

**United Nations Reform:  
Improving Peace Operations by  
Advancing the Role of Women**

**Sponsored by the Stanley Foundation  
in cooperation with Women in International Security**

**November 14, 2006 – New York  
November 16, 2006 – Washington, DC**

---

*Understanding  
of the added  
value of women's  
knowledge and  
experiences is  
growing within  
the UN system  
and beyond, yet  
implementation  
of existing  
mandates is  
sporadic.*

---

## Introduction

In November 2006, over 75 experts gathered in New York and Washington to discuss “United Nations Reform: Improving Peace Operations by Advancing the Role of Women.” Convened by the Stanley Foundation and Women in International Security (WIIS), practitioners and policymakers from various United Nations agencies, national governments and militaries, academia, and civil society groups identified barriers to women’s advancement and generated concrete ways to improve the recruitment and selection of women for peace operations as heads of mission, military personnel, civilian police, and international and national staff.

Incoming Secretary-General Ban Ki-moon and UN member states are faced with an ever-increasing demand for multidimensional peacekeeping. Deployment reached a “historic high” in October 2006, which was described by Under-Secretary-General for Peacekeeping Operations Jean-Marie Guéhenno as “unprecedented growth.”<sup>1</sup> To respond appropriately to the growing need for stabilization operations, experts at the meetings recognized the need to draw upon a wide variety of personnel with diverse skills and expertise, including women, who can provide critical leadership in peace operations and post-conflict reconstruction.

On numerous occasions, the United Nations has committed itself to achieving 50/50 gender balance throughout the organization.<sup>2</sup> Indeed, understanding of the added value of women’s knowledge and experiences is growing within the UN system and beyond, yet implementation of existing mandates is sporadic. Furthermore, the pockets of activity and momentum are rarely connected, as UN agencies, member states, and civil society are frequently operating in parallel structures and forums. The New York and Washington sessions brought diverse actors together to bridge the knowledge gap, maximize efforts, and jointly strategize on next steps to enhance women’s numbers and role in peace operations.

## Improving Peace Operations: Why Women?

In recent years, various international commitments and declarations have been adopted that recognize the importance of women’s participation in all aspects of peace processes. Chief among them is UN Security Council Resolution 1325, a landmark document adopted in 2000 after intense advocacy by women’s networks and civil society. It calls upon member states and all parties to take action in four areas: (1) to promote the participation of women in decision-making and peace processes, (2) to integrate gender perspectives and training in peacekeeping, (3) to protect women in armed conflict, and (4) to mainstream gender issues in UN reporting systems and programs related to conflict and peacebuilding.

---

*The rapporteur, Camille Pampell Conaway, prepared this report following these meetings. It contains her interpretation of the proceedings and is not merely a descriptive, chronological account. Participants neither reviewed nor approved the report. Therefore, it should not be assumed that every participant subscribes to all recommendations, observations, and conclusions.*

---

In the six years since the passage of Resolution 1325, various advancements have been made by the Department for Peacekeeping Operations (DPKO) and other UN agencies to implement its mandates. In October 2004, a gender resource package was created for all staff in peace operations—both men and women, including military personnel and police.<sup>3</sup> Within DPKO, a gender adviser was appointed at headquarters in 2003, and the number of gender advisers and gender units in field missions has also increased. Of the 18 UN peace operations in progress as of October 2005, gender advisers or units had been established in 10 missions, and an additional 6 missions had gender focal points.<sup>4</sup>

In late 2006, DPKO disseminated a policy directive on *Gender Equality in UN Peacekeeping Operations* that reiterates the necessity of increasing women’s civilian and military roles in field missions.<sup>5</sup> DPKO also released a Global Action Plan on 1325 that includes the increased participation of women in peacekeeping as a priority for the agency.<sup>6</sup> At the same time, UN member states are developing national action plans for the implementation of Resolution 1325, which include increased recruitment of women for peace operations.<sup>7</sup>

However, critics continue to point out the slow and ad hoc nature of these efforts. Despite repeated mandates and policy commitments—and these initial actions just described—little progress has been made to actually increase the numbers of women in peace operations. Statistics illustrate the implementation gap:

- There are zero female **heads of mission** (out of 18 operations) and only one woman deputy (Afghanistan).
- Only 1 percent of **military personnel** are women (of 70,960 total troops).
- Just 4 percent of **police** forces are women (of 8,482 total police).
- Approximately 30 percent of **international civilian staff** are women (of 4,568 total)—a number that decreases to 10 percent in management positions at the D-1 level or above.
- Women make up 22 percent of **nationally recruited civilian staff** (of 8,657 total), but many are relegated to service and clerical posts at the lowest grades.<sup>8</sup>

Yet the need for qualified peace operations personnel has never been more pressing. Since the end of the Cold War, the number of UN peacekeeping missions has increased by more than 400 percent, and the nature of engagement has evolved to include peacebuilding and reconstruction assistance.<sup>9</sup> The complexity of multidimensional peace operations requires the expertise and knowledge of both men and women, particularly as the United Nations seeks ways to end sexual exploitation and abuse by peacekeepers. Moreover, the current overarching reform efforts of the United

---

*The complexity of...peace operations requires the expertise and knowledge of both men and women, particularly... to end sexual exploitation and abuse by peacekeepers.*

---

Nations provide a critical entry point for action in this area, as do the ongoing development of a system-wide action plan for Resolution 1325 and the presence of a new secretary-general.

## Advancing the Role of Women in Peace Operations

At the New York and Washington meetings, experts convened in working groups to discuss the recruitment and retention of women in five categories of peacekeeping personnel: heads of mission, military personnel, civilian police, international civilian staff, and national civilian staff.<sup>10</sup> Participants outlined the context and process for hiring personnel, the challenges and opportunities to promote women, and practical recommendations for various actors, as presented in the following sections.

---

*Despite the fact that numerous names of women are proposed internally and externally, few are ever appointed.*

### Heads of Mission

In the case of UN peace operations, the heads of mission are special representatives of the secretary-general (SRSGs) and their deputies (DSRSGs). Despite Kofi Annan's explicit commitment to gender balance throughout the United Nations, the number of women who serve as SRSGs has actually declined in recent months. There were two female heads of peace operations in 2005 but none in 2006, with the exception of one DSRSG in Afghanistan.<sup>11</sup>

SRSGs are appointed positions—decided within the UN Secretariat from lists submitted by member states in a closed selection process. Candidates are often former ambassadors with diplomatic skills, personal gravitas, and knowledge and experience within the UN system. Successful nominees enjoy the support of their national government and have a good reputation within the organization. “Inside” heads of mission candidates may have been in other UN leadership positions, such as DSRSG, or have the support of a particular political base.

Despite the fact that numerous names of women are proposed internally and externally, few are ever appointed. Some attribute this to the extensive criteria the United Nations outlines for these positions, such as senior diplomatic experience, proven ability to run a complex organization (with both military and civilian components), knowledge of UN systems, and bilingualism, among other factors. Thus it is critical that women nominees from member states or civil society meet some—or many—of this criteria, or they will be certainly ignored. This is a particularly pressing issue given the presence of a new secretary-general and senior management team, who will play a critical role in future appointments.

Other challenges to women's recruitment and appointment as SRSGs include:

- An opaque hiring process without a formal job description.
- Infrequent support by member states for women candidates, in part because they are required for national positions.
- A lack of political will to appoint women from existing rosters of candidates despite the mandate for gender balance in leadership.

- 
- A variety of competing opportunities for women with such experience.
  - A reluctance by some women to accept an appointment in war-torn countries with shifting time commitments as a result of family concerns or obligations.

In response to these constraints, experts recommended several steps:

1. **Establish a standing roster of competent women from across the globe.** Senior women already within the UN system should be identified first, and all women candidates should be consulted to ascertain their interest and willingness to accept such positions. The list must be compiled and circulated in advance of any vacancy, and women should be promoted to positions of *influence*, not only rank.
2. **Urge the secretary-general to appoint women and further the implementation of Security Council Resolution 1325.** International, national, and local civil society groups; the Friends of 1325; and other UN member states must work together in this effort. In the immediate future, a diverse set of civil society organizations plans to present Ban Ki-moon with a letter and list of female nominees for SRSG positions. The secretary-general is also encouraged to apply the 1999 *Administrative Instruction: Special Measures for the Achievement of Gender Equality* throughout the Secretariat.<sup>12</sup>
3. **Establish “gender literacy” as a core competency requirement for SRSGs.** Both male and female nominees should have an understanding and commitment to implement UN mandates for gender balance within the organization and to integrate gender issues throughout post-conflict processes in host countries.
4. **Create a networking forum for women within the UN system.** Encourage mentoring between senior women and those in the junior- and mid-level “feeder” positions.

### **Military Personnel**

Unlike the appointment process for heads of mission, UN member states are directly responsible for the recruitment and deployment of military personnel. The United Nations requests countries to contribute troops as required, and states respond according to their capacity and will. In recent months, the United Nations has begun reaching out to member states on the issue of women’s recruitment and deployment for peace operations. Fifty-five Troop and Police Contributing Countries (TCC/PCCs) convened in March 2006 to discuss how to enhance the role of women as troops and civilian police in peace operations.<sup>13</sup> The meeting concluded that “the deployment of female peacekeepers has become not just desirable, but an operational imperative.”<sup>14</sup> Thus there is growing recognition of not only the mandate to include women but how women can make the mission more effective. Yet serious gaps remain for implementation. Key questions include how to:

---

*Just 1 percent  
of peacekeeping  
troops are  
women.*

- 
- More effectively recruit women into national armed forces in higher numbers.
  - Make the environment of peace operations more welcoming and rewarding for women.
  - Hold member states accountable for deploying women as peacekeepers.

Most peacekeeping forces are deployed from developing countries where there are few women in the armed forces. As of November 2006, the top five troop-contributing countries included Pakistan (9,163), India (8,825), Bangladesh (8,796), Jordan (2,862), and Nepal (2,357).<sup>15</sup> Just 1 percent of peacekeeping troops are women.<sup>16</sup> Even when women are present, few tend to “climb the ranks” to become officers in armed forces or peace operations. Some attribute this to the ongoing lack of gender sensitivity that continues to permeate the armed forces, which is reflected both internally (harassment) and externally (exploitation of civilians).

Military leaders often point to the length of time required to change attitudes and policies toward female troops. Even in developed countries, such as New Zealand, decades of action were required to address cultural and institutional barriers. In addition to removing the obstacles, incentives may be required to bring women into armed forces. Currently, there is inadequate marketing to potential female recruits by member-state militaries. Although DPKO is beginning to address this problem, the agency historically did not specify the job requirements for posts in peace operations, which might attract more women. Furthermore, there are few family duty options for military personnel, which can limit women’s ability to deploy.

Overall, a massive lack of training and understanding in this area persists, particularly with regard to the link between women’s roles and the multidimensional needs of peace operations and development. Documenting best practices is a useful first step, and several emerged from the New York and Washington meetings.

- In early 2006, there were zero women among Pakistani peacekeepers (9,820). Yet by November 2006, the government appointed one observer and interviewed six more in one month alone. In addition, 35 women had enrolled in the military academy, contributing to a class of 250 future officers. Officials attribute these advancements to systematic change spurred by the president and other leaders across sectors in Pakistan, including the armed forces. Key policy changes were enacted, such as targeted recruitment strategies, family postings, and other incentives for women.<sup>17</sup>
- Following three years of negotiations between DPKO and the government of India, a newly formed all-female police unit with 125 members deployed from Bombay to Liberia by ship on December 10, 2006. Their numbers will increase women’s representation to 6.6 percent in the Liberia peacekeeping mission.<sup>18</sup>

---

*Even in developed countries... decades of action were required to address cultural and institutional barriers.*

- 
- New Zealand reported that including women on patrols has proven beneficial to the success of the mission.
  - Member states have found military-to-military dialogues to be particularly useful in understanding and promoting women’s operational effectiveness.

Based on these experiences and in-depth discussions, participants recommended the following steps to increase women’s participation as military personnel in UN peace operations:

1. **Specify the operational components of field missions that can be best addressed by female personnel.** This should become a standard component of the United Nations’ call for troops and definition of the operational needs of peacekeeping missions.
2. **Address the logistical challenges of women’s participation in peace operations.** Ensure that separate quarters are provided and that women’s health, equipment, and general needs are met.
3. **Develop and disseminate national action plans on Security Council Resolution 1325** that specifically address female recruitment and deployment for peace operations through actionable measures and enforcement mechanisms. DPKO should actively encourage troop-contributing countries to take such measures.
4. **Institute standards and a timeline for troop-contributing states to increase women’s recruitment.** Consider providing financial incentives to member states that include women in troop deployments. The United Nations might offer increased compensation to the entire military unit when women are well represented.
5. **Jointly design ad campaigns and recruitment strategies that target women.** DPKO and member states can pool resources to maximize their efforts to attract women into the armed forces. Women leaders in the military and police should be consulted and involved in the campaign.
6. **Specifically target the recruitment of women for more flexible mission assignments and “episodic needs.”** Consider short-term or alternative options for the deployment of female troops that allows increased flexibility. Ensure these programs are conducted in tandem with mechanisms for continuity with the mission’s needs.<sup>19</sup>
7. **Increase gender awareness in peace operations training facilities worldwide.** Map the individual training facilities, academies, and institutes that prepare troops and police for peace operations. Examine the situation of women in these programs and their strengths, challenges, gaps, and entry points. “Train the trainers” to create a body of educated, gender-sensitive peace operations trainers.

---

*A massive lack of training and understanding in this area persists....*

---

*Female police reportedly had a better rapport with the community—both men and women—and were more effective at such tasks as crowd control....*

---

## Civilian Police

As the needs and mandates of post-Cold War peace operations diversified, police have become a necessary force in field missions. Although they initially served as advisers, monitors, or trainers, police now act as “armed law enforcement officers with full executive authority” in many cases, often in partnership with peacekeeping troops.<sup>20</sup> The United Nations has begun taking steps to establish a Standing Police Capacity as a means to enhance the role of police in peace operations, numbering 8,482 as of November 2006.<sup>21</sup>

Although the United Nations requests police deployment from member states, the recruitment and deployment process is different from that of the military, and it varies by country. In Canada, for example, there is a national police force, whereby entire units may be deployed for peace operations. In contrast, the police in the United States are decentralized, and deployment for peacekeeping relies on the work of private contractors to recruit individual volunteers. As of November 2006, the top five police-contributing countries included Jordan (894), Bangladesh (788), Pakistan (511), Nepal (484), and Senegal (467).<sup>22</sup>

At the March 2006 gathering of member states, various best practices were presented as well as examples of women’s operational effectiveness in field missions, as noted in the previous section. Female police reportedly had a better rapport with the community—both men and women—and were more effective at such tasks as crowd control, where the techniques of women were more effective at calming large groups than the often more aggressive tactics of their male counterparts. Perhaps more importantly, these women often served as role models for the transition states. In Sierra Leone, for instance, female police peacekeepers encouraged the recruitment of local women into the new national police force and offered initial assistance to the new officers. Consequently, the local female police “performed extremely well alongside their male counterparts in all functions, including investigating cases and patrolling,” according to the community and their fellow male officers, as reported by the assistant inspector general of police from Sierra Leone.<sup>23</sup>

Yet women make up just 4 percent of peacekeeping police. There are numerous reasons for the shortage of female police officers in peace operations, and many constraints parallel those of the military discussed above. To counter such obstacles, specifically for police, experts recommend the following:

1. **Reformulate job descriptions to require women’s presence as police.** Outline why women are needed for a specific mission. This highlights their operational effectiveness while also assuring women of their role and defining their value, perhaps making the post more attractive for them.
2. **Include women in the developing Standing Police Capacity.** Ensure that the principles of Resolution 1325 are reiterated in the mandate and activities of the new force. Offer encouragement and incentives to member

---

states that put women's names forward among their personnel contributions to the Standing Police Capacity.

3. **Expand police recruitment, particularly in member states with decentralized forces.** Because such recruitment is often conducted through police retirement agencies and other ad hoc structures, officers tend to be older, nonactive duty personnel who lack experience in war zones. Recruitment efforts must be more systematic, and opportunities should be broadly circulated through state and local police employment boards. In addition, young people in secondary school and universities should be made aware of the available jobs, skills, and prospects in peace operations.
4. **Consider creative forms of recruitment for women.** Examine and promote the full range of roles that women can play in peace operations, and seek women with particular skills, such as languages, engineering, medical assistance, or civil affairs. Tap into female police networks at the national and regional level.
5. **Establish a network of policewomen deployed to peace operations.** Utilize the network to strengthen women's connections and mentoring in the field. Gather information on the specific logistical needs of women in order to make the posts more attractive to female candidates and thereby enhance recruitment.
6. **Conduct research on the optimal modes of deployment for female police.** Determine if it is more effective to recruit women into all-female units or integrate them throughout peacekeeping police forces.

### **International Civilian Staff**

In addition to military personnel and police, thousands of international civilian staff serve in UN missions. They are recruited through one-month publicized vacancy announcements and apply through an online system called Galaxy.<sup>24</sup> Internally, human resource staff and relevant managers select three candidates from the pool of applicants, and DPKO attempts to favor existing employees and women. Arguments are made for each candidate until a final decision is reached. While some agencies maintain rosters of candidates, such as the Department of Political Affairs (DPA), these may or may not focus on women.

In one year, DPKO receives approximately 350,000 applications for civilian peace operations staff.<sup>25</sup> Despite this plethora of candidates, only 4,568 persons were deployed to peacekeeping missions as of November 2006, and 2,000 positions remain unfilled.<sup>26</sup> Professional posts in the United Nations range from P-1 (entry level) through P-5 (senior level), and beyond that director posts include D-1 and D-2. Anything more senior, such as special representatives of the secretary-general, are appointed through the Secretariat's closed process discussed above. While women make up 30 percent of international staff in peacekeeping operations, they are highly concentrated in the

---

*Recruitment  
efforts must be  
more systematic....*

---

*While women  
make up  
30 percent of  
international  
staff in  
peacekeeping  
operations,  
they are highly  
concentrated  
in the most  
junior positions.*

---

most junior positions.<sup>27</sup> For example, at the P-2 level, which is generally administrative, women make up 42.8 percent of staff.<sup>28</sup> However, women fill only 24.4 percent of P-5 positions and only 7.7 percent of D-2 positions in peacekeeping missions.<sup>29</sup>

Some attribute the declining numbers of women to a lack of interest or ability to leave families for extended field postings in hazardous conditions. Thus more junior women may be leaving the system before they have the opportunity to advance. Others note problems with the Galaxy online system and women's access to this process from rural areas or developing countries. With an average of 600 résumés for each Galaxy opening, adequate screening is impossible, and the hiring process may take more than one year.<sup>30</sup> Some practitioners point to the need for geographic balance as a factor in recruitment, which may favor countries that are less represented in the UN system. Member states also continue to recommend men for vacancies, and cultural and institutional impediments persist despite mandates for gender balance. There is generally little accountability within the United Nations for senior managers to recruit and hire women, and resistance to even discussing this issue still exists in some departments. On the other hand, when positions are "held" for women, some male colleagues become infuriated. The danger with reserved posts for women is that they can appear as tokens and face additional layers of scrutiny that men do not encounter.

A growing awareness of the constraints for women candidates has led to some progress at DPKO in recent months and years. The agency is now attempting to expand its outreach and proactively recruit women candidates. A broader understanding of the need for gender sensitivity among all DPKO personnel led to a change in the criteria of leadership job descriptions to read:

- *Professionalism: Commitment to implementing gender equality by ensuring the equal participation and full involvement of women and men in all aspects of peace operations.*
- *(P-5 and above) Leadership: Demonstrated ability to provide leadership and take responsibility for incorporating gender perspective into substantive work; commitment to the goal of achieving gender balance in staffing.*<sup>31</sup>

Based on the ongoing challenges and gaps in women's presence as international civilian staff, participants in New York and Washington recommended the following:

1. **Expand recruitment.** Increase coordination between DPKO and the UN Development Fund for Women (UNIFEM) to ensure that vacancies are widely distributed to women's networks. In order to enhance operational effectiveness, recruit women with relevant cultural backgrounds or linguistic skills to serve in specific missions (e.g., Jordanian women for the mission in Lebanon).

- 
2. **Review and revise job descriptions and criteria.** Use language that recognizes and encourages women’s skills and expertise. Consider prioritizing overall experience rather than rigid education or other requirements.
  3. **Ensure that gender sensitivity is included in leadership training.** The Senior Leadership Section—the new DPKO unit responsible for filling high-level positions—must include the UN commitments and mandates for gender balance in peacekeeping as an integral part of its management training in Sweden.
  4. **Take steps to ensure that field missions are more attractive to women.** Consider recruiting women for short-term deployment (three to six months), and draw on the UN Volunteers program to bring in candidates. Classify the DPKO posting as a family duty station, as is the policy in the field missions of other UN agencies.
  5. **Improve management accountability.** Publicize the gender-disaggregated personnel figures for departments and units. Institute a gender “score card” for senior managers that includes progress on gender balance in their offices.
  6. **Undertake a review of the Galaxy system.** Consider privatization for improved quality control and timeliness.
  7. **Increase the availability of data on peacekeeping personnel.** Publicize age and sex-disaggregated data on Galaxy applicants and peace operations staff.
  8. **Continue civil society advocacy for gender balance.** Build the argument based on women’s effectiveness. Emphasize the need for gender sensitivity among leaders—both men and women. Recall the existing language and mandates for gender balance and urge accountability.

### **National Civilian Staff**

There is a distinct recruitment and hiring practice for national civilian staff—those individuals serving the mission who are residing in the host country—that generally occurs at the mission level. When the mission is established and throughout its existence, national advertisements of vacancies are placed in local newspapers, on job boards, and in other public locations. At the time of publication, few details about the advertisement process are known, and it is unclear if and how women are specifically recruited for mission posts. Thus, although policies and procedures on hiring women are clear, implementation is not monitored in a systematic way.

Numbers of local staff range from less than 50 in smaller missions to 2,000 or more in larger operations such as those in the Democratic Republic of the Congo (MONUC) and Kosovo (UNMIK).<sup>32</sup> Women comprise 22 percent of

---

*Senior  
Leadership  
Section...must  
include the UN  
commitments  
and mandates  
for gender  
balance in  
peacekeeping  
as an integral  
part of its  
management  
training....*

---

the 8,657 local staff employed in peacekeeping missions as of June 2006.<sup>33</sup> However, there is some concern that women are frequently relegated to administrative or service positions. In some cases, men in a host country are more likely to fill the job qualifications, such as the ability to drive an all-terrain vehicle or higher education requirements. In other cases, women who are hired reportedly assume duties far beyond their administrative position, yet they remain classified and paid at the more junior level.

To address these challenges, experts recommend action in several areas:

---

*There is some concern that women are frequently relegated to administrative or service positions.*

1. **Expand and coordinate recruitment.** Develop a roster of national organizations and interest groups that can circulate peacekeeping vacancy advertisements. Engage domestic corporations and other organizations to temporarily second talented individuals. Utilize television, print, and radio media to broaden the circulation of job postings.
2. **Creatively access, recruit, and hire women.** Work with other international organizations, civil society groups, the business community, national women's offices, women's networks, and other local partners to identify and approach qualified women. Encourage national women's offices to formulate country rosters of qualified female candidates, and reach out to professional women in the diaspora. Consider affirmative action steps at the mission level and recruit women into nontraditional roles, such as security guards.
3. **Ensure that mid- and senior-level management of peacekeeping missions is aware of the gender balance requirements.** Provide trainings for these leaders at the mission's creation to ensure a gender perspective in the design of the mission and throughout peacekeeping activities.
4. **Support the UN Department of Public Information's 60 field offices to conduct annual trainings on peacekeeping recruitment.** This agency's decentralized structure can assist in broadcasting vacancy announcements and explaining the recruitment and hiring process to potential candidates. Holding an annual "how to access UN jobs" training that includes male and female participants is a practical way to raise awareness of peacekeeping opportunities for members of the host country.<sup>34</sup>
5. **Gather and publicize relevant data.** In order to recruit and retain women effectively, more information is needed on the existing numbers of female local staff, their roles, their hiring levels, the requirements for promotion, and other factors.

## Moving Forward

To close the New York meeting, lunch speaker Jane Holl Lute, DPKO's assistant secretary-general for Mission Support, agreed with participants that the agency is falling short when it comes to gender balance. Her

---

response: “Send me women.” Lute outlined three parallel actions that must be taken for women to be “endogenized” within DPKO:

1. Increase the number of women in political, social, and economic positions in host countries and in the key processes of the mission. This makes a compelling case for women peacekeepers.
2. Infuse a gender perspective and gender awareness into post-conflict processes across the board.
3. Increase women in senior-level positions of peacekeeping.

Assistant Secretary-General Lute described ongoing efforts by the peacekeeping agency to elevate the role of women in field missions and at headquarters, noting that “a bureaucratic approach is by no means trivial.” At the time of publication of this report, for example, the General Assembly was preparing to address the recommendations of the secretary-general with regard to human resources reform in the United Nations.<sup>35</sup> Relevant suggestions included such critical steps as revising the process that defines field postings as “family duty” or “non-family duty” stations—a decision that seriously impacts the ability and willingness for women to apply, in many cases. According to Lute, “peacekeeping relies on the peak-contributing professional years” of men and women, and the agency must be able to attract these individuals.

Lute’s comments and the discussions among experts throughout the meetings highlight several trends. First, there is increased awareness of the mandates for gender balance in UN staffing. There is also growing recognition of the operational effectiveness of women, particularly in military and police roles in peace operations. At the same time, the willingness to act is on the rise among key policymakers and practitioners. Yet many still have questions as to *how* to act, given the need for rapid decision making, the presence of competing priorities, and the hazardous environment of peacekeeping missions.

Nearly all working groups expressed a need for more targeted recruitment of women, as well as networking opportunities for those currently serving in peace operations. In addition, postings should be made more attractive to women and their logistical needs considered as part of mission design and operational activities. Various participants reiterated the importance of a *gender* perspective in peacekeeping and that both men and women can play a role to further gender awareness. It was also noted that recommendations in this report will benefit recruitment of qualified women and men to peace operations with the ultimate goal of making future operations more effective and successful. Across the board, experts and practitioners are requesting additional information. Significant desk and field-based research is required to move this agenda forward from sex-disaggregated data to best practices for recruitment to examples of operational effectiveness.

---

*Holding an annual “how to access UN jobs” training that includes male and female participants is a practical way to raise awareness of peacekeeping opportunities for members of the host country.*

---

## Notes

<sup>1</sup> For more information on the surge, see “United Nations Military, Police Deployment Reaches All-Time High in October,” *United Nations Press Release*, PKO/152, November 10, 2006, <http://www.un.org/News/Press/docs/2006/pko152.doc.htm>; *UN Peacekeeping Operations Surge 2006* (New York: United Nations, 2006) <http://www.un.org/Depts/dpko/surge2006.pdf>.

<sup>2</sup> For a recent example, see the 2005 General Assembly resolution: *Improvement of the Status of Women in the United Nations System*, A/Res/59/164 (New York: United Nations, 2005) <http://www.un.org/Depts/dhl/resguide/r59.htm>.

<sup>3</sup> The package is available online at <http://pbpu.unlb.org/pbpu/genderpack/GRP/Testframe.htm>.

<sup>4</sup> The missions with gender advisers include Afghanistan (UNAMA), Burundi (ONUMB), Côte d’Ivoire (UNOCI), Democratic Republic of the Congo (MONUC), Haiti (MINUSTAH), Kosovo (UNMIK), Liberia (UNMIL), Sierra Leone (UNAMSIL), Sudan (UNMIS), Timor-Leste (UNOTIL). The missions with gender focal points include Cyprus (UNFICYP), Ethiopia and Eritrea (UNMEE), Georgia (UNOMIG), Middle East (UNTSO), Syrian Golan Heights (UNDOF), and Western Sahara (MINURSO). Source: *Gender and UN Peacekeeping Operations* (New York: United Nations, 2005) <http://www.un.org/Depts/dpko/gender/index.htm>.

<sup>5</sup> For more information, see *DPKO Policy Directive—Gender Equality in UN Peacekeeping Operations*, available at <http://pbpu.unlb.org/pbpu/library/REVISED%20POLICY%20DIRECTIVE%202006%20NOV%202006.pdf>.

<sup>6</sup> For more information, see *Global Action Plan on Security Council Resolution 1325—Women, Peace and Security*, available at [http://pbpu.unlb.org/pbpu/library/Action%20Plan%20Brochure%20\(sep%202006\).pdf](http://pbpu.unlb.org/pbpu/library/Action%20Plan%20Brochure%20(sep%202006).pdf).

<sup>7</sup> For example, see the *UK National Action Plan to Implement, UNSCR1325*, available at <http://www.fco.gov.uk/Files/kfile/ActionPlanForUKWG.pdf>.

<sup>8</sup> Troop and police figures are current as of November 2006; civilian staff figures are current as of June 2006. *Contributors to United Nations Peacekeeping Operations—Monthly Summary of Contributions (Military Observers, Police, and Troops)*, as of November 30, 2006 (New York: United Nations, 2006) [http://www.un.org/Depts/dpko/dpko/contributors/2006/nov06\\_1.pdf](http://www.un.org/Depts/dpko/dpko/contributors/2006/nov06_1.pdf); *Gender Distribution by Post Category*, as of June 30, 2006 (New York: United Nations Department of Peacekeeping Operations, 2006); *June 2006 Report to the Secretary-General on the Current Status of Gender Appointments at the Professional Level and Above by Grade in UN Peacekeeping Missions* (New York: United Nations Department of Peacekeeping Operations, 2006); *United Nations Department of Peacekeeping Operations Fact Sheet* (New York: United Nations, 2006) <http://www.un.org/Depts/dpko/factsheet.pdf>.

<sup>9</sup> *United Nations Department of Peacekeeping Operations Fact Sheet*.

<sup>10</sup> For a list of discussion questions for each working group, see Appendix 1.

<sup>11</sup> In 2005, Canadian Carolyn McAskie was the SRSG in Burundi (ONUB), and Swiss Heidi Tagliavini was the SRSG in Georgia (UNOMIG).

<sup>12</sup> *Administrative Instruction: Special Measures for the Achievement of Gender Equality*, ST/AI/1999/9 (New York: United Nations, 1999) <http://www.un.org/womenwatch/asp/user/list.asp?ParentID=80>.

<sup>13</sup> For more information, see the final report: *Policy Dialogue to Review Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping*

---

*“Peacekeeping  
relies on  
the peak-  
contributing  
professional  
years” of men  
and women,  
and the agency  
must be able to  
attract these  
individuals.*

---

*Missions, Final Report*, March 28-29, 2006 (New York: United Nations, 2006) [http://www.un.org/womenwatch/ianwge/taskforces/wps/Final%20Report%20TCC%20PCC%20Policy%20Dialogue%20\\_English\\_.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Final%20Report%20TCC%20PCC%20Policy%20Dialogue%20_English_.pdf). A background paper was also prepared for the event: *Background Paper: Enhancing the Operational Impact of Peacekeeping Operations—Gender Balance in Military and Police Services Deployed to UN Peacekeeping Missions* (New York: United Nations, 2006) [http://www.peacewomen.org/resources/Peacekeeping/DPKO/women\\_in\\_peacekeeping.pdf](http://www.peacewomen.org/resources/Peacekeeping/DPKO/women_in_peacekeeping.pdf).

<sup>14</sup> *Policy Dialogue to Review Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping Missions, Final Report 3*, New York, March 28-29, 2006.

<sup>15</sup> *Contributors to United Nations Peacekeeping Operations—Monthly Summary of Contributions (Military Observers, Police, and Troops)* as of November 30, 2006 (New York: United Nations, 2006) [http://www.un.org/Depts/dpko/dpko/contributors/2006/nov06\\_1.pdf](http://www.un.org/Depts/dpko/dpko/contributors/2006/nov06_1.pdf).

<sup>16</sup> *United Nations Department of Peacekeeping Operations Fact Sheet*.

<sup>17</sup> This information was reported by participants in the New York meeting and troop statistics published in the *United Nations Department of Peacekeeping Operations Fact Sheet*.

<sup>18</sup> This information was reported by participants in the New York meeting.

<sup>19</sup> This suggestion emerged during the keynote presentation by Assistant Secretary-General Jane Holl Lute and the subsequent discussion at the New York meeting. She expressed particular enthusiasm for the idea that women can fill “episodic needs,” noting this is an unexplored area that could be a real entry point for women.

<sup>20</sup> For more information on the expanding role of police, particularly US involvement, see William Lewis, Edward Marks, and Robert Perito. *Enhancing International Civilian Police in Peace Operations* (Washington, DC: United States Institute of Peace, 2002) <http://www.usip.org/pubs/specialreports/sr85.pdf>.

<sup>21</sup> For information on the Standing Police Capacity, see *Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2006 Substantive Session*, New York, February 27-March 17, 2006, A/60/19 (New York: United Nations, 2006) <http://www.un.org/womenwatch/ianwge/taskforces/wps/N0628026.pdf>; *Contributors to United Nations Peacekeeping Operations—Monthly Summary of Contributions (Military Observers, Police, and Troops)*, as of November 30, 2006.

<sup>22</sup> *Contributors to United Nations Peacekeeping Operations—Monthly Summary of Contributions (Military Observers, Police, and Troops)*, as of November 30, 2006.

<sup>23</sup> *Policy Dialogue to Review Strategies for Enhancing Gender Balance Among Uniformed Personnel in Peacekeeping Missions, Final Report 10*, New York, March 28-29, 2006.

<sup>24</sup> Galaxy is online at <http://jobs.un.org>.

<sup>25</sup> The number of applications was reported by Assistant Secretary-General Jane Holl Lute in her presentation at the New York meeting.

<sup>26</sup> *Gender Distribution by Post Category*, as of June 30, 2006.

<sup>27</sup> *Gender Distribution by Post Category*, as of June 30, 2006.

<sup>28</sup> *June 2006 Report to the Secretary-General on the Current Status of Gender Appointments at the Professional Level and Above by Grade in UN Peacekeeping Missions*.

---

*Recommendations  
in this report  
will benefit  
recruitment of  
qualified women  
and men to peace  
operations with  
the ultimate goal  
of making future  
operations more  
effective and  
successful.*

---

<sup>29</sup> *June 2006 Report to the Secretary-General on the Current Status of Gender Appointments at the Professional Level and Above by Grade in UN Peacekeeping Missions.*

<sup>30</sup> These statements were made in the working group discussion on international civilian staff at the New York meeting.

<sup>31</sup> These statements were made in the working group discussion on international civilian staff at the New York meeting.

<sup>32</sup> *Gender Distribution by Post Category*, as of June 30, 2006.

<sup>33</sup> *Gender Distribution by Post Category*, as of June 30, 2006.

<sup>34</sup> For more information on DPI's field offices and activities, see <http://www.un.org/aroundworld/unics/english/about.htm>.

<sup>35</sup> *Investing in People: Report of the Secretary-General, A/61/255; Addendum: Reforming the Field Service Category: Investing in Meeting the Human Resources Requirements of United Nations Peace Operations in the Twenty-First Century, A/61/255/Add.1* (New York: United Nations, 2006) <http://www.un.org/ga/61/documentation/list.shtml>.

---

# Appendix 1

## Working Group Discussion Questions

### Overall

1. What is the current process for general recruitment (including women) to this category of peace operations personnel? Key actors? Advertisement and access? Recruitment criteria? Specific outreach to women, if any?
2. What are the key constraints, problems, and challenges that must be addressed to increase women's participation in this category of peace operations staff? Political, institutional, economic, educational, sociocultural, others?
3. What are the entry points and opportunities?
4. Who is currently focusing on this specific issue (the topic of the working group)—within the UN system, member states, and civil society? Has there been recent progress in this area? New research, structures, policies, activities?
5. What are the immediate next steps to advance the agenda for this specific category of female personnel in peace operations? What are the necessary long-term, systemic actions? Specific new or reformed structures, mandates, practices, enforcement mechanisms?

### Heads of Mission

1. How can women in “feeder positions” be supported to move into more senior positions? What types of professional development and mentoring mechanisms are in place or needed?
2. What rosters currently exist? How can they be coordinated? Can rosters be effective? How can they be better utilized?
3. How can the appointment process for senior-level political positions be more transparent? Are other changes needed in the selection process?
4. Where should interested parties look for qualified female candidates who could become heads of mission? Directors of international NGOs? Former high-level government officials (e.g., foreign ministers)? Senior level appointees within the UN system?

### Military Personnel

1. Which countries are effectively encouraging women's participation as military personnel in peacekeeping operations? Are there models that can be replicated or disseminated?

- 
2. What is needed to attract women to peacekeeping missions (e.g., designation as “family duty” assignments, funded home visits, separate facilities and equipment, specific training, sex-segregated units, etc.)?
  3. How can member states be held accountable to gender balance requirements in troop deployment? What incentives can be offered to encourage recruitment of female troops?

### **Civilian Police**

1. Which countries are effectively encouraging women’s participation as civilian police in peacekeeping operations? Are there models that can be replicated or disseminated?
2. How can member states be held accountable to gender balance requirements in police selection and deployment? What incentives can be offered to the governments and/or contracting agencies to encourage recruitment of female police?
3. As the discussion emerges to increase the civilian police component of peace operations, how can women’s recruitment be placed at the top of the agenda?

### **International Civilian Staff**

1. How are positions currently classified? Can job descriptions and criteria be adjusted to encourage the wider range of expertise that is required for multidimensional peace operations, including issues and concerns related to women and gender?
2. How is the current system of advertising and recruitment of international civilian staff working for women candidates? How can it be improved?
3. How should positions be advertised to ensure that women worldwide are aware of opportunities and can access and complete the application process?

### **National Civilian Staff**

1. How should positions be advertised nationally to ensure that women in the country are aware of opportunities?
2. What support is needed to establish a working environment that attracts in-country women (e.g., childcare, recruitment through community organizations, etc.)?
3. How can women’s expertise be harnessed for mission positions beyond the most common assignments—clerical, administrative, janitorial, or service?

---

# Working Group Participants

November 14, 2006 – New York

## Facilitators

### Heads of Mission

**Aparna Mehrotra**, Focal Point for Women, UN Department of Economic and Social Affairs

### Military Personnel

**Agnes Marcaillou**, Principal Officer and Chief, Regional Disarmament Branch, UN Department for Disarmament Affairs

### Civilian Police

**Annette Lyth**, Program Manager, UN Development Fund for Women

### International Civilian Staff

**Kanchan Paser**, Research Assistant, Gender Focal Point, UN Department of Political Affairs

### National Civilian Staff

**Kate Burns**, Senior Humanitarian Affairs Officer and Gender Adviser, Policy Development and Studies Branch, UN Office for the Coordination of Humanitarian Affairs

---

## Rapporteur

**Camille Pampell Conaway**, Consultant, Women, Peace, and Security

## Participants

**Muhammad Asim**, Military Adviser, Mission of the Islamic Republic of Pakistan to the United Nations

**Jean-Luc Bories**, Programme Officer, Office of Emergency Programmes, United Nations Children's Fund

**Elizabeth Brady**, Major, US Army; Military Assistant, Military Staff Committee, United States Mission to the United Nations

**Ina Jamuna Breuer**, Executive Director, Project on Justice in Times of Transition

**Kyisha Brooks**, Research, Femmes Africa Solidarté, New York Office

**Paula Claycomb**, Chief, Landmines and Small Arms, United Nations Children's Fund

---

**Carol Cohn**, Director, Boston Consortium on Gender, Security, and Human Rights

**Marilyn Dawson**, Social Affairs Officer, UN Office of the Focal Point for Women

**Patricia DeGennaro**, Associate Professor of International Affairs, Center for Global Affairs, New York University

**Adama Diop**, Coordinator, Femmes Africa Solidarté, New York Office

**Raluca Eddon**, State of the World's Children Research Team, Global Policy Section, Department of Policy and Planning, United Nations Children's Fund

**Kathy Gockel**, Program Officer, The Stanley Foundation

**Marlina Gotama**, Administrative Management Officer, Office of Mission Support, Logistics Services Division, UN Department of Peacekeeping Operations

**Nancy Haaz**, Intern, UN Refugee Agency

**Zoe Hunter**, Graduate Student, The Elliott School of International Affairs

**Ramina Johal**, Senior Coordinator, Participation and Protection Program, Women's Commission for Refugee Women and Children

**Milkah Kihunah**, UN Representative, Women's International League for Peace and Freedom

**Shari Klugman**, Senior Administrative Officer, Office of the Chief, Personnel Management and Support, UN Department of Peacekeeping Operations

**Michael Kraig**, Director, Policy Analysis and Dialogue, The Stanley Foundation

**Leslie S. Lebl**, Principal, Lebl Associates

**Jodi Liss**, Division of Communications, United Nations Children's Fund

**Wendy Luers**, President, The Foundation for a Civil Society

**Jane Holl Lute**, Assistant Secretary-General, Office of Mission Support, UN Department of Peacekeeping Operations

**Christina Madden**, Intern, Middle Powers Initiative, Global Security Institute

---

**Mike Millar**, Counsellor and Military Adviser, New Zealand Mission to the United Nations

**Eleanor Pavey**, Consultant

**Carlos Peralta**, Information Technology Officer, UN Police Division, UN Department of Peacekeeping Operations

**Olivier Poulin**, First Secretary, Financial and Military Affairs, Permanent Mission of Canada to the United Nations

**Catherine Rolland**, Chief, Recruitment and Outreach Unit, UN Department of Peacekeeping Operations

**Meredith Reid Sarkees**, President, Global Women's Leadership in International Security and Research Fellow, American University

**Denise Scotto**, Attorney-at-Law and Policy Advisor

**Jolynn Shoemaker**, Executive Director, Women in International Security

**Birna Thorarinsdottir**, Women in International Security Scholar; Executive Director, UNIFEM Iceland National Committee

**Kristen Timothy**, Consultant, CKL Associates, International Development Consultants

**Gina Torry**, Coordinator, NGO Working Group on Women, Peace, and Security

**Carina Van Vliet**, Associate Political Affairs Officer, Regional Disarmament Branch, UN Department for Disarmament Affairs

**Natalia Zakharova**, Social Affairs Officer, Office of the Special Adviser on Gender Issues and the Advancement of Women, UN Department of Economic and Social Affairs

**The Stanley Foundation Staff**

**A. Natasha Wilson**, Program Associate, The Stanley Foundation

---

*Affiliations are listed for identification purposes only. Participants attended as individuals rather than as representatives of their governments or organizations.*

---

# Working Group Participants

November 16, 2006 – Washington, DC

## Facilitators

### Heads of Mission

Sanam Anderlini, Consultant

### Military Personnel

Jonathan Morgenstein, Program Officer, United States Institute of Peace

### Civilian Police

Sarah W. Farnsworth, Deputy Director, Advocacy and Administration, The Initiative for Inclusive Security

### International Civilian Staff

Johanna Mendelson-Forman, Member, Advisory Council, Women in International Security; Senior Associate, Center for Strategic and International Studies; Advisor to the Special Representative of the Secretary-General of the United Nations in Haiti

### National Civilian Staff

Kristin Haffert, Senior Program Manager, Women's Political Participation, National Democratic Institute for International Affairs

---

## Rapporteur

Camille Pampell Conaway, Consultant, Women, Peace, and Security

## Participants

Pamela Aall, President, Women in International Security; Vice President for Education, United States Institute of Peace

Clare Belcher, Development and Publications Coordinator, Women in International Security

Betty Bigombe, Jennings Randolph Senior Fellow, United States Institute of Peace

Erin Blankenship, Fellow, Physicians for Social Responsibility

Daniel de Torres, Policy Associate, The Initiative for Inclusive Security

Deborah DeYoung, National Information Officer, UN Information Centre

Jennifer Douglas, Independent Consultant

---

**Caroline Earle**, Research Staff Member, Institute for Defense Analyses

**Laura Falcao**, Intern, Office of International Women's Issues, US Department of State

**Kathy Gockel**, Program Officer, The Stanley Foundation

**Juliet Hunt**, Outreach Specialist, Office of Conflict Management and Mitigation, Bureau for Democracy, Conflict, and Humanitarian Conflict, US Agency for International Development

**Zoe Hunter**, Graduate Student, Elliott School of International Affairs

**Michael Kraig**, Director, Policy Analysis and Dialogue, The Stanley Foundation

**Katherine Magraw**, Director, Peace and Security Funders Group

**Anne Moisan**, Senior Research Fellow, Institute for National Strategic Studies, National Defense University

**Joyce Neu**, Director, Joan B. Kroc Institute for Peace and Justice, University of San Diego

**Sima Osdoby**, Consultant

**Georgina Petrosky**, Program Associate, The Project on Leadership and Building State Capacity, The Woodrow Wilson International Center for Scholars

**Patrick Rosenow**, Political Department, Embassy of the Federal Republic of Germany to the United States

**Dhurata Sadiku**, Women in International Security Scholar

**Jolynn Shoemaker**, Executive Director, Women in International Security

**Julia V. Taft**, International Authority on Humanitarian and Post-Conflict Policy and Practice

**Birna Thorarinsdottir**, Women in International Security Scholar; Executive Director, UNIFEM Iceland National Committee

### **The Stanley Foundation Staff**

**A. Natasha Wilson**, Program Associate, The Stanley Foundation

---

*Affiliations are listed for identification purposes only. Participants attended as individuals rather than as representatives of their governments or organizations.*

---

# The Stanley Foundation

The Stanley Foundation brings fresh voices and original ideas to debates on global and regional problems. It is a nonpartisan, private operating foundation that focuses primarily on peace and security issues and advocates principled multilateralism. The foundation's concept of principled multilateralism means working respectfully across differences to create fair, just, and lasting solutions.

The Stanley Foundation's work recognizes the essential roles of the policy community, media professionals, and the involved public in building sustainable peace. Its work aims to connect people from different backgrounds, often producing clarifying insights and innovative solutions.

The foundation frequently works collaboratively with other organizations. It does not make grants.

Stanley Foundation reports, publications, programs, and a wealth of other information are available on the Web at [www.stanleyfoundation.org](http://www.stanleyfoundation.org).

The Stanley Foundation  
209 Iowa Avenue  
Muscatine, IA 52761 USA  
563-264-1500  
563-264-0864 fax  
[info@stanleyfoundation.org](mailto:info@stanleyfoundation.org)

## Women in International Security

Women in International Security (WIIS) is a nonprofit, nonpartisan membership organization dedicated to increasing the influence of women in foreign and defense affairs by raising their numbers and visibility, while enhancing dialogue on international security issues. WIIS offers a comprehensive set of programs designed to foster and promote women in all fields related to international security, and in a variety of sectors.

Today WIIS has more than 1,300 members—women and men—in more than 35 countries from academia, think tanks, the diplomatic corps, the intelligence community, the military, government, nongovernmental organizations, international organizations, the media, and the private sector. Members work on and are interested in diverse issues affecting international security, ranging from nonproliferation of weapons of mass destruction to terrorism, human rights, sustainable development, environmental security, and conflict resolution.

WIIS is a part of the Center for Peace and Security Studies (CPASS), in the Edmund A. Walsh School of Foreign Service, Georgetown University. The School of Foreign Service is the oldest and largest school of international affairs in the United States. CPASS, which encompasses WIIS and the internationally renowned Security Studies Program, is Georgetown's organizational home for teaching, research, events, and publications in international peace and security studies.