating for the revision of the eligibility criteria to ensure the inclusion of women associated with fighting forces in the process, ensuring separate and secure quarters for women in demobilization camps and

giving women opportunities for creating livelihoods for themselves and their families);

- Advocating for the increased participation of women in political decision-making processes, either at the early nation-building phase by working to include gender concerns into constitutional review processes, or at later stages by promoting the increased participation of women in political campaigns and elections;
- Forming partnerships with local women's groups, NGOs and civil society organizations and providing them with resources to implement training and project activities in support of gender mainstreaming, as well as undertaking regular consultations with these groups and working to integrate their concerns into policy-making processes within the missions;
- Advocating for greater participation of women in all functional areas of peacekeeping and;
- Assisting government counterparts to integrate gender perspectives into all aspects of the transition process.

### 2.5.1 Gender Advisers in Peacekeeping Missions

Out of 18 UN peace operations, 10 currently have dedicated full-time gender advisory capacity. These include Afghanistan (UNAMA), Burundi (ONUB), Cote d'Ivoire (UNOCI), Democratic Republic of the Congo (MONUC), Haiti (MINUSTAH), Kosovo (UNMIK), Liberia (UNMIL), Sierra Leone (UNAMSIL), Sudan (UNMIS), Timor-Leste (UNOTIL).[38]

[38] UN DPKO, report, 2000.

### 2.5.2 Focal Points in peacekeeping Missions

Missions without fuil-time Gender Advisers have Gender Focai Points, who are full-time mission staff assigned additional gender-related responsibilities. Gender Focal Points are present in the following missions; Cyprus (UNFICYP), Ethiopia and Eritrea (UNMEE),Georgia (UNOMIG),Middle East (UNTSO),Syrian Golan Heights (UNDOF and Western Sahara (MINURSO). See **ANNEX B-3.**

### 2.5.3 The Gender Advisors at the Headquarters

In 2003, to increase coordination between Gender Advisers in missions and those at Headquarters, and to support the process of gender mainstreaming at Headquarters, Member States approved the creation of full-time gender Adviser post DPKO headquarters. The Gender Adviser's role is to:

- Advises the Department on policy options and strategies to support the integration of gender perspectives into its work;
- Provides policy guidance and support to the Gender Advisers in peacekeeping missions;
- Oversees the design of a comprehensive framework and action plan to guide the implementation of Security Council resolution 1325 in all areas of the Department's work;
- Researches and analyses gender issue within peacekeeping operations and keeps repository of best practices and lessons learned;
- Collaborates with the Training Sections in DPKO to enhance and develop tools and resources to support staff capacity building;

- Brokers partnerships with key stakeholders in the UN system, and with Member States, regional organizations and NGOs;
- Supports the incorporation of gender perspectives into existing policy guidelines and procedures where necessary and supports the development of specific guidelines for gender mainstreaming and ;
- Coordinates internal and external reporting requirements.

## 2.6 Main Partners

Strategic partnerships are essential to gender mainstreaming in peacekeeping operations. Within DPKO, partnerships are formed through collaboration with designated focal points in different offices. In the wider UN system, partnerships are created through contributions to inter-agency gender mainstreaming and reporting processes and collaborative initiatives with individual UN entities. These include:

- Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI);
- UN Development Fund for Women (UNIFEM);
- Office for the Coordination of Humanitarian Affairs (OCHA);
- United Nations Children's Fund (UNICEF);
- United Nations Population Fund (UNFPA);
- United Nations Development Programme (UNDP);
- Office of the High Commissioner for Human Rights (OHCHR);
- Office of the United Nations High Commissioner for Refugees (UNHCR and);
- United Nations Institute for Training and Research (UNITAR).

Externally, the gender units work in cooperation with Member States (donors and troop contributing countries), regional organizations, local and international women's groups, and networks of international NGOs, including the NGO Working Group on Women, Peace and Security.

## 2.7 Policies and Guidelines of Gender Mainstreaming in DPKO

### 2.7.1 Advances in Gender Mainstreaming

It must be remembered that United Nations Peacekeeping is a means to reach peace. Its performance is regulated by principles with the purpose of creating a positive political atmosphere to facilitate negotiations between hostile parties. Taking into account characteristics of multidimensional peacekeeping operations, and their impact on civilian population, it is imperative to understand how conflict affects the lives of women and girls compared to men and boys.

A review and appraisal of the implementation of the Beijing Declaration and Platform for Action[39] adopted at the and the outcome of the twenty-third special session of the General Assembly (2000), is mandated in the multi-year programme of work of the Commission on the Status of Women for its forty-ninth session in March 2005. An extensive knowledge of this special context will enable peacekeepers to do a better job in the field. The UN peacekeeping staff within the scope of this mandate, or any other organizations, assist the local population in redressing social inequities and avoiding past discrimination (such

[39] Plat form for action, Fourth World Conference on Women: Beijing, 1995.

as women's lack of access to decision-making at any stage of the process, limited access to education, or gender-based violence).

In this respect, DPKO has expanded its gender in-house expertise in gender mainstreaming. As reported, since April 2004, DPKO has full-time gender advisers, as well as in some peacekeeping operations. Since its creation, the UN has taken gender dimension into account at all levels of its organization. However, based on the Beijing Conference (1995), the Namibia Plan of Action and its "Mainstreaming a Gender Perspective in Multidimensional Peace Support Operation" (2000), the Brahimi Report (2000), and specifically after Resolution 1325 (2000), gender mainstreaming in PKO took on a special dimension.

### 2.7.2 Concrete Measures Taken in Gender Mainstreaming (GM)

Gender equality and women's rights have had the support of the highest levels within the mission (senior management). "The Head of Mission has the responsibility to promote and facilitate attention to gender perspectives in all areas of work. A clear commitment to the promotion of gender equality in the entire mission is required, from the conception of its mandate to its end"[40] Gender Units in DPKO has a staff of gender experts. Its role is "to promote, facilitate, support and monitor the incorporation of gender perspective in peacekeeping operations." The mission's concept will determine where the

[40] Josiah Rosenblatt, U.S. Minister-Counselor for Political Affairs remarks in the UN Security Council, Women, Peace and Security. New York, 2002. PP. 76-77.

gender unit will be located in the mission structure. See **ANNEX B-4** on OGA strategies.

During planning the PKO process, for new or expanding PKOs, a panel of interagency gender experts must provide an initial baseline of the gender situation in the host country. These reports can be used to program gender issues for the mission. During mandate implementation, and before developing a program to mainstream gender issues in the mission's policies, program and activities, there is need to understand the real gender situation of the host country in order to identify areas of possible interventions.[41] These must be included in the Mandate in order to achieve better results with limited resources. In others words, a gender analysis of the situation is required.[42] During the programming of the mainstreaming process, priorities of functional areas in which the mandate has been determined must be defined. Areas still under gender mainstreaming must be focused on the short, medium, or long term plans.

### 2.7.3 Training in Gender Issues for Peacekeeping Personnel

Res. 1325 regarding training include:

- Point 5: "Express its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operation includes a gender component."

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[41] Otunnu, Olara and Michael Doyle, eds. Peacemaking and Peacekeeping for the New Century. Rowman and Littlefield: New York, 1998.

[42] Stiehm, Judith. Peacekeeping and Peace Research: Men's and Women's Work. Women and Politics. Vol 18 (1), 1997, pp.27-51.

- Point 6: "Request the Secretary-General to provide Member States with training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace building measures, inviting Member States to incorporate those elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment, and further request the Secretary-General to ensure that civilian personnel of peacekeeping operation receive similar training."[43]

The following are the goals of gender training in DPKO:

- To ensure that peacekeepers (military, UN police, civilians) "have a common understanding of the values they are to uphold when working for the United Nations," which includes the principles of equality between women and men and nondiscrimination based on sex;
- To help peacekeepers understand the social context where the peacekeeping operation has been implemented;
- To help peacekeepers become aware of the positive or negative impact their actions can have in the host country;
- To improve the "effective discharge of the mission's mandate and reduce both harmful forms of behaviour by personal and unintended negative effects of mission policies and programmes";
- To reduce misconduct, such as sexual harassment in the workplace or sexual abuse and exploitation of the local population by peacekeepers and;

[43] UN Department of Peacekeeping Operations. Handbook on United Nations Multidimensional Peacekeeping Operations. New York: Peacekeeping Best Practices Unit, 2000.

- To ensure the UN policy of non-discrimination based on sex and equality between women and men, boys and girls.

### 2.7.4 Positive Effects of Gender Mainstreaming Training

These include:

- Common understanding of the values when working for the United Nations;
- Common understanding of principles of equality between women and men and non-discrimination based on sex;
- Common understanding of the social context where PKOs are deployed and the impact of its behavior;
- Reduce misconduct, Ensure UN policy of non-discrimination based on sex and; Promote gender equality between women and men, boys and girls.

### 2.7.5 Steps for Gender Training at DPKO

The programme includes:

- Pre-deployment gender-awareness training (under the responsibility of Member States, detailed in Res. 1325, point 6, based on the Generic Training package of the Training and Evaluation Service of DPKO);
- In-mission gender awareness training (given in some missions to military, UN police peacekeepers—separated from civilians—as induction training upon arrival to the mission) and;
- Headquarters gender-awareness training based at Headquarters is organized by the DPKO Executive Office. By request of OHRM (Office of Human Resources Management), the UN Secretariat can organize programmes on gender awareness and related courses for DPKO staff at HQ.

## 2.8 Gender Mainstreaming in Practice

In the seven years since resolution 1325 was adopted, DPKO has made important strides to legitimize gender mainstreaming in peacekeeping as a core component of mission activities. Still, building a common understanding of how to apply gender perspectives in practice is an ongoing challenge that is as relevant for peacekeeping personnel as it is for Member States.[44]

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

Given the critical role played by peacekeeping missions in laying the foundation for post conflict societies, mainstreaming a gender perspective in all operational activities (disarmament, demobilisation and reintegration, rule of law, elections

[44] UN Department of Peacekeeping Operations. Policy Directive on Gender Equality in Peacekeeping Operations. New York: November 3, 2006.

and capacity development of national institutions) is vital for institutionalising the principle of equal rights for women and men within the framework of reconstruction. However, an appreciation of the long-term impact peacekeeping interventions has on defining the roles of women and men in the post-conflict context and of the need therefore to adopt gender-sensitive approaches – has yet to take root in the decision making that informs the work of all DPKO personnel. See **ANNEX B-4**.

The notions that gender advisers are catalysts in gender mainstreaming efforts and that gender mainstreaming is the responsibility of all staff have also failed to be universally accepted. Generally, the tendency remains to transfer all responsibility on the issue to the gender adviser. There needs to be a wider appreciation that while gender units are responsible for overseeing the rationalization and coordination of gender activities, and for providing technical guidance to staff, gender mainstreaming is a collective responsibility. Along the same lines, the mandate of gender advisor requires them to support gender mainstreaming within the missions to be supported, as well as help to build capacity and partnerships with governmental counterparts and women's organizations in the host country which will ensure their participation in all aspects of the transition. Unfortunately, this mandate remains poorly understood. The net result is that gender units remain inadequately resourced to effectively fulfill this dual role.

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

## 2.9 Gender Mainstreaming in Transitional Processes

### 2.9.1 Peace Negotiations

Ensuring women's participation at the peace table remains a major challenge in most recently negotiated peace agreements. Women's participation in peace negotiations provides a starting point for ensuring that their perspectives will be reflected in the agreements that lay the foundation for post-conflict peace-building. For example, a comprehensive peace agreement was signed to end decades of war between North and South Sudan. Despite strong advocacy on

the part of Sudanese women to participate in the peace negotiations, only two women were involved in the Inter-Governmental Authority on Development (IGAD)-led negotiations.[45] While the parties in conflict have ultimate responsibility for determining the composition of the negotiating teams, there is room for international mediators and facilitators to influence and guide such processes to ensure increased participation of women in discussions that will determine the nature and shape of post-conflict societies. This role of the international community requires further strengthening in the future.

### 2.9.2 Mission Planning

Resolution 1325 calls for the inclusion of gender components in peacekeeping operations. In response, DPKO ensured that all new missions established in 2004 included gender expertise in the planning phase. This has provided an effective way to integrate gender perspectives into the mission mandate. DPKO gender advisers participated in inter-agency assessment missions conducted prior to the finalization of the mandates of missions in Burundi, Cote d'Ivoire, Haiti and most recently Sudan.[46] For example, Security Council Resolution 1590, which established the peacekeeping mission in Sudan, reaffirms resolution 1325, including the need to address gender-based violence and to ensure that the DDR

[45] Resolutions of the 2nd Regular Meeting of IGAD Ministers-in-Charge of Women's Affairs was held on 4th Juy 2002 in Addis Ababa, Ethiopia.

[46] Aboagye, Festus B. A Perspective on Managing the Fundamental Issues. paper prepared for the Seminar on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. Windhoek, Namibia, May 2000.

process is gender-sensitive. Resolution 1545, which established the UN Mission in Burundi made the same references and further requested that the Secretary-General ensure through his Special Representative that "ONUB personnel give special attention to issues related to gender equality."[47]

### 2.9.3 Disarmament, Demobilization and Reintegration

The direct and indirect roles played by women and girls during combat were clearly acknowledged in resolution 1325, which calls for the integration of gender perspectives into DDR programmes and the inclusion in such programmes of those who assume support roles in combat. Over the last year, gender units have strongly supported the implementation of gender-sensitive DDR programmes in peacekeeping missions.[48] The objective has been to ensure that these programmes effectively target female ex-combatants and women associated with fighting forces. The results of these efforts have been mixed.

UNMIL in Liberia acknowledged women associated with fighting forces as eligible for support under its DDR programme, but this success was not replicated in the Democratic Republic of the Congo (MONUC) or in Burundi (ONUB). The DDR programme in UNMIL was broadened to target not only those women who engaged in active combat, but also those women and girls who played support roles as cooks, sex slaves and porters during the conflict. A revision of the

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[47] Security Council Resolution 1545, Gender Advisor was appointed to ONUB in 2004.
[48] Addressing Gender Issues in Demobilization and Reintegration Programs. de Watteville, Nathalie, Africa Region Working Paper Series, World Bank, May 2002.

eligibility criteria ensured that women who presented either a weapon or at least 150 rounds of ammunition qualified for inclusion in the DDR programme.[49]

In addition, the mission, in collaboration with the Ministry of Gender and Development and women's organisations in Liberia, launched a strong public information campaign to encourage women and girls to come forward and participate in the programme. Over 21,000 women ended up qualifying for support, compared to the estimate of 2,000 during the assessment phase. In ONUB's gender unit closely monitored the living conditions of women in the cantonment sites, and in collaboration with the UN Children's Fund (UNICEF) and the UN Population Fund (UNFPA) worked to ensure that women ex-combatants, particularly pregnant and nursing mothers, received adequate reproductive health care and drugs. Out of a total of 16,491 demobilised soldiers in ONUB as of August 2005, 485 were women.

Ensuring the effective reintegration of female ex-combatants and women associated with fighting forces has been a common challenge in missions that have implemented DDR programmes. In both UNMIL and ONUB, quick impact project activities funded through the mission are providing important avenues to support women ex-combatants. In ONUB, the gender unit strongly advocated the integration of women ex-combatants into the newly established police force as part of the support effort for their reintegration. This has ensured the successful

[49] DDR Issue Brief at UNIFEM: Women, War, Peace, New York, 2004.

absorption of 231women ex-combatants into the Burundian police force. The MONUC gender unit, in collaboration with UNIFEM and the UN Development Programme (UNDP), implemented a training programme for the national DDR team as part of a strategy to ensure that women who were not included in the disarmament and demobilisation process are able to access support in the reintegration programme. A technical group on gender and DDR has been established to oversee this process, and a project, 'Identification of Women Associated with Armed Groups in the DRC', has been launched by the technical group.

### 2.9.4 Police

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

Gender units in MONUC, UNMIL, ONUB and UNAMSIL are implementing gender training activities for staff of national police forces. In UNAMSIL, such training extends to the senior command of the Sierra Leone Police, while in MONUC, recent training activities have targeted police officers responsible for overseeing electoral security in the forthcoming elections. UNMIL has made efforts to institutionalize such training activities both within the national police force and within the civilian police component in the mission .Additionally, the gender unit has provided support for the development of a gender policy for the Liberian national police.[50] Ongoing gender training activities have led to heightened awareness among female police officers in the Congolese forces of their rights. In the case of MONUC, this is contributing to more vocal demands by female officers to address institutionalized forms of discrimination within the force. The appointment of a gender specialist within the civilian police component in UNMIK is also providing opportunities to further develop staff capacities related to gender. Special units to address gender-based violent crimes, including sexual violence, have been established within national police forces in a number of countries with peacekeeping missions.

In UNMIL, a women and children's unit has been recently established with funding from UNICEF, drawing on the experience of the Family Support Units in Sierra Leone, which provide a model for addressing the specific needs of women victims of crime. Specialized civilian police officers work in twenty Family Support Units across the country and provide training for the more than 140 staff

[50] OGA report, Monrovia, 2005.

members of the units. In MINUSTAH, the gender unit and civilian police are finalizing a pilot project to establish private rooms within police stations where women can confidentially report violent crimes. In ONUB and UNMIS, discussions are ongoing between the gender units and the civilian police to establish similar units to better serve women victims of violence. Drawing from the experience in Sierra Leone, there is a need to ensure that these units are provided with adequate resources to function effectively and to eventually evolve into mechanisms to provide public education and prevent crimes against women.

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

force has ensured that on average, for every 300 to 400 new officers recruited to the Sierra National Police Force, about 75 are women.[51]

Other areas of mainstreaming gender include Judicial, Legal and Correctional Systems and Constitutional Reforms/Elections. The Gender-Based Violence has increased awareness that gender-based violence threatens women's human rights and sustainable peace, the scourge continues unabated, undermining women's health and security in post-conflict, HIV/AIDS, public information and media and training and capacity development for peacekeeping personnel.

This chapter has discussed the rationale, mandates and mechanisms for mainstreaming gender throughout Peace Support Operations (PSOs). At this critical time in the development of gender mainstreaming within PSOs, it aims to contribute to the growing debate of 'How' gender mainstreaming policy can be translated and entrenched in practice.

The adoption of Security Council Resolution 1325 on Women, Peace and Security in October 2000, represented a significant advance in support of gender mainstreaming. The responsibility now lies with the UN and its Member States to implement agreed standards and policies on gender mainstreaming. For this to be realized, a clearly mandated and resourced implementation strategy is required for the multiple areas of operation.

[51] DPKO report, New York, 2005.

While the study shows that positive steps have been taken to implement the resolution, women still form a minority of those who participate in peace and security negotiations, and receive less attention than men in post conflict agreements, disarmaments and reconstruction. The challenges remain to be the full implementation of the landmark document that Resolution 1325 represents. During and after armed conflict, the different interests, needs and priorities of women, men, girls, and boys in a host country need to be understood and taken into account so that the entire population can benefit equally from peacekeeping efforts and so both men and women can participate in consolidating peace and rebuilding conflict-torn societies.[52]

Currently, despite the fact that the legal instruments, standards and agreements are for the most part in place, the mechanisms for implementing these still need to be developed. A start has been made by integrating gender into a code of conduct for peacekeepers, mandates for peacekeeping missions, procedures for the international criminal court and training materials for peacekeepers.

[52] Guéhenno, Jean-Marie, Gender Resource Package for Peacekeeping Operations. UN DPKO, NY. USA. 2004.

## CHAPTER THREE

## 3. THE CASE STUDY

This chapter provides an outline of gender, conflict and peace process in Liberia. In particular, it provides a perspective of gender, outlining the experiences of violence against women and girls and the legal framework for their protection. This then provides a backdrop to the gender framework of UNMIL and its efforts to mainstream gender in the peacekeeping operation from 2003 and onwards. The synopsis also highlights the challenges, the lessons learned and the best practices that have derived from the role and functions of the Gender Unit in the UN Mission in Liberia (UNMIL).

### 3. 1 History

Civil war in Liberia claimed the lives of more than 250,000 people - mostly civilians - and led to a complete breakdown of law and order.[53] It displaced scores of thousands of people, both internally and beyond the borders, resulting in some 850,000 refugees in the neighboring countries. See **ANNEX C-1**. Fighting began in late 1989, and by early 1990, several hundred deaths had already occurred in confrontations between government forces and fighters who claimed membership in an opposition group, the National Patriotic Front of Liberia (NPFL)[54], led by a former government official, Charles Taylor.

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[53] Ofeibea Quist-Arcton, Liberia: Desperation in Monrovia as Death Toll Soars, (Johannesburg: 2003), p.1.

[54] Armed groups that participated in the war include: AFL, LPC, LDF,NPFL,INPFL,NPFL-CRC,ULIMO,ULIMO-J,ULIMO-K, UN report, New York, 2003.

From the outset of the conflict, a sub regional organization, the Economic Community of West African States (ECOWAS), undertook various initiatives aimed at a peaceful settlement. The United Nations supported ECOWAS in its efforts to end a civil war. These efforts included establishing, in 1990, an ECOWAS's observer force, the Military Observer Group (ECOMOG). The Security Council in 1992 imposed an arms embargo on Liberia, and the Secretary-General appointed a Special Representative to assist in talks between ECOWAS and the warring parties.

After ECOWAS brokered a peace agreement in Cotonou, Benin, in 1993, the Security Council established the United Nations Observer Mission in Liberia (UNOMIL)[55]. Its task was to support ECOMOG in implementing the Cotonou peace agreement - especially compliance with and impartial implementation of the agreement by all parties. UNOMIL was the first United Nations peacekeeping mission undertaken in cooperation with a peacekeeping operation already established by another organization.

Delays in the implementation of the peace agreement and resumed fighting among Liberian factions made it impossible to hold elections in February/March 1994, as scheduled. In the following months, a number of supplementary peace agreements, amending and clarifying the Cotonou agreement, were negotiated. With the ceasefire in force, the United Nations successfully observed the conduct of the elections in July 1997. Mr. Charles Taylor was elected President. Following his inauguration on 2 August 1997, President Taylor formed a new Government

[55] UN Security Council Resolution 1509 S-RES-1509, (New York: 2003).

and announced a policy of reconciliation and national unity. UNOMIL's principal objective was achieved.

### 3.2 Period between 1997–2003

In November 1997, following the completion of UNOMIL's mandate on 30 September, the United Nations established the United Nations Peace-building Support Office in Liberia (UNOL), headed by a Representative of the Secretary-General. That first United Nations post-conflict peace-building support office was tasked primarily with assisting the Government in consolidating peace following the July 1997 multiparty elections. With the full support of the Security Council, UNOL facilitated the promotion of national reconciliation and good governance and helped mobilize international support for the implementation of reconstruction and development programmes.

The UNOL worked to fulfill the terms of a revised mandate, approved by the Security Council on 23 April 2003.[56] Under the terms of that revised mandate, and in addition to its initial tasks, UNOL was to focus on assisting the Government of Liberia in addressing its expressed capacity needs in the areas of human rights and the conduct of elections, as well as on developing a peace-building strategy integrating political objectives, programme assistance and human rights considerations.

However, the peace-building efforts of UNOL were seriously hindered by the inability of the Government and opposition party leaders to resolve their

[56] Resolution 1413 extending the mandate of the UN Office (UNOL) in Liberia, New York, 2003.

differences over key issues of governance. Meanwhile, the promotion of national reconciliation was undermined by systematic abuses of human rights, the exclusion and harassment of political opponents and the absence of security sector reform. These elements contributed to the resumption of civil war in Liberia, prompting the international community to call on the warring parties to seek a negotiated settlement of the conflict.[57]

On 8 July 2003, as fighting between Government forces and various warring factions intensified and humanitarian tragedy threatened, the Secretary-General decided (S/2003/695) to appoint Jacques Paul Klein of the United States his Special Representative for Liberia. He was entrusted with the task of coordinating the activities of the United Nations agencies in Liberia and supporting the emerging transitional arrangements. On 29 July, the Secretary-General outlined a three-phased deployment of international troops to Liberia, leading to a multidimensional United Nations peacekeeping operation.[58] He also indicated that, in view of the appointment of Mr. Klein, and the envisaged establishment of a United Nations operation in Liberia, the mandate of UNOL would naturally have to be terminated.

On 1st August 2003, the Security Council adopted resolution 1497 (2003), authorizing the establishment of a multinational force in Liberia and declaring its readiness to establish a follow-on United Nations stabilization force to be

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[57] Alao, Charles Abiodun, Jeremy Armon, Andy Carl, Max Ahmadu Sesay, and Samuel Kofi Woods, II, "The Liberian Peace Process: 1990-1996," Accord Programme, Conciliation Resources, 1996, "Chronology" section, London.
[58] Deployment of international troops to Liberia (S/2003/769), New York, 2003.

deployed no later than 1 October 2003. On 18 August 2003, the Liberian parties signed a Comprehensive Peace Agreement in Accra. By that Agreement, the parties requested the United Nations to deploy a force to Liberia under Chapter VII of the Charter of the United Nations to support the National Transitional Government of Liberia and assist in the implementation of the Agreement. With the subsequent deployment of the ECOWAS Mission in Liberia, the security situation in the country improved.[59]

### 3.3 Establishment of UNMIL

In September 2003, the Security Council welcomed the Secretary-General's report of 11 September 2003 and its recommendations[60] and unanimously adopted a resolution establishing UNMIL with up to 15,000 United Nations military personnel, including up to 250 military observers and 160 staff officers, and up to 1,115 civilian police officers, including formed units to assist in the maintenance of law and order throughout Liberia, and the appropriate civilian component.[61]

The Council requested the Secretary-General to transfer authority to UNMIL on 1 October from forces led by ECOWAS, which it commended for its rapid and professional deployment. Among other things, the Council also took note of the intention of the Secretary-General to terminate the mandate of UNOL and to transfer the major functions performed by that Office to UNMIL. See **ANNEX C-2**

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[59] Adebajo, Adekeye. Liberia's Civil War: Nigeria, ECOMOG, and Regional Security in West Africa. Boulder: Lynne Rienner Publishers, 2002.
[60] United Nations Security Council Document 875 S-2003-875 on 11 September 2003.
[61] United Nations Security Council Resolution 1509 S-RES-1509(2003), 2003, p.3.

As scheduled, UNMIL took over peacekeeping duties from ECOWAS forces on October 1, 2003. Some 3,500 West African troops who had been serving with ECOMIL vanguard force were provisionally "re-hatted" as United Nations peacekeepers. In a statement issued on that day, the Secretary-General welcomed this very important development and saluted ECOWAS for its role in establishing the security climate that paved the way for the deployment of UNMIL. He commended the Governments of Benin, Gambia, Ghana, Guinea-Bissau, Mali, Nigeria, Senegal and Togo who have contributed to UNMIL, as well as the United States for its support to the regional force. The Secretary General expressed confidence that UNMIL would be able to contribute in a major way towards the resolution of conflict in Liberia, provided all parties concerned cooperate fully with the force and the international community provides the necessary resources.[62] The mandate has since been extended to September 2008[63] following the fifteenth progress report submitted by the Secretary-General.[64]

## 3.4 Framing the Generic Issues of Gender

### 3.4.1 Armed Conflicts

Armed conflicts exacerbate inequalities between women and men, and discrimination against women and girls. As in many other conflict areas, girls face particular difficulties because they may be forced into early marriage as a coping

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[62] Report of the Secretary General Pursuant to Security Council Resolution 1579 (2004) Regarding Liberia, 2005).
[63] United Nations Security Council Resolution 1777 S-RES-1777, (New York: 2007), p.2.
[64] United Nations Security Council Document 479 S-2007-479 on 8 August 2007.

strategy in economically desperate households. Women in Liberia were actively engaged in conflict and had a complex experience.[65] Refugee, returnee and internally displaced women and girls suffer human rights abuses throughout their displacement, including their flight, encampment and resettlement settings. Weakened or lost social support structures result in less security, a higher risk of harassment or abuse, and problems in accessing the assistance that is necessary for survival.[66]

### 3.4.2 The Liberia Case

During the civil war, women were not only victims in armed conflict, they were also active agents.[67] Women were not only forced to fight a war they did not start, but they also contributed significantly to a search for peace. Being the most victims of the crisis, they began discussions with their counterparts in other Mano River Union Countries (who also became embroiled in the conflict by extension) in 1999 to stop the fighting in the Sub-region[68].

Although they were captives and sometimes dependants of the men, they were involved in planning and executing the war. Some chose to participate in the conflict or to provide non-military support, such as recruitment and spying. Others provided support in the usual domestic roles. It is important to note that while

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[65] Report of the Secretary-General to the Security Council on Women, Peace and Security (October 2004).
[66] Seifert, R., 1993, War and Rape: Analytical Approaches. Geneva: Women's International League for Peace and Freedom (WILPF)
[67] UNDP-UNIFEM joint programme with the police in Rwanda: 'Enhancing Protection from Gender-Based Violence', Kigali, 2005.
[68] Mano River Women Peace Network (MARWOPNET) report, 2005.

men were away for war, women also gained new economic roles through income-generating development programs and social responsibilities as 'temporary leaders' of their households and communities, bestowing on them greater self confidence and independence. Others were manipulated or driven into various other roles, including forced sexual slavery and coercion to work as domestic servants for fighting groups.[69] Also others decided to join through recruitment by friends or of their own choice.

The specific impact of conflict on women and girls therefore calls for specific responses. Gender-based differences and inequalities need to be addressed within holistic policies, planning and implementation in all peace operations, humanitarian activities, and human rights and economic security frameworks, as well as leadership and reconstruction efforts. On the whole, it appears that Liberian women have yet to regain one fourth of the professional and technical jobs they held in pre-conflict Liberia.

The civil war was characterized by rampant sexual violence including sexual slavery and the systematic use of rape as a weapon of war.[70] Massive population movements and the large scale deployment of troops in circumstances of chronic deprivation contributed to the spread of HIV and other STIs. Furthermore, social, cultural, and economic factors have also fuelled the epidemic. These include

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[69] William G. O'Neill, Report on Gender and Police Reform in Post-Conflicts for UNDP-BCPR, UNIFEM, DPKO/UN Police/Best Practices. Detailed field notes on GSPR, Monrovia, 2006.
[70] Seifert, R., War and Rape: Analytical Approaches, Geneva: Women's International League for Peace and Freedom (WILPF). 1993.

stigmatization and discrimination of people living with HIV/AIDS, low literacy rates, limited knowledge about HIV/AIDS, widespread prostitution, limited access to health services, early marriage and traditional practices such as female genital mutilation (FGM) and wife inheritance. Consequently the health structures and social problems have been compounded by increasing numbers of HIV/AIDS orphans.

Rape was used as a weapon of war and lawlessness prevailed, women became targets from all sides in a conflict. Sexual violence was systematically employed to harm and demoralize individuals, break apart families and terrorize communities. For women and girls, the threat of violence remained long after fighting ends. Once having escaped the conflict, they were still forced to exchange sex for survival and protection of their children. During displacement, they also faced a growing threat of domestic violence.[71] In the face of such adverse circumstances coupled with diseases, Liberian women demonstrated extraordinary strength, courage and spirit in keeping themselves and their families going.

In terms of discriminatory policies and practices, exclusion of women from inheritance rights under customary law has been a practice because of war. While the Liberian constitution prohibits discrimination based on ethnic background, race, sex, creed, place of origin, or political opinion, laws prohibiting

[71] Panel Discussion: "Addressing Sexual Violence in Liberia" – United Nations Secretariat, New York, December 6, 2006.

gender discrimination, ethnic discrimination, or female genital mutilation have yet to enter the statute books. While the conflict might have altered the gender perspectives of Liberian society, it might take a long while for that society, under traditional law, to entitle women to inherit from their husbands or retain custody of their children, in the event of the death of their spouses. Thus, there is reason to believe that the dynamics of the conflict have exacerbated gender-based violence against women and their marginalization and gender based violence.

### 3.5 Instructive Experiences of Violence against Women and Girls in the Liberian Conflict

The civil wars in Liberia have resulted not only in the devastation of the nation's infrastructure, but also in widespread human rights abuses. While accurate statistics on the incidence of gender-based violence are difficult to come by, there is reliable information to support the argument that close to 40% of the population have been affected by this type of violence.[72]

There is no gain saying that during the 1989–1998 civil war, factions forced women into slavery, and raped them, a situation that was repeated during the resurgence of fighting in 2003.[73] The raping of women and girls resulted in many unwanted pregnancies, while the rate of teenage pregnancy increased significantly with a high incidence of HIV/AIDS. As a result and in combination with other factors, post-disaster psychiatric disorder is particularly high among

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[72] David Rosen, Rape as an instrument of total, Counter Punch. New York, April 14, 2008

[73] Rape Law; the law criminalizes gang rape - making it a non-bailable offence-marital rape and rape against minors. Monrovia, Dec 2005.

Liberian refugee women and female abductees who were coerced into becoming cooks, domestic workers and fighters, and 'forced wives' or sex slaves. According to the latest report from the Office of the High Commissioner for Human Rights, the issue of gender-based violence during the recent conflict has entailed:

- Victims gang-raped by soldiers after fleeing the fighting and being arrested at checkpoints. Others have been arrested at war zones on suspicion of being spies, being related to rebels or backing them. Victims have usually been held in unofficial detention centres, often threatened with death should they resist rape or reprisals if they lodged any complaint. The widespread nature of this crime, the involvement of senior military officials and the impunity which perpetrators enjoy suggests that rape is used as a weapon of war to instill terror among the civilian population. There has also been cases of abductions and rape of young girls and women at check points operated by rebels.[74]

### 3.6 CPA and Gender Issues

The Comprehensive Peace Agreement (CPA) signed in Accra, Ghana, on 18 August 2003 articulates the issue of the rehabilitation of vulnerable groups or war victims, women and children who have been severely affected by the conflict in Liberia. Article XXXI ('vulnerable groups') of the CPA states that the National Transitional Government of Liberia (NTGL) must carry out the following tasks:

The NTGL shall accord particular attention to the issue of the rehabilitation of vulnerable groups or war victims (children, women, the elderly and the disabled) within Liberia who have been severely affected by the conflict in Liberia; with the

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[74] CEDAW and Security Council Resolution 1325 to post-conflict recovery and reconstruction efforts, see UNIFEM, 'CEDAW and Security Council Resolution 1325: A Quick Guide'. UNIFEM New York 2006.

support of the international community, the NTGL shall design and implement a programme for the rehabilitation of such war victims; the NTGL shall, in addition, accord special attention to the issue of child combatants;

It shall, accordingly, mobilise resources with the assistance of the International Community, especially in cooperation with the Office of the UN Special Representative for Children in Armed Conflict, UNICEF, the African Committee of Experts on the Rights and Welfare of the Child and other relevant agencies, to address their special demobilisation and re integration needs and; the NTGL, in formulating and implementing programmes for national rehabilitation, reconstruction and development, for the moral, social and physical reconstruction of Liberia in the post-conflict period, shall ensure that the needs and potentials of the war victims are taken into account and that gender balance is maintained in apportioning responsibilities for programme implementation.

Building on this framework, and pursuant to UN Security Council Resolution 1325 (2000), titled "Women, peace and security", which underscored gender mainstreaming in peacekeeping operations, UN Security Council Resolution 1509 (2003), among others, mandated that UNMIL should provide support for humanitarian and human rights assistance.[75] In his report on the situation in Liberia of 11 September 2003, which informed the passing of this resolution, the Secretary General directed that special measures and programmes should be established to address the gender-specific needs of female ex-combatants, as

[75] SCR establishing UNMIL, New York, 11 September 2003.

well as the wives and widows of former combatants. He called for briefing, counseling and training in programmes for the eventual reintegration of ex-combatants that would take into consideration the differences in experiences during conflict between women and girls and men and boys. He recognized that because of the high rate of sexual violence in conflict, reintegration programmes must include prevention of sexual violence.

The provisions of Resolution 1509 (2003) enjoined UNMIL to contribute to international efforts to protect and promote human rights in Liberia, with particular attention to vulnerable groups, including refugees, returning refugees and IDPs, women, children, and demobilised child soldiers, within UNMIL's capabilities and under acceptable security conditions, in close cooperation with other UN agencies, related organizations, governmental organizations, and NGOs. Resolutions 1325 and 1509 therefore acknowledge the importance of promoting and protecting the rights of civilians, especially vulnerable groups predominantly women and children in the resolution of the Liberian conflict.[76]

### 3.7 An Operational Framework

To implement the decisions stipulated in the two resolutions, a gender unit and the Office of a Gender Advisor were set up as key operational components of mechanisms to ensure gender mainstreaming. In the main the office coordinates matters relating to gender in the mission and works in cooperation with the UN agencies on the ground, as well as related organisations, governmental bodies

[76] UN SCR 1325 and 1509, Promoting and protecting especially vulnerable groups predominantly women in Liberia. (New York: 2000 and 2003 respectively).

and non-governmental bodies to ensure the mainstreaming of a gender perspective in all aspects of the peace process, including the operations of the peacekeeping mission. The operational frameworks for gender relates to the Secretary General of the UN's bulletin on sexual exploitation and abuse (SEA) and sexual gender-based violence (SGBV). In that bulletin, the Secretary General defines the term 'sexual exploitation' as follows:

- Any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another' and, similarly, the term 'sexual abuse' to mean: 'the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.[77]

## 3.8 The Security Council Resolution 1509

UNMIL was the first UN Peacekeeping Mission to include an explicit gender mandate.[78] The mandate "reaffirms the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000), recalls the need to address violence against women and girls as a tool of warfare, and encourages UNMIL as well as the Liberian parties to actively address these issues."

[77] Secretary General's Bulletin, ST/SGB/2003/13, ( NewYork:2003).
[78] SCR 1509 of 19 September, New York, 2003.

### 3.9 Gender Mainstreaming in UNMIL

The Office of the Gender Advisor in UNMIL has the overall mandate of mainstreaming gender in the Mission. Its work is guided by the UNSCR 1325 (2000) on "women, peace and security", which is included in UNSCR 1509 (2003) that established the peace keeping mission in Liberia. In addition, the work of OGA is guided by the DPKO gender policy on gender equality in peace keeping missions. OGA's goal is to ensure that gender issues are integrated in all policies, programmes, processes and activities within and outside the mission. Such activities include: reintegration and rehabilitation of disarmed and demobilized forces, Security Sector Reform, the Rule of Law, Elections, Human Rights and the protection of women and girls.

OGA's objectives are achieved through various strategies and mechanisms for the incorporation of gender perspectives in policies, procedures and activities within and outside the mission. The OGA builds the capacity of UNMIL staff on gender to integrate a gender dimension in all their work. Integrating gender perspectives in these areas ensures that the specific gender needs and concerns of women and men are met, existing gender disparities are addressed and that both women and men benefit and participate equally in the peace building and national recovery process. See **ANNEX C-3** for the OGA's implementation strategy.

### 3.10 OGA'S Role in Mainstreaming Gender in Liberia

In line with the mandate to ensure that the UNSCR 1325 and the DPKO gender policy are implemented and gender is mainstreamed throughout the mission in the broadest sense. In Liberia, the work of UNMIL's Office of Gender Affairs (OGA) during the period under review has focused on the following priorities: the Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR) process, collaboration with the police, addressing gender-based violence and support to the electoral process. **See ANNEX C-4.**

### 3.11 Disarmament, Demobilisation, Rehabilitation and Reintegration

The DDRR process in Liberia was significant in ensuring outreach to women who had been engaged in combat as well as those who assumed support roles to combatants[79]. In this regard, one of the fundamental factors that contributed to the success of the DD process in UNMIL was, in the first instance, the acceptance of the category "Women Associated with Fighting Forces" (WAFF).

As a next step, the OGA advocated for a broadening of the definition to include not only active fighters but also women who supported the fighters in any other role, including as sexual slaves. This ensured that women associated with the fighting forces where eligible to participate in the DDRR process, provided they could present either a weapon or at least 150 rounds of ammunition. The agreement was based on information received by OGA that women in rebel

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

groups often shared one weapon between multiple fighters such that if weapons alone had been used as the sole criteria for accepting women into DDRR process, those unable to present a weapon would have been excluded from the programme.[80]

In order to encourage women to come forward and participate in the DDRR process, a strong awareness campaign was initiated. Gender specific public information messages (print and radio) were designed in collaboration with the Ministry of Gender and Development and various women's groups. This information was disseminated widely throughout the country by the Public Information section of UNMIL. As a result, over 21,000 women and girls have been disarmed and demobilized, 19,000 more than the 2,000 that had been estimated by the assessment mission at the start of the process.[81]

Furthermore, the Office of the Gender Adviser conducted regular assessment missions to the DDRR sites to monitor the situation of women and girls in the camps and inspect the physical structure and layout of the camps. The findings and recommendations from these assessment missions were circulated to the office of the SRSG, UN agencies, non-governmental organisations (NGOs) and relevant partners. As a result, a gender sensitive system for site layout, procedures and practices was employed for the design of new cantonment sites across the country. One of the main shortcomings of the DDRR process was

[80] United Nations, Women, Peace and Security: Study Submitted by the Secretary-General Pursuant to Resolution 1325 (2000).
[81] OGA report, New York, 2005.

however the dearth of female military observers to oversee the disarmament and demobilisation of women ex-combatants. The use of female Military Observers (MILOBS), proved to be more appropriate for ensuring an effective screening process of women ex-combatants.

As part of its contribution to the Rehabilitation and Re integration (RR) process, a substantial part of the OGA's work has been to provide input into the Social Reintegration Training Package for ex-combatants, making sure that the materials included training on women's rights, issues of property ownership resulting from the new Inheritance Act, and the rights of women in relation to the legality of marriage. Involving the communities in the RR planning phase served as another important strategy. Furthermore, the OGA through membership on the Quick Impact Project Committee (QUIPS), has been able to promote project applications from women's groups, thereby providing women with opportunities to create sustainable economic livelihoods for themselves and their families. For instance, through funding from QUIPS, women in the Bong County have embarked on a roofing and renovation project of a local school that employed local women and men to provide labour and expertise.

### 3.12 Collaboration with the Police

The OGA has supported UNMIL's Civilian Police contingent and the Liberian National Police in the development of: a Gender Policy for the National Police and a gender training manual for police training. This training programme is now

part of the Academy's accelerated training programme for new recruits into the new Liberia Police Service. More over, gender training has been formally instituted as part of the Academy's curriculum. In working to promote greater democratic policing in Liberia, the OGA developed a concept paper for UNMIL's Civilian Police that laid the foundation for the establishment of a Women and Children's Unit in the National Police Force. A fact-finding mission to Ghana and Sierra Leone was undertaken by the Civilian police, to draw lessons from the operations of the existing Women and Child Protection Systems in both countries. The outcomes of this review informed the design of Liberia's unit. The Women and Children's Unit of the Liberian National Police was recently launched in collaboration with UNICEF, which currently funds the unit and has provided training for the 25 officers appointed to the unit, 10 of whom are women.[82]

### 3.13 Gender Based Violence

In early July, 2005, UNMIL's Office of Gender Affairs, in partnership with the Human Rights Office, the Legal and Judicial Support Service, the Civilian Police and the Public Information Office, as well as key international and national NGOs, and the Ministries of Gender and Development and Internal Affairs, joined together to launch a national campaign on violence against women. The objectives of the campaign included advocacy to ensure the passing of an amended rape bill, the establishment of a fast track court to prosecute and expedite rape cases; and raising awareness among the general public on sexual and gender- based violence. A matrix of activities has been developed as part of

[82] OGA's report, on Gender policy for National police, Monrovia,2005.

the campaign implementation process. These activities range from radio programmes, training of health workers, cultural and community awareness rising, and distribution of DVD and video messages throughout the country.[83] The OGA, in collaboration with the inter-agency task force, which includes county-level units, will continue to monitor implementation of the activities as outlined in the matrix.

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

### 3.14 Collaboration with the Office of the Force Commander

In addition to conducting regular induction sessions for incoming military personnel in mission, training activities facilitated by the OGA have largely emphasised training of trainers programs on sexual exploitation and abuse (SEA) for Sector Commanders in the various contingents/battalions. These trainings were initiated in response to the Office of the Force Commander's directive that

[83] UNMIL Radio commenced broadcasting, SGBV report, Monrovia, October 2006.

Commanding Officers will be held responsible for SEA allegations involving officers within their command structure.[84] in addition, the training serves as a strategy for the prevention of SEA through awareness creation.

- A training guide on Gender and SEA has been developed and will be used by the Sector Commanders to replicate the course for other military officers. As a result of the continued collaboration between OGA and the Force Commanders' Office, a gender focal point for the military has been appointed at mission Headquarters and will function as a liaison between the offices. The Gender Focal Point also contributes to the establishment of a pilot gender cell within the military, which will facilitate, support and systematically monitor the integration of gender issues within the military operations of the mission.

### 3.15 Collaboration with UN agencies, the Liberian National Government and Women Organizations

The Office of the Gender Adviser contributes to the national recovery process and has focused on IPRS and UNDAF to ensure the development of national policies and ensuring that gender perspectives are integrated in the policies, empowerment of women through strengthening women's institution building, mobilizing financial support and expanding women's economic capacity through collaboration with UN agencies, civil society organization, the government and women's organizations.

[84] Report on the Human Rights Situation in Liberia May – October 2007.

### 3.16 Electoral Process

The emphasis of the OGA's support to the elections process in Liberia has been threefold: voter registration, representation of women in political processes and civic and voter education. Among the first initiatives supported by the OGA with respect to the elections, was to advocate strongly for the adoption of legal provisions to ensure a 30 percent representation of women on all political party lists. This was done in close collaboration with UNMIL's Electoral Affairs Division, the National Electoral Commission, the Ministry of Gender and Development and other stakeholders in the electoral process, including women's groups. Although the Electoral Reform Law did not include any quotas, the Political Parties' Guidelines to the legislation provided for the 30 percent quota for women.[85]

The second major intervention supported by the OGA was to provide women with the capacity to fill the quota. In this regard the OGA, in collaboration with the Ministry of Gender, convened a workshop to develop a women's manifesto for the elections, as well as an election strategy to strengthen the newly established Women's Political Forum, and to help them implement the women's strategy.[86] Throughout the year, OGA continued to support activities and to provide technical expertise and advice to women's constituencies with a view to enhancing women's participation in the electoral process.[87]

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[85] Amelia A. Ward, was the Vice-Standard Bearer for the Liberty Party in the Elections, Speech on empowerment of women in electoral process (Liberia),2005.
[86] Mano River Women Peace Network (MARWOPNET) report, Liberia, 2005.
[87] Women's Interactive Forum report. Monrovia, January 2006.

Another key task undertaken by the OGA In relation to the elections was a voters' registration exercise. Initial figures showed that only 25-30 percent of Liberian women registered to vote. In order to understand why the percentage of women was so low, the OGA sent out a team to interview registrants and subsequently shared the results of the analysis of the survey with key stakeholders. As a result, the Liberian Provisional Government, in cooperation with various women's groups, conducted a nation-wide awareness campaign encouraging women to register.[88] The result was that 50 percent of eligible registered voters were women.

As a member of the Recruitment Committee of the Electoral Process, the OGA has been able to advocate for gender equality in the recruitment of registrars and administrators, and to monitor its implementation. Furthermore, the OGA has used its membership on the Civic and Voter Education Sub-Committee to ensure that women were portrayed fairly and positively on all civic and voter education materials prepared by the National Electoral Commission and its partners. The OGA provided UNMIL's Electoral Assistance Division with contact information of civil society women's constituencies in Liberia, in order to ensure that civic and voter education might reach women who otherwise would be marginalized.

By the end of the OGA's civic and voter education training, more than 50 women's groups in the country had been provided with training, while 107 women candidates had been prepared for campaigning and running for elections.

[88] Gender mainstreaming in peacekeeping operations, progress report of UNMIL, New York, 2006

In collaboration with UNIFEM, two workshops have been organized and 56 women candidates from across political party lines have been provided with leadership skills training to strengthen their prospect for winning the elections.[89]

Despite this, it is hoped that the prolonged war and the exposure gained from displacement to other countries in the region and beyond should have changed perceptions of post conflict Liberia towards openness, tolerance and modernization. In this sense, it is possible that the positive role of Liberian women and the struggles of Liberian women's associations over the last decade, should achieve for them a greater role and more active participation in post conflict governance and reform. In the post-conflict period such groups as the Liberia Women's Initiative (LWI), the Mano River Women Network for Peace (MAWONEPT) and the Women in Peace-building Network (WIPNET) need increased support and assistance for continued visibility, engagement and involvement in efforts towards durable peace. Their primary goal remains to stop the carnage and restore peace and their commitment towards peace which is informed by the very factors of the conflict.

[89] UNIFEM Programme Manager, Ms. Kagwiria Mbogori, Pledging UNIFEM's support in promoting the women's manifesto, Monrovia, August 2005.

## CHAPTER FOUR

# 4. CRITICAL ANALYSIS

## 4.1 Mission and Mandate

UNMIL was one of DPKO's largest multidimensional peacekeeping operations with the potential to affect a number of critical areas, including gender relations and equity in the host country. The mission's work has been described as "successful" and commended by a 2006 Security Council reviews.[90] In addition, the integration of gender concerns in the peacekeeping mission has changed the practice of peacekeeping to the extent that the peacekeeping mission is now strongly covering such issues as violence against women, family support units in the local police and sexual exploitation. See questionnaire at **ANNEX D-1**.

UNML's original mandate, which predates Security Council Resolution 1325, makes inadequate reference to gender and may have restricted, to some extent, the human and financial resources allocated to the mission's gender mainstreaming work. Nevertheless, the mission was able to embark upon substantial efforts at gender mainstreaming both inside and outside its structures. The approach, however, fell short of a holistic strategy and, therefore, inhibited the realization of the Mission's full potential in gender work and impact in the country.

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[90] Peacekeeping Best Practices Unit, DPKO : Lessons learnt from United Nations Peacekeeping experiences in Liberia, NY, 2006.

With the approved mandate of UNMIL with the resolution 1509, the GA's main functions covered both internal and external work, the capital city and the rural areas, and included capacity building through training both within and outside the mission (such as of women's organizations and other NGOs, Gender Department in Ministry of Gender and Development, Gender and Children's Affairs and human rights committees), information dissemination, provision of technical advice and relevant documentation, Partnerships with women MPs, other UN bodies (e.g the gender theme group) as well as national and international NGOs and UNMIL'S functional areas to carry out joint programmes. It is, however, uncertain whether this description is equally applicable to the mission's gender mainstreaming work and impact. This chapter therefore critically analyzes the gender mainstreaming issues and impacts by UNMIL with a view to making conclusions.

## 4.2 Analytical Framework

While gender mainstreaming requires the integration of gender analysis in all decision-making, planning and implementation as well as monitoring and evaluation, three concrete efforts have been undertaken by the Department for Peacekeeping Operations (DPKO) and by UNMIL in particular. This can be highlighted in the following areas:

- The appointment of specialist gender advisors to a number of missions;
- Attempts to increase the number of women leading and serving in peace operations and,

- The provision of gender awareness training to peacekeeping personnel.[91]

It is often difficult to assess impact precisely because one cannot always distinguish between the impact of a peacekeeping operation and that of other interventions within the same environment. In analyzing the UNMIL mission and its impact on gender mainstreaming, this research project assesses both internal and external to which these efforts had succeeded or failed in situating the goal of gender equality as a core objective in all aspects of the post-conflict reconstruction process including in the areas of security sector reform, rule of law and human rights. Other areas the research covered include examination of the extent to which UNMIL's gender mainstreaming efforts have contributed to building the capacity of national counterpart institutions, including women's organizations, in a sustainable way and review of the effectiveness of the Mission's exit strategy to facilitate transition of this work to national, governmental and non-governmental partners.

In more specific terms, the analysis is aimed at assessing the relevance and effectiveness of the gender mainstreaming approaches employed by the mission in accordance with mandates provided by the Security Council and the General Assembly by reviewing and highlighting successes and best practices in relation to implementation of the gender mainstreaming objectives pursued by the

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[91] Elisabeth Rehn and Ellen Johnson Sirleaf, "Women, War and Peace, An Independent Experts' Assessment of the Impact of Armed Conflict on Women and Women's Role in Peace-building" (New York: United Nations Development Fund for Women, 2002).

mission, assessing gaps, missed opportunities and challenges encountered in relation to implementing the mandate for gender mainstreaming, gender relations within the host community, assessing the relevance of the mission's exit strategy and sustainability of the mission's investments in gender mainstreaming on the political, economic and social structures and institutions in post-conflict Liberia.[92] The analysis was also guided by a number of variables, identified from the literature and the conceptual model, as able to support (or impede) the peacekeeping mission's gender mainstreaming work and impact. Questionnaire and telephone interviews also supported the secondary data collection.[93] Among the variables are the following.[94]

- The mission's mandate, including its degree of coverage of gender issues;
- The existence, location and resources of gender unit/adviser in the mission;
- The degree of gender sensitivity and commitment of the mission's senior management, especially the Special Representative of the Secretary-General to gender mainstreaming in the mission's work;
- The degree of gender knowledge among peacekeeping personnel and the strategies adopted by them to integrate the concerns of men and women into the activities of their functional areas10;the collaboration between the peacekeeping activities and the local women's groups11 and relevant civil society bodies;
- The degree of gender balance among the mission's staff;
- The traditional practices and culture of the host country, especially in connection with relations between women and men and attitudes towards gender equality, such as in access to economic power, political participation and decision making, inheritance and other social practices;

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[92] Angela Mackay, "Training the uniforms: gender and peacekeeping operations" Development in Practice, Liberia case study, 2003.
[93] Rehn, E. and E. Johnson Sirleaf, *Women, War, Peace*. UNIFEM-commissioned Independent Expert's Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building. New York, 2002.
[94] Security Council Resolution 1325 on Women, Peace and Security: Mandate, Duties and Responsibilities. New York, 2000.

- The possible direct and indirect impact of the mission's policies and activities on women and men in the local culture and society as well as how the mission takes into account the local societal structures and cultural norms.
- The commitment or apathy of the government and the legislature to promoting gender equality and women's empowerment, including through adoption of relevant laws;
- Relevant policies and tools on the subject as a framework for this work as well as the degree of support of DPKO headquarters for establishing the vision on how to accomplish the gender mainstreaming goals and to drive the process and;
- Extent of gender sensitivity of the troop contributing countries.

### 4.3 Tools Used for Gender Mainstreaming

In addition to Security Council Resolution 1325, other more practical tools were also utilized by UNMIL. Of significance is the DPKO Gender Resource Package for Peacekeeping Operations (GRP). The project analysis also considers the three modular manual, prepared by the procedural working group of the Coordination Committee for the Prevention of Sexual Exploitation and Abuse (CCSEA), made up of UNMIIL and 14 other organizations in the country, including other UN organizations, Governmental and NGO bodies. The purpose was to inform on the "various steps of the Human Resource procedure from a sexual exploitation and abuse prevention and response position"[95]. It is a context-specific tool and, therefore, relevant for work In the country. It also ensures uniformity of action on the issue by all the numerous organizations that

[95] Security Awareness: An Aide-mémoire, DPKO, (especially pages 7-20 on gender- based violence), New York, 1995.

participated in its elaboration.[96] Moreover, there was a UNMIL-specific tool on SEA, which was used for the mission's regular staff training on the subject.[97]

Training on gender awareness ensured that peacekeepers (military, civilian police and civilians) have a common understanding of the values they were to uphold when working for the UNMIL. These included the principles of equality between women and men and non-discrimination based on sex. In addition, training helped peacekeepers understand the social context in which peacekeeping operations were carried out. This in turn helped them become aware of the positive or negative impact that their actions had on the host country. Training on gender awareness was therefore not a luxury, but a requirement for improving the effective discharge of the mission's mandate and reducing both harmful forms of behaviour by peacekeeping personnel and unintended negative effects of mission policies and programmes.[98] Further more, military and civilian police, this training offered a close collaboration with other stake holders thereby enabling environment for managing gender issues. In addition, UNMIL ensured that all topics in its training materials for peacekeeping personnel and the host population integrated a gender dimension.[99] In the long run, the impact was positive due this awareness training and experiences.

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[96] Policy paper on Women in conflict situation: Meeting the Challenges of HIV/AIDS, UNFPA, UNAIDS, UNIFEM, New York, 2003.
[97] Model Work Plan for Gender Units, Report on gender issues in UNMIL, Monrovia, 2003.
[98] Gender and Peacekeeping, Online Training Course, DFID/DFAIT, 2002 is available at: http://www.genderandpeacekeeping.org.
[99] Special Measures for Protection from Sexual Exploitation and Sexual Abuse in Liberia (ST/SGB/2003).

## 4.4 Outcomes of gender mainstreaming by the OGA: UNMIL: 2004-2006

The role was to integrate gender perspectives into all policies, programs and procedures for the promotion of peace and security in Liberia.[100] OGA has initiated and supported policies and mechanisms that can generate systemic and behavioral changes for the achievement of gender equality. Although the country ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1988, it has yet to reflect its principles in national laws. As part of the United Nations Gender Theme Group, UNMIL is supporting Government efforts to develop a national gender policy and to prepare a report on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women in Liberia (CEDAW).[101] Within the Mission, the Gender Advisory Unit provided gender training for peacekeeping personnel and developed a mission wide action plan for the implementation of Security Council resolution 1325 (2000), as part of its internal mainstreaming function. The Unit also conducted capacity building training on gender analysis and mainstreaming for Government ministries and agencies. The other areas participated in included:

- Gender training;
- Gender balance/recruitment;
- Gender-advisory capacity;

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[100] Elisabeth Rehn and Ellen Johnson Sirleaf, "Women, War and Peace, An Independent Experts' Assessment of the Impact of Armed Conflict on Women and Women's Role in Peace-building" (New York: United Nations Development Fund for Women, 2002).

[101] UNIFEM: Peace needs women and women need justice Report of the conference on gender justice in Post-conflict situations, lessons from Liberia and Sierra Leone (15-17 September 2004, New York City).

- Leadership;
- Peacekeeping mandates/resolutions;
- HIV/AIDS;
- Trafficking;
- DPKO action plan;
- Other peacekeeping actors;
- Partnerships and
- Resources.

From the case study analysis, it was observed that the UNMIL has generated a positive trend in gender mainstreaming, judging from what the situation had been at the outset and the level attained at the end of 2007, even if this trend had occurred rather slowly. Although the UNMIL has had positive impacts to the mission and the host country, there were other areas that it impacted on the gender mainstream negatively. Positive impacts include[102]:

### 4.4.1 Engendering Security Sector Reform

UNSC Resolution 1509 provides other document that stipulates a legal framework for the support of SSR processes in Liberia. Resolution clearly stipulates that the UNMIL shall support the reform of the security sector by assisting:

- "...the transitional government of Liberia in monitoring and restructuring the police force of Liberia, consistent with democratic policing, to develop a civilian

[102]UNMIL: Second review of the implementation of the Transition Plan, 13 October 2005.

police training programme, and to otherwise assist in the training of civilian police, in cooperation with ECOWAS, international organizations and interested States". It shall also "...assist the transitional government in the formation of a new and restructured Liberian military in cooperation with ECOWAS, international organizations and interested States".[103]

The following institutions constitute the Liberian security architecture:

- National Security Agency (NSA);
- National Bureau of investigation (NBI);
- Armed Forces of Liberia (AFL);
- Special Security Services (SSS);
- Liberia National Police (LNP);
- Drugs Enforcement Agency (DEA);
- National Fire Service (NFS);
- Ministry of National Security (MNS);
- Bureau of Immigration and Naturalisation (BIN);
- Bureau of Customs and Excise (BCE) and;
- Monrovia City Police (MCP).

The roles and functions of these agencies are enshrined in the various Legislative Acts that established them.[104] The support covered included:

- Recognition of women as Women Associated with Fighting Forces (WAFFs) gender policy of WAFF and CAFF increased DD of women and girls from assessment levels i.e. (22,000 women were incorporated into the DDR

[103] United Nations Security Council, Resolution 1509 (2003), S/RES/1509 (2003), Adopted by the Security Council at its 4830th meeting, on 19 September 2003, p. 4.
[104] National Legislative Acts, 2005.

programme, and 13,223 have been reinserted so far, mainly in the area of agriculture, formal education and vocational training and Overall, 11,780 children were disarmed and demobilized, of which 2,738 were girls).

- Provide gender training input into curriculum for skills training institutions involved in RRR and as a result an increase in access to support for Women NGOs and Groups was noted.
- Establishment of a police gender policy for LNP that led to an increase in the number of women recruited in the Police. Measures are now in place to ensure that more women join the police forces.
- Women and Children's unit was formed in the Liberian prisons.
- Developed police gender curriculum and training manual for Police Academy that has increased gender mainstreaming in the police and it's operations
- Established and provided routine training for all LNP and UNPOL police academy instructors by TOT for UNPOL (Females: 12, Males: 14) who in-turn train UNPOL and LNP Corrections Officers on gender as part of their induction, Training of LNP Corrections Officers and Liberian Community Police: 164: (Females: 32, Males: 132 (Jan 2005-June 2006) and Training of Magistrates and Commissioners in JP Court ;76 (Female: 2; Males: 74) (Jan 2006)
- Increased Gender Awareness through routine training for all UNMIL staff i.e. Trained 301 UNMIL National Staff: (Females: 84; Males: 217) (Jan 2005-June 2006), Trained 521 UNMIL International Staff & UNPOL: (Females: 162: Males: 359) (Jan 2005-Sept 2006), Gender/HIV training for 103 uniform female officers (July 2006) and Provided Gender Induction training to 1036 UN Military and UNMO: (Females: 52; Males: 984), (Jan 2005-June 2006).

### 4.4.2 Legal and Judicial Sector and Women's Human Rights

UNMIL among other tasks, participated in legal and human rights support.[105] A positive development has been that the joint UNMIL–Government of Liberia Rule of Law Task Force submitted its report to President Johnson Sirleaf which contains a three-year programme of initiatives designed to strengthen the judicial sector. As a first step in meeting these objectives, UNMIL and the Office of the High Commissioner for Human Rights supported a three-day workshop jointly organized by the Ministry of Justice, to consider best practices to strengthen the Rule of Law focus on gender issues.[106]

Another development is that UNMIL has been issuing these periodic public reports on the human rights situation regarding to SEA and SGBV, together with recommendations, as a contribution to the ongoing debate as to how the State can best promote, protect and respect the rights of all its citizens. In particular, UNMIL encourages civil society to address these issues actively and ensure its views are heard. Some of the positive effects include:

- Increased public awareness on violence against women and girls through National campaign activities and public information;
- There is now greater local awareness of key UN gender-related legal and other instruments, for example CEDAW and Security Council Resolution 1325 in the country than before the establishment of UNMIL Parliament has passed laws pertinent to women, such as laws on trafficking, inheritance and property rights;

[105] UNMIL focuses on Liberia's judicial system in latest human rights report, 2006.
[106] The fifth periodic public report on the human rights situation in the Liberia, with a special focus on the challenges facing Liberia's judicial system and the impact on the promotion and protection of human rights, Monrovia, 2006.

- Advocated, mobilized and provided technical support for passing rape law;
- Women enabled to access and claim their rights more easily;
- Protection of women who participate in the TR process;
- Integrated gender perspectives into the TRC Act four women commissioners appointed;
- Established and provides routine gender training, women's rights and SGBV training for women civil society groups (Media, HR defenders, environment, Health providers);
- Launched and monitors the National Campaign on Violence against Women;
- Established routine training on gender and SGBV for Liberian officers;
- Raised funds to support simplification of five gender specific legislation and;
- Established routine gender input into training for legal practitioners.

In addition, UNMIL has been issuing these periodic public reports on the human rights situation, together with recommendations, as a contribution to the ongoing debate as to how the State can best promote, protect and respect the rights of all its citizens. In particular, UNMIL encourages civil society to address these issues actively and ensure its views are heard.

### 4.4.3 Women and the Electoral Process

Elections distill in one event the overall purpose of peacekeeping operations. The United Nations' role as a custodian of civil and political rights determines the forms and conditions of the electoral assistance it provides. Despite the logic of ensuring the widest possible participation of women in electoral activities, a number of obstacles make it more difficult for them to vote than for men. These

obstacles include cultural factors, legal provisions (often themselves the reflection of cultural patterns), and practical inconveniences (e.g., child- and elder-care responsibilities). Nonetheless, at each stage of election preparations opportunities exist to reduce these obstacles and promote the participation of women. Many peace agreements that United Nations peacekeeping missions are deployed to support contain provisions for holding elections.[107]

The UNMIL helped to promote accountable and transparent governance that is rights-based and inclusive – especially for women and girls.[108] A key mechanism was the launched joint United Nations project of County Support Teams to underpin the capacity of local authorities in the 15 counties of Liberia. The United Nations also supported the legislative and electoral system, governance partnering with civil society organizations, NGOs and cooperating on a national youth policy.[109]

The desire for peace in Liberia received a strong vote of confidence on October 11, 2005, when Liberians turned out to cast ballots in the country's first post-war elections. This resulted in Africa's first elected female head of state. UN Volunteer electoral officers' part of the UN Mission in Liberia (UNMIL) was engaged in all aspects of the electoral process. In close collaboration with the Electoral Department of UNMIL and the Liberian National Elections Commission

[107] UN Envoy and National Elections Commission Chairperson encourage all registered voters to go to the polls next week for a peaceful election, UNMIL/PIO/PR/218. 2005

[108] For example, a provision in an electoral legislation stipulating the opening hours of polling stations during times of the day when women are most occupied with household and income-generating tasks may diminish the number of women who vote.

[109] Women NGOs of Liberia encouraged viewing themselves as vanguards of peace and participating in electoral process, UNMIL report, 07 June 2006.

(NEC), teams of UN Volunteers played a vital role in registering some 1.3 million voters in Liberia's main towns, remote villages and camps for the internally displaced, where they also carried out civic education campaigns, identified registration and polling stations, and advised on legal matters.[110] UN Volunteers also trained some 18,500 election officials including presiding officers and polling staff in all eighteen provincial UN electoral offices. [111] The out of this participation were:

- Mobilized women to Register and vote (50% +50 more women than men registered) (April 2005);
- Included 30% representation of women for political party list into electoral guidelines (2005 Elections);
- 5/30 women in Senate, and 9/64 women in the house (June, 2006);
- Election of a woman as president;
- 15% of the legislature is women;
- 33% women are County Superintendents and;
- 31% women are Cabinet Ministers.

### 4.4.4 Engendering National Institutions

UNMIL continue to support the Government of Liberia and its people to engender national institutions.[112] The strategic areas of the United Nations response are directly linked to gender mainstreaming in to realize the gender equality concept.

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[110] Liberia 's National Elections Commission certifies winners of the October 11 and November 8 elections, UNMIL/PIO/PR/243, 19 December 2005.
[111] UNMIL, OGA's Report, Liberia, 2006.
[112]UN department of Peacekeeping Operations. Policy Directive on gender Equality in peace operations. a case of UMIL, New York, 2006.

In institutional building, gender inequality in Liberia represents a major obstacle in all national policies, programs and priorities. One important area is poverty reduction and is a key constraint in sustainable economic growth. Women's share of wage employment in sectors outside of agriculture is very low and women make up a significant percentage of small-scale market traders in the informal sector of the economy. This is indicative of the effort required to give Liberian women full rights to equal employment opportunities, free choice of profession and equal pay with all institutional integrated support.[113]

The iPRS emphasizes restoring productive capacity to state-owned enterprises as well as mining and forestry sectors and export-oriented agriculture. While this priority is important, there is need to avoid reliance on these sectors, which could lead to the pre-war model of unequal, dualistic development where most people remain poor. Measures have been taken to promote inclusive and pro-poor growth through small-scale agriculture, small-scale industries and protection of workers in the extractive and export sectors. **See ANNEX D-2.** Particular attention has been paid to corporate social responsibility and the institutional building standards that directly impact to the gender and human rights of the poor. **See ANNEX D-3.** The UNMIL interventions included:

- Strengthened capacity of Ministry of Gender and Development through regular advice and gender training;

[113] Article XXVIII in the CPA– National Balance - provides for National and Gender balance to elective and non-elective appointment. This Article is considered the most important as it holds the key in promoting Gender Balance and ensuring women's participation.

- Trained the Gender County Coordinators and Gender Desk Officers that now have the capacity to integrate gender in their work;
- Advocated for, advised, on and supported the formulation and production of Girls Education Policy;
- Establish collaboration between GCC and UNMIL staff in the Counties;
- Strengthening capacity of the new legislators through gender training;
- Supported deployment of Ministry of Gender and Development staff in Counties and;
- Provided advice and input on development of priority issues on gender and women's empowerment to new Government's Transition Committee on Gender and Youth.

### 4.4.5 Strengthening Women Civil Society Groups and Organization

Empowering women is central to development initiatives that respond to the needs, rights, aspirations and talents of all Liberians. Women in Liberia play a key role in the social and family life; consequently, they are important participants in the economic development. UNMIL's support for grassroots women's groups to engage with local decision-making bodies and in income generating opportunities have sown the seeds for long-term change. This includes the UNMIL support to the police, the courts and the prison system. This is done through advising, training, mentoring and monitoring to support a functioning justice system. Through supporting reform, the implementation of best practice, and mechanisms to prevent abuses of power, UNMIL helped introduce measures

for lasting change.[114] Other various areas of interventions in engendering civil society include:[115]

- Supported the establishment and development of Women's NGO Secretariat that is now running and is very active;
- Supported the development of a 2 year strategic plan;
- Built the capacity of diverse women NGO through training;
- Raised funds to support one personnel (WONGOSOL) for a year and;
- Facilitating access to funds for women's organizations.

### 4.4.6 Coordination and Liaison

Liaison, co-ordination and information sharing by UNMIL were done through the appropriate UNMIL civil - military coordination structures. Timely coordination averted inappropriate actions, allowed appropriate military-humanitarian delineation, ensured the security of humanitarian operations and promoted an increased impact for the Liberian population. The UN Coordination Office was fully informed of all humanitarian liaison- coordination and information sharing activities with GOL, LURD and MODEL forces, to ensure the HC/DO is kept abreast of developments. This in return enhanced the smooth running and coordination of humanitarian relief and project coordination and, the government

[114] UNMIL Human Rights and Protection Section, Quarterly report: May-June 2006.
[115] OGA's report on the post conflict support for sustainable peace- Priority programs for the year, Monrovia, 2006.

ministries, departments and agencies for the mission support.[116] This liaison included:[117]

- Established relationships for continued liaison with MGD and line ministries;
- Established networks with Women's NGO for mutual benefit work;
- Established and maintained working mechanisms with core UNMIL sections (HR, L&J, PI, Corrections, Police, Civil Affairs) for collaboration work and;
- Revived UN Gender Theme Group to track and guide inter agency support for national institutions.

### 4.4.7 Gender Resources and Materials

This gender resource package offers concrete guidance on how to identify the various gender issues in peacekeeping and how to integrate, or mainstream, gender into all aspects of peacekeeping. This improves the effectiveness with which peacekeeping operations discharge their mandates and is, therefore, integral to their success. The materials presented in this package are intended for use by all peacekeeping personnel - gender specialists and non-specialists alike - and cover all functional areas of peacekeeping.[118] These include:

- Integrated gender in policy papers including the PRSP, UNDAF;
- Developed gender induction training materials for military, civilian and UNPOL;
- Developed gender training materials for specific UNMIL sections;
- Developed LNP and National Corrections officers gender training materials;

[116] The terms "humanitarian organizations - humanitarian activities" in this case, cover both the UN agencies and the NGO operating in Liberia.
[117] General guidance for the coordination of humanitarian organizations and the government, UNMIL report, Monrovia, 2003.
[118] Enhancing the Operational Impact of Peacekeeping Operations: Gender Resources and Material package. Concept paper, a case of UNMIL, March 2006.

- Developed SGBV messages for T shirts, bill boards and drama and;
- Developed gender messages on women and elections for T shirts, PSAs, bill boards and drama.

### 4.5 Public Information

Right from the mission's outset, Public Information hired a woman community outreach staff to cover grassroots women and other organizations. Furthermore, as a clearinghouse for all information about UNMIL, the section played a key role in disseminating information about UNMIL's gender concerns in the country in a simple language and in the local dialects that could be easily understood. For example, it had been at the forefront of the campaign targeting the larger population on the UN's zero tolerance of sexual exploitation and abuse and also the campaign against domestic violence. The gender adviser regularly contributed to discussions on Radio UNMIL on Security Council Resolution 1325 and other gender themes. Public Information, from the beginning of the mission, remained one of the few functional areas with a woman as head.

From the questionnaire interview and in the findings, it was reported that public information also covered gender matters in the Mission spokesperson's briefings as well as in the UNMIL review (the mission's newsletter) and images. Other UN organizations in the country also used UNMIL radio to air their gender and other programmes and collaborated with UNMIL's public information in celebrating

International Day of Peace as well as the International Women's day (8 March).[119] The notes of these highlights include:

- Provided information and data disaggregated by sex. This gave a more accurate picture of the situation in the Liberia;
- In referring to human rights issues, this brought out any differences in the types of violations being committed (e.g., women and girls were being raped by militia groups whereas men and boys are being forcibly recruited into such groups). This provided a clearer picture of the situation and can be done in consultation with the relevant functional areas in the mission, as well as by using the knowledge of the mission's gender adviser, where available, and local women's organizations;
- Used public information to reinforce key goals of the mission relating to the promotion of gender equality (e.g., addressing violence against women through radio, TV and mission publications since the mission had a rule of law mandate, and even encouraged women to put themselves forward as candidates in the 2005 elections);
- As part of the resources packages, used positive images of both sexes (e.g., highlight positive female role models and women's organizations, as well as influential male decision-makers who supported gender equality in words or through actions);
- Highlighted key gender dimensions of the mission's work (e.g., mission efforts to increase awareness on violence against women) to audiences resistant to, disinterested in or uninformed about such issues. This sent a positive message that these are important issues to consider;

[119] Gender, Public information and the Media in UMIL, OGA's report, 2006.

- Disseminated information on how women, girls and women's organizations could benefit from mission resources (e.g., quick-impact projects);
- Included specific women's networks and organizations on mailing lists and;
- Disseminated information on codes of conduct governing peacekeepers and focal points in the mission who will receive complaints from the local population regarding misconduct by peacekeeping personnel such as sexual assault.

### 4.6 Negative Impacts

Despite all the efforts by UN PKO to bring peace in the affected areas of concern, there are a lot of negative impacts concerning SEA realized in this regard.[120] There was an escalation of sexual exploitation and abuse of local women, girls (and boys) by the mission's troops and other staff, which, according to locals interviewed, has resulted in "large numbers of UN babies". There was also a reported increase in the level of prostitution.[121] The DPKO is however 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 advisors and gender focal points, which promote gender mainstreaming.[122]

- The Under-Secretary-General for Peacekeeping Operations, DPKO's report was focused particular attention on one form of gender-based violence: sexual abuse and exploitation by humanitarian and peacekeeping personnel. The report notes that, this year, approximately allegations of sexual exploitation and abuse were

[120] A survey of UNMIL suggests that 22% of the population believe that some UNMIL staff are involved in the rape and contributes to the encouragement of prostitution, Monrovia, 2006.
[121] UN DPKO, Evaluation of Gender mainstreaming work and Impact UNMIL, New York, UN Report, 2006.
[122] Annual meeting, Genders issues in peace Keeping missions, DPKO's ITS, UNITAR, 2006.

made against United Nations peacekeeping personnel in alone in the Sierra Leone, Liberia and Democratic Republic of the Congo. Those allegations have been investigated by the United Nations Office of Internal Oversight Services.[123]

- Sexual and gender-based violence, particularly against women and children, continued to be a major concern for UNMIL and all its partners working to uphold the fundamental rights of women and children. Six months after Liberia's Rape Amendment Act came into effect, with much clearer provisions outlawing rape and establishing stiff penalties, the cases listed in the report clearly brings out that far more effort is required by each and every person working in the judicial system to address this reprehensible crime.[124]

### 4.6.1 UN Babies and Prostitution

There was an escalation of sexual exploitation and abuse of local women, girls (and boys) by the mission's troops and other staff, which, according to locals interviewed, has resulted in "large numbers of UN babies". There was also a reported increase in the level of prostitution. The findings depict the "high incidence of sexual exploitation and abuse of local women by the mission's troops and other staff which has resulted in a substantial number of UN babies". Although similar incidents have been noted in host countries of other peacekeeping missions, their extent in Liberia was reported by some respondents in the questionnaire sent to Monrovia. Actual figures on the

[123] Mr. Guehenno, Under-Secretary-General for Peacekeeping Operations, Security Council Open Debate: Sexual Exploitation and Abuse, New York, 28 October 2004.
[124] UNMIL focuses on Liberia's judicial system in latest human rights report, 2006.

incidence were, however, not readily available locally to confirm the above. There was also a reported general escalation in the level of prostitution.[125]

The high level of poverty and deprivation of the local population and the lack of decent People in such economic circumstances are forced to resort to drastic measures to gain livelihoods. The fact that most staff – military and civilian – of the mission was in their sexually active age and yet the duty station was a non-family one could have also played a role. The above trend also reportedly caused broken family and marital relationships.

### 4.6.2 HIV/AIDS and Drug Use

UNMIL was perceived by some local respondents to have increased the HIV/AIDS prevalence in the country. For example, according to the Gender Department of the Ministry of Gender and Development, the HIV/AIDS rate was 2 per cent before the war and other missions that operated before and UNMIL's arrival. In November 2005, it was 9%. Some local respondents(in Questionnaire report) recommended that the troops should be tested for HIV/AIDS before being dispatched outside their countries of origin to avoid transmitting the infection to local girls and women in countries hosting peace keeping missions.

From the study, an increase in drug availability and use in the country which they attributed to UNMIL troops was reported. The specific gender dimension of this

[125] See UN Secretary General's Bulletin on Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13), October 2003. The bulletin entered into force on 15 October 2003.

trend was, however, not too apparent apart from the fact that more men and boys than women and girls were reported to use the drugs.[126]

### 4.7 Impact within UNMIL

It was however observed that UNMIL mission had generated a positive trend in gender mainstreaming, judging from what the situation had been at the outset and the level attained almost at the mission's end, even if this trend had occurred rather slowly.[127]

[126] Report of the High Commissioner for Human Rights, the situation of Human rights and fundamental freedoms in Liberia, E/CN4/2004/5, 8 August 2003.
[127] DPKO Gender Mainstreaming Action Plan, April 2003, available at un.org/gender/gmap.pdf.

# CHAPTER FIVE

## 5. CONCLUSION AND RECOMMENDATIONS

### 5.1 CONCLUSION

Women and girls endure untold suffering during armed conflicts, yet until recently they have been largely absent from the peace processes that follow. This recognition strengthened calls for a systematic review of the impact of armed conflict on women and of their role in building peace. This paper and related discussions have helped identify some of the current gaps in knowledge about gender mainstreaming in the context of peacekeeping and reconstruction that impede new practices that might otherwise follow international will. These are in line with and build upon the findings of the UNMIL reports and interventions in response to Resolution 1325 (1509).

The Security Council resolution 1325 provides the most important mandate for mainstreaming gender perspectives in peacekeeping operations. It recognizes the contribution of women to the maintenance and promotion of peace and security, while acknowledging their specific needs and concerns in armed conflict and its aftermath. From October 2000 to March 2006, Resolution 1325 and its implementation process allowed the UNMIL to carry out a series of initiatives. Today, mainstreaming a gender perspective has become integral to all UN

conflict prevention and peace building, peacekeeping, rehabilitation and reconstruction efforts.

The efforts by numerous groups to make visible SCR 1325 demonstrate that it is not enough to have good policy. For women, peace and security concerns to be truly addressed, the Resolution's provisions must be active at the local level, as useful, understandable and accessible for women's activism, as a structure informing peace negotiations in areas of conflict, and as a framework for women to demand rights whether it be to participate in government, to land and other resources, to freedom from persecution and gender-based violence, or to an active role in civic life.

UNMIL's experiences underscore the need for the establishment of a gender unit with appropriate terms of reference, including pre and in-mission awareness education and training of ali mission personnei; effective inter-office collaboration and Mainstreaming Gender in Peace Support Operations appropriate mechanisms for exchange of information, and reporting and investigation of complaints; and above all, exemplary and forceful mission leadership in the implementation of the minimum standards of behaviour and sanctions relating to SGBV and SEA. Gender mainstreaming should not be an institutional choice of the peacekeeping mission but an obligatory and systemic policy. Cooperation and information exchanges in the gender sphere should also be promoted to learn from each mission's experiences.

In Liberia, the Office of the Gender Advisor in UNMIL had the overall mandate of mainstreaming gender in the Mission. Its work was guided by the UNSCR 1325 (2000) on "women, peace and security", which is included in UNSCR 1509 (2003) that established the peace keeping mission in Liberia. By analyzing this mission, UNMIL's gender mainstreaming efforts were significant and the achievement credible. Together with the contributions of other institutions both local and international, gender issues gained visibility in the country during the period under review. A closer look at UNMIL indicates that leadership is fundamental to the successful mainstreaming of gender in peace operations. UNMIL's leaders at all levels from mission headquarters down to contingents instituted an appropriate framework, set an example and exerted forceful command and control over the activities of all staff and the operational activities of the mission, aiming at preventing, minimising and/or dealing with relevant SGBV and SEA. It is however not correct to say that there were no SEA issues in UNMIL, but through effective implementation of the bulletin, the mission has been able to institute measures that forestalled rampant abuses.

In UNMIL, the OGA and other staff participated in their activities and contributed to raising their profile and also that of gender concerns in the country. Mission's serious pursuit of gender mainstreaming in the country at large depended also on the existence or otherwise, of a national policy anchored on gender mainstreaming and equality. A peacekeeping mission's gender mainstreaming

work can only be supportive but not a substitute for the host country's work in collaboration with other stakeholders and UN bodies in this field. The involvement of local women's groups and other civil society organizations in the mission's gender mainstreaming activities is critical for the success and local sustainability of the activities. Furthermore, these groups could constitute a local watchdog on the mission's gender mainstreaming work and impact and also put pressure on the peacekeeping mission to focus more on specific gender concerns.

## 5.2 RECOMMENDATIONS

Equal access and participation by women and men should be ensured in the area of the conflict at all levels and stages of the peace process. The study has come out with the following recommendations:

- In negotiations for a ceasefire and/or peace agreements, women should be an integral part of the negotiating team and process.
- The initial assessment mission for any peace support operation should include a senior adviser on gender mainstreaming.
- Security Council resolutions setting up and extending peace support operations should incorporate a specific mandate on gender mainstreaming.
- All mandates for peace support operations should refer to the provisions of the Convention on the Elimination of All Forms of Discrimination against Women, as well as other relevant international legal instruments.
- Follow-on mechanisms should be established within the mission's mandate to carry over tasks to implement fully gender mainstreaming in the post-conflict reconstruction period.
- In accordance with the Secretary-General's target of 50 per cent women in managerial and decision-making positions, more determined efforts must be made to select and appoint female Special Representatives of the Secretary-General and senior field staff for peace support operations.

- A comprehensive database with information specifically on female candidates with their qualifications, both military and civilian, should be maintained.
- Special Representatives of the Secretary-General and senior mission personnel should receive an in-depth briefing on gender mainstreaming issues prior to deployment.
- A gender affairs unit be adequately funded and staffed at appropriate levels.
- The DPKO-led operational planning teams at United Nations Headquarters must include gender specialists and representatives of other United Nations agencies and organizations dealing with gender issues.
- Such lessons learned from current like UNMIL and prior missions on gender should be incorporated at the planning stage of a new mission.
- The UN must set rapidly increasing the number of senior female civilian personnel in peace support operations in all relevant Headquarters departments, including DPKO, and in the field.
- Member States should be asked to increase the number of women in their military and civilian police forces who are qualified to serve in peace support operations at all levels.
- The terms of reference, including eligibility requirements, for all heads of mission components and their personnel should be reviewed and modified to facilitate the increased participation of women.
- All agreements and individual contracts governing the assignment of personnel, including arrangements for United Nations Volunteers, should reflect the gender-related obligations and responsibilities of those personnel.
- TCC, which are training military, police and civilian personnel specifically for their participation in peace support operations, should involve a higher percentage of women in that training.
- DPKO should provide gender awareness guidelines and materials so that Member States can incorporate these elements into their national training programmes for military and civilian police personnel in preparation for deployment.
- The terms of reference of the Senior Gender Adviser should ensure a proper interchange of information and experience between gender units in individual missions.

- Standard Operating Procedures applying to all components of missions should be developed on the issues of sexual assault and sexual harassment.
- Accountability for all issues relating to gender mainstreaming at the field level should be vested at the highest level.
- Monitoring and evaluation mechanisms to assess the implementation of the United Nations gender mainstreaming objectives should be established at United Nations Headquarters and at peacekeeping missions, in consultation with the Office of the Special Adviser on Gender Issues and Advancement of Women.
- Research should be encouraged on the short- and long-term effects of the gender dimension of peace support operations on the host country population.
- All possible means should be employed to increase public awareness of the importance of gender mainstreaming in peace support operations.

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# ANNEXES

**ANNEX B-1 (a)**

**United Nations Department of Peacekeeping Operations - Professional Staff Holding Contracts of at least one year**

| | P-2 | | | | | P-3 | | | | | P-4 | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Month/ Year | Female | Male | Total | % of Female | % of Male | Female | Male | Total | % of Female | % of Male | Female | Male | Total | % of Female | % o Male |
| 31-Aug-94 | 9 | 10 | 19 | 47 | 53 | 13 | 17 | 30 | 43 | 57 | 8 | 33 | 41 | 20 | 80 |
| 13-Mar-95 | 8 | 4 | 12 | 67 | 33 | 14 | 17 | 31 | 45 | 55 | 8 | 36 | 44 | 18 | 82 |
| 20-Apr-95 | 5 | 3 | 6 | 63 | 38 | 9 | 11 | 20 | 45 | 55 | 7 | 33 | 40 | 18 | 83 |
| 17-Jul-95 | 4 | 3 | 7 | 57 | 43 | 8 | 10 | 18 | 44 | 56 | 7 | 31 | 38 | 18 | 83 |
| 1-Jan-96 | 3 | 4 | 7 | 43 | 57 | 11 | 11 | 22 | 50 | 50 | 10 | 33 | 43 | 23 | 77 |
| 19-Mar-96 | 4 | 6 | 10 | 40 | 60 | 11 | 11 | 22 | 50 | 50 | 9 | 34 | 43 | 21 | 79 |
| 1-Jun-96 | 4 | 6 | 10 | 40 | 60 | 15 | 11 | 26 | 58 | 42 | 9 | 34 | 43 | 21 | 79 |
| 24-Jul-96 | 4 | 6 | 10 | 40 | 60 | 15 | 9 | 24 | 63 | 38 | 9 | 33 | 42 | 21 | 79 |
| 15-Nov-96 | 4 | 6 | 10 | 40 | 60 | 14 | 11 | 25 | 56 | 44 | 9 | 32 | 41 | 22 | 78 |
| 18-Feb-97 | 4 | 3 | 7 | 57 | 43 | 14 | 14 | 28 | 50 | 50 | 9 | 31 | 40 | 23 | 78 |
| 15-Apr-97 | 3 | 5 | 8 | 38 | 63 | 15 | 13 | 28 | 54 | 46 | 8 | 29 | 37 | 22 | 78 |
| 1-Sep-97 | 3 | 5 | 8 | 38 | 63 | 13 | 13 | 26 | 50 | 50 | 8 | 26 | 34 | 24 | 76 |
| 5-Nov-97 | 3 | 4 | 7 | 43 | 57 | 13 | 13 | 26 | 50 | 50 | 7 | 31 | 38 | 18 | 82 |
| 20-Nov-97 | 4 | 4 | 8 | 50 | 50 | 13 | 14 | 27 | 48 | 52 | 8 | 33 | 41 | 20 | 80 |
| 12-Feb-98 | 3 | 5 | 6 | 38 | 63 | 14 | 13 | 27 | 52 | 48 | 8 | 31 | 39 | 21 | 79 |
| 23-Feb-98 | 4 | 6 | 10 | 40 | 60 | 16 | 19 | 35 | 46 | 54 | 10 | 34 | 44 | 23 | 77 |
| 15-Jul-98 | 6 | 5 | 11 | 55 | 45 | 13 | 13 | 26 | 50 | 50 | 7 | 30 | 37 | 19 | 81 |
| 28-Oct-98 | 6 | 3 | 9 | 67 | 33 | 10 | 14 | 24 | 42 | 58 | 11 | 30 | 41 | 27 | 73 |
| 22-Jan-99 | 6 | 2 | 8 | 75 | 25 | 11 | 19 | 30 | 37 | 63 | 12 | 27 | 39 | 31 | 69 |
| 6-Apri-99 | 6 | 3 | 9 | 67 | 33 | 15 | 27 | 42 | 36 | 64 | 13 | 46 | 59 | 22 | 78 |
| 28-Jul-99 | 6 | 3 | 9 | 67 | 33 | 16 | 30 | 46 | 35 | 65 | 14 | 42 | 56 | 25 | 75 |
| 12-Nov-99 | 8 | 4 | 12 | 67 | 33 | 16 | 30 | 46 | 35 | 65 | 15 | 43 | 58 | 26 | 74 |
| 6-Jan-00 | 8 | 4 | 12 | 67 | 33 | 15 | 31 | 46 | 33 | 67 | 17 | 44 | 61 | 28 | 72 |
| 17-May-00 | 8 | 4 | 12 | 67 | 33 | 16 | 32 | 48 | 33 | 67 | 18 | 48 | 66 | 27 | 73 |
| | Based on data provided by the Executive Office of DPKO-2007 | | | | | | | | | | | | | | |

ANNEX B-2(b)

United Nations Department of Peacekeeping Operations - Professional Staff Holding Contracts of at least one year

| | USG/ASG | | | | | TOTAL | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Month/ Year | Female | Male | Total | % of Female | % of Male | Female | Male | Total | % of Female | % of Male |
| 31-Aug-94 | 0 | 2 | 2 | 0 | 100 | 35 | 89 | 124 | 28 | 72 |
| 13-Mar-95 | 0 | 3 | 3 | 0 | 100 | 34 | 86 | 120 | 28 | 72 |
| 20-Apr-95 | 0 | 3 | 3 | 0 | 100 | 25 | 71 | 96 | 26 | 74 |
| 17-Jul-95 | 0 | 3 | 3 | 0 | 100 | 21 | 67 | 88 | 24 | 76 |
| 1-Jan-96 | 0 | 3 | 3 | 0 | 100 | 26 | 74 | 100 | 26 | 74 |
| 19-Mar-96 | 0 | 3 | 3 | 0 | 100 | 27 | 74 | 101 | 27 | 73 |
| 1-Jun-96 | 0 | 3 | 3 | 0 | 100 | 31 | 75 | 106 | 29 | 71 |
| 24-Jul-96 | 0 | 2 | 2 | 0 | 100 | 31 | 71 | 103 | 30 | 69 |
| 15-Nov-96 | 0 | 3 | 3 | 0 | 100 | 30 | 73 | 103 | 29 | 71 |
| 18-Feb-97 | 0 | 3 | 3 | 0 | 100 | 29 | 69 | 98 | 30 | 70 |
| 15-Apr-97 | 0 | 3 | 3 | 0 | 100 | 30 | 69 | 99 | 30 | 70 |
| 1-Sep-97 | 0 | 3 | 3 | 0 | 100 | 28 | 68 | 96 | 29 | 71 |
| 5-Nov-97 | 0 | 3 | 3 | 0 | 100 | 28 | 72 | 100 | 28 | 72 |
| 20-Nov-97 | 0 | 3 | 3 | 0 | 100 | 30 | 76 | 106 | 28 | 72 |
| 12-Feb-98 | 0 | 3 | 3 | 0 | 100 | 31 | 73 | 104 | 30 | 70 |
| 23-Feb-98 | 0 | 3 | 3 | 0 | 100 | 36 | 87 | 123 | 29 | 71 |
| 15-Jul-98 | 0 | 3 | 3 | 0 | 100 | 33 | 76 | 109 | 30 | 70 |
| 28-Oct-98 | 0 | 3 | 3 | 0 | 100 | 34 | 76 | 110 | 31 | 69 |
| 22-Jan-99 | 0 | 3 | 3 | 0 | 100 | 36 | 80 | 116 | 31 | 69 |
| 6-Apri-99 | 0 | 3 | 3 | 0 | 100 | 41 | 108 | 149 | 28 | 72 |
| 28-Jul-99 | 0 | 3 | 3 | 0 | 100 | 44 | 108 | 152 | 29 | 71 |
| 12-Nov-99 | 0 | 3 | 3 | 0 | 100 | 47 | 107 | 154 | 31 | 69 |
| 6-Jan-00 | 0 | 3 | 3 | 0 | 100 | 49 | 109 | 158 | 31 | 69 |
| 17-May-00 | 0 | 3 | 3 | 0 | 100 | 51 | 114 | 165 | 31 | 69 |

Based on data provided by the Executive Office of DPKO-2007

**ANNEX B-2: INCORPORATING A GENDER PERSPECTIVE IN PKOs**

| DATE | LEVEL | ISSUE |
|---|---|---|
| 2000 March | SC | ▪ Peace and Gender Equality<br>▪ Women's role in sustainable peace |
| 2000 May | DPKO-OSAGI | ▪ Mainstreaming a Gender Perspective in multidimensional Peace Support Operations<br>▪ Namibia Plan of Action |
| 2000 August | SG | ▪ The Brahimi Report<br>▪ Components of mission representing abroad geographic and equitable gender distribution<br>▪ Particular sensitivity towards gender and cultural differences |
| 2000 September | GA | ▪ Gender equity and the empowerment of women<br>▪ Combat all forms of violence against women |
| 2000 October | SC | ▪ Resolution 1325<br>▪ Strengthened women role in decision-making<br>▪ Mainstreaming gender perspective for PKO and protection of HR of women and girls<br>▪ Impact of Contemporary Armed Conflict on women and girls |
| 2001 October | SC President | ▪ Women's role in all peace process<br>▪ |
| 2002 March | Special Committee on PKOs | ▪ Ensure gender equality in PKO<br>▪ |
| 2002 June | Beijing – 5 | ▪ Gender equality, development and peace for the 21st century.<br>▪ Full participation of women in all levels of decision-making and all peace process stages |
| 2002 July | SC Open Session | ▪ Women, Peace and Security<br>▪ |
| 2002 October | SG to SC | ▪ 2nd Anniversary of Res.1325<br>▪ Study: "Women, Peace and Security"<br>▪ Impact of CAC on women and girls |
| 2002 | UNIFEM | ▪ Book: "Women, War and Peace"<br>▪ Independent experts |
| 2002 December | SC Presidential Statement | ▪ Reaffirm the importance of mainstreaming gender perspective into PKO |
| 2003 October | SC-USG | ▪ Reaffirm DPKO commitment to gender mainstreaming in PKO<br>▪ The importance of Gender Advisors in all PKO |
| 2005 Feb-March | CSW-Beijing – 10 | ▪ Review of implementation of Beijing Platform of Action<br>▪ Challenge for the advancement and empowerment of women and girls. |
| 2006 March | DPKO | ▪ Policy Dialogue to review strategies for enhancing gender balance amongst uniformed personnel in PKOs |

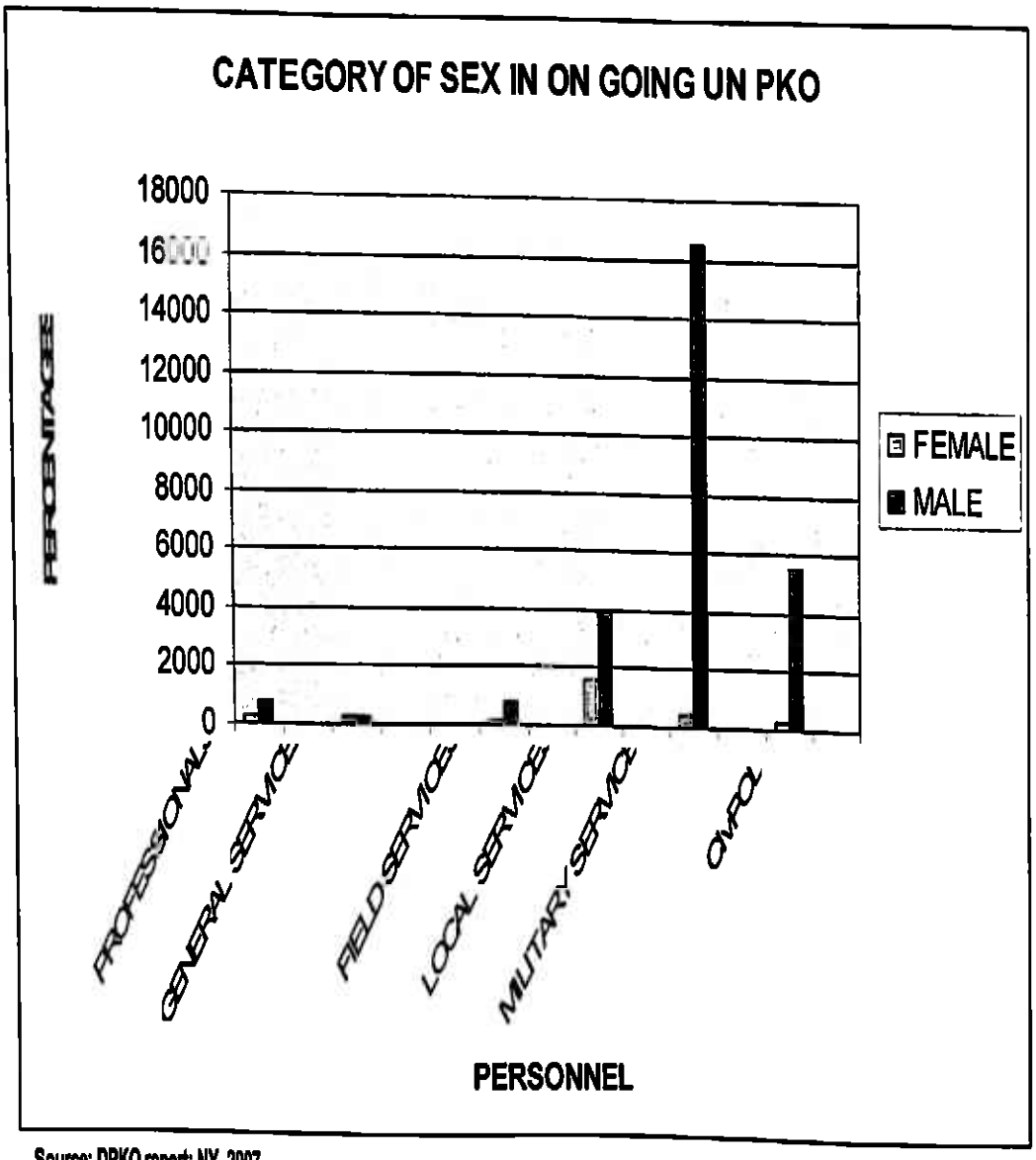
ANNEX B-3(a)

Percentage of Staff in UN Ongoing Peacekeeping Missions as of April 2000 (Data based on Reports Submitted quarterly)

| Mission | Professional Staff | | General Service | | Field Service | | Local Staff | | All Military Personnel Indi., HQ Staff, Troops & Observes | | Civilian police | | Total Staff | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | % of Females | % of Males | % of Females | % of Males | % of Females | % of Males | % of Females | % of Males | % of Females | % of Males | % of Females | % of Males | % of Females | % o Males |
| MINURSO | 20 | 80 | 28 | 72 | 23 | 77 | 21 | 79 | 3 | 97 | 15 | 85 | 16 | 84 |
| UNAMSIL | 19 | 81 | 54 | 46 | 23 | 77 | 28 | 72 | 1 | 99 | - | - | 11 | 89 |
| UNDOF | 0 | 100 | 100 | 0 | 20 | 80 | 15 | 85 | 3 | 97 | - | - | 5 | 95 |
| UNFICYP | 27 | 73 | 100 | 0 | 13 | 87 | 29 | 71 | 3 | 97 | 14 | 86 | 7 | 93 |
| UNIFIL | 16 | 84 | 78 | 22 | 10 | 90 | 14 | 96 | 2 | 98 | - | - | 3 | 97 |
| UNIKOM | 10 | 90 | 43 | 57 | 15 | 85 | 18 | 82 | 0.4 | 99.6 | - | - | 4 | 96 |
| UNMIBH | 32 | 68 | 65 | 35 | 11 | 89 | 53 | 47 | 3 | 97 | 5 | 95 | 26 | 74 |
| UNMIK | 25 | 75 | 48 | 52 | 2 | 98 | 27 | 73 | - | - | 3 | 97 | 17 | 83 |
| UNMOGIP | 0 | 100 | - | - | 14 | 86 | 8 | 92 | 0 | 100 | - | - | 7 | 93 |
| UNMOP | 0 | 100 | 100 | 0 | 0 | 100 | 40 | 60 | 0 | 100 | - | - | 8 | 92 |
| UNMOT | 12 | 88 | 63 | 37 | 0 | 100 | 18 | 82 | 0 | 100 | 0 | 100 | 16 | 84 |
| UNOMIG | 29 | 71 | 67 | 33 | 7 | 93 | 32 | 68 | 1 | 99 | - | - | 19 | 81 |
| UNTAET | 24 | 76 | 54 | 46 | 21 | 79 | 13 | 87 | 3 | 97 | 3 | 97 | 6 | 94 |
| UNTSO | 20 | 80 | 100 | 0 | 11 | 89 | 18 | 82 | 1 | 99 | - | - | 10 | 90 |

NB: This table only gives a generic overview of the ongoing peacekeeping missions. Peacekeeping mandates differ in complexity and scope, hence the missions vary in size from very small (UNMOP) to very large (UNMIK).

ANNEX B-3(b)




Source: DPKO report: NY, 2007

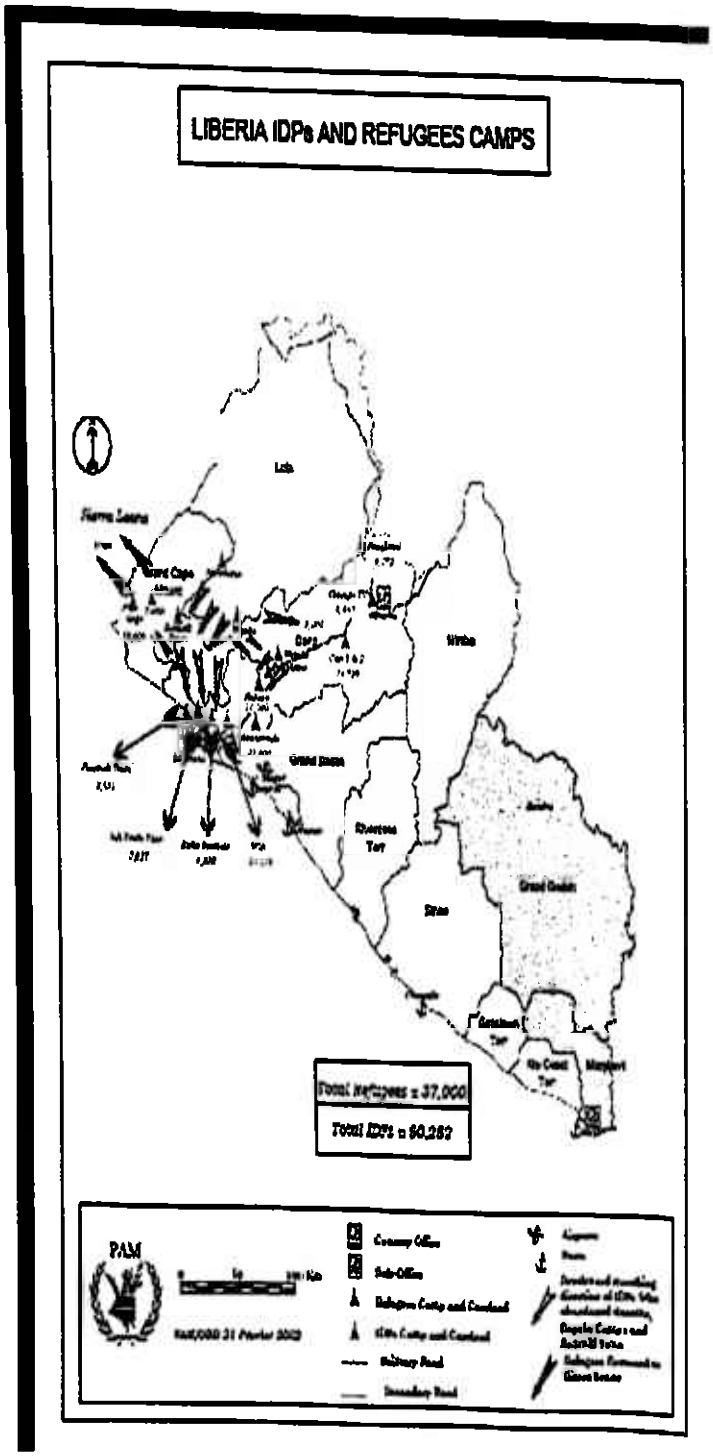
**ANNEX B-4**

**Action Steps Agreed to by DPKO Senior Management, February 2000(DPKO Report).**

The Office of Human Resources Management of the UN Secretariat contracted external consultants in 1999 to conduct, in DPKO, focus groups and training workshops on gender issues and to begin a process of identifying relevant areas in the work of the Department affected by issues of gender and gender related policies. They were also asked to prepare a follow-up action plan, based on the outcome of the workshops and the input of senior managers, by which gender related policies and tools of their analysis would be integrated into the work of DPKO, at Headquarters and in the field. Following this review and training exercise, in February 2000, thirteen action steps were agreed to by the senior management of DPKO.

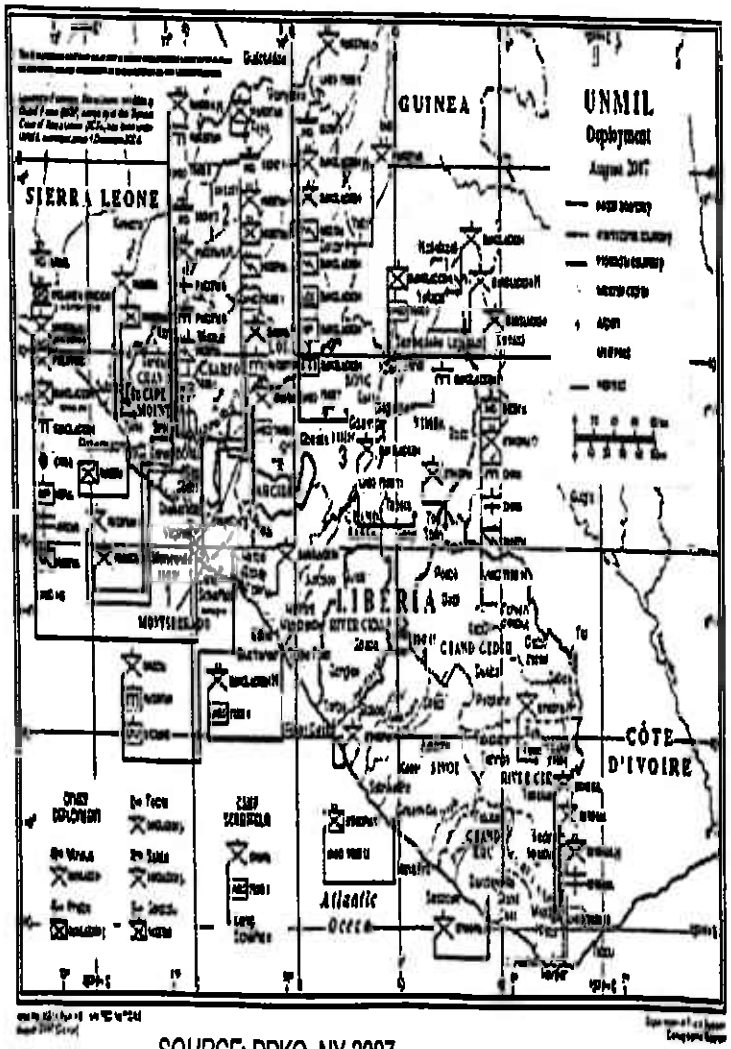
1. Establishment of a Gender Advisory Unit and selection of a Gender Advisory Panel.
2. Position of Focal Point for Women on promotion and selection panels to be kept separate from Gender Advisory Unit and Gender Advisory Panel.
3. Encourage appointment of more women on reconnaissance and other short-term missions.
4. Additional training for managers and supervisors in communication and empowerment of subordinates.
5. Training Unit to finalize a training package on gender sensitivity and create a timetable for field and Headquarters implementation.
6. Create transparency in recruitment for peacekeeping missions.
7. Improve standard operating procedures for dealing with infractions of the Code of Conduct in the field.
8. Establish internal confidential sexual harassment hotline for DPKO field staff.
9. Create internal ombudsman function to deal with problems in the workplace. (This item, which conflicts with existing policy, will not be put in place.)
10. Appoint a Community Affairs Officer on all larger peacekeeping missions.
11. Clarify reporting channels and relationship with Headquarters for gender offices in peacekeeping operations.
12. Continue collection of a pool of available women candidates for positions with military and civilian police.
13. To encourage the Mine Action Service to continue collecting data disaggregated by sex for the purpose of analysis. This would continue their ongoing efforts to use gender sensitive data to improve their activities.

# ANNEX C-1




Source: UNHCR, Monrovia, 2004

ANNEX C -2




SOURCE: DPKO, NY,2007

ANNEX C-3, OGA: STRATEGY FOR THE IMPLEMENTATION OF UNSCR 1325

| THEMATIC AREA | STRATEGIES/ACTIVITIES | RESPONSIBILITY | TIME FRAME | INDICATORS OF PROGRESS |
|---|---|---|---|---|
| Training and Capacity Building of all UNMIL Personnel | Induction Training:<br>- Regular induction training for military personnel.<br>- preparing module and monitoring the induction trainings for UNPOL. | OGA/MTC<br><br>OGA/UNPOL | Continuous | New staffs are able to refer to DPKOs gender policy and systems in place for integrating gender in UNMIL activities plans and policies. |
| | Intensive training of all UNMIL personnel on Gender analysis and Gender mainstreaming.<br><br>Development of training modules on gender analysis and mainstreaming specific to:<br>▪ Senior management<br>▪ Middle level management<br>▪ Specific sections within UNMIL<br>Training of:<br>- Senior and middle level management.<br>- Gender focal point members.<br>- Peace keeping personnel from different sections.<br>- Specific trainings to corrections, UNPOL and UNMOS | OGA/SRSG/Section Heads | May 2006 to March 2007<br><br>Continuous | Training modules and handouts.<br><br>Calendar on intensive training from different sections.<br><br>Training workshops held specific to each section and unit needs and focus.<br><br>2007 work plans for each [illegible]al unit include practical guidelines on gender mainstreaming.<br><br>All staff are aware on how to implement UNSCR 1325 through their individual, unit, section and UNMIL activities, programmes and plans.<br><br>Senior managers and middle level managers are clear about their responsibility to lead on gender mainstreaming.<br><br>Budget requests set for specific gender mainstreaming as from 2007. |
| | Sensitization and awareness raising.<br><br>Broadcast short and simple messages about UNSCR 1325 and gender on a regular basis.<br><br>Update of the gender web page on intra-net.<br><br>Production of a magazine with | OGA/PI/CITs | Continuous | Enhanced knowledge of peacekeeping personnel on the gender and the implementation of UNSCR 1325. |

| | | | | |
|---|---|---|---|---|
| | articles from sections on the implementation of SCR 1325 in their unit/section and how it impacts on the host community.<br><br>Avail online training manuals and packages with supporting documentation in order that they may be sued on an individual basis as reference materials and for further learning. | | | |
| **Monitoring and evaluating – implementation of 1325**<br><br>**Advising on the implementation of UNSCR 1325** | **Meetings**<br>Senior Management meetings<br><br>UNMIL committee meeting (QIP, POG, Rule of Law, CDU Advisory)<br><br>Analysis and inputs into mission framework and working document and reports (e.g CCA, CAP, SGs reports, RBB etc)<br><br>Review existing reporting guidelines and template to include sex disaggregated data in all reporting. | OGA<br><br>OGA | Ongoing<br><br>Ongoing | Gender sensitive documents, policies and programmes.<br><br>Reports with sex disaggregated data.<br><br>Gender sensitive documents, policies and programmes by UNMIL<br><br>Evaluation and TORs are developed based on gender mainstreaming objectives. |
| | Reviewing performance management tools e.g. job descriptions, TORs and Individual work plans to include gender mainstreaming objectives.<br><br>Incorporate gender mainstreaming objectives in the planning and reporting tools:<br>▪ TOR for consultants<br>▪ Audit and review report<br>▪ RBB framework<br>Meetings with relevant government ministries and institutions as well legislative structures (MOGD, MOPEA, MOJ, TRC) on policy development. | | | |

| | | | | |
|---|---|---|---|---|
| **Achieving gender balance** | Monitoring implementation of UN guidelines about gender and geographical balance on a regular basis.<br>Women targeted trained and mentored to prepare for leadership roles.<br><br>Development of personnel policy for advancement of female staff. | SRSG, DOA and personnel section | Ongoing | Increase the numbers of women in the mission-especially in decision meeting positions. |
| **Gender sensitive budgeting for all sections/units programmes and activities** | Assist sections/units in designing their work plans and budget. | OGA/SRSG/Section Heads | Ongoing | Mission/sections/units work plans and budget include specific funding for gender mainstreaming. |
| **United Nations Country Team 1325 strategy** | Determine a Liberia field based policy and approach on implementation on 1325.<br>Direct and designate UN gender theme group as technical committee for the design of strategic plan for the UN country team.<br>Gender theme group design country teams 1325 strategy | SRSG, DSRSGs, Heads of Agencies<br><br>UNMIL, UNIFEM, UNDP, UNFPA, WHO, UNHCR, etc | 2006-2007 | Policy/approach for implementation of UNSCR 1325<br><br>Directive and terms of reference<br><br>Approved strategy |

**ANNEX C- 4, OGA'S ROLE IN MAINSTREAMING GENDER IN LIBERIA:Gender Mainstreaming in the DDR Process:**

- The UNSCR 1325 on Women, Peace and Security 'encourages all those involved in the planning for DDR to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants.
- OGA was part of the DDR forum in which it integrated gender perspectives in the DD process.
- The OGA undertook a comprehensive assessment on reintegration opportunities for women and men, and identified specific requirements of female vs. male beneficiaries during the reintegration process.
- Women were recognized as WAFFs.
- Gender was mainstreamed in the policies and standard operating procedures.
- **Gender Mainstreaming in the Police**

  The gender principles of democratic policing include the obligation for policing to be representative, responsive and accountable. The OGA works to ensure that gender dimensions are integrated in policing.
- Capacity building of the LNP on gender and creation of Liberia specific gender training manual for Academy.
- Developed a National Police Service gender policy
- Increase the representation of women in police.
- Engendering of the police training curriculum and recruitment process to attempt to achieve at least 20% women
- Encouraging female police officers to take on leadership roles and a broad range of tasks
- **Gender Mainstreaming in the Electoral Process**

  The OGA provided technical expertise on how to integrate gender perspectives in the electoral process through:
- Input to the Electoral Law by the OGA was provided to ensure that special measures that will allow women's full and equal participation in the 2005 elections are integrated.
- The OGA with partners mobilized women and their groups to join political parties
- Advocated for 30% female representation in political party listing
- 50%+50 women registered as voters
- Voted in office a woman president in the October 2005 Presidential and Legislative Elections.
- Leadership training for potential women candidates
- Training for women candidates
- Follow-up workshop for up to 100 women to reflect on the challenges faced and lessons learnt from participation in the national elections in 2005.

- Liberian women have advocated for 50/50 representation and they remain resolute in implementing their National Agenda which aims at increasing the number of women in decision making in all aspects of public life.
- **Gender Mainstreaming in Law Reform: Sexual and Gender-based Violence:**

  UNSCR 1325 calls on all actors to take measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, police and the judiciary.
- Provide technical advise in the SGBV national action plan
- Gender training for human rights defenders and human rights organizations
- Member of the Rule of Law Group and a founder member of the SGBV Task Force in the mission to ensure that gender perspectives are incorporated in all mission activities.
- The OGA provided technical advise in reviewing the current terms of reference for the SGBV working group and its tracking and mapping mechanisms.
- The OGA monitors incidences of SGBV to ensure that appropriate responses to SGBV are employed.
- OGA monitors progress made in handling complaints of SEA.
- The OGA sensitizes the mission personnel on women's rights especially SGBV.
- Promotes awareness.

## ANNEX D-1, QUESTIONNAIRE: CHECK LIST FOR ASSESSMENT OF UNMIL

### I. Security

1. How does the security situation affect women, men, girls and boys differently?

2. What role do women play in the military, armed groups, police or any other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services (per cent of forces/groups, by grade and category)?

3. Are women's and men's security issues known and are their concerns being met?

4. Are measures being taken to ensure that women can be part of military, police or any other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services?

### II. Political and Civil Affairs

1. How has the political situation affected women and men differently?

2. Are political decisions being made that adversely affect women or men?

3. Are women involved in the country's peace negotiations and in what capacity?

What scope is there for including women's views? Do women's organizations require capacity-building to participate effectively?

4. Are women involved in decision-making structures at the local, regional and national levels? Is the percentage of women in these structures available? What is the quality of their participation? What barriers prevent women from meaningful participation and involvement in decision-making?

5. What women's organizations and networks exist at the local, regional and national levels? What are the key issues they are working on? What role do they play in decision-making, and on what issues? Do leadership training and capacity-building programmes for women's groups already exist?

6. What is the extent and quality of women's involvement in key advocacy and interest groups (e.g., labour unions, professional associations, etc.)?

7. What roles have women and girls traditionally played in the conflict (as instigators, peacemakers, combatants, in support functions in armed groups including as cooks, porters or sexual slaves)?

8. What prevailing religious and cultural norms, attitudes, and practices affect the lives of women/girls? How can planners ensure that these norms, attitudes and practices do not prevent women and girls from enjoying equal access to resources, opportunities, education, etc.?

9. What are the traditional roles of women and men in their communities and have these changed during the conflict? What has been the impact of aid agency programmes on traditional roles of women and men?

**III. Electoral Process**

1. Are women and men equally involved in the planning for elections (e.g., on the boards of Electoral Commissions, in UN activities in support of the electoral process, in decisions on composition of party lists, choice of election candidates)?

2. Do women and men have an equal opportunity to register to vote, to cast their votes and to run for office in elections?

3. Are a certain percentage of seats earmarked for women or men or other groups?

4. Do women candidates in local and national elections have capacity-building opportunities?

5. Are there provisions for voter education specifically targeted at women?

**IV. Humanitarian Affairs**

1. How have women, men, girls and boys been affected differently by the conflict or displacement? Have women, men, girls and boys been affected differently by specific events such as the destruction of infrastructure, separation of families, etc?

2. What are the basic needs (food, health, shelter, water and sanitation, education?) of displaced and host populations - how do they differ for women/girls and men/boys?

3. What are the different coping mechanisms currently used by women, men, girls and boys? What resources/support structures are they using to survive? Are these overstretched or unsustainable in the long run?

4. Do women/girls and men/boys have equal access to resources for humanitarian

**V. Disarmament, Demobilization and Reintegration (DDR)**

1. What roles do women/girls play in combat functions in the military and armed groups (provide number and percentage of women in groups by grade and category)?

2. What roles do women/girls play in non-combat functions in the military and armed groups (provide numbers and percentage of women by grade and category)? Examples of non-combat functions include women/girls working in support functions such as cooks, spies, messengers; soldiers' wives; or women/girls used as sex slaves, etc.

3. Do military and armed groups contain women, men, boys or girls who have been abducted, trafficked, forced into marriage, and/or used as sex slaves? Is this coercion more prevalent for women/girls?

4. Do mechanisms need to be put in place to involve women/girls in DDR planning?

5. Do military/armed groups have organizations or associations representing women/girls (as combatants, in support roles, as wives, etc.)?

6. Which governmental, NGO or UN organizations are currently working on DDR issues and what significant lessons have they learned (e.g., about child soldiers)? Are the lessons learned different for women, men, girls and boys?

7. What plans are in place, or general attitudes exist concerning giving female ex-combatants the option of joining peacetime armies and other security institutions such as intelligence services, border police, customs, immigration, and other law enforcement services?

8. What are the training needs of women in the military and armed groups?

9. Are there indications that women/girls and/or men/boys in the military and armed groups have been subjected to gender-based violence (e.g., sexual or physical violence)? How prevalent are such crimes? What are the resulting needs for women/girls as compared to men/boys (health, psychological, psycho-social, economic, etc.)?

10. What media/communications initiatives have been launched (or are planned) to encourage communities to accept returning women/girls who have been involved in the military or armed groups and to understand their needs?

**VI. Human Rights**

1. How do human rights violations vary between women, men, girls and boys?

2. What measures are being taken in-country to address human rights violations against women, men, girls and boys?

3. What is the status of relevant international human rights standards (including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW))? Have they been signed and ratified?

4. What laws and practices (if any) discriminate against women/girls?

5. What are the current laws and practices (including customary practices) relating to abductions, slavery or slave-like practices; forced sex work and trafficking in humans; and how do they affect women/girls and men/boys differently?

6. What are the current laws and practices (including customary practices) on property and do they affect women and men differently? If so, how?

7. What are the current laws and practices regarding gender-based violence (e.g., sexual or physical violence)? Do they affect women/girls and men/boys differently and if so, how?

**VII. HIV/AIDS**

1. Does HIV prevalence between women, men, girls and boys differ? If so, why?

2. Is there a difference in the knowledge levels about HIV/AIDS between women, men, girls and boys?

3. Do women, men, girls and boys have equal access to basic health facilities and preventive care (e.g., condoms, anti retroviral (ARVs), treatment for sexually transmitted infections, testing and counseling facilities and screened blood supplies for transfusions)? If not, why not?

4. What are the social and cultural consequences of HIV/AIDS affecting women, men, girls and boys (e.g., stigma, discrimination leading to loss of employment)?

**VIII. Legal and Judicial System**

1. How many and what percentage of legal professionals (including those in training) are women (by grade and category)?

2. What obstacles (if any) limit the participation of women at various levels in the legal profession?

3. Do indigent women have access to free legal aid?

4. Are there functioning family and juvenile court systems?

5. Can women choose which legal system to use (formal vs. customary)? In which legal system are women typically participants?

6. What is the role and involvement of women in traditional justice mechanisms (tribal systems)?

7. Are women and men and girls and boys treated in the same manner when they participate in judicial proceedings? Do female victims and witnesses have sufficient protection?

8. Will there be a truth and reconciliation process? What provisions will be made to involve women in the process and to ensure that their testimony is heard?

**IX. Police**

1. What types of law enforcement services are available? How many women are in them? What are the numbers/percentage of women by grade and category? Are women police officers involved in all operational aspects of the police work or limited to administrative functions only? Are measures in place to actively increase the number of women in the sy?

2. Do law enforcement service personnel receive training on gender awareness, sexual crimes, domestic violence and human rights?

3. Do female police officers have facilities to meet their specific needs (e.g., separate accommodation, hygiene facilities)? Is the working environment set up in a manner that is conducive to the needs of female police officers?

4. Are there specific provisions that allow female police officers to be assigned close to their home areas or, if married to police, to allow them to remain in the same location?

5. Are breaches of discipline by female and male police officers dealt with in the same manner?

6. What is the general/prevalent attitude of male police officers towards female police officers?

7. What is the general/prevalent attitude of the current police leadership towards female police officers?

8. Do female police officers identify any barriers to their full participation in the police force? If so, what are these barriers (economic, social, cultural, educational, etc.)?

9. What are the main crimes committed against women and girls within the home and outside of the home?

10. Do cultural and other barriers discourage women/girls from reporting crimes? What are these barriers, and are they the same as those for men/boys?

11. Do police have established protocols, specialized personnel and units (e.g.,a "crimes against women cell" or "family support units") for dealing with sexual crimes and domestic violence? Are these police cells or units staffed by female police officers?

12. Are there separate police holding cells for women?

13. Have feminine hygiene needs been addressed where women are kept in holding cells?

14. What specific facilities and services are pregnant and nursing mothers provided with in detention?

15. Are women detainees supervised and searched by female officers and staff?

16. For what types of crimes are women typically prosecuted? Are these crimes linked to poverty or other sources of vulnerability?

17. What services are available to the police who wish to refer female victims of crime (e.g., traditional mechanisms and non-traditional ones such as shelters)? What family counseling services and equivalent traditional mechanisms are available?

18. What traditional and non-traditional services (e.g., women's help lines) are available to women and children that facilitate their reporting of crimes, especially crimes of a sexual nature?

**X. Corrections**

1. What percentage of corrections staff are women? Is the representation of women on staff proportionate to the number of female prisoners?

2. Are there any limitations to the correctional roles women perform (i.e., do they work with male prisoners, in high security environments, have access to the same employment opportunities as male prisoners)? Are women represented in management and specialist areas of work?

3. Do women have separate prisons and/or accommodation blocks?

4. Are female prisoners supervised and searched by female officers and staff?

5. What health facilities are provided for female prisoners?

6. Have feminine hygiene needs been addressed for female prisoners?

7. What specific facilities and services are provided for pregnant and nursing mothers in detention?

8. Which agencies are involved in providing assistance to women in prison?

9. For what types of crimes are women typically in prison? Are these crimes linked to poverty or other sources of vulnerability?

10. Are there women in prison who have not been charged with any offence?

11. Are there women in prison beyond the expiry of any legal warrant?

12. What is the typical duration of a female prisoner's sentence? Is this similar to men's prison terms?

13. What proportion of the women in prison is described as having a psychiatric illness and what treatment options exist for them?

14. What is the age range of women in prison? Where are girls imprisoned (under 18 years of age)?

15. Are there children in prison? What child care provisions are there in prisons and up to what age are they available?

16. What access to the community do female prisoners have, including access to families and non-resident children?

17. To what extent are the UN Minimum Standards for the Treatment of Prisoners reflected in the management of female prisoners if any?

18. Are female prisoners afforded the same opportunities and services as male prisoners?

19. Is there any indication that female prisoners are subject to harassment (sexual) abuse and/or sexual exploitation by male prisoners or male staff?

20. is there a complaints procedure that is known to the female prisoners?

**XI. Public Information**

1. What are the differences in the ways women and men get information? What is the most effective medium to disseminate messages to women/girls as compared to men/boys? What languages are most appropriate for transmitting messages to women/girls as compared to men/boys? At the local level, how is information passed within the community to women/girls as compared to men/boys?

2. What is the number/percentage of women in the media (by category)?

3. What are the traditional roles of women and men in their communities and have these changed during the conflict? What has been the impact of aid agency programmes?

4. What roles have women and girls traditionally played in the conflict (as instigators, peacemakers, combatants, support personnel to combatants, sexual slaves, etc.)?

5. What prevailing religious and cultural norms, attitudes, and practices affect the lives of women/girls? How can planners ensure that these norms, attitudes and practices do not prevent women and girls from enjoying equal access to resources, opportunities, education etc.?

6. What are the basic needs (food, health, shelter, water and sanitation, education) of displaced and host populations - how are these different for women/girls and men/boys?

7. How do human rights violations against women, men, girls and boys vary?

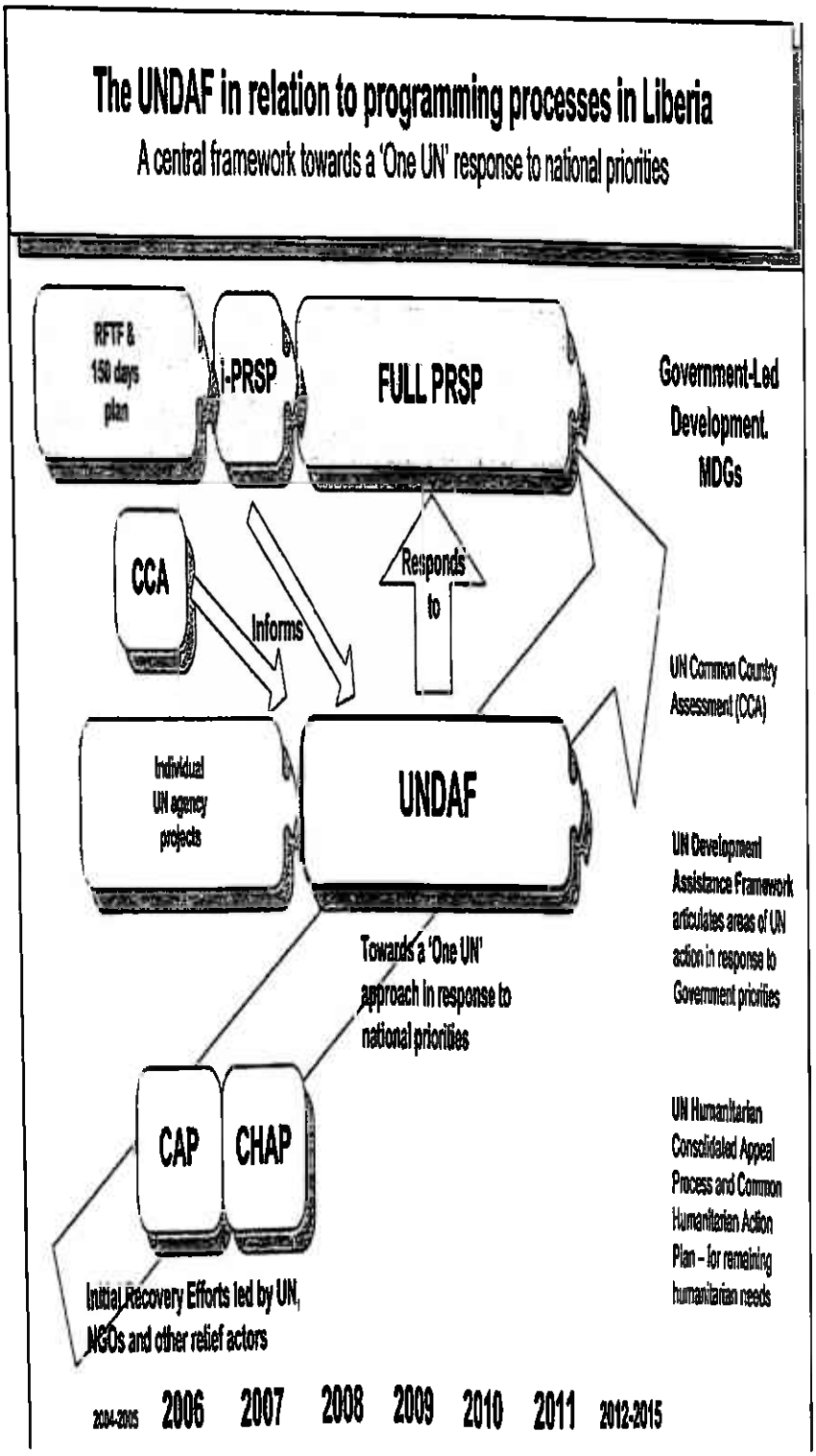
## XII. Personnel

1. What is the approximate percentage of women amongst national and international staff (by category and grade) of UNAMIL entities, governmental and NGO organizations?

2. What are the key barriers to national and international women participating in UN entities (cultural attitudes and restrictions, educational levels, etc.)? How do these vary? 3. What measures have UN, NGOs and governmental entities taken to promote a 50/50 gender distribution for all occupational groups and at all levels?

4. What facilities exist in the planned peacekeeping operation hubs and capital to meet the specific health needs of female staff (e.g., gynaecological services)? Are female medical personnel available at such facilities? Are such personnel up to UN standards?

ANNEX D-2


The UNDAF in relation to programming processes in Liberia
A central framework towards a 'One UN' response to national priorities
RFTF & 150 days plan
i-PRSP
FULL PRSP
Government-Led Development. MDGs
CCA
Informs
Responds to
UN Common Country Assessment (CCA)
Individual UN agency projects
UNDAF
UN Development Assistance Framework articulates areas of UN action in response to Government priorities
Towards a 'One UN' approach in response to national priorities
CAP
CHAP
UN Humanitarian Consolidated Appeal Process and Common Humanitarian Action Plan - for remaining humanitarian needs
Initial Recovery Efforts led by UN, NGOs and other relief actors
2004-2005
2006
2007
2008
2009
2010
2011
2012-2015

**ANNEX D-3**

| | |
|---|---|
| UNDP, UNEP, UNFPA, WFP, FAO, ILO, WB, UNICEF, UNIFEM, UNMIL<br><br>MPEA, MIA, MLME, MoA, MoF, LISGIS, Bureau of the Budget (BoB), MoL, Trade Unions and Employers Associations, LEEP/LEAP, EPA, FDA, USAID, EU, CSOs | 2.1.4 Capacity development for participatory planning, implementation, monitoring and evaluation built along with technical and operational support to design, formulate and implement the poverty reduction strategy |
| | 2.1.5 Economic governance improved with strengthened government capacity for transparent financial management, procurement practices and granting of concessions |
| | 2.1.6 National social protection framework and appropriate implementation mechanisms in place and informed by a vulnerability assessment |
| 2.2 Increased access to productive employment and sustainable livelihood opportunities, especially for vulnerable groups<br><br>FAO, ILO, UNDP, UNESCO, UNFPA, UNIFEM, WFP, WB, UNMIL<br><br>MoC, NIC, MPEA, MoF, MoA, MoE, MoL, MPW, MIA, EPA, MLME, INCHR, legislature, trade unions and employers' associations, CSOs/NGOs | 2.2.1 Gainful employment and income opportunities for women and youth increased and enhanced through vocational training, business skills development, micro-credit schemes and job availability |
| | 2.2.2 Socially responsible business enterprises promoted and conducive conditions for private sector development, especially small and medium scale enterprises, and tripartite mechanism for coordination institutionalized (government, employers and workers organizations) in place and functioning |
| | 2.2.3 Labour laws reformed and employment policy formulated and implemented |
| | 2.2.4 Labour intensive programmes in infrastructure and other sectors (targeting especially women and youth) designed and implemented, considering food-for work strategies |
| 2.3 Improved household food security through increased availability of, access to, and utilization of food, taking into account sustainable natural resource management, environmental protection and gender concerns<br><br>FAO, UNICEF, UNEP, WFP, | 2.3.1 National food security and nutrition policy and monitoring system established and functional |
| | 2.3.2 Agricultural production, including extension services, with focus on small-hold agriculture and women, increased and diversified |
| | 2.3.3 Effective food storage, processing and marketing system in place |
| | 2.3.4 Comprehensive natural resources and environmental management system established and effective |