Gender Mainstreaming and Dealing with Sexual and Gender-Based Violence in Peace Operations
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Course development

The development of course material and training methodology was facilitated and coordinated by the Institute for Security Studies. It is a practical programme for Civilians, Military and Police Personnel Deploying to United Nations or African Union Peace (Support) Operations.

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Foreword

The African Union (AU) Constitutive Act adopted in 2002 obliges all member states to promote, protect and respect human and peoples’ rights and address gender inequalities. Henceforth, the continent witnessed the continuous adoption of various progressive laws, as evidenced by the adoption of the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women (2003), the Solemn Declaration on gender equality and women’s empowerment in Africa (SDGEA) (2004), and the African Union Gender Training Manual for AU Peace Support Operations. Article 11 of the Maputo Protocol urged parties in a conflict to prevent violations of women’s rights, support women’s participation in conflict prevention processes, peacekeeping, peace negotiations and post-conflict reconstruction and development, as well as to protect women and girls from sexual and gender-based violence. All AU normative frameworks are in conformity with the UNSCR 1325(2000) and its eight subsequent resolutions (1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013); 2242 (2015) and 2272 (2016)), which recognized women’s unique experiences in times of conflict, not only as victims but also as agents of positive change.

The report on the “Implementation of the Women, Peace and Security Agenda in Africa” by the Office of the Special Envoy on Women, Peace and Security was launched on the margins of the 27th AU Summit held in July 2016, in Kigali – Rwanda. It showed that nineteen countries have adopted UNSCR 1325 National Action Plans that seek to promote equal participation of women at all levels of decision-making in politics, in conflict prevention, management and conflict resolution, peacekeeping, peacebuilding and in peace agreements.

Despite all these legal instruments on the protection of women and girls in conflict situations, Africa is yet to realize much of its desired goals. Violence against women and girls still persist suggesting that national, continental and global legal frameworks on SGBVs have not been sufficiently implemented, especially by the security forces. Data from countries like South Sudan, Central Africa Republic and Democratic Republic of Congo show that women continue to be subjected to sexual violence, including those very same persons that are supposed to protect them.

The global security paradigm shift from state security to human security, and the nature of conflict in Africa from interstate to intrastate, have changed the way peacekeeping forces and peace mission leadership should think about protection of civilians, especially women and girls. It demands that all personnel to peace support operations, civilian, police and military, be knowledgeable and have the necessary skills on implementing gender mainstreaming initiatives into day-to-day operations to address SGBVs issues.

Lack of gender mainstreaming in peace efforts eliminate women from participation in all process and leads to processes not taking cognizance of gender specific needs and priorities. It also puts at risk the protection of women and girls and increases their vulnerabilities to rape and other forms of sexual exploitation and abuse.

The slow pace of implementation of gender policies at the national, regional and continental levels contributes to the rape of women and girls and all forms of sexual violence and exploitation continue unabated. The AU Special Envoy on Women, Peace and Security based on the mandate to echo the voices of women and their protection from violence in conflict areas, puts high priority on the provision of gender specific training to civilians, police and military personnel who have to deploy, or are deployed to AU and UN missions. Indeed, the African Union has also recognized the importance of preparing troops for deployment and developed a Gender Training Manual for AU Peace Support Operations in 2013. It is in this perspective that the Office of the Special Envoy welcomed and supports the development of the Gender Training Manual by the Institute for Security Studies (ISS) with the aim to revitalize the call for all Member States to place a bigger emphasis on gender mainstreaming and dealing with SGBV in preparations of their personnel for peace support operations.
The training is unique in that it goes beyond advocating the need for gender mainstreaming and effectively dealing with SGBV to providing participants with the practical skills to deal with their own prejudices and to implement gender mainstreaming during mandate implementation and within their organisations. It further provides them with the practical skills to respond to SGBV, do SGBV analysis and to implement strategies and initiatives towards the prevention of SGBV. Throughout, there is a focus on integration of activities while the roles of different actors are clarified.

As Africa provides most peacekeepers globally and most of the peace (support) operations are in Africa, it is important to have an African approach in these efforts and accompanying training programmes. This training programme developed by ISS is complementary to training provided by other African Centres of Excellence in providing training to peacekeepers. It further supports the goals set out in UNSCR 1325 and various other international and AU legal frameworks on gender.

Mme Bineta DIOP
Special Envoy of the Chairperson of the African Union Commission on Women, Peace and Security
# Acronyms and abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>APIE</td>
<td>Assess, plan, implement, evaluate</td>
</tr>
<tr>
<td>AU</td>
<td>African Union</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination Against Women</td>
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<tr>
<td>COC</td>
<td>code of conduct</td>
</tr>
<tr>
<td>DDR</td>
<td>disarmament, demobilisation and reintegration</td>
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<tr>
<td>DEVAW</td>
<td>Declaration on the Elimination of Violence Against Women</td>
</tr>
<tr>
<td>DFS</td>
<td>Department of Field Support</td>
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<td>DPKO</td>
<td>Department for Peacekeeping Operations</td>
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<tr>
<td>ECOSOC</td>
<td>UN Economic and Social Council</td>
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<td>ECOWAS</td>
<td>Economic Community of West African States</td>
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<tr>
<td>ESP</td>
<td>Educational Support Programme</td>
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<tr>
<td>GBV</td>
<td>gender-based violence</td>
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<td>GPSP</td>
<td>Gender, Peace and Security Programme</td>
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<tr>
<td>HoM</td>
<td>Head of Mission</td>
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<tr>
<td>HRL</td>
<td>human rights law</td>
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<tr>
<td>ICC</td>
<td>International Criminal Court</td>
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<td>ICRC</td>
<td>International Community of the Red Cross</td>
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<td>IDP</td>
<td>internally displaced person</td>
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<td>IGAD</td>
<td>Intergovernmental Authority on Development</td>
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<td>IHL</td>
<td>international humanitarian law</td>
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<tr>
<td>ISS</td>
<td>Institute for Security Studies</td>
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<td>JMAC</td>
<td>Joint Mission Analysis Cell</td>
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<td>JOC</td>
<td>Joint Operations Centre</td>
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<td>LNP</td>
<td>Liberian National Police</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MSF</td>
<td>Médecins Sans Frontières</td>
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<td>MO</td>
<td>modus operandi</td>
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<tr>
<td>MoDG</td>
<td>Ministry of Gender and Development (Liberia)</td>
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<tr>
<td>NGO</td>
<td>non-governmental organisation</td>
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<td>OECD</td>
<td>Organization for Economic Cooperation and Development</td>
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<td>OGA</td>
<td>Office of the Gender Advisor</td>
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<td>PoC</td>
<td>protection of civilians</td>
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<tr>
<td>Acronym</td>
<td>Definition</td>
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<tr>
<td>QIP</td>
<td>quick impact programme</td>
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<tr>
<td>REC</td>
<td>regional economic community</td>
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<tr>
<td>RM</td>
<td>regional mechanism</td>
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<tr>
<td>SEA</td>
<td>sexual exploitation and abuse</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<td>SGBV</td>
<td>sexual and gender-based violence</td>
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<td>SSR</td>
<td>security sector reform</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<td>UNAMID</td>
<td>AU–UN Hybrid Mission in Darfur</td>
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<td>UNCT</td>
<td>UN Country Team</td>
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<td>UNDP</td>
<td>UN Development Programme</td>
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<td>UNDSS</td>
<td>UN Department of Safety and Security</td>
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<td>UNICEF</td>
<td>UN Children’s Fund</td>
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<td>UNMIL</td>
<td>UN Mission in Liberia</td>
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<td>UNMISS</td>
<td>UN Mission in South Sudan</td>
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<td>UNPOL</td>
<td>UN Police</td>
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<td>UNSC</td>
<td>UN Security Council</td>
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<td>WAFF</td>
<td>woman associated with fighting forces</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<tr>
<td>WPS</td>
<td>UN Women, Peace and Security (Framework)</td>
</tr>
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</table>
Course overview

1. BACKGROUND

Various United Nations (UN) and African Union (AU) policy directives emphasise the importance of gender mainstreaming and effectively dealing with sexual and gender-based violence (SGBV). This is even more important in conflict and post-conflict areas where there are high levels of gender disparity and SGBV is often used as a tool in the conflict situation. It is therefore essential that all personnel who are deployed to peace operations be knowledgeable and have the necessary skills to implement gender mainstreaming initiatives in all their activities and deal with SGBV. However, research has shown that peace operations personnel often do not have the necessary skills to deal with these issues. Training is mostly limited to information and theory and lacks a multi-dimensional focus.

During discussions with the AU, regional mechanisms (RMs) of the African Standby Force, troop- and police-contributing countries to the UN and the AU, and various peace support training centres, a need was identified for the development of an integrated training programme for civilians, police and military on gender mainstreaming and dealing with SGBV in peace operations. Based on the need identified the Institute for Security Studies (ISS) facilitated the development of this practical course for civilians, police and military personnel deploying to UN or African peace missions. ISS in collaboration with the Federal Republic of Ethiopia’s Peace Support Training Centre, conducted an initial pilot training programme from 7–22 July 2016 for 26 civilians, police and military representatives from Ethiopia, Kenya, Malawi and Somalia. Based on feedback received the ISS facilitated the finalisation of a complete standardised training package.

The Office of the Special Envoy for Women, Peace and Security to the Chairperson of the AU Commission has extended its support to this process.

2. COURSE AIM AND OBJECTIVES

This course aims to provide standardised guidance on multi-disciplinary approaches to civilians, police and military personnel who have to deploy or are deployed to UN or AU missions for the implementation of gender mainstreaming and dealing with SGBV in peace operations.

The overall objectives of the course are to:

- Enhance understanding of gender related concepts
- Deal with the perceptions, attitudes and behaviour of participants on gender-related matters
- Provide participants with the skills to implement gender mainstreaming in the organisation and during mandate implementation
- Enhance understanding of SGBV concepts
- Enhance understanding on the roles of the different mission components in responding to and preventing SGBV
- Provide participants with the skills to respond to and analyse SGBV, as well as to plan for the prevention of SGBV

3. COURSE MATERIAL AND CONTENT

The course consists of two parts of 4 modules each. It can be presented as one 11-day course or split into two six-day courses. Readers, facilitator guides, toolkits and participant journals have been developed for every module. A complete monitoring and evaluation mechanism and toolkit is also available towards evaluating the effectiveness of the course.
Part One is on **Gender mainstreaming in peace operations** and consists of the following four modules:

<table>
<thead>
<tr>
<th>MODULE</th>
<th>LEARNING OBJECTIVES</th>
<th>CONTENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Module 1: Gender perspectives</td>
<td>At the end of the module participants will:</td>
<td>• The concepts of gender and sex</td>
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<tr>
<td></td>
<td></td>
<td>• What is gender?</td>
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<td></td>
<td>• What is sex?</td>
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<td></td>
<td></td>
<td>• Rationale for challenging the current gender regime</td>
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<td>• Social construction</td>
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<td>• Stereotyping roles of men and women in society</td>
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<td>• Gender discrimination and its disparate effect</td>
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<td>• Gender equality</td>
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<td></td>
<td>• Gender mainstreaming</td>
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<td>• Dealing with resistance</td>
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<td>• Forms of resistance</td>
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<td></td>
<td>• Approaches to dealing with resistance</td>
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<td>• Overcoming the challenges and resistance</td>
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<td>• Gender analysis</td>
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<tr>
<td>Module 2: Gender regulatory frameworks</td>
<td>At the end of the module participants will:</td>
<td>• Regulatory framework</td>
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<tr>
<td></td>
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<td>• International treaties and conventions on human rights and gender equality</td>
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<td>• UN resolutions on women, peace and security</td>
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<td>• AU regulatory and legal system</td>
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<td>• National legal systems</td>
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<td>• Ethics and code of conduct for peace support personnel</td>
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<tr>
<td>Module 3: Gender mainstreaming in mandate implementation</td>
<td>At the end of the module participants will:</td>
<td>• Rationale for gender mainstreaming in peace support operations and special operations</td>
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<td>• Considerations for gender mainstreaming</td>
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<td>• Legal framework of the host state</td>
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<td>• Culture and tradition</td>
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<td>• Community structures</td>
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<td></td>
<td></td>
<td>• Approaches to gender mainstreaming</td>
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<td></td>
<td></td>
<td>• Political process</td>
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<td></td>
<td></td>
<td>• Protection of civilians</td>
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<td></td>
<td></td>
<td>• Community capacity building</td>
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<td></td>
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<td>• Capacity building of host state authorities</td>
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<td></td>
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<td>• Demobilisation, disarmament and reintegration</td>
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<td>• Stakeholders and partners in gender mainstreaming</td>
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</tbody>
</table>
### Module 3: Gender Mainstreaming (continued)

**Learning Objectives:**
- Display the ability to develop gender mainstreaming plans for activities as part of mandate implementation

### Module 4: Gender Mainstreaming in the Organisation

**Content:**
- Rationale for gender mainstreaming in the organisation
- Responsibility and accountability
- Approaches to gender mainstreaming in the organisation
- Planning for gender mainstreaming

**At the end of the module participants will:**
- Demonstrate a greater understanding of the importance of gender mainstreaming in the organisations
- Demonstrate the ability to apply and operationalise the principles of gender mainstreaming in the organisation
- Display the ability to develop gender mainstreaming plans and activities for the organisation

### Module 5: Understanding SGBV and its Impact

**Learning Objectives:**
- Demonstrate a greater understanding of SGBV and its impact
- Demonstrate an understanding of the regulatory framework on SGBV
- Demonstrate the ability to analyse SGBV in conflict and post-conflict environments

**Content:**
- Concept of SGBV
  - Gender-based violence
  - Sexual violence
- Regulatory framework focused on SGBV
  - Treaty-based regulatory framework
  - UN resolutions
  - AU guidance documents
  - National legal systems
  - Mission mandates and guiding documents
- SGBV in conflict situations
  - Forms, effects and consequences of SGBV
  - Stakeholders in prevention of and response to SGBV

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**Part Two** is on *Dealing with SGBV in Peace operations* and consists of the following four modules.
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<tr>
<th>MODULE</th>
<th>LEARNING OBJECTIVES</th>
<th>CONTENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Module 6: Response to SGBV</td>
<td>At the end of the module participants will:</td>
<td>• Considerations for dealing with SGBV in conflict areas</td>
</tr>
<tr>
<td></td>
<td>• Display a greater understanding of the principles and approaches in responding to SGBV incidents</td>
<td>• First response</td>
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<td></td>
<td>• Demonstrate the ability to effectively respond to SGBV incidents</td>
<td>• First responder – defined</td>
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<td>• Demonstrate the ability to write a report on SGBV incidents</td>
<td>• First responder scenarios</td>
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<td>• Victim support</td>
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<td></td>
<td>• Victim – defined</td>
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<tr>
<td></td>
<td></td>
<td>• Concept of victim support</td>
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<td></td>
<td>• Victim and witness protection</td>
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<td>• Interviewing methodology</td>
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<td></td>
<td>• Preliminary interviews</td>
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<td>• Qualities of a good interviewer</td>
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<td>• Considerations for using language assistants</td>
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<td>• Additional considerations for interviewing victims of SGBV</td>
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<td></td>
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<td>• Interviewing children or people with limited mental ability</td>
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<td>• Interviewing people with disability/special needs</td>
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<td>• Crime scene and evidence</td>
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<td>• Crime scene</td>
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<td></td>
<td>• Evidence</td>
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<td>• Securing crime/incident scene and evidence</td>
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<td>• Dealing with alleged mass SGBV</td>
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<td>• Process</td>
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<td>• Considerations</td>
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<td>• Dealing with victims who are mission personnel</td>
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<td>• Coordination of mission partners in SGBV</td>
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<td>• Reporting</td>
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<td>• Types of reports</td>
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<td>• Writing principles</td>
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<td>• Elements of information</td>
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<tr>
<td>Module 7: Analysis of SGBV</td>
<td>At the end of the module participants will:</td>
<td>• Rationale for analysis</td>
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<td></td>
<td>• Demonstrate a greater understanding of the need and principles for analysis of SGBV</td>
<td>• Profiling</td>
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<td></td>
<td>• Demonstrate the ability to analyse SGBV in conflict and post-conflict environments</td>
<td>• Information gathering and collation</td>
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<td>• SGBV crime analysis</td>
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<td></td>
<td>• Analytical questions</td>
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<td>• Analytical terminology</td>
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<td></td>
<td>• SGBV crime mapping</td>
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<td>• Crime Analysis Tree</td>
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<td>• Linkage analysis</td>
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</tbody>
</table>
### Module Learning Objectives

#### Module 8: Prevention of SGBV

At the end of the module participants will be able to:

- Display a greater understanding of the principles and approaches to the prevention of SGBV
- Demonstrate the ability to develop strategies and plans to prevent SGBV in conflict and post-conflict environments

#### Content

- Concept of SGBV prevention
- Prevention of SGBV in conflict and post-conflict areas
- Approaches and guidelines for SGBV prevention
- The role of mission personnel in preventing SGBV
- Stakeholders in preventing SGBV
- Planning for SGBV prevention

### 4. COURSE METHODOLOGY

An interactive adult learning methodology is used to support the transfer and development of functional and technical skills, as well as to enhance values, attributes and attitudes.

The course comprises 80% adult-based learning and 20% didactical (theoretical) learning. A variety of instructional methods are used to give participants an opportunity to actively participate in, share experiences, reflect on, and assess their own learning and progress. Various practical indoor and outdoor activities and exercises enhance the learning process.

### 5. AVAILABILITY OF COURSE MATERIAL AND TRAINING

Apart from being available to present the course, the ISS can also provide Training of Trainers Programmes to any institution or organisation interested in utilising the course material. All material needed for the training will be made available to people who have undergone this training.

The course content and scenarios can also be adjusted and aligned to specific needs.
Gender perspectives

Learning objectives

At the end of the module participants will:

- Have a greater understanding of gender perspectives and gender mainstreaming
- Demonstrate the ability to perform a gender analysis
- Be able to deal with gender-related impacts of conflict

Content

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1. BACKGROUND

Building inclusive, sustainable and peaceful societies requires analysing and addressing gender power dynamics as well as gender roles and expectations. Gender is a critical human rights agenda item and therefore requires a broader understanding of gender considerations and the different needs of the girl child, boy child, men, women and sexual minorities in different levels of the population. The pervasive human rights, socioeconomic, security, health and political inequalities that disproportionately affect women and girls impede Africa's efforts to achieve transformative and sustainable economic development.

Although gender dynamics include both genders, special emphasis is placed on the needs of women due to the disparate effect and equality gap that still exist. The 1995 Beijing Declaration and Platform for Action identified various critical priority areas of concern for the advancement of women, including women and armed conflict.

Over the years there has been rising awareness of and a substantial increase in commitments to gender mainstreaming in peace and security. However, the issues highlighted over 20 years ago are still prevalent in the lives of women, particularly those in Africa, hindering peacekeeping, peacemaking and peacebuilding as well as post-conflict reconstruction efforts.

Gender mainstreaming seeks to integrate gender equality components into national public and private organisations, in central and local policies, and in services and sectoral programmes. In the longer run it aims to transform discriminatory social institutions, recognising that discrimination can be embedded in laws, cultural norms and community practices. Such progressive changes rely on access to data, gender expertise, sound analysis, supportive cultures, budgets and the mobilisation of social forces.

It is therefore important that practitioners, including peace support operations personnel, have a clear understanding of the concepts and dynamics of gender aspects and gender mainstreaming.

2. THE CONCEPTS OF GENDER AND SEX

2.1 WHAT IS GENDER?

The World Health Organization (WHO) defines gender as ‘the socially constructed characteristics of women and men – such as norms, roles and relationships of and between groups of women and men. It varies from society to society and can be changed. While most people are born either male or female, they are taught appropriate norms and behaviours – including how they should interact with others of the same or opposite sex within households, communities and work places. When individuals or groups do not “fit” established gender norms they often face stigma, discriminatory practices or social exclusion.’

Gender refers not to what men and women are biologically, but to the ideological (or discursive) and material relations that exist between men and women. The terms ‘masculine’ and feminine’ do not describe natural characteristics but are gendered terms.

In all societies and in all cultures, there are certain emotional and psychological characteristics that are held to be essentially ‘male’ or ‘female’. Here it is important to note that these are dynamic characteristics. They differ within/between cultures.

Gender refers not to what men and women are biologically, but to the ideological and material relations that exist between men and women.
Individuals who are born as biological males or females are usually expected to develop ‘masculine’ or ‘feminine’ characteristics and behaviours in ways appropriate to their gender.

Gender therefore refers to all genders, and mainly strives to achieve a situation where people of these genders all get equal access and treatment, while recognising their biological differences. In this regard, it challenges roles assigned by society as male-identified roles, which are frequently seen as more important and deserving of greater social rewards than identified roles for female and other identities. Challenging such constructs has not been easy, since the roles have been deeply entrenched in the social system. Therefore it is difficult to separate the notion of gender from culture, religion, class and ethnicity.

2.2 WHAT IS SEX?

Barr defines sex as ‘a natural attribute to identify a person as male or female. A male person biologically differs from a female. While males have beard, women do not; while women have breasts that may produce milk, men do not; they also differ in their reproductive organs and their roles in child bearing. Being a male or female is, therefore, a natural phenomenon.’

3. RATIONALE FOR CHALLENGING CURRENT GENDER REGIME

3.1 SOCIAL CONSTRUCTION

Social construction is based on the epistemological understanding that our social worlds are constantly changing. Social constructionism argues that the basis of gender identity is not within the individual but in the transaction between individuals. Gender differences may be conceptualised as the construction of masculinity and femininity in their distinction from each other. Some of the basic premises of constructionism are:

• Constructionism is based on the belief that the social process sustains social knowledge. Our social world is pre-organised through previous social interactions that influence how one behaves, acts and perceives him/herself as a young girl or young boy. This strongly influences one’s future experiences and choices.

• Social constructionism also regards knowledge about social phenomena as rooted in culture and history. As a result, gender difference is perceived as differing from culture to culture and in different historical contexts. Thus it argues that our identities are not given by nature; we become who we are through our interactions with our social surroundings (socialisation processes).

Within this framework the perceived gender roles are learned through the process of socialisation, which is defined by Shah as a ‘complex process of interaction through
which the individual learns the habits, beliefs, skills and standards of judgment that are necessary for effective participation in social groups and communities’.

Socialisation is a process, which not only allows one to know about the basic norms of the society but also helps in the gradual development of one’s self. Development of ‘the self’ or ‘the ego’ comes with the help of role playing, where a child puts himself/herself in somebody’s else’s shoes and tries to get his/her self-image through others’ perception. Coming to know about the ‘other’, he/she knows about the ‘self’. Thus, the child comes to learn about the norms, expectations and different roles to be played in the group through the process of socialisation.

An individual learns about his/her gender identity by knowing what she/he is not; or, in other words, by learning about the other, which helps in the emergence of one’s self. For instance, a male child learns to conform to his own gender group by neglecting all activities that a girl child does. Socialisation is a continuous process that helps one to learn normative behaviour, which mostly happens to be stereotypical behaviour. The very first thing the child is socialised into is the views regarding his/her gender identity. Socially constituted gender roles form stereotypes.

Therefore, individuals are converted from biological male and biological female into man and woman respectively through the process of socialisation, which takes up the task of gendering individuals. Society has learnt to socialise gender roles in terms of the physical identification of boys as strong, aggressive and being breadwinners, whereas girls are identified as pretty, submissive, shy and bound to the household. The socialisation processes then leads to stereotyping the roles of men and women in society.

3.2 STEREOTYPING THE ROLES OF MEN AND WOMEN IN SOCIETY

Stereotype is defined by Adumu and Mekonnen as ‘being a cognitive structure containing the perceiver’s knowledge, belief, and expectancies about a human social group. Stereotypic behaviour can be linked to the way the stereotype is learned, transmitted and changed.’

A gender stereotype is a generalised view or preconception about attributes or characteristics that are or ought to be possessed by and the roles that are or should be performed by women and men. A gender stereotype is harmful when it limits women’s and men’s capacity to develop their personal abilities, pursue their professional careers and make choices about their lives and life plans. Harmful stereotypes can be both hostile/negative (e.g., women are irrational) or seemingly benign (e.g., women are nurturing).

Gender stereotyping refers to the practice of ascribing to an individual woman or man specific attributes, characteristics, or roles by reason only of her or his membership in the social group of women or men. Gender stereotyping is wrongful when it results in a violation or violations of human rights and fundamental freedoms. An example of this, is the failure to criminalise marital rape based on societal perception of women as the sexual property of men.

Adumu and Mekonnen further note that “Gender roles refer to the expected duties and responsibilities, rights and privileges of men-women/girls-boys that are specified by socio-religious and cultural factors. The interplay of these factors, for example, determines what kind of clothing is appropriate for women and men. It also decides on the type of work they perform, the time and the type of place they are supposed to be at, and the type of grouping they can join. It is for example based on the stereotype
that women are more nurturing that childrearing responsibilities often fall exclusively on them.”

Gender mainstreaming challenges the current power structure, patriarchy, to overcome socialised inequality. This is because one’s gender influences ‘who gets what’, ‘who can do what’ and what one is permitted to ‘be’ in any given society. In relation to this, some of the socialisation challenges that women face include the following:

- **Disadvantaged gender** – Based on the annual Human Development Report and other sources, women’s life expectancy, wealth, access to education and representation in leadership positions are much lower than that of men.

- **Poverty** – Due to their limited access to power and resources, women represent the majority of the poorest of the poor. According to different studies, in households characterised as ‘poor’ women tend to be the poorest member.

- **Supporters** – Women are all too often treated as the supporters to others (fathers, husbands) rather than as ends in their own rights. This drains their potential to take leadership in their own lives, including in their professional lives and their education.

- **Biology** – Women’s biology tends to encourage their involvement with their family at the expense of other interests during the childbearing phase of their life. Nevertheless, it is also exploited to an extreme, justified through culture and religion.

These socialised stereotypes result in discrimination where the different sexes, especially women, are not able to explore opportunities that enable them to control their own lives.

### 3.3 GENDER DISCRIMINATION AND ITS DISPARATE EFFECT

Discrimination on the basis of gender is defined in different international instruments. Article 1 of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) defines discrimination against women as ‘any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, social, cultural, civil or any other field’.

Discrimination on the basis of gender is therefore found when restrictions placed on one of the sexes, male or female, have the effect of impairing or nullifying their recognition, enjoyment or exercise of human rights and fundamental freedoms. Such exclusion or restriction is manifested, for example, when girls/women are systematically excluded from enjoying their rights to education, employment, political or other processes. Such restrictions can lead to a longer-term disparate effect, even when the discriminatory practices are ‘removed’.

The underlining seemingly neutral but discriminatory cause of restricting girls’ access to, for example, education could be families’ preference to send their sons to school while daughters are required to render support via household chores. In a culture where girls are not given access to education or an enabling environment to earn good grades, requiring a higher grade for joining a certain work environment results in a disparate effect, which again results in women’s systematic exclusion from the workforce.
Paneras defines disparate effect as ‘the gap that exists when policies, procedures and practices become non-discriminatory but, due to previous discrimination, a specific group of people is still excluded in subtle or covert ways’. This discriminate effect is often not fully analysed. When the basic discriminatory practices are removed the disparate effect of previous exclusion continues to impact women negatively and deny them equal opportunities. For instance, in some government offices women are allowed to apply for positions traditionally kept for men, but the criteria used to recruit for such jobs still favour men.

As a way of addressing these systemically engrained exclusions, CEDAW endorses the implementation of ‘temporary special measures’ for women. These include affirmative actions, which are designed to address structural discriminations and privileges. Provisions of temporary special measures to redress past discrimination aim to end structural discrimination and the disparate effect on substantive equality.

Examples of gender discrimination:
- Denial of political rights to women (right to vote, right to be elected)
- Certain laws that apply only to women/men (dress codes, freedom of movement, property rights, divorce, children, inheritance, etc.)
- Sexual crime: rape, trafficking abuse (prostitution, soliciting, pornography, sex with minors, etc.)
- Displacement of men or women only
- Sex-specific mortality rates (indicate specific acts or omissions)
- Sex-specific unemployment (laws that prevent women from employment, or employment in certain categories)
- Subtle discrimination, such as being passed over for promotion and reassignment to jobs

Examples of root causes of gender discrimination:
- Beliefs, social and cultural values, tradition
- View of women and girls as inferior
- View that men should be the providers for families

Examples of effects and consequences of gender discrimination:
- Rejection by one’s community
- Depression, continued violence, death
- Forced into prostitution to survive

Different forms of discrimination and its consequences therefore result in a situation where there is no gender equality.

4. GENDER EQUALITY

The Canadian government refers to gender equality as being a situation where men and women enjoy the same status, and have equal conditions for realising their full human rights and potential to contribute to national, political, economic and social development, and to benefit from the result. Thus gender equality is about society’s equal valuing of both the similarities and differences between women and men, and the varying roles that they play.
Achieving gender equality therefore requires redefining the rights and responsibilities of women and men in all spheres, including in the family, the workplace and society at large.

The process of gender equality as explained by the Organization for Economic Cooperation and Development (OECD) involves deeper reflections on certain forms of power relations that exist within society and how the social meanings that sustain such relations are constructed and reproduced, as well as challenged, contested and renegotiated.

Despite what many people assume, gender equality does not have the motive of replacing patriarchy with matriarchy.

Gender equality is based on the premise that women and men should be treated in a manner that is fair in providing them with the same opportunities while taking into consideration their sex-related needs.

Gender equity is the process of being fair to women and men. To ensure fairness, strategies and measures must often be available to compensate for women’s historical and social disadvantages, which prevent women and men from otherwise operating on a level playing field. Equity leads to equality. Gender equality requires the equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards. Gender equity therefore takes into consideration the differences in women’s and men’s lives and recognises that different approaches may be needed to produce outcomes that are equitable.

Gender equality is intrinsically linked to sustainable development and is vital to the realisation of human rights for all. The overall objective of gender equality is a society in which women and men enjoy the same opportunities, rights and obligations in all spheres of life.

Gender equality exists when both sexes are able to share equally in the distribution of power and influence; have equal opportunities for financial independence through work...
or through setting up businesses; enjoy equal access to education and the opportunity to develop personal ambitions, interests and talents; share responsibility for the home and children; and are completely free from coercion, intimidation and gender-based violence both at work and at home.

Where gender discrimination or the disparate effect is still present it impacts negatively on achieving gender equality. As a way of addressing this imbalance it is necessary to implement gender mainstreaming, which includes special measures and processes to redress past discrimination and the disparate effect.

5. GENDER MAINSTREAMING

The concept of gender mainstreaming was endorsed at the Fourth World Conference on Women in Beijing in 1995.

Gender mainstreaming is a gender equality strategy that aims to transform organisational processes and practices by eliminating gender biases in existing routines, involving different actors. It is a strategy to counter the gender bias and continuous reproduction of male norms in policies, processes and procedures by integrating gender concerns in the analysis, formulation, implementation and monitoring of policies, programmes and projects. It further brings a gender perspective to all dimensions that affect the lives of human beings, including foreign policy, education, science, technology, social, health, political and security aspects.

Gender mainstreaming is therefore a process to move from a ‘gender negative’ situation to that of ‘gender transformation’.

<table>
<thead>
<tr>
<th>Gender Negative</th>
<th>Gender Neutral</th>
<th>Gender Sensitive</th>
<th>Gender Positive</th>
<th>Gender Transformative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Involves the intentional use of gender norms, roles, and stereotypes to reinforce gender inequalities in order to achieve desired outcomes in terms of peace, security, and order.</td>
<td>Does not consider gender roles and norms relevant to desired outcomes; thus, often unintentionally reinforces gender inequalities in rebuilding a society.</td>
<td>Recognises that gender roles and relations affect all aspects of society and, therefore, have implications for achieving desired goals. Addresses gender inequalities in so far as raising awareness about how such issues affect mission goals.</td>
<td>Sees addressing gender relations and inequalities as central to achieving desired outcomes. Project outcomes specifically address changing gender roles and expectations, from a practical and largely immediate or short-term perspective.</td>
<td>Sees addressing gender relations and inequalities as central to achieving desired outcomes. Approach tends to be more strategic and long-term in terms of transforming unequal gender relations to promote shared power, control of resources, decision-making, and support for women and girls’ empowerment.</td>
</tr>
</tbody>
</table>

The goal of gender mainstreaming is to achieve gender equality. This implies that the development of objectives, the identification of activities to be undertaken, and the definition of anticipated outcomes (including the indicators for measuring progress) should be influenced by the need to promote greater equality between women and men.
Gender Mainstreaming and Dealing with Sexual and Gender-based Violence in Peace Operations

To mainstream gender successfully, the following need to be considered:

- **A clear goal to mainstream gender perspectives** and attention to gender equality. Mainstreaming is a process, and should be expected to achieve dramatic results.

- **A consistent approach to mainstreaming.** Gender equality must be systematically mainstreamed throughout processes and interventions. Gender perspectives should not be integrated ‘whenever time permits’ or ‘now and then’, but in all policies, processes, procedures, programmes and activities.

- **Attention to gender equality should be explicit and visible.** Mainstreaming gender does not mean that gender is ‘diluted’. On the contrary, mainstreaming implies that gender perspectives and the goal of promoting gender equality are front and centre.

**Six steps for the effective operationalisation of a gender mainstreaming strategy:**

1. **Gender analysis**
   - Identify the gender perspectives of the sector area/issue, through use of a **gender analysis**, focusing on issues of both representation and content.

2. **Identify needs**
   - Identify the **needs** for more actively promoting gender equality in the sector area/issue.

3. **Identify activities**
   - Identify the **opportunities existing** in different work tasks, and **additional actions** that might also need to be taken.

4. **Implement**
   - Develop a clear **plan of action/implementation plan**, with objectives, activities and expected outcomes, including indicators for measuring progress.

5. **Monitor and evaluate**
   - Include and implement this plan of action in short- and medium-term plans, programmes, budgets and performance evaluations.

6. **Action plan**
   - Include and implement this plan of action in short- and medium-term plans, programmes, budgets and performance evaluations.
• Implement a system for regular and systematic follow-up, evaluation and recording of results and lessons learned, which feeds back into regular planning, programming and follow-up systems.

Gender mainstreaming does not eliminate the needs and opportunities of men. It is a complementary strategy to women’s empowerment. Gender mainstreaming must be carried out in a way that empowers women and men. Engaging with men and boys as agents of social change, as well as targeted activities for men and boys, is an integral element for achieving gender equality. Following a comprehensive and inclusive approach can also assist in overcoming resistance to gender mainstreaming initiatives.

6. DEALING WITH RESISTANCE

As gender mainstreaming primarily challenges socialisation processes, stereotypes and beliefs, as well as existing power structures and the distribution of resources, gender advocates and gender mainstreaming strategies will obviously invite resistance.

Resistance to gender equality issues comes at either the discursive or the structural level. Discursive resistance refers to opposing gender equality, specifically women’s empowerment through forcing people to behave according to current cultural and religious rules and regulations, which favour the male gender. Those who act against the rules and regulations face social sanctions, such as being treated as outcasts.

On the other hand, structural resistance constitutes the reluctance of organisations to put gender mainstreaming high on the agenda; weak gender equality infrastructure; lack of capacity and/or power among people responsible for implementing the gender equality agenda; lack of support from senior management; and lack of resources.

6.1 FORMS OF RESISTANCE

Resistance can be expressed in several ways:

• Denial of the existence of gender gaps and discrimination against women
• Resistance to discussing gender
• Non-acceptance of responsibility
• Lip service: limited commitment to gender mainstreaming, verbal enthusiasm not matched with action
• Lack of clear policy direction on bringing about change in the decision-making process or mainstreaming gender equality
• Reluctance to allocate financial resources, infrastructure or support systems, human resources or capacity
• ‘Tokenism’
• Limitations in legal and constitutional frameworks that guarantee equal rights
• Reluctance of organisations to put gender on high on the agenda
• Cultural environment that negatively influences the decision-making process
• Admission of gender gaps but denial of discrimination
• Subversion: standard response of officials who are asked to implement policies that they personally find ideologically unacceptable
• Shelving: ‘the time is not yet ripe’
6.2 APPROACHES IN DEALING WITH RESISTANCE

Such resistance can be dealt on the following two grounds: human rights principles/women rights are human rights; and the long-term benefit to the country, including in terms of achieving sustainable peace and security:

- **Human rights principles/women rights are human rights**: Article 1 of the Universal Declaration of Human Rights states, ‘All human beings are born free and equal in dignity and rights.’ Article 2 states, ‘Everyone is entitled to all the rights and freedoms set forth in the Declaration without distinction of any kind.’ The declaration promotes the substantive model of equality, and by ratifying the convention the state has accepted an obligation to ensure that women will be able to enjoy all rights. The state is also obligated to regulate all agencies, including the private sector, to ensure this, even if it means incurring additional costs. This is an argument that establishes women’s entitlement to rights.

- The second argument is based on the **long-term benefits to the country**. The corrective approach ensures that all citizens contribute to the development of their country productively and to the best of their capacity. Everyone has the opportunity to develop their potential fully, and more skilled human resources will be available to the country. Keeping half the population in a subordinated position also incurs costs, as they fall into a dependent category instead of a productive category and have to be provided for.

6.3 OVERCOMING CHALLENGES AND RESISTANCE

- Understand local socialisation, perception and beliefs
- Do not be judgmental
- Respect local tradition
- Be patient and realistic (social deconstruction)
- Explain how gender can make a difference – RELEVANCE
- Link gender to the work of others (even in finance!)
- Be resourceful
- Accept differing opinions
- Build a network of support
- Facilitate the provision of sensitisation training
- Present actual examples, such as first-hand accounts of gender discrimination in girls’ and women’s access to resources and opportunities, and the impact of this on the community as a whole
- Present statistical analysis and evidence to reflect actual gender gaps and discriminatory practices
- Engage with the planning of programmes, explaining why they need to take into account the objectives of gender equality and therefore include sufficient budgetary provisions to give effect to these

7. GENDER ANALYSIS

Gender analysis is a framework that provides a platform to explore and understand the causes of the inequalities between men and women in a given situation and suggest
ways that could facilitate a gender-equal situation. Recognising the fact that women’s and men’s needs, priorities and experiences differ according to different historical, cultural and geographical contexts is at the centre of gender analysis.

Gender analysis recognises that:
- Women’s and men’s lives, experiences, needs, issues and priorities are different
- Women’s lives are not all the same; the interests that women have in common may be determined as much by their social position or their ethnic identity as by the fact they are women
- Life experiences, needs, issues and priorities vary for different groups of women (depending on age, ethnicity, disability, income levels, employment status, marital status, sexual orientation and whether they have dependants)
- Different strategies may be necessary to achieve equitable outcomes for women and men and different groups of women

Steps to identify and analyse gender discrimination and inequality

7.1 GENDER ANALYSIS TREE
The diagrams below provide an overview and understanding of the use of the tool, the topics to be covered, and the steps to follow to complete the activity.
Step 1:
Determine what constitutes gender discrimination and inequality.
- List the forms and types of gender discrimination and inequality, using the trunk of the Gender Analysis Tree.

Step 2:
Determine the root causes of gender discrimination and inequality, and identify those factors that contribute to vulnerability to gender discrimination and inequality.
- List the root causes and factors using the roots of the Gender Analysis Tree.

Step 3:
Determine the immediate effects and medium- to long-term consequences of gender discrimination and inequality on the person being discriminated against, their family, community, government and peace operations, as well as the effects on policies and programming.
- List the effects and consequences of the various types of gender discrimination and inequality using the branches of the Gender Analysis Tree.

8. CONCLUSION

Gender plays a key role in the power dynamics of societies, and an understanding of gender is therefore vital for successful and sustainable peace processes and development. The past 20 years have seen a significant increase in global and national commitments to gender mainstreaming and there is now greater recognition of the centrality of gender equality and women’s empowerment to sustainable development and post-conflict reconstruction.
Conflict affects the social fabric of a community, undermining women’s and men’s equitable access to resources. Women and men perceive difficulties differently and, as a result, have different approaches to problem solving, which are constituent to ensuring holistic and strengthened processes.

Gender inequalities and socially constructed expectations of gender roles mean that men and boys, and girls and women, are exposed to the harmful consequences of armed violence in different ways. Achieving gender equality is thus not just an issue for women and girls; it requires the participation of everyone, including men and boys, and is the responsibility of all stakeholders in a community, including peace support operations personnel.

The changing nature of conflict, particularly in Africa, has highlighted the need to consider and adopt multi-faceted approaches in responding to emerging issues on women, peace and security. Gender mainstreaming has to be dealt with, not only in the external environment during mandate implementation but also internally in the organisations at continental, regional, national and mission level. Various international, continental and national regulatory frameworks are in place and have to be taken into consideration during the development and implementation of gender mainstreaming strategies and plans.

One of the clear findings from historical and cross-cultural research is that gender identities and roles are not fixed. Men in many different contexts have changed their attitudes and behaviours over time, often leading to a shift to more equitable gender relations. The evidence that men have a capacity for change is helping to build the momentum for working with men to promote gender equality.

9. REFERENCES


UN, Standard Generic Training Module (SGTM) 5C: Gender and peacekeeping.

UN General Assembly, Universal Declaration of Human Rights, 10 December 1948, 217 A (III), http://www.unhcr.org/refworld/docid/3ae6b3712c.html

UN General Assembly, Declaration on the Elimination of All Forms of Violence Against Women, 20 December 1993.


Gender regulatory frameworks

Learning objectives

At the end of the module participants will:

- Have a greater understanding of the regulatory framework on gender mainstreaming
- Demonstrate the ability to apply and operationalise the regulatory framework to do gender mainstreaming

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1. BACKGROUND

Human rights are the ‘generally accepted principles of fairness and justice’ or ‘moral rights that belong equally to all people simply because they are human beings’. It is important to note that ‘women rights are human rights’. In this regard, there are specific frameworks that were developed to address women rights, including in accessing opportunities and resources. These frameworks were designed to highlight the various challenges women and girls are confronted with not only in non-conflict settings but also in armed conflict situations.

To address gender inequality and disproportionate discrimination, the international community adopted a number of treaties and conventions. These were developed as a global response to the differential effects of conflict and violence on men, women, boys and girls. The focuses of the various international protocols, resolutions and agreements include promoting the participation of women in peace and security institutions, transforming processes and decision-making structures, preventing violence against all genders, and ensuring their protection.

The internationally adopted regulatory framework emphasises women’s participation and involvement in traditionally conceptualised conflict and post-conflict situations.

2. REGULATORY FRAMEWORK

The internationally adopted regulatory framework emphasises women’s participation and involvement in traditionally conceptualised conflict and post-conflict situations.
The regulatory framework is based on four pillars (4P): participation, protection, prevention and promotion of relief.

### 3. INTERNATIONAL TREATIES AND CONVENTIONS ON HUMAN RIGHTS AND GENDER EQUALITY

<table>
<thead>
<tr>
<th>Treaty/Convention</th>
<th>Summary and Key Points</th>
</tr>
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</table>
| Universal Declaration of Human Rights (1949)                                     | Article 2 states that each individual is entitled to enjoy their rights and freedoms ‘without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status’.  
Article 3 states that ‘everyone has the right to life, liberty and security of person’.  
Article 7 stipulates that ‘all are equal before the law and are entitled without any discrimination to equal protection of the law’.                                                                                     |
| International humanitarian law (IHL) and human rights law (HRL)                  | The protection of human rights does not cease to apply during public emergencies or armed conflict. IHL and HRL both still apply in these situations. Government and security forces still have a responsibility to respect and protect the basic human rights of all people.  
Inform governments what to do and what not to do, to ensure that the human rights of individuals and groups are protected.                                                                                                                                |
| Geneva Conventions (1949)                                                        | Article 12 of the First, Second and Third Geneva Conventions: women shall be treated with all regard due to their sex.                                                                                                                                                                                                                                                     |
| Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) | States that commit to the convention agree to undertake a series of measures to end discrimination against women through incorporating the principles of equality for both men and women in the political, economic, civil, cultural and social spheres. It calls on signatories to eradicate laws that discriminate against women and develop laws that promote women’s equality. The convention also states that tribunals and public institutions should be established to protect women against discriminatory practices, in public and private life. |
### Declaration on the Elimination of Violence Against Women (DEVAW, 1993)

DEVAW defines gender-based violence as a form of discrimination:  
‘[Gender-based violence] is any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.’

### Beijing Platform for Action (1995)

The Platform for Action recognises that to achieve equality, development and peace for women, empowerment is key. It recognises that women share common concerns that can be addressed in partnership with men. The platform also places the responsibility for women empowerment on states, to promote and protect all human rights and fundamental freedoms. It says:  
‘[H]uman rights of women and the girl child are an alienable, integral and indivisible part of universal human rights.’

### UN Economic and Social Council (ECOSOC) Report on Gender

The report defines gender mainstreaming as:  
‘A strategy for making women’s and men’s concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally.’

### Sustainable Development Goals (SDGs, 2015)

SDG 5 specifically seeks to address the key challenges that women face, such as violence, poverty and inequality. The goal recognises that women’s empowerment is a prerequisite for obtaining gender equality, and that legislative changes are needed to achieve women’s rights around the world. SDG 5 has nine specific targets for achieving gender equality and women’s empowerment:

- End all forms of discrimination against women and the girl child.
- Eradicate violence against women and girls in both public and private spheres.
- Eliminate all harmful practices.
- Value unpaid care and domestic work through the provision of public services.
- Promote the full and effective participation of women in leadership and all decision-making positions in political, public and economic life.
- Provide universal access to sexual and reproductive health and reproductive rights.
- Give women equal rights to economic resources as well as ownership of land and other forms of property.
- Promote the empowerment of women through enhancing their use of technology.
- Strengthen sound policies and legislation that can enforce gender equality and women and girls’ empowerment.
4. UN RESOLUTIONS ON WOMEN, PEACE AND SECURITY

Since 2000, nine resolutions (1325, 1820, 1888, 1889, 1960, 2106, 2122, 2242 and 2272) have been adopted, creating what is known as the UN Women, Peace and Security (WPS) Framework.

Together they form the basis for advocacy, education, reform and capacity building on gender equality and women’s rights, as they relate to peace and security operations. While all resolutions are part of the WPS Framework, some resolutions focus more on women’s leadership in peacemaking and conflict prevention, while others focus on prevention of and response to sexual violence in conflict.

The WPS resolutions

- Women’s leadership in peacemaking and conflict prevention
- Prevention of and response to sexual violence in conflict

| Resolution 1325 (31 October 2000) | The UN Security Council (UNSC) adopted Resolution 1325 on 31 October 2000 in recognition of the different ways in which women, men, boys and girls experience conflict and post-conflict, and of the important role that women play in the prevention, management and resolution of conflicts. The resolution underlines the need for gender-sensitive approaches to the restoration of peace and stability in post-conflict contexts and the need to incorporate a gender perspective into all aspects of peace operations. |
| Resolution 1820 (June 2008) | Resolution 1820 reaffirms the role of women in the prevention and resolution of conflicts and in peacebuilding. It is the first resolution to recognise sexual violence as a self-standing security issue, linked with reconciliation and durable peace. It notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity or a constitutive act with respect to genocide. |
| Resolution 1888 (September 2009) | Resolution 1888 recalls that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflict. It calls on states to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes and other egregious crimes against civilians. The mandate also states that sexual violence issues should be addressed from the initial peace process and mediation efforts. |
| Resolution 1889 (September 2009) | Resolution 1889 reiterates the equal and effective participation of women at all stages of the peace process, especially considering their important role in the prevention and resolution of conflict and peacebuilding. Women are still considered victims of and not agents for resolving armed conflict. Focus should be not only on the protection of women but also on their empowerment in peacebuilding. |
| Resolution 1960 (December 2010) | Resolution 1960 proposes that appropriate guidelines be established that will enable peacekeepers to carry out mandated tasks, including prevention of and response to sexual violence. It also outlines specific steps to ensure prevention of and protection from sexual violence in conflict, including a more robust monitoring and data collection arrangement. |
### Resolution 2106 (June 2013)
Resolution 2106 highlights the need to enlist the help of men and boys in an effort to combat all forms of violence against women. This in turn is central to long-term efforts to prevent sexual violence in armed conflict and post-conflict situations. Sexual violence, when used or commissioned as a method or tactics of war or as part of a widespread or systematic attack against civilians, prolongs situations of armed conflict. The resolution also calls for the further deployment of women protection advisors, gender advisors, and the participation of women in disarmament, demobilisation and reintegration (DDR), security sector reform (SSR).

### Resolution 2122 (October 2013)
Resolution 2122 recognises that women’s economic empowerment greatly contributes to the stabilisation of societies emerging from armed conflict. It also calls on member states to dedicate funding mechanisms to support women’s participation in all phases of conflict prevention, resolution and recovery.

### Resolution 2242 (October 2015)
Resolution 2242 highlights the need for greater resources, accountability, political will and an attitude change to women’s involvement in efforts for sustainable peace. It recognises that women’s and girls’ empowerment and gender equality are critical to conflict prevention and broader efforts to maintain international peace and security. It also highlights the role of men and boys as partners in the promotion of women’s participation in the prevention and resolution of armed conflict.

### Resolution 2272 (March 2016)
Resolution 2272 highlights that when a troop/police-contributing country’s personnel are subject to allegations of sexual exploitation and abuse (SEA), and that country has not taken appropriate steps to investigate the allegation or held perpetrators accountable or informed the secretary-general on progress, the UN can decide to repatriate the entire contingent and the country will also run the risk of not participating in a mission.

### 5. AU REGULATORY AND LEGAL INSTRUMENTS

The AU has also developed legal instruments based on and in addition to the international regulatory frameworks, to provide African-specific guidance to its member states in promoting gender equality.

The following is a brief summary of the African regulatory framework towards achieving gender equality.

<table>
<thead>
<tr>
<th><strong>AU Constitutive Act</strong> (entered into force 2001)</th>
<th>Article 4 (I) states that one of the governing principles of the AU is to promote gender equality.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>The Protocol on the Rights of Women in Africa</strong> (adopted 2003)</td>
<td>The protocol is the legal framework for the protection of women rights in Africa. It recognises the crucial role that women play in preserving African values based on the principles of equality, peace, freedom, dignity, justice, solidarity and democracy. It further states that African states shall combat all forms of discrimination against women through legislative, institutional and other measures. This should be included in constitutions and other legislative principles. It notes that a gender lens should be used when developing policy decisions.</td>
</tr>
<tr>
<td><strong>AU Solemn Declaration on Gender Equality in Africa</strong> (adopted 2004)</td>
<td>The declaration reaffirms the AU’s commitment to accelerate and expand efforts to promote gender equality. It seeks to ensure the full and effective participation and representation of women in peace processes such as prevention, resolution and management, as stipulated by UNSC Resolution 1325.</td>
</tr>
</tbody>
</table>
6. NATIONAL LEGAL SYSTEMS

Member states have a responsibility to develop and implement national legal systems and processes vis-à-vis international treaties, conventions and UNSC resolutions. Where member states have signed the international treaties or conventions they have to uphold their commitments through national legislation, policies and programmes.

Member states are also required to monitor and report on their progress, for example on CEDAW and the Beijing Platform for Action. The UNSC also called on member states to implement Resolution 1325 through the development of national action plans or other national-level strategies. The creation of an action plan provides an opportunity for member states to initiate strategic actions on women, peace and security, identify priorities and resources, and determine responsibilities and timeframes at a national level.

Constitutions are considered the most important legal instruments at the national level and often have gender equality enshrined into them. There are, however, challenges in
terms of implementation of the constitutional clauses on gender equality, mostly due to contradictions with customary law, traditional beliefs, religion practices and procedures. The implementation of all these regulatory provisions is dependent on member states. Without their compliance and cooperation the AU and the UN will not be able to reach their set goals and objectives in terms of gender equality.

7. ETHICS AND CODES OF CONDUCT FOR PEACE SUPPORT PERSONNEL

It is important that peace support personnel comply with the regulatory framework and set an example, as they are on the front line of rendering services to states and communities in conflict. In addition to the regulatory framework, a code of conduct (COC) is also in place to guide personnel in peace support and special operations on their ethical behaviour and conduct. It includes the duty to care for vulnerable groups and equal treatment of all. In addition, the AU and the UN have a zero-tolerance policy on SEA. It is the responsibility of each person deployed to a peace support operation or special operation to gain knowledge on and uphold the COC and relevant prescripts.

8. CONCLUSION

The overall regulatory framework places a legal responsibility on the international community and member states to implement measures towards non-discrimination and gender equality. This is equally important at the organisational and individual level and has to focus on internal organisational changes and the manner in which services are rendered.

As representatives of the international community and member states, personnel deployed to AU or UN missions shall set the example and shall be able to apply the principles of gender mainstreaming and gender equality in their organisations and in mandate implementation.

9. REFERENCES


Gender mainstreaming in mandate implementation

Learning objectives

At the end of the module participants will:

• Demonstrate a greater understanding of the importance of gender mainstreaming in mandate implementation
• Demonstrate the ability to apply and operationalise the principles of gender mainstreaming in mandate implementation
• Display the ability to develop gender mainstreaming plans for activities as part of mandate implementation

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1. BACKGROUND

Gender inequality is a challenge in every society, as discussed in Module 1, but the level of gender disparity is even more profound in conflict or post-conflict environments. Gender-based differences and inequalities need to be addressed in a holistic manner through policies, planning and the implementation of mandates in all peace operations, humanitarian activities and reconstruction efforts.

Traditionally, men are expected to lead peace efforts since they are major role players in conflict situations. Recently there has also been consensus that women do play roles in conflict. Of course, women represent the majority of those affected by conflicts. As a result, their effective involvement in all aspects of peace processes should be considered, from planning to implementation.

The activities of peace support operations personnel directly impact the local population. Identifying and responding to the needs of different groups in the local population is a necessary strategy for ensuring that the security concerns of women, men, girls and boys are sufficiently addressed.

2. RATIONALE FOR GENDER MAINSTREAMING IN PEACE SUPPORT OPERATIONS AND SPECIAL OPERATIONS

As indicated in Module 2, various UNSC resolutions and other international regulatory frameworks make special provision for the inclusion of women in peace efforts. UNSC resolutions 1820 (2008) and 2242 (2015) specifically affirm the importance of strengthening the rule of law and the need for adequate capabilities in peace operations to carry out mandated tasks, including preventing and responding to sexual violence and crimes against women and children. They further urge for better integration of gender perspectives into peace operations.

Although women and girls are often the victims in armed conflict, they are in some instances actively engaged in the conflict. In Liberia, for example, women were involved in planning and executing the war. In certain circumstances women provided non-military support such as recruitment and spying. In other instances they provided support through the usual domestic roles, or forced sexual slavery and coercion to work as domestic workers.

The cultural environment in which conflict is present often excludes women from equal access to protection and justice. They are further excluded from equal political and economic participation within the customary socio-cultural environment. Thus special strategies and approaches are necessary to ensure that women are effectively involved in conflict prevention, peacemaking, reconstruction and peacebuilding processes that form part of peace operations.

Men and women experience conflict differently, and therefore will have a different understanding of peace. Recognising and integrating these differences will determine the success of the mission.

**WOMEN AND GIRLS**
- Harder for women to get food, fuel and water in safety
- Women might have more people to take care of
- Women and girls are abducted and raped and used as sexual slaves and bush wives
- Women and girls who were abducted are rejected by their families and might find it difficult to find partners
- Women may resort to prostitution to survive
- DDR programmes may ignore women and girls

**MEN AND BOYS**
- Harder for men to support their families
- Men might take up arms
- Boys are forcefully conscripted into combat
- After the conflict men may not be able to work and provide for their families
- Men may become disillusioned and resort to violence
- DDR programmes may target only boys and men who are deemed as having been combatants
Peace support operations personnel act as a bridge to ensure that the needs on the ground are listened to and incorporated into the development of strategies and the implementation of activities. The inclusion of women in these processes will ensure that their voices are heard and their human rights recognised.

3. CONSIDERATIONS FOR GENDER MAINSTREAMING

While gender mainstreaming has to be applied in all activities, processes and procedures of mandate implementation, it is important to understand the local environment. Peace support operations personnel should understand the social and cultural environment of the host country where they are deployed. Each society has its own approach to gender. Peace support operations personnel have to have a good understanding of and be sensitive to the host nation dynamics. For successful implementation of their mandates, various critical aspects have to be considered:

3.1 LEGAL FRAMEWORK OF HOST STATE

- **National laws** are local laws that are made at the national government level, mostly in response to national identity, safety and security issues and norms and values.

- **Customary laws** are long-established standards of dealing with specific matters and are accepted by the majority of the population.

- **Policy framework** refers to policy documents that are organised in a logical structure to indicate the official and acceptable manner in which matters have to be dealt with. They include policies, guidelines, directives, standard operating procedures and other official issuances.

- **Strategies** refer to plans of action to bring about a desired goal or to find a solution to a problem.

- **Processes and procedures** capture the main elements of how to achieve the objectives set by the policies and strategies. They focus on systems, responsibilities, methods and standards.

3.2 CULTURE AND TRADITION

- **Socialisation processes** include the environmental factors and stages through which a person learns beliefs and behaviour that are acceptable in a specific society.

- **Socio-economic situation** includes factors such as class, ethnicity, income, education and occupation.

- **Internalised oppression** is found when the myths or perceptions that society has about a person or community become part of people’s internal views and beliefs. When a person has been targeted or discriminated against over a period of time, they often believe this or make it part of their self-image.

- **Acceptable social behaviour** is behaviour that creates a safe environment – individuals who do not conform to societal norms are considered disrespectful.

- **Religious beliefs** are based on belief in a higher being and influence the practices and behaviour of people.

3.3 COMMUNITY STRUCTURES

- **Hierarchy of structures**: Any community has a power structure that determines the level of decision-making and behaviour.
• **Traditional leaders:** The authority of a community or ruling regime is largely tied to tradition or custom; a form of leadership that has been long established in the community.

• **Elders:** Independent group of people of an advanced age who meet, discuss and work towards the advancement of society. They normally have a strong influence on decisions and behaviour.

• **Forums:** Groups of civil society with a specific interest, focus and agenda that have influence on the state and community processes. These include women’s groups and movements.

• **Relationships of different structures in host state authorities:** Many countries have different authority levels. In some instances it is enough to get permission from the national government, but in others the local government authorities or traditional leaders need to provide permission.

4. **GUIDING PRINCIPLES FOR GENDER MAINSTREAMING IN MANDATE IMPLEMENTATION**

Peacekeeping personnel should apply the following principles when implementing gender mainstreaming:

• **Holistic:** When developing a gender mainstreaming strategy all spheres have to be covered: for example, you will have to consider the level of education and available health facilities in the community. Consideration of socioeconomic conditions and power structures is important in proceeding with plans. All relevant stakeholders (including men) will have to be part of the process, and their needs will have to be identified to understand possibilities for working together or threats.

• **Inclusiveness:** The principle of inclusiveness requires all peacekeeping personnel to involve women and men equally in all decision-making processes. This will help in implementing the mandated roles of integrating gender perspectives into all policies and operational activities.

• **Non-discrimination:** The principle of non-discrimination requires that peace support operations personnel ensure support at strategic, tactical and operational levels of decision-making processes. They also have to uphold practices that ensure the equal rights of women and girls, as well as their protection against any form of discrimination and harmful traditional practices.

• **Effectiveness and efficiency:** The principle of effectiveness in peace support operations requires that the capacity of all human and financial resources in conflict or post-conflict societies is effectively harnessed to build and sustain the peace. In the mission, resources and capacities are limited; therefore whatever strategy is developed should be implemented in the most efficient manner, avoiding duplication, mismatch of resources and wrong priority settings. Gender mainstreaming should be an integrated focus area into all programmes and processes and not seen as an add-on responsibility.

• **Local ownership:** Once the community is involved in the whole process, it becomes part of the process. This in turn leads to acceptance and the sustainability of the strategy. Peace support operations personnel play a supporting role to the host nation/community. The purpose of the strategy is to strengthen local capacities so that they can take ownership of the strategy.
5. APPROACHES TO GENDER MAINSTREAMING

The policy on Gender Equality in UN Peacekeeping Operations, paragraph 11 states: ‘When mandated, peace operations personnel shall support specific actions to eliminate discriminatory laws, policies and practices that prevent women and girls from enjoying their full and equal rights in post-conflict societies.’

Based on this policy, the specific mandate of every peace support operation and peacebuilding mission in the world today includes supporting gender equality efforts in the host country. The priorities of a peace support operation are normally based on one or a combination of ‘protection of civilians’, ‘support of political processes’ and ‘capacity building of the host state institutions’.

The host state dynamics and the mission mandate will determine the course of action and approaches to be followed. Through lessons learnt various approaches/initiatives have proven to be effective in implementing gender mainstreaming processes. The level of success is further determined by the innovation and creativity of the mandate implementers. The focus areas discussed below are examples of, but not limited to, possible approaches and actions that can be taken towards achieving gender equality.

5.1 POLITICAL PROCESS

The equal involvement of both men and women is essential in national and regional dialogues and negotiations to ensure that their interests and concerns are equally addressed. Since women are often not involved in these processes the following can be done by peace support operations personnel to ensure and support the participation of women in these processes:

- Advocate and facilitate host government’s commitment through awareness raising and advising.
- Influence the constitutional process, legal and policy framework.
- Facilitate the adoption of gender-sensitive electoral law and processes.
- Promote public awareness of women’s political participation through civic education campaigns and community outreach.
- Build the capacity of female candidates running for public office.
- Facilitate the host government’s commitment to gender equality.

UN Mission in Liberia

The UN Mission in Liberia (UNMIL) contributed greatly towards gender mainstreaming in Liberia’s national election of 2005. The election was historic for women in Liberia since 50% of registered voters were women and 113 women stood as candidates. Consequently, the outcomes of the election brought greater gains for gender equality with the first woman president being elected in Africa, while five women senators (15%) and nine women representatives won seats.

UNMIL has achieved this because it had a clear gender mainstreaming agenda. Its objective was to build the institutional capacity of the government and non-governmental organisations (NGOs) to take the lead in gender mainstreaming through advocacy, policy, and implementation and monitoring. In this regard, it did the following:

- Built capacity of institutions within civil society to act as key advocacy mechanisms
- Assisted in developing participatory programmes to promote local-level policy inclusion
- Provided technical and resource support to the Ministry of Gender and Development (MoGD), including the creation of long-term frameworks

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5.2 PROTECTION OF CIVILIANS

The primary responsibility to protect citizens is vested in the host state. The mission can assist in advising, mentoring and training host state institutions such as the police, judiciary, prison services and medical services dealing with the security of women. As women and children are more often the victims and targets during conflict situations they are also the ones who have the best knowledge of their protection needs. Through implementing community-based approaches, such as community forums with a focus on female participation in community volunteer systems and women’s networks, the process will become more inclusive.

Women in communities are often only allowed to interact with other women, and the utilisation of female mission staff can establish the necessary relationship to ensure the involvement of local women in their own protection. This also includes gender-sensitive responses to incidents and establishing a trust relationship with the local women.

LESSONS LEARNED: AU–UN Hybrid Mission in Darfur (UNAMID)

In UNAMID women in the internally displaced person (IDP) camps were included in the community policing volunteer system. The community identified women who could be trained as first-level counsellors. The counsellors advised women on their own security and provided support in situations where women became victims of crime or other incidents. This also led to effective information gathering that could be used for early warning.

Another example is that of unexploded ordinances that pose a physical threat to the whole community. Women are often excluded from taking part in demining programmes. It is therefore necessary to ensure that women, girls, boys and men have equal opportunity to participate in mine action programmes as beneficiaries, employees and decision makers.

5.3 COMMUNITY CAPACITY BUILDING

Women represent the majority of IDPs. Due to this, their responsibility to financially support their families increases. Special programmes should thus be developed and implemented to empower and support women. The following are examples of initiatives that can be taken:
UNAMID

In UNAMID police women supported women in the communities to develop their skills in baking and handcraft. This assisted them to generate income for themselves and their families. Various QIPs were initiated and implemented by UNAMID to establish facilities and capacity-building programmes for women, girls and boys.

LESSONS LEARNED

• Education and sensitisation of both genders on rights and responsibilities (including civil responsibility in their own environment)
• Training and skills development
• Advocacy of gender-sensitivity programmes

Quick impact programmes (QIPs) can also be used to support communities and improve life. Such programmes may include the following:

• Economic empowerment programmes
• Provision of facilities, such as women/community/youth centres
• Establishment of boreholes
• Building of schools/clinics/police contact points

Such programmes allow equal access to resources as well as social and economic empowerment.

5.4 CAPACITY BUILDING OF HOST STATE AUTHORITIES

Gender mainstreaming is needed to allow women equal access and opportunities to government services. Since government structures are often patriarchal, special attention should be given to address discriminatory practices through building the capacity of authorities. It can include the following:

• Comprehensive gender training for host nation senior leadership and other officials in government
• Review of policies, processes and procedures
• Development of strategies to address gender equality
• Availability of structures, such as special units to deal with women issues
• Recruitment and training of women into the institutions
• Physical resources
• Technical assistance
• Capacity building of national administrators to analyse and respond to women and girls’ needs and interests, protect their rights, and consult with women and girls regarding their public service needs
• Capacity building of women’s groups and associations to actively participate in national and local administrations

Specific support to institutions in relation to SSR, rule of law and access to justice includes the following:

• Facilitate the full application of women’s equality before the law and promote the equal rights of women and girls in all areas of law enforcement activities.
LESSONS LEARNED: UNMIL

Women’s networks can be an effective tool in supporting and encouraging women working in state institutions. The UNAMID Police Women’s Network interacted with the Sudan Police Force and supported the establishment of a women’s network in three states of Darfur: North, South and East. Due to the cultural and social environment, senior male officials were initially involved in the process. Through advocacy and sensitising these officers permission was obtained to establish the network. This provided women with a platform where they could discuss their unique challenges and provide solutions. It further served as a support mechanism among the women.

LESSONS LEARNED: UNMIL

One of the first tasks of the peacekeeping mission in Liberia was to rebuild the security sector by strengthening the Liberian National Police (LNP). To facilitate the integration of gender within the LNP, a gender policy was developed with support from the UNMIL Office of the Gender Advisor (OGA) and the UN Police (UNPOL). The 2005 LNP Gender Policy served as the policy framework for securing a gender balance within the LNP workforce via the active recruitment and participation of women. The document set a 15% quota for women’s participation and developed measures to facilitate the improved recruitment and retention of women.

This document became a crucial framework for generating sustainable gender mainstreaming in the growing institution. The 15% target was later raised to 20%. In 2006 the LNP established the Committee for National Recruitment of Women, which consisted of representatives from UNPOL, the OGA and relevant ministries. To cater for women interested in joining the LNP but who could not because they did not meet the educational requirements, the committee introduced the Educational Support Programme (ESP). Setting a 20% quota for women, the ESP was a condensed version of a high school diploma, which is a prerequisite for entering the police force. Women between the ages of 18 and 35 who completed at least the ninth grade were eligible to participate in a three-month academic programme. After completing the programme, participants attended a three-month police training programme at the National Police Academy.

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A one-year pilot programme was launched in 2007 with 150 students, followed by two additional classes in 2008, consisting of 110 and 87 students respectively.

Gender mainstreaming in the SSR of the LNP was successful due to the following:

- A policy framework to guide gender mainstreaming and women’s participation in the security sector
- Strategic use of resources to identify and address barriers to women’s recruitment and retention
- Relevant partnerships that paired the resources of UNPOL, OGA, the UN Children’s Fund (UNICEF) and the relevant Recruitment Committee.

5.5 DEMOBILISATION, DISARMAMENT AND REINTEGRATION

- Addresses the specific needs of women and girls in DDR processes, in accordance with the policies, guidelines and procedures outlined in the ‘Integrated Disarrangement, Demobilization and Reintegration Standards’.
- Takes into account the different needs of male and female ex-combatants, those in supporting roles and their dependents
- Ensures women and girls are included in all phases of the DDR programme
- Includes recognition of the category of women associated with fighting forces
- Ensures sustainable reintegration support to female ex-combatants and their dependents
- Promotes the recruitment and capacity building of a critical mass of women ex-combatants to restructured security services
- Conducts a sensitisation process through radio and leaflets, which includes separate messages targeting women and girls, such as on sexual violence, developed by the women association
- Gives priority to women and children during pick-up and transportation to DDR transit camps
- Upon arrival, provides separate accommodation for women and men, and orientation training

UNMIL

When the DDR process began in Liberia in 2003, there was a ‘one person, one gun’ criterion for eligibility, which paid little attention to the different roles women played in armed groups.

When the first phase was suspended in 2004, UNMIL conducted a gender analysis on information about armed groups, male and female combatants, and their different roles. Based on the findings, the mission began to advocate for a change in the classification of women who could not present a weapon but had been actively involved in the conflict. It was proposed that women no longer be labelled as ‘camp followers’ — their original category within the national framework — and to instead bring them to active combatant level, thus making them eligible for DDR.

The definition of ex-combatant was expanded to include not only active fighters (those with weaponry) but also women who supported the fighters in any other role, as mentioned above (sexual slaves, cooks, spies, messengers, nurses and wives). From now on these women would be labelled ‘women associated with fighting forces’ (WAFFs). This provided women who were involved in the conflict an equal opportunity to access the DDR process.
The following were the key factors that made UNMIL successful in mainstreaming gender in its DDR programme:

- Key policy documents encouraged pre-planning, early attention to Waffen, and the delegation of resources for women.
- An inclusive outreach process was facilitated by national NGOs (which also acted as monitoring and evaluation mechanisms).
- Resources and attention went to communities for receiving ex-combatants.
- Attention was paid to UNMIL partners to delegate responsibilities and enhance accountabilities.
- Sensitisation through networks brought clarity about the process and addressed the social stigmas that were commonly held against women ex-combatants.

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6. STAKEHOLDERS AND PARTNERS IN GENDER MAINSTREAMING

As mentioned previously, gender mainstreaming should be a holistic and multidimensional approach. There are various internal and external stakeholders and partners that have to be involved and acknowledged in the process. The categories of partners include the following:

- **Mission partners:** all the different components and sections in the mission. These include the police, military and substantive civilian components (Civil Affairs, Human Rights, Gender Office, Rule of Law, DDR, etc.). Coordination and joint planning between these components are essential to ensure integrated and effective interventions. It is therefore important to understand what the roles are of each of the mission partners and how they can complement each other.

- **UN system partnerships:** the system-wide partnership within the UN, including components in the UN agencies, funds and programmes. These actors include the Office of the Special Advisor for Gender Issues and the Advancement of Women; UN Women; the UN Development Programme (UNDP); the Office of the High Commissioner for Human Rights; UNICEF; the UN Population Fund; the Joint UN Programme on HIV/AIDS; and the Office for the Coordination of Humanitarian Affairs. These agencies are normally presented as the UN Country Team (UNCT) and have access to additional funds, donors and technical capabilities that are useful in supporting mission initiatives.

- **AU partnerships (where possible regional economic communities or regional mechanisms [REC/RMs]):** the AU also has structures that support the mission when implementing gender mainstreaming. Some of the UN agencies also support the AU in its mandate implementation. Regional actors include the Economic Community of West African States (ECOWAS) and the Intergovernmental Authority on Development (IGAD), which have a better understanding of the local context and have developed early warning systems.

- **Host state partnerships:** the relationships and collaboration with the host state institutions and authorities. This partnership is essential, as the host state has to take ownership of initiatives and has the first responsibility towards peace efforts and the sustainability of initiatives. The mission’s efforts therefore have to influence and be implemented in alignment with the host state’s development plans and strategies. Partners at the host-state level include ministries for women, health, education and the police.
• **Community partnerships:** include, but are not limited to, civil society organisations, traditional leaders, youth groups, women’s groups, religious groups, etc. The involvement of these groups is essential in ensuring the successful implementation of gender mainstreaming efforts, as they can influence government and community decisions and ideas.

• **International and national NGOs:** these partnerships have the benefit of bringing on board private organisations with specific skills and expertise. They further provide additional resources in support of gender mainstreaming efforts. Such partners include but are not limited to the International Community of the Red Cross (ICRC) and Médecins Sans Frontières (MSF).

It is important to understand the roles and abilities of the various partners. A partner and stakeholder analysis should be done to understand and comprehend the following:

• Means and capabilities of partners. What do they do well? What do they have to do it with? Look at the past performances and experiences of individuals and organisations.

• Strengths, weaknesses and threats involved in dealing with a specific partner.

• Knowledge, skills, experience, attributes and competencies of individuals when selecting team members.

• Distinguish between primary partners (‘must have’ partners) and secondary partners (‘nice to have’ partners).

• Identify different partners for different goals and objectives.

7. **CONCLUSION**

Gender mainstreaming is essential in all process and activities in mandate implementation. It is important to involve all the key stakeholders to ensure just processes and an equitable society.

More importantly, the host nation holds the primary responsibility for gender mainstreaming and the mission needs to provide the necessary support and advice in all processes.

It is further essential that the international community and organisations set the example and that gender mainstreaming is done in the UN, AU, contributing member states and the mission.

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Gender mainstreaming in the organisation

Learning objectives

At the end of the module participants will be able to:

• Demonstrate a greater understanding of the importance of gender mainstreaming in the organisation
• Demonstrate the ability to apply and operationalise the principles of gender mainstreaming in the organisation
• Display the ability to develop gender mainstreaming plans for activities for the organisation

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1. BACKGROUND

In Module 3 you learned about gender mainstreaming as part of mandate implementation in peace operations. This module is built on the fact that gender mainstreaming in mandate implementation cannot be successful without gender mainstreaming in the organisation – such as the AU, RECs, RMs, the UN, and the specific peace operation mission.

Different AU decisions and UN resolutions have focused on increasing the participation of women, but strategies to change perceptions or entrenched discriminatory patriarchal attitudes are more elusive. The reality is that institutions, including international and regional ones, have not been fully successful in avoiding the trap of ‘disparate effect’. Steps were taken to bring more women on board, but various prerequisites, criteria and processes were not changed to enhance the process. While there are examples of men and women in leadership positions who have contributed extensively in this regard, there are still substantial individualised and internalised discriminatory attitudes and subtle discrimination that have not fully been removed.

There has to be a move beyond debates with practical implementation throughout, including concerted efforts to promote women’s presence in senior positions at the AU, UN, RECs and other organisations. International, regional and subregional organisations are dependent on member states. Thus, efforts at the member-state level are critical. The key strategy to bring about gender equality within organisations is gender mainstreaming.

2. RATIONALE FOR GENDER MAINSTREAMING IN THE ORGANISATION

The following points, among others, form the rationale for gender mainstreaming in the organisation:

**Under-representation of women:** International and regional organisations such as the AU and UN have played a vital role in championing issues of gender equality and gender mainstreaming. They have also spearheaded the process of developing and adopting key international and regional gender equality frameworks, such as CEDAW, the Beijing Platform for Action, the AU’s Solemn Declaration on Gender Equality in Africa, and the various women, peace and security resolutions that started with UNSC Resolution 1325. These all relate to the fact that there is inadequate representation of women at all levels of the organisation.

**Gender-specific needs:** The AU and UN often operate in areas where the needs of women in conflict situations have to be dealt with. Thus they are responsible for facilitating the inclusion of women’s needs and challenges in their mandates. This necessitates that the organisations ensure the effective representation and participation of women within their structures. These organisations, however, are yet to lead by example in mainstreaming gender in their own systems. Unless they manage to display the principles they try to entrench in host nations through their governments and other important actors such as civil society organisations, the issue of gender mainstreaming will have limited opportunity to bring about transformation. In order to convince governments and different non-state actors, these international organisations need to first “walk the walk”.

**Organisational culture:** Some studies identify a deeply entrenched patriarchal organisational culture as a major reason for these organisations’ failure to mainstream
gender into their systems. This hinders gender mainstreaming at the strategic, operational and tactical levels of management and activities. At a strategic level, gender mainstreaming is usually not prioritised or, if it is, it is prioritised without the necessary policy, process and procedural changes. This has an impact on the operational and tactical level, as there is no clear guidance and direction on how to implement the concept in practice. This situation has led to the establishment of gender machinery/infrastructure such as gender offices without putting in place the required financial support or appointing sufficient and capable staff. Many times gender focal points are appointed without their having the required knowledge and skills. As a result, gender-related work, including gender mainstreaming, tends to be project-based without long-term influence. The sum of all of these has made gender mainstreaming a failed project within international and regional organisations – the major preachers of the cause.

Gender bias: As opposed to an ad hoc and incongruent approach, gender mainstreaming should be considered a transforming strategy that aims to change organisational processes and practices by eliminating gender biases in existing routines, involving different actors. Gender mainstreaming is an opportunity to counter the gender bias in regular policies, and to avoid the continuous reproduction of male norms in policymaking. As such, gender mainstreaming is expected to skirt the disadvantage trap because of its ambitions to breach the gender perceptions shaped by organisational systems, work practices, norms and identities.

Moreover, the deployment of more women to peace support operations are needed because they:

- Act as role models, inspiring women and girls in often male-dominated societies to push for their own rights and for participation in peace processes
- Support the empowerment of women in the host community
- Attend to the specific needs of female ex-combatants during DDR
- Improve access and support for local women
- Make the mission approachable to women in the community
- Provide a greater sense of security to local populations, including women and children
- Broaden the skill set available within a peacekeeping mission

3. RESPONSIBILITY AND ACCOUNTABILITY

The AU and UN, as the custodians of various regulatory frameworks, should set the first example in implementing gender mainstreaming and establishing an environment where gender equality is key. This should be done at all levels of the organisations, from strategic decision-making processes to everyday operational and tactical activities. The responsibility also extends to these organisations’ operations, whether they are development, humanitarian, relief and recovery, peace operations or peacebuilding.

Implementation should take place within different departments and agencies, while being a focus in the establishment, management and drawdown of peace missions.

It is a fact that the AU and the UN are agglomerations of member states, which are critical in decision-making processes, including in providing resources and personnel. As a result, challenges related to gender equality and gender mainstreaming at the member-state level impact these organisations. Member states of the AU and the UN therefore have a similar responsibility to ensure the implementation of gender equality.
Following its adoption of Resolution 1325 in 2000, for example, the UNSC called on member states to implement the decisions in the resolution through the development of national action plans or other national-level strategies. The creation of an action plan provides an opportunity for member states to initiate strategic actions on women, peace and security, identify priorities and resources, and determine responsibilities and timeframes at a national level.

Member states have the responsibility to uphold international commitments they have ratified through national legislation, policies and programmes. Implementation also extends to security institutions such as the police and gendarmerie, and the military. In addition, they are also required to monitor and report on their progress in terms of, for example, CEDAW and the Beijing Platform for Action.

It is further the responsibility of all personnel at the different management levels in the AU and UN to ensure and manage the effective implementation of gender mainstreaming initiatives towards achieving gender equality at all levels of the organisations.

Effective accountability mechanisms must also be utilised for ensuring that all staff pay adequate attention to promoting gender equality in their work. Ensuring adequate attention to gender perspectives and the goal of gender equality in medium-term plans, programme budgets and performance assessments (monitoring) is one important means of ensuring accountability. Clear directives and instructions from management are a precondition for the effective use of these processes, as well as for adequate follow-up. Another accountability mechanism could be to develop simple annual ‘contracts’ between top management and middle-level management outlining clearly what concrete actions will be taken in the annual work programme to promote gender equality. These should, in turn, be translated into annual contracts between middle-level management and staff. A formal process of follow-up on these contracts could be established that would feed into the staff performance assessment.

### 4. APPROACHES TO GENDER MAINSTREAMING IN THE ORGANISATION

The first step towards planning and implementing effective gender mainstreaming is to conduct a gender analysis. This is necessary to understand the current situation and position of women and men respectively and identify the disparate effect and gaps in gender equality in the organisation. It includes forecasting the potential impact of planned gender mainstreaming interventions on the situation and position of women and men, and vice versa. Based on the result of the analysis, gender mainstreaming should be planned and executed at the following three levels:

1. **Strategic**
2. **Operational**
3. **Tactical**
4.1 STRATEGIC LEVEL

Strategic level refers to organisational processes of defining strategy, providing direction and decision-making, and allocating resources to pursue this strategy. At this level, organisations establish gender mainstreaming direction through adopting gender mainstreaming policies, strategies and guidelines.

It is therefore important that those in leadership positions at all levels of the organisation should have proper knowledge of the significance of gender equality. This can be done through their familiarising themselves with international and regional frameworks, including CEDAW, the Beijing Platform for Action, the AU’s Solemn Declaration on Gender Equality in Africa, and the various women, peace and security resolutions such as UNSC Resolution 1325. Involving a gender expert is highly recommended at this stage. Strategic-level initiatives include the following:

- Development of policy
- Development of guidelines and standing operating procedures
- Review of standards and criteria, including setting of targets and time frames
- Strategies to reach out to and guide member states
- Development of fast-tracking programmes
- Establishment of gender offices
- Appointment and optimal inclusion of gender advisors in all processes

Both the AU and the UN are very successful in providing policy direction, as indicated in Module 2. Strategies to implement these policies are, however, still not focused and clear enough.

The Secretary-General’s Policy note on gender mainstreaming (2005) and the DPKO’s Policy directive on gender mainstreaming (2006), among others, mandate the integration of gender perspectives at all levels. These documents describe what should be done, but the ‘how’ is still not clear. For example, UNPOL had a strategy to reach 20% female representation in 2014. However, this date has passed and the current female representation in UNPOL is still around 10%.

Similarly, the AU’s Gender Policy (2009) provides policy directions in gender mainstreaming in the institution. A gender advisor was also appointed at the AU in 2012. However, much still remains to be done.

It is therefore essential that the situation be evaluated and analysed to identify the challenges and gaps impacting implementation and to provide the necessary strategic guidance.

4.2 OPERATIONAL LEVEL

Operational-level planning and functions are aimed at linking strategic goals to tactical goals and objectives. It describes milestones and conditions for success, and explains what portion of a strategic plan will be put in operation during a specific operational period. This level involves the process of planning, execution and evaluation of organisational gender mainstreaming strategies as part of organisational processes. Planning for gender mainstreaming includes:
• Training and sensitising staff members on the importance of gender mainstreaming

• Creating a women-friendly physical and psychological work environment, with:
  • The availability of facilities
  • Support systems
  • Elimination of individual bias and subtle discrimination
  • Processes that deal effectively with harassment in all forms

• Reviewing selection and retention processes and procedures towards eliminating possible discrimination and/or disparate effect

• Including gender mainstreaming in individual and organisational assessment instruments

• Developing and implementing effective monitoring and evaluation tools, including gender-related surveys

LESSONS LEARNED: UN system

The introduction of a senior female ‘talent pipeline’ for the UN system in 2014 was a move in the right direction. The challenge is that no review of the recruitment criteria and processes has been done. Although some success was achieved in identifying qualified women, progress is still slow. One of the inhibiting factors is that women were not previously found in these kinds of positions. As the criteria for qualification have not changed, there is still a disparate effect impacting negatively on the successful achievement of gender equality.

LESSONS LEARNED: UNAMID

Many of the women who had been dismissed had an excellent track record and performed well. By giving preference to equally qualified women as opposed to using the criterion of ‘last in first out’, gender representation could have been addressed in the retention process without any negative impact on standards. In fact, standards would have been improved in the sense that better service could have been provided to the female-dominated communities in the IDP camps.

LESSONS LEARNED: UNAMID

During the downsizing of individual police officers in UNAMID the pro rata targets for male officers were decreased more than those for women. Furthermore, during extension processes special attention was given to extending the tour of duty of well-performing women, in preference to equally performing men, to ensure and increase the number of women. During selection, preference was also given to equally qualified women to be deployed before male counterparts with the same skills. This was discussed with police-contributing countries, which in most instances provided the necessary support.
4.3 TACTICAL LEVEL

The tactical-level approach includes short-term planning and activities emphasising the current operations of various parts of the organisation. It indicates the methods and tactics that are used for implementing the strategy during operationalisation.

This level focuses on engaging all stakeholders within organisations, from those who hold senior management positions to ordinary staff members, towards implementing gender mainstreaming in all their activities. Approaches can include the following:

- Implementing programmes that increase the participation of women at different levels of organisations, such as:
  - Gender gap-bridging programmes through mentoring, coaching, shadowing, posting and succession planning for women staff members
  - Targeted selection processes
- Fast tracking: allowing women to be promoted outside of the normal established system
- Exposing women to all aspects of the work environment
- Providing coaching and mentoring where necessary
- Establishing women’s networks (including ‘Men for Change’)
- Using gender-sensitive language and actions
- Acting immediately against any form of discrimination or harassment
- Conducting consultation meetings
- Monitoring gender representation at all levels on a regular basis

**UNAMID**

Some challenges were experienced when female police officers in UNAMID were not willing to work in the deep field. On the one hand, women were needed in these secluded areas, where IDP communities largely consisted of women and children. On the other hand, the female police officers were the targets of exploitation or harassment by male personnel of the mission. They also had to deal with personal matters back home, such as the death of a child. It was identified that the women needed a support system and, after consultation, the UNAMID Police Women’s Network was established. While the network had as one of its objectives collaboration with women of other components, the host state’s police and communities, another important objective was to ensure the creation of a support system and capacity building for UNAMID police women.

Through the network the women could share their experiences and have women-specific discussions. They could support and advise each other. They also encouraged each other to take on new challenges and provided advice on how to cope with the situation on the deep field team sites. A trust relationship was also built, enabling them to report unacceptable advances by men and deal with the situation.

In addition to the women’s network a ‘Men for Change’ structure was also established. This structure was aimed at creating a platform for men, and to be a structure to advocate and influence gender-sensitive behaviour and gender mainstreaming among all officers.

A Peer Counsellor Programme was established in collaboration with the Mission Welfare Office. Volunteers from different team sites, sectors and offices were trained as first-level counsellors in the network and the men’s structure. They were available to deal with traumatic and other situations at the lower level and could refer personnel to specialised treatment where necessary.

The totality of these approaches led to women taking up positions in the team sites and even becoming team site commanders. A climate of gender sensitivity and respect among the different genders was also established and impacted positively on work performance.
LESSTONS LEARNED: Rwanda and UNAMID

After the implementation of the new Assessment for Mission Service selection test by the Police Division at the DPKO, it was found that women sometimes did not qualify for deployment due to their lacking certain skills. Rwanda contacted the Police Division and, in collaboration with UNAMID, a team was provided to conduct a bridging training programme for possible female candidates in Rwanda before the selection process. After this training a sufficient number of women successfully completed the selection process and were deployed to the mission without lowering any standards.

5. PLANNING FOR GENDER MAINSTREAMING

Before any planning for gender mainstreaming can be done, it is essential to have an understanding of the current situation with regard to levels of representation, as well as gaps and factors impacting negatively on achieving gender equality. It is therefore essential that a complete analysis and evaluation be done to determine the situation in all sectors of the organisation, as well as the perceptions and attitudes of personnel with regard to gender equality.

A number of elements should be considered for successful gender mainstreaming within organisations. The first key aspect is to have clear goals and objectives for gender mainstreaming and achieving gender equality. Gender mainstreaming will not occur automatically. It is not enough to make this goal clear as part of the organisational strategic document – it must be made clear in the context of specific processes and activities and explicitly expressed in all policy and guiding documents.

Secondly, there must be a consistent approach to gender mainstreaming. Here, gender equality must be systematically mainstreamed throughout processes and interventions. It should not be attempted ‘here and there’ or ‘now and then’. It is not enough to pay attention to gender equality in the so-called ‘soft’ sectors (administration and support) or in areas in which women are traditionally involved or affected. Nor is it adequate to mainstream gender equality in one ‘token’ component of a programme while ignoring it in all others.

In addition, the following steps should be considered to plan and implement a gender mainstreaming strategy in the organisation:

• Identify the gender perspectives of the sector area/issue, through, for example, using gender analysis, focusing on issues of both representation and content.

• Identify what is required to more actively promote gender equality in the sector area/issue.

• Identify the opportunities existing in different work tasks, and additional actions that might also need to be taken.

• Develop a clear plan of action, with objectives, activities and expected outcomes, including indicators for measuring progress.

• Include this plan of action in overall planning documents – medium-term plans, programme budgets and performance evaluations.

• Implement a system for regular and systematic follow-up, recording and reporting of results and lessons learned, which feeds back into regular planning, programming and follow-up systems.
To successfully implement gender mainstreaming in organisations, the following elements should be part of the planning:

- Adopting a gender mainstreaming policy and action plan
- Preparing gender mainstreaming strategic frameworks and performance indicators to ensure that women and men staff members participate and benefit from the programmes, projects and activities of the organisation
- Training and sensitising all staff members on the importance of gender mainstreaming (diversity training programmes)
- Formulating implementation plans for all departments, programmes, projects and activities of the organisation, including affirmative programmes such as shadow posting and fast-track promotions
- Implementing special capacity-building programmes, such as bridging programmes and training in areas from which women were previously excluded
- Setting targets and timeframes for implementation
- Establishing effective reporting, monitoring and evaluation mechanisms
- Setting out the accountability and responsibility of all management levels
- Making gender mainstreaming a prerequisite for all personnel with regard to behaviour and attitudes
- Creating knowledge/experience-sharing platforms

6. CONCLUSION

Gender mainstreaming in the organisation is the responsibility of every international, regional and subregional organisation, such as the AU, RECs, specific peace operations and the UN. As these organisations are not independent organisations but consist of member states that are signatories to various decisions, these states also have a responsibility to ensure gender mainstreaming in their national policies, processes and procedures.

Services cannot be rendered equally and mandates cannot be implemented effectively without providing equal access for all people in all processes. For any organisation to provide an equal service to all genders, it is essential that the organisation consists of a diverse workforce, which demands the equal representation of women.

This is even more important when dealing with complex conflict and post-conflict areas where the civilian population is negatively affected by the situation (such as being victim to crimes related to SGBV).

7. REFERENCES

AU, Gender Policy, 2009.

AU, Solemn Declaration on Gender Equality in Africa, July 2004.


UN, DPKO, Policy directive on gender mainstreaming, 2006.


UNSC, Resolution 1325 (2000).

Understanding sexual and gender-based violence and its impact

Learning objectives
At the end of the module participants will:
• Demonstrate a greater understanding of SGBV and its impact
• Demonstrate an understanding of the regulatory framework on SGBV
• Demonstrate the ability to analyse SGBV in conflict and post-conflict environments

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1. BACKGROUND

Violent conflicts are often accompanied by a breakdown in law and order and an increase in human rights violations. Violence manifests in both direct and indirect forms, including forced displacement, torture, rape, sexual violence, famine, forced recruitment of children into armed groups, and an increase in domestic violence. However, women, men, boys and girls experience violence differently. Civilians, who are mostly women, children and the elderly, are deliberately targeted in modern conflicts. These violent acts include SGBV, which is a violation of human rights and a contravention of international human rights law.

Discrimination based on gender, gender inequality and unequal power relations is the underlying cause of SGBV. Contributing factors to SGBV in conflict situations include the normalisation of violence in the wake of armed conflict and the use of SGBV acts such as rape as a means of warfare. While acts of SGBV are not limited to certain regions or socioeconomic, religious or ethnic groups, their prevalence is much higher during times of conflict.

Experiences in violent conflicts do not take place within a vacuum; they need to be understood within the context of the socially constructed gender order within a given geographical and cultural context. During times of conflict, inequalities that existed prior to the conflict are magnified, altered, reshaped and exacerbated. This facilitates the practice and prevalence of SGBV crimes.

2. CONCEPT OF SGBV

SGBV refers to any harm that is directed against a person on the basis of gender or sex, that is perpetrated against his/her will, and that has a negative impact on the physical or psychological health, development and identity of the person. SGBV crimes such as torture, rape, genocide and crimes against humanity are often perpetrated during conflict.

SGBV is therefore a violation of the fundamental human rights of those persons and communities against which it is committed, based on their sexual vulnerabilities. Specifically, sexual violence in armed conflict represents one of the most serious forms of violation or abuse of IHL and HRL.

SGBV is often used as synonym for violence against women and girls, but it also includes violence against men, boys and gender/sexual minorities. However, as women and girls are most affected by this phenomenon, the UN Declaration on the Elimination of all Forms of Violence Against Women (adopted in 1993) defines violence against women as ‘any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threat of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or private life’.

SGBV has a broad scope and includes all forms of gender-based violence committed within any given context, such as domestic violence and female genital mutilation. It can be divided into two categories, namely sexual violence and gender-based violence. Elements of both sexual violence and gender-based violence are often present in a specific situation.
2.1 GENDER-BASED VIOLENCE

Gender-based violence (GBV) is ‘an umbrella term for any harm that is perpetrated against a person’s will, and that results from power inequities that are based on gender roles’, and ‘any harmful act that is perpetrated against a person’s will and that is based on socially ascribed (gender) differences between males and females’. It can include sexual violence, but also goes beyond that to other forms of abuse, such as domestic violence and assaults that are not sexual in nature.

Forms of GBV particularly experienced by men and boys include forced recruitment, sex-selective massacre, and abuse/imprisonment of men and boys who refuse to serve in the armed forces.

People categorised as sexual minorities often face persecution and abuse because they transgress conventional gender boundaries.

2.2 SEXUAL VIOLENCE

Sexual violence refers to ‘any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic a person’s sexuality, using coercion, threats of harm or physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work’.

It includes behaviour such as rape, sexual assault, sexual exploitation and sexual harassment.

3. REGULATORY FRAMEWORK FOCUSED ON SGBV

There are various international, regional and national guidance documents on the prevention of and response to SGBV. The regulatory framework is linked closely to that of gender mainstreaming and equality, and comprises international treaties, UN resolutions, AU documents and national legal systems.

3.1 TREATY-BASED REGULATORY FRAMEWORK

International human rights and humanitarian laws include various conventions and treaties that restrict the means and methods of warfare. The following are examples that focus on special protection against sexual and gender based violence:

| Geneva Convention (1949) | • Article 12 (Convention I, II and III): women shall be treated with all regard due to their sex. |
| Geneva Convention Additional Protocols I & II (1977) | • Article 27 (Convention IV) and Article 76 (1) of Additional Protocol I specifically prohibit rape, enforced prostitution or any form of indecent assault. |
|  | • Article 4(2)(e) of Additional Protocol II prohibits outrages upon personal dignity, in particular humiliating and degrading treatment, and rape. Examples of humiliating and degrading treatment include ‘murder; torture; corporal punishment; mutilation; outrages upon personal dignity, including rape; hostage-taking; collective punishment; executions without regular trial; cruel, inhumane or degrading treatment or punishment’. |
Gender Mainstreaming and Dealing with Sexual and Gender-based Violence in Peace Operations

| Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment (1984) | • Each state party shall take effective legislative, administrative and judicial measures to prevent acts of torture.  
• ‘No exceptional circumstance whatsoever, whether a state of war or a threat of war, [or] internal political instability … may invoke an act of torture.’ |

| Rome Statute (2002) | • The Rome Statute, which established the International Criminal Court (ICC), distinguishes the following crimes of SGBV: 1) enforced prostitution; 2) enforced sterilisation; 3) forced pregnancy; 4) inhuman treatment; 5) mutilation; 6) other forms of sexual violence; 7) other inhumane acts; 8) outrages on personal dignity; 9) persecution; 10) rape; 11) sexual slavery; and 12) torture. |

Laws, treaties, customary international law, general principles and other sources of law guarantee universal human rights. HRL informs governments what to do and what not to do to ensure that the human rights of individuals and groups are protected.

Preventing and responding to sexual violence in armed conflict is therefore a matter both of upholding universal human rights and of maintaining international security. The ‘protection of civilians’ principle also demands of the UN that it safeguards civilians against sexual violence in armed conflict.

### 3.2 UN RESOLUTIONS AND DECLARATIONS

As a result of resolution 1325, 1820 and 2106, as well as various other related resolutions there has been and increased emphasis on dealing with sexual violence during peace support operations, peacebuilding and special missions.

| UNSC Resolution 1296 (2000) | • When providing protection of civilians in armed conflict, proceed on a case-by-case basis.  
• Civilians are entitled to protection under existing humanitarian law.  
• Consider appropriate and feasible temporary security zones and safe corridors to deliver assistance in situations characterised by the threat of genocide, crimes against humanity and war crimes. |

| UNSC Resolution 1502 (2003) | • In order to protect humanitarian workers from SGBV, this resolution condemns all forms of violence against humanitarian workers.  
• Attacks and SGBV against humanitarian workers are crimes punishable by law. |

| UNSC Resolution 1674 (2006) | • Notes that education can play a supporting role to halt and prevent abuses committed against civilians in armed conflict. |

| UNSC Resolution 1820 (2008) | • Reaffirms the role of women in the prevention and resolution of conflicts and in peacebuilding.  
• The first resolution to recognise sexual violence as a self-standing security issue, linked with reconciliation and durable peace.  
• Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity or a constitutive act with respect to genocide. |
| UNSC Resolution 1888 (2009) | • Recalls that international humanitarian law affords general protection to women and children as part of the civilian population during armed conflict.  
• Calls on states to end impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes and other egregious crimes against civilians.  
• The mandate also states that sexual violence issues should be addressed from the initial peace process and mediation efforts. |
| UNSC Resolution 1960 (2010) | • Proposes that appropriate guidelines be established that will enable peacekeepers to carry out mandated tasks, including prevention of and response to sexual violence.  
• Outlines specific steps to ensure prevention of and protection from sexual violence in conflict, including more robust monitoring and data. |
| UNSC Resolution 2106 (2013) | • Highlights the need to enlist the help of men and boys in an effort to combat all forms of violence against women.  
• Focuses on long-term efforts to prevent sexual violence in armed conflict and post-conflict situations.  
• Acknowledges sexual violence is used or commissioned as a method or tactic of war or as part of a widespread or systematic attack against civilians to prolong situations of armed conflict.  
• Calls for the deployment of women protection advisors and gender advisors, and the participation of women in DDR, SSR and JSR. |
| UNSC Resolution 2272 (2016) | • Highlights that a decision may be taken to repatriate entire troop/police contingents when these are not taking appropriate steps to investigate and take actions in cases of SEA. |

In addition the UN Declaration on Elimination of Violence against women (1989) provides a legal framework to prevent and respond to any gender based violence, including domestic related violence.

### 3.3 AU GUIDANCE DOCUMENTS

| AU Constitutive Act (2000) | • Inclusion of ‘genocide’, ‘war crimes’ and ‘crimes against humanity’ including SGBV. |
| AU Gender Policy (2009) | • Paragraphs 2 and 7 refer to the implementation of mechanisms to address violence against women. |
• Prohibits harmful practices against women and girls.  
• Elimination of violence against women, such as physical and sexual violence.  
• Respect for dignity.  
• Prohibition of unwanted or forced sex.  
• Punishment for perpetrators. |
| African Charter on the Rights and Welfare of the Child (1990) | • Calls for appropriate measures to eliminate harmful social and cultural practices affecting the welfare, dignity, normal growth and development of the child  
• Special focus on customs and practices discriminatory to the child on the grounds of sex or other status.  
• Provides for the protection of boys and girls against SGBV. |
### 3.4 NATIONAL LEGAL SYSTEMS

Country/state laws establish a regulatory framework at the national level. Each country/state has a different hierarchy of laws. These laws and legal approaches may include formal legislation, common law and customary law. In many instances states are also signatories to various international agreements and therefore have to align their national laws accordingly.

National laws govern the behaviour of all individuals, citizens, corporations and governments, as well as foreign nationals visiting or working in that country. These laws also inform us which behaviours constitute acts or crimes of SGBV and what the punishment is when the crime is committed. Some conflict and post-conflict states lack laws and/or processes that criminalise acts of SGBV. In such cases, international frameworks can be invoked.

National laws may differ from country to country. It is therefore necessary that personnel in AU/UN peace operations and special missions be knowledgeable on the host state’s legal framework and system. This is important to support victims of such atrocities and to advise the host state authorities and institutions as part of capacity-building processes.

### 3.5 MISSION MANDATES AND GUIDING DOCUMENTS

To realise the above objectives, the mission and its personnel are guided by several peace support operation and mission-specific guiding documents:

- 2006 DPKO Directive on Gender Equality – a guiding document for all work on protection against violence against women and girls in peacekeeping missions
- UN Code of Conduct
- AU communiqués related to women, peace and security
- AU Protection of Civilians Mainstreaming Strategy
- AU Draft Code of Conduct

Peace support personnel shall therefore:

- familiarise themselves with all relevant AU/UN policies, resolutions, and guidelines
- advocate and implement the provisions therein as part of their duties and responsibilities to prevent and respond to SGBV
The UN Zero Tolerance Policy on Sexual exploitation and abuse (SEA) place special focus on SGBV perpetrated by personnel deployed to peace (support) operations.

The following are acts prohibited by the SEA resolutions and policies:

- **Sexual abuse** is an actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. All sexual activity with a child (under 18 years of age) is considered sexual abuse.

- **Sexual exploitation** is any actual or attempted abuse of position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. This includes acts such as transactional sex, solicitation of transactional sex, and exploitative relationships.

- **An exploitative relationship** is a relationship that constitutes sexual exploitation, i.e. any actual or attempted abuse of a position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.

4. **SGBV IN CONFLICT SITUATIONS**

It is important to distinguish **conflict-related sexual violence** from SGBV. Sexual violence can be used as a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate members of a community or ethnic group. Conflict-related sexual violence is a crime of IHL that is often committed by parties to a conflict. It is covered by the statute of the ICC on war crimes, genocide and crimes against humanity.

‘**Conflict-related sexual violence** occurs at the height of armed conflict, during population displacement, and continues after conflict. Although the majority of victims of sexual violence are women and girls, men and boys are also targeted in armed conflict. In many conflicts, indigenous people or people from specific population groups are targeted for sexual violence. Perpetrators of sexual violence in armed conflict include members of official armed and security forces, paramilitary groups, non-state armed groups, humanitarian and peacekeeping personnel, and civilians.’
To strengthen prevention of and response to SGBV, mission personnel should work towards:

- Recognising the multi-sectoral nature of SGBV prevention and response
- Building on existing strategies
- Enhancing data collection and analysis
- Enhancing knowledge management and capacity building
- Enhancing partnerships and coordination

5. FORMS, EFFECTS AND CONSEQUENCES OF SGBV

SGBV not only violates human rights but also has a devastating effect on public health, and represents a severe threat to international peace and security. The UN/AU and its member states as well as international organisations and NGOs have made commendable efforts to prevent and respond to SGBV in conflict. Despite these efforts, sexual violence in armed conflict continues to occur. In some conflicts it is systematic and widespread, reaching appalling levels of brutality.

Below are some examples of acts of SGBV:

<table>
<thead>
<tr>
<th>Physical violence</th>
<th>Sexual violence</th>
<th>Sexual harassment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pushing and Shoving</td>
<td>Sexual touching</td>
<td>Any unsolicited verbal or physical attention</td>
</tr>
<tr>
<td>Beating and Kicking</td>
<td>Incest</td>
<td>Vulgarities in front of a woman</td>
</tr>
<tr>
<td>Torture</td>
<td>Rape</td>
<td>Acts that contribute to a woman's loss of credibility</td>
</tr>
<tr>
<td>Physical detainment and/or isolation</td>
<td>Physical abuse of sexual organs</td>
<td>on the job through sexist remarks</td>
</tr>
<tr>
<td>Female circumcision (also known as female genital mutilation)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male circumcision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unwelcome touching</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Murder</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kidnapping</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trafficking</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Violence against women and children in situations of conflict

<table>
<thead>
<tr>
<th>Violence against women and children in situations of conflict</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Displacement</td>
</tr>
<tr>
<td>• Starvation</td>
</tr>
<tr>
<td>• Forced performance of sexual acts</td>
</tr>
<tr>
<td>• Torture</td>
</tr>
<tr>
<td>• Forced prostitution</td>
</tr>
<tr>
<td>• Physical maiming</td>
</tr>
<tr>
<td>• Rape</td>
</tr>
<tr>
<td>• Unattended illness</td>
</tr>
<tr>
<td>• Kidnapping</td>
</tr>
<tr>
<td>• Trafficking</td>
</tr>
<tr>
<td>• Forced enslavement</td>
</tr>
</tbody>
</table>

### Psychological abuse

<table>
<thead>
<tr>
<th>Psychological abuse</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Undermining women’s dignity, self-confidence or self-worth</td>
</tr>
<tr>
<td>• Taunts</td>
</tr>
<tr>
<td>• Insults</td>
</tr>
<tr>
<td>• Abusive language</td>
</tr>
<tr>
<td>• Constant threats</td>
</tr>
<tr>
<td>• Libellous gossip</td>
</tr>
<tr>
<td>• Jeers</td>
</tr>
<tr>
<td>• Obscenities</td>
</tr>
<tr>
<td>• Public humiliation</td>
</tr>
</tbody>
</table>

### Economic abuse

<table>
<thead>
<tr>
<th>Economic abuse</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Forced unpaid labour</td>
</tr>
<tr>
<td>• Lack of access to money</td>
</tr>
<tr>
<td>• Denial of inheritance</td>
</tr>
<tr>
<td>• Lack of access to employment and training</td>
</tr>
<tr>
<td>• Lack of access to education</td>
</tr>
<tr>
<td>• Lack of nourishment and/or general well-being</td>
</tr>
<tr>
<td>• Denial of land ownership</td>
</tr>
<tr>
<td>• Robbery</td>
</tr>
<tr>
<td>• Destruction of property and possessions</td>
</tr>
</tbody>
</table>

### Social violence

<table>
<thead>
<tr>
<th>Social violence</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Misogynistic social values and norms</td>
</tr>
<tr>
<td>• Forced marriage</td>
</tr>
<tr>
<td>• Deprivation of proper education</td>
</tr>
<tr>
<td>• Exclusion from decision-making in private and public spheres</td>
</tr>
<tr>
<td>• Victimization through various taboos concerning their bodies</td>
</tr>
<tr>
<td>• Restriction to the private sphere, their households</td>
</tr>
<tr>
<td>• According impunity to violent men</td>
</tr>
<tr>
<td>• Deprivation of proper health interventions</td>
</tr>
</tbody>
</table>

### Political violence

<table>
<thead>
<tr>
<th>Political violence</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Victimisation</td>
</tr>
<tr>
<td>• Loss of citizenship</td>
</tr>
<tr>
<td>• Deprivation of citizenship</td>
</tr>
<tr>
<td>• Lack of political protection for women’s human rights in local, national and international legislation</td>
</tr>
<tr>
<td>• Exclusion from political power and political participation</td>
</tr>
<tr>
<td>• Lack of resources</td>
</tr>
</tbody>
</table>

### Spiritual violence

<table>
<thead>
<tr>
<th>Spiritual violence</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Persecution for religious beliefs</td>
</tr>
<tr>
<td>• Oppression attributed to religious doctrines but not to be found in basic texts</td>
</tr>
<tr>
<td>• Exclusion from basic religious life and rituals</td>
</tr>
<tr>
<td>• Illiteracy that prevents women from consulting religious texts themselves</td>
</tr>
</tbody>
</table>

---

The **immediate effects** of SGBV could include:

### Victim/survivor

<table>
<thead>
<tr>
<th>Victim/survivor</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Trauma (mental health)</td>
</tr>
<tr>
<td>• Need for medical assistance (including PEP)</td>
</tr>
<tr>
<td>• Feelings of shame and guilt</td>
</tr>
<tr>
<td>• Insecurity</td>
</tr>
<tr>
<td>• Need for remedy (legal)</td>
</tr>
</tbody>
</table>

### Family

<table>
<thead>
<tr>
<th>Family</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Trauma</td>
</tr>
<tr>
<td>• Destabilise</td>
</tr>
<tr>
<td>• Stigma and ostracism</td>
</tr>
<tr>
<td>• Rejection</td>
</tr>
<tr>
<td>• Insecurity</td>
</tr>
<tr>
<td>• Social and economic impact</td>
</tr>
</tbody>
</table>

### Community

<table>
<thead>
<tr>
<th>Community</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Insecurity</td>
</tr>
<tr>
<td>• Rejection of victim</td>
</tr>
<tr>
<td>• Acts of retribution</td>
</tr>
<tr>
<td>• Stigma and ostracism</td>
</tr>
<tr>
<td>• Destabilise community</td>
</tr>
<tr>
<td>• Social and economic impact</td>
</tr>
</tbody>
</table>

### Government

<table>
<thead>
<tr>
<th>Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Social and economic pressure</td>
</tr>
<tr>
<td>• Political pressure</td>
</tr>
<tr>
<td>• Comprehensive immediate response</td>
</tr>
</tbody>
</table>

### Mission/peace operation

<table>
<thead>
<tr>
<th>Mission/peace operation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Absence of trust</td>
</tr>
<tr>
<td>• Non-achievement of objectives</td>
</tr>
<tr>
<td>• Comprehensive immediate response</td>
</tr>
<tr>
<td>• Instability</td>
</tr>
</tbody>
</table>

---
The **medium- to long-term consequences** of SGBV could include:

<table>
<thead>
<tr>
<th>Health</th>
<th>Emotional, Social and Psychosocial</th>
</tr>
</thead>
<tbody>
<tr>
<td>• HIV/AIDS and sexually transmitted diseases</td>
<td>• Feelings of shame, insecurity, anger, fear, resentment and self-hate</td>
</tr>
<tr>
<td>• Injury, disability or death</td>
<td>• Feelings of depression and isolation</td>
</tr>
<tr>
<td>• Injury to the reproductive system</td>
<td>• Desire for retaliation</td>
</tr>
<tr>
<td>• Infertility, menstrual disorders, childbearing problems, infections,</td>
<td>• Problems sleeping and eating</td>
</tr>
<tr>
<td>miscarriages</td>
<td>• Mental illness</td>
</tr>
<tr>
<td>• Unwanted pregnancies</td>
<td>• Thoughts of hopelessness and suicide</td>
</tr>
<tr>
<td>• Unsafe abortions</td>
<td>• Actual or perceived rejection by community, family or spouse</td>
</tr>
<tr>
<td>• Loss of desire for sex &amp; painful sexual intercourse</td>
<td>• Marriage problems</td>
</tr>
<tr>
<td>• Strain on medical systems, NGOs and limited medical resources</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Legal and Justice System</th>
<th>Community and physical safety and security</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Access to legal system/specialised units</td>
<td>• Continued feeling of fear &amp; insecurity</td>
</tr>
<tr>
<td>• Knowledge of existing laws and basic human rights</td>
<td>• Lack of female participation in community life</td>
</tr>
<tr>
<td>• Direction regarding appropriate legal channels and processes, i.e.</td>
<td>• Fear of travelling to school and work</td>
</tr>
<tr>
<td>criminal or traditional</td>
<td>• Community policing &amp; involvement</td>
</tr>
<tr>
<td>• Gender sensitivity during reporting and handling of cases</td>
<td>• Safety and security awareness programmes</td>
</tr>
<tr>
<td>• Access to victim support</td>
<td>• Home &amp; IDP camp safety</td>
</tr>
<tr>
<td>• Access to legal counselling</td>
<td>• Self-armament</td>
</tr>
<tr>
<td>• Responsive and preventative police action</td>
<td>• Community safety programmes</td>
</tr>
</tbody>
</table>

6. **STAKEHOLDERS IN PREVENTION AND RESPONSE TO SGBV**

Effective partnerships, as well as coordinating and leveraging resources, are critical to prevent and respond to SGBV. Thus it is necessary to identify and build on good practices, avoid duplication and ensure that victims are not unnecessarily traumatised. Moreover, it is important to delegate teams or field experts to deal with specialist areas or difficult tasks.

While dealing with SGBV, the following stakeholders and partners are important:

- In-mission partners (civilian, police and military components)
- Host state law enforcement institutions, such as the police and military
- Host state justice sector, such as the prosecutor’s office and judiciary
- Host state human right institutions
- International and local NGOs
- UN agencies
- AU liaison/regional offices
- Civil society organisations
- Community elders
- Representatives of indigenous and marginalised groups
• Community-based foundations (women, youth and people with disabilities)
• Faith-based organisations
• Regional organisations
• Media

It is advisable to facilitate opportunities for collaboration among the various organisations, such as those focused on criminal justice/security, human rights, education and public health. Not all partners have to be involved all the time, and it is important to have a proper partner and stakeholder analysis to identify their strengths and the role they can play.

**IMPORTANT:**

• Use community profile and host nation profile to identify partners in the community
• Use partner list to keep track of partners
• Establish and maintain critical partnerships
• Keep in touch with concerned partners

7. **CONCLUSION**

Violence and war often weaken systems of protection, security and justice, many times paving the way for SGBV crimes. Increased levels of SGBV can often persist well after the end of a crisis, impacting negatively on post-conflict reconstruction and peacemaking.

Various international provisions are in place that emphasise the importance of dealing with SGBV and the responsibility of all in this regard. It is therefore essential that stakeholders, including mission and non-mission partners, should work together in effectively preventing and responding to cases of SGBV in the mission area.

Response must be coordinated and should aim at engaging with the victims in a manner that is less traumatising and supportive. Prevention efforts must address the root causes of SGBV, including gender inequality and power imbalances. It is important to have an understanding of the root causes, forms and consequences of SGBV. It is therefore necessary to have proper profile and SGBV analysis mechanisms and ability in place.

8. **REFERENCES**


UN, General Assembly, Universal Declaration of Human Rights, 10 December 1948, 217 A (III), http://www.unhcr.org/refworld/docid/3ae6b3712c.html


Response to SGBV

Learning objectives

At the end of the module participants will:
• Display a greater understanding of the principles and approaches in responding to SGBV incidents
• Demonstrate the ability to effectively respond to SGBV incidents
• Demonstrate the ability to write a report on SGBV incidents

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1. BACKGROUND

SGBV and, more specifically, rape, is often used as a means to tactically attack communities considered as enemies. The victims/survivors of SGBV are entitled to a quick, sensitive and thorough response from their judicial and security systems. As indicated in the various regulatory frameworks, the international community, member states and host states have a responsibility to ensure that SGBV violations are effectively dealt with and prevented.

Mostly, however, host nations in conflict and post-conflict situations do not have the capability to deal with such crimes in an effective manner. As a result, peace support operations have the responsibility to respond to incidents of SGBV and provide the necessary support as part of their protection of civilians (PoC) mandate. In this regard, the three tiers of PoC include aspects from physical response to political intervention and support to the host state to effectively respond to such incidents.

As SGBV has severe physical and psychological consequences, it is essential that the victims/survivors be treated sensitively to minimise their exposure to trauma. It is critical, therefore, that all the role players follow an integrated multidisciplinary approach. It is also important that all personnel in peace support operations are sufficiently trained to respond to SGBV, and monitor and render the necessary guidance during such incidents. They must also be able to apply the principles of human rights in the process while taking into consideration local laws, culture and religion.

2. CONSIDERATIONS IN DEALING WITH SGBV IN CONFLICT AREAS

Criminal justice systems are not similar in all countries. The structure, policy and work procedure of the police, judiciary and correctional services differ from operation to operation. Customs, culture and religion may have a profound influence on legal frameworks and the manner in which the justice system functions.

As a result, peace support personnel have the responsibility to familiarise themselves with the laws, systems, policies and work procedure in relation to SGBV prevention and response by the criminal justice system. This includes knowledge on the criminal laws and customary laws of the host state. It is also important to bear in mind that offences might be defined and interpreted differently in different countries and missions. If the host state does not have legislation covering a specific crime, the offence may be investigated under international law.
Capacity within the rule of law and justice system is often diminished in conflict and post-conflict areas. More specifically, the capacity of the law enforcement agencies, judiciary, prosecuting authority and other services/agencies of the host nation to respond to SGBV should be understood.

3. **FIRST RESPONSE**

The dynamics on the ground differ from mission to mission with regard to host state capabilities, the presence of supporting agencies and the mission size and structure. Different components, agencies and other stakeholders will therefore have different guidelines for first response to SGBV.

It is thus necessary that a mission have guidelines and standing operating procedures in place for responding to SGBV and supporting victims/survivors of SGBV in the mission area in an integrated manner. Guidelines should be dependent on factors such as mandate, roles and responsibilities, authority, training, equipment, skills, areas of expertise, and the context in which first response is provided.

Due to the severe physical and psychological impact of SGBV on the victims/survivors, their relatives and communities, it is essential to have a process that will cause victims/survivors as little trauma as possible during investigation and response. Thus it is also important that personnel in peace support operations have sufficient knowledge and skills to respond to SGBV.

Information about SGBV incidents can be obtained from various sources. The manner in which the information is initially received determines further action and response to the incident.

In some unfortunate circumstances, false accusations and claims of SGBV are made between conflicting parties to draw attention. As a result, it is essential that all information be carefully investigated and all facts be weighed and verified.

3.1 **FIRST RESPONDER – DEFINED**

A broad definition of ‘first responder’ is ‘those individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence and the environment … as well as emergency management, public health, clinical care, public works, and other related support personnel that provide immediate support services during prevention, response, and recovery’ who are ‘ready to provide immediate emergency support services in every imaginable crisis situation’.

In the context of dealing with SGBV in a peace support environment a first responder refers to a person, such as a police officer, member of the military or civilian member of substantive mission units who is mandated and trained to immediately respond to a suspicion, incident or report of SGBV.

3.2 **FIRST RESPONDER SCENARIOS**

All crimes against a person are considered serious crimes and must be subject to fast response and thorough investigation. The more recent an incident, the more urgent it is to attend to the crime scene in order to prevent the disappearance of evidence. First responders are often the first point of contact with the victim, witnesses and/or scene of crime. This highlights the need for first responders to be mindful of potential evidence
that may be present and should be protected and/or collected. Quick response is essential to be effective.

Usually, situations in conflict and post-conflict areas are fluid. Although guidelines are provided, first responders must use their own initiative based on the reality on the ground. They also have to be patient in dealing with these incidents. First response may take place in the following situations:

3.2.1 Report during patrol – incident happened previously – victim/survivor(s) not on scene

<table>
<thead>
<tr>
<th>Local authorities attended</th>
<th>Local authorities not yet attended</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Obtain particulars of victim/survivor(s)</td>
<td>• Obtain particulars of victim/survivor(s)</td>
</tr>
<tr>
<td>• Identify if local authorities attended to the incident and if relevant services were rendered</td>
<td>• If crime scene is available, secure the scene</td>
</tr>
<tr>
<td>• Follow up with the local authorities, such as the police, if they attended to the incident and obtain the relevant information</td>
<td>• If the incident has not been attended to yet, try to find the victim and/or witnesses to obtain information</td>
</tr>
<tr>
<td>• Establish if all relevant services were rendered to the victim/survivor and other relevant individuals (family, community, etc.)</td>
<td>• Provide victim support</td>
</tr>
<tr>
<td>• Identify if any perpetrators were arrested</td>
<td>• Collect information on possible perpetrators and arrange for a lookout to mission staff if any information is known</td>
</tr>
<tr>
<td>• Ascertain what assistance is needed from mission personnel</td>
<td>• Refer victim/survivor to local authorities for reporting</td>
</tr>
<tr>
<td>• In situations of a capacity-building mandate, provide advice if needed</td>
<td>• Contact the local authorities, such as the police</td>
</tr>
<tr>
<td></td>
<td>• Ascertain what further assistance is needed from mission personnel</td>
</tr>
<tr>
<td></td>
<td>• In situations of a capacity-building mandate, advise local authorities where needed</td>
</tr>
</tbody>
</table>
### 3.2.2 Informed at facility (community centre, police station, hospital, etc.)

<table>
<thead>
<tr>
<th>Local authorities attended</th>
<th>Local authorities not yet attended</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Obtain particulars of victim/survivor(s)</td>
<td>• Obtain particulars of victim/survivor(s)</td>
</tr>
<tr>
<td>• Identify if local police attended to the incident and if relevant services were rendered</td>
<td>• Arrange interview with victim and/or witnesses and obtain all relevant information (5W+H)*</td>
</tr>
<tr>
<td>• Arrange interview with victim and/or witnesses and obtain all relevant information (5W+H)*</td>
<td>• Provide victim support</td>
</tr>
<tr>
<td>• Follow up with the local authorities, such as the police, if the incident was attended to, to obtain the relevant information</td>
<td>• Refer victim/survivor to local authorities/police for reporting</td>
</tr>
<tr>
<td>• Establish if all relevant services were rendered to the victim/survivor and other relevant individuals (family, community, etc.)</td>
<td>• Contact the local authorities, such as the police</td>
</tr>
<tr>
<td>• Ascertain what assistance is needed from the mission personnel</td>
<td>• Ascertain what further assistance is needed from the mission personnel</td>
</tr>
<tr>
<td>• In situations of a capacity-building mandate, provide advice if needed</td>
<td>• In situations of a capacity-building mandate, advise local authorities through process where needed</td>
</tr>
</tbody>
</table>


### 3.2.3 Information on incident that recently happened – victim on scene

<table>
<thead>
<tr>
<th>If information is received by telephone, the following should be done:</th>
<th>First responders on the scene should do the following:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Obtain information of the caller, the victim, the place of the incident and the current location of the victim</td>
<td>• Inform the Joint Operations Centre (JOC) of arrival and give GPS coordinates/location (if received information from mission and was sent to scene)</td>
</tr>
<tr>
<td>• Provide information to mission staff available in the environment to respond to the incident. It is important to ensure that police members are involved whenever possible</td>
<td>• Record time of arrival and first observations</td>
</tr>
<tr>
<td>• Contact the relevant local authorities so that they can respond to the incident</td>
<td>• Identify whether anyone has interfered with the scene</td>
</tr>
<tr>
<td>• Stay in communication with personnel at the crime scene, either by telephone or by radio</td>
<td>• Secure the crime scene and/or evidence</td>
</tr>
<tr>
<td>• Arrange backup and further response as needed</td>
<td>• Identify priorities and assign tasks to colleagues</td>
</tr>
<tr>
<td>• Identify and conduct preliminary interviews with informant/victim/witnesses</td>
<td>• Identify the victim/survivor(s) and witnesses</td>
</tr>
<tr>
<td>• Collect brief information about the crime</td>
<td>• Ensure the safety of the victim and witnesses</td>
</tr>
<tr>
<td>• Consider same-sex interaction for sensitive approach</td>
<td>• Consider same-sex interaction for sensitive approach</td>
</tr>
<tr>
<td>• Determine the exact location of the crime scene</td>
<td>• If possible, take photos of the crime scene and evidence</td>
</tr>
</tbody>
</table>

Continued on page 6–7
Gender Mainstreaming and Dealing with Sexual and Gender-based Violence in Peace Operations

### 3.2.4 Information from external source/informer

Information on alleged SGBV crimes and other incidents is often received from external sources, such as representatives of member states, specific communities or other interested parties. Taking into consideration that any such atrocities lead to widespread interest and enquiries, it is of the utmost importance to get as much information as possible and respond effectively. Although reports are not always substantiated, it is important that every report be dealt with as a potential actual incident. These reports are normally received via telephone or e-mail.

On receipt of such information the following shall be done to ensure effective response:

- Record all details accurately:
  - Informant’s full names
  - Organisation/group/community
  - Address/place of residence
  - Phone number (if available)
  - Any other information to help locate the informant at a later stage
  - Telephone number and location where informant is calling or contacting from (if available)

- Obtain the following details from the informant:
  - **What** happened?
  - **Where** did the incident take place? (location)
  - **When** did the incident take place? (date and time)
  - **Who** is the victim(s)? (names if available, description, group, number, etc.)

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**If the victim is deceased:**

- Avoid moving body when checking for signs of life
- Consider own safety when checking body fluids, concealed weapons and sharp instruments
- Consider that the body becomes an exhibit/evidence and secure
- If the body must be moved, mark its position and, if possible, take a photo
- If body is moved, do not move it back to original position

**If and when the local authorities (police) arrive:**

- Hand the scene over to them
- Provide them with all information that was obtained
- Provide them with first observations
- Determine if they need any assistance
- If mission police are on the scene – provide advice and assistance as needed
- Monitor and follow up on crime registration and investigation

Although reports are not always substantiated, it is important that every report be dealt with as a potential actual incident.
• **Who** is the offender(s)? (names if available, description, group, number, etc.)
• **Where** is the victim(s)?
• **Where** is the offender or in which direction did they go?
• **What** weapons and transport were used by the offender(s), if any?
• **Why** did the incident occur? (situation leading to the incident)
• **How** was the offence committed? (modus operandi)
• **How** did they get the information?
• **What** action did the informant or anybody else already take in relation to the incident?

If the informant is at the scene of the incident, ask the informant to:
• Guard the scene
• Keep any victims, witnesses or suspects at the scene, if possible
• Touch nothing

In addition, do the following:
• Inform the supervisor for further action and advice
• If it is a serious incident or allegation, inform the Mission Management immediately for a decision and further action
• Compile incident report to inform relevant role players

### 4. VICTIM SUPPORT

This section discusses issues related to victims, victim support, the legal and judicial framework, how to minimise trauma, medical and psychological support, and supporting structures.

#### 4.1 VICTIM – DEFINED

A **victim** (sometimes also called a **survivor**, or both) is a person who, individually or collectively, has suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of their fundamental rights, through acts or omissions that are in violation of criminal law operative within member states.

Victims of SGBV may:
• Fear for their personal safety or the safety of their children
• Fear for the safety of family member(s)
• Fear that children will be apprehended or taken away
• Be negatively influenced and stereotyped by their family or members of the community
• Experience low self-esteem and self-blame
• Experience pressure from the religious or cultural community
• Experience social isolation and absence of a support system
• May not be taken seriously by the authorities (they could deny, minimise or justify the violence)
• Receive little legal information about victims’ rights
• Have limited access to doctors, clinics, nurses or hospitals
• Have limited access to legal counsel
In situations where the SGBV is linked to a domestic relationship the victim may also be subjected to the following:

- Emotional attachment and loyalty to the abuser
- Economic dependency on the abuser

Victims have special rights, and personnel in peace support operations have a responsibility to protect and respect the rights of victims/survivors of SGBV.

4.2 CONCEPT OF VICTIM SUPPORT

Victim support refers to the services, advice and counselling provided to victims of SGBV by a government, mission, SGBV partner organisation, or individuals dealing with SGBV prevention and response. It also includes the referral of victims to other partner agencies based on their individual needs. Some of the response activities may include proactive measures put in place to ensure effective response and victim support during incidents.

4.2.1 Legal and judicial framework

The following are the responsibilities of the host state authorities/agencies:

- Making and enforcing laws that condemn all forms of SGBV
- Capacitating judiciaries and rule of law actors with the means to bring perpetrators to book
- Establishing special investigative and prosecuting units/capacity

The mission and agencies can support and advise the host state authorities/agencies by:

- Advocating, networking and coordinating victim support efforts with other partners
- Building capacity (training, development and resources)
- Reporting incidents of SGBV to the authorities

4.2.2 Education on rights

- Support training and programmes at the community level that assist victims of SGBV.
- Educate the victim on her/his rights and the assistance available.
It is important to take steps limiting the chances of re-traumatisation.

**4.2.3 Minimise trauma**

It is important to take steps limiting the chances of re-traumatisation. The following actions need to be taken:

- Provide advocacy and support to host state authorities on the rights of victims and handling of SGBV in a sensitive manner.
- Sensitise and train peace support staff on dealing with and supporting victims of SGBV.

**4.2.4 Medical and psychological support**

- Inform the victim of services available by the host government, in their communities and by relevant partners.
- Refer to healthcare and psychological services (including anti-retroviral treatment).
- If relevant services are not available in the community, involve partner organisations and agencies, depending on the needs.
- Arrange to have the victim transported to medical facilities.

**4.2.5 Support during legal process**

- Explain to the victim the legal process and procedures that will be followed.
- Identify witnesses in support of the victim.
- Explain to the victim the reason for not washing until the medical examination.
- Provide the victim with a copy of the medical examination for post-sexual assaults and tell her/him to have it completed by the medical practitioner as part of the medical examination.
- Listen to and validate the victim’s version of events.
- Inform the victim that they have access to legal counsel.
4.2.6 Supporting structures

- Identify and train community volunteers as first-level counsellors/advisors.
- Establish victim support groups (victims, families, communities).
- Refer to relevant organisations and other support groups.

5. VICTIM AND WITNESS PROTECTION

Victims/survivors and/or witnesses may be in danger and fear for their own safety, and may therefore need additional protection. Different justice systems provide different forms of protection to victims/survivors of SGBV. Some countries will have well-developed laws and systems to respond and protect victims, while others may have none at all. In conflict and post-conflict environments the criminal justice system has collapsed and is unresponsive when it comes to victim and witness protection.

Depending on host state capability and the local context, options for victim and witness protection could include places of safety, arrest, restraining orders, detention and imprisonment, and orders restricting an offender’s actions while he is on probation or parole.

The first responder needs to assess the level of risk faced by the victim/survivor and/or witnesses to determine whether additional measures are required to protect them from threats, continued victimisation, intimidation and/or retaliation. Such measures can include:

- Creating a personal safety plan
- Facilitating help and counselling from specialised victim service workers
- Moving to a specialised shelter or, in extreme cases, relocating out of the community
- Allowing victims and witnesses to present their evidence from behind a curtain (to help protect confidentiality and privacy and to shield them from their attacker)
- Giving evidence by video
- In extreme situations, providing protection in mission facilities (necessary procedures have to be followed)

6. INTERVIEWING METHODOLOGY

This section discusses how to conduct preliminary interviews, key questions to ask, factors for consideration during interviews, how to engage language assistants, and how to interview children and people with disabilities.

6.1 FIRST-RESPONDER INTERVIEWS

The first-responder interview is a structured and informative conversation to obtain initial information related to the incident. The preliminary interviews are not aimed at conducting a complete investigation, but lay the foundation for further investigation. First responders conduct preliminary interviews with victims, witnesses and/or other persons with the intention to:

- Identify potential witnesses
- Establish the elements of the crime/incident
- Confirm, clarify and expand on initial information
- Identify evidentiary considerations for crime scene response
• Identify the needs of the victim
• Determine the presence and/or movement of alleged perpetrators
• Identify the need for additional resources and specialists
• Gather information for further investigation
• Determine facts for effective reporting

The chain of evidence is essential to effectively investigate and prosecute a case. During the investigation of the crime/incident, first responders are expected to give evidence on their observations and actions during their response to the incident.

6.1.1 The six questioning elements (5Ws+H)

The six questioning elements (5Ws+H) will help to structure preliminary interviews and note taking. Different situations may call for different levels of information on each of the six questions. There is no specific order in which the question elements are used. One may be required to revisit any of them in no specific order.

**WHAT**
- What happened? (Incident, accident, etc.)
- What crime was committed?
- What was the role of all involved?
- What happened after the incident?
- What was done to deal with the situation, victim or perpetrators?

**WHO**
- Who is the victim/survivor(s)? Obtain name, age, grouping, ethnicity and gender
- Who is the perpetrator(s)? Obtain name (if available), description, ethnicity, grouping and number of perpetrators, gender?

**WHERE**
- Where did the incident take place? Address and description of place. Obtain landmarks, distance from towns, villages, etc.
- Where did the victim go after the incident? Direction, or specific place.
- Where did the perpetrator go after the incident?

**WHEN**
- When did the incident take place? Date and time.
- When did various individuals receive the information?
- When was the local authorities contacted and when did they attend to the incident (if they were contacted)?

**WHY**
- Why did the incident occur?
- Was there any other conflict leading to the incident?
- Why was the crime not reported earlier (if it was not done immediately)?

**HOW**
- How did the incident take place? This is also called the modus operandi. It entails the method, techniques and means used.
- How did the perpetrator approach the victim? Level of violence, solicitation or other approach
6.1.2 Factors for consideration during the interview

To prevent confusion and unsettling the interviewee it is advisable that only one person conducts the interview. The role of the partner is to listen, watch and take notes and ensure that the interview plan is followed. No unnecessary onlookers or other colleagues may be present at the interview. The partner must note any contradictions, mistakes or lapses of memory in the testimony of the witness/victim and bring these to the attention of the interviewer at a later stage.

While conducting interviews, the following elements should be considered:

- **Sensitivity**, for the victim, family and community
- **Fear of retribution** against the person, family and community
- **Culture, norms, beliefs and practices** with regard to gender and crimes of SGBV
- **Level of understanding and communication** of person being interviewed
- **Level of experience** of interviewer in conducting SGBV-related interviews
- **Respect for dignity and personal space** of the interviewee
- **Privacy**, or an environment that is suitable for conducting the interview
- **Using language assistants**
- **Mandate, roles and responsibilities**
- **Human rights**
- **Own biases**
- **Special needs** of victims, including those of children and people with disabilities
- **Separation** of persons to be interviewed
- **Possible ulterior motives** – this must only be kept in mind and not be expressed

6.2 Qualities of a Good Interviewer

<table>
<thead>
<tr>
<th>Sensitivity</th>
<th>Flexibility</th>
<th>Discretion</th>
<th>Good interpersonal communication</th>
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<tbody>
<tr>
<td>Knowing how to listen</td>
<td>Understanding</td>
<td>Patience</td>
<td>Experience and credibility</td>
</tr>
<tr>
<td>Methodological approach</td>
<td>Attention to detail</td>
<td>Effective use of questions</td>
<td>Check and double-check</td>
</tr>
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</table>

6.3 Considerations for Using Language Assistants

- Plan for the presence of language assistants in SGBV incidents – this may also include preparation and training of language assistants beforehand.
- Explain the procedure and rules to the language assistant before meeting with victims/witnesses.
- Consider the language assistant’s knowledge of the cultural context and expressions.
- Where possible, identify a language assistant of the same sex as the victim/witness.
Cases involving children or persons with limited intellectual and mental abilities must be approached with special sensitivity and understanding for their needs.

- Know the background of the language assistant to understand the possible dynamics, e.g. own interest if from the community and resistance from community if from an opposing group. Where possible it is preferable that the language assistant comes from outside the community.
- Be aware of the need for and put in place mechanisms to ensure that the language assistant translates and repeats the exact words being interpreted.
- Sometimes, for purposes of criminal proceedings, the language assistant will have to submit a statement or certificate outlining his/her qualifications and competency in the language that he/she is translating.
- Be aware of the possibility that the safety of the language assistant may be put at risk and she/he may become a target for retaliation.
- It is strongly recommended that language assistance form part of relevant training courses.

6.4 ADDITIONAL CONSIDERATIONS FOR INTERVIEWING VICTIMS OF SGBV

- Reassure and validate: Assure victims that their emotional reactions to the crime are not uncommon.
- Attend to the immediate safety and security needs of the victim. Reassure the victim that they are safe during the interview and express your willingness and availability to also work on longer-term safety needs.
- Attend to basic needs: Victims may be in need of immediate accommodation, food or clothing.
- Accept and deal with hostility: The interviewing officer needs to be aware that, in conflict or post-conflict environments, victims can be hostile towards the police. They may blame the police for failing to protect them from past abuses, or perhaps host state police or security forces were involved in criminal acts that are yet to be resolved. They may also view the host government authorities as being part of the ‘enemy’.

6.5 INTERVIEWING CHILDREN OR PEOPLE WITH LIMITED MENTAL ABILITY

Cases involving children or persons with limited intellectual and mental abilities must be approached with special sensitivity and understanding for their needs. The first responder/interviewer therefore must act cautiously and wisely.

Very young children can forget important elements. Older children or teenagers will sometimes be reluctant to talk about an event that caused them a lot of suffering, or which was particularly humiliating or degrading. Individuals with limited mental capabilities may also experience the incidents at the same level as a child.

In cases of sexual assault, adult victims/survivors are able to explain what happened, show the crime scene, identify possible witnesses of the event and provide information about the identity of the suspect. In situations where a child or a person with mental disability is the victim, there is often another person(s) who receives the information verbally from the victim/survivor. This approach will allow the interviewer/first responder to have a good idea of how the event unfolded, which will assist in conducting an interview with the child victim/survivor.
The following points assist in obtaining information from and interviewing children or people with special mental needs:

- Where possible, use a specialist in dealing with children.
- Identify the witnesses to whom the first report was made.
- Create a connection through paying attention and befriending the person.
- Explain the purpose of the interview and the interviewer, as well as the fact that it is aimed at helping them.
- Inform them that they do not have to be afraid and what they say will not lead to any harm to themselves, their family or relatives.
- Avoid using direct language that indicates rape, sexual abuse or any other terms that can suggest ideas to the child/person.
- Do a pre-interview. Ask the child/person to tell you about something they did/experienced recently. For example, ‘I heard you visited your grandma recently, can you tell me about that?’ Use an unrelated matter that will put the child/person at ease and establish the level of communication.
- Begin the interview after some rapport has been established, build on why the interview is taking place and ask the child to tell you more about the incident.
- Use simplistic language.
- Maintain a neutral attitude and refrain from looking surprised, praising them or asking leading questions.
- On concluding the interview ask if there is anything else he/she would like to tell you.
- Explain the process that will follow the interview.
- Do not make promises.
- After the interview, change the conversation to something unrelated to the investigation. This will help to leave him/her with a neutral or pleasant memory of the interview.

6.6 INTERVIEWING PEOPLE WITH DISABILITIES/SPECIAL NEEDS

People with disabilities, e.g. people who are deaf, dumb or blind, have special needs to communicate and interpret their observations. They must be approached with the necessary empathy without making them feel inferior. Please apply the following principles during the interview:

- Avoid labelling or defining victims by their disability.
- Avoid referring to the disability.
- Bear in mind that the person does not necessarily identify as having a disability.
- Determine the method by which a deaf/dumb person wants to communicate, and then begin using it your immediately. This can be done through initially communicating through writing, if possible.
- Signal presence by waving your hand or gently – so as not to startle – touching the person on the arm or shoulder if they do not notice you.
• Use a sign language interpreter, if available – victims may not be literate in written English but may know sign language.

• Do not assume that victims are unable to speak or use their voices.

• If a person is in a wheelchair or on the ground due to a disability, sit down next to the person to ensure effective eye contact and to prevent discomfort for the person.

7. CRIME SCENE AND EVIDENCE MANAGEMENT

This section covers issues related to the crime scene, evidence, types and categories of evidence and how to secure the crime scene and evidence.

7.1 CRIME SCENE

A crime scene can be defined as a location where a crime took place or a location or person where evidence from a criminal act may exist. In this context, physical location refers to any conceivable physical location such as structures (whether temporary or permanent), vehicles or forms of transportation (motorcycle, bike, carriage, etc.) or a physical area (park, cemetery, water point at an IDP camp).

There may be primary, secondary and often tertiary crime scenes. For instance, the police may use a warrant to search a suspect’s home. Even though the suspect did not commit the crime at that location, evidence of the crime may be found there. In another instances, an offender may kidnap at one location (primary crime scene), transport the victim (the car being a secondary crime scene), commit a rape or murder at a third location and then dispose of the person/body at a fourth scene.

A crime scene is thus any location where evidence of a crime may be found. It is not necessarily where the crime was committed.

7.2 EVIDENCE

The key to any successful criminal investigation and prosecution is the quality of evidence obtained at the crime scene and throughout the investigation. The more evidence collected, the greater the likelihood that the charges can be proved and thus result in a successful prosecution.

Evidence and crime scenes go hand in hand; they are linked and related to one another. Potentially, evidence can be collected at all crime scenes; this is why everything possible has to be done to identify and preserve crime scenes for the purpose of collecting evidence. If one does not know the location of the crime scene, then there is no place look for and collect evidence.

‘Evidence’ is all the tangible (physical/concrete) and intangible (information) elements that together prove or disprove the elements of a crime. In this context, evidence refers to:

• Something that can prove or disprove a crime/incident
• Something that can be complicated and scientific (e.g. collecting fingerprints or DNA samples)
• Something that can be straightforward and non-scientific (e.g. a witness statement)
• Evidence in situations of SGBV can include both scientific and non-scientific components.
7.3 SECURING A CRIME/INCIDENT SCENE AND EVIDENCE

To secure a crime/incident scene and evidence, it is advisable to consider the following:

- Use barrier tape or crime scene tape to cordon off the crime scene.
- Record the exact location of primary and secondary crime scenes.
- Secure and control access to the crime scene.
- Appoint responsible persons to control access to the crime scene, i.e. record the details of all persons entering the crime scene.
- Identify and record any potential pieces of evidence at the crime scene – i.e. pieces of clothing, visible signs of struggle, empty glasses and bottles of alcohol, personal belongings of the suspect(s), and personal belongings of the victim.
- Sketch and record the layout and location of pieces of evidence at the crime scene.
- Advise victims on the need to secure physical and/or forensic evidence.
- Secure the availability of witnesses.
- Record all steps taken to secure the crime scene.
- Hand over the crime scene to the investigative officer.
An advisory role can be played by the police component to assist the host police where capacity building is part of the mandate and the local police are at the scene.

NOTE:
In the context of peace support operations, the resources available to collect evidence at crime scenes and analyse it afterwards are often very basic and limited. This requires that first responders and investigating officers be creative and make use of all the resources at their disposal. Photographic evidence and effective recording of the crime scene and evidence are essential to serve as record and proof of evidence collected at each scene of the crime.

8. DEALING WITH ALLEGED MASS SGBV

Alleged serious and large-scale incidents of SGBV, such as mass rapes, are not commonly reported or dealt with. They are mostly brought to the attention of the mission through informers, the international community or the media. Such incidents are considered war crimes and the mission has the responsibility to investigate and report to the UN/AU.

Should mission personnel on patrol, however, identify a situation of mass SGBV atrocities, the mission headquarters must immediately be informed for decision-making and further action. The further handling of such an incident or alleged incident shall be determined, managed and directed by the senior management.

If there is any evidence available, such evidence must be dealt with in accordance with ‘crime scene and evidence management’ as set out above.

8.1 PROCESS

When information on crimes of SGBV is received, the following should be done:

- Inform Head of Mission (HoM), who will call for a PoC crisis management team to be formed.
- HoM informs UN or AU headquarters.
- HoM or a deputy HoM shall lead such a team.
- Establish a crisis management centre for coordination, monitoring and reporting purposes.
- Human Rights section assumes the leading role in the process with the support of all other substantive components (military, police and civilians).
- Communicate with the host state authorities.
- Involve the host state authorities at political and grassroots level.
- Involve UN agencies (Country Team).
- Implement joint planning for response to the incident.
- Identify a joint and multidisciplinary investigation team (include host state partners).
- Identify the role and responsibility of each team member.
- Go to scene for confirmation, investigation and support.
- Present a joint report with findings to the UN/AU.
8.2 CONSIDERATIONS
To handle issues of SGBV, the following points should be considered:

- Follow principles and approaches with regard to management of crime scenes and evidence, interviewing and victim support.
- Follow neutral approach due to political sensitivity.
- Base actions on facts, as allegations may also be aimed at political gain or alternative motives.
- Follow one channel of reporting to ensure congruency in information.

9. DEALING WITH VICTIMS WHO ARE MISSION PERSONNEL
This type of incident is rare, but needs proper attention when it happens. The perpetrators may be mission personnel or from the local community.

When the perpetrators are mission personnel, UN Department of Safety and Security (UNDSS) personnel lead and coordinate the investigation within the framework of internal disciplinary and administrative procedures.

In situations where the perpetrators are from the local community, the following process shall apply:

- UNDSS coordinates in close collaboration with the Mission Legal Services.
- Report to local authorities (police and prosecution).
- Conduct a medical examination.
- Ensure that all evidence is obtained and provided to the local authorities for investigation.
- Provide victim support – to be led by the Mission Welfare Office.
- Inform and collaborate with the police- or troop-contributing country when the victim is from military or police components.
- Arrange for local legal counsel to support the victim.
- Where necessary, arrange for the extension of the victim’s term of duty or make special arrangements to ensure the victim’s availability during the investigation and court process.
- In this process apply all the relevant principles for interviewing, victim support and management of crime scenes and evidence.

10. COORDINATION OF MISSION PARTNERS IN SGBV RESPONSE
Partners in mission areas must coordinate their efforts in responding to reported SGBV in order for these to be successful. Uncoordinated approaches often lead to the re-traumatisation of victims, less effective response and prevention measures, waste/duplication of resources, conflicting views and different prioritisation of efforts and services.

When partners do not coordinate effectively during their response to SGBV incidents, it has a negative and traumatising impact on the victims/survivors when they have to repeatedly brief different role players. It is therefore essential that the mission has an SGBV response plan to ensure effective coordination and prevent duplication.
It is important that the different mission components and units have a clear understanding of what role each of the mission partners plays when responding to SGBV. They also have to clearly understand the availability and responsibility of external partners, such as host state institutions, civil society and NGOs.

The following mission partners are at the core in responding to SGBV incidents:

- **Police**
  - Take charge of the situation until local authorities can take over.
  - Oversee securing of the scene and evidence.
  - Interview victim or witnesses to obtain information.
  - Advise local police on dealing with the crime scene, witnesses, victim and investigation.
  - Advise victim/community/witnesses on legal processes to follow.
  - Act as the link between victim/witnesses and other partners.
  - Closely coordinate with Human Rights Unit in situations of mass SGBV.
  - Collect all relevant information for reporting.

- **Human Rights Unit**
  - Identify if any human rights abuses took place.
  - Coordinate follow-up and investigation of mass SGBV incidents.
  - Advise local authorities on the application of human rights principles in dealing with the incident(s).

- **Gender Unit**
  - Advise local authorities and mission role players on the gender aspects in dealing with the incident.
  - Coordinate with relevant external organisations that can provide necessary victim and other support.

- **Child Protection Unit**
  - Advise local authorities and mission role players on dealing with child victims and perpetrators.
  - Coordinate with relevant external organisations that can provide necessary support to children.

- **Humanitarian/PoC Unit**
  - Coordinate with humanitarian actors that might be able to provide additional assistance and support based on the situation on the ground.

- **Military**
  - Provide outer parameter protection to mission and other role players.
  - Protect scene and evidence.
  - Provide medical support where necessary.
  - Collect relevant information where the police are not present.

In most instances it will be the police and/or military that will be the first responders. In the absence of other partners, it is their responsibility to identify the need for additional response and to inform and involve other partners as the need on the ground may determine.
11. REPORTING

In this section, the types of reports and the key elements that should be included in reports are discussed.

11.1 TYPES OF REPORTS

To report SGBV, various types of reports are used in the mission. The two important ones are the Incident Report and the Situation Report.

The Incident Report is a short report that should be submitted immediately (within two hours) after the information has been received to inform the relevant incumbents that such an incident has been reported and/or responded to. This report is short and only gives an indication that such an incident has occurred. Since this type of report is produced at an early stage, it is important to indicate that all relevant information is not yet available. It should also state whether the information is still based on allegations or whether it has been verified or is in the process of verification.

The Situation Report is a complete report that is submitted after the information has been verified and confirmed. Several situation reports may be compiled for a specific incident, depending on the magnitude of the situation and as long as the incident is still being attended to and followed up. After the first situation report, follow-up reports will be produced to indicate progress and the situation at different stages.

11.2 WRITING PRINCIPLES

Report-writing principles include the following:

- **Accurate**: Use clear, specific and precise language. Make sure the facts are clear to you before you describe them in a report. Do not confuse facts with hearsay or opinions.

- **Brief**: A report must be short and concise, but long enough to cover all the essentials. Avoid irrelevant information. Add details only when necessary. A brief and well-written report is more effective than a long extended report.

- **Complete**: Partial facts can create a misleading picture. A good report should include all the relevant facts in order to come to a logical conclusion. When notes are taken, record things in sequence for clarity.
Clear: Make it simple and avoid ambiguity in the report in order to convey the intended message. All reports should be worded carefully so that the information is clear to the reader. Facts should be presented in a chronological order. Use short sentences. Give a short title for the event.

Objective: Keep the report objective and unbiased by stating the facts as they are without adding personal opinions. Report all facts, even if they are advantageous to the alleged offender. Noting the sensitive nature of SGBV-related incidents, it is important to provide the facts in a manner that is not offensive to any stakeholder.

Well formatted: The format of a report is relatively simple. Begin with the personal data, then the report data and finally the conclusion. The information in the report has to be in a chronological order so that it reflects the sequence of the events/incidents.

11.3 ELEMENTS OF INFORMATION

The 5Ws+H principle also applies to writing reports.

The following are essential elements of information that must be captured in a report.

When:
- Date and time of the entry
- Date and time of incident/event
- Date and time of response

What:
- Description of incident
- What crimes were committed?
- What injuries were incurred?

Where:
- Place where incident took place
- Describe place, e.g. veld, town, village
- Include GPS reference where possible
- Where did perpetrators come from/go to?

Who:
- Who was the victim – name where available?
- Description of victim, e.g. age, gender, ethnicity
- Who was the perpetrator – name where available?
- Description of perpetrator, e.g. age, gender, ethnicity, relation to victim
- Particulars of witnesses
- Who provided the information?
- Who was informed about the incident?

Why:
- Why did the incident take place?
- Was there any conflict or other incidents leading up to the specific incident?

How:
- How did the incident take place?
- How was the information first obtained?
12. CONCLUSION

SGBV crimes and incidents are found in any society, but become a bigger challenge in conflict and post-conflict situations. One the one hand, SGBV is used as part of the methods to subdue and abuse opposing groups and/or innocent civilians while, on the other hand, the ability of state institutions to respond to the situation is diminished.

Dealing with and responding to the threat of SGBV is an integral part of a mission’s mandate to protect civilians. It is important that mission personnel are conversant with the role of each partner and stakeholder in responding to such incidents and dealing with victims, witnesses, crime scenes and evidence. The sensitivity of dealing with SGBV incidents and the victims always takes precedence in all decisions made and processes followed by mission personnel.

It is important that the response to SGBV is comprehensive and provides for the effective collection of information that can be collated and analysed to identify the root causes and contributing factors, with the aim of preventing this phenomenon.

13. REFERENCES

eHow, Responsibilities of the first responder http://www.ehow.com/about_5434808_definition-first-responder.html#ixzz1x2nIgHk


Analysis of SGBV

Learning objectives

At the end of the module participants will:

- Demonstrate a greater understanding of the need and principles for analysis of SGBV
- Demonstrate the ability to analyse SGBV in conflict and post-conflict environments

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1. BACKGROUND

Personnel in a peace support operation have the responsibility to implement strategic and operational initiatives to support the host state in protecting the population in the conflict and post-conflict situation, towards building sustainable peace. Such initiatives should be based on sufficient information and effective decision-making, including in responding to and preventing SGBV.

Understanding and profiling the environment, coordinating information, and analysis thereof are essential in providing the necessary guidance to decision makers. It is also important that mission personnel at different levels effectively utilise the analytical products.

2. RATIONALE FOR ANALYSIS

SGBV analysis provides peace support operations, host state authorities and the community with the means to obtain a detailed ‘bigger picture’ of a crime situation. SGBV analysis also assists in creating a better understanding of the root causes of and contributing factors to a crime. Thus it enables different actors to proactively design and implement strategies for responding to and preventing SGBV crimes effectively and timely. Helping different actors to work together, SGBV analysis maximises limited law enforcement resources in mission areas.

3. PROFILING

IMPORTANT:

Mission personnel shall first seek to understand their community before trying to address the problems/concerns/needs of the community!

They shall also seek to understand the activities, structure and abilities of the host state’s security and justice institutions before trying to mentor and advise them on how to approach and deal with problems/concerns/needs related to SGBV in the community.

Understanding the profile of the environment in which a crime of SGBV takes place is an important basis for analysis. Thus peace support operations need to have an understanding of both the community profile and the profile of the host state’s security and justice institutions.

A community profile refers to a holistic picture that consists of the various components of a community, such as: geographic boundaries; political constituencies; demographic features and projections; economic drivers and trends; socioeconomic situation; social needs; access to services; education; healthcare; basic services; culture; ethnicity; groupings; transportation options; access routes; and conflict dynamics. A community profile provides the background whereby information can be gathered, collated, analysed and categorised. It further creates an understanding of the dynamics within communities. A community profile assists in developing strategies and solutions that consider the realities and context on the ground.

The profile of the host state’s security and justice institutions refers to a situation report on various key components of the local police, security institutions, rule of law capabilities and justice system. Combining the key components produces a profile of the local capacity and capability to deal with the specific crime situation and incidents.
Such a profile can include structure; divisions/components/units; primary roles and responsibilities; command and control; strategic priorities and objectives; operational priorities and objectives; communication channels; capacity; capability; specialist units and abilities; community policing initiatives; detention facilities; human resource development initiatives; challenges; needs; lessons learned; good practices; and contact details.

The availability and understanding of a profile on the host state’s security and justice mechanisms enables mission actors to provide the relevant support and fill the gaps where possible. It also enables the mission to give the best possible guidance, advice and training to help the host state protect and serve its communities. Knowing the capacity and capabilities of the host state allows for feasible strategies and solutions to respond to and prevent SGBV.

It is equally important that the host nation’s law enforcement agencies have a proper understanding of the capacity and the capabilities of the mission, its components, strength and mandate. It is therefore recommended that a profile of the mission be made available to the host state partners and other stakeholders. This way, expectations can be managed and partners can work together to develop and implement strategies and solutions that are practical, realistic, and consider the capabilities and objectives of the host state's security, rule of law and judicial organs.

4. INFORMATION GATHERING AND COLLATION

The Joint Mission Analysis Cell (JMAC) is responsible for the overall coordination, collation and analysis of all information in relation to crime, incidents and the security situation in the mission. It is the responsibility of all mission components to actively participate and ensure that both information and reports are provided on a regular basis to JMAC.

The types of information that are gathered and utilised for SGBV analysis include the following:

- Statistics of SGBV incidents and/or crimes
- Any SGBV-related information received from informers
- Comments, observations and ideas from the community
- Comments and observations of the host state authorities
- Own observations at the scenes of SGBV incidents
- SGBV follow-up information

Collating information linkages determines possible assailants/perpetrators; target groups; geographical ‘hotspots’; modus operandi; and incident time lines. Combining this information with the available profile information results in the possible identification of root causes of and threats contributing to SGBV.

5. SGBV CRIME ANALYSIS

According to the International Association of Crime Analysts, crime analysis is both a profession and a set of techniques. The professionals who perform crime analysis, and the techniques they use, are dedicated to helping the organisation to become more effective through better information. The information that an analytical product provides can help to:
• Solve crimes
• Develop effective strategies and tactics to prevent future crimes
• Find and apprehend offenders
• Prosecute and convict offenders
• Improve safety and quality of life
• Optimise internal operations
• Prioritise patrol and investigation
• Detect and solve community problems
• Plan for future resource needs
• Enact effective policies
• Educate the public

The term ‘public safety analysis’ is also used, and is applicable to SGBV analysis in the peace support operations environment as it links to the PoC mandate.

Within the mandate of the mission, the analysis serves as a tool for redressing problems and as an early warning mechanism to prevent or timeously respond to incidents. In addition to their stated benefits, analytical products help to provide information for the capacity building of host state mechanisms.

5.1 ANALYTICAL QUESTIONS

Crime analysis is done based on data, statistics and other available information to understand the 5W+H of the crimes of SGBV in the area of operation.

<table>
<thead>
<tr>
<th>Question</th>
<th>Examples of questions to be used in the analysis of SGBV</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Who</strong></td>
<td>• Who are the victims of SGBV (description)?&lt;br&gt;• Who are the offenders of SGBV (description)?&lt;br&gt;• Who is responsible for responding to the problem?&lt;br&gt;• Who can help me solve the problem?</td>
</tr>
<tr>
<td><strong>What</strong></td>
<td>• What acts of SGBV are taking place?&lt;br&gt;• What are the root causes identified for SGBV?&lt;br&gt;• What factors are contributing towards the vulnerability of victims of SGBV?&lt;br&gt;• What social conditions are contributing to the problem of SGBV?&lt;br&gt;• What political conditions are contributing to the problem of SGBV?&lt;br&gt;• What has been done to address the problem? Did it work or not?</td>
</tr>
</tbody>
</table>

Continued on page 7–6
### Question Examples of questions to be used in the analysis of SGBV

<table>
<thead>
<tr>
<th>Question</th>
<th>Examples of questions to be used in the analysis of SGBV</th>
</tr>
</thead>
</table>
| **What** | - What are the threats posed to the community by the problem of SGBV?  
- What is the relationship between the victims and the offenders?  
- What is the mental condition and behaviour of the offenders?  
- What are the socioeconomic conditions?  
- What are the psychological conditions of the community, victims and offenders?  
- What political factors are influencing the problem? |
| **When** | - When are acts of SGBV committed?  
- When did the first acts of SGBV start taking place?  
- When was the last report/incident? |
| **Where** | - When are acts of SGBV committed?  
- When did the first acts of SGBV start taking place?  
- When was the last report/incident? |
| **Why** | - Where are the crimes of SGBV taking place? (location)  
- Where is the location? (rural area, suburb, IDP camp, open field, water point, etc.) |
| **How** | - How are acts of SGBV committed?  
- How can I help solve the problem? |

### 5.2 Analytical Terminology

- **Crime patterns** are generally defined in geographic terms – a pattern of a specific crime type as clustered in a geographic area. However, a pattern of crime may transcend geography. A pattern implies similarities that are repeated. Therefore, for a crime type to exist in a pattern, it must have at least one variable that seems to repeat, whether it is location, time, target or modus operandi (MO).

- **A crime series** is a crime pattern wherein there is reason to believe the same person(s) committed the crimes. Identifying an existing crime series as early as possible is a primary mission of tactical crime analysis. By examining the MO pattern the analyst can come to some conclusions regarding the dates, times and locations of future criminal events committed in the series.

- **A crime trend** is the direction or movement of crime and reflects either no change or increases/decreases in crime frequencies within a specific jurisdiction or area.

- **Crime hotspots** refer to areas of concentrated crime.

- **A crime threat** refers to the eventuality/possibility of specific crimes being committed based on historical information combined with other information/intelligence.

- **Modus operandi** is a Latin phrase meaning ‘method of operation’. The term is used to describe someone’s habits of working, particularly in the context of business or criminal investigations. The terminology is often used in police work when discussing a crime and addressing the methods employed by perpetrators. It is also used in criminal profiling, where it can help in finding clues to the offender’s psychology. It largely consists of examining the actions used by the individual(s) to execute the...
crime, prevent its detection and/or facilitate escape. A suspect’s MO can assist in his/her identification, apprehension or repression, and can also be used to determine links between crimes.

5.3 SGBV CRIME MAPPING

**Crime mapping** refers to the practice used by crime analysts and law enforcement agencies to manually (e.g. pinned maps) or electronically (e.g. use of computerised mapping software, GIS or crime-analysis mapping) map specific locations of incidents of crime and related information, to help visualise and analyse crime incident patterns. Crime mapping is a key component of crime analysis and allows crime analysts and law enforcement agencies to:

- Identify crime patterns
- Identify crime trends
- Identify crime hotspots
- Identify crime correlations
- Help determine the MO of a specific offender or offender group
- Identify crimes with the same MO
- Identify escape routes from crime scenes
- Conduct crime forecasting
- Conduct geographic profiling
- Detect crime displacement from one area in the community to another due to concentrated crime prevention at a hotspot
- Further understand the causes of crime
- Display crimes according to category

5.4 CRIME ANALYSIS TREE

A **Crime Analysis Tree** is a useful tool to analyse the nature and extent of SGBV within the area of operation. Specifically, the use of a Crime Analysis Tree provides a systematic approach to help you identify and analyse:

- The various types crime (what to deal with?)
- The root causes of different crimes (why is this happening?)
- The factors contributing towards vulnerability to different crimes (what else is causing this?)
- The effects of different crimes (what are the immediate impacts on the victim/survivor and community and how we will provide help?)
- The consequences of different crimes (what are the medium- to long-term impacts on victims/survivors and the community and how can they be helped?)
- Who are the victims/survivors of different crimes (who needs help?)
- Who are the perpetrators of different crimes (who has to be prevented/stopped from committing different crimes?)
Five steps in conducting a basic crime analysis

Step 1: Determine what are the types of crimes
(List the types of crimes committed, using the trunk part of the Crime Analysis Tree)

Step 2: Determine the root causes of the crime, and identify those factors contributing towards vulnerability to the crime
(List the root causes and factors contributing towards vulnerability to crime, using the roots part of the Crime Analysis Tree)

Step 3: Determine the immediate effects and consequences of the crime
(List the effects and consequences of the various types of crimes, using the branches of the Crime Analysis Tree)

Step 4: Determine who the victims/survivors of the crime are
(List the victims/survivors of the various types of crimes, bottom left of the Crime Analysis Tree)

Step 5: Determine who the perpetrators of the crime are
(List the perpetrators of the various crimes, bottom left of the Crime Analysis Tree)
5.5 LINKAGE ANALYSIS

For purposes of crime prevention and criminal investigation, it might be necessary to do further additional crime analysis by identifying:

- Whether the act(s) of misbehaviour is/are considered a crime according to country, customary or international laws (was a crime committed?)
- The MO of the perpetrators of different types of crimes (how are these crimes committed?)
- The area, location or hotspots of crimes (where are these crimes committed?)
- The time that most crimes occur (when are these crimes committed?)
- The frequency with which the crimes take place (how often are these crimes committed?)
- The capacity and capability of law enforcement agencies, judiciaries and other agencies to prevent and respond to different types of crime (who can do what to prevent and respond to what types of crime?)

6. CONCLUSION

The purpose of the analysis and who needs the results are important questions that need to be answered before conducting the analysis. As mentioned above, the analytical product is an important part of the decision-making process. Appropriately presenting the results will also allow key stakeholders to obtain an overview of the situation and respond or plan appropriately.

Moreover, an analytical product can ensure that plans and strategies are designed in such a way that they respond to the needs on the ground. Decision makers should base their decisions on information that is empirically and factually correct. This will result in the optimal use of resources, effective strategies and focused activities in
addressing and preventing SGBV. The analysis should therefore form the basis for all decisions and planning towards preventing SGBV incidents and developing strategic approaches to address the root causes and contributing factors.

7. REFERENCES


International Association of Crime Analysts, What is crime analysis?, www.iaca.net/dc_about_ca.asp.


Prevention of SGBV

Learning objectives

At the end of the module participants will be able to:

- Display a greater understanding of the principles and approaches in the prevention of SGBV
- Demonstrate the ability to develop strategies and plans to prevent SGBV in conflict and post-conflict environments

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1. **BACKGROUND**

Crime prevention includes strategies and measures that seek to reduce the risk of crimes recurring by dealing with their root causes and contributing factors. The dire impact and consequences of SGBV necessitate effective and focused initiatives and strategies to prevent this serious crime from taking place.

As discussed in previous modules, responses to and recording of SGBV incidents and crimes are essential to provide the necessary data and information towards useful analysis of the situation. The effective response to, investigation and prosecution of these crimes already have a preventative impact, as perpetrators are removed from society and sentences can have a deterrent effect.

It is further necessary to deal with the environmental factors that contribute to the crime’s being committed and to identify and implement specific preventative measures. Due to the breakdown of the justice system, rule of law and social networks in the conflict area, the host state is often not able to deal with and prevent crimes, more specifically SGBV. Personnel serving in peace support operations therefore must have a full understanding of the preventative concepts and approaches for SGBV.

2. **CONCEPT OF SGBV PREVENTION**

Preventing SGBV involves any action taken to prevent, limit or reduce opportunities for acts or crimes of SGBV. It also includes actions taken to limit the effects or consequences of these crimes. Like any other crimes, SGBV crimes are only committed when three elements exist at the same time: perpetrator/offender, victim, and opportunity/condition, as highlighted in the diagram below.

![The Crime Triangle Crime Prevention Model](image)

To prevent SGBV crimes, the following overarching priorities have to be considered:

- Prevention of SGBV occurring and recurring
- Protection against SGBV by identifying and providing services to survivors once the violence has occurred
- Accountability to ensure that perpetrators are prosecuted and end impunity

SGBV prevention strategies emphasise the need for partners and the community to work together to prevent, reduce or limit opportunities. Particular attention is paid to identifying and addressing the root causes of SGBV or factors contributing towards
vulnerability to SGBV. SGBV is based on power inequalities and, as such, prevention strategies should be linked to efforts to increase gender equality.

SGBV prevention requires the following elements:

- A proactive problem-solving approach to SGBV
- Accessibility of the police and other justice services
- Timely and effective response to community service calls
- Impunity being addressed
- A service-oriented approach towards the community
- Steps to keep the community safe and satisfied
- New ways to protect and enhance the lives of those who cannot protect or speak for themselves (e.g. vulnerable groups, women, children, the elderly, minorities, the poor, the disabled, the homeless, IDPs and refugees)

3. PREVENTION OF SGBV IN CONFLICT AND POST-CONFLICT AREAS

During times of armed conflict, conflicting parties frequently use SGBV as a tactic to harm, humiliate and shame. Violence and war can also weaken systems of protection, security and justice. For these reasons, conflicts often exacerbate and escalate SGBV. Such situations can also cause the deterioration of protection systems, which has the potential to increase vulnerability to sexual abuse, exploitation, GBV, sexual harassment and trafficking.

At times of conflict, the population generally has little or no confidence in the capacity of the state to provide for their individual safety and security. To restore confidence in the rule of law, peace support operations personnel have a great responsibility, since they are frequently mandated to assist in reforming, restructuring and rebuilding host state law enforcement institutions, such as the police and correctional services. They further have a responsibility for the physical protection of civilians and should involve local communities in prevention strategies.

4. APPROACHES TO AND GUIDELINES FOR SGBV PREVENTION

For the prevention of SGBV, a multidimensional approach should be used. This approach focuses on solving the underlying conditions/root causes rather than just addressing the symptoms. Thus this approach attempts to solve recurring crime problems that affect communities instead of addressing individually reported incidents.

To implement a multi-dimensional approach, the following can be considered:

- Activities/actions to **immediately respond** to the problem (e.g. first response guidelines, arrest, crime scene investigation, criminal investigation negotiation, preliminary interviewing of victims, victim support, transporting victims to hospitals, special investigation team, and preventing re-victimisation)

- Activities/actions to **prevent or limit the problem** from re-occurring (e.g. foot patrols, negotiation, crime prevention training, target hardening, community sensitisation, media coverage, increased police visibility, patrolling of hotspots, mentoring and advising, etc.)
• Activities/actions that can be implemented in response to the presence of a problem in the community (e.g. increased police and military presence, targeted information gathering and assessment, deployment of a protection force, information gathering and assessment, victim counselling, trauma healing, monitoring and observation)

The multi-dimensional approach is dependent on an effective information gathering and analysis system. This ensures information-led prevention within the multi-dimensional approach. Emphasising working with partners to prevent SGBV, information-led prevention is focused on tactics to reduce/prevent crime and incidents of SGBV. Information-led prevention encourages close partnership and continuous information sharing between those responsible for crime analysis, prevention and investigation. It also uses crime information and intelligence to help prioritise and focus actions and efforts on crime hotspots and a series of crimes and incidents.

The multidimensional approach is also dependent on community participation (and is thus community based). It refers to a strategy to prevent SGBV through the active involvement of communities. This aims to bring about change within communities by engaging women, girls, community and religious leaders, men and boys. Under this approach, host nation law enforcement officers and peace support operations personnel actively involve the community, local organisations and mission partners during all stages of SGBV prevention and response, thus strengthening local ownership.

Community-based SGBV prevention depends on a strong partnership between the relevant actors and local communities for joint problem solving. It encourages the public to become partners in controlling and preventing crime. Thus it is essential for peace support operations personnel to build a trust relationship with communities, as well as with the relevant host state institutions. This will assist the mission to bridge the gap between the communities and their own institutions.

To develop a community-based SGBV prevention plan, the following elements should be considered:

• Agree on the level of intervention;
• Agree on who will be targeted by the intervention (e.g. IDP camps, families, schools, the general public, a specific village, a geographic area, community leaders, vulnerable groups, women or children);
• Write down the initial goal and objectives for the plan;
• Make a list of partners and stakeholders that can help deal with the problem;
• Identify risks and challenges for the achievement of goals and objectives;
• Think of solutions that can be used to overcome the risks and challenges identified;
• Brainstorm and agree on the approach and/or methods of crime prevention that you will use;
• Brainstorm and agree on the tactics and techniques that you can use to address the problem, and
• Develop a community-based crime SGBV prevention and response plan.

Guidelines for SGBV prevention are important despite differences in societies and mission mandates. The following basic guidelines are recommended:
• Cooperate and coordinate with other sectors that provide services to survivors and adopt a gender-sensitive approach at all stages of response to sexual violence in conflict (see also modules 6 and 7).

• Establish a coordinated analysis mechanism: a central database for SGBV-related crime analysis should be established. This helps in knowledge generation and devising an evidence-based strategy for the effective prevention of SGBV-related crimes.

• Provide gender training for all actors, particularly security sector personnel, and promote the equal participation of women in the security sector to ensure that security services are able to identify and respond to the needs of all members of the community.

• Develop operational protocols and procedures for assisting and supporting victims of sexual violence, including protocols for interviewing victims, investigating and documenting crimes and providing referrals to health, social and legal services.

• Ensure care for survivors: While measures have been put in place to eradicate SGBV in conflict, more resources must be devoted to treating the survivors of violence.

• Be realistic and practical, consider your partners, and the resources you have available. Also select activities that are feasible, that will make a difference, and that have the potential to succeed.

• Think: if I cannot do it, who can?

• Address factors (within the family, the community and the nation) that can lead to violence – lack of communication and conflict-resolution skills, poverty, alcohol and drug abuse, illiteracy, homelessness and a lack of access to police and to the justice system.

• Implement broad-based community education programmes that highlight the issue of domestic violence; using the media, civil society, religious groups and community leaders to target both potential victims and offenders, in addition to the larger community.

5. THE ROLE OF MISSION PERSONNEL IN PREVENTING SGBV

Personnel serving in AU/UN missions can take different actions to prevent SGBV, as per the following key areas of the mission’s mandate: capacity building of the host state government, enhancing community involvement, and mission-specific protection activities.

5.1 CAPACITY BUILDING OF THE HOST STATE GOVERNMENT

As part of the capacity building of the host state, mission personnel are responsible for rendering support to the host state when required. In terms of preventing SGBV, personnel can do the following:

• Train personnel within the state system and its institutions on how to deal with SGBV
• Provide the necessary facilities such as rape kits
• Advocate for and support the state in recruiting women
• Assist in mentoring and advising
• Facilitate police–community relations
• Establish specialised units and gender desks
5.2 ENHANCING COMMUNITY INVOLVEMENT

The following can be done to facilitate community involvement in preventing SGBV:

• Assist in establishing outreach programmes, community forums and volunteer systems.

• Support the establishment of QIPs, which decrease women’s exposure to SGBV crimes. These include finding alternative fuel sources for the community; setting up food distribution points in and near communities to limit the risk associated with travelling along dangerous routes; and setting up a siren system to warn the community or village of an attack or the presence of perpetrators.

• Promote the culture of reporting, which is important in facilitating information gathering.

• Ensure the capacity building and advocacy of men.

• Advocate for the elimination of child marriages.

• Educate and sensitise.

• Supporting schools for girls, since the schools normally have limited resources.

• Use community volunteers to patrol areas at day and night with the police and military.

• Set up safe zones with entry and exit checkpoints to limit or prevent the movement of armed groups and weapons.

• Establish central safety camps or homes with a police and military presence that can be used by the community as a gathering point and safety zone during attacks.

• Conduct livelihood projects such as teaching women handcrafts and sewing.

• Promote gender equality – this will also serve as a means to prevent SGBV.

Example: UNAMID

• Provided solar stoves to help in the prevention of SGBV – women and girls did not have to go out for firewood.

• Women volunteers were trained in SGBV prevention such as community advocacy and reporting – they were able to spread the message in their communities and also acted as a support system for victims.

5.3 MISSION-SPECIFIC PROTECTION ACTIVITIES

SGBV-prevention activities that should be performed by the mission/peace support operations personnel include the following:

• Conduct long-range mobile patrols to increase geographic coverage, increase the safety perimeter, detect the movement of armed groups, and give civilians a greater sense of security.

• Conduct focused patrols such as night patrols, border patrols, foot patrols to protect harvesters accessing fields, market area/school patrols.

• Conduct confidence-building patrols.

• Institute monitoring and reporting on effective implementation of early warning systems.
• Collect and share information on human trafficking between agencies to plan an appropriate and effective response, which includes collaborating with all actors, e.g. Interpol, to assist with the investigation of cross-border human trafficking.

• Negotiate for the release of women and children with armed groups.

• Take the necessary action (in line with mandate) to secure the release of women and children.

• Render support if the host state wants to conduct a raid, if it requests mission support.

Examples

• UNMISS established safe zones adjacent to its own camps, referred to as PoC sites. These are safe and protected areas where the mission provides protection and shelter for both men and women. Other humanitarian actors also provide them with food, medication and schooling. The PoC site is a safe haven where both men and women can be protected from external attacks, including SGBV.

• In UNAMID and many other missions it is common to escort women while they fetch water and collect firewood.

6. PLANNING AND IMPLEMENTATION OF SGBV PREVENTION

Various processes are necessary to plan and implement strategies for SGBV prevention. They can be considered as a planning cycle. For the purposes of this module the ‘Assess, plan, implement, evaluate’ (APIE) model will be used.

APIE model

Assess

Evaluate

Plan

Implement
**Module 8: Gender Mainstreaming and Dealing with Sexual and Gender-based Violence in Peace Operations**

**A. Assess**
- Identify problem/concern/need
- Confirm and corroborate problem/concern/need
- Find more information at as many sources as possible
- Identify the contributing factors/root causes
- Identify the effects and consequences

**P. Plan**
- Identify possible solutions to the problem/concern/need
- Identify and involve stakeholders/partners – get buy-in and support
- Select best solution to limit problem, consequences and effects
- Set goals and objectives
- Identify and obtain resources
- Identify and allocate responsibilities

**I. Implement**
- Develop work plans
- Dedicated and committed person to keep track of tasks, responsibilities, deadlines, outputs and target dates on a day-to-day basis
- Regular feedback from and to team members, managers, partners and stakeholders
- Continuous resource management
- Continuous problem-solving
- Celebrate and communicate all achievements
- Give credit to individuals and partners for achievements and work performed
- Manage performance

**E. Evaluate**
Ask the following questions:
- Was the solution implemented?
- Was it the correct solution and did it work?
- Did it solve/minimise the problem/concern/need?
- What were the lessons learned – what can be done differently?
- Is another solution needed or should the existing one be adjusted?
- Were the relevant stakeholders and partners involved and/or are there additional ones?
- What additional information is needed?
- Was group and individual performance sufficient?

Having a plan by itself does not guarantee that the work will be done, and that the objectives for SGBV prevention and response will be met. The plan is just a work agreement; someone has to check and make sure that the plan is agreed to and implemented by partners.

Good practices and lessons learned must be captured and shared in the evaluation process to inform future planning. The following are examples of how this can be captured:

<table>
<thead>
<tr>
<th>Good practices/lessons learned</th>
<th>How is this relevant?</th>
<th>Who can benefit from this? / Where can it be implemented further?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
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<td>2.</td>
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<tr>
<td>Etc.</td>
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7. STAKEHOLDERS IN PREVENTING SGBV

In addressing the root causes of and contributing factors to SGBV a holistic approach has to be followed for its effective prevention. Coordination with internal mission partners and external partners and stakeholders is therefore important in planning and implementing effective SGBV prevention strategies. This will help to utilise human and financial resources in the most effective and coordinated way and consequently facilitate the achievement of better outcomes.

Partner organisations/communities, their areas and level of engagement should be determined during the planning and development of SGBV prevention strategies. In identifying partners and stakeholders the following guiding questions can assist: Who is affected by the problem? Who else can join the discussion to find solutions? Who else have the resources and skills needed to solve the problem? Have I spoken to everybody? Did I check my Community Profile?

Stakeholders are not always direct partners in the implementation of preventative measures, but they are often interest groups. They may include the AU Peace and Security Council, the UNSC, government and the broader community. The partners are the stakeholders that are directly involved in implementing the SGBV prevention strategies. They may be divided into different categories, as set out below.

7.1 INTERNAL MISSION PARTNERS

Internal mission partners include the different components and units in the mission that can contribute in the prevention process. All of them have to be involved in the process of information gathering and provision. Specific additional roles that each of them can play are as follows:

- **Military**: physical protection through patrols and static presence
- **Police**: physical protection; capacity building of the host state police; establish community policing mechanisms; guidance on victim support; crime analysis; education and advocacy on preventative measures; community capacity development
- **Human Rights**: advocacy on human rights and the need to report and respond to SGBV
- **Civil Affairs**: community conflict mediation; support in establishing community structures as basis for community policing
- **Rule of Law**: capacity building of host state justice and prosecuting authorities in successful prosecution and witness/victim protection programmes
- **Child Protection**: support other role players with a focus on programmes for children in conflict, as perpetrators and/or victims
- **Gender**: training and guidance to other role players on gender-sensitive matters in dealing with SGBV; focus on gender-related programmes to uplift the potential victims and/or perpetrators of SGBV
- **Political Affairs**: political influence and advocacy at political and government level to get strategic decision makers’ support and buy-in
- **Public Information Office**: support to other role players through marketing and media coverage; community outreach programmes
- **Joint Mission Analysis Centre**: provide effective operational and strategic analytical support and products
7.2 HOST STATE AUTHORITIES
The government of the country in conflict or post-conflict has the ultimate responsibility to prevent SGBV. Strategically, the government should have appropriate policies and strategies to effectively prevent SGBV. The following are key host state institutions that should be supported in the prevention of SGBV:

- **Police**: response; investigation; prevention operations
- **Prosecuting authority**: processing and prosecuting of offenders; witness protection; victim support
- **Correctional services**: rehabilitation of offenders
- **Health services**: medical treatment; victim support
- **Social services**: psychological care; facilities for potential victims

7.3 OTHER INTERNATIONAL PARTNERS
Other international organisations and humanitarian agencies focusing on SGBV and gender aspects can be useful partners as they often have the technical expertise and funding available for these programmes. The following are some of the organisations that may be involved in preventing SGBV in conflict and post-conflict environments:

- **UN Women**: supports programmes for the empowerment of women and girls
- **WHO**: supports medical care initiatives
- **UN High Commissioner for Refugees**: provides livelihood programmes for refugees and IDPs
- **UNICEF**: supports children prone to becoming victims and/or perpetrators
- **UN High Commissioner for Human Rights**: offers advice and support on the promotion of human rights
- **UNDP**: supports training programmes to the host state institutions and communities; provides facilities, equipment and material, and development assistance
- **ICRC**: offers medical relief; training
- **Donor countries**: provide funding for programmes
- **International NGOs**: can provide any additional support in the environment, should be identified and approached

7.4 COMMUNITY PARTNERS
Local communities can play an essential role in the prevention of SGBV as they have a clear understanding of the local culture and situation. They can be involved through civil society organisations, NGOs, sport clubs or any other organisations. The establishment of community policing forums and involvement of community volunteers have proved successful in supporting victims, obtaining information and implementing general prevention initiatives. Community leaders are key in getting full community involvement and support.

8. CONCLUSION
There is a clear link between an effective response to SGBV and the prevention thereof. Effective analysis and planning are key elements in the implementation of successful...
prevention initiatives. An integrated and multi-disciplinary approach is therefore necessary for prevention in the short term, while the necessary support has to be rendered to the host state’s institutions and communities for long-term preventative solutions and sustainable peace.

9. **REFERENCE**

UN Office on Drugs and Crime, Handbook on crime prevention guidelines, Criminal justice handbook series, 2010