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**Substantive session of 2004**

New York, 28 June – 23 July 2004

Items of the provisional agenda

**4. Coordination of the policies and activities of the specialized agencies and other bodies of the United Nations system**

- (a) Review and appraisal of the system-wide implementation of the Council's agreed conclusions 1997/2 on mainstreaming a gender perspective into all policies and programmes of the United Nations system**

**7. Coordination, programme and other questions**

- (e) Mainstreaming a gender perspective into all policies and programmes in the United Nations system**

**14. Social and human rights questions**

- (a) Advancement of women**

**Gender mainstreaming in the work of the United Nations on peace and security**

**Note by the Secretariat**

*Summary*

This paper provides a brief overview of the status of implementation of gender mainstreaming in the area of peace and security since the adoption of Economic and Social Council agreed conclusions 1997/2. It reports on achievements at the inter-governmental level and within United Nations entities working in peace support operations. It highlights inter-agency collaboration for gender mainstreaming. It concludes with a set of challenges for strengthening gender mainstreaming in peace-building and peacekeeping operations.

## Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Introduction.....	1-4	3
II. Mainstreaming gender perspectives in peace and security at the intergovernmental level.....	5-17	3-5
III. The work of the Committee on the Elimination of Discrimination against Women (CEDAW) .....	18-19	5-6
IV. Gender mainstreaming in the work of the United Nations on peace and security.....	20-37	6-9
V. Inter-agency collaboration in support of gender mainstreaming in peace and security.....	38-45	9-11
VI. Future challenges.....	46	11

## **I. Introduction**

1. Peace is inextricably linked to equality between women and men. Conflicts of all forms continue to cause serious obstacles to the advancement of women. If there is no security, women as well as men are unable to fully participate in the political, economic and social development at the family, community and national levels.
2. The impact of armed conflict on women and girls has been given increased visibility. However, women are still often only mentioned as victims rather than active partners and contributors to prevention of conflict, negotiation of peace agreements and building of democratic and prosperous nations.
3. Since the adoption of ECOSOC agreed conclusions 1997/2, the United Nations system has given more systematic attention to the incorporation of gender perspectives in peace operations. Over the past five years substantial achievements have been made. More efforts are, however, needed to solidify gains and to advance gender equality, development and peace.
4. This report summarizes gender mainstreaming in the area of peace and security since the adoption of ECOSOC agreed conclusions 1997/2. It reports on achievements at the intergovernmental level and within United Nations entities working in support of peace operations. It highlights inter-agency collaboration mechanisms for gender mainstreaming. It concludes with a set of challenges for strengthening gender mainstreaming in peace-building and peacekeeping operations.

## **II. Mainstreaming gender perspectives in peace and security at the intergovernmental level**

### **The Security Council**

5. The adoption of Security Council resolution 1325 on women, peace and security on 31 October 2000 was a landmark in promoting greater attention to gender perspectives in the peace and security work of the United Nations, in line with the ECOSOC agreed conclusions 1997/2. The resolution calls for the incorporation of a gender perspective into peacekeeping operations, when negotiating and implementing peace agreements, in humanitarian activities, and in planning for disarmament, demobilization and reintegration and reconstruction efforts. It urges the Secretary-General to ensure that, where appropriate, field operations include a gender component.
6. In the open debates of the Security Council to commemorate the anniversary of Security Council resolution 1325 in 2001 and 2002, growing support for gender perspectives and advancement of women was evident in the issuance of two Presidential Statements.<sup>1</sup> In October 2002, the Secretary-General's report was presented to the Security Council<sup>2</sup> based on the Secretary-General's study "Women, Peace and Security". The preparation of the study was overseen by the Secretary-General's Special Adviser on Gender Issues and Advancement of Women in close cooperation with the Inter-Agency Task Force on Women, Peace and Security.
7. In the open debate on 29 October 2003, for the first time, a Senior Gender Adviser presented the work of a peacekeeping mission to mainstream gender perspectives throughout the pillars of the mission and stressed the importance of working closely with women's groups as partners in building sustainable peace. The Council and Members States reaffirmed their commitment to women, peace and security, and called on the Secretary-General, United Nations entities and NGOs to strengthen the implementation of resolution 1325.
8. To better understand the extent of implementation of Security Council resolution 1325, an analysis of the attention to gender perspectives of 264 Secretary-General's reports to the Security Council

dating from January 2000 to September 2003 was undertaken by the Office of Special Adviser on Gender Issues and the Advancement of Women (OSAGI). The analysis revealed that only 17.8 per cent of the reports made multiple references to gender concerns, while 15.2 per cent made minimal reference and 67 per cent of the reports made no or only one mention of women or gender issues. The majority of reports referring to gender issues mentioned the impact of the conflict on women and girls primarily as victims of conflict and not as potential dynamic actors in early warning, reconciliation, peace-building or post-conflict reconstruction.

9. A similar analysis was conducted for Security Council resolutions adopted during January 2000 to March 2004. The analysis showed that 33 out of 253 resolutions, or 14.2 per cent, included attention to women or gender issues. The analysis revealed a recent trend to recall Security Council resolution 1325 in new resolutions and call for mainstreaming a gender perspective and the establishment of a gender unit in the establishment of mission mandates such as in Liberia, Côte d'Ivoire and Haiti.

### **The General Assembly**

10. The twenty-third special session of the General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (June 2000) reviewed the progress made in the implementation of the Beijing Platform for Action. Governments reaffirmed their commitment to the implementation of the 12 critical areas of concern of the Beijing Platform for Action, including the issue of women and armed conflict. The outcome document<sup>3</sup> highlighted a number of achievements including the work of the International Criminal Tribunals for the former Yugoslavia and Rwanda which made important contributions to address violence against women in the context of armed conflict. Also of historical significance was the adoption of the Rome Statute of the International Criminal Court, which provided that rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization and other forms of sexual violence were war crimes when committed in the context of armed conflict and crimes against humanity under defined circumstances.

11. The Special Committee on Peacekeeping has demonstrated an enhanced awareness of and support for the mainstreaming of gender perspectives in all aspects of peace operations. There has been increased attention to gender mainstreaming in peacekeeping operations in the comprehensive reviews of the whole question of peacekeeping operations in all their aspects from the 23 June 1999<sup>4</sup> to the 28 March 2003<sup>5</sup> reports. The 2004 session of the Committee discussed the importance of gender expertise in planning processes for peacekeeping missions; gender-sensitive reporting; deployment of gender experts in new missions; and prevention and response to the problem of sexual exploitation and sexual abuse by and of peacekeeping personnel. The Special Committee also emphasized the need for the Department of Peacekeeping Operations (DPKO) to collaborate with entities specialized in the promotion of gender equality, for example, OSAGI and the United Nations Development Fund for Women (UNIFEM).

12. The report of the Secretary-General to the General Assembly on gender mainstreaming in peacekeeping activities<sup>6</sup> presented a coherent policy on gender mainstreaming in peacekeeping activities. In General Assembly resolution 57/318, the Fifth Committee called for the establishment of a full-time dedicated gender advisory capacity in the Department of Peacekeeping Operations. The Committee suggested that a senior gender adviser would best be located in the Peacekeeping Best Practices Unit in the Office of the Under-Secretary-General for Peacekeeping, where gender mainstreaming would be part of the decision-making processes of all peacekeeping activities.

## **The Commission on the Status of Women**

13. Since 1997, the Commission on the Status of Women addressed the issue of women, peace and security in its forty-second (1998) and forty-eighth sessions (2004), as well as in the preparatory work for the General Assembly's twenty-third special session in 2000.

14. In the forty-second session, the Commission reaffirmed the Beijing Platform for Action, notably the critical area of concern on women and armed conflict, and proposed actions to be taken by Governments and the international community, civil society and the United Nations, as appropriate, in the area of (a) ensuring gender-sensitive justice; (b) meeting the specific needs of women affected by armed conflict; (c) increasing the participation of women in peacekeeping, peace-building, pre- and post-conflict decision-making, conflict prevention, post-conflict resolution and reconstruction; (d) preventing conflict and promoting a culture of peace; and (e) taking disarmament measures, preventing illicit arms trafficking, and prohibiting the use of landmines, trade and transfer of small arms.

15. One of the main themes of the forty-eighth session of the Commission in 2004 was "women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peace-building". In its agreed conclusions, the Commission called for women's participation in peace agreements as a vehicle for the promotion of gender equality and the participation of women in post-conflict situations. Furthermore, the Commission noted that women's full and equal participation and the integration of gender perspectives was crucial to democratic electoral processes in post-conflict contexts. A gender-sensitive constitutional and legal framework, especially electoral laws and regulations, was necessary to ensure that women can fully participate in such processes. The Commission called on Governments, as well as all other relevant participants in these processes, to undertake a number of actions in support of women's full participation in activities related to conflict prevention, peace processes, post-conflict peace-building including elections and reconstruction and rehabilitation.

16. Since 2001, the Commission has also reviewed reports of the Secretary-General on the status of women and girls in Afghanistan. It has adopted annual resolutions calling on the Transitional Administration, the international community including the United Nations and civil society, to respect the human rights of women and girls, support the advancement of women and girls and to ensure that women fully participate in all spheres of life in post-conflict reconstruction.

## **Intergovernmental initiatives at the regional level**

17. The African Women's Committee on Peace and Development (AWCPD), which is partially funded by the Economic Commission for Africa, is an advisory body to the African Union on issues relating to gender, peace, security, stability and development in Africa. The AWCPD seeks to enhance the contribution of women to the achievements of the African Union's work in conflict, prevention, management and resolution. United Nations entities have worked closely with AWCPD to strengthen collaboration and support for gender mainstreaming in peace operations in Africa.

## **III. The work of the Committee on the Elimination of Discrimination against Women**

18. On 30 January 2004, the Committee on the Elimination of Discrimination against Women issued a statement on the situation of women in Iraq. The Committee stressed that women must be full and equal participants in all post-war reconstruction activities and in all spheres of life of Iraqi society and its development. All legislative reforms and decisions of all responsible authorities in Iraq must conform fully with the Convention on the Elimination of All Forms of Discrimination against Women so as to ensure de jure and de facto equality between women and men, and their full enjoyment of all human

rights and fundamental freedoms. The Committee's Chair wrote to the Secretary-General inviting him to convey this concern to all stakeholders in the country and at the level of the United Nations.

19. At its twenty-sixth session in January 2002, the Committee expressed its solidarity with, and support for, the women of Afghanistan and called for the participation of Afghan women as full and equal partners with men for the reconstruction and development of the country. The Committee noted in its concluding comments, that armed conflict has resulted in the denial of human rights of women and girls placing them at special risk of violence, including rape, abuse and trafficking.

#### **IV. Gender mainstreaming in the work of the United Nations on peace and security**

##### **Policy and advisory mechanisms of the Secretary-General**

20. As a follow up to the Beijing Platform for Action, the Secretary-General was requested to assume responsibility for coordination of policy within the United Nations for the mainstreaming of a system-wide gender perspective in all activities of the United Nations, taking into account the mandates of the bodies concerned. In February 1997, the Secretary-General requested his Special Adviser on Gender Issues and Advancement of Women to play a lead advocacy role and stimulate a wide variety of actions in support of gender mainstreaming, including on peace and security. The Special Adviser introduced the issue of gender mainstreaming in the Executive Committee on Peace and Security (ECPS) and routinely urged that gender equality issues be incorporated in the discussions and recommendations. Most recently, on 5 April 2004, the ECPS received an update on gender mainstreaming from the Special Adviser. The Committee agreed that while progress had been made in advancing gender issues in peace operations, much more needed to be done.

21. Other key actions taken by the Special Adviser in support of system-wide gender mainstreaming in peace operations includes: (a) bringing gender issues to the attention of the Executive Committee on Humanitarian Affairs and the Executive Committee on Economic and Social Affairs; (b) providing routine briefings and special information kits for Special Representatives to the Secretary-General heading peacekeeping and peace-building missions and bringing to their attention the need to integrate gender perspectives in all aspects of the mission; and (c) providing names of women candidates for high-level appointments and lobbying for their selection to decision-making positions.

22. The Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), in collaboration with the Division for the Advancement of Women (DAW) and the Department of Political Affairs (DPA), organized an expert group meeting on "Enhancing women's participation in electoral processes in post-conflict countries" in January 2004, as preparation for CSW's consideration of the theme women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peace-building.

##### **Entities working specifically on peace and security**

23. The principal United Nations entities working in support of peace operations have undertaken a variety of activities to mainstream gender perspectives into their respective work programmes. Highlights of activities of several entities are outlined below:

24. The Department for Disarmament Affairs (DDA) elaborated a Gender Mainstreaming Action Plan (April 2003), the first of its kind within the United Nations Secretariat. In coordination with OSAGI, DDA issued a set of briefing notes on gender and disarmament. The Department is initiating a database of female experts and women's organizations working on security and disarmament matters aimed at facilitating an improved gender balance in the selection of consultants, as well as in the composition of

expert groups, workshops and seminars. DDA continues to mainstream gender issues into the substantive agenda of conferences; into publications and research; advocacy, outreach activities and public statements; and in its work on landmines at the regional level. At country level, DDA incorporates gender perspectives in such activities as the design and implementation of weapons collection programmes, the formation of national commissions and capacity-building.

25. The Department of Peacekeeping Operations (DPKO) has worked collaboratively with United Nations system partners to develop a “Gender Resource Package for Peacekeeping Operations” which will assist gender advisers and others at the mission level to mainstream gender perspectives in peacekeeping. Currently there are gender adviser positions in seven peacekeeping operations (Afghanistan, Côte d'Ivoire, Democratic Republic of the Congo, Kosovo, Liberia, Sierra Leone and Timor-Leste). These advisers assist the Special Representatives of the Secretary General and senior mission staff to ensure gender mainstreaming takes place in all aspects of the mission mandate and work with newly emerging governments and with civil society actors to ensure gender mainstreaming at national level. DPKO has also integrated gender perspectives into the “Handbook on United Nations Multidimensional Peacekeeping Operations” as well as the “Standard Training Modules for pre-deployment training of peacekeepers.”

26. In July 2003, DPKO issued directives for disciplinary matters for uniformed and civilian personnel serving in United Nations peacekeeping operations that cover several forms of misconduct, such as sexual exploitation and sexual abuse and sexual harassment. These were developed in consultation with OSAGI, the Office of Legal Affairs, and the Office of Human Resource Management. The DPKO's United Nations Mine Action Services (UNMAS) is currently working on the development of guidelines to assist field actors in the integration of gender perspectives in all aspects of mine action.

27. The Department of Political Affairs (DPA) conducted its first gender mainstreaming training for its staff in 1998, following which the Department's Regional Divisions submitted annual progress reports to the Under-Secretary-General on how they had integrated gender perspectives in their work. A second gender mainstreaming workshop will take place in 2004. DPA's field offices provide Headquarters with information on progress in gender mainstreaming on request. DPA collaborated with OSAGI and DAW on the organization of two expert group meetings in preparation for the forty-eighth session of the Commission on the Status of Women, one on incorporating gender perspectives in peace agreements, and the other on enhancing women's participation in electoral processes. The reports and recommendations of the expert group meetings were disseminated to Regional Divisions and Special Representatives of the Secretary-General for follow-up action. The Department's Electoral Assistance Division continues to work closely with the United Nations Assistance Mission to Afghanistan to ensure that full consideration is given to gender issues in the electoral processes in Afghanistan. Gender mainstreaming was an agenda item at the Department's senior management retreat. It will be on the agenda of the meeting of DPA field presences in May 2004 for which all field offices have been asked to respond to a questionnaire assessing progress in integrating gender perspectives in their work.

28. The Office for the Coordination of Humanitarian Affairs (OCHA) has been working since March 2003, with the support of the Office of Human Resource Management, to develop its policy and plan of action on gender mainstreaming. The Policy document will guide OCHA on mainstreaming gender perspectives throughout its substantive work, particularly with regard to humanitarian advocacy and information management, humanitarian policy development, coordination of humanitarian response and resource mobilization. In an effort to ensure the effective implementation of the policy and shared accountability, the Plan of Action outlines activities, with explicit responsibilities and time frames. The policy and plan of action will be launched in 2004. OCHA will employ a full-time gender adviser to facilitate the implementation of the Plan.

29. With regard to country-level activities, guidance has been developed for Humanitarian Coordinators on their roles and responsibilities in relation to gender mainstreaming. Work has been undertaken to strengthen gender dimensions of the Consolidated Appeals Process (CAP), ensuring that humanitarian strategies are grounded in a solid gender analysis of capacities and vulnerabilities and that the proposed programmes respond to this analysis.

30. The United Nations High Commissioner for Refugees (UNHCR) launched global consultations in late 2000 to engage States and other partners in a broad-ranging dialogue on refugee protection. The outcome was the Agenda For Protection (AFP) which calls on States to introduce or, as necessary, enhance gender- and age-specific safeguards in asylum procedures. The AFP advocates for the participation of refugees, including women, in peace and reconciliation processes. UNHCR has also trained staff using People-Oriented Planning to increase staff understanding of refugee protection and security issues from a gender perspective. The 1995 UNHCR “Sexual and Gender-Based Violence Guidelines” were revised in 2003, on the basis of field inputs, to increase action to prevent and respond to violence against women and girls. The “Gender Training Kit and Resource Handbook” issued in 2002, highlights five important protection themes – women’s human rights; sexual and gender-based violence; gender-sensitive refugee status determination procedures; gender-sensitive interviewing and interpreting; and gender issues in emergencies.

31. In January 2004, UNHCR launched the “Practical Guide to the Systematic Use of Standards and Indicators” which stipulates that country operations collect sex-disaggregated data on key sector activities. This will enable senior managers to review whether refugee women and men of different age groups equally benefit from the activities and whether they participate in decision-making processes that affect their lives. Gender perspectives have also been incorporated in guidelines pertaining to technical sectors including environment, health, nutrition, HIV/AIDS, physical planning, water and sanitation.

32. Other entities of the United Nations which are active members of the Inter-Agency Taskforce on Women, Peace and Security, have increased support for gender mainstreaming in their work on peace and security. The Office of the High Commissioner for Human Rights (OHCHR) has integrated support to women’s human rights in their work in multidimensional peace operations. Along with the United Nations Human Settlements Programme (UN-HABITAT), they have implemented the joint United Nations Housing Rights Programme (UNHRP). The Programme has a particular emphasis on the housing, land, property and inheritance rights of women, important issues for women in post-conflict reconstruction. The United Nations Population Fund (UNFPA) Humanitarian Response provides support for gender mainstreaming in humanitarian situations through to rehabilitation and beyond – to help meet the long-term goals of development assistance in support of reproductive health and rights. The World Food Programme has mainstreamed gender concerns in many sector policies since 1997. Those related to peace and security includes: From Crisis to Recovery; Disaster Mitigation; Zero-tolerance for Sexual Exploitation and other Abuses of Power against Beneficiaries; Response to HIV/AIDS; and Food Aid and Livelihoods in Emergencies.

### **Entities specialized in promotion of gender equality**

33. Catalytic support for gender mainstreaming in peace and security activities has been provided by the OSAGI, DAW, UNIFEM and the International Research and Training Institute for the Advancement of Women (INSTRAW). This has included advocacy, advice and support, resources and development of pilot activities.

34. DAW works closely with Governments, its partners in the United Nations system and civil society in supporting gender mainstreaming in peace and security. The Division provides substantive services to the Commission on the Status of Women (CSW) and to the Committee on the Elimination of



Discrimination against Women (CEDAW) in the area of peace and security. An expert group meeting was held in preparation for the consideration by the CSW at its forty-eighth session, of the theme “women’s equal participation in conflict prevention, management and conflict resolution and in post-conflict peace-building.” The expert meeting, titled "Peace agreements as a means for promoting gender equality and ensuring participation of women – A framework of model provisions," was held in November 2003 and focussed on mainstreaming gender perspectives into peace accords. DAW also provided technical support, training and capacity-building on negotiation and mediation skills, to 70 African women leaders in Capetown (2001), Conakry (2002) and Kigali (2003) to support their integration into formal peace negotiations. The Division is preparing a programme to support the implementation of the Convention on the Elimination of All Forms of Discrimination against Women in countries emerging from conflict, including Afghanistan and Sierra Leone.

35. UNIFEM has developed capacity of staff and partners in early warning analysis and supports women’s groups to advocate for stronger attention to gender equality in Truth and Reconciliation Committee agendas. UNIFEM works at the field level to strengthen electoral, constitutional, legislative and judicial processes to make them gender-responsive, supports the incorporation of gender perspectives in peace processes and reconstruction efforts and is active in United Nations gender theme groups in post-conflict contexts.

36. In 2002 UNIFEM commissioned a study by independent experts: “Women, War, Peace, The Independent Expert’s Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building.” To increase access to information specifically on women, peace and security, UNIFEM has created a web portal<sup>7</sup> which acts as a centralized repository of information from a wide variety of sources, with links to reports and data from the United Nations system, and also from experts, academics, NGOs and media sources. The aim of portal is to track progress on the implementation of Security Council resolution 1325, and to encourage researchers, policy makers, analysts and NGOs to routinely include, seek and contribute more information and analysis on women, war and peace.

37. The International Research and Training Institute for the Advancement of Women (INSTRAW) was established in 1976 with the objective to promote gender equality and women's advancement worldwide through research, training and the collection and dissemination of information. INSTRAW has produced a conceptual and policy implications paper on gender in conflict and conflict prevention which describes a framework for analysis of gender perspectives in peace and security issues. They have also developed and posted on their website a special collection of information resources on gender aspects of conflict and peace.<sup>8</sup>

## **V. Inter-agency collaboration in support of gender mainstreaming in peace and security**

38. The United Nations system has utilized a number of inter-agency mechanisms related to peace and development to ensure that gender mainstreaming is integrated into the work of the Organization.

### **The Inter-Agency Task Force on Women, Peace and Security**

39. The Inter-Agency Network on Women and Gender Equality (IANWGE)<sup>9</sup> under the Chiefs Executive Board, established an Inter-Agency Task Force on Women, Peace and Security<sup>10</sup> in February 2001 to follow up on the implementation of Security Council resolution 1325. It comprises 20 UN entities and five NGOs as observers. It is chaired by the Special Adviser on Gender Issues and Advancement of Women. The main work of the Task Force in 2001 and 2002 was the preparation of the Secretary-General’s Study “Women, Peace and Security” issued in October 2002. It also undertook a number of activities (panel presentations and website launchings) to keep attention focused on the need to

mainstream gender perspectives in peace and security on the anniversaries of Security Council resolution 1325 on 31 October 2001, 2002 and 2003.

40. The Task Force coordinated the preparation of briefing notes for Security Council missions which resulted in Security Council members meeting with women's groups during all missions the Council took to West Africa, the Democratic Republic of the Congo and the Great Lakes, and Afghanistan in 2003. The reports of the Council's missions made reference to these meetings and made a number of recommendations supporting the advancement of women. As a comparison, during 2000-2002 the Security Council consulted with women's groups in four out of a total of ten missions.

41. The Task Force assisted in ensuring gender perspectives were incorporated in assessment missions for the formulation of new missions. Working within the context of the United Nations Development Group for Iraq, a checklist for the assessment mission was developed in consultation with Task Force members. Subsequently, it was adapted for the assessment missions to Liberia, Côte d'Ivoire, Sudan and Haiti. The checklist has been included in DPKO's Gender Resource Package and the Task Force routinely revises it to meet the specific needs of a particular assessment mission. The inclusion of gender issues in needs assessments and the participation of a gender adviser on the team has been crucial to ensure gender mainstreaming in the early phase of new missions. In the case of Liberia, Côte d'Ivoire, Burundi and Haiti, gender advisers were included on the needs assessment teams and were able to bring attention to gender concerns throughout the mission and ensure the establishment of gender units as part of the mission staffing tables.

42. In July 2003, the Fifth Joint Workshop of IANWGE and the Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Network on Gender Equality (GENDERNET) focused on "Gender and Post-conflict Reconstruction: Lessons Learned from Afghanistan". The aim of the Workshop was to contribute to increased effectiveness of multilateral and bilateral support to post-conflict reconstruction through the enhanced integration of gender perspectives into this work. The meeting participants identified good practices and lessons learned from promoting gender equality in post-conflict reconstruction, drawing on experiences from Afghanistan as a key case study and wider lessons from other post-conflict contexts.

#### **Other inter-agency mechanisms supporting gender mainstreaming in peace and security**

43. The Inter-Agency Standing Committee (IASC) endorsed a policy statement on gender in 1999 to ensure the full integration of gender perspectives in all humanitarian protection and assistance activities. The IASC's Task Force on Gender and Humanitarian Assistance<sup>11</sup> works to ensure the formulation of specific strategies for ensuring that gender issues are brought to the mainstream of humanitarian activities. In 2003 the IASC Task Force commissioned an external evaluation of gender mainstreaming in the Consolidated Appeals Process (CAP). The evaluation noted that gender mainstreaming in the CAP was limited. Gender analysis was not systematically undertaken and data was not usually sex-disaggregated. The evaluation recommended that further initiatives were needed to promote gender equality.

44. The IASC created the Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises which led to the issuance of the Secretary-General's Bulletin on special measures for protection from sexual exploitation and sexual abuse.<sup>12</sup> The Task Force also developed model complaints mechanisms and investigative procedures for use in the field to ensure that all United Nations agencies follow standard practices in following up cases of sexual exploitation and abuse. The Task Force will end its work in 2004 and the Executive Committee on Humanitarian Affairs has created a working group to ensure follow up on the work of the Task Force and the implementation and monitoring of the Secretary-General's Bulletin.

45. The United Nations Development Group (UNDG) has also been active in the mainstreaming of gender equality as a cross-cutting theme in recent needs assessments conducted in Iraq, Liberia and Sudan. It also aims to ensure that gender perspectives are mainstreamed in the revised Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) Guidance Note. IANWGE's Task Force on CCA/UNDAF is developing a Resource Guide to strengthen the capacity of country-level gender theme groups. More efforts are needed to ensure inter-agency coordination and attention to gender issues at the field level in post-conflict countries.

## **VI. Future Challenges**

46. While progress has been made in mainstreaming gender perspectives in peace operations, many challenges remain for more effectively incorporating gender perspectives in United Nations peace and security activities. The Secretary-General will submit a report to the Security Council on the implementation of its resolution 1325 in October 2004 which will provide a more extensive review of the achievements, gaps and future challenges. The following provides a preliminary overview of the challenges facing efforts to implement gender mainstreaming in peace operations.

(a) Ensure that mandates of multi-dimensional peacekeeping operations call for consistent mainstreaming of gender perspectives in all aspects of peacekeeping mission and give attention to the resources required;

(b) Guarantee that all peace operations have a senior gender adviser with an adequate staff, under the direction of the Office of the Special Representative of the Secretary-General, to facilitate gender mainstreaming throughout the mission through provision of the technical advice and support, and to work externally with government, United Nations entities and civil society actors to support gender mainstreaming in all nation-building initiatives.

(c) Ensure that members of gender theme groups in countries emerging from conflict have sufficient levels of seniority and expertise to effectively promote the incorporation of gender perspectives in all areas of work and ensure a coordinated approach between United Nations entities and with government and civil society actors.

(d) Facilitate the full participation of women in all peace negotiation processes and in the development of peace agreements. The United Nations entities supporting peace negotiations should lead by example and ensure gender balance on its staff.

(e) Ensure that all needs assessment activities undertaken to develop new peace missions, and formulate reconstruction and rehabilitation programmes, include gender advisers and integrate gender concerns into the analysis and plans for all sectors.

(f) Routinely incorporate gender dimensions in reports of the Secretary-General to the Security Council, the General Assembly, the Economic and Social Council, the Special Committee on Peacekeeping and all functional commissions, including through checklists to ensure systematic attention to gender mainstreaming in all reports;

(g) Improve the monitoring of gender mainstreaming in peace operations through development of mission and agency-specific action plans with clear goals, activities, time frames and indicators and through establishing or strengthening accountability mechanisms.

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<sup>1</sup> S/PRST/2001/31 and S/PRST/2002/32

<sup>2</sup> S/2002/1154

<sup>3</sup> A/RES/S-23/3

<sup>4</sup> A/54/87

<sup>5</sup> A/57/767

<sup>6</sup> A/57/731

<sup>7</sup> [www.womenwarpeace.org](http://www.womenwarpeace.org)

<sup>8</sup> [www.un-instraw.org](http://www.un-instraw.org)

<sup>9</sup> E/2004/CRP.2

<sup>10</sup> The members of the Task Force include: OSAGI task manager, DAW, DDA, DPA, DPI, DPKO, ESCWA, ILO, OCHA, OHCHR, OHRM, OSRSG-CAAC, UNDP, UN-HABITAT, UNICEF, UNIFEM, UNFPA, UNHCR, UNU, WFP, IOM. NGO observers include the Hague Appeal for Peace, International Alert, International Women's Tribune Center, Women's Commission on Refugees, and the Women's International League for Peace and Freedom.

<sup>11</sup> The Task Force is co-chaired by OCHA and UNICEF and comprises DPKO, OSAGI, OSRSG/CAAC, OHCHR, UNDP, UNHCR, UNOPS, WFP, IFRC, Interaction and SCHR. A large number of other humanitarian organizations provide input to the work of the Task Force. It also liaises with OHRM and OLA.

<sup>12</sup> ST/SGB/2003/13