

**UN Security Council Resolution 1325
in
Peacekeeping**

Challenges and Opportunities

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INTRODUCTION

United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted unanimously in October 2000 following a major campaign from civil society advocates.¹ It was the first Security Council resolution to focus on the essential role of women in conflict resolution and peacebuilding, and their participation in security institutions. Although the Resolution covers a broad range of concerns that impact women in conflict, the Resolution recognizes “...the urgent need to mainstream a gender perspective into peacekeeping operations.”² UNSCR 1325 is an important tool used by advocates both inside and outside the UN to push for a greater consideration of gender issues in peacekeeping operations.

Since its passage in 2000, the UN has made efforts to integrate UNSCR 1325 into peacekeeping operations. This includes the creation of tools such as Gender Units, Gender Advisers, and Gender Focal Points embedded within missions. The Department of Peacekeeping Operations (DPKO) has also released guidelines such as the, “Implementation of Security Council Resolution 1325 (2000) on Women Peace and Security in Peacekeeping Contexts,” and has used resources provided by UN Women, such as the “Gender Resource Package for Peacekeeping Operations.”³ More recently DPKO adopted the “Gender Forward Looking Strategy 2014-2018” to continue its efforts to mainstream gender within peacekeeping missions. The strategy includes recommendations and specific steps for the integration of UNSCR 1325. The United Nations has also developed indicators for the implementation of the Women, Peace, and Security agenda, detailed in the Secretary General’s 2010 “Report on Women Peace and Security.” UNSCR 1325 and the guidelines to implement it have been reinforced by the subsequent passage of what are known as the “Women, Peace, and Security” resolutions. These include Resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), and 2242 (2015). Many of these Resolutions specifically addressed the need for continued implementation of UNSCR 1325 in peacekeeping. For example, UNSCR 1820 calls for more deployment of women in peace operations.⁴

Despite the resolution’s widespread praise and recognition and the development of guidelines and indicators, on-the-ground implementation of UNSCR 1325 has been uneven, and has had varying degrees of effectiveness.⁵ This has resulted in a lack of women in senior leadership positions,⁶ failure to take gender-specific needs into account, and a loss of legitimacy for the

¹ Dianne Otto. (2012). “The Security Council’s Alliance of Gender Legitimacy: The Symbolic Capital of Resolution 1325.” In *Fault Lines of International Legitimacy*, ed. Hilary Charlesworth and Jean-Marc Coicaud, 239-278. Cambridge: Cambridge University Press, 239-241.

² United Nations Security Council, Resolution 1325. “Women, Peace, and Security,” October 31, 2000. http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325%282000%29

³ Francesco Berolazzi. (2010). “Women with a Blue Helmet: The Integration of Women and Gender Issues in UN Peacekeeping Missions.” UN-INSTRAW Working Paper Series. http://www.peacewomen.org/assets/file/Resources/UN/unbalpk_integrationwomengenderunpeacekeeping_inst_raw_aug_2010.pdf, 8.

⁴ United Nations Security Council, Resolution 1820, June 19, 2008.

⁵ UN Women and Radhika Coomaraswamy. (2015). “Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325.” <http://wps.unwomen.org/en/highlights/global-study-release>, 13-17.

⁶ Office of the UN Secretary General. (2015). “Report of the Secretary-General on Women and Peace and Security.” Report no. S /2015/716. New York: United Nations, page 24, para 72.

United Nations. The full implementation of UNSCR 1325 would promote the inclusion of women and a gender perspective in peacekeeping missions.

This paper seeks to answer the question: How can the UN system bridge the implementation gaps of Security Council Resolution 1325 in its peacekeeping operations? We found that while enormous strides have been made in the inclusion of women and a gender perspective in peacekeeping, implementation is inhibited by three core issues: a lack of gender perspective, a lack of accountability, and a lack of resources. However, we also found that there are many practical suggestions for solutions to these core problems which could improve the implementation of UNSCR 1325.

This paper is divided into three main sections which outline our general findings: Gender Perspective, Lack of Accountability at the Individual, Leadership and Structural Levels, and Lack of Resourcing. Each section is further broken down by the challenges that lead to these core problems, and followed by actionable policy recommendations. The Appendices expand on many of the findings and methodology, including our two case studies, which are touched on only briefly in the body of our paper.

METHODOLOGY

This report is the result of a qualitative research study, that examined system-wide DPKO gender mainstreaming practices, and two case studies: The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), and the United Nations Interim Administration Mission in Kosovo (UNMIK). The case studies were selected for their different timelines and contexts, allowing us to compare and contrast the successes and failures of the implementation of UNSCR 1325.

We conducted semi-structured, open-ended interviews with staff of the UN Department for Peacekeeping Operations (DPKO), and UN Women. We also interviewed members of civil society. Additionally, information was gathered from UN documents, including the *Global Study on the Implementation of United Nations Security Council Resolution 1325*, the *Report of the High-level Independent Panel on Peace Operations* (HIPPO), and the DPKO's *Gender Forward Looking Strategy 2014-2018*. We also consulted NGO reports, National Action Plans (NAPs)⁷, and academic sources.

⁷ National Action Plans have been created by 60 out of 193 UN Member States as a way to fulfill their obligation to implement UNSCR 1325 into national legal frameworks and policies. However, NAPs do not exist for many of the major UN Troop Contributing Countries (TCCs), including those countries that are major contributors to our case study missions. Where NAPs do exist, they are poorly implemented, monitored, and funded. This led us to conclude that any influence the NAPs currently have on peacekeeping missions is tangential at best. NAP information can be found at: "National Action Plan Resource Center." National Action Plan Resource Center. <https://actionplans.inclusivesecurity.org/>. and DPKO. (2016). "UN Mission's Contributions by Country." http://www.un.org/en/peacekeeping/contributors/2016/jan16_5.pdf.

GENERAL FINDINGS

We found three overarching issues inhibiting the implementation of UNSCR 1325 in peacekeeping:

1. No gender perspective, that is, a limited of understanding of gender, and associated issues, within UN missions and the UN Department of Peacekeeping Operations.
2. The lack of accountability, that is, a lack of accountability measures in implementing Resolution 1325, be it at an individual level or at a leadership level.
3. Insufficient resources, that is, limited resourcing for gender programs.

NO GENDER PERSPECTIVE

A gender perspective is crucial to resolving every implementation problem identified in this paper. The UN peacekeeping missions we examined failed to consistently take gender into account in policymaking, programming, and decision-making processes, even though including a gender perspective in peacekeeping is mandated by UNSCR 1325 and in many individual mission mandates. A gender perspective must be incorporated in planning and decision making processes. In other words, planners and decision makers need to consider how their actions affect gender dynamics in the area of operations. UN documents require planners and decision makers to mainstream gender, that is to integrate a gender perspective by “assessing the implications for women and men of any planned action... in all areas and at all levels. The ultimate goal of gender mainstreaming is to achieve gender equality.”⁸

Our research revealed three main challenges. First, a poor understanding of what “gender” and “gender mainstreaming” means leaving staff confused as to how they are supposed to implement UNSCR 1325. Second, training on gender, which should help alleviate the first problem, is sporadic and ineffective. Third, a lack of women in peacekeeping staff and leadership inhibits the inclusion of women’s perspectives. This section will explore these three core challenges and possible solutions.

Poor Gender Understanding

Throughout UN peacekeeping operations there is a poor understanding of what the term “gender” means and how it affects peacekeeping work. Nine out of 18 respondents noted that staff within UN missions did not understand the concept of gender, and a majority said that a lack of gender understanding is a major obstacle for implementation of UNSCR 1325. For example, a respondent from UNMIK stated that, “Our SRSG had spent a lot of years at [UN] headquarters, which meant that he was very in tune to the need to mainstream gender, even though he still didn’t really know what it meant... He would still give International Women’s Day speeches where he talked about how much he liked his wife.” The term “gender mainstreaming” was also unclear to many staff. One respondent reported, “I think in peacekeeping, the understanding of gender mainstreaming is very low... And of course, where other people came from, it’s a different level of understanding of what gender is, or what gender mainstreaming means.”

⁸ “Mainstreaming the Gender Perspective into All Policies and Programmes in the United Nations System.” (1997). A/52/3: Coordination of the Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System. United Nations. <http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>.

Closely linked to this, our findings also revealed problematic attitudes towards gender work by staff. Negative attitudes towards gender came up seven times in conjunction with other themes, such as gender understanding, gender mainstreaming, and leadership, showing that it is a challenge that impedes progress on many different fronts. In MONUSCO, members of military staff do not always see it as their role to implement UNSCR 1325. For example, one respondent told us, “I think you’ve got to remember that if you’re dealing with the military, no military soldier ever joined the military to implement 1325, unfortunately. So you’ve got a cultural resistance, and you’ve got a military/masculinity in that soldiers don’t always think that their job is to enable the participation of women.” Another MONUSCO respondent said that senior leadership tends to embrace gender, but at the middle management level, “...either people are receptive and say yes, yes, or they just don’t see it at all, or some of them are even not willing to implement [UNSCR 1325].”

It is especially critical that senior staff understand gender. We found that if leadership was involved, gender-sensitive actions and policies were more likely to succeed; if they were hostile or apathetic, very little work was done on gender. Leadership plays a key role not only for mission activities, but also for the gender perspective of all subordinate staff positions.

Ineffective Training

Many participants reported that training is an integral part of ensuring each peacekeeper has the knowledge and ability to best meet their responsibilities. Training was the theme most often repeated in our interviews and was brought up by two-thirds of participants as something that is critical to successful implementation of UNSCR 1325. That said, many respondents believed training needs were often not met. Appropriate training on gender could improve gender understanding. However, current training methods are failing to appropriately educate peacekeepers on what gender is and why a gender perspective is important, how it plays out in the local context, or how it affects their work.

It is also unclear who should provide the training: Troop Contributing Countries (TCC) or the United Nations. TCC-led trainings on gender are not mandatory. TCC trainings are very uneven in content and quality. For example, one former peacekeeper received no training on gender prior to deployment, and was self-educated. Another peacekeeper received weeks of nuanced and in-depth trainings at multiple points throughout her peacekeeping career. That said, the majority of TCC trainings are typically quite ineffective. Several participants we spoke to characterized them as dry, lecture-based presentations that do not engage audiences or encourage introspection on gender dynamics in day-to-day life. We believe trainings on gender are an untapped opportunity to infuse gender understanding into peacekeeping. The more peacekeepers know about gender and why it’s important, the more likely it is that they will integrate this knowledge into their work.

Another problem is that DPKO is slow to evaluate and update new training materials. A UN Women staffer noted that, “In the UN, in gender, we spend way too much time developing new trainings and too little time making sure that they are used.” They also noted that new trainings take years to be approved due to the complicated approval and revision processes within DPKO. Moreover, the office was constantly developing new trainings rather than identifying good trainers or monitoring and evaluating current approaches. Other participants noted that donor states, who are often the ones delivering trainings, are not pushing for improvements.

Our interviews show that trainings have the potential to be effective. For example, a civil society respondent shared that their most successful trainings were ones that brought gender away from policy frameworks and closer to personal experiences of being a man or a woman:

Some of the best, or deepest, conversations I've had around gender issues tended to be more with some frontline soldiers and with local partners, or national partners... where, without sort of referring to the policy frameworks, they actually talk about what it means to be a man and a peacekeeper, or a woman in a country with a peacekeeping operation...and how that makes them feel...

Trainings of this innovative nature, correctly targeted, could have a positive impact on improving the understanding of gender among peacekeeping staff.

Gender Imbalance

An issue widely cited in the literature, and one brought up by nine out of eighteen participants, is that there is no gender balance in peacekeeping staff.⁹ The numbers of women in both the civilian and military sides of peacekeeping are abysmally low, and have barely increased over the past two decades. As of 2014, DPKO statistics show that out of approximately 125,000 peacekeepers deployed to missions by TCCs, women constitute only 3% of military personnel and 10% of police personnel. Within civilian staff, women only make up 29% of international staff and 17% of national staff in missions, and while women make up 48% of staff at headquarters, they are not well represented among senior leadership.¹⁰

This gender imbalance was also reflected in our case studies. A 2012 UN Women report evaluated gender mainstreaming in MONUSCO. As of December 2011, only 18% of MONUSCO's civilian staff were women, and the majority were in lower ranking positions (30% in FS2 - FS5 and P2/P3, which are entry level grades), with only 23% at P4/P5 (mid-career), 21% at D1/D2 (senior grade) and 25% at ASG/USG (leadership) level.¹¹ The military staff numbers were even lower, with women representing only 2-3% of military observers, and between 3-6% of police.¹² Some TCCs deployed higher rates of women (no contingent had more than 16% women), but overall numbers of military women in the mission remained extremely low.¹³ Within UNMIK, the mission leadership consists mainly of men, and women's share of senior positions is low. All ten Special Representative of the Secretary Generals (SRSG) assigned to UNMIK have been men, including the most recent nominee. As of January 2016, UNMIK only had 16 military or police staff members contributed by TCCs. Of those 16, only three were women and all three were

⁹ This concept was brought up in the *Global Study*, and by many of the authors found in our bibliography such as Olivera Simic, Sabrina Karim, Louise Olsson, and Lesley Abdela.

¹⁰ DPKO. "Women in Peacekeeping."
<http://www.un.org/en/peacekeeping/issues/women/womeninpk.shtml>.

¹¹ Caspar Merkle. (2012). *Evaluation of Gender Mainstreaming in United Nations Peacekeeping Activities (MONUC / MONUSCO) in the Democratic Republic of the Congo*. Report. New York: UN Women, 14-15.

¹² Ibid., 15.

¹³ Ibid., 15.

police.¹⁴ Since Kosovo is a non-family duty station,¹⁵ women with families may find it an unattractive option.

This lack of a gender balance is problematic because female peacekeepers bring a unique perspective to an otherwise masculine-dominated field of work. For example, in some host countries, it may be culturally inappropriate for a woman to speak to a male peacekeeper, or local women may be too traumatized by conflict-related sexual violence to want to speak to men. In these contexts, female peacekeepers are the sole medium for delivering services to and collecting information from local women. Another reason to have gender balance in missions, particularly in leadership, is the mission's duty to lead by example. One MONUSCO respondent pointed out that when the majority of mission leadership is male, the UN and international community demonstrate that gender equality is not a priority.

Gender balance cannot be addressed in isolation. It encourages but does not guarantee the integration of a gender perspective—to “add women and stir” does not change underlying inequalities.¹⁶ Therefore, any measures to address gender balance must be done in conjunction with other recommendations to implement gender perspective.

RECOMMENDATIONS

- *Poor Gender Understanding:* High-level staff should be required to collaborate more closely with gender advisers. A gender analysis should be done on all existing work.
 - Drivers: Donor states, DPKO, Peacekeeping Missions
- *Ineffective Training:* The frequency and quality of trainings on gender must be improved. Trainings must be conducted both pre- and mid-deployment. The inefficacy of gender trainings can be addressed by making them more engaging; for example, by including more interactive and scenario-based portions. In addition, all staff should be taught to conduct a rudimentary gender analysis. There should be consequences for staff members who do not fulfill training requirements. Trainings should be tailored to specific posts and levels, with high-level staff receiving the most in-depth coursework in a small classroom setting. This will ensure that each peacekeeper understands gender in the specific ways necessitated by his or her position.
 - Drivers: Donor states, DPKO, Peacekeeping Missions, UN Women
- *Gender Imbalance:* In order to improve gender balance, hiring of female staff must be resourced and incentivized, and female staff must be better accommodated in missions. In addition, DPKO can address retention rates by ensuring that female peacekeepers' needs are being met on mission, in terms of services, recreation, and maternity benefits.
 - Drivers: General Assembly Fifth Committee, Donor States, Peacekeeping Missions, UN Secretariat, DPKO (New York)

¹⁴ DPKO. (2016). “UN Mission’s Contributions by Country.”
http://www.un.org/en/peacekeeping/contributors/2016/jan16_5.pdf.

¹⁵ “UNMIK Kosovo.” UNV Kosovo - Living Conditions.
<http://www.unmikonline.org/unvkosovo/Pages/Livingconditions.aspx>.

¹⁶ Olivera Simic. (2013). “Moving beyond the numbers: integrating women into peacekeeping operations.” NOREF. <http://www.peacebuilding.no/Themes/Inclusivity-and-gender/Publications/Moving-beyond-the-numbers-integrating-women-into-peacekeeping-operations>.

LACK OF ACCOUNTABILITY

The second key issue we identified through our research is the lack of accountability for working-level staff and senior leadership within the UN system. Gender-related policies and programs are being poorly implemented at all levels within peacekeeping missions, but there are no consequences for this lack of implementation.

Despite the release of the DPKO's Department of Field Support (DFS) *Gender Forward Looking Strategy 2014-2018*, gender has not been mainstreamed in a strategic or uniform manner. We identified five problem areas.

1. There is a lack of accountability for fulfilling gender perspective requirements by mission leadership and working-level staff.
2. This lack of accountability has led to the de-prioritization of gender work within peacekeeping missions.
3. While individual gender champions have achieved great progress, short-term deployments mean that staff rotate frequently and there are no standardized learning mechanisms to ensure continuity, or sharing of best practices, from one staff member to the next.
4. UN agency rivalries and poor communication, particularly between DPKO and UN Women, inhibit effective implementation of gender programs in the field.
5. There is a policy-to-practice disconnect between DPKO headquarters and work done in the field. This section will explore the lack of accountability, including structural barriers to gender mainstreaming, and make recommendations for improvement.

Lack of Accountability for Senior Leadership and Prioritization

Senior leadership plays a substantial role in mainstreaming and prioritizing gender. The role of leadership accountability is widely perceived as important; it came up in seven out of eighteen interviews with members of both case study missions, DPKO, UN Women, and civil society. How well senior leadership understands gender, and accountability of leadership, are equally critical in successfully mainstreaming gender. Our interviews revealed that there is a general lack of leadership accountability. One respondent, however, shared some recent changes in how DPKO holds senior staff accountable for incorporating gender: "It has to be linked to something like performance, to progress, to something, you have to be able to monitor and evaluate that. We now have that." It is too soon to gauge the impact of these changes.

Support without accountability, and vice versa, makes the institutionalization of successful approaches difficult. One respondent elaborated on the ties between holding senior leadership accountable and the institutionalization of gender, stating, "If leaders or senior leaders or middle managers do not implement, it will negatively affect their performance assessments... Gender should be part in all the procedures. All the procedures, criteria or programs that you do should be measured against their level of taking gender into account."

The low prioritization of gender is closely tied to a lack of gender understanding. This impacts how gender is mainstreamed and how gender programs are institutionalized. Lack of prioritization means fewer resources are dedicated to gender, gender policies are not well implemented, and institutionalization of successful policies is difficult. For example, open gender adviser positions are not being filled. One of our respondents from DPKO noted, "On the organization chart, there is a gender adviser. It is a big achievement... No mission is recruiting at this time... It is not yet being done."

Individual Champions & Short-term Staff

The need for the institutionalization of a gender perspective is established in UNSCR 1325, which, “*Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component.” This call to mainstream gender in peacekeeping has only been heeded on an ad hoc basis, largely by individuals who champion gender. Passionate individuals can have a significant impact on how gender is perceived and prioritized, and how gender work is carried out. How successful an individual gender champion is in his or her work is influenced by additional factors including personality, understanding of gender, and preexisting or positive connections to leadership. Senior leaders within missions were extremely important as champions when they were engaged. Participants who had worked within missions told us that, more often than not, the major strides made by an individual cease upon his or her departure. This lack of institutionalization and accountability for each staff member’s work on gender fails to capture progress or to insulate against poor performance.

In our interviews, we spoke with gender champions from UNMIK, MONUSCO, and DPKO. It often took a passionate individual to elevate gender work and change the status quo. A respondent who had worked at MONUSCO said, “I was halfway through my tour when I became the Gender Adviser, so I only managed a couple of [female] engagement teams where I was present. I like to think that they’ve carried on, but I don’t know for sure. And it definitely depends on the strength of the Gender Adviser to make sure that this carries on....” A current MONUSCO staff member confirmed that the female engagement teams have not continued.

Another issue with institutionalizing a gender perspective is that most staff are deployed in short increments, typically six months to one year. This creates a problematic high turnover rate, and makes it difficult for the work of gender champions to continue after they leave. Even if staff members were asked to stay longer, facilities and services at missions are not sufficient to support them for a prolonged period of time, nor is sufficient home-leave provided. This disproportionately impacts women. Although this issue is closely related to the structural issues of the United Nations, including the poor hiring and firing processes, it directly impacts the institutionalization of gender. As one respondent from MONUSCO explained, “You train people on the whole thing, but then after six months or one year, they are being replaced by different troops again and you have to start all over... It’s difficult to create continuity, so the solution is of course, to make it part of the system, part of how you do things, part of the criteria, part of the SOPs¹⁷”

Exacerbating this issue of short-term staff deployments is the lack of sufficient learning mechanisms and overlap from one staff member to the next. This greatly inhibits progress. Every new staff member, even individual gender champions, is unable to learn from past progress and mistakes and must “reinvent the wheel”.

Structural Obstacles at Headquarters

¹⁷ SOPs stands for Standard Operating Procedures.

UN peacekeeping missions usually involve the deployment of a multitude of other UN agencies who work on issues such as development, climate change, and women's rights. While many of these agencies have unique mandates, there is overlap on many issues. Seven out of eighteen participants from DPKO, UN Women, and civil society noted this mandate overlap and the resulting rivalries for responsibilities and resources. UN Women and DPKO are visibly at odds since both claim responsibility for gender mainstreaming in peacekeeping. The tension and frustration between these two agencies were palpable during interviews. For example, one DPKO respondent underlined the tension with UN Women, stating, "We are the only ones who can train peacekeepers, because we are peacekeepers. We are the only ones who can deliver on our mandate...Nobody else has that. So we are very, very clear what our role is." Several DPKO staff members, particularly in MONUSCO, stated that UN Women's role was to empower women outside of the mission, while DPKO was responsible for gender within the mission. A former UN Women staffer spoke to inter-UN rivalries: "For gender coordination, there are more competent people in MONUSCO who do that work, but they are fighting with UN Women, because UN Women has the mandate, but they don't have the capacity, but they don't like to give it to anyone else." Another respondent from UN Women characterized the relationship quite differently, asserting that UN Women is not the gender police, but that it has the best technical capacity to do this work. Civil society members also noted competition and disconnect between the two agencies.

Headquarters-Mission Disconnect and the Broken Reporting-Feedback Loop

There is a policy disconnect between DPKO headquarters in New York and the missions in the field. This issue was mentioned in nine out of eighteen interviews. There is a great deal of dialogue about UNSCR 1325 at the highest policy levels. However, many different participants cited disconnect between the development of these policies and actual implementation in peacekeeping missions. This phenomenon was mentioned by staff from UNMIK and MONUSCO, headquarters in New York, and by members of civil society who work on this issue. Most tellingly, when asked where implementation problems were, headquarters staff and mission staff consistently pointed fingers at each other. For example, a MONUSCO staff member noted that the gender policy, "...needs to come from the central level. DPKO needs to be much stronger. That is the department of peacekeeping, and if that's not promoting gender in any way like it is now, then it will also not happen in the peacekeeping operations."

On the other hand, respondents from headquarters shared policies that they had designed that were not being put to use in the field. For example, one staff member who specifically worked on sexual exploitation and abuse (SEA) noted that few proposals from the landmark 2005 "Zeid Report" on SEA had been incorporated in the field. Another staff member pointed us to the DPKO's *Gender Forward Looking Strategy*, which includes recommendations and specific steps for implementation of the WPS resolutions.^{18, 19} This is one of a number of unimplemented strategic plans, memos, timelines, and opinion pieces written by DPKO and UN Women. There has been little pressure to use these plans, or any consistent strategy or sharing of best practices between missions. Many good documents appear to be available but unused.

According to documents provided to us, MONUSCO and UNMIK share similar strategies on gender. However, staff across the missions are not sharing best practices. One participant noted,

¹⁸ WPS resolutions include UNSCRs 1325, 1820, 1888, 1889, 1910, 2106, 2122, 2242

¹⁹ "DPKO/DFS Gender Forward Looking Strategy 2014-2018."

“It’s not really any mission’s job to share best practices with any other missions. This is all done at headquarters.” The individual gender champions we spoke to went to great lengths to design mainstreaming work plans, trainings, projects, and other strategic documents. Unfortunately, there was no vehicle for staff to share these resources, and many gender champions found that their reports and documents were no longer used after their departure.

Another key issue is a broken reporting-feedback loop, which was brought up by five respondents. Staff working in the missions said they were required to send reports to headquarters on issues such as sexual violence or gender mainstreaming. Sometimes, these reports were sent on a regular schedule; more often, they were ad hoc requests sent by headquarters when a gap in existing knowledge was discovered. The effectiveness of these reports in improving gender mainstreaming in missions is questionable. The structure of the reports themselves can cause difficulties. For one thing, reports are too short -- one guide, for example, limited reports to eight pages for five separate sections of analysis and an executive summary. Another staff member showed us an online input portal, and criticized the strict word limit. Reports are typically not shared across agencies, resulting in siloing. A UN Women staff member discussed their agency’s inability to access any of the reports from DPKO gender advisers. Staff within UNMIK talked extensively about reporting. One staff member characterized the substantially drawn-down mission as essentially a report-writing operation. This staff member also noted that many of the reports did not require a gender component, despite the requirement to mainstream gender into all aspects of mission work. Excluding gender from reports eliminates an additional layer of accountability, further perpetuating the problem with lack of accountability. While the staff member noted that there was some improvement in terms of feedback from headquarters, they also noted that the department responsible for reading and analyzing these reports is very understaffed, and their primary function seems to be passing information on to member states, rather than communicating with missions.

RECOMMENDATIONS

- *Individual Gender Champions and Accountability:* Senior leadership must be held accountable for gender mainstreaming. Senior leadership must be evaluated on the gender markers in their job descriptions. In addition, senior leadership should be educated on possible negative outcomes if gender is not incorporated.
 - Drivers: Peacekeeping Missions, DPKO (New York)
- *Lack of Prioritization:* Gender must be shown to be a priority. Therefore, gender focal points²⁰ should be embedded in all units and divisions throughout the mission and at headquarters to increase the visibility and exposure of gender programming and policies.
 - Drivers: Peacekeeping Missions, DPKO, UN Women
- *Individual Champions & Short-term Staff:* In order to capture the efforts of individual drivers, gender programs and gender mainstreaming efforts should always have a monitoring and evaluating component. Successful approaches should be incorporated into standard operating procedures. When staff transition, there should always be an overlapping training period.
 - Drivers: Peacekeeping Missions, DPKO, UN Women

²⁰ Gender Focal Points are staff whose job description includes gender in addition to regular duties. They may do gender work for 20% of their time, for example.

- *Agency Roles and Rivalries*: DPKO and other UN agencies, especially UN Women, should work more closely together in the field. In-country offices should review where their mandates overlap in terms of gender perspective implementation and create work plans to promote cooperation and efficient use of resources. Regular, regional in-country meetings should be held with representatives of all agencies. DPKO and UN Women should arrange for staff exchanges and short-term seconded staff in order to promote the sharing of best practices and cooperation.
 - Drivers: UN Agencies within each country, DPKO, UN Women
- *HQ-Mission Disconnect*: To ease the difficulty of translating DPKO Headquarters policy into practice on missions, New York and missions should improve their communication. This should include options for regular, substantive conversation on mission concerns and HQ priorities. Headquarters staff should be deployed for rotating short-term periods to assess situations on the ground and ensure priorities, such as gender mainstreaming, are being carried out.
 - Drivers: DPKO (New York), Peacekeeping Missions

INSUFFICIENT RESOURCES

A key challenge to the implementation of UNSCR 1325 is resourcing. Because of the general misunderstanding related to gender, programming and policies intended to promote gender mainstreaming do not receive adequate funding. Compared to other initiatives, gender remains underfunded. Poor resourcing was evident in our case studies. For example, MONUSCO is budgeted for up to 26,566 civilian and military staff,²¹ but currently employs 22,506 people total.²² The Gender Affairs Section has 14 staff positions, the highest of which is level P-5, or mid-career.²³ This is an incredibly small gender section relative to the size of the mission. There are two core barriers to adequate resourcing that inhibit the implementation of a gender perspective. First, DPKO does not follow the rule, proposed by the Secretary General, that 15% of its budget should be allocated to gender programming; this leaves gender under-resourced. Second, while we identified a number of possible solutions, the UN has historically shown a lack of political will in making necessary changes.

The 15 Percent Rule

The importance of adequate funding for gender work was made clear in six interviews, numerous articles, and UN documents. According to the Secretary General's *Women's Participation in Peacebuilding* report, a 7-point action plan on gender-responsive peacebuilding, each UN entity must ensure that 15% of peacebuilding funds be dedicated to projects whose principal aim is

²¹ Ibid.

²² "Peacekeeping Fact Sheet: United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)." (2016). UN News Center. <http://www.un.org/en/peacekeeping/resources/statistics/factsheet.shtml>.

²³ United Nations General Assembly Report of the Secretary General. (2015). *Budget for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2015 to 30 June 2016*. A/RES/60/147. http://www.un.org/ga/search/view_doc.asp?symbol=A/69/797

addressing women's needs or advancing gender equality.²⁴ As it was originally envisioned, the 15% commitment was supposed to pertain to all UN funds. However, as a UN Women respondent explained, DPKO field operations opted out of the 15% rule on the basis that its funds cannot be considered programming funds.

While the majority of the budget of peacekeeping operations is spent on military, police, and civilian staff, the remainder is spent on a range of services and operational requirements, such as food, equipment, and utilities.²⁵ Two of our respondents discussed DPKO's recusal from the 15% rule at length. One UN Women respondent said, "[S]o much of their budgets are taken by helicopter fuel and helicopter blades and shots and ammunition and so on. Obviously we could do a gender analysis of that spending, so identify 15% for that, for example, they [should] have safe spaces in helicopter hangers for women to go to the bathroom, et cetera... You can count all that, which is the majority of their money, and none of that is eligible for 15%."

Within these operational costs, however, there are many ways to make investments into gender equality. For example, funds could be spent on better family or leave arrangements, gender-minded uniforms, or programs designed to help protect and empower local women.

Lack of Follow On

The UN Security Council held a well-attended, day-long open debate on the 15th anniversary of the adoption of Resolution 1325. Despite the well-intentioned remarks, very little action or money has followed. This lack of political will is endemic in the implementation of UNSCR 1325, particularly at the Member State level, and with TCCs.

Recruiting women into both the civilian and military staffs of peacekeeping missions is necessary for the inclusion of a gender perspective. However, this recruitment, particularly for troops, is inhibited by the military practices of many of the main TCCs. Military personnel in UN missions are supplied by TCCs, who are later reimbursed by the UN for their soldiers.²⁶ TCCs directly determine which troops are deployed to peacekeeping missions, so they must be incentivized to send female troops. The current system for recruiting and sending troops is convoluted and in dire need of reform, a discussion which falls outside the scope of this paper. However, TCCs and their contribution of troops are a critical part of the implementation of UNSCR 1325, and something that was brought up by half of interview participants. A number of these respondents suggested innovative solutions to solve these problems, which could include paying a higher premium for female troops, or for units with extensive training on gender. Premiums for TCCs are extra funds paid by the UN to TCCs in exchange for desired qualities, such as "deployment readiness,"²⁷ Currently, premiums are not being awarded based on gender issues. Other criteria for premiums could also be included, for example, if the contingent has more high-ranking female officers, or has undergone specialized training on gender issues.

²⁴ "Report of the Secretary-General on Women's Participation in Peacebuilding" (2010).

²⁵ "Financing Peacekeeping." United Nations Peacekeeping.

<http://www.un.org/en/peacekeeping/operations/financing.shtml>.

²⁶ "Financing Peacekeeping." United Nations Peacekeeping.

²⁷ Coleman, Katharina P. (2014). "The Political Economy of UN Peacekeeping: Incentivizing Effective Participation." International Peace Institute. https://www.ipinst.org/wp-content/uploads/publications/ipi_political_economy.pdf.

Although innovative solutions to the gender balance problem were suggested by staff both inside and out of the UN, the respondents also mentioned a lack of political will to implement these solutions. Despite these issues, one respondent did end on an optimistic note, stating, “But I think it’s something that could be done. There are ways of changing these rules and regulations, and we haven’t even tried.” Political will, especially in the UN, is not easy to achieve, but it is not impossible. Member states, particularly those who have made advances in the implementation of 1325—through the development of domestic action plans, for example—should be encouraged to push others to do the same. This is where civil society plays a key role. Civil society organizations, by propelling forward the issue of UNSCR 1325 and raising public awareness, can help educate their governments, and hold them accountable, on the importance of this milestone resolution.

RECOMMENDATIONS

- *15% Rule*: The 15% rule should apply to DPKO field missions. DPKO should implement the 15% rule under a set deadline, the true advantage of which is that it does not require additional funding, it reallocates funding that already exists.
 - Drivers: General Assembly Fifth Committee and Donor States, DPKO
- *Follow On*: Offer a higher reimbursement rate to TCCs for female troops, police, and military advisers. One option is to establish a slightly higher reimbursement rate to TCCs for the deployment of women over men to encourage gender balance. Other criteria for premiums could also be included, for example, if the contingent has more high-ranking female officers, or has undergone specialized training on gender issues. However, a group of like-minded states, such as the G7, must get behind these reforms to the TCC payment system.
 - Drivers: General Assembly Fifth Committee and Donor States, G7 or other group of like-minded Member States

CONCLUSION

Every year, the Security Council celebrates UNSCR 1325 as a success. Although there has been some progress, our research demonstrates that there is substantial improvement to be made before gender is fully mainstreamed into peacekeeping. The internal makeup of missions, including women in leadership, gender balance, the use of a gender perspective, and the resourcing of gender programs, impacts how the mission engages with local communities and how UN peace operations ultimately contribute to post-conflict peace.

At the beginning of our research, we asked how the UN system can overcome implementation gaps of UNSCR 1325 in its peacekeeping operations. After speaking to experts, reviewing academic literature, NGO reports, and UN documents, we identified three key implementation gaps: gender perspective, lack of accountability at all levels, and resourcing. Properly addressing these gaps would bring the UN closer to fully implementing UNSCR 1325 in peacekeeping. This paper's recommendations are a small step toward that goal. However, in order to fully gender mainstream peacekeeping, the UN would need to go beyond these recommendations to address deep political and structural barriers, such as the manner in which troops are contributed to peacekeeping, the influence of member states over peacekeeping agendas, and the red tape around the UN's hiring process.

One participant shared a metaphor of the UN as a large ship: "...some senior person in peacekeeping once described [the UN] as a giant ship that takes a long time to turn, whereas...[civil society] is a tiny little rowboat because it can shift and turn as the wind blows... It is a giant entity, but that doesn't mean it can never change". The UN is slow and difficult to change, but we have seen progress in the past and we are optimistic for the future.

Through all of the interviews, documents, and reports reviewed in this study, one conclusion remained consistent: women must be included in peacekeeping. A comprehensive solution to conflict cannot be achieved and a sustainable, inclusive peace cannot be built if half the population is excluded. While this report does not evaluate the successes or failures of UN peacekeeping, we believe that the gender mainstreaming of peacekeeping, through the implementation of UNSCR 1325, will have a positive impact on the UN's ability to create comprehensive peace now and in years to come.

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APPENDIX B: METHODOLOGY

We developed seven indicators to evaluate the degree to which gender has been integrated into peacekeeping missions. The United Nations has its own indicators for the implementation of the WPS agenda, detailed in the Secretary General's 2010 *Report on Women and Peace and Security*.²⁸ A review of these Global Indicators informed the development of our own indicators. However, during our initial review of literature and primary source documents, we decided that the Global Indicators did not fully reflect what we identified as the most important factors in the inclusion of a gender perspective. Therefore, we developed the following indicators to guide our research.

1. Resources and budget devoted to gender integration

How much money and resources have been devoted to the implementation of 1325? Is it separate from money and resources budget towards protection of women and civilians? What is the percentage of gender and resources in relation to the overall budget?

On a staffing level, is there a gender adviser and where in the organizational hierarchy is the position located? Is there a full staff devoted to gender, or just one person? Is that person part time or full time?

2. Training

How are staff trained on gender, and how many receive the training? How much time is spent on gender out of total training hours? Is leadership also trained? Is gender included in induction packages for mission leadership? How are gender advisers trained? Is the training interesting to users?

3. Gender balance

How many women are on the staff of a mission? What positions do they hold, and are they in leadership positions? Are they local or international staff?

4. Accountability and reporting

Are the missions fulfilling their reporting requirements on gender? Is gender incorporated into the reports to the Secretary General? Are staff held accountable by leadership when they do not live up to the requirements to implement UNSCR 1325?

5. Inclusion in policy

Is UNSCR 1325 and gender integrated into the founding documents of a mission, including the Security Council Resolution that serves as its mandate, and the operating plans?

6. Outreach, integration, and empowerment of local women's civil society organizations

How are missions working with women's groups? Are there programs and trainings for them? Are they given and advisory or input role?

7. Attitude

What is the staff and leadership attitude towards gender integration? How is it discussed by staff? Do people know what UNSCR 1325 is, and how do they feel about it in relation to their mission?

INTERVIEW QUESTIONS

²⁸ "Report of the Secretary-General on Women's Participation in Peacebuilding" (2010). United Nations, 2010. http://www.un.org/en/ga/search/view_doc.asp?symbol=S/2010/498.

Note: Questions were tailored to each participant and their experience from this general guideline.

Q1: We would like to hear about your experience with UN peacekeeping operations. Where were you involved and what was your position?

Q2: What did you know about UN Security Council Resolution 1325?

[Probe] Tell us about any trainings, workshops, and educational opportunities you took part in or heard about?

[Alternate question for experts/practitioners who know about 1325] How did you first come across UNSCR 1325? What does it mean in practice?

Q3: How did you integrate the Principles of UNSCR 1325 and gender perspectives into your operation?

[Probe] Was 1325 a major influence in your department?

[Probe] Can you think of any instances when gender was brought into peacekeeping and what were the outcomes?

[Probe] What do you think were the factors that led to that result?

Q4: Tell us about your contact with efforts to promote gender targeted towards women or men? *Ask for specific examples.*

[Probe] Tell us about any trainings, workshops, and educational opportunities you took part in or heard about?

Q5: Can you describe how gender is raised in your work? Who raised it and how was it framed?

[Probe] What is the general understanding of “gender mainstreaming” in your workplace?

[Probe] What was/is the attitude/reception towards gender?

Q6: What sort of reporting was required to account for work on gender?

[Probe] Who was it sent to? Who was it sent from? Frequency

[Probe] What type of follow up or consequences stem from these reports?

Q7: What groups outside the UN have influenced gender practices in UN peacekeeping operations?

[Probe] For example, troop contributing countries, host governments, civil society organizations, NGOs.

[Probe] Can you think of specific examples of these groups’ influence?

Q8: What changes, if any, do you think should be made to how 1325 is implemented in UN peacekeeping?

Q9: Is there anything else you would like to add?

APPENDIX C: CASE STUDIES

THE UNITED NATIONS STABILIZATION MISSION IN THE DEMOCRATIC REPUBLIC OF THE CONGO (MONUSCO)

The conflict in the DRC has multiple causes, involves numerous armed groups, and has been raging off and on since 1994. While the conflict was officially declared over in 2003, sporadic fighting still occurs, many militias are still active, and the eastern part of the country is extremely unstable. Causal factors include spillover violence from the Rwandan Genocide, competition for precious natural resources (such as cobalt), high poverty, and a weak rule of law.²⁹ MONUC was the first modern peacekeeping mission in the DRC; it was mandated in February 2000 with UNSCR 1291 and was renewed twice.³⁰ The current peacekeeping mission, MONUSCO, evolved out of MONUC in 2010.

MONUSCO EVALUATION - BASED ON RESEARCH INDICATORS

Resources and Budget - MONUSCO has a Gender Affairs Section located under the office of the Deputy Special Representative of the Secretary General (SRSG). The Section has 14 staff positions, the highest of which is level P-5, or mid-career.³¹ MONUSCO is currently budgeted for up to 26,566 civilian and military staff,³² but currently employs 22,506 people total.³³ This is an incredibly small gender section relative to the size of the mission.

Training - Within the MONUSCO mission, training is sporadic and staff regularly cited difficulties working with soldiers from extremely diverse backgrounds. A participant in the MONUSCO mission noted that training within missions depended heavily on trainers' motivation and how busy each unit is. Although participants gave us examples of innovative gender trainings they had designed, there was no guarantee that the next staff member in the position would continue the program.

Gender Balance - From 2011 to 2012, UN Women produced a report evaluating how gender was mainstreamed in MONUSCO. As of December 2011, only 18% of MONUSCO's civilian staff were women, and the majority were in lower ranking positions (30% in FS2 - FS5 and P2/P3, which are entry level grades), with only 23% at P4/P5 (mid-career), 21% at D1/D2 (senior grade) and 25% at ASG/USG (leadership) level.³⁴ The military staff numbers were even lower, with women representing only 2-3% of military observers, and between 3-6% of police.³⁵

²⁹ BBC. (2012). "Q&A: DR Congo Conflict." <http://www.bbc.com/news/world-africa-11108589>.

³⁰ "MONUC: United Nations Organization Mission in the Democratic Republic of the Congo." United Nations. <http://www.un.org/en/peacekeeping/missions/past/monuc/>.

³¹ United Nations General Assembly Report of the Secretary General. (2015). *Budget for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2015 to 30 June 2016*. A/RES/60/147. http://www.un.org/ga/search/view_doc.asp?symbol=A/69/797

³² Ibid.

³³ "Peacekeeping Fact Sheet: United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)." (2016). UN News Center. <http://www.un.org/en/peacekeeping/resources/statistics/factsheet.shtml>.

³⁴ Caspar Merkle. (2012). *Evaluation of Gender Mainstreaming in United Nations Peacekeeping Activities (MONUC / MONUSCO) in the Democratic Republic of the Congo*. Report. New York: UN Women, 14-15.

³⁵ Ibid., 15.

Some TCCs deployed higher rates of women (no contingent had more than 16% women), but overall numbers of military women in the mission remained extremely low.³⁶

Accountability & Reporting - Our respondents from MONUSCO were critical of senior leadership. One participant stated, “But there wasn’t that much going on when I arrived that was trying to get the MONUSCO force to think about gender...[Our force commander’s] take on it was ‘if we kill the bad men, then that’s the way of looking after women and children who are being raped.’” Because there was little accountability for senior leadership at the time, their low level of investment in gender greatly impacted how gender was incorporated.

Inclusion in Policy - MONUSCO was established with the passage of UNSCR 1925 in July 2010. Two subsequent resolutions, UNSCR 2053 in 2012 and UNSCR 2147 in 2014, updated and expanded the mission’s operational details. The mission was most recently renewed in March 2016 with UNSCR 2277. It was not until UNSCR 2053 that gender inclusion and implementation of UNSCR 1325 were more fully realized by encouraging the participation of women as key stakeholders in political dialogue and offering training on gender-based violence. However, the language utilized is weak, using the term “urges” when encouraging women’s political participation, and “demands” in respect to violence.³⁷

Resolution 2147, which renewed MONUSCO’s mandate in 2014, further expands on the mission’s gender inclusion requirements, for the first time incorporating UNSCR 1325 across all sectors of peacekeeping work. It “Requests MONUSCO to take fully into account gender considerations as a cross cutting issue throughout its mandate”³⁸ This language is also included in UNSCR 2277, the most recent renewal of the mandate.

Civil Society - A civil society respondent described MONUSCO’s engagement with women’s groups and civil society as minimal. The respondent said: “...MONUSCO’s more involved in the kind of military peacekeeping... They have kind of training programs for local police and things like that, but they don’t really get involved so much... They don’t actually get involved so much in the kind of civilian type of activities or civil society activities.”

Attitude - In MONUSCO, members of military staff do not always see it as their role to implement UNSCR 1325. For example, one respondent told us, “I think you’ve got to remember that if you’re dealing with the military, no military soldier ever joined the military to implement 1325, unfortunately. So you’ve got a cultural resistance, and you’ve got a military/masculinity in that soldiers don’t always think that their job is to enable the participation of women.” Another MONUSCO respondent said that senior leadership tend to embrace gender, but at the middle management level, “...Either people are receptive and say yes, yes, or they just don’t see it at all, or some of them are even not willing to implement [UNSCR 1325].”

³⁶ Ibid., 15.

³⁷ United Nations Security Council, Resolution 2053, June 27, 2012.

³⁸ United Nations Security Council, Resolution 2147, March 28, 2014.

UNITED NATIONS MISSION IN KOSOVO (UNMIK)

In 1997, Kosovar Albanians opposed to Yugoslav Serbian control formed the Kosovo Liberation Army (KLA) with the goal of the independence of Kosovo. Serbian President Slobodan Milosevic responded violently to the KLA and committed widespread atrocities and ethnic cleansing against Albanian civilians; and some Albanians retaliated against ethnic Serbs with violence. Roughly 900,000 Kosovar Albanians fled the country for a time, with another 600,000 internally displaced. NATO began a military campaign, known as KFOR, to end the violence in Kosovo. The strategy was primarily aerial bombing of Yugoslavia, which lasted from March to June of 1999.³⁹ After NATO's bombing campaign ended, the UN Security Council adopted Resolution 1244, which suspended Serbia's control and placed Kosovo under the administration of UNMIK.⁴⁰

UNMIK EVALUATION - BASED ON RESEARCH INDICATORS

Resources and Budget - Currently, UNMIK does not have any full-time gender positions. A women's focal point and a gender focal point are assigned gender duties for 20% of their time, or one day a week. However, UNMIK's proposed July 2016-June 2017 budget includes funds to create a full-time gender adviser role. Aside from this, funding for gender mainstreaming or gender projects is not mentioned anywhere else in the proposed budget document.⁴¹

Training - Within UNMIK, there is no consistent or formal gender training program. According one of our respondents, trainings are undertaken sporadically and are usually sponsored by an individual driver or invested leader. The availability and enforcement of trainings varies by individual experience. One UNMIK respondent, for example, stated that they had received no gender training prior to deployment, whereas another stated that they had received gender training during on-boarding and that this training was mandatory for all staff.

Gender Balance - The mission leadership consists mainly of men, and women's share of senior positions is low. All ten SRSGs assigned to UNMIK have been men, including the most recent nominee. As of January 2016, UNMIK only had 16 military or police staff members contributed by TCCs. Of those 16, only three were women and all three were police.⁴² Since Kosovo is a non-family duty station,⁴³ women with families may find it an unattractive option.

Accountability & Reporting - Staff within UNMIK talked extensively about reporting. One staff member characterized the substantially drawn-down mission as essentially a report-writing operation. This staff member also noted that many of the reports did not require a gender component, despite the requirement to mainstream gender into all aspects of mission work. While the staff member noted that there was some improvement in terms of feedback from headquarters, they also noted that the department responsible for reading and analyzing these reports is very

³⁹ U.S. Department of State, Office of the Historian. "A Guide to the United States' History of Recognition, Diplomatic, and Consular Relations, by Country, since 1776: Kosovo." <https://history.state.gov/countries/kosovo>.

⁴⁰ United Nations Security Council, Resolution 1244, June 30, 1999.

⁴¹ United Nations General Assembly. (2016). *Financing of the United Nations Interim Administration Mission in Kosovo*. A/70/742/Add.10. http://www.un.org/ga/search/view_doc.asp?symbol=A/70/742/Add.10.

⁴² DPKO. (2016). "UN Mission's Contributions by Country." http://www.un.org/en/peacekeeping/contributors/2016/jan16_5.pdf.

⁴³ "UNMIK Kosovo." UNV Kosovo - Living Conditions. <http://www.unmikonline.org/unvkosovo/Pages/Livingconditions.aspx>.

understaffed, and their primary function seems to be passing information on to member states, rather than communicating with missions.

Inclusion in Policy - Resolution 1244, which established UNMIK, was passed prior to Resolution 1325 and does not include specific provisions on gender. In 2003, UNMIK established the Office of Gender Affairs, with the idea that it would facilitate a gendered approach to peacekeeping in Kosovo. The Office of Gender Affairs published an UNMIK Implementation Plan of UNSCR 1325 for 2014-2015. However, few reports have been publicly released since then. Generally, gender was not well incorporated into UNMIK policy at the outset but has improved over time.

Civil Society - Kosovo has a very active civil society, but UNMIK's engagement with local civil society and women's groups is minimal—a fact for which UNMIK has been criticized. The Kosova Women's Network (KWN), an alliance of local women's groups, has been working in the region since 1996 and has been a lead advocate for the effective implementation of UNSCR 1325.⁴⁴ KWN and other civil society groups are the primary drivers of gender equality within Kosovo, producing studies and information materials, and offering trainings and other valuable services to the local community.

According to two responses received from members of Kosovo civil society, UNSCR 1325 is viewed as a powerful tool for the empowerment of women in the region, and the resolution is highly valued by civil society groups. Two civil society groups told us they use or discuss the resolution daily.⁴⁵ Despite this reliance on UNSCR 1325, there is not much collaboration between civil society and the mission. One respondent said that while individual relationships between mission staff members and civil society leaders are strong, civil society groups have been quite critical of UNMIK's limited participation.

Attitude - The overall attitude toward gender is positive, according to our UNMIK respondents. However, they reported that gender understanding and awareness of UNSCR 1325 was low: "People didn't know about 1325, the staff didn't know that they had obligations, the staff didn't know that it could be easy to incorporate gender." After one respondent conducted trainings, discussions, and other approaches, they reported that staff members began to realize the importance of gender, both in their work and personal lives. One respondent reported that their new trainings sparked many interesting and productive discussions about cultural and societal issues. In addition, the attitude towards gender among senior leadership was generally positive. In fact, both respondents praised the senior leadership for their embrace of gender. One respondent said, "[UNMIK] management was very open to incorporating gender. The SRSGs in Kosovo, I think, were great, and this doesn't mean you have to have a woman SRSG. It means you have to have an SRSG who gets Women, Peace and Security, and quite often men can be as—in some cases, more driven and more supportive of this agenda."

⁴⁴ Kosova Women's Network. (2016). "About Us." <http://www.womensnetwork.org/?FaqeID=3>.

⁴⁵ This data was gained through a survey distributed to participants via email, and was not included with the qualitative data.

APPENDIX D: TERMS AND DEFINITIONS

- **Gender:** refers to the social attributes, opportunities and relationships associated with being male and female. These attributes, opportunities and relationships are socially constructed and learned through socialization. They are context-/time-specific and changeable. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context.⁴⁶
- **Gender mainstreaming:** mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, 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 programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality'.⁴⁷
- **Gender balance:** refers to the equal representation of women and men at all levels of employment. The UN General Assembly has affirmed the urgent goal of achieving 50/50 gender distribution in all categories of positions within the organization. Achieving a balance in staffing patterns and creating a working environment that is conducive to a diverse workforce improves the effectiveness of policies and programs and enhances the UN's capacity to serve better the entire population.⁴⁸
- **Gender-based violence:** refers to violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other forms of deprivation of liberty. While women, men, boys and girls can be victims of gender-based violence, women and girls are often the main victims.⁴⁹
- **Gender equality (equality between women and men):** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but rather that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue; it should concern men as well. Equality between women and men is seen as both a human rights issue and as a precondition for, and an indicator of, sustainable people-focused development.⁵⁰

⁴⁶ "Concepts and Definitions." Office of the Special Adviser on Gender Issues and Advancement of Women. <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>.

⁴⁷ "Mainstreaming the Gender Perspective into All Policies and Programmes in the United Nations System." (1997). A/52/3: Coordination of the Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System. United Nations. <http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>.

⁴⁸ "DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations." (2010). http://www.un.org/en/peacekeeping/documents/dpko_dfs_gender_military_perspective.pdf.

⁴⁹ "General Recommendation No. 19 (11th Session, 1992)." General Recommendations Made by the Committee on the Elimination of Discrimination against Women. <http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm>.

⁵⁰ "Concepts and Definitions."

- **Gender perspective:** this term is used to describe the process of exposing gender-based differences in status and power, and considering how such differences shape the immediate needs, as well as the long-term interests, of women and men. In peacekeeping a gender perspective needs to be included into all plans, policies, activities, analysis and reports. Without integrating a gender perspective in peacekeeping work, it is impossible to achieve gender equality.⁵¹
- **Women’s Protection Advisers (WPAs),** mandated by the Security Council in 2009, are deployed to countries with evidence of conflict-related sexual violence (CRSV) and have complementary roles to the Gender Advisers. WPAs focus specifically on the integration of CRSV considerations in the activities of the mission, including monitoring, analysis and reporting on sexual violence and advocating and engaging with parties to the conflict with regard to their obligations to prevent and address CRSV.⁵²
- **Gender adviser:** The role of the gender adviser is to incorporate gender perspectives and ensure that all aspects of an organization’s work are gender positive. They are preferably embedded into an organization or mission as a regular part of their hierarchy.

⁵¹ “DPKO/DFS Gender Forward Looking Strategy 2014-2018.” (2014).

⁵² Ibid.

APPENDIX E: UN SECURITY COUNCIL RESOLUTION 1325

S/RES/1325 (2000)

Adopted by the Security Council at its 4213th meeting, on 31 October 2000

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President, and recalling also the statement of its President to the press on the occasion of the United Nations Day for Women's Rights and International Peace (International Women's Day) of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as

refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

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,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and

the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. *Urges* Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;

2. *Encourages* the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decisionmaking levels in conflict resolution and peace processes;

3. *Urges* the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;

4. *Further urges* the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;

5. *Expresses* its willingness to incorporate a gender perspective into peacekeeping operations, and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;

6. *Requests* the Secretary-General to provide to Member States 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 peacebuilding measures, invites Member States to incorporate these 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 requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;

7. *Urges* Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the Office of the United Nations High Commissioner for Refugees and other relevant bodies;

8. *Calls on* all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia:

(a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction;

(b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements;

(c) 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, the police and the judiciary;

9. *Calls upon* all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls, especially as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;

10. *Calls on* all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;

11. *Emphasizes* the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, and war

crimes including those relating to sexual and other violence against women and girls, and in this regard stresses the need to exclude these crimes, where feasible from amnesty provisions;

12. *Calls upon* all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolutions 1208 (1998) of 19 November 1998 and 1296 (2000) of 19 April 2000;

13. *Encourages* all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;

14. *Reaffirms* its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;

15. *Expresses* its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;

16. *Invites* the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;

17. *Requests* the Secretary-General, where appropriate, to include in his reporting to the Security Council progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;

18. *Decides* to remain actively seized of the matter.

ABOUT THE AUTHORS:

Clara Fisher graduated with her Master's in International Affairs with a concentration in Global Gender Policy. Clara began her career at the World Wildlife Fund and has held internships at UN Women, the U.S. Department of State, the United Nations High Commissioner for Refugees, the National Security Archive's Genocide Documentation Project, and the Women's Foreign Policy Group.

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ABOUT WOMEN IN INTERNATIONAL SECURITY (WIIS):

Women in International Security (WIIS) is the only global network actively advancing women's leadership, at all stages of their careers, in the international peace and security field. Since the founding of WIIS in 1987, women have advanced to increasingly important roles in the field of international security. There are new and expanding opportunities for women's participation globally, as women are present in greater numbers in foreign and defense affairs and now occupy important positions in governments around the world. In recent years, the international community has recognized the important contributions of women in peace and security, and has made commitments to include women in peace and security decision-making at all levels. But equal representation of women is not yet a reality, especially at senior levels of policy making.