



# Civil-Military Co- operation Centre of Excellence

in co-operation with  
Cordaid (NL), Genderforce (NL MoD) and Shevolution (Int)

Provides the Seminar report on:

## **Gender and Civil-Military Relations: Moving Towards Inclusion?**

An essential tool for developing Stability and Reconstruction in post-conflict  
scenarios

The Seminar was conducted from 10 -12 April, 2006  
in "Landgoed Huize Bergen" (Vught), Netherlands



## List of Speakers

(for full CV please see Annex E)

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| Speaker from NATO IS:              | Petra Bender (DEU)                 |
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## Editorial

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## Preface

### The Director of the Civil-Military Co-operation Centre of Excellence

The first seminar of 2006 - “Gender Issues and Civil- Military Relation: Moving towards inclusion?” – was conducted by the Civil-Military Co-operation Centre of Excellence (CCOE) in cooperation with Cordaid (NL), Genderforce (NL MoD) and Shevolution. It represented a milestone, not only in becoming a NATO accredited Civil-Military Co-operation body for NATO, EU, UN and other CIMIC players, but also in improving the CCOE’s cooperation with civil agencies – this is a vital function for us as an interface between military and International Organizations, Non-Governmental Organizations and other civilian organisations.

The high profiled guest speakers included a representative of the NATO Secretary General and about 40 selected participants from many institutions and professions varying from the Senior Adviser on Gender Issues of the Secretary General of the OSCE and experienced experts from Non-Governmental Organisations, academic institutes, NATO staffs and Ministries of Defence. All of them played a vital role in making this seminar successful.



Its executive summary was presented at NATO HQ in Bruxelles five weeks later, proving that the “Gender Issue” is a rising topic within NATO and its nations. This seminar will be followed by a number of related activities - a process, which will be supported and actioned by the CCOE’s officer on gender issues: Major Marian Feddema.

The CCOE will continue to fulfil its role as a multinational contribution to NATO’s transformation efforts, also through selecting pertinent issues that can be further researched through seminars. By this, CCOE will continue to promote new ideas and findings among relevant institutions and individuals, and emphasise the value of mutual understanding through a continued debate.

Colonel Jürgen Witzig  
Director CCOE





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## Abbreviations

|                 |  |
|-----------------|--|
| <b>CEDAW</b>    | Convention on the Elimination of All Forms of Discrimination against Women |
| <b>CIMIC</b>    | Civil- Military Co-operation   |
| <b>CCOE</b>     | Civil- Military Co-operation Centre of Excellence                          |
| <b>CWiNF</b>    | Committee of Women in NATO armed Forces                                    |
| <b>DDR</b>      | Disarmament, Demobilisation and Reintegration                              |
| <b>DPKO</b>     | Department of Peacekeeping Operations                                      |
| <b>EBAO</b>     | Effects-Based Approach to Operations                                       |
| <b>EPR</b>      | European Parliament resolution   |
| <b>HDI</b>      | Human Development Index  |
| <b>IFOR</b>     | Implementation Force   |
| <b>NGO</b>      | Non- Governmental Organizations  |
| <b>OSCE</b>     | Organization for Security and Cooperation in Europe                        |
| <b>PfP</b>      | Partnership for Peace  |
| <b>PRT</b>      | Provincial Reconstruction Teams  |
| <b>SCR</b>      | Security Council Resolution  |
| <b>SFOR</b>     | Stabilization Force  |
| <b>SGBV</b>     | Sexual and Gender-based violence   |
| <b>S&amp;R</b>  | Stabilization and Reconstruction   |
| <b>SRSG</b>     | Special Representative of the Secretary-General                            |
| <b>UNIFEM</b>   | United Nations Development Fund for Women                                  |
| <b>UNPROFOR</b> | United Nations Protection Force  |





## Executive Summary

Civil-Military cooperation (CIMIC) is gaining importance in modern military operations, as nation building, peace building, and stabilization and reconstruction (S&R) operations have become important issues for the armed forces and are now considered to be the 'core-business' of NATO. In this environment, integrating gender awareness into CIMIC is an essential pre-requisite for successful stability and reconstruction efforts in post-conflict contexts. The Civil-Military Co-operation Centre of Excellence (CCOE) contributes to a wide range of missions and educational and training related activities at the strategic, operational and tactical levels. CCOE also provides specific expertise on CIMIC-related issues in support of numerous NATO and national exercises at Joint Force Command level. The Centre contributes on a global scale to a range of CIMIC studies, meetings, seminars, conferences, and training programmes, as well as establishing and maintaining networks with relevant institutions. Finally, the CCOE supports the development, promotion and implementation of new concepts, policies and doctrines that transform and improve NATO operational capabilities and interoperability. There is therefore a clear mandate to address gender issues to ensure that NATO becomes more successful in all missions and operations that it conducts with civilian partners.

A major obstacle to addressing gender within the context of CIMIC is the widespread scepticism that it is a necessary or relevant concept, and that addressing gender issues will actually make any real difference to the efforts to resolve or recover from conflict and in stabilisation and reconstruction initiatives. Gender refers to the socially

constructed attributes, roles, activities and responsibilities associated with being either male or female. Gender identities are fluid and can vary significantly between cultures, and can be learned and changed over time. Unequal gender relations result in different roles, opportunities, needs and constraints for women, men, boys and girls. Furthermore, gender is frequently understood to mean 'women', rather than being relevant to both women *and* men, thereby decreasing its legitimacy even further given the marginalised role of women in the security sector. Gender is rarely a popular issue in military circles, and it is often seen as a hindrance or a lesser priority to the overall goal of achieving stability in post-conflict environments. However, simply put, military operations can in fact be more successful if they address gender issues. Applying a gender perspective can help NATO (CIMIC) officers to identify the different vulnerabilities, needs, interests and capacities of men and women, rather than viewing the population as a homogenous whole. This will result in better targeted programs that can ensure everyone's security and well-being.



## Creating ‘partnerships for peace’

Successful military operations involve partnerships between civilians and the military and between external and local actors, as well as partnerships between women and men. Almost all aspects of military activity can, and should, be approached with a gender perspective. Without adequate training, it can be difficult for field officers to adopt a gender-perspective – especially in the face of time and resource pressures in implementing post-conflict programs. Nonetheless, the following five key strategies for engagement can help NATO (CIMIC) officers to ensure that their approach, projects and activities are gender-sensitive and are contributing to the building of partnerships for peace:

- Ensure representation and participation of women and men.
- Ensure visibility of women and attention to diversity in project planning and implementation.
- Ensure gender-based access to and distribution of assistance.
- Ensure respect for human rights.
- Avoid stereotypes and assumptions about women and men.

## International frameworks

The international community has several frameworks at its disposal to facilitate the inclusion of a gender perspective in NATO (CIMIC) including Security Council Resolution 1325 on Women, Peace and Security (SCR 1325) and the European Parliament resolution 2000/2025, on the participation of women in peaceful conflict resolution. These resolutions cover a wide range of issues such as Disarmament, Demobilisation and Reintegration (DDR), peace negotiations and humanitarian assistance, and by committing themselves to apply the resolutions, member states recognise that women have specific needs, but that they are also a valuable resource in terms of skills and expertise relevant in the post-conflict context. Although NATO does not currently have a comprehensive gender policy or framework, these resolutions do apply to its member countries, and a number of initiatives, such as the Committee of Women in NATO armed forces, do exist. At heart, the perception of NATO’s organisational identity as predominantly “white, male and military” is problematic, and for SCR 1325 and other policies to be fully integrated into NATO operations, this is something that will need to change.



## Obstacles to implementation

Significant operational obstacles remain that prevent military missions from being truly gender-sensitive. Some of the most significant barriers are:

The concept of gender mainstreaming, which implies the integration of gender issues in all mainstream policy, planning and programming, is often confusing and focuses on women rather than the relations between men and women as a whole.

There is a lack of awareness at senior levels about the existing frameworks for ensuring gender-sensitivity, indeed men often do not see it as a legitimate issue, and organisations consistently fail to provide the critical resources and commitment that are necessary to bring about real change.

There is a lack of accountability and responsibility in terms of ensuring that gender-sensitivity is taken on board by each person and tied into their job requirements and performance.

The message of 'operational effectiveness' needs to be brought to military commanders and (CIMIC) officers, and it could provide a critical entry point for ensuring gender issues are included within the mission mandates of organisations such as NATO, EU and the UN. The key concern commanders have when they go into the field is that they want to be effective and they want the mission to succeed. If it becomes possible to make the link between these goals and the contribution of gender issues to achieving them, then some of the obstacles standing in the way of the implementation of frameworks such as SCR 1325 could be removed. In a way, it's a question of reframing the message so it's more palatable to people who might otherwise be resistant to it, particularly men.

## Key findings from case studies

Examples from the Balkans, Afghanistan, OSCE operations in the Caucasus, and the Dutch military's 'Genderforce' were discussed to provide insight into some of the obstacles facing military (CIMIC officers) in the field who are trying to bring a gender perspective into their work. One of the clearest findings from the case studies discussed is that all CIMIC-related issues are security issues, and in addition, they all have an important gender dimension. Gender equality is therefore inherently linked to inclusive security. Some of the other insights included:

- More male gender advisers should be hired.
- Women should be given more leadership and senior decision-making positions.
- Engagement with local civil society must be prioritised and the experiences of men and women on the ground must be acknowledged and incorporated at the program level.
- Training and awareness raising activities should be conducted with all staffs.
- Gender advisors must be given the necessary status and resources (including budget) to carry out their job.



## **Lessons learned and to be applied**

The potential for bringing gender into military planning and operations clearly exists, and more than anything it is a case of capitalising on the openings and opportunities that may present themselves during military operations. These openings can provide hooks to either link gender issues up to other objectives and priorities, or they can offer strategies to deflect and/or decrease the resistance that is so often the immediate reaction to efforts to mainstream gender.

### Some ideas include:

- Link gender to security and the rule of law.
- Make a 'business case' for gender issues that links them to the core of operational effectiveness.
- Use gender balance as a springboard for other changes.
- Gender issues have not yet been fully adopted within military doctrine or mandates, and there is significant scope for the future development of a toolbox of strategies to facilitate this process.

### Some of these strategies are:

- Training and sensitisation of military staff, particularly senior decision-makers.
- Improved dialogue and communication between the civilian and military spheres, and between men and women.
- Commitment from the top as a driver of change.
- Develop accountability frameworks.

Despite identifying the openings to introduce the idea of gender equality into military operations, and the development of better tools to ensure that it is fully incorporated, a number of persistent challenges remain like:

- Different cultural and organisational backgrounds, approaches, priorities and working methods can make communication difficult between all those involved in military operations, particularly when it comes to gender issues.
- Inadequate resources and/ or political will Breakdown in cooperation on the ground.



## Recommendations

### For civilian organisations:

- Take the knowledge gained during the seminar back to colleagues and home organisations to sensitise those around and share the acquired expertise and tools related to incorporating a gender perspective in Civil-Military Relations.
- Gender-disaggregated information should be collected in all assessment, monitoring and evaluation projects.
- Provide gender training to all staff members, particularly key decision-makers, planners and heads of missions.
- Ensure that gender advisors/officers have sufficient resources and organisational support to be effective.
- Develop and share best practices in incorporating a gender perspective in cooperation with partners and local communities.
- Ensure that gender equality is a cross-cutting priority in all areas of organisational activity and that frameworks such as SCR 1325 are incorporated into policy and practice.

### For military forces:

- Take the knowledge gained during the seminar back to colleagues and home organisations to sensitise those around and share the acquired expertise and tools related to incorporating a gender perspective in Civil-Military Relations.
- Codes of conduct covering appropriate standards of behaviour inside the organisation and in the host country for international personnel serving within peace support operations must be enforced.
- Gender-disaggregated information should be collected in all assessment, monitoring and evaluation projects.
- Gender issues should be incorporated into mandates, directives, and all phases of military planning and implementation, based on the recommendations contained within frameworks such as SCR 1325.
- Actively try to recruit more women into all possible military – including CIMIC - positions to build stronger links with local communities, particularly women's groups, and to act as role models for other women within and outside of the military.
- Provide gender training to all staff members, particularly key decision-makers and force commanders.
- Ensure that gender advisors/officers have sufficient resources and organisational support to be effective.
- Develop and share best practices in incorporating a gender perspective in cooperation with partners and local communities.



### **For CCOE**

- Create a knowledge base and develop tools/guidelines/ case studies around CIMIC and gender issues.
- Use networks within NATO and links with other organisations to transfer expertise on CIMIC and gender.
- Include gender issues when developing CIMIC training packages and share these with the rest of NATO.
- Explore the possibility of establishing an advisory group within the military to provide the systematic impetus necessary to encourage networking and resource sharing.

### **For the international community:**

- Disseminate gender standards (i.e. SCR 1325) widely.
- Codes of conduct for international personnel serving within peace operations must be enforced.
- Encourage and support more policy and academic research to be done on gender and operational issues.



## Seminar Report

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# 1 Introduction

Since the end of the Cold War the nature of armed conflict has changed dramatically, with conflicts now taking place generally within, rather than between, countries, and civilians making up the vast majority of the victims. Civil conflict leaves behind a legacy of destroyed infrastructure and social networks, poorly functioning economic and political institutions, widespread suffering and poverty, and a culture of violence and insecurity. The international community has become increasingly involved in assisting countries to recover from these negative effects through conflict prevention, peace building and reconstruction efforts, and there has also been a broadening away from traditional peacekeeping missions to more multi-dimensional peace operations involving a range of military, civilian, and government actors. Civil-military cooperation describes the interaction that is necessary in order for these different actors to carry out their own varying mandates and objectives under the overarching goal of achieving peace and sustainable development. The need for security links the different actors, and is also relevant to all CIMIC operational areas. Although it is not part of the official doctrine, in practice NATO is moving towards an Effects-Based Approach to Operations (EBAO). This implies that the focus is not just on military objectives, but rather on the overall objectives of the mission and the military's role in achieving them. It is being increasingly recognised that gender issues must be taken into consideration during international interventions in conflict-affected countries, and military operations are no exception. This report explores the various challenges and opportunities for

integrating a gender perspective into CIMIC, both from the perspectives of the implementing organisations as well as the men and women on the ground who are the intended recipients of CIMIC-led assistance.

## 1.1 Making the case for a gendered approach to civil-military relations

A major obstacle to addressing gender within the context of CIMIC is the widespread scepticism that it is a necessary or relevant concept and that addressing gender issues will actually make any real difference to the efforts to resolve or recover from conflict. Furthermore, gender is frequently understood to mean 'women', rather than being relevant to both women *and* men, thereby decreasing its legitimacy even further given the marginalised role of women in the security sector. Gender is rarely a popular issue in military circles, and it is often seen as a hindrance or a lesser priority to the overall goal of achieving stability in post-conflict environments. However, simply put, military operations can in fact be more successful if they address gender issues.

Women constitute at least half of any conflict-affected population and to ignore their needs, interests and experiences (not to mention their knowledge and expertise) means that half of the perspective and resource base of society is also being ignored. By tying gender issues into operational effectiveness it is possible to increase the likelihood of realising the overall objectives of military missions. The spheres, in which civil and military actors exist, overlap during post-conflict interventions, as do the security, economic, political and social needs of the beneficiaries. Applying a gender perspective can help NATO (CIMIC) officers to identify the different



vulnerabilities, needs, interests, and capacities of men and women, rather than viewing the population as a homogenous whole, which will result in better targeted programs that can ensure everyone's security and well-being.

## 1.2 Seminar objectives

The ultimate goal of this seminar was to come up with concrete proposals to increase the effectiveness of military operations in dealing with gender issues, and to improve cooperation between the military and civilian organisations. The diversity of the participants provided a unique opportunity for people from different backgrounds and with different areas of expertise to exchange views and ideas in a common forum. CCOE was designed to advise, assist and support in military operations at the headquarters level, and as such, can influence the policy process. The seminar on gender and CIMIC was intended to be the first stage in a process of ongoing collaboration between civilians and the military, men and women, and CIMIC and gender experts. The outcomes can be used by CCOE to provide input into CIMIC policy and practice within NATO, EU and the broader international community.

### **Box 1: Defining the terms:**

*Sex: The biological differences between men and women.*

*Gender: The socially constructed attributes, roles, activities and responsibilities associated with being either male or female. Gender identities are fluid and can vary significantly between cultures.*

*Gender relations: The socially constructed relationships that mediate power distribution, access to resources and opportunities, and the hierarchies of inequality between men and women. Gender relations can vary according to other factors such as race, ethnicity, age, religion, and conflict.*

*Gender mainstreaming: The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It makes women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres. The ultimate goal is to achieve gender equality.*

\* Adapted from Candida March et al. (1999) *A Guide to Gender-Analysis Frameworks*. Oxford: Oxfam GB, p. 17-18 and ECOSOC Resolution 1996/310: *Mainstreaming a gender perspective into all policies and programmes of the UN system*. Substantive Session for 30 June-25 July 1997.



## 2 Gender and CIMIC: the issues

### 2.1 The gender dimensions of conflict and its aftermath

Conflict is fundamentally a gendered activity in terms of the roles men and women adopt or are given during and after conflict, and in the ways that it impacts on their lives. Many of the effects of conflict are immediately visible such as the destruction of infrastructure, population displacement and refugee flows, political and economic breakdown, and widespread violence against civilians. However, other effects such as trauma, sexual violence, missing persons, and the lack of rule of law can go unreported or unnoticed, despite the negative effects these issues have on millions of men and women around the world. Furthermore, insecurity is often still experienced by civilians even after the conflict has ended a fact which is sometimes not fully recognised by international actors, and in particular the military.

The entire population is affected by conflict, but women face the paradox that while they are often the main victims they are typically excluded from formal efforts to prevent or resolve conflict. The fact that they hold marginal roles within society during the post-conflict reconstruction phase reinforces their victimization, preventing the empowerment of women that is necessary for achieving sustainable peace. These factors all influence the environment in which CIMIC takes place, and whether or not they are taken into account, can have a major impact on a mission's success.

Traditionally, the role of women in war has been invisible, and the stereotype of

'men as aggressors, women as nurturers' has tended to dominate the imagery, leading to a prevailing impression of women as innocent, passive victims of conflict, or only as care-givers to the sick or wounded. Despite these stereotypes, there is increasing acknowledgement of the fact that women can also be perpetrators and are involved in conflict in a number of complex ways. Furthermore, women's responsibilities as carers, heads of households and income-generators often grow as a result of conflict (in contrast to men, who can experience a decrease in such responsibilities). They are frequently victims of sexual violence, displacement, and have to adapt to the loss of social networks and the destruction of traditional coping strategies. The ability of individuals to survive during conflict is influenced by the degree of their access to power structures and resources. In this respect, women can face more difficulties than men in adapting to transformed social, political, and economic relations, as they are often excluded from decision-making processes and have fewer rights and little enjoyment of the rights they are accorded.

However, at the same time and despite the adverse effects of conflict, women (and men) can be valuable resources in the rebuilding of society. All too often women's knowledge and expertise, rather than being drawn upon, is downplayed or ignored. For example, women should be present at all peace tables and high-level negotiations in order to offer their own perspective and solutions to the conflict. However, as recent experience in Sri Lanka and Kosovo shows, despite years of experience and lessons learned, this is rarely the case, as women continue to be excluded. A question still often asked is if it is



securing the peace that matters and this can be achieved with or without the participation of women, then does it really make a difference if they are there or not? The answer is that the quality of the peace can be improved if it is equitable and sustainable, and that women can bring an alternative perspective to peace building efforts, and may draw attention to needs and interests that would otherwise be overlooked. In other words, both women's active participation and a gender perspective can make a difference. In this respect, military actors can play a role in conflict resolution and peace building efforts by ensuring that efforts are made to recognise these different perspectives, as well as to build an alliance of both men and women working towards achieving sustainable peace in the common interest.

## **2.2 Creating 'partnerships for peace': Strategies for engagement**

### **2.2.1 Capacities of CIMIC**

CIMIC is a critical element of post-conflict activity since, although it is necessary to have military troops to provide security after a conflict, there are clearly a range of issues to deal with affecting security that require the expertise and support of civilian peace building actors. Contact with local people and the use of a gender perspective is one of the best ways of dealing with these issues, and the military can rarely do this alone. Creating 'partnerships for peace' therefore involves partnerships between men and women and between external and local actors, as well as partnerships between the civilians and the military. Almost all aspects of military (CIMIC) activity can, and should, be approached with a gender perspective.

Examples of these types of activity include support for:

- judicial institutions and the rule of law.
- the return of refugees and displaced persons.
- democratisation processes.
- the improvement of public security.
- the reconstruction of the economy and the infrastructure
- the DDR of ex-combatants.

The real goal of gender mainstreaming efforts is to embed them in the normal procedures and practices of an organisation, in this case within CIMIC operations. However, without adequate training, it can be difficult for field officers to adopt a gender perspective, especially in the face of the time and resource pressures frequently encountered when implementing post-conflict programs. Nonetheless, the following five key strategies for engagement can help NATO (CIMIC) officers to ensure that their projects are gender-sensitive and contribute to the building of Partnerships for Peace (PfP).<sup>1</sup>

### **2.2.2 Representation and participation:**

Women are leaders and equal partners and they can act as strong facilitators and implementers of conflict prevention and peace building projects, but only if they are given the opportunity to do so. CIMIC officers should aim to ensure that at least 40% of both men and women are represented in their projects to provide fair balance and participation. Consultation with local Non-

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<sup>1</sup> These five strategies build on the work of Shevolution. See [www.shevolution.com](http://www.shevolution.com) for more information.



Governmental Organizations (NGO), particularly women's organisations, is an important step in breaking down the barrier of 'parallel universes' where male decision-makers and planners tend to be part of formal hierarchies. Such hierarchies are the military and political/diplomatic circles, whereas women leaders are mostly operating in the informal civil society sector. The two spheres rarely interact with one another, thereby creating these parallel universes where there is a lack of communication and mutual recognition of the work being done by the other. It is also important to remember that there is a critical difference between representation and effective participation. Just because women may be present around the table does not guarantee that anyone is listening to or valuing what they are saying. Therefore, training in leadership and decision-making is a critical element towards effective participation.

### **2.2.3 Visibility:**

Sustainable military programming requires the engagement of the whole community in addition to programs that are targeted at specific groups, such as female ex-combatants who may require special assistance. All too often, presumptions are made about the roles that men and women fulfil and so it is easy for certain groups to fall through the cracks when they do not fit the stereotypes. Although groups may not have been deliberately left out as a result of direct discrimination or gender inequality, their invisibility has the same outcome. It is therefore necessary to make specific efforts to ensure that the profile of vulnerable groups is raised within military planning and operations.

### **2.2.4 Access and distribution:**

Both men and women must have access to assistance and opportunities for empowerment in the post-conflict phase. Special care should be taken to ensure that the distribution of financial and material resources is equal, and that all sectors of the population can share in the benefits of the assistance. Female-headed households, in part due to their invisibility on donor radars, are often marginalised or overlooked, or do not fulfil the necessary (and gender-blind) requirements to access assistance.

### **2.2.5 Human rights:**

The protection of human rights is an absolutely critical element for successful CIMIC. Among other things, this involves freedom from violence and intimidation and the freedom from direct and indirect sex discrimination. There exist many international instruments for the protection of human rights such as the Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Indeed, all human rights instruments prohibit discrimination on the basis of sex and support equal opportunities for men and women. CEDAW is a particularly important instrument for the promotion of gender equality, as it calls upon States Parties to ensure that women are on equal terms with men, that they participate in the formulation of government policy and in non-governmental organisations concerned with the public and political life of the country. NATO (CIMIC) officers must remember that ignoring gender equality does not equate to neutrality, but rather it implies support for discrimination.



### 2.2.6 Stereotypes and assumptions:

Stereotypes, preconceptions and assumptions about gender roles and relations are so ingrained in all the cultures around the world that they can be extremely difficult to objectively appreciate. This situation is made even harder in foreign environments where the stereotypes are likely to be different from those experienced at home. One way of overcoming the pitfall of stereotyping is to make an effort to tap into the local culture to gain an appreciation of local norms and values. Women and women's organisations, as well as the dominant male traditions and institutions, can provide insight into local gendered realities. If misleading stereotypes are followed this can have serious negative implications for the effectiveness of military (CIMIC) projects. It can lead to the targeting of certain sections of the population over others, and inaccurate assessments of real needs and where the priorities for the mission should lie.

#### **Box 2: When Partnerships for peace fail**

*In Basra, Iraq, an international organisation attempted to deal with the problem of damaged infrastructure and a large amount of displaced persons by building large houses for the returning refugees.\* However, when a female provincial official visited the houses she was told by the local women that no one had taken the time to consult with them about their needs and wishes, and the houses, although big, were not well-suited to their circumstances. As a result of the failure to communicate and liaise with local women, there was no place in the houses to bathe, and instead the international organisation had built a bath house for women right next to the market where the men congregated. Since it was not culturally acceptable for women to be seen frequenting the same place as men, they were unable to bathe. This was a major problem that clearly could have been avoided with improved consultation and recognition of the particular needs of women.*

*\* Example given during seminar presentation, April 10<sup>th</sup> 2006*

The actors who set the agenda during conflict, peace negotiations, and in post-conflict reconstruction are mostly male. Once you move into the humanitarian and civil society spheres then there are more women in decision-making positions and therefore there are the associated increased opportunities of partnering with them. CIMIC initiatives present a unique opportunity to forge these 'partnerships for peace' which are ultimately necessary for the success of peace operations and the sustainable resolution of conflict.



## 2.3 Gender, human rights and CIMIC

Human rights are another necessary linchpin of CIMIC, although in post-conflict contexts, the argument of not wanting to go against local traditions or culture is often used as an excuse for the failure to uphold basic rights and fundamental freedoms. One way to overcome this is through quiet diplomacy. Taking place outside of the limelight, quiet Diplomacy has often been used to focus on inter-community disputes, but it can be adapted for use in addressing gender and human rights issues (i.e. conflict prevention through human rights). This strategy involves trying to solve problems through the incorporation of excluded communities, thereby fostering greater cooperation and inclusive peace building. Although many women work in this field, so far the senior authorities are almost all men. Indeed, the security sector is an overwhelmingly male culture, which makes the integration of gender-sensitive and rights-based approaches to security even more difficult to achieve.

The strategy of quiet diplomacy is to pursue non-confrontational and problem-solving approaches which work on the basis of common interests, win-win solutions and 'political space creation'. It promotes dialogue that is inclusive and seeks to ensure the effective participation of a range of groups. Quiet diplomacy could effectively incorporate and promote a gender perspective. However, there is a lack of clear guidelines of how to implement or make a gender perspective operational within CIMIC and peace operations, notwithstanding the importance of gender for the sustainability of these initiatives.

The dignity of men and women, and society as a whole, is affected by suffering as a result of conflict and human rights abuses. Although it is not useful to focus on which groups suffer more or to consider 'hierarchies of suffering', the fact remains that women's suffering has not been adequately recognised or addressed and has tended to be diminished or dismissed. It is thus fundamental at least to acknowledge that there is a lot of violence and insecurity affecting women, and then to focus on efforts to devise ways of addressing the problem. Experience has shown that in the aftermath of conflict there can sometimes be a retrenchment back to traditional gender roles that had previously been broken down and reformulated on a more equitable basis. This creates further tensions in society when women are not prepared to return to these roles and resist the re-imposition of traditional gender stereotypes.

One common manifestation of these tensions is the rise of domestic violence that is witnessed in post-conflict contexts as a response by men to the changed gender roles, and the fact that they often feel disempowered if they return to a society where women have begun to assume income-generating and decision-making roles that had been traditionally male reserves prior to the conflict. The presence of large numbers of widows after conflicts end, also presents a challenge to traditional customs and gendered access to rights in post-conflict contexts. In Rwanda, it is estimated that up to 75% of women were widowed. Rather than looking at them as victims, it is far more constructive for military operations to see them instead as a potential solution to the problem at hand, especially since they often have a strong motivation to rebuild society.



Women, especially widows, are particularly vulnerable because of the lack of property rights, and following the deaths of their husbands they are stripped of their social standing and possessions. Therefore, it is their *status* in society and their inability to access their basic human rights that makes them vulnerable, not just the mere fact that they are women. Consequently, although women often have the same problems as men in post-conflict contexts, they may require additional assistance and tools to get started, since their problems are further compounded by their lower status in society.

Women's and men's different needs and interests are both as valid and important as each other: just as women have the right to be involved in decision-making so men's interests can relate to the family and community. The differentiations between men and women must not be made essential or stereotyped, and efforts need to be made to work with local men and women to identify their context-specific and changing needs.

Overall, awareness of human rights rooted in a gender perspective and its incorporation within CIMIC work matters for two reasons: first, it is a matter of moral consistency with our declared values and applicable international standards; and second, it is a matter of practicality insofar as it helps to prevent future violence. Simply, military missions and the broader international community must 'walk the walk', since caring about gender-sensitive behaviour and attitudes and following them oneself is the best way to transfer values and achieve change in practice. In this respect, international law does not go far enough as it is often written in terms of minimum standards, and the usual difficulties of accountability in implementation remain

a significant obstacle. There can be a dilemma in terms of whether you address human rights and gender equality first (i.e. issues such as the marginalisation of women from political participation), or whether you focus on the fulfilment of basic needs across the population as the most immediate priority. The question of whether everything else will follow from empowerment and participation is difficult to answer with any certainty. In all likelihood there is a balance, but it is reasonable to believe that conditions may be better in conflict-affected countries if both men and women are involved in peace building efforts at an early stage, on an equal, respected basis. International frameworks for promoting gender equality.

## **2.4 Security Council Resolution 1325 on Women, Peace and Security**

It is only in the past decade that the international community has officially begun to recognise the roles of women during and after conflict, and the centrality of gender equality for sustainable peace. The unanimous passing of SCR 1325 in October 2000 was a historic event, and it was the first time that the UN passed a resolution specifically addressing these issues. The Namibian President of the Security Council at that time stated that women are half of every community and therefore half of every solution. It is this idea of inclusive, equitable approaches to conflict and peace that underpins the thinking behind SCR 1325.



SCR 1325 covers a wide range of issues (see Annex 1) including women's access to decision-making positions, women's participation in peace negotiations and the need to consult with local women's organisations. Furthermore, it measures to protect women from sexual violence, integrating gender perspectives into DDR programs and peacekeeping mandates, and the representation of women within peace operations. By adopting the resolution, member states have committed themselves to recognising that women have specific needs, but that they are also a valuable resource in terms of skills and relevant expertise in the post-conflict context. The reality is that women have often already been building peace initiatives at the grassroots level, frequently crossing across conflict lines, and have developed alternative coping mechanisms to protect their families and generate livelihoods, despite the negative impacts of conflict on their lives. However, the international community often ignores these initiatives despite their potential to contribute to the post-conflict recovery, since they usually take place outside of the 'formal' (and visible) political sphere.

To avoid the common pitfall of UN resolutions gathering dust in the corner, in 2002 Graca Machel proposed that two independent experts be appointed under the auspices of United Nations Development Fund for Women (UNIFEM) to assess the situation on the ground and to determine whether any progress towards implementing SCR 1325 had been made. Elisabeth Rehn and Ellen Johnson-Sirleaf were appointed as the experts and they subsequently travelled around the world talking to local women as well as presidents and other high-level officials. Their study entitled *Women, War and Peace* recognised that the real truth

comes from the grassroots level. There was a need to more effectively tap into the women on the ground in order to begin to understand their needs, priorities and capabilities. The UNIFEM report was published but was never accepted as an official paper of the United Nations. Contrary to most of the reports issued by the UN, the language was simple and easy to understand, and crucially, it contained women's own voices describing their experiences in conflict and peace building. Rehn and Johnson-Sirleaf's report criticised the UN quite strongly, as the authors resisted attempts to dilute it. That report remains an important document both in terms of the overview of the context that it provides, and in terms of the recommendations that were made.

Every year, SCR 1325 has an 'anniversary' which is observed by the UN in the form of open debates on women, peace and security held in October of every year. These debates provide an opportunity for member states to report back on their efforts to implement SCR 1325 and to call upon the UN to do the same. A more recent development of SCR 1325 is that member countries have been requested to develop national action plans on the implementation of the resolution. Several countries such as the United Kingdom, Norway and Denmark have taken the lead in this process and have already released their plans, and several others are following suit. These plans should theoretically address the problem of the lack of accountability in the implementation of SCR 1325, although governments from conflict-affected regions where the resolution is most applicable have yet to show signs of developing these plans. SCR 1325 remains the most important framework for placing responsibility on the



shoulders of the international community to ensure that women are empowered and gender is mainstreamed throughout all aspects of peace and security issues, and as such, is extremely relevant to all military operations.

## **2.5 Europ. Parl. Resolution on participation of women in peaceful conflict resolution**

Shortly after the adoption of SCR 1325, the European Parliament passed its own resolution (EP Resolution 2000/2025 (INI)) on the participation of women in peaceful conflict resolution in November 2000 (see Annex 2). This resolution built on already existing commitments in the form of human rights treaties, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the Beijing Platform for Action. The language used in the European Parliament resolution's text is considered stronger than SCR 1325 on some levels, particularly given that it contains more specific recommendations. Amongst these was the recommendation that member states include at least 40% women and 40% men (i.e. no more than 60% of either males or females) in all reconciliation, peacekeeping, peace-enforcement, peace building, and conflict prevention positions, including in fact-finding and observer missions. However, despite its potential, the European Parliament resolution (EPR) has largely remained at the rhetorical level only and has yet to be translated into concrete action by the EU member states or institutions.

## **2.6 NATO policies and frameworks**

As was mentioned above, SCR 1325 applies to NATO member states and NATO operations under a UN mandate, including military missions. All UN Member States (therefore including all NATO Member States) are responsible and accountable for implementing it, whether acting in the context of their national authorities or as part of the UN, NATO, or any other organisation, operations, or auspices. Although NATO does not currently have a comprehensive gender policy or framework for operations, there have been a number of developments within the organisation that have had some influence over the mainstreaming of gender into its operations.

NATO calls itself an 'organisation in transformation', especially in the context of the post-Cold War world. It is now sending troops to a variety of conflict-affected regions around the world and the organisation is dealing with tasks that were never thought of before as relevant to the workings of the collective security alliance. This transformation in spheres of activity also has to be reflected in the culture and structure of the workforce, and questions are now being asked about whether the organisation has the right people in place to make these shifts in organisational behaviour. In response to these changes, at the Prague Summit in 2002 member nations tasked NATO to make recommendations for improving gender balance and parity within the organisation.

NATO has improved in terms of gender balanced staffing to some degree, and since 1990 there has been an increase from 10% to 23% of female international civilian staff at the A-Grade level. However, there are still no women at all



at an equivalent level in military positions, which indicates how embedded the patriarchal structures are within the organisation. Since NATO really only discovered the concepts of diversity, gender and non-discrimination in 2002, it will likely take some time for positive gender-related change to disseminate throughout the organisation. There is also the Committee of Women in NATO armed forces (CWINF) that was set up in 1976, which is a consultative body that coordinates meetings once a year with official delegates and observers from each participating nation. However, the small staffs of the Committee do not have the capacity to go beyond their consultative role.

However, the Committee has recently been working on a paper that contains recommendations on integrating gender issues into NATO deployments. Since NATO's missions and operations are carried out by the member states who are each responsible for their own compliance with guidelines, including those related to gender issues, it is difficult to enforce these recommendations. Rather, the purpose of the Committee document is to reflect on the status quo and to give NATO a vision on how the key elements of the resolution could be applied, and to strongly urge the member states and partners to ensure that it is implemented on the national level.

The main obstacles that NATO faces in terms of taking gender issues in operations forward is that the Committee was established to serve a networking function. In this case, the delegates don't necessarily have the power to drive the major changes that such an organisational shift in vision would require. Furthermore, NATO works on a consensus principle. This often leads to compromises based on a policy that reflects the weakest partners. At heart, the perception of NATO's organisational identity as predominantly "white, male and military" is problematic, and for SCR 1325 and other policies to be truly integrated into NATO operations, this is something that will need to change.



## 3 Applying the international frameworks to CIMIC

### 3.1 Operational obstacles

Although these policy frameworks together represent an important achievement, there are still many challenges that remain in terms of translating them into concrete actions on the ground. It needs to be made clear that the gender aspect is critical in all peace building and peacekeeping operations and that it is not just a small part, or worse, an optional element, within the overall mission. The success of the mission depends on the ability to integrate a gender perspective.

SCR 1325 lists a vast array of areas where gender issues need to be taken into account; however it has less to say about how this is actually to be done. The concept of gender mainstreaming is also inherently problematic in that many people, particularly high-level decision makers do not understand what it means or what it entails. The added confusion of gender or women, means that these abstract concepts can generate hostility as opposed to the inclusiveness that they are intended to encourage. Furthermore by mainstreaming gender and making it everyone's responsibility, it often ends up being no one's responsibility. For gender mainstreaming to work effectively, all staff members have to believe that it is relevant and legitimate to all aspects of the organisation's work. However, gender training is rarely routinely provided within CIMIC-related organisations and mainstreaming therefore only occurs at the rhetorical level.

Although women's civil society organisations and gender advisors within governments and international organisations are aware of SCR 1325 and are able to apply it to their work, a major problem is the lack of awareness of existence amongst the general population. More worryingly, too many men in leadership roles are unaware of the resolution. Clearly, it is particularly difficult to find the political will to act and affect change when decision-makers are not even aware that tools such as SCR 1325 exist.

The lack of men being involved in efforts to implement these international frameworks is another critical flaw in efforts so far. Responsibility too often falls into the hands of inexperienced, junior female staff leaving men off the hook in terms of being required to integrate SCR into their work. There is a clear need to train and sensitise them in order that they see the relevance of gender issues. This is particularly important in the case of senior leadership, although the experience of the Special Representative of the Secretary-General in Bosnia in 1998 was that she received no gender training whatsoever.

Finally, organisations also consistently fail to provide the critical resources and commitment that are necessary to bring about real change. Without the money and the associated responsibility of 'walking the walk' organisations will be unable to make lasting changes to the way they operate. It is critical that organisations are consistent in conveying gender messages and practice what they preach, and that gender equality criteria are met in their structures and culture.



A degree of fatigue around gender issues, particularly from men, further reduces the likelihood of attention being focused on these issues in the future. Gender issues must be seen as a problem of society not just of women.

### **3.2 Issues of accountability and responsibility**

One of the major failures of SCR 1325 is that it fails to incorporate any mechanisms to ensure accountability or responsibility in terms of implementing the provisions contained within the resolution. Although the national action plans may begin to address this situation, it is fundamentally the case that frameworks such as SCR 1325 lack teeth. Because organisations do not fear being held to account they do little to lead by example, and often preach what they are not themselves practicing.

Fundamentally, everyone should be accountable and responsible for implementing Security Council Resolution 1325 – it is not just the job of women. Therefore, to resolve this drawback the key decision-makers and wielders of authority – the men – must be targeted with renewed efforts to sensitise and educate about the crucial benefits of promoting gender equality. Given that each member state is responsible for its own implementation, it is difficult to develop any accountability mechanisms at the UN level. But, within military operations, attention to gender issues could be made a mandatory element of any job. If jobs, resources or authority were tied to the fulfilment of certain gender-related requirements, then it would be more likely that each individual would carry out his/her responsibilities related to gender mainstreaming.

### **3.3 Linking gender to operational effectiveness**

The international frameworks provide legitimacy and reinforce the idea that it is critical to take appropriate measures to ensure women's empowerment and security in order to achieve, maintain and promote international peace and stability. Given the many obstacles and the lack of accountability and responsibility in the implementation of these frameworks, there is a need to improve the mechanisms used to teach and talk gender in military operational planning as well as operational practice, to ensure that the international community practices what it preaches.

The concept of effectiveness is particularly useful in male working environments, since it is generally a language that men can relate to. Furthermore, it is also a useful concept when you are in an environment that needs changing, because people cannot generally oppose measures that are shown to increase effectiveness. Developing a way to link gender issues into the effectiveness of military operations could therefore result in gender becoming a male-friendly term. Getting men to perceive gender issues as legitimate to the mandate and mission of the military would help to overcome one of the major remaining obstacles.

This links into the idea of re-conceptualising gender in a more practical way so that others can use it and that it is made relevant to a broader group of people. The UN Department of Peacekeeping Operations (DPKO) used to use the language of gender equality when arguing for a move towards 50/50 representation of men and women serving in peacekeeping missions, but they are now also shifting towards 'operational effectiveness'. A survey that



was conducted by DPKO on force commanders found that although they did not mention gender in terms of 'equality' per se, there was real, positive support for having women serving within peacekeeping missions because it was perceived that they made a concrete difference to the effectiveness of the operation. It is clearly the case that even when men don't think they know anything about gender equality or don't think it is relevant or important, they actually do, they just conceptualise it in different terms.

The message of operational effectiveness needs to be brought to military commanders and officers, and it could provide a critical entry point for getting gender issues included within the mission mandates of organisations such as NATO, EU and the UN. The key concern commanders have when they go into the field is that they want to be effective and they want the mission to succeed. If it becomes possible to make the link between

these goals and the contribution of gender issues to achieving them, then some of the obstacles standing in the way of the implementation of frameworks such as SCR 1325 could be removed. In a way, it's a question of reframing the message so it's more palatable to people who might otherwise be resistant to it. In this case, that means men.

**Box 3: Lessons from a fictional case study on linking gender and operational effectiveness**

- *A potential benefit of placing women in key decision-making positions is that they are more likely to meet to discuss shared resources and to communicate across conflict lines than men, and this could be an entry point to improving cooperation and reducing tensions that can lead to violence.*
- *There is a value in terms of effective use of resources in building on structures that already exist locally rather than trying to develop them from scratch. Women's involvement in the informal sphere means that they already have access to these existing networks.*
- *Recognising the impact of the militarization of society on men, and the impact this has on gender roles and relations, can provide insight into ways to defuse conflict through empowering men to seek alternatives to violence.*
- *Women are stakeholders even if they do not hold formal decision-making and leadership positions, and therefore including them in CIMIC projects raises the number of people with a stake in making the projects a success.*
- *International organisations are a resources and a strategy for change. By using a gender perspective to think about who is being engaged with, where they are locating their projects, and the effect their activities are having on local men and women, it is possible to target projects more effectively thereby increasing the likelihood of achieving mission objectives.*
- *Strengthening the links between formal and informal networks will result in more coordinated and efficient peace building.*







## 4 Lessons from the past

### 4.1 Case studies in gender and CIMIC

Although it is important to have strategy frameworks and documents issued at the headquarters-level, these policy-level initiatives exist in a world removed from the grassroots where people are actually affected by conflict and its aftermath. The case studies below provide more detailed insight into the issues related to gender and CIMIC, from field-level as well as organisational perspectives. They demonstrate the range of contexts in which CIMIC occurs as well as the different structures and processes of the organisations involved. The next section will link up these experiences to draw out some of the key insights provided by these lessons from the past.

### 4.2 The Balkans

The signing of the Dayton Accords in 1995 came after the fall of Srebrenica and the bombing of the Sarajevo market, and it was clear that human rights and gender issues were not really discussed during the negotiations. Subsequent to the signing of the agreement, the NATO-led Implementation Force (IFOR) was deployed to the region to bolster UNPROFOR, the UN protection force that had struggled to end the violence in the previous years despite its poor mandate and significant hostility. Following the drawing of the borders after Dayton, many people had to leave their homes and there was more than a million displaced people, all struggling to rebuild their lives.

During 1998, there was good cooperation between the Special Representative of the Secretary-General (SRSG) who headed the UN mission in

Bosnia and SFOR, the NATO-led stabilisation force, and the police and military worked together to try to ensure the security of civilians. However, many problems remained and almost all of them had clear gender dimensions. Displacement, landmines and insecurity restricted the freedom of movement of civilians, which particularly impacted negatively on women since they had to take increased risks when leaving the house to seek food, money or other necessities for their families. Domestic and sexual violence were major problems that highlighted the need to train local police in gender-sensitivity and to recruit female officers to work with the women. The lack of rule of law compounded the problems of violence against women, and this indicated the need for the international community to support the reformulation of the judicial system. The trafficking in women and the disappearance of both men and women also pointed to the gender-specific ways in which insecurity can affect the population in post-conflict contexts. Indeed, it is very clear from the case of the Balkans how closely all these issues are related to security, or the lack thereof, which presents an opening for the military and civilian organisations and governments to work together to address the problems.

Ideally, the gender advisor working in a context like Bosnia should step directly into the office of the SRSG to enable him or her to have the authority to address these issues. Another issue that the Balkans case pointed to was the fact that many soldiers don't think they can be 'real' soldiers when they are doing CIMIC functions. This could be addressed through training and sensitisation, an important part of which involves breaking down the stereotypes associated with peacekeepers themselves. It is critical to



always remember that the interests of the people that international forces are sent to protect should come first, and that both men and women deserve their respect and assistance.

### 4.3 Afghanistan

The formal signing of the Bonn Agreement in 2001 officially brought to a close the period of Taliban rule in the country, and in theory provided the opportunity to bring women back into public life, and into the various social, political and economic spheres from which they had been excluded. Afghanistan has now ratified a constitution that prevents discrimination but the legacy of the patriarchal society and decades of conflict continues to present a major challenge for efforts to promote gender equality. The case of Afghanistan is interesting, given the significant attention and resources that have been devoted to gender equality, but it still remains to be seen whether or not there have been any real changes on the ground, particularly for women who continue to be marginalised.

According to the 2004 Afghanistan National Gender Report on gender development, which is based on the Human Development index (HDI), only two countries ranked below Afghanistan in terms of equality between the genders. More than 40% of marriages are child marriages even though the legal age for girls is 16 years and for boys it is 18 years. Literacy and education rates demonstrate the significant gender inequalities with only 14% of women being literate compared to 43% of men and only half as many girls are in school as boys. One woman dies every 30 minutes from a pregnancy related death, and up to 80% of these deaths could be prevented.

However, partly due to the efforts of the international community, women did participate actively in the elections in 2004. Forty-one percent of registered voters were women, and they also put themselves forward as candidates, perhaps an indication of the impact that SCR 1325 can have in terms of empowering women to use their right to political participation. There was a quota system in place for women in the lower and higher parliaments (27% and 17% respectively) which may also have played a role in securing the election of women to 68 seats in the lower and 121 seats in the higher parliament. Regardless of this progress, there remains the question of how much of the move forward has been real and what the impact will be now that women are in some political positions.

The conditions facing women in Afghanistan remain extremely difficult and the negative consequences of gender inequalities are in evidence throughout the country. Violence against women is a major issue. This violence manifests itself in a variety of ways aside from direct sexual or domestic violence, such as through honour killings, forced marriages, kidnapping, and forced seclusion of women and girls. This violence has a tremendous impact in terms of preventing women's empowerment and their access to rights to property, security, education and freedom of movement. There are several government-level initiatives to address gender issues, and many local and international NGOs provide different kinds of services to women and girls such as shelters to escape from violent domestic relationships. The sexual and gender-based violence (SGBV) in Afghanistan is symptomatic of the reality of the wider lack of gender justice in the country. Although much of the problem in



Afghanistan is the absence of the rule of law, women and girls are also restricted by the social norms, often defined by religion. These norms and traditional values carry over into the rule of law so that the justice system is actually used to keep women in their marginalised place. However, gender justice is not simply about bringing the rule of law to Afghanistan, it is also important that the traditional justice mechanisms are restored and supported to be more gender-sensitive since this could potentially enhance women's rights. For example, there is the possibility that if the government issued a *fatwa*, a religious decree, it could reduce gender-based violence. In Kandahar, a fatwa was issued that decreed it was the responsibility of men to get women to register to vote and this had a positive effect in the region.

Another problem is that the national government does not have control over significant parts of the country that remain in the hands of warlords. The lack of security in these areas exacerbates what is already a discriminatory environment. For example, parents are unwilling to send their children, particularly girls, to school, and women may be reluctant to look for work outside the home for fear of attack or abuse. The insecurity also affects men through reducing their access to viable employment or making them more vulnerable to attacks.

The experience of Afghanistan can be termed 'benign neglect', where there is no official impediment to the promotion of gender equality but there is a lack of interest on the part of the top leadership. Without commitment at the highest levels it is difficult to move the agenda forward. One way of increasing credibility and accountability is to require monitoring and reporting back from the field to

headquarters. However, much of the reporting done in Afghanistan is quantitative rather than critical or analytical work on gender. This could be explained by the fact that donors prefer quick-impact projects and easily measurable results, and gender-related issues often require time-intensive, in-depth analysis. However, improved cooperation between the different actors operating in the region could result in the development of tools to address this problem.

#### 4.4 The OSCE

The Organisation for Security and Cooperation in Europe (OSCE) is another organisation that has a stake in bringing gender issues into its work. OSCE field operations are designed to be flexible and to address the various requirements of the conflict cycle ranging from early warning and conflict prevention to crisis management and post-conflict rehabilitation. OSCE mandates are adopted by the Permanent Council and are context and time-specific and tied to one of the main dimensions which include political-military, economic-environmental and human aspects.

The OSCE launched its work in Georgia in 1992, and among other things was concerned with acting as a negotiator and mediator, supporting the UN's operations, promoting democracy and human rights and demilitarization, anti-corruption initiatives, monitoring of border regions and the training border guards. The example of the OSCE's work in Georgia provides a good overview of some of the CIMIC-related challenges the organisation faces since it had civil, military and police representatives deployed there. In Georgia, the focus on gender issues was confined to the human or social



dimension only, but some improvements were made in terms of increasing women's participation and visibility within Georgian politics and civil society. The critical link of gender issues and security was not made, as demonstrated by the fact that of 140 border monitors, only 3 were women.

Some of the women-specific projects that were undertaken by the OSCE in Georgia included leadership training for women's NGOs, anti-trafficking initiatives, and workshops on preventing violence against women. The case of the OSCE's work in Georgia demonstrates that what is needed is a transformation in men's attitudes rather than simply women taking action and taking on the responsibility to deal with gender inequalities. In June 2003, a code of conduct was developed for the OSCE, making all representatives accountable to their respective national authorities in the case of inappropriate behaviour. Whilst policies may dictate respect for human rights, democracy and the rule of law, it is all too often the case that this is a false perception. In reality, the abuse of power, discrimination and a lack of respect, often against women, can also characterise the behaviour of the international community. This negatively affects the credibility of the organisation and can prevent the achievement of the objectives of the mission, particularly in areas of relevance to military operations.

In December 2004 at a Ministerial meeting in Sofia, an action plan for promoting gender equality within the OSCE was adopted. Critically, this document makes the all-important link between gender equality and security, thereby making it relevant to all areas of OSCE operation. In essence, it gives the gender advisor the 'right' to talk about gender, and increases its legitimacy within the hierarchy of goals of military missions. In June 2006 a report is due on the implementation of the action plan, and this will provide some concrete evidence of how effective the OSCE has been in mainstreaming a gender approach into its policies and programs.

Despite these efforts, there is still the problem of high-level focal points being appointed involuntarily, and they are all too often females in junior positions without the ability to wield authority within the organisation. This leads to gender issues being perpetually marginalised, and even where good initiatives and ideas exist within a mission it can be difficult for them to be implemented without the support of senior-level officials. To combat this problem, it is the high-level male decision-makers who should be seen as the ones responsible, even if the authority is then delegated to others. Without this high-level accountability it is too difficult for actual changes to happen. The resources devoted to implementing gender-related policies are also inadequate, and there is a discrepancy between the political commitments within the OSCE and efforts to actually turn them into action on the ground.



## 4.5 Genderforce

Within the Dutch armed forces, women are mainly in lower ranks and on short-term contracts, and only 22% of civilian personnel and 9% of service personnel are women. However, the adoption of SCR 1325 and the EPR as well as the recognition that women can make an important contribution in the military and defence spheres are leading the armed forces to adopt a more gender-sensitive approach. The purpose of Genderforce is to make gender relevant and recognised at the operational level within the armed forces, and it is a joint initiative with several partners in other countries. It aims to make structural and cultural changes within the organisation as well as raising the visibility and relevance of gender issues outside of it.

Genderforce has four key inter-related objectives. These are education and training on gender issues; a gender perspective in peacekeeping that focuses on the impact on the local population as well as the gender relations within the unit; gender mainstreaming in policy, planning and evaluation; and ensuring gender balance to promote the participation of women within the armed forces. These objectives are complemented by an action plan that was drawn up in 2004, and ongoing training, evaluation and monitoring. Some of the key successes of Genderforce have been the launch of Gender Day (22<sup>nd</sup> March 2006), reporting of gender issues within peacekeeping forces, recruitment campaigns that have been attracting women to the armed forces, and increased commitment at higher levels of leadership within the armed forces.

In the future, the activities of Genderforce will focus on the training and mentoring of female members of the

armed forces, and the development of gender checklists to support the work of military officers in the field. As part of these plans, Genderforce aims to develop a checklist related to gender and CIMIC and as such could serve as a good practice for NATO to adopt.





## 5 Key insights from the case studies

One of the clearest insights that can be gained from the case studies discussed above is that all CIMIC-related issues are security issues, and in addition, they all have an important gender dimension. Gender equality is therefore inherently linked to inclusive security. The type of environment within which CIMIC comes into play is so highly complex and variable that it can be daunting to know where to begin, but the key is finding entry points for addressing these issues (see next section).

In addition to thinking about effectiveness and coming up with big solutions it is also necessary to think about the practical impediments military (e.g. CIMIC) actors face in the field and what is needed to overcome them. For example, hiring more male gender advisors would be one way of giving gender issues more legitimacy. If gender advisors could have more access to senior decision-makers, this would also help to drive changes forward and to turn policy into practice. Aside from these instrumental reasons, men also have the right to an opportunity to develop a male perspective on gender, and they should be encouraged to make the links between gender equality and other post-conflict and military priorities.

At the same time, as men are brought on board to think about gender issues, women should also be brought on board in senior leadership positions. Women who are in the military tend to be in traditional jobs and it is still difficult to recruit them into the more non-traditional roles. To have women in senior positions means that they can serve as a positive role model for other women within the organisation who may then aspire to take on a similar job. Thereby, they can

address the frequently encountered difficulty of attracting women into the armed forces. It would also provide a role model for local women to empower them to become leaders within their own communities.

Engagement with local civil society is something that all military (CIMIC) actors must prioritise, although it seems at times that the international community forgets these local networks exist. They enter into a conflict-affected region and try to reinvent the wheel, and can then actually make it even more difficult for local women to take on roles in their societies because all the attention is then placed on what the external actors are doing. Building on existing links with society and developing relationships of mutual respect will reap rewards in terms of providing useful insight and entry points to the local context.

The bottom line is that promoting gender equality within the military and CIMIC must be balanced with all the other priorities and concerns that the military commander is responsible for. Many other issues are competing for the same finite resources and attention, and there are only limited amounts of time and manpower available for achieving the goal of mission fulfilment. For this reason it is critical to perceive gender as something that supports the mission rather than working against it. Gender issues cannot be seen as a political statement, and the empowerment of women is not a party political issue. Neutrality is not an option, and where gender is not being actively taken into account it is usually the case that inequalities will be being perpetuated.

Changing gender stereotypes and attitudes towards the role of women in society and public life takes decades. Military operations, on the other hand, are often short-term interventions with high turnarounds in staff. This creates



three problems. First, it can be difficult to keep up the motivation amongst staff members to deal with gender-related issues because they will not be there to see the outcome of their efforts. Measurable impacts and 'deliverables' are not always realistic expectations when it comes to promoting gender equality, and anyway this type of information could be difficult to collect given that most assessment and monitoring tools are gender-blind. Second, the high turnover of staff leads to a loss of institutional memory, which has cost implications if trainings and sensitisation need to be conducted again. Third, specific efforts will need to be made by military forces to gain the confidence of the local community to deal with controversial issues such as gender equality and human rights, even though they may have not been in-country for very long. This problem has been encountered by the Provincial Reconstruction Teams (PRTs) in Afghanistan. One way of mediating this problem is to ensure that interventions are both realistic and sustainable to avoid creating expectations among local communities that cannot be fulfilled, eventually leading to hostility and a lack of confidence in future military operations.

Finally, gender inequalities are context specific and care should be taken to ensure that the military does not only focus on the high-profile or sensational issues related to gender discrimination that may be in the media, particularly related to the recent attention on sexual abuse by peacekeepers and international humanitarian staff. Such an approach can lead to the over-looking of other issues that are equally important, or perhaps even more important in that given context. For example, in Afghanistan there was little contact between international troops and local women, but despite this the issue of sexual exploitation got too much attention at the expense of other issues. In essence, the role of a gender advisor is to mainstream yourself out of a job but this won't happen as far as gender offices continue to be marginalised within organisations. Status, resources, and budget are critical to the success of any gender-related program, but too often the gender offices have to go without all three of these fundamental requirements leaving little doubt as to why real implementation of international frameworks such as SCR 1325 on the ground remains so elusive.







## **6 Lessons to be learned – and applied**

### **6.1 Openings for addressing gender issues in the military (with CIMIC as focal part of it)**

The potential for bringing gender into military planning and operations clearly exists, and more than anything it is a case of capitalising on the openings and opportunities that may present themselves during military missions. These openings can provide hooks to either link gender issues up to other objectives and priorities, or they can offer strategies to deflect the resistance that is so often the immediate reaction to efforts to mainstream gender. By developing a better awareness of the form these openings take, NATO (CIMIC) officers and their partners can position themselves in a way that allows them to take advantage of the openings as they arise.

#### **6.1.1 Linking gender to security and the rule of law:**

For gender to be truly relevant and legitimate within military operations and post-conflict reconstruction more generally, it can help to tie it into broader issues and priorities. The military must also seek to adapt its approach away from traditional notions of security and violence (i.e. the presence of a ceasefire indicated an end to violence) to consider broader issues such as criminality and violence against women. Although restrictions in the resources available for military operations may limit the degree to which the goals of the mission can be broadened to include gender equality goals, gender perspectives should still inform planning and conduct of operations to whatever extent is possible. Including gender issues in the

mandate of the military operation is one way of ensuring that the resources can be matched to the specified goals. SCR 1325 and other frameworks and standards can be drawn upon to provide guidance in this respect. Through supporting the rule of law in conflict-affected regions, it is possible to either reinforce the structures and mechanisms that are already in place to protect human rights and gender equality, or to assist with the development of new, more gender equitable institutions. Generally, it is easier to gain support for legal reform that may, for example, protect girls' rights to inheritance of their parents' property rather than advocating for these rights in isolation under the umbrella of gender equality.

#### **6.1.2 Making a 'business case' for gender:**

Some of the resistance to gender issues, particularly in military contexts, stems from the assumption that gender equality is irrelevant to the key goal of CIMIC, which is effective accomplishment of the military mission. 'Selling' gender issues as a route to effective mission fulfilment is an excellent way to avoid the hostility that is often encountered when trying to focus attention on gender issues. Concrete case studies demonstrating this 'business case' could be an effective tool in persuading the senior leadership that it is in their interests to devote some time, resources and energy to including gender issues within military mandates and objectives.



### **6.1.3 Using gender balance as a springboard for other changes:**

The issue of gender parity within the both military and civilian organisations is an important, though not sufficient, condition for achieving gender equality in the military. One woman amongst a sea of men is unlikely to be effective, but if you have many women together they may be able to bring about a transformation in attitudes towards gender issues, particularly if they are placed in key positions or if they have the support of some of the men in the organisation as well. Efforts to make the military more attractive to women may contribute towards achieving this 'critical mass' of women change agents on the inside of an organisation. Although women are not guaranteed to be more sensitive to gender issues or more likely to address gender inequalities once in a position of power, they are likely to adopt a different perspective on CIMIC than their male colleagues and this may provide the space to introduce some aspects of gender issues on SCR 1325. Being in a mixed environment may also have the knock-on effect of making men more aware of gender issues, and studies of mixed armed forces have noted the subtle changes in organisational culture and attitude that can result from having female as well as male officers.

## **6.2 Tools for incorporating gender issues in the military (with CIMIC as focal part of it)**

### **6.2.1 SCR 1325 as basic document**

Currently, the main tools for incorporating gender issues in military operations are the frameworks provided by SCR 1325 and the European Parliament, as well as any lessons learned and best practices from the field. Gender issues have not yet been fully adopted within NATO (CIMIC) doctrine or mandates, and there is significant scope for the future development of a toolbox of strategies to facilitate this process.

### **6.2.2 Training and sensitisation**

Training and sensitisation are two of the most important tools to support changes in attitude, and the promotion of gender equality is no exception. NATO (CIMIC) officers, or indeed anyone, are rarely automatically sensitive to gender issues; this is something that you can really only acquire through a learning process. Because gender stereotypes and traditions are so deeply ingrained in our lives, it can be difficult to take an objective stance in order to appreciate the potential discriminatory aspects of our cultures, societies and institutions. Gender training is an effective way to introduce military staff to a range of gender-related concepts, and to provide them with the skills and knowledge to apply a gender perspective to their own work. Training must be coupled with sensitisation because in order for people to be receptive to gender issues it is necessary that they believe they are important. Without this acceptance and legitimacy it is unlikely the deeply ingrained attitudes can be challenged or changed, and especially not through the



limited training opportunities that would be available. In addition to stand-alone training programmes, gender training should also be integrated into other, broader military training modules that deal with other aspects of operational activity such as DDR programs or democracy-building. Accessing the commanders and other senior officials through training can be difficult, and convincing them of the merit of looking at gender issues even more so, but specific efforts must be made to train those in power.

### **6.2.3 Dialogue and communication:**

Although civilian and military actors come from different backgrounds and perspectives and use a different vocabulary, they often have similar priorities and objectives. Through dialogue and cooperation it is possible to identify common aims and to devise strategies for the joint achievement of these objectives. If civilian and military actors act in isolation of each other they risk undermining each others efforts. Special care should be taken to use positive and inclusive vocabulary when talking about gender issues, so as to minimise the potential of upsetting local communities. More brainstorming and networking between civilian and military actors is needed, and more efforts should be made to enhance understanding of how to integrate gender into the military through sharing of lessons learned.

### **6.2.4 Commitment from the top as a driver of change:**

Gender issues are still too often restricted to the personal policy level and not extended into the strategic or operational levels which are where they would be able to make a real contribution to the conduct of military operations. Commitment from the top-level management may help to bridge these gaps in implementation. The military, and some civilian organisations, operate in a hierarchy, and senior officials are responsible for providing the vision and impetus for change. In the case of gender issues, given that these officials are usually male and have rarely received any kind of gender training, there is a double challenge of not only securing their support but also convincing them of the relevance of gender issues to the military in the first instance. However, using the language of effectiveness may be one way to secure this kind of commitment.

### **6.2.5 Cooperation and consultation with local actors, especially women:**

Cooperation with local actors increases the ability of civilian organisations and the military to be culturally sensitive, and local consultation allows the recipients to work with military (e.g. CIMIC) officials to determine what their priorities and needs are. Military actors should take the time to consider the value of alternate perspectives from the dominant Western understandings of effectiveness or peace. Training is also an important part of consultation processes, as military officials need to learn what the right questions are and to whom they should be directed in order to learn about local gender roles and relationships.



### **6.2.6 Accountability frameworks.**

The lack of accountability for incorporating gender issues into military operations has been identified as a major reason behind the lack of implementation. Gender expertise could become a specific qualification for leaders, and could be tied into promotion. Accountability frameworks should be designed in such a way that they don't breed further resentment, but are just another practical aspect of assessment and monitoring within the military. Without the ability to sanction those who adopt a gender-blind or discriminatory stance, even if it is unintentional, codes of conduct and policies on gender mainstreaming are nothing but empty rhetoric.

## **6.3 Challenges to making gender relevant for the military (with CIMIC as focal part of it)**

### **6.3.1 General need for merging**

Despite identifying the openings to introduce the idea of gender equality into military operations, and the development of better tools to ensure that it is fully incorporated, a number of persistent challenges remain. These challenges are not necessarily insurmountable, but they are recurrent problems that will likely endure at least to some degree until enough time has elapsed for attitudes towards gender within international organisations working in the military (CIMIC) field to shift into a more favourable light.

### **6.3.2 Bringing the parallel universes together:**

Communication is one of the most fundamental aspects of CIMIC, both between the civilian and military actors and between the external forces and the local community on the ground. However, the different backgrounds, approaches, priorities and working methods of these different actors mean that it can be difficult to get them to talk *to* each other rather than *at* each other. Increased dialogue, networking, and cooperation will all increase the likelihood that the gulfs between men and women, civilian and military, and local and external actors will be reduced.

### **6.3.3 Inadequate resources and/or political will:**

Commitment from the top is one of the most crucial requirements for effecting change, but getting the individuals implementing decisions at the top of organisations on board is one of the most difficult challenges to overcome. There are clear arguments in favour of devoting both resources and political will to the pursuit of gender equality in the context of CIMIC, however a number of other competing priorities make tradeoffs inevitable. If frameworks such as SCR 1325 were better institutionalised throughout the relevant organisations it would make it more difficult to ignore issues of gender equality, and it would be possible to also include provisions for budgeting, monitoring, and accountability.



#### **6.3.4 Breakdown in cooperation on the ground:**

Civil and military organisations have a mutually beneficial relationship. Civilian groups need the military to incorporate gender issues into their mandates and operations, and the military needs the expertise and knowledge of local contexts, particularly women's needs and interests, that can be provided by civilians. CIMIC is an emerging area within the military operations and as such is subject to critique from some quarters. There are doubts about whether the military should engage in the humanitarian sphere at all, and at what stage it is appropriate for the military to hand over control to the civilian actors. If it is done too quickly and before some semblance of security has been restored then power can fall into the wrong hands, and if it is done too late then the military can find it difficult to extract itself. To ensure that CIMIC is carried out effectively, cooperation in planning and conduct of operations is critical. However, this cooperation can break down as a result of the perceptions and stereotypes that each group has of the other. Civilians and the military have very different ways of operating on the ground, organisational structures, priorities and methods of engagement. These differences, if not actively managed can descend into hostility and a rejection of alternative approaches to operating in the conflict-affected region. These problematic perceptions also exist between military actors and the local communities, who can perceive peacekeepers and other external actors as linked to the military rather than being seen as separate actors with a specific mandate to bridge the gap between civilian and military interventions. This is particularly relevant for the case of gender issues, where mutual trust and

mutual understanding are so important given the sensitive nature of these kinds of aspects. However, improved communication and sensitisation on the ground, potentially through 'hearts and minds' campaigns could address this problem.





## 7 Recommendations

### 7.1 For civilian organisations:

- Take the knowledge gained during the seminar back to colleagues and home organisations to sensitise those around and share the acquired expertise and tools related to incorporating a gender perspective in Civil- Military Relations.
- Gender-disaggregated information should be collected in all assessment, monitoring and evaluation projects.
- Provide gender training to all staff members, particularly key decision-makers, planners and heads of missions.
- Ensure that gender advisors/officers have sufficient resources and organisational support to be effective.
- Develop and share best practices in incorporating a gender perspective in cooperation with partners and local communities.
- Ensure that gender equality is a cross-cutting priority in all areas of organisational activity and that frameworks such as SCR 1325 are incorporated into policy and practice.

### 7.2 For military forces:

- Take the knowledge gained during the seminar back to colleagues and home organisations to sensitise those around and share the acquired expertise and tools related to incorporating a gender perspective in Civil-Military Relations.
- Codes of conduct covering appropriate standards of behaviour inside the organisation and in the host country for international personnel serving within peace support operations must be enforced.
- Gender-disaggregated information should be collected in all assessment, monitoring and evaluation projects.
- Gender issues should be incorporated into mandates, directives, and all phases of military planning and implementation, based on the recommendations contained within frameworks such as SCR 1325.
- Actively try to recruit more women into all possible military – including CIMIC - positions to build stronger links with local communities, particularly women’s groups, and to act as role models for other women within and outside of the military.
- Provide gender training to all staff members, particularly key decision-makers and force commanders.
- Ensure that gender advisors/officers have sufficient resources and organisational support to be effective.
- Develop and share best practices in incorporating a gender perspective in cooperation with partners and local communities.



### **7.3 For CCOE**

- Create a knowledge base and develop tools/guidelines/case studies around CIMIC and gender issues.
- Use networks within NATO and links with other organisations to transfer expertise on CIMIC and gender.
- Include gender issues when developing CIMIC training packages and share these with the rest of NATO.
- Explore the possibility of establishing an advisory group within the military to provide the systematic impetus necessary to encourage networking and resource sharing.

### **7.4 For the int. community:**

- Disseminate gender standards (i.e. SCR 1325) widely.
- Codes of conduct for international personnel serving within peace operations must be enforced.
- Encourage and support more policy and academic research to be done on gender and operational issues.







## 8 Conclusion

### 8.1 Gender as part of the solution

For gender and CIMIC to successfully move towards inclusion, gender issues must be identified as part of the solution, not part of the problem. To enable this, certain conditions are necessary such as the support of senior leadership for visibility and credibility, adequate resources and commitment, training of staff in gender issues and strategies for applying a gender perspective, and ongoing dialogue and cooperation, as well as commitment to the ideal of gender equality, from civilian and military forces. Furthermore, cooperation with local communities is also essential for inclusive CIMIC. There should be a balance between top-down and bottom-up approaches, and civilian and military organisations must be careful not to impose definitions, values or methods that risk entrenching gender inequalities rather than readdressing them.

Two of the key messages that emerged out of the seminar were that everything starts with listening and dialogue, and that the success of gender mainstreaming ultimately depends on what message is being conveyed. Individuals and organisations involved in CIMIC need to work together to prioritise gender equality as an objective, and the link between gender equality and operational effectiveness should be used as the building block for moving towards inclusion.

### 8.2 Guide for future work on gender and CIMIC

The first step forward from this seminar must be to share the insights gained during the seminar with a wider audience. Following from this, the seminar should be used as a springboard to continue networking and resource sharing, as well as providing the momentum for future activities in this field. It would be helpful to begin to collect case studies from both the military and civilian organisations to provide a body of evidence on what works, where, how, and with what impact in terms of inclusive approaches to gender and CIMIC. Real evidence of practical success stories where integrating a gender perspective into CIMIC has had concrete benefits will go a long way towards convincing the more sceptical people that it is both relevant and important. It will also inform better practices. Most importantly, this seminar was not the end of a process but the beginning of a dialogue. The subject of gender and CIMIC is relatively unexplored, and as this seminar demonstrated there is significant scope for exploring the issues in more depth with a view to developing methodology, policy and practice.





## Annexes

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## Annex A: SCR 1325

(For the full official document see [http://www.un.org/events/res\\_1325e.pdf](http://www.un.org/events/res_1325e.pdf))

### **The Security Council,**

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

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

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

**Expressing** concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

**Reaffirming** the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

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

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

**Recognizing** the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

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

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




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

1. **Urges** Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. **Encourages** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. **Urges** the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. **Further** urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. **Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. **Requests** the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. **Urges** Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, *inter alia*, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. **Calls** on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, *inter alia*: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;



9. **Calls** upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. **Calls** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. **Calls** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
13. **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. **Requests** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
18. **Decides** to remain actively seized of the matter.





## Annex B: EPR (2000/2025(INI))

(For the full official document see <http://www.europarl.europa.eu>)

### The European Parliament,

- *having regard to the United Nations Universal Declaration of Human Rights of 10 December 1948, and to the Vienna Declaration and Program of Action resulting from the World Conference on Human Rights of 14-25 June 1993, in particular paragraphs I 28-29 and II 38 on systematic rape, sexual slavery and forced pregnancy in situations of armed conflict,*
- *having regard to the United Nations Convention on the Elimination of all forms of Discrimination against Women (CEDAW) of 18 December 1979, to the United Nations Declaration on the Elimination of Violence against Women of 20 December 1993, and to the United Nations Convention on the Rights of the Child of 20 November 1989,*
- *having regard to the General Assembly Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment of 10 December 1984, and to the General Assembly Declaration 3318 on the Protection of Women and Children in Emergency and Armed Conflict of 14 December 1974, in particular paragraph 4 which calls for effective measures against persecution, torture, violence and degrading treatment of women,*
- *having regard to the United Nations Security Council Resolution 1265 on the Protection of Civilians in Armed Conflict of 17 September 1999, in particular paragraph 14, requesting that United Nations personnel involved in peacekeeping and peace-building activities have appropriate training in human rights law, including gender-related provisions,*
- *having regard to the United Nations General Assembly Resolution 3519 on Women's Participation in the Strengthening of International Peace and Security of 15 December 1975, and to the United Nations General Assembly Declaration 37/63 on the Participation of Women in Promoting International Peace and Cooperation of 3 December 1982, in particular paragraph 12 on practical measures to increase women's representation in peace efforts,*
- *having regard to the Beijing Declaration and Platform for Action resulting from the Fourth United Nations World Conference on Women of 4-15 September 1995, in particular critical concern area E on Women and Armed Conflict, and to the outcome document of the United Nations Beijing +5 Special Session on further actions and initiatives to implement the Beijing Declaration and the Platform for Action of 5-9 June 2000, in particular paragraph 13 on obstacles to women's equal participation in peace-building efforts, and paragraph 124 on a 50/50 gender balance in peacekeeping missions and peace negotiations,*
- *having regard to the International Criminal Court resulting from the Rome Statute of 1998, in particular Articles 7 and 8 defining rape, sexual slavery, forced impregnation, forced sterilisation and any other form of sexual violence as crimes against humanity and war crimes, including as a form of torture and a grave war*



- crime, whether they occur in a systematic or non-methodical manner, and whether these acts occur in international or internal conflicts,*
- having regard to the Geneva Conventions of 1949 and the additional Protocols of 1977, stating that women will be protected against rape, and any other form of sexual assault,*
  - having regard to the European Convention for the Protection of Human Rights and Fundamental Freedoms of 1950, in particular Articles 3 and 4, which prohibit inhuman treatment or punishment and torture, as well as slavery,*
  - having regard to the European Council resolution on Integrating Gender in Development of 20 December 1995, in particular paragraph 19 stressing that a gender perspective must be paramount in emergency operations and crisis prevention,*
  - having regard to the Declaration and Agenda for Action of the United Nations Millenium Forum on the Strengthening of the United Nations for the 21st Century of 26 May 2000, in particular paragraph 11 of section B on gender training for all peacekeeping personnel,*
  - having regard to its resolution on women in decision-making of 2 March 2000<sup>(1)</sup>, in particular recital I and paragraph 14 on women's participation in peace-keeping, peace-building and conflict-preventing activities,*
  - having regard to its resolution of 13 April 1984<sup>(2)</sup> on the application of the Geneva Convention relating to the status of refugees, in particular paragraphs 1 and 2 on providing refugee status to women who face harsh or inhumane treatment because they are considered to have transgressed the social mores of the society in which they live,*
  - having regard to its resolution of 17 December 1992<sup>(3)</sup> on the rape of women in the former Yugoslavia, in particular paragraph 2 calling for the recognition of rape as a war crime and crime against humanity,*
  - having regard to its resolution of 11 March 1993<sup>(4)</sup> on the rape of women in former Yugoslavia, in particular paragraph 14 calling for proper medical support for women rape victims, specifically facilities for termination of pregnancy, where that is the woman's wish,*
  - having regard to the outcome documents of its public hearing of 26-27 June 1995 on gender specific human rights violations, and its public hearing of 18 February 1993 on rape as a war crime in Bosnia, in particular their recognition of the upheaval that refugee status brings to the lives of women, and the latter's call for financial compensation for victims of rape in armed conflict,*
  - having regard to Rule 163 of its Rules of Procedure,*
  - having regard to the report of the Committee on Women's Rights and Equal Opportunities ([A5-0308/2000](#)),*



- A. *whereas the Geneva Convention does not refer to acts of sexual violence as a "grave breach crime" or as a specific form of torture thereby making it ambiguous whether sexual violence is always considered a war crime,*
- B. *whereas women develop strength, power and flexibility in certain situations, recognise abuses and are prepared to take initiatives for their families and for society, thereby bringing about positive changes,*
- C. *whereas the United Nations General Assembly Declaration 3318 on the Protection of Women and Children in Emergency and Armed Conflict is technically vague, failing to mention sexual violence or the specific needs of refugee women,*
- D. *whereas 4/5 of the world's refugees are women and children and 90% of war victims are now civilians, mainly women and children,*
- E. *whereas rape and sexual violence have been shown to be highly prevalent in refugee camps in, for example, Kenya and Tanzania,*
- F. *whereas rape as a weapon of war has been documented throughout history, most recently in the former Yugoslavia, Sudan, Liberia, Uganda, Peru, Sri Lanka, Cambodia, Somalia, Rwanda, Bangladesh, as well as in other conflicts,*
- G. *whereas a wide spectrum of studies demonstrate that the mobilisation of male soldiers - both warring factions and peacekeepers - contributes to the growth of prostitution around military bases and army camps, subsequently increasing child prostitution, and the spread of sexually transmitted diseases,*
- H. *whereas armed factions in conflicts across the globe, for instance in Liberia, Sierra Leone and Sudan, have captured young girls and women and forced them into sexual slavery,*
- I. *whereas women who are raped during war are often stigmatised by their local communities and often not provided with health care or psychological trauma services,*
- J. *whereas several peacekeepers from European Union Member States have been dismissed from United Nations missions for acts of sexual violence in Somalia and Mozambique,*
- K. *whereas only four European Union Member States - Belgium, France, Italy and Luxembourg - have ratified the Rome Statute out of the sixty states necessary to authorise the International Criminal Court (ICC),*
- L. *whereas, as a consequence of armed conflict, the breakdown of socio-economic systems and increased levels of poverty, trafficking of women is a growing phenomenon in areas of conflict,*
- M. *whereas women's peace initiatives often cross warring factions - as in the Middle East, Cyprus and Northern Ireland - and are often undertaken at great risk in areas of extreme conflict - as in Sudan, Lebanon and Russia,*
- N. *whereas women are often marginalized or excluded from negotiation and diplomacy aimed at ending armed conflicts, as was the case in peace talks in, for example, Burundi, Tajikistan, and most recently in Kosovo,*



- O. whereas the rights, priorities and interests of women are frequently ignored in formal peace negotiations,*
- P. whereas women's full participation in decision-making, conflict prevention and resolution and all peace initiatives is vital; whereas their participation in peacekeeping missions has not been numerically significant until the 1990s, the increased presence of women in the civilian, military and police components of peacekeeping operations has resulted in improved relations with local communities, which is essential to the creation of a sustainable peace,*
- Q. whereas donor attention during demobilisation of military forces and warring factions generally focuses on men, resulting in women often being excluded from aid and development programs associated with reconstruction,*
- R. whereas the needs of girl soldiers - who have often been raped, used as sex slaves, had unwanted pregnancies, have venereal diseases and/or AIDS - are generally not incorporated in demobilisation initiatives,*
- S. stressing that sustainable peace is in many ways contingent on community-based involvement and ownership of the peace process - a process which can only be legitimate if women are equally involved - and that the role of the international community in supporting civil society networks that link local, national, and international initiatives is crucial to the peace process,*

#### **I. The protection of war affected populations**

- 1. Condemns systematic rape, forced impregnation, sexual slavery, and all other forms of gender-based violence in situations of armed conflict;*
- 2. Condemns the sexual misconduct of soldiers involved in peacekeeping operations;*
- 3. Condemns the use of child soldiers of both sexes;*
- 4. Calls upon the Member States to take all necessary steps to amend Article 147 of the Fourth Geneva Protocol to define rape, forced impregnation, sexual slavery, forced sterilization, and any other forms of sexual violence as grave breaches of the Geneva Conventions;*
- 5. Calls upon Member States to ratify the Treaty of Rome authorising an International Criminal Court, which formally recognises rape, forced impregnation, forced sterilisation, sexual slavery and any other form of sexual violence as crimes against humanity and war crimes, including as a form of torture and a grave war crime, whether they occur in a systematic or non-methodical manner ;*
- 6. Calls on the Member States to take action at the United Nations Commission on the Status of Women and advocate the updating of the wording of the Declaration on the Protection of Women and Children in Emergency and Armed Conflict to include sexual violence and the specific needs of refugee women;*
- 7. Calls on the Member States to take action at the United Nations to ensure the appointment of a Special Rapporteur on women in armed conflict situations;*



8. *Calls on the Commission and the Member States to gender sensitise peace and security related initiatives, and to that end:*
  - (a) *provide training on the gender-aspects of conflict resolution and peace-building to staff engaged in policies concerning conflict at headquarters and in field offices,*
  - (b) *utilise local gender expertise in field offices,*
  - (c) *foster research on the development of gender-based violence during and after armed conflicts,*
  - (d) *provide gender training at an early stage in the training of military personnel so that respect for women becomes a matter of course and a female-friendly atmosphere prevails in the army,*
  - (e) *ensure that actions against trafficking in women in conflict affected areas form part of such initiatives;*
9. *Calls on the Commission and the Member States to integrate a gender perspective in the planning of refugee camps under their funding auspices, and to that end:*
  - (a) *make sure that all the initiatives they fund are in line with international agreements and norms concerning refugee women, such as the UNHCR guidelines on the Protection of Refugee Women and on the Prevention of and Response to Sexual Violence against Refugees,*
  - (b) *protect refugees and internally displaced women and children from the possibility of sexual abuse through the provision of appropriate preventive measures at the very stage when camps are divided up,*
  - (c) *secure the right of women refugees to self-determination through appropriate economic opportunities and equal representation in refugee committees and other decision-making bodies in refugee camps,*
  - (d) *secure safe conditions of return for women and girls returning to their geographical areas of origin;*
10. *Calls on the Commission and the Member States to make available adequate financial resources so that victims of rape and assault in areas with an armed conflict can receive psychological counselling and have the choice between terminating the pregnancy or giving birth discreetly and so that victims of these outrages can be protected;*
11. *Calls on the Commission to set aside a certain percentage of the EUR 216 million refugee fund for the training of reception centre civil servants, police officers, and health staff to meet the particular needs of refugee women;*
12. *Calls on the Member States to introduce a gender perspective in their refugee policies, and to that end:*
  - (a) *under specific conditions grant temporary refugee status to women who have been raped or have been subjected to other forms of sexual violence during armed conflict, occupation and/or transition,*



- (b) *provide rape victims with treatment for trauma and offer them practical help as outlined in paragraph 14 of its aforementioned resolution of 11 March 1993 on the rape of women in Former Yugoslavia,*
- (c) *ensure that detention/reception centres for refugees include separate facilities for non-related men and women, concurrent with the appointment of gender trained staff in the women's section;*

## **II. International efforts to prevent and solve armed conflicts**

- 13. *Calls on the Member States to promote equal participation of women in diplomatic conflict resolution and reconstruction initiatives at all levels, and to that end:*
  - (a) *recruit more women to the diplomatic services of Member States,*
  - (b) *train women within the diplomatic corps of Member States in negotiation, facilitation and mediation skills, creating rosters of qualified women for peace and security related assignments,*
  - (c) *nominate more women to international diplomatic assignments, specifically to senior positions (UN special representatives, peace commissions, fact-finding missions, etc.),*
  - (d) *increase the percentage of women in delegations to national, regional and international meetings concerned with peace and security, as well as in formal peace negotiations,*
  - (e) *require international diplomatic peace teams to systematically consult with women's community-based peace groups and organisations, ensuring that their problems and priorities are reflected in the official peace process;*
- 14. *Calls on the Council and the Member States to promote the gender sensitisation of peace, security and reconstruction operations in which they participate, and to that end:*
  - (a) *make a gender analysis an automatic element in the planning and practice of external interventions. Specifically, analysing the extent to which women's social, economic and political marginalization increase as a result of the conflict, as well as the opportunities for improving women's position as a result of the changed situation,*
  - (b) *ensure that all military personnel - male as well as female - and specifically peace-building, peacekeeping, and peace-enforcement personnel have thorough gender training,*
  - (c) *have magistrates and human rights observers accompany peacekeepers to ensure that international law is upheld;*



15. *Stresses that current conflicts demand the increased use of non-military crisis-management, which means that new non-military skills are required of peacekeepers, resulting in enhanced opportunities for women, and calls on the Member States and the Council to:*
  - (a) *include women in all reconciliation, peacekeeping, peace-enforcement, peace building, and conflict preventive posts - including fact-finding and observer missions - in which Member States participate,*
  - (b) *secure that women participating in peacekeeping operations are bound by United Nations norms and international human rights principles and not by discriminatory local restrictions,*
  - (c) *promote the use of all female fact-finding and assistance teams to respond to sexual violence and other situations where demanded by the cultural context;*
16. *Stresses that reconciliation of deep-seated conflicts present an unequalled opportunity to create the framework for a democratic and equal society, and to that end, calls on the Commission and the Member States to promote constitutional protections of women's equality in the design of the peace accords;*

### **III. Community-based participation in the prevention and resolution of armed conflicts**

17. *Points out that most women are traditionally associated with non-violence, while their lives and value systems are interwoven with the protection of life, dialogue, reconciliation, negotiation and the peaceful settlement of disputes, values which may provide an alternative solution to the modern culture of violence and lay the foundations for a new culture, the culture of peace, the strengthening of dialogue at all levels, the equitable distribution of the planet's resources and respect for racial, religious and cultural differences;*
18. *Stresses the importance of active local involvement in the peace and reconciliation process; and calls upon the Member States and the Commission to:*
  - (a) *support the creation and strengthening of non-governmental organisations, including women's organisations, active in conflict prevention and in post-conflict peace and reconstruction work,*
  - (b) *work towards the education of women's organisations in non-violent conflict resolution;*
19. *Calls on the Member States and the Commission to systematically promote the participation of women in the official conflict resolution process, and to that end:*
  - (a) *encourage that warring factions incorporate women into their peace negotiation teams,*
  - (b) *ensure that gender inequalities and repercussions are discussed systematically in each area of negotiation,*
  - (c) *ensure that the peace process is deeply rooted, through requesting that warring factions incorporate civil society representatives into their peace negotiation teams,*



- (d) *support public awareness raising campaigns and debates about the contents of the peace negotiations;*
- 20. *Calls on the Commission and the Member States to ensure that women who are frequently the most vulnerable, and who often have a crucial role in the rebuilding of their societies, are not marginalised by inappropriate demobilisation and reconstruction initiatives, and to that end:*
  - (a) *promote a public debate in post-conflict regions concerning gender-based abuses in order to avoid a repetition of violence,*
  - (b) *ensure that both women and men benefit from reconstruction initiatives, specifically that female ex-combatants are not excluded or made worse off from demobilisation programs,*
  - (c) *set aside a specific percentage of demobilisation and reconstruction funds for women's political and economic empowerment,*
  - (d) *pay particular attention to the specific rehabilitation needs of girl soldiers within demobilisation initiatives;*
- 21. *Calls on the Commission and the Council to inform the European Parliament on an annual basis on the progress, programmes and initiatives undertaken as a consequence of this resolution;*
- 22. *Calls on the Council, Commission, and the UN Secretary General to in all reporting on peace and security related initiatives include a chapter covering gender related aspects;*
- 23. *Instructs its President to forward this resolution to the Council, the Commission, and the UN Secretary General.*



## **Annex C: Further reading**

*Women Building Peace: Sharing Know-How*, published by International Alert June 2005. Enquiries Maria Olsen on e-mail [molson@international-alert.org](mailto:molson@international-alert.org)

*Gender Mainstreaming In Conflict Transformation, Building Sustainable Peace*, published by the Commonwealth secretariat, London. Published in 2005. 232 pages. Price GBP£12.99. Enquiries [d.bingham@commonwealth.int](mailto:d.bingham@commonwealth.int)

*Women, peace and security, Study submitted by the Secretary-General pursuant to SC resolution 1325 (2000), Published by United Nations, 2002*

*Women, War and Peace*": The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building - By Elisabeth Rehn & Ellen Johnson Sirleaf.  
[http://www.parliament.gov.za/pls/portal30/docs/FOLDER/PARLIAMENTARY\\_INFORMATION/PUBLICATIONS/UNIFEM/INDEX.HTM](http://www.parliament.gov.za/pls/portal30/docs/FOLDER/PARLIAMENTARY_INFORMATION/PUBLICATIONS/UNIFEM/INDEX.HTM)

Rita James Simon, editor: *Women in the military*, Transaction Publishers New Brunswick (U.S.A) and London (U.K), 2000

DPKO (2004) *Gender Resource Package for Peacekeeping Operations*. New York: Peacekeeping Best Practices Unit/United Nations

International Alert (2002) *Gender Mainstreaming in Peace Support Operations: Moving Beyond Rhetoric to Practice*, London: International Alert, <http://www.international-alert.org/publications/81.php>

Mazurana, Dyan, Angela Raven-Roberts and Jane Parpart, eds. (2005) *Gender, Conflict and Peacekeeping*. Oxford: Rowman and Littlefield Publishers, Inc.

NGO Working Group on Women, Peace and Security (2005) *From Local to Global: Making Peace Work for Women, Security Council Resolution 1325 – Five Years On Report*. New York: NGO Working Group on Women, Peace and Security

*Women Waging Peace Policy Commission Case Studies: DDR and SSR - El Salvador, Sierra Leone, South Africa; Transitional Justice and Reconciliation - Bosnia, South Africa; Governance and Political Participation - Afghanistan, Cambodia, Rwanda; Prenegotiation and Negotiations - Columbia, Naga* [www.womenwagingpeace.net](http://www.womenwagingpeace.net)

*Gender Equality and Peacebuilding: An Operational Framework* - Canadian International Development Agency [www.acdi-cida.gc.ca/](http://www.acdi-cida.gc.ca/)

Bonn International Center for Conversion (BICC) *Demobilization and Reintegration of Women Combatants, Wives of Male Soldiers and War Widows: A Checklist*

UNDPKO (2005) *Gender Mainstreaming in peacekeeping Operations: A Progress Report*

*Report of the Secretary general on Women, Peace and Security to the Security Council S/2004/814 (Oct.13, 2004)*

*Inclusive Security, Sustainable Peace*': A Toolkit for Advocacy and Action. Published in English by International Alert, London, and Women Waging Peace, Harvard. Enquiries International Alert, tel. +44 207 627 6800 [www.international-alert.org](http://www.international-alert.org) and/or Women Waging Peace, tel. +1 202 403 2000. [www.womenwagingpeace.net](http://www.womenwagingpeace.net)



'Women Facing War', by Charlotte Lindsey. English or Arabic. Published by the International Committee of the Red Cross (ICRC). Enquiries tel. +41 22 734 6001. E-mail [dc\\_dcm.gva@icrc.org](mailto:dc_dcm.gva@icrc.org). [www.icrc.org](http://www.icrc.org)

'Gender Mainstreaming In Conflict Transformation: Building sustainable Peace', edited by Rawwida Baksh, Linda Etchart, Elsie Onubogu, Tina Johnson. Commonwealth Secretariat Gender Section. Tel. +44 20 7747 6284. [www.thecommonwealth.org/publications](http://www.thecommonwealth.org/publications)

'Women & Men In Partnership for Post-Conflict Reconstruction'. Report on the Sierra Leone National Consultation. Edited by Rawwida Baksh-Soodeen and Linda Etchart. Published by The Commonwealth Secretariat, with sponsors like The British Council, UNDP and UNICEF. Tel. +44 20 7747 6342. [www.thecommonwealth.org/publications](http://www.thecommonwealth.org/publications)

'Engendering The Peace Process: a Gender Approach to Dayton – and Beyond', edited by Anna Lithander of Kvinna Till Kvinna. English language. Tel. +468 702 98 20. [Info@iktk.se](mailto:Info@iktk.se) [www.iktk.se](http://www.iktk.se). Kvinna Till Kvinna works with women in the Balkans.

'Kosovo - Missed Opportunities, Lessons For The Future', Report by Lesley Abdela, Former Deputy-Director Democratisation, and Head of NGO and Civil Society development, OSCE Mission, Kosovo. For free electronic copy, Tim Symonds on [tim.symonds@shevolution.com](mailto:tim.symonds@shevolution.com)

*We the Women: why conflict mediation is not just a job for men* by Antonia Potter, October 2005 available online: <http://www.hdcentre.org/Opinion+papers>

'Beyond Conflict prevention: How women prevent violence and build sustainable peace' by Camille Pampell Conaway and Anjalina Sen available online at <http://www.globalactionpw.org/Resolution1325/index.htm>

Women and Peacebuilding (1999), by Dyan Mazurana and Susan McKay. Montreal, Québec, Canada: International Centre for Human Rights and Democratic Development ([www.ichrdd.ca](http://www.ichrdd.ca))

Where are the Girls? Girls in Fighting Forces in Northern Uganda, Sierra Leone and Mozambique: Their Lives During and After War (2004), by Susan McKay and Dyan Mazurana. Montreal, Québec, Canada: International Centre for Human Rights and Democratic Development ([www.ichrdd.ca](http://www.ichrdd.ca))

The transnational network 'Global Action to Prevent War' in recognition of UNSCR 1325+5 has published: Beyond Conflict Prevention: How Women Prevent Violence and Build Sustainable Peace (2005), by Camille Pampell Conaway and Anjalina Sen. Global Action to Prevent War and the Women's International League for Peace and Freedom ([www.globalactionpw.org](http://www.globalactionpw.org))





## Annex D: Seminar Agenda

### DAY 1 (Monday 10 April 2006)

| <u>Time</u>   | <u>Theme</u>   | <u>Speaker / Moderator</u>                                 |
|---------------|--|--|
| 13:30 – 13:40 | <b>Opening speech</b>  | Chairman Col Harry Knoop                                   |
| 13:40 – 14:25 | <b>Keynote speech &amp; questions</b>  | Elisabeth Rehn   |
| 14:25 – 15:10 | <b>Identify participants’ objectives/expectations</b>  | Chantal Gautier (facilitator)<br>Thea Hilhorst (moderator) |
| 15:30 – 16:00 | <b>Why gender is important?<br/>From a NATO point of view</b>  | Petra Bender   |
| 16:00 – 17:30 | <b>What is meant by gender? International framework</b>  | Lesley Abdela  |
| 19:30 – 21:00 | <b>“Gender within Human Rights, silent diplomacy”<br/>+ case study (workshop in syndicate rooms)</b> | John Packer  |



**DAY 2 (Tuesday 11 April 2006)**

| <u>Time</u>   | <u>Theme</u>   | <u>Speaker / Moderator</u>   |
|---------------|--|--|
| 08:45 – 9:00  | <b>Reflective practice</b>   | Thea Hilhorst  |
| 09:00 – 10:30 | <b>Lessons learnt from the past...<br/>Future recommendations</b><br><br>Case study: Balkan<br>Case study: Afghanistan<br>Case study: OSCE | Elisabeth Rehn<br>Corey Levine<br>Beatrix Attinger Colijn                              |
| 10:45 – 11:30 | <b>Workshop</b>  | Elisabeth Rehn<br>Corey Levine<br>Beatrix Attinger Colijn<br>Facilitators              |
| 11:30 – 12:15 | <b>Plenary session</b>   |  |
| 13:45 – 15:00 | <b>The role of Gender force and women/men in armed forces</b>  | Ingeborg ter Laak Speaker from NATO (Petra Bender)<br>Thea Hilhorst                    |
| 15:00 – 15:30 | <b>Plenary session</b>   |  |
| 15:45 - 17:30 | <b>Workshop</b> (syndicate rooms)<br><b>Practical recommendations: The move towards inclusion</b>  | Lesley Abdela<br>John Packer<br>Chantal Gautier<br>Ingeborg ter Laak<br>Marian Feddema |



### DAY 3 (Wednesday 12 April 2006)

| <u>Time</u>   | <u>Theme</u>  | <u>Speaker / Moderator</u>   |
|---------------|---|--|
| 08:45 – 09:00 | <b>Reflective practice</b>  | Thea Hilhorst  |
| 09:00 – 10:30 | <b>Conclusions, recommendations and way ahead</b>   | Facilitators   |
| 11.00 – 12.15 | <b>Seminar participant's presentation of working group results to panel forum</b><br>plenary discussion | Thea Hilhorst<br><br><b>Panel Forum:</b><br>Petra Bender<br>Corey Levine<br>Ingeborg ter Laak<br>Beatrix Attinger<br>Colijn John Packer<br>Colonel Harry Knoop |
| 12.15 – 12.30 | <b>Final remarks</b><br>closing down ceremony of the seminar  | Colonel Harry Knoop  |





## **Annex E: List of contributors**

### **(Keynote) Speaker: Elisabeth Rehn (FIN)**

- Education: B.sc. Economics Helsinki 1957
- Titles: Minister 2005, Econ. Dr. h.c 1994. Pol.dr. h.c. 1998
- Public service:
  - Member of the Finnish Parliament 1979-1995, Member of the European Parliament 1995-1996, Minister of Defence 1990-1995, Minister of Equality Affairs 1991-1995
  - Presidential candidate 1994, 2000
  - UN Special Rapporteur on the situation of Human rights in The Republic of Croatia, FRY, Bosnia and Herzegovina and FYROM 27.9.95-15.1.1998
  - UN Under-Secretary-General, Special Representative of Secretary-General in Bosnia and Herzegovina, 16.1.1998 – 15.7.1999
  - UNIFEM Independent Expert on impact of war on women, 2001-2002, Co-author of UN-report "Women, War and Peace" with Ellen Johnson-Sirleaf, Liberia
  - Stability Pact for South Eastern Europe, Chair Working Table 1, Democratisation and Human Rights 2003 –2004
  - UNDP, Independent Expert Review on the PAPP-program in the Occupied Territories, Palestine, 2004
  - Patron for the United World College project in Bosnia and Herzegovina 2005-
  - UNICEF, Finnish Committee 1982-1994, chair 1988-93
  - Finnish Red Cross, Vice-chair 1984-88
  - WWF, Board of Trustees in Finland, Chair 2000-
  - Suomen Unifem ry Vice, chair of the board 2003-2005

### **Speaker from NATO IS: Petra Bender (DEU)**

She is Consultant Gender Balance & Diversity, NATO Headquarters International Staff, (Brussels). Master of Business Administration, University of Barrington, Alabama, US (honours), Thesis on Affirmative Action in Human Resource Development (2005). State Exam in Law, University of Bonn, emphasis on employment and international law (1997). Diploma in Public & Defense Administration, Thesis in Criminal Law (1991). Research Center Juelich, Germany Head of Personnel Administration and Equal Opportunities Officer (1997-2005). Federal Ministry for Science and Research, last in the "Women in Science and Research" Department, responsible for governmental reports, project funding of gender projects in research (1992-1997).

### **Speaker/ Facilitator: Lesley Abdela, MBE (GBR)**

She is one of the world's leading experts in the field of gender and an award-winning journalist. Lesley is a previous winner of the UK Woman of Europe award for her work on the political empowerment of women in Central and Eastern Europe. She was the first Political Editor of a major women's magazine in the UK, appointed by Cosmopolitan in 1993. Lesley Abdela is a partner in Eyecatcher Associates / Shevolution, directs Shevolution and is Chief Executive of Project Parity. Lesley has over 20 years experience in the fields of gender and democratic development. Since 1992 she has worked in over 30 countries as an expert advisor to governments and international organisations, NGOs and the private sector. Lesley develops strategies and designs training programmes and materials to help build systems where women and men work in equal partnership in work, life and politics. Lesley's award winning work in the fields of gender, human rights, human resources and democratic empowerment has been widely recognised. As well as her work in this field Lesley Abdela is a journalist, broadcaster and speaker on the international circuit.



### **Speaker Human Rights/ Facilitator: John Packer (CAN)**

He is an independent consultant, currently advising a number of governments and inter-governmental and non-governmental organizations on matters of peace and security, conflict prevention and resolution, diversity management, prevention of genocide and the protection of minorities and human rights. He is currently Principal Investigator and Project Coordinator of the “Initiative on Conflict Prevention through Quiet Diplomacy” which, through a global consortium, is seeking to establish or strengthen institutions dedicated to prevent conflict through quiet diplomacy within regional inter-governmental organizations. In 2003-2004, he was a Visiting Assistant Professor of International Law at the Fletcher School of Law and Diplomacy at Tufts University and a Fellow at the Carr Center for Human Rights Policy at the John F. Kennedy School of Government at Harvard University. Until February 2004, he was Director in the Office of the High Commissioner on National Minorities (HCNM) of the Organization for Security and Co-operation in Europe (OSCE), located in The Hague. Between September 1995 and March 2000, Mr. Packer was Senior Legal Advisor to the HCNM. He was previously a Human Rights Officer at the Office of the United Nations High Commissioner for Human Rights in Geneva where he held responsibilities for the Commission on Human Rights investigative mandates on, *inter alia*, Iraq, Myanmar (Burma) and the Independence of the Judiciary, and for the Secretary-General’s reports on the Use of Forensic Sciences in Human Rights Investigations and on Civil Defense Forces and State Responsibility. Prior to his employment with the UN, Mr. Packer was a consultant for the International Labour Organisation and the UN High Commissioner for Refugees. He holds degrees in Political Studies and Law and has lectured at a number of universities and professional institutions around the world and has been widely published. For this seminar he was supported by CORDAID (NLD NGO).

### **Speaker/ Facilitator: Ingeborg ter Laak (NLD)**

She is actively involved in implementing UN SCR 1325 on “Women, Peace and Security” in the Dutch Armed Forces by executing the project Genderforce.

Before becoming the project leader of Genderforce, she was policy advisor on diversity and integrity for the Ministry of Defence, and even earlier organisational advisor for the Dutch Army.

### **Speaker/ Facilitator: Beatrix Attinger Colijn (CHE/ NLD)**

Senior Adviser on Gender Issues, OSCE Office of the Secretary General. She holds an academic degree in history, political science and international law. She has studied in Switzerland, Mexico and Spain and also holds diplomas in negotiation, mediation and conflict resolution. For 10 years she worked in field operations of the International Committee of the Red Cross (ICRC) in Africa, Latin America and South Eastern Europe. In the early nineties she headed the regional tracing programme of the ICRC for the Horn of Africa, assisting refugees and displaced persons separated from their next of kin in finding their family and organizing family reunions. She later worked with civil society on the implementation of projects for the benefit of women and children. Since 1999 she has been posted in the OSCE Secretariat in Vienna in the Office of the Secretary General. In her capacity as Senior Adviser on Gender Issues she is tasked with gender mainstreaming in the Organization. She is also advising field operations and other OSCE structures on the implementation of gender-related commitments and international standards and organizing staff training on relevant gender issues. She has been a member of the expert co-ordination team of the Stability Pact Task Force on Trafficking and served on the executive board of the Regional Clearing Point of the same framework. She gives lectures on gender and conflict at several private educational institutions.



### **Speaker/ Facilitator: Corey Levine (CAN)**

M.A. Human Rights, University of Essex, Colchester, U.K. 1998. Relevant professional experience:

- Gender Adviser at United Nations Assistance Mission in Afghanistan (UNAMA, 2004-2005),
- Canadian Consortium on Human Security (CCHS)
- Research Fellow (2003-2004), Program Advisor at Peacebuilding Unit, Multilateral Programmes Branch,
- Canadian International Development Agency (CIDA, 2001-2003).
- Peace Building and Human Rights consultant.
- Human Rights Officer: Organisation for Security and Co-operation in Europe (OSCE) Mission in Kosovo (Pristina, Kosovo, 1999 – 2000)

### **Moderator: Prof Dr ir DJM Thea Hilhorst (NLD)**

Thea is Professor Humanitarian Aid and Reconstruction of Wageningen University, Senior Lecturer Disaster Studies (hoofddocent), Member Taskforce Women, Security and Conflict. She completed her dissertation in 2000, comprising an ethnographic account of everyday practices in a Philippine development NGO and its surrounding networks, clientele and donors. Combining a theoretical and pragmatic understanding of the 'multiple realities' of organizational practice, the thesis unravels the roles played by local history, language, social ties, cultural patterns and politics in the making and unmaking of NGOs. Since 1998, Thea Hilhorst combined preparing her dissertation with a lectureship in Disaster Studies at Wageningen University where she specialises in the social aspects of natural disasters, conflict, humanitarian aid and reconstruction processes in relation to development. Her research mainly focuses on humanitarian aid and reconstruction, with a major project (VIDI) in Angola as well as consultancies and contract research with international humanitarian NGOs. Her research on natural disasters has focused on the interplay of disaster response in different domains of knowledge and action, such as governments, managers and local people, in the context of climate change and globalization.



### **Note taker: Karen Barnes (GBR)**

She is PhD in International Relations, M.A. in Political Science; M.A. in Economics and International. Relations.

- Policy related work experience:
- Part-time researcher International Institute for Strategic Studies, London.

She is:

- Coordinator, UK Working Group for Women, Peace and Security, London.
- Consultant, UNICEF, Freetown, Sierra Leone.
- Volunteer:
  - UNIFEM, Freetown, Sierra Leone.
  - Intern, Refugee Policy Department,
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