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CANADIAN FORCES COLLEGE / COLLÈGE DES FORCES CANADIENNES

JCSP 35 / PCEMI N° 35

GENDER MAINSTREAMING IN THE CANADIAN FORCES

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ABSTRACT

Gender is internationally recognized as an important component of modern conflict. The United Nations, starting under the auspices of gender equality, published several key documents after the Beijing Platform for Action in 1995 promoting gender mainstreaming. The United Nations Security Council Resolution 1325, Women Peace and Security, required that women's roles be acknowledged and included in all aspects of conflict resolution. With gender being defined as a social construct vice a biological classification, the adoption of gender mainstreaming as a method of assessing the implications of any planned action on men and women should enhance the operational effectiveness of an organisations' activities. There have been significant challenges for international organisations as well as non-governmental organisations in the implementation of United Nations Security Council Resolution 1325 and, by extension, gender mainstreaming. Organisations such as North Atlantic Treaty Organisation, the European Union and the United Nations' Department of Peacekeeping Operations, while acknowledging the importance of gender issues as an operational enabler, have incorporated gender as a women's issue and have sidelined it to a secondary or add-on feature to 'real' operations. Gender mainstreaming has also faced the challenge of being married to the representation of women in the organisation. Predominantly male organisations perceive that without more women there is little chance for gender mainstreaming to succeed. The Canadian Forces has not yet adopted gender mainstreaming, though it could be a significant operational enabler in current and future conflicts. Gender mainstreaming should be incorporated in the Canadian Forces operations as a small military should use all available tools at its disposal, as well as

fulfilling the commitments the Canadian government has publicly made to in association with United Nations Security Council Resolution 1325. The challenges for the Canadian Forces are those which have faced other organisations such as the perception of anything associated with gender as a secondary issue, as well as the Canadian Forces policy of gender neutrality. Reframing gender mainstreaming to be incorporated into cultural intelligence will allow the Canadian Forces to circumvent the challenges other organisations faced and still reap the benefit of gender mainstreaming: enhancing operational effectiveness.

CHAPTER 1 – INTRODUCTION

> "If I had been the boy you sent for," said Anne wistfully, "I'd be able to help you so much now and spare you in a hundred ways. I could find it in my heart to wish I had been just for that." "Well now, I'd rather have you than a dozen boys" said Mathew patting her hand.[1]

In Lucy Maud Montgomery's classic Canadian story, *Anne of Green Gables*, Anne Shirley bemoans the fact she is a girl as a boy would be more useful to the family on the farm. Uncle Mathew seeks to reassure her that she has a place in the family though not that of a boy, one that is just as important. Many young girls have read this story and without doubt many have identified with Anne's fight against the roles that have been chosen for her - girl, orphan, adoptee or child labourer. Anne's roles were determined by Canadian culture and society in Prince Edward Island and her frustration and rebellion against having to conform to the roles set out for her makes Anne's story compelling to readers today.

There have been many changes in Canadian society since *Anne of Green Gables* story was told so many years ago. The roles of men, women, boys and girls have changed and evolved in Canadian society and these changes have been reflected in the Canadian Forces (CF). Women, particularly, have seen fundamental change in Canadian society in terms of rights and opportunities in the name of equality. The vote, women's rights, the birth control pill and the removal of employment barriers changed a women's place in society. The United Nations (UN) has been at the forefront of promoting the idea that women and men, girls and boys should be equal in all aspects of society. The quest to achieve this equality is the origin of gender mainstreaming. Gender mainstreaming purports to be one of the keys to achieving gender equality and has been

[1] Lucy Maud Montgomery, *Anne of Green Gables* (Sterling Publishing: New York, 2004), 282.

adopted by many countries and international organisations. Its application has been touted on the international stage by a variety of activist organisations, international organisations and countries such as Canada as a part of our development and foreign policies. The UN has incorporated gender mainstreaming into its peacekeeping operations, as has the World Bank in its development operations. But the CF has not yet adopted a gender mainstreaming policy and currently does not have gender mainstreaming anywhere on its agenda. Operations in Afghanistan have resulted in an increased understanding of the need for a more sophisticated understanding of other cultures but with little institutional movement to remedy this deficiency.[2] For example, if the support of the Afghan people is deemed to be the operational level centre of gravity in Afghanistan, then it follows that an enhanced understanding of the socio-cultural relationship between men, women, girls and boys could only be to the CF's advantage.[3]

An investigation into gender mainstreaming will demonstrate that it has the potential to increase the effectiveness of CF operations in future conflicts and as such should be incorporated into CF operations. This will be accomplished by examining the core concepts of gender and conflict and determining gender's relevance in conflict. Gender mainstreaming as a component of cultural intelligence will be briefly examined to further the understanding of where gender mainstreaming can be incorporated into present day operations. An investigation of how gender mainstreaming is being used in conflict areas by different organisations such as the UN, North Atlantic Treaty

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[2] Canadian Forces Leadership Institute, *The Military Leadership Handbook*, edited by Col B. Horn and Dr. R. Walker (Toronto, Ontario: Dundern Press, 2008), 187.

[3] The centre of gravity is a Clausewitzian term which refers to the central things from which you derive your military strength. In the case of Canadian operational level it has been identified as the support of the Afghan people and as such shapes the campaign's operational design.

Organisation (NATO), the European Union (EU), Canadian International Development Agency (CIDA), and development non-governmental organisations (NGOs) will indicate some of the successes and challenges encountered by these organisations. The discourse will continue as we examine the CF's success and difficulties with gender. Gender mainstreaming in the CF will be examined with respect to repackaging the concept away from gender and into the intelligence and operational realm under the auspices of enhancing the CF cultural intelligence. In removing gender mainstreaming from under the gender, read women, portfolio there is far greater chance of achieving its implementation to enhance operations with the unintended side benefit of achieving gender equality. This repackaging will allow the CF to implement gender mainstreaming in a manner which will cross- cut the organisation, incorporating it into the operational domain without the associated gender 'baggage' or perceptions that accompany gender policies.

CHAPTER 2 – THE LINK BETWEEN CONFLICT AND GENDER

Conflict in the modern age has changed from what most Western nations had experienced through the 20th century. The post-cold war environment saw militaries employed in intra-state conflict focusing more on winning the peace in stability and humanitarian operations rather than defeating a defined enemy. From this change in western militaries operating environments was the increased involvement of the local populace in the conflict, not just as victims of belligerent forces but instead as players in stabilizing operations. As such, understanding the local population has become essential to succeed in the military missions focusing on the human security vice the state security. To understand the local population, all members of the population need to be represented in order to achieve societal stability, and as such, women as well as men should be included. This requires a more comprehensive or holistic approach to understanding the populace and how planned actions would effect them. Gender can be used as a holistic approach to better understanding the local populace and understanding how operations can effect them in positive or negative ways. Understanding gender within a conflict can enhance operational effectiveness for militaries in this new environment. The UN has developed a number of policies with respect to incorporating gender into conflict resolution, while other international organisations, particularly development organisations, attempt to implement changes incorporating the use of gender mainstreaming in their programming.

MODERN CONFLICT

Conflict is defined as a fight, battle or war.[4] Wars, battles and fights are the purview of the military and as such, the military have a vested interest in understanding the environment that shapes conflict and also the impacts of the conflict on the environment in which the military is operating. The military has a tacit understanding that the nature of conflict in the late 20th and 21st centuries has changed from the previous paradigm of global-scale, massed military conflict such as World War II and the Cold War. Instead, militaries must deal with the spectrum of conflict where there can be hostilities occurring at the same time as stabilization efforts occur within a conflict area.

Mark Duffield, in his book *Global Governance and the New Wars: The Merging of Development and Security* indicates that the end of the Cold War removed the inhibition to wage war and the inhibitions to intervene.[5] Duffield contended that poverty and underdevelopment were linked to conflict but conflict itself, because it destroyed development assets and social capital, was regarded as complicating poverty and deepened development needs.[6] War was no longer a Clausewitzian affair of state, it was a problem of underdevelopment and political breakdowns and as such it required development as well as security professional to conjoin and work together in new ways.[7] Duffield's contention was that the Western Governments seized control of the

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[4] Merriam Web Dictionary, "Definition: Conflict,"http://www.merriam-webster.com/dictionary/conflict; Internet; Accessed 28 January 2009.

[5] Mark Duffield, *Global Governance and the New Wars: The Merging of Development and Security* (London: Zed Books, 2001), 31.

[6] *Ibid*, 37.

[7] *Ibid*, 45.

humanitarian agendas from the international organisations and NGOs.[8] This was a view shared by many in government, defence and development as there was increasing emphasis on the Whole of Government or the Comprehensive to western engagement in conflict areas. The NATO Provincial Reconstruction Teams (PRTs) in Afghanistan are indicative of this mixing of military and civilian agencies working together in failed states.

Conflicts since World War II expanded the militaries roles moving from the traditional warfighter of bombs and bullets to a situation where civilians were an integral part of the battlespace. The idea of the spectrum of conflict has replaced the previous focus of NATO in the Cold War on the high intensity war on the Northern German plains. These new missions have provided modern militaries the additional challenge of humanitarian assistance. Just as development and humanitarian workers must accept that security is now an integral requirement of development and aid, so must the military understand the mechanisms of development and aid delivery. The hierarchal, rigid nature of the military structure bumps up against the polyarchical loosely organised consensus based structures of the development world in present day conflicts.[9]

Though the 2003 report from United Nations Development Program stated that gender is often disregarded in conflicts and crisis, gender entered into the forefront of international communities awareness when the repression of women was one of the reasons invoked justifying intervention in Afghanistan against the Taliban – the hue and cry against girls not being allowed to go to school is the one of the rationales being used by the CF and the Canadian Government. This environment where the military will be

[8] *Ibid*, 82.

[9] *Ibid*, 82.

working and be expected to contribute more than just warfighting skills is occupied by development workers and UN workers who are governed to some extent by the policy of gender mainstreaming.

DEFINING GENDER

Defining gender is filled with challenges. It is a loaded word - a rallying cry for some feminists as a way of looking at the world that incorporates a strong homogenous female view as nurturer and earth mother.[10] To others gender is interchangeable with women, such as when used by the CF when it is women's integration into the military that is being discussed. Many believe gender is synonymous with women's rights, equality, gender balance, victimization and mainstreaming. All of these issues are related in some way to gender with many being inflammatory and controversial. Gender issues can make decision-makers uncomfortable sometimes soliciting a response of "not seeing the forest for the trees."[11] Gender is also for some synonymous with visions of hairy - legged women in Birkenstocks and wool socks talking about the oppressive patriarchy. The word 'gender' is often categorized as residing in the arena of women's studies which can be viewed with derision or ghettoized by those who are uncomfortable with gender issues.[12] But gender is not the same as women's issues or feminism; instead it is a socio – cultural construct.

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[10] Inger Skjelsbaek, "Is Femininity Inherently Peaceful? The Construction of Feminism in War," in *Gender Peace and Conflict* (London: Sage Publications Limited, 2001), 61.

[11] Cynthia Enloe, "What if Patriarchy is the "The Big Picture"? An Afterword," in *Gender, Conflict and Peacekeeping* (London: Rowman & Littlefield Publishers Inc, 2005),280.

[12] Ghettoisation of what is perceived to be women's issues – not taken seriously by the decision makers within organisation. Henry Carey, " 'Women and Peace and Security:' The Politics of Implementing Gender Sensitivity Norms in Peacekeeping" *International Peacekeeping* Vol 8 Number 2 (Summer 2001): 63-64.

Gender is defined as the socially constructed differences between men and women, girls and boys and relationships between and amongst them.[13] It follows that gender roles are shaped by cultural, social, economic and political conditions, expectations social obligations within the family community and nation. Gender is not natural, or biological, it varies over time and over cultures.[14]

This is not a concept easily grasped and leads to a fair amount of confusion between sex and gender. A cogent explanation of the difference between sex, the biological construct, and gender, the social construct, is contained in the NATO Civil Military handbook on gender, where it states the difference as: Sex- women give birth, men do not; boys' voices break at puberty, girls' voices do not; whereas for Gender - women are in charge of raising children; men are decision makers.[15] One is for the most part fixed[16] and the other differs in cultures and societies.

CULTURE

In the 2007 draft of the CF publication on Land Operations, the future army's operating environment is described as consisting of the physical environment, the local populace, the adversaries, the environmental threat, and the involvement of multiple agencies. In describing the local populace, this doctrinal publication indicates that:

> Future military operations will likely take place amongst a civilian populace, and consequently long term success will require the support of

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[13] Dyan Mazurana, Angela Raven-Roberts and Jane Parpart, "Introduction" in *Gender, Conflict and Peacekeeping* (London: Rowman & Littlefield Publishers Inc, 2005),12.

[14] *Ibid*, 12.

[15] North Atlantic Treaty Organisation, "NATO CIMIC Centre of Excellence. Gender Makes Sense, A Way to Improve Your Mission," www.nato.int/ims/2008/win/opinions/genderbookletccoev12.pdf; Internet; Accessed 3 March 2009

[16] For the vast majority, sex is fixed as male or female though there are exceptions such as transgendered people who choose to change their biological identity through medical means.

> that populace. It is essential that commanders at all levels but specifically the tactical level that will have daily contact with the local community, consider the effects that operations will have on civilians and infrastructure. A solid knowledge and understanding of local culture and customs, mitigation of danger to populations and civilian infrastructure and the planning of information operations in relation to the population, should be applied to achieve the desired effects and avoid undesired effects.[17]

The manual's description of the local populace factor goes on to explain the requirement to understand the society as well as the culture including many aspects such as ethnic heritage, and religion. The Land Operations manual states "cultural understanding may hold critical importance in situations where the local population is a key factor or even the centre of gravity."[18]

> Culture can be defined as:
>
> A system of shared basic assumptions that a group has learned as it solves its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to their problems.[19]

Other definitions of culture indicate that it is a system of shared beliefs, values, customs, behaviours and artifacts, those members of a society use to function within their world and interact with the people in this world. Culture describes the way people live and think in the way of forming definite repeating patterns. It is shared by more than one person and it is arbitrary in that there is no definition of right and wrong. Gender as a social

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[17] Department of National Defence, B-GL-300-001/FP-000, *Land Operations*. (Ottawa, On: Chief of Defence Staff, Draft 2007),2-2.

[18] *Ibid*, 2-2.

[19] Department of National Defence, Canadian Forces Leadership Institute, *Cultural Intelligence and Leadership*, edited by Karen Davis (Unpublished draft March 2009), 12.

construct is intrinsically linked to culture where the gender roles in a society are influenced significantly by the culture.

LINKAGE BETWEEN GENDER AND CONFLICT

There is a role for gender in conflict and as such, there is a distinct requirement for those who are required to operate with the spectrum of conflict as it exists today to understand the roles that gender may play in conflict in order to effectively address the roots of conflict. Gender as a function of a socio – cultural construct vice biology is a relatively difficult concept for many to grasp as gender has many other associations. Gender –based and sexual violence increasingly are used as weapons of warfare and have become the defining characteristics of many conflicts.[20] The targeting of women, girls, men and boys based on their gender roles within particular societies and cultures is systemic and thorough. Women and girls are not only the victims of armed conflict. They play crucial roles in contemporary armed conflict including as frontline combatants, spies, messengers, porters or as comfort women. Although armed conflict and post-conflict reconstruction processes strongly affect them, women are largely absent at the peace tables and levels of decision making within foreign affairs.[21] Women, though less visible than men, are integral to seeking solutions in post conflict societies, as they often develop informal or formal groups and processes that contribute to peacebuilding and the construction of democratic society.[22] The important contributions women make at the grassroots and informal level and their near absence at the formal level has been

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[20] Dyan Mazurana, Angela Raven-Roberts and Jane Parpart, "Introduction" in *Gender, Conflict and Peacekeeping…,* 4.

[21] *Ibid*, 5.

[22] *Ibid*, 3.

repeatedly noted, including by the former Secretary General of the UN, Kofi Annan.[23] Due to recent war-induced political and socio –economic changes, women and men's roles and relations ships are being challenged. These struggles of identity and status are often mixed with battles over resources and power therefore the re-establishment of gender roles is an area of potential conflict as well as potential opportunity. The gender perspective is a valuable entry point for understanding crucial aspects of emerging social structures and cultural patterns of post-war societies and their internal dynamics.[24]

[23] *Ibid*, 3.

[24] Birgitte Sorensen, "Women and Post-Conflict Reconstruction," *The War – Torn Societies Project Occasional Paper No 3*. (Geneva: United Nations Research Institute for Social Development, 1998), 64.

CHAPTER 3 – GENDER MAINSTREAMING ORIGINS

Gender mainstreaming is used by the UN to incorporate gender into its operations including its peacekeeping missions. One of the tools of gender mainstreaming is gender based analysis which using a framework is intended to identify the differences between the genders that advantage one gender role over another. Knowledge of this nature is essential in the CF in operations in order to understand the first, second and third order effects of a planned operations. Knowledge is one of the domains discussed in the cultural intelligence model as gender is fundamental to understanding a culture. As this is not a new concept, gender has been factored in for several years by other organisations. The UN developed policy to start introducing gender into its operations with the Beijing Platform for Action followed by the UN Security Council Resolution 1325 on women, peace and security incorporated gender into peacekeeping operations. The UNSCR 1325 made demands of member –states to incorporate gender considerations in the conflict situations and develop national action plans to demonstrate how gender mainstreaming will be incorporated into its operations. The uneven adoption of the UNSCR 1325 by a variety of nations is indicative of the challenge of this type of policy development.

WHAT IS GENDER MAINSTREAMING?

Gender mainstreaming is defined by the UN Economic and Social Council as:

> Mainstreaming a gender perspective is the process of assessing the implications for women and men in any planned action , including legislation , policies and programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design implementation, monitoring and evaluations of policies and programmes in all economic, political and societal spheres so that women and men benefit equally

> and inequality is not perpetuated. The ultimate goal is to achieve gender equality.[25]

Gender equality, from the UN perspective, is said to be achieved through two different concepts, gender balance and gender mainstreaming. Gender balance entails representation of men and women in an organisation at all levels from decision makers to support staff. Gender mainstreaming situates gender equality issues at the centre of analyses and policy decisions, medium term plans, programme budgets and institutional structures and processes. This requires clearly outlined systemic attention to relevant gender perspectives in all the work of the UN.[26] Although gender mainstreaming and gender balance are related, they are distinct strategies aimed at promoting gender equality. The presence of increased numbers of women is no guarantee that gender mainstreaming will be conducted.[27]

Gender mainstreaming is a practice that has been implemented in many aspects of society. It was introduced into UN Department of Peacekeeping Operations (DPKO) in the late 1990s. As a result of pressure from women's NGOs and the advocacy of some nations, the UN started to pay more attention to the roles of women in conflict and peace processes[28] In 2000, the UN adopted three documents that called for gender awareness in peace operations: "Mainstreaming a Gender Perspective in Peace Operations"[29], the

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[25] United Nation, "Office of the Special Advisor on Gender Issues and Advancement of Women Department of Economic and Social Affairs: Concepts and Definitions" www.un.org/womenwatch/osagi/conceptsand definitions.html; Internet; Accessed 17 March 2009.

[26] United Nations, Office of the Special Advisor on Gender Issues and the Advancement of Women, *Gender Mainstreaming: An Overview* (New York: United Nations, 2002), v.

[27] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*(Paris: Institute for Security Studies European Union, 2007), 31.

[28] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*…. 15.

[29] United Nations, "United Nations Lessons Learned Unit, DPKO: Mainstreaming a Gender Perspective into Multidimensional Peace Operations, July 2000."

"Windhoek Declaration and Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations"[30] and the UN Security Council Resolution (UNSCR) 1325 - Women, Peace and Security.[31]

These documents were a result of a greater awareness of the effect of conflict on women. In particular, the use of rape as a weapon of war gained prominence in the international media. Rape was eventually recognized as a war crime[32] when ordered by leaders for purposes of inflicting damage to civilian populations.

Gender mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy making planning and making decisions.[33] The impetus behind gender mainstreaming is that the recognition that conflict affects boys, girls, men and women differently. Populations will eventually recover from violence within the framework of post conflict resolution. How this framework is constructed is according to gender, age, ethnicity and class status in society. These differences need to be understood and taken into account when responding to an armed conflict. Gender mainstreaming has become part of most development

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www.peacekeepingbestpractices.unlb.org/PBPS/Library/Gender%20Mainstreaming%202000.pdf ; Internet; accessed 4 March 2009.

[30] United Nations, "Windhoek Declaration: The Namibia Plan Of Action On 'Mainstreaming A Gender Perspective In Multidimensional Peace Support Operations'" www.Peacewomen.Org/Un/Pkwatch/Windhoekdeclaration.Html; Internet; Accessed 28 February 2009.

[31] United Nations, "UNSCR 1325 On Women, Peace and Security," www.peacewomen.org/un/sc/1325 ; Internet; Accessed 28 February 2009.

[32] International Red Cross, "Confronting Sexual Violence as a Method of Warfare" http://www.icrc.org/web/eng/siteeng0.nsf/htmlall/sexual-violence-interview-260608?opendocument; Internet; Accessed 4 March 2009.

[33] Dyan Mazurana, Angela Raven-Roberts and Jane Parpart, "Introduction" in *Gender, Conflict and Peacekeeping…*, 15.

organisations modus operandi.[34] This shift was caused by the Beijing Platform where the focus moved from gender integration[35] to mainstreaming gender. Integration had proven itself to improve women's economic situation but not their status within a society.[36] The focus on 'women's only' projects spurred by efforts of integration seem to result in women being further sidelined from the mainstream development efforts. Gender mainstreaming focused on gender relations – addressing the gap in women's status in respective societies. Unlike gender integration, gender mainstreaming attempts to prevent the sidelining of women's program and instead tries to bring gender into all aspects of the organisation.

Gender mainstreaming's incorporation into an organisation requires the organisation to look not only externally in terms of policy developments and practices but also requires an organisation to look at itself internally and address gender issues within the organisation itself.[37] This has caused some conflation between the issues of gender balance and the implementation of gender mainstreaming as they are often linked. Organisations tend to focus on the easier statistical count of women's representation rather than the far more difficult practice of attempting to quantify gender sensitive policies. Gender-based analysis is a tool to facilitate the incorporation of gender into policy or planned actions by an organisation.

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[34] Maitrayee Mukhopadhyay, Gerard Steehouwer and Franz Wong, *Politics of the Possible: Gender Mainstreaming and Organisational change: Experiences from the Field.* (Amsterdam, NL: KIT Publishers, 2006), 11.

[35] Gender integration is the incorporation of women into a previously male dominated organisation.

[36] Maitrayee Mukhopadhyay, Gerard Steehouwer and Franz Wong, *Politics of the Possible.…*,11.

[37] *Ibid*, 13.

GENDER BASED ANALYSIS

Gender-Based Analysis (GBA) is a tool for implementing gender mainstreaming. It commonly identifies the gender considerations, different outcomes and impacts of policy, planning, and decision making processes on men and women.[38] CIDA defined GBA as:

> The variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other. Gender Analysis provides information that recognizes that gender, and its other relationships with race, culture, ethnicity, class, age, disability, and /or other status, is important in understanding the different patterns of involvement, behavior and activities that women and men have in economic, social and legal structures.[39]

CIDA used GBA to examine development projects to determine if there were beneficiaries or losers from new programs and initiatives based on gender. It allowed the programme developers and delivery organisations to see the effect of culture and traditions, highlighting the veracity of the assumptions that have been made. GBA allowed the program director to see how the development initiative may affect the present division of labour between men, women, girls and boys. With the information garnered from GBA, measures to mitigate any differences revealed can be implemented to enhance the effectiveness of the development initiative.

CIDA required that all policy, programs and initiatives conduct a GBA in order to understand the connections of gender such as race, ethnicity, culture, class, age,

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[38] Karen Davis, *D Strat HR Research Note 11/02 Gender – Based Analysis: A Potential Strategic Human Resource Tool*, (Ottawa: ADM (HR- Mil) Operational Research Division Directorate of Strategic Human Resources and Social Science Operational Research Team, 2002), 2.

[39] Canadian International Development Agency, "Canadian International Development Agency Gender Analysis," http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-31194519-KBD; Internet; accessed 1 April 2009.

disability, and/or other status. The analysis is conducted throughout the spectrum of development programming, with each step in the development planning process. CIDA stated "By examining basic assumptions each step of the way, the interrelationships between social context and economic factors can be understood and initiatives that respond to those needs can be designed."[40]

Under the category of gender equality, the intent of GBA is to improve the efficacy of a program through greater understanding of the relationships between the population that is being supported or assisted. There are a variety of frameworks in which to complete GBA. One of the frameworks that is available to accomplish GBA is the Harvard Framework outlined in the table below.

Table 3-1 – Harvard Framework for Gender – Based Analysis

Aims of the Harvard framework	• To demonstrate that there is an economic rationale for investing in women as well as men. • To assist planners design more efficient projects and improve overall productivity. • To emphasise the importance of better information as the basis for meeting the efficiency/equity goal. • To map the work of men and women in the community and highlight the key differences.
Features	The Harvard framework is originally outlined in Overholt, Anderson, Cloud and Austin, *Gender Roles in Development Projects: A Case Book*, 1984, Kumarian Press: Connecticut.
The framework consists of a matrix for collecting data at the micro (community and household) level. It has four	• The activity profile, which answers the question, "who does what?", including gender, age, time spent and location of

[40] Canadian International Development Agency, "Canadian International Development Agency Gender Analysis," http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-31194519-KBD; Internet; accessed 1 April 2009.

interrelated components	the activity • The access and control profile, which identifies the resources used to carry out the work identified in the activity profile, and access to and control over their use, by gender • The analysis of influencing factors, which charts factors that influence gender differences in the above two profiles • The project cycle analysis, which examines a project or intervention in light of gender-disaggregated information
Uses of the framework:	• Best suited for project planning, rather than programme or policy planning • As a gender-neutral entry point when raising gender issues with constituents resistant to considering gender relations and power dynamics • For baseline data collection • In conjunction with Moser's framework, to draw in the idea of strategic gender needs
Strengths of the Harvard framework:	• It is practical and hands-on. • Once the data have been collected, it gives a clear picture of who does what, when and with what resources. It makes women's role and work visible. • It distinguishes between access to and control over resources. • It can be easily adapted to a variety of settings and situations. • It is relatively non-threatening, because it relies on "facts" only.
Potential limitations:	• Based on WID (efficiency) rationale, which aims at increasing project/programme efficiency. It does not delineate power relations or decision-making processes. Therefore, the framework offers little guidance on how to change existing gender inequalities. It tends to result in gender-

	neutral or gender-specific interventions, rather than those that can transform existing gender relations. • Tends to oversimplify, based on a somewhat superficial, tick-the-boxes approach to data collection, ignoring complexities in the community; may result in lost opportunities for change • Is basically a top-down planning tool, excluding women's and men's own analysis of their situation • Ignores other underlying inequalities, such as class, race and ethnicity, encouraging an erroneous view of men and women as homogeneous categories • Emphasizes separation of activities and resources based on sex or age, ignoring connections and co-operative relations across these categories. This can result in projects that may misbehave or cannot tackle women's strategic gender needs. • The profiles yield a somewhat static view of the community, without reference to changes over time in gender relations.

Source: International Labour Organisation, "Harvard Framework for gender based analysis." http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/harvrdfw.htm#aims; Internet; Accessed 1 April 2009.

The Harvard framework also contains a series of checklists consisting of key questions to ask at each stage of the project cycle: identification, design, implementation, and evaluation. Other frameworks available are Moser's Gender Planning Framework, Women's Empowerment Framework, and the Social Relations Framework. There are numerous tools and approaches available to conduct the analysis and are used by different organisations. Many have a development perspective as GBA has been conducted within the development world more then other domains. The success of

gender mainstreaming in the development world will be further examined in Chapter 4. CIDA has also developed a guide that discussed how gender mainstreaming can be implemented in peacebuilding and peace operations and described the dimensions of gender within a conflict. Conflict is a gendered activity and as each conflict differs, analysis must be conducted in order to understand the operating environment and tailor programs more effectively.

CULTURAL INTELLIGENCE

> Cultural Intelligence is defined as
>
> ….the ability to recognize the shared beliefs, values, attitudes and behaviours of a group of people and, most importantly, to effectively apply the knowledge toward a specific goal or range of activities.[41]

Cultural intelligence is considered multi-dimensional model consisting of Knowledge, Behaviour, Cognition, and Motivation, with Mindfulness cross-cutting the dimensions. Gender falls into the domain of knowledge which is describes as consisting of Culture Specific knowledge describing the relationships of the people within the culture and the Strategic Culture describing the socio –political structure of the culture. See Figure 1 below. GBA stemming from the gender mainstreaming can be used as a key tool in understanding the cultural specific aspect of the knowledge domain

[41] Department of National Defence, Canadian Forces Leadership Institute, *Cultural Intelligence and Leadership*, edited by Karen Davis (Unpublished draft March 2009), 9.

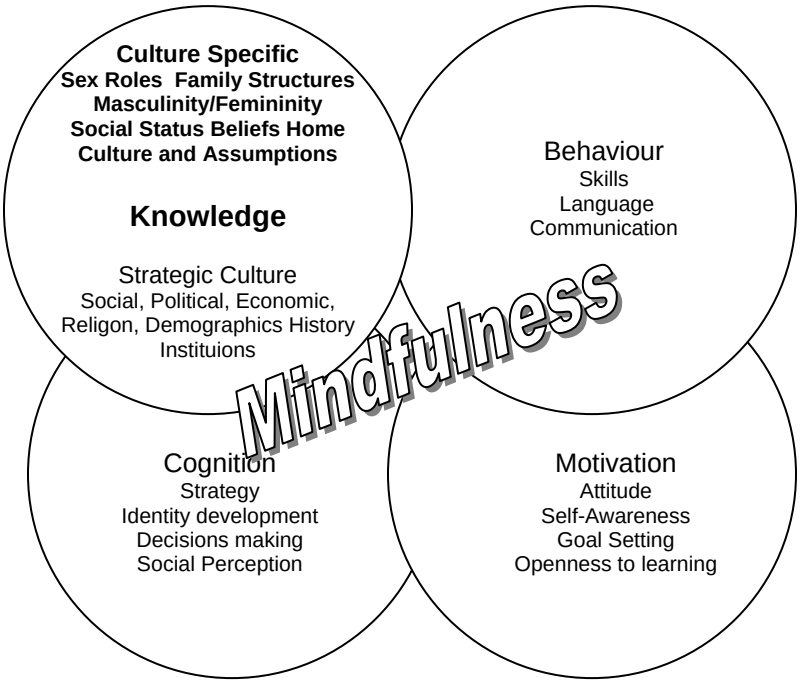

Figure 3-1: Cultural Intelligence: Concepts and Relationships [42]

GBA will contribute to the cultural intelligence that will determine how the military can best interact with the populace and also how to assist in the post conflict resolution and community building. For example, in rural Afghanistan, schooling for girls is not as simple as making a facility and having all children attend. Women teachers, along with a separate facility, would reflect the requirements of a rural society where as in Kabul, the urban population is far more comfortable with coed groups.[43] GBA will make this apparent. This will determine where funding for development for education should be focused and how facilities are built – of relevance as the NATO PRTs are involved in educations development in Afghanistan.

Conflict has changed and so have the requirements demanded of military personnel in their role in the conflict. Cultural intelligence, and as a component of that

[42] *Ibid*, 9.

[43] Rini Amir, "Fine Lines of Transformation: Afghan Women Working for Peace," in *Listening to the Silences: Women and War* (Leiden, The Netherlands: Martinus Nijhoff Publishers, 2005), 245.

gender, can enhance a military's ability to function in the environment as the United States Marine Corps Center for Advanced Operational Culture Learning stated as part of its mandate.[44]

Gender mainstreaming and gender analysis help to understand how the dynamics between men and women work and how a planned action or policy can affect it. This has been understood as a factor in development planning and operations for a number of years but not recognized as a factor in warfighting until recently. Gender's role as a factor in conflict is becoming more evident through a number of UN programs. The expanding role of the military in the operating environment has increased the emphasis on understanding how culture functions and the development of cultural intelligence. There is a link between cultural intelligence and gender in the knowledge domain where GBA can be incorporated into the knowledge domain of cultural intelligence.

POLICY

The UN has been the organisation that has been most influential in the development of gender mainstreaming and its incorporation into the general parlance of many countries and organizations as a part of its promotion of equality and human rights. The UN, though with limited internal organizational success, has promoted women's rights and the concept of gender mainstreaming. There are a number of watershed moments in the advancement of gender mainstreaming as a tool in gender equality, with two of the most significant being the Beijing Platform and UNSCR 1325.[45] Within these two documents, gender was discussed in association with conflict, including the origins

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[44] Emily Spencer, "Cultural Intelligence," in *The Military Leadership Handbook* ,edited by Col B. Horn and Dr. R. Walker(Toronto, Ontario: Dundern Press, 2008), 188.

[45] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*…. ,16.

of conflict and post - conflict resolution. Though a tenet of gender mainstreaming is the concept that gender is not biologically based, these documents focus on women's roles during the conflict, with the supposition that men's views are already represented sufficiently and that to achieve the mainstreaming of gender, women's and children's roles must be singled out to gain greater prominence. This approach has reinforced the perception of gender issues as women's issues in many organisations, the CF included. An examination of the gender mainstreaming concepts and associated UN documents, such as the Beijing Platform for Action Report, UNSCR 1325 and DPKO documents concerning UNSCR 1325 implementation, will allow for a greater understanding of the impact gender mainstreaming is intended to have and where this initiative presently stands.

BEIJING PLATFORM FOR ACTION

The first mention of gender mainstreaming came from the 1975 World Conference of the International Women's Year in Mexico City Study on Women. The goals of mainstreaming women in the development process, including their economic and political empowerment are contained in the *1985 Nairobi Forward –looking Strategies for the Advancement of Women*. The concept of gender mainstreaming came to the forefront in the *1995 Report of the Fourth World Conference on Women: Beijing Declaration and Platform for Action* which took place from 4-15 September 1995. In this document, the UN stated its intent to consider gender within all of its policies and operations. The *1995 Beijing Declaration and Platform for Action* issued by the UN Fourth World Conference on Women contained many key commitments in a wide range

of areas. But it did not as part of the Declaration explicitly state the adoption of gender mainstreaming but instead stated in paragraph 19:

> It is essential to design, implement, and monitor with the full participation of women the effective, efficient, and mutually reinforcing gender-sensitive policies and programmes, including development policies and programmes, at all levels that will foster the empowerment and advancement of women.[46]

This captured the essence of gender mainstreaming introducing it to the international public policy in September 1995. This broad definition committed the institutions of the UN system to the systematic incorporation of a gender perspective into policymaking. But at the same time, the first chapter of the report released on the Beijing Platform for Action, spoke directly about women and conflict and discussed the inclusion of women in conflict resolution as well as protecting women from the results of conflict. Though the language of the Beijing platform tended to categorize the women as victims of violence, the report discussed the inclusion of women as having a vital role in conflict resolution. Gender mainstreaming after Beijing was the new way ahead in achieving gender equality, and was adopted in the development world with development organization, taking into account the effect of gender on that society. The theme of gender mainstreaming stemming from Beijing then set the stage for the UNSCR 1325. Women's organisations were galvanized to push for further recognition of gender issues in the domain of the UN.

UNSCR 1325

[46] United Nations, "Report Of The Fourth World Conference On Women: Beijing Declaration And Platform For Action - Beijing, China 4-15 September 1995" http://www.un.org/womenwatch/daw/beijing/beijing declaration.html ; Internet; Accessed 28 February 2009.

There was a fairly substantial movement within the UN, triggered in part by some scandals involving UN Peacekeepers, a new categorization of violence against women such as rape as a war crime, and some significant lobbying by women's NGOs, that resulted in the UNSCR 1325 being passed in 31 October, 2000. It was the first formal legal document to require all parties in a conflict to respect women's rights and to support their participation in peace negotiations and post-conflict reconstruction. It was sponsored by Netumbo Nandi-Ndaitwah, the Namibian Minister of Women's Affairs when Namibia took its turn chairing the Security Council. After significant lobbying efforts by women's NGOs and United Nations Development Fund for Women (UNIFEM), the resolution was adopted unanimously. Canada established an organisation called Friends of 1325, an adhoc group of UN member states who identified themselves as advocates for the implementation of UNSCR 1325 to promote the provisions and their implementation by member states.

UNSCR 1325 (Appendix 3) worked from the Windhoek declaration [47](Appendix 2) that stated:

> United Nations peace operations have evolved from peacekeeping in its traditional sense towards multi-dimensional peace support operations. So far, women have been denied their full role in these efforts, both nationally and internationally and the gender dimension of the peace process has not been addressed.[48]

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[47] United Nations, "Windhoek Declaration: The Namibia Plan Of Action On 'Mainstreaming A Gender Perspective In Multidimensional Peace Support Operations'" www.Peacewomen.Org/Un/Pkwatch/Windhoekdeclaration.Html; Internet; Accessed 28 February 2009.

[48] United Nations, "Windhoek Declaration: The Namibia Plan Of Action On 'Mainstreaming A Gender Perspective In Multidimensional Peace Support Operations'" www.Peacewomen.Org/Un/Pkwatch/Windhoekdeclaration.html; Internet; Accessed 28 February 2009.

The Windhoek declaration then listed an action plan for the inclusion of women in furtherance of a ceasefire and/or peace agreements. Also discussed was the mandate, emphasising the inclusion of gender mainstreaming in all UN mandate in peacekeeping operations. Included in the list was the mission leadership being gender representational, with the structure to include a gender affairs unit as well as other gender inclusive measures. Women were also to be included in the recruitment, training, procedures, monitoring evaluations and accountability of a mission. This rather succinct and comprehensive list detailed essentially the areas in which gender inclusion was lacking in the structure of UN Peacekeeping missions. This was a watershed in that it did not solely view women as promoters of peace and victims as roles in the conflict but instead saw women being required to be included in all aspects of the peacekeeping missions. The Windhoek declaration laid the ground work for the UNSCR 1325 which was to follow a few months later.

UNSCR 1325 started by discussing the documents on which it draws from, some of which have already been examined. It specifically indicated:

> **Recognizing** the urgent need to mainstream a gender perspective into peacekeeping operations and in this regard the Windhoek Declarations and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations. ……
>
> **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 maintenance of international peace and security……

> **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.[49]

UNSCR 1325 was one of the first documents that acknowledged women as more than victims in conflict and acknowledged the roles of women as actors in conflict. It was also the first document that legally bound member- states to commit to gender mainstreaming. The Security Council, who adopted the resolution, called on all actors involved in negotiating and implementing peace agreements to adopt gender perspectives that included the special needs of women and girls during repatriation and resettlement, reintegration and post- conflict reconstruction. UNSCR 1325 was heralded by many womens' organisations as a turning point for women with respect to their roles in armed conflict. However, the actual implementation has been challenging within the UN and in the member-states. The Secretary General of the UN in 2004 as part of the action plan for implementation called for the UN and its member states to create Action Plans in order to implement the requirements of UNSCR 1325.

In 2004, the Secretary-General of the UN developed an action plan to aid the implementation of UNSCR 1325 recommendations. The Secretary -General of the UN was required to update the Security Council annually on the progress being made with respect to implementation. The 2007 report indicated that progress was being made

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[49] United Nations,"UNSCR 1325 On Women, Peace and Security" www.peacewomen.org/un/sc/1325 ; Internet; Accessed 28 February 2009.

however there were gaps in UNSCR 1325 implementation.[50] These gaps were to be addressed by:

> By shifting the focus from projects to programme implementation, the system wide action plan provides a broader framework linked to national peace and reconstruction processes and further commits the United Nations system to enhance coherence and integrate a gender perspective in support of gender equality and women's empowerment.[51]

Critics of the UN said that the organisation and many of the western nations are "talking the talk, tripping over the walk."[52] Three main issues have been identified as contributing to the difficulties in implementing UNSCR 1325, particularly in terms of the gender mainstreaming in peacekeeping operations. The first is the lack of coherence between the various agencies involved in peace support missions among the humanitarian, human rights, political and development approaches in response to an armed conflict. The second reason is the organisational bias against gender equality within the UN system. The third reason is the absence of a system of management and evaluation to standardize principles of programming monitoring programs and holding staff accountable for not adhering to practices and overall UN goals. Though efforts continue to implement the resolution, the overall result to date in implementation has been uneven.

Implementation By Member States – National Action Plans

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[50] United Nations, "Report of the Secretary General on Women, Peace and Security,12 Sep 2007." www.peacewomen.org/un/7thAnniversary /SG report_wps07.pdf; Internet; Accessed 3 March 2009.

[51] *Ibid*.

[52] Angela Ravens-Roberts, "Gender Mainstreaming in United Nations Peacekeeping Operations: Talking the Talk, Tripping over the Walk," in *Gender, Conflict and Peacekeeping* (London: Rowman & Littlefield Publishers Inc, 2005), 43.

Member states were encouraged to publish plans on how they intended to implement UNSCR 1325. This stemmed from the UN Secretary General's reports subsequent to the passing of UNSCR 1325. These action plans differ greatly in form and detail but in essence indicated the respective country's intent on implementation. For example, Austria's National Action Plan published in August 2007, indicated the objectives of the Austrian version of the plan, with the measures to be taken to achieve the objectives. It also indicated who was responsible within Austria for the implementation. Denmark, Finland, Iceland, The Netherlands, Norway, Spain, Switzerland and the United Kingdom also all have National Action Plans published and available, the level of sophistication of which varies from nation to nation. Canada held forums on the design of an action plan in September 2005 and DFAIT had the lead in development of Canada's action plan however there is little after 2005 that would indicate a Canadian National Action plan would be forthcoming.

Implementation in development world

The Canadian Peacebuilding Coordinating Committee, known as Peacebuild, captured the Canadian NGO experience in conflict and made recommendations about the incorporation of the UNSCR 1325 commitments as an integral part of NGO work. In their March 2007 report, over 90% of NGOs reported being familiar with the UNSCR 1325 but did not plan to integrate the resolutions objectives as an integral part of their work. There seemed to be a gap between the theoretical construct and the implementation of the resolution with its underlying theme of gender mainstreaming – even in a community which seemed supportive and open to the idea of incorporating

gender mainstreaming into its programs and projects. A few NGOs indicated that CIDA funding required them to establish linkages with UNSCR 1325 as part of the funding application but there was little enthusiasm for embracing this resolution to a greater extent.

So what has UNSCR 1325 accomplished in advancing the cause of women and girls with respect to armed conflict? By recognizing the vital role that women play in building, restoring and maintaining peace UNSCR 1325 marks a shift away from the historical perspective as women as 'needing protection' to the realization of their potential as key actors in all matters relating to peace and security.[53] Women's perspective on peace building and conflict resolution is shaped by their experiences in the time of conflict. Even before Beijing, the UN already had a history of acknowledged differential impact of armed conflict on women. In 1969, the UN Commission on the Status of Women considered whether women and children should be accorded special protection during an armed conflict and emergency situations. This was followed in 1975 by the UN General Assembly adoption of the article on the Protection of Women in and Children in an Emergency and Armed Conflict. This trend continued all the way through to the International Tribunals that were set up in the 1990's to deal first with the situation in the former Yugoslavia and then also Rwanda where at both there was an acknowledgement of the gender implications in armed conflict.[54] UNSCR 1325 advanced the case for gender equity but there seemed to be a reluctance to fully embrace

[53] Lee Fung, "Engendering the Peace Process: Women's Role in Peace Building and Conflict Resolution" in *Listening to the Silences: Women and War* (Leiden, The Netherlands: Martinus Nijhoff Publishers, 2005), 229.

[54] Sandra Whitworth, *Men, Militarism, and UN Peacekeeping* (Boulder, Colorado: Lynne Rienner Publishers, 2004), 125.

this and if not a reluctance there seems to be little in the way of resources available to implement it. The lack of a single agency responsible for the implementation of gender mainstreaming and other organizational changes, including the difficulty in having nations demonstrate a coherent response to a conflict, has undermined the efforts of the UN in implementing this policy. Outside of the Secretary General's annual review, there seems to be little follow –up and debate in the Security Council about the implementation of this resolution.

The origins of gender mainstreaming, and by extension the implementation of UNSCR 1325, gives insight into the attitude towards gender mainstreaming. Gender mainstreaming seems to have significant support in the conceptual arena during announcements but is less attractive or of interest once the cameras have gone. Some of the member states have produced the agreed upon Action Plan and many countries including Canada, who were vocal supporters of UNSCR 1325 have not yet published an action plan, close to nine years after the resolution passed.

CHAPTER 4- GENDER MAINSTREAMING APPLIED AND IMPLEMENTED

Gender mainstreaming is being utilized or at least is being subscribed to by a variety of different organizations. For example, the Commonwealth Secretariat has a series of publications that summarise best practices for the incorporation of gender into a variety of development areas such as Gender Mainstreaming in HIV/AIDS, in Education, in Budgets, in Poverty Eradication, in Health and in Multilateral trade to name a few critical development areas. Since the Beijing Platform for Action and UNSCR 1325, many organisations involved in conflict management have been attempting to incorporate gender mainstreaming into their operations. Has the implementation of gender mainstreaming into conflicts demonstrated the results promised by its proponents? An examination of DPKO, NATO, and Canadian NGOs will demonstrate the mixed results of the implementation gender mainstreaming and the reliance on the promise of increased women's participation to produce the desired results.

DPKO

DPKO began the implementation of gender mainstreaming after the 1995 Beijing Platform for Action. The implementation was renewed with greater viigour in response to UNSCR 1325. DPKO established an Office of Gender Affairs in some missions and a gender focal point for gender based issues in others. From the beginning of implementation, DPKO has asked for greater female representation from troop and police contributing nations but has had limited success. Scandals about the conduct of peace-keepers in rape and sexual exploitation of women in the Kosovo mission as well as in the Congo has had a negative impact on the work of the gender affairs advisors in those

mission.[55] This has resulted in an internal focus on gender mainstreaming where the focus of the gender affairs officer is the peacekeeping force and not in development of the host country's efforts in gender mainstreaming of the conflict resolution process. DPKO has been monitoring its progress on gender mainstreaming with a variety of reports, using both internal field reports as well as reports by donors and the lessons learned cell. As well, the gender unit from within the best practices section of DPKO publishes updates on the status of gender mainstreaming.

In early 2000, DPKO issued a report in response to the requirements stipulated in Beijing +5, an update on how the department was integrating gender into its operations.[56] This early study showed the difficulty in incorporating gender mainstreaming into activities. The report indicated that the mandate, budget and planning must involve aspects of gender mainstreaming within it. The report came to the conclusion that the three I's must be overcome Inertia; Implementation; and Institutionalization to incorporate gender mainstreaming into DPKOs operations. The report also indicated that the key 'lesson' to be learned at DPKO with respect to gender mainstreaming is that a women's presence makes a difference.

> It improves access to the local population. By creating a more 'normal' environment, their presence tends to improve the behaviour of male members of the mission. Finally, their presence increases the range of skills, approaches, and perspectives within a mission thus adding to its effectiveness.[57]

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[55] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*…,46.

[56] United Nations, "United Nations Lessons Learned Unit, DPKO: Mainstreaming a Gender Perspective into Multidimensional Peace Operations, July 2000." www.peacekeepingbestpractices.unlb.org/PBPS/Library/Gender%20Mainstreaming%202000.pdf ; Internet; accessed 4 March 2009.

[57] Ibid.

This early assessment leans towards increasing the number of women in operations to gain the benefits of gender mainstreaming and does not discuss any difference to analysis; beside the lack of sex-disaggregated statistics.

DPKO, though, realized very early in their efforts to integrate gender into their operations that the pool of personnel for field operations to draw on was predominantly male. Including women, though possible, was dependent on the willingness of member states to provide the number of female candidates. The DPKO then moved to establish gender focal point and gender affairs field offices to incorporate gender into the field operations. This started in 2002 and 2003 as noted in the report, *Special Committee on Peacekeeping Operations: A Comprehensive Review of the Whole Question of Peacekeeping Operations in all their Aspects.*[58] DPKO continued to pursue gender mainstreaming in peacekeeping operations. The *2005 Progress Report on Gender Mainstreaming* discussed the requirement and the ongoing development of an Action Plan to further gender mainstreaming. This 2005 report examined the successes that were achieved but the difficulty of institutionalization of gender mainstreaming was a theme that continued throughout the report. The challenge encountered by the gender affairs offices through lack of understanding of their mandate and the default of senior leader to move all gender related material to the gender affairs office's bailiwick vice incorporating gender mainstreaming across the board indicated the to the difficulties with the general perception that gender mainstreaming is a niche concern and does not involve

[58] United Nations, "Report of the Special Committee on Peacekeeping Operations: Comprehensive Review of the Whole Question of Peacekeeping Operations in all their Aspects, 28 March 2003." www.peacekeepingbestpractices.unlb.org/PBPS/Library/Report%20of%20the%20SCPO%23028%202003.pdf; Internet; Accessed 4 March 2009.

all the staff. The difficulty in understanding the mandate of the gender affairs office resulted in poorly resourcing to complete its required tasks. Another misconception was articulated in this report as challenging the success of gender mainstreaming in peacekeeping operations was the perception that gender mainstreaming is "synonymous" with increasing the number of women on peacekeeping operation instead of a "commitment to identifying the differential impact of conflicts on the lives of women, men, girls, and boys and top propose specific solutions to the respond to the specific needs identified." It also spoke to the perception that gender mainstreaming is only about women specific programming to empower them within a country's construct.[59]

A more detailed report on the progress of incorporating gender mainstreaming in into DPKO missions was the 2006 report by Multi Donors[60] to implementation of UNSCR 1325 focusing on the UN Missions in Democratic Republic of the Congo (MONUC), Liberia (UNMIL), Sierra Leone (UNIOSIL) and Kosovo (UNMIK).[61] This report examined the success of the gender affairs offices in each of the missions and the success or lack there of, that has been achieved to date. This report indicated that though substantial advances were made, the implementation of UNSCR 1325 on DPKO missions was haphazard and judges the success of the gender advisors to be mixed. This was due

[59] United Nations, "Gender Unit Peacekeeping Best Practices Section, DPKO: Gender Mainstreaming in Peacekeeping Operations: Progress Report November 2005." www.peacekeepingbestpractices.unlb.PBPS/Library/Gender%Mainstreaming%20Progress%20report.pdf; Internet; Accessed 4 March 09.

[60] Multi-Donors refer to the Government of the Netherlands, Government of Norway, Government of the United Kingdom

[61] United Nations, "Multi-Donor Review of Implementation of Security Council Resolution 1325 On Women, Peace and Security by the United Nations Missions in Democratic Republic of the Congo (MONUC) , Liberia (UNMIL), Sierra Leone (UNOSIL) and Kosovo (UNMIK)." www. www.peacekeeping bestpractices.unlb.PBPS/Library ; Internet; Accessed 11 March 2009.

to the UNSCR 1325 implementation not being systemized into UN operations.[62] They found that common to all missions, gender needs were not included at the earliest stage of the mission development, gender was not allocated sufficient resources from the mission budget in order to accomplish the mandate, senior leadership of the missions were not held accountable for their implementation of the UNSCR 1325. There were still many in the operational hierarchy who did not see gender as a "cross-cutting issue" that affected all aspects of the mission and instead saw it as another special interest or add-on to the mission that must compete for scarce resources. This was demonstrated by the UN Country Teams expectation that UNIFEM would "take care" of the gender issues instead of looking for the gender implications of their policies and operations within their own areas of responsibility. This was a result of the placement of the gender advisors office in the organisation and the access allowed by the Special Representative of the Secretary General (SRSG). In both Kosovo and Liberia, the gender advisor, with a direct line to the SRSG was able to foster relationships with the senior leadership on the mission and was able to influence the activities that took place incorporating gender more easily.

The report examined the challenges in having a dual mandated organisation that is responsible for ensuring that gender was incorporated into the operations of the mission conducted by the UN but was also responsible for promoting gender mainstreaming in the host countries populace, promoting gender rights groups and providing significant support networks for women and children to comply with the UNSCR 1325. This has resulted in neither the internal and external function being done terribly well.

DPKO continued to examine its implementation of UNSCR 1325 and conducted a strategy workshop with Troop/and Police contributing Nations in Pretoria, South Arica in

[62] *Ibid*.

Feb 2007.[63] This workshop summarized the progress to date (2007) of implementing UNSCR 1325. Successes were listed as intergovernmental agreements, placement of gender advisors, provision of advisory services; establishment of policy directives and actions plans – including the National Action Plans for the implementation of UNSCR 1325. [64] The interesting part of implementing UNSCR 1325 was the participation of women in all aspects of the mission. This was an interesting perspective in that it implied that the inclusion of women would automatically promote gender mainstreaming in the organisation. This was also reflected in the addendum to the report the *Conclusions, Agreements and Recommendations,* in which the focus was mostly on greater inclusion of women as the primary requirement to increase gender awareness within DPKO missions.[65]

The DPKO successes in the area of gender mainstreaming that are referred to the reports was the creation of the gender checklist for Assessment Missions for Peacekeeping operations contained in the Gender Resource Package for Peacekeeping Operations.[66] This checklist was a wide list of questions that were intended to highlight the gender differences or dissonance within a particular mission area. The document also contained reference to gender based violence, training within the force. This checklist, which could be incorporated into operational level planning of a military mission or

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[63] United Nations, "Final Report: Strategy Workshop on the implementation of SCR 1325 in Peacekeeping Contexts Pretoria South Africa, 7-9 Feb 2007." http://www.peacewomen.org/resources/Peacekeeping/PDF/Pretoria07.pdf; Internet; Accessed 4 March 2009.

[64] Ibid.

[65] Ibid.

[66] United Nations, "Gender Resources Package for Peacekeeping Operations." www.peacekeepingbestpractices.unlb.org/PBPS/library /GRP%20Full%20Version.pdf; Internet; accessed 15 Mar 2009.

contingent, gets lost amongst the rest of the gender related issues that are apart of the operations resource package.

In the DPKO documentation reviewed to examine the success of UNSCR 1325, implementation in peacekeeping operation and by extension the success of incorporating gender mainstreaming in UN peacekeeping operations has revealed that in the eight years since UNSCR 1325, there was limited progress in the implementation. There continued to be the view that incorporating more women into the mission throughout the hierarchy, particularly in the senior management, would result in greater gender mainstreaming. The focus seemed to be primarily on the internal issues that resided within the UN organisation and its approach to the operations vice the conduct of the actual operations. The lack of accountability by senior management was detrimental to the success of incorporating gender into the mission and undermined the visibility of gender within the operation. If gender did cross-cut all peace support operations, it would follow that the mandate and mission would incorporate the gender elements. It was apparent that the UN believed that the inclusion of women into the hierarchy of the UN Peacekeeping organisation would advance the implementation of gender mainstreaming from within the organisation and this increase in internal gender balance would lead to gender mainstreaming into the populace involved in the conflicts.

NATO

NATO is a significant player in conflict management. It departed from its traditional 'Cold War- Warsaw Pact' military posture in Former Republic of Yugoslavia in the mid-90s when it became apparent that the UN missions were having limited impact. The NATO participation as a military force in the Former Republic of

Yugoslavia gave renewed energy to the alliance that was of questionable significance with the 'peace dividend' and the defense of Western Europe becoming increasingly irrelevant. NATO has gone on to provide a military force to ISAF committed to conducting military operations in Afghanistan.

NATO has incorporated gender into two areas. First, its internal focus is monitored by the Committee for Women in NATO Forces (CWINF). CWINF was an organisation created in 1976 whose mission evolved to "advise NATO leadership and member nations on critical issues affecting women in the Alliance's Armed Forces."[67] The organisation proposed guidelines for the incorporation of gender mainstreaming in NATO operations and recently published a list for best practices to improve gender balance. These two documents focus on the structure of the forces and the inclusion of women into NATO forces. CWINF relied heavily on UNSCR 1325 as its basis for both documents linking the inclusion of women on operations to incorporating gender mainstreaming within operations. In the *Guidelines for NATO Gender Mainstreaming,*[68] the focus was incorporating gender into three main areas of NATO military operations, the Operational Planning and Operations, Educations and Training, and Evaluation. The guidelines were explained to be a set of gender sensitive practices that were developed by the Committee at the annual meeting in June 2007. The document was coloured by the advocacy of the committee for promoting women within NATO. This was evident in the reading of the background to the recommendations where the guidelines state:

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[67] North Atlantic Treaty Organisation, "Committee on Women in the NATO Forces" http://www.nato.int/issues/women_nato/index.html; Internet; Accessed 14 March 2009.

[68] North Atlantic Treaty Organisatsion, "Guidance for NATO Gender Mainstreaming" http://www.nato.int/issues/women_nato/cwinf_guidance.pdf; Internet; Accessed 3 Mar 2009.

> By embracing the principles of UNSCR 1325 and the statement of the G-8, NATO will increase its operational and crisis management capacity. This will be achieved by mobilizing additional resources and utilizing the full potential of human resources available to NATO operations more effective in establishing peace, maintaining security and strengthening democratic values. NATO nations are therefore strongly encouraged to employ female personnel within the full spectrum of their operations.[69]

The Guidelines gave recommendations on the incorporation of gender into the operational planning and operations. It outlined the principles for the inclusion of gender mainstreaming in operations indicating understanding gender issues and gender awareness at all levels; consideration of gender issues during the decision making process; integration of gender expertise at all decision making levels and the promotion of gender equality. The Guidelines outlined minimum recommendations which focus primarily on the inclusion of women in the processes. This continued through out the document and gave little in the way of tangible tools or guidance in how to incorporate gender into operational planning in real terms with the exception being the reference to the checklist used in peacekeeping operations by the UN.[70] The second document that CWINF published, *CWINF Selected List of Best Practices to Improve the Gender Balance,* was focused on gender balance as a part of UNSCR 1325 call for greater inclusion of women in all 'levels, from early conflict prevention to coming the NATO forces and assisting militaries by sharing or best practices in order post –conflict reconstruction.'[71] The CWINF documentation was to focus primarily on the advocacy of women in NATO militaries to play a greater role in the operations and decision making

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[69] *Ibid.*

[70] United Nations, "Gender Resources Package for Peacekeeping Operations"…., 207. As discussed this checklist though just a guide is a strong tool well laid out to incorporate into the Operational Planning Process in the NATO, Canadian and many other military decision making processes.

[71] North Atlantic Treaty Organisation, "Best Practices to Improve the Gender Balance" www.nato.int/isues/women_nato/2008-11-gender_balance.pdf; Internet; Accessed 6 March 2009.

within the organisation in order to achieve the benefits of gender mainstreaming. This was entirely within their mandate, though the use of UNSCR 1325 to further the role of women in NATO was not likely part of the design of the Resolution. CWINF, a womens advocacy organisation with little in integral resources and an annual meeting, was not being taken seriously by those in decision making positions in NATO when it comes to operational decision making in NATO within the Military Committee. CWINF had no role in providing operational advice and as such has little "street credibility" in terms of offering methodology in improving operational effectiveness to the Military Committee. As such any offerings along the lines of gender will confirm gender mainstreaming's relegation to the category of 'Womens' issues in NATO.

There is a second area where NATO is examining the impact of gender is in operations. The external implications of gender mainstreaming have been captured under the umbrella of Civil Military Cooperation (CIMIC) and a recent publication developed by the CIMIC Centre of Excellence (with 1 (NLD) CIMIC Bn) has been approved by the NATO Secretary General Jaap de Hoop Scheffer.[72] This document discussed gender in operations and how to implement it to military/operational advantage. Gender mainstreaming was referred to in the CIMIC publication as the predominant framework being used to discuss gender, peace and stability operations.[73] However, this document did not discuss gender mainstreaming and its application to CIMIC operations but instead refers to 'gender awareness.'

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[72] North Atlantic Treaty Organisation, "NATO CIMIC Centre of Excellence. Gender Makes Sense, A Way to Improve Your Mission." www.nato.int/ims/2008/win/opinions/genderbookletccoev12.pdf ; Internet; Accessed 3 March 2009.

[73] Ibid.

Table 4-1 - NATO CIMIC Gender Awareness Positive Effects on the Mission

Gender Awareness will result in:	
	• Better access to and communication with the local population
	• Better access to and communication with International Organisations, governmental Organisations and Non Governmental Organisations
	• By and large improve effectiveness in all CIMIC activities and contributes to Effects Based Approach to Operations
	• Enhancement of the situational awareness
	• Better advice to the commander on which he can make better-founded, judicious and balanced decisions

Source: North Atlantic Treaty Organisation. "NATO CIMIC Centre of Excellence. Gender Makes Sense, A Way to Improve Your Mission." www.nato.int/ims/2008/win/opinions/genderbookletccoev12.pdf ; Internet; Accessed 3 March 2009

One of the interesting aspects that fell out of this document was the inclusion of a NATO draft definition of gender. CWINF used the UN definition in all its documentation:

> Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through the socializations processes. Gender determines what is expected, allowed and valued in a women or men in a given context. In most societies there are differences and inequalities between men and women in responsibilities assigned, activities undertaken, access to and control over resources as well as decision-making opportunities. Gender is part of the broader socio-cultural analysis includes class, race, poverty level, ethnic group and age. [74]

The definition that NATO proposed was:

> Gender refers to the social differences and social relations between men and women. It therefore refers not to women or men but to the relationship between them, and the way this is socially constructed. A person's gender is learned

[74] United Nation, "Office of the Special Advisor on Gender Issues and Advancement of Women Department of Economic and Social Affairs: Concepts and Definitions" www.un.org/womenwatch/osagi/conceptsand definitions.html; Internet; Accessed 17 March 2009.

> through socialization and is heavily influences by the culture of the society concerned. The gender of a person is socially constructed and therefore learned and can be changed; but this does not mean it is easy or uncomplicated to do so. Gender differs and varies within and across culture and over time. It results in different roles, responsibilities, opportunities, needs and constraints for women, men and girls and boys.[75]

This NATO definition was similar to the problem solving approach using "Systems Operational Design"[76] (SOD). SOD is a relatively new approach to problem management in the military decision making process, that NATO is examining. The NATO description of gender was similar with how SOD defined a complex problem as variable, adaptive and changing over time. This was likely to be a product of the inculcation of SOD in the NATO planning systems with similarities making it easier to see the operational linkages of gender. Another item of note about the definitions and the difference between the UN and NATO was the NATO definition removed the concept of gender equality from the definition of gender and focused on it being a function of society. This was likely for political considerations as there are significant disparities in NATO between the views on gender equality within the respective nations' militaries.

Additionally in Gender Makes Sense, a publication of the CIMIC Centre of Excellence as it discussed how female soldiers differ from the male counterparts in terms of their gender attributes which should result in differences in potential employment based on gender. This differed significantly from the view of some militaries (Canada

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[75] North Atlantic Treaty Organisation, "NATO CIMIC Centre of Excellence. Gender Makes Sense, A Way to Improve Your Mission."…

[76] Systemic Operational Design is a planning process that comes originally from the Shimon Naveh, a retired Israeli General in order to address 'wicked problems'. It is presently in favour with the US Army where Dr Naveh is a part of the Command and General Staff College at Fort Leavenworth Kansas. Wicked Problems are problems that are complex in mature having many interrelated components. A wicked problem also has disproportionate cause and effect relationships where little acts can create a disproportionate response with the converse also true. Wicked problems are also adaptive with the problem adapting in response to solutions applied and evolving into different wicked problems. Insurgencies are quite often characterizes as wicked problems.

included) that embraced the concept of gender neutrality where men and women soldiers can be equally employed as gender has no official effect on their employability. The NATO CIMIC booklet stated:

> Female soldiers also have a different perception and intuition that gives a special flavour to their advice and assessments. The use of female soldiers [in CIMIC teams] in combination with male soldiers provides a better overall approach.[77]

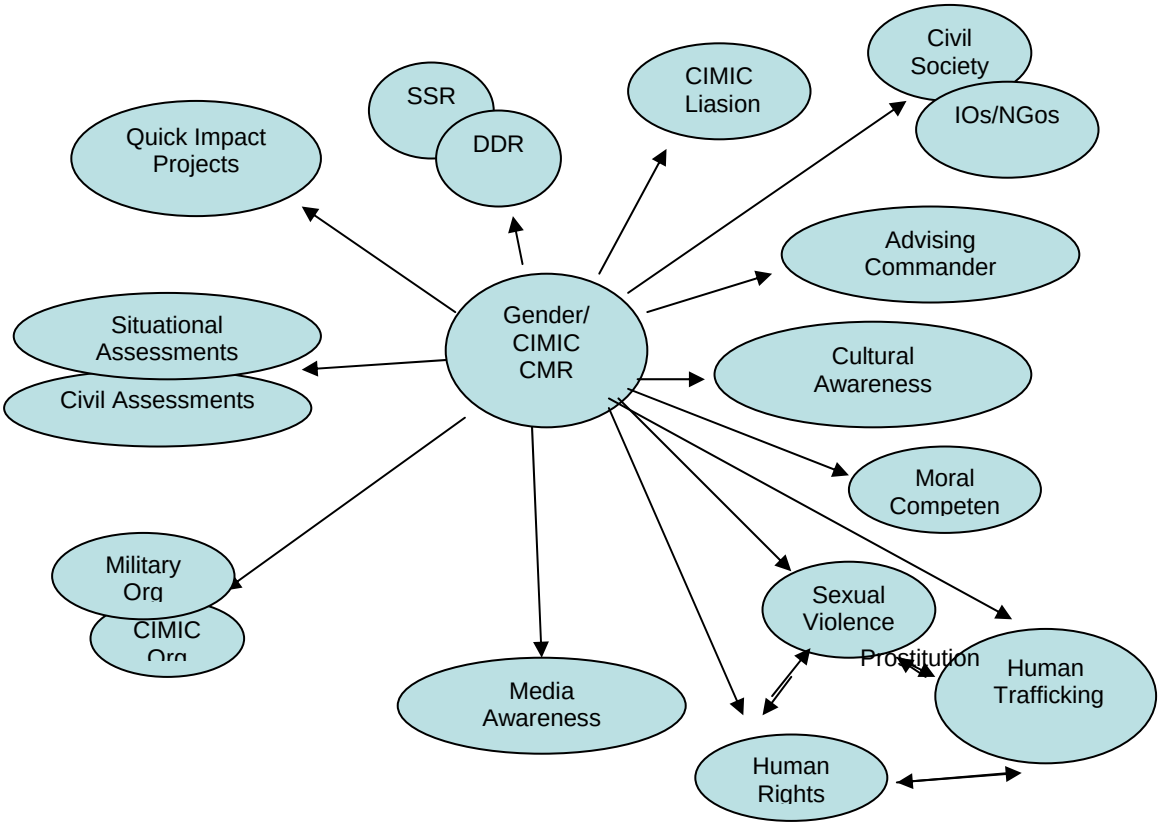

Figure 4-1: Gender Comprehensive Approach diagram (Feddema and Houdijk, 2007)[78]

The concept that gender was not neutral and could be employed interchangeably was a departure from the concepts of gender neutrality.[79] Gender was operationalised in a

[77] North Atlantic Treaty Organisation, "NATO CIMIC Centre of Excellence. Gender Makes Sense, A Way to Improve Your Mission."…

[78] Ibid.

framework called the Gender Comprehensive Approach. It was a social network construct where the gender was mapped onto the CIMIC /Gender interface. The manual goes on to describe how CIMIC with its gender comprehensive approach fit in the Joint Operational Planning Group indicating where the interface between CIMIC and other branches was focused. The Gender Comprehensive Approach was a GBA of the military problem of conflict primarily from a CIMIC perspective but did provide guidance on the operationalising of gender awareness (vice gender mainstreaming)

This CIMIC manual was the first NATO doctrinal approach to incorporate gender into an operation from a military effectiveness point of view. It repeatedly mentioned how gender will create a more effective operation. Has this approach been borne out? It is too early to judge as this is a new publication and as such may not yet be included in all NATO CIMIC operations. A brief examination of the NATO Provincial Reconstruction Teams in Afghanistan will highlight some of the challenges in incorporating gender into NATO CIMIC operations.

The Afghan Women's Network (AWN) published a paper in August 2007, calling for the operationalising gender in Provincial Reconstruction Teams in Afghanistan. This paper outlined the advocacy campaign that the network launched of which they stated: "We are advocating NATO-ISAF for a Policy Note on Gender, preferably under the frame of gender mainstreaming not Gender Equity."[80] The AWN stated the positions that the ISAF PRTs are obligated to act under UNSCR 1325 as ISAF forces are operating

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[79] Gender neutrality or the rule of equality focuses on the performance, abilities and potential of individuals, regardless of gender. Gender neutrality will be discussed under challenges for implementation in the Canadian Forces.

[80] Audrey Roberts, "The Advocacy Project 2007 Peace Fellow: Afghan Women's Network. Operationalizing Gender in Provincial Reconstruction Teams in Afghanistan." http://www.peacewomen.org/resources/Afghanistan /OperationalisingGender07.html; Internet; Accessed 3 mar 2009

under a UN mandate. They reported that there is little in the PRT handbooks that would facilitate incorporating UNSCR 1325 into the teams operations. The AWN indicates that the PRTs were directed by the ISAF PRT handbook "to endeavor to have a gender component" but with no clarification as to what the gender component entailed. The AWN also noted a difficulty in the turn over of the PRTs on the rotation of troops without appropriate handovers which led to the PRTs reinventing the wheels with little in the way of continuity. This report by the AWN on the PRTs difficulty in incorporating gender was completed prior to the issue of the CIMIC handbook that was published a year later.

EUROPEAN UNION

The European Security and Defence Policy (ESDP) is the major element of the common foreign and security policy of the European Union. It was created in 1999 to allow the EU to conduct security related operations across the spectrum of crisis management; military operations, security sector reform and governance, police and rule of law operations.[81] This defence policy was developed by the EU to be outside of but complementary to NATO. Since the first mission in 2003 there have been 18 subsequent missions from the Balkans to the Congo. In 2005, the European council viewed gender mainstreaming in crisis management operations as a factor which required further study. The European Council commissioned a report on gender mainstreaming in EDSP mission in Bosnia –Herzegovina to be prepared by the European Union Institute for Security Studies which they subsequently documented the conclusions to in 2006. These conclusions focused on the importance of promoting gender equality and gender

[81] Catherine Wale Grunditz, "Presentation at the CWINF Conference 2 Jun 2008 - EDSP and Gender – implementing gender mainstreaming in the EU in the context of EDSP." http://www.nato.int/issues/women_nato/index.html; Internet; Accessed 16 March 2009.

mainstreaming in the context of ESDP at all times. This resulted in a balance of measures to incorporate gender into the EDSP force structure and preparations, with statements of the inclusion of women in the pre and post - conflict resolution stages. In an evaluation of the efficacy of implementing these policies, *Gender Mainstreaming in ESDP Missions*[82] the author, Johanna Valenius, indicated that gender mainstreaming and gender sensitivity were often misunderstood as applying only to women and increasing the number of women in crisis management operations. This was deemed to be of importance but 'participation of women' was not the goal of gender mainstreaming. The author deemed force training in gender issues prior to a deployment was too late. Instead training should from the outset incorporate gender and cultural awareness. Valenius indicated that the soldier was at the core of the change required. The nature and training of the soldiers needed to be revisited in terms of what was valued as a member of the national militaries. This report indicated that gender mainstreaming cannot be bolted on with a gender advisory office included at the last minute. The author recommended in order to be effective at the EDSP that gender advisors must not be allowed to be sidelined as they were at the UN. The case studies from Bosnia and Kosovo indicated a general senior leadership ignorance of gender mainstreaming and what it entailed. The researchers encountered an enthusiasm for the concept of gender mainstreaming but a reluctance to include more women in the mission based on the ability to accomplish the tasks. This report though it discussed gender mainstreaming and its policy implications, it focused primarily on the internal organisation and training of the ESDP forces as the primary area in which to incorporate gender mainstreaming. There was little in the way of judgment on the success of any gender mainstreaming applications. This could be

[82] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*….,56.

attributed to the youth of the mission and organisation. The external focus on gender was limited to the lack of outreach EDSP forces had in establishing linkages with local and international women's groups. The author indicated that this consultation was a result of the tendency to view women in post-conflict societies as victims and passive in terms of having things done to them, resulting in groups in Kosovo being frustrated. This led to a sense of distrust of the EU forces from the local women's groups. The analysis of gender mainstreaming in the EDSP missions identified a number of challenges. There was a conflation of gender mainstreaming policy and gender balance, that one cannot be done without the other, very similar to the conclusions of NATO, and DPKO. There was also a preoccupation in the internal mechanisms of the organisation in terms of force composition, organisation and hierarchy vice on the application or operationalising of gender mainstreaming. The case studies did highlight the peril of not integrating outreach to all civilian activist communities, in this case the women's groups that resulted in alienation of a segment of the population that could have been of assistance in post-conflict reconstruction. In the analysis, human and gender rights were argued to be complimentary to each other, allowing mainstreaming to fall within this area of responsibility on a mission if required to. Much like DPKO, the EU is still struggling with how to bring gender mainstreaming into operations in a manner that will enhance its operations.

DEVELOPMENT AGENCIES

Gender mainstreaming may be new in the military milieu but the development world has been discussing gender mainstreaming for a number of years. Governmental agencies, international organisations, and non-governmental organisations have all

incorporated in gender mainstreaming into policy. Examining CIDA and Canadian NGOs gender mainstreaming policies and their success and challenges in its application in conflict areas will afford us greater insight into the implementation of gender mainstreaming.

CIDA developed an operational framework for the incorporation of gender in peace building.[83] It described gender mainstreaming:

> …..as a strategy to support the goal of gender equality with two dimensions:
> - integration of gender equality concerns into the analyses and formulation of all policies, programmes and projects; and
> - initiatives to enable women as well as men to formulate and express their views and participate in decision –making across all development issues.[84]

Gender mainstreaming was further clarified as not just a tool to increase women's participation in peacebuilding but also how to promote more equitable gender relations and understand the differential impact of interventions on women, men, boys and girls. This document goes on to outline the possible gender dimensions across the spectrum of conflict and the elements that lie therein. An understanding of these gender dimensions facilitated the application of GBA in peacebuilding initiatives. GBA consisted of a series of questions such as:

Table 4-2: CIDA Gender Analysis in Peacebuilding Initiatives

Gender Analysis in Peace building Initiatives	
Key Question to ask	Why ask this question?

[83] Canadian International Development Agency, "Gender Equality and Peacebuilding: An Operational Framework January 2001." http://www.nato.int/ims/2008/win/opinions/gender_booklet_ccoe_v12.pdf ; Internet; accessed 16 March 2009.

[84] *Ibid*.

Gender Analysis in Peace building Initiatives	
Has there been an analysis of how women can contribute to peace in this situation and how the peace building initiative can contribute to gender equality?	Consistent with the move to mainstreaming strategies, gender equality issues should be brought into the core of the initiative. For example: an economic reconstruction programme should look at how women participate in the overall programme not just set aside a marginal amount of money for "women's projects"
How and why is gender equality relevant to the proposed results/impacts of the project?	All too often, gender equality issues are considered as marginal or sub-issues. Experience has shown that it is important to bring equality issues into the main proposed results for an initiative. In many programmes, attention has focused on increasing women's participation in project activities, rather than considering the overall impact on gender inequalities.
Has contact been made with local/regional Peace organisations, especially those involving women?	It is important to build on local initiatives and draw in relevant expertise.
Is there a clear under-standing of people's differential conflict experiences both i) between women and men and ii) among different groups of women?	Research has clearly demonstrated that women and men experience conflict differently. Gender imbalances in access to power are reflected in numerous ways. It is important that these differences be recognised in the general analysis and design of interventions.
Is there a clear under-standing of the different needs, interests and priorities of boys and girls?	It is important not to assume that all children share the same needs and interests. Understanding he different priorities and situations of irls and boys should be part of the overall analysis.
Does the analysis include a consideration of the gender division of labour, an analysis of differential access and control of resources and consider domestic work in the	Despite the recognition of the importance of gender analysis, it is rarely done as part of the project preparation. Yet, this type of analysis

Gender Analysis in Peace building Initiatives	
calculations of work?	should be seen as routine and part of the crucial information necessary to understand a specific situation.
Is there a clear under-standing of both genderbased violence and violations of women's human rights? Do institutions and organisations have the capacity to deal appropriately with these issues?.	Gender-based violence and lack of respect for women's human rights are often the first issues cited when looking at gender issues in peacebuilding situations, yet they are often very ifficult to deal with. Organisations require sensitivity and specialised training in order to respond appropriately
Possible Entry Points for Gender Equality	
Individual security. Are the basic physical security needs of women and girls being met? Is there recognition that women and girls face specific dangers primarily related to their sex? Is there a consideration of women's sense and definition of security? (Specific issues for attention include violence against women and girl refugees, prostitution, gender-based violence, rape, etc.). In addressing basic human needs and survival strategies, is there consideration of needs of both women and men (based on their health needs and domestic roles and responsibilities)?	**Public and state security** Do public security forces receive adequate training on women's rights and violence against women? Do women have equal access to employment in public security forces? Do they have equal access to membership in civilian review boards? Do oversight institutions (ombudsmen, complaints boards etc.) have the mandate and authority to investigate violations of women's rights related to the conflict?

Source: Canadian International Development Agency. "Gender Equality and Peacebuilding: An Operational Framework January 2001." http://www.nato.int/ims/2008/win/opinions/gender_booklet_ccoe_v12.pdf ; Internet; accessed 16 March 2009.

The framework then described the possible entry points of introducing gender equality linked to peace building objectives. They were outlined as Institutional Capacity to Manage or Resolve Conflict and Build Peace; Human Security; Political Structures and

Processes; Economic Structures and Processes; and Social Reconstruction and Empowerment. The next step within the framework was to develop the list of anticipated results in consultation with those involved in the specific initiative. Sex-disaggregated indicators should have then be identified to determine the requirements of anticipated results. This analysis determined the success of the project with respect to the inclusion of gender. This GBA was well-described and thought out but when examining the results of CIDA projects where this type of GBA was applied; it was primarily being applied to promotion of women and children's rights. For example, the projects that were listed by CIDA to promote gender equality were from the perspective of the promotion of women's rights in womens'-only organisations. The one exception out of the twenty listed projects was the Men as Partners Network project in South Africa which was to promote to men sexual and reproductive health issue to develop strategic partnerships with governments departments and civil society organisations that would take the lead in engaging men in prevent HIV/AIDS and to end violence against women.

CIDA focused its work with gender under the framework of gender equality. This resulted in a focus on promotion of women's requirements vice viewing gender as a cross-cutting all stages of a development project, a more comprehensive and holistic approach.

The Canadian Peacebuilding Coordinating Committee, known as Peacebuild involving gender conducted an overview of the Canadian NGOs experience in programming initiatives in conflict areas. The report 'Women, Peace and Security: The Canadian NGO experience" was based on the ability to apply UNSCR 1325 and gender

in development programs and initiatives in conflict areas.[85] The intent was to examine the operationalisation of gender within the developmental area. The report indicated that though organisations had gender equality programs and women's rights programs, they were focused primarily at the community level. There was an understanding of UNSCR 1325 but there was no linkage in the respondents NGOs to any developmental planning objectives and also there was no plan to integrate any of the resolutions objectives into their work. Seventy percent of the development respondents indicated that they had gender based analytical tools. Those that did indicated that it was a challenge to assess whether the analysis tools reflected the situation of girls and women adequately. One of the many recommendations that came from this report indicated that the Canadian Government needs to provide support to operationalise UNSCR 1325 in the development world. Though some NGOs indicated that some programs from CIDA require reference to UNSCR 1325 in funding requests, it has not been effectively embraced by the Canadian NGO Community. Gender was a part of the development process but UNSCR 1325 and by extension gender mainstreaming was not embraced as crosscutting all development programming in conflict areas. Gender was considered a sub-entity linked to equality and human rights. The holistic approach that gender mainstreaming promoted was not realized. This was consistent with the findings of Rebecca Teissen in her book, *Everywhere and Nowhere*, in which she examined the incorporation of gender mainstreaming in development NGOs in Africa. Tiessen indicated that gender

[85] Canadian Peacebuilding Coordinating Committee, "Gender and Peacebuilding Working Group/ Canadian Peacebuilding Coordinating Committee. Women, Peace and Security: The Canadian NGO Experience." http://www.peacebuild.ca/documents/Fina-NGO-Report-EN.pdf ; Internet; Accessed 15 March 2009.

mainstreaming did not always translate from principles into practice.[86] She highlighted Stephen Lewis' report that critiqued the UN efforts at gender integration and where he discussed the difficulties in getting individuals to take responsibility for gender issues in their work place. Gender Mainstreaming moved gender issues into every venue and resulted in everyone being responsible for it and no one designated agency or person having responsibility. This lack of accountability resulted in development agencies claiming to incorporate gender mainstreaming but showing any results from its diffusion into every policy limits the impact of the policy. Other challenges that appeared were when organizations appointed personnel to supervise gender issues and then marginalized them to a secondary role – as less important than the whole. This resulted in a decrease in the actual ability to incorporate the gender mainstreaming into programs. The UNDP report in 2004, *Transforming the Mainstream* noted that "in no area of international development is the gap between stated intentions and operational reality as wide as it is in the promotion of equality between men and women."[87] A second possible barrier or challenge to the implementation of gender mainstreaming was the gendered nature of the organisation itself. Within organisations using local staff, the cultural norms were reflected and as such, perpetuate the gendered differences hampering gender mainstreaming implementation in the development organisations planning and programs.[88] The third area of challenge identified by Tiessen was when staff responsible

[86] Rebecca Thiessen, *Everywhere and Nowhere: Gender Mainstreaming in Development Agencies.* (Sterling, Virginia: Kumarian Press, 2007), 18.

[87] Rebecca Thiessen, *Everywhere and Nowhere: Gender Mainstreaming in Development Agencies.*….,19.

[88] Rebecca Tiessen, "Re-inventing the Gendered Organization: Staff Attitudes towards Women and Gender Mainstreaming in NGOs in Malawi." *Gender, Work and Organisation* Vol 1, No 6 (November

for gender issues was rarely in a position of power in order to make a difference.[89] Tiessen asserted that gender mainstreaming in the development organisations themselves fell short and as such development agencies were unable to effectively operationalise gender mainstreaming as its own house was not in order.

Several common themes can be drawn from the various international organisations as well as the development experience in employing gender mainstreaming. First, common to all organisations was the view that gender balance within an organisation was essential to the operationalising of gender mainstreaming. Gender balance was advocated as an organisation practicing what it preached. Also the increased representation of women enhanced the performance of the organisation when employed to advantage. The concept of add- women – and- stir as increasing the ability to enhance was advocated by some as the way to overcome obstacles encountered but there were those that discounted this advantage with the qualification that it worked only if the right women were there. For example, in terms of women's participation in Americam politics, the feminists believed that 2008 was the banner year with Hillary Clinton possibly being the candidate for president. The feminist reaction to US Republican Vice Presidential candidate, Alaska Governor, Sarah Palin was not in the same vein. Many feminists could not accept Governor Palin as a symbol of women's empowerment because of her political stance on many 'women's issues'. The outcry that came from some feminist circles was vicious. In their mind Sara Palin was not a feminist as she

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2004): 1.

[89] Rebecca Thiessen, *Everywhere and Nowhere: Gender Mainstreaming in Development Agencies.…*,19.

would not advance the causes of women in society.[90] This was captured in a Saturday Night Live skit about women in the White House – Why her???" [91] Just because there were women in the highest offices, it did not automatically mean that they would enhance the ability of the organisation to mainstream gender into its policies. Johanna Valennius stated that the add-women-and-stir approach resulted in mainly cosmetic changes to an organisation and were counter productive. "Adding and stirring essentialises and totalizes gender and women's experiences as if biological womanhood were enough to define women's experiences."[92] Instead the issue was not the composition of the organisation but the gendered nature of it.

The second common theme that appeared from examining the success in implementation of gender mainstreaming was the gendered nature of the organisation itself. The placement of the office that was responsible for gender within the hierarchy of the organisation seemed to be a significant factor in the success in gender mainstreaming. Those gender advisors that had access to the organisations senior decision makers were able to better influence the incorporation of gender mainstreaming in the operations. This also is resource based; if gender mainstreaming programs were seen as an add-on to the main programs vice being incorporated, it makes gender offices vulnerable to resource cutbacks.

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[90] Gloria Steinem, "Opinion-Editorial 4 Sep 2008: Palin: Wrong Women, Wrong Message" *Los Angeles Times* http://sweetness-light.com/archive/steinem-palin-is-wrong-right-kind-of-woman ; Internet; Accessed 20 April 2009.

[91] Saturday Night Live, "Hillary/Palin Open" http://www.nbc.com/Saturday_Night_Live/video/clips/palin-hillary-open/656281; Internet; Accessed 20 April 2008.

[92] Johanna Valenius, *Gender Mainstreaming in ESDP Missions*…., 30.

The challenge of gender mainstreaming were captured by the DPKOs first report on UNSCR 1325, where the three “I’s” are the obstacles: Inertia, Implementation and Institutionalization. The inertia was represented by those member states and international organisations that talk and agree to gender mainstreaming but did not take real action in accordance with the UNSCR 1325, such as Canada not having a National Action Plan though being a vocal supporter within the UN. The implementation was uneven amongst UN organisations. And finally, the institutionalization referred to the organisations’ ability to incorporate gender mainstreaming into its operations and activities. NATO examined gender not under the auspices of women’s equality but instead from the perspective of enhanced operational effectiveness within the CIMIC domain. This may be the method in which gender mainstreaming can be incorporated into the organisation vice through their women’s advocacy organisation. While implementation of gender mainstreaming in a variety of international organisations was inconsistent, there were gains and improvements with an increasing understanding of the importance of gender mainstreaming in increasing operational effectiveness.

CHAPTER 5- GENDER MAINSTREAMING AND THE CANADIAN FORCES

As other organisations attempted to incorporate gender mainstreaming with inconsistent results, there was little movement within the Canadian military to adopt the concept of gender mainstreaming as a cross cutting operational enabler. Should the CF adopt gender mainstreaming? And can it? An examination of where gender issues are in the CF is necessary in order to determine what would be required to adopt gender mainstreaming. The benefit of implementing gender mainstreaming will be examined based on other organisations' experiences. Finally, the potential challenges faced by the CF and some mitigating strategies will be examined with a way ahead defined.

GENDER AND THE CANADIAN FORCES TODAY

The CF is on the forefront of the NATO nations in terms of the integration of women into the military. Since the Canadian Human Rights Tribunal ruling required the CF to open all occupations to women, less submarines and Catholic Padre[93], the CF has struggled to incorporate women into the organisation. Of import was the fact that the integration of women into the military was forced on the CF by a feminist activist element in Canadian society. As this introduction of women was not a self –identified organizational requirement, much of the nineties were spent explaining, educating and training the military at large about the merits of women in the military. Twenty years after the lifting of restriction on women, the idea of gender now falls under the diversity portfolio where women are considered as a minority similar to aboriginals and visible minorities. General Hillier, then the Chief of Defence Staff, at the 2007 Women in

[93] Both occupations have subsequently been opened to women. Women in the Roman Catholic Padre serve as pastoral assistants who though not ordained as a Roman Catholic Priest can perform similar services with some limitations.

Defence Luncheon, declared gender integration was a done deal. According to Hillier, women were here to stay serving in all aspects and there was no longer a need to account for the "first" women anything as it was meaningless. A person was chosen based on merit regardless of gender, race or language. The CF had met the requirements as set out by the Canadian Human Rights Committee with respect to the integration of women, though this did not meet the requirements of the Canadian federal employment equity legislation. Representation of women in the CF is not increasing but has remained relatively constant in the area of 12-15 % since the late 1990s, in the regular force with greater reserve force representation in the area of 20%.

Table 5-1– Distribution of Men and Women by Rank in the CF (Regular Force) as of the 2008 Employment Equity submission

Ranks	All Officers				
	Total Number	Men		Women	
		Number	%	Number	%
General	2	2	100.00	0	0.00
Lieutenant-General	8	8	100.00	0	0.00
Major-General	26	26	100.00	0	0.00
Brigadier General	47	44	93.62	3	6.38
Colonel	325	312	96.00	13	4.00
Lieutenant-Colonel	1209	1121	92.72	88	7.28
Major	3430	2998	87.41	432	12.59
Captain	5730	4775	83.33	955	16.67
Lieutenant	1111	809	72.82	302	27.18
Second Lieutenant	1703	1433	84.15	270	15.85
Officer Cadet	1493	1163	77.90	330	22.10
TOTAL NUMBER	15084	12691	84.14	2393	15.86
Ranks	All Non-commissioned Members				
	Total Number	Men		Women	
		Number	%	Number	%
Chief Warrant Officer	606	580	95.71	26	4.29
Master Warrant Officer	2044	1913	93.59	131	6.41
Warrant Officer	3770	3433	91.06	337	8.94
Sergeant	7015	6111	87.11	904	12.89
Master Corporal (by	8589	7328	85.32	1261	14.68

Appointment)					
Corporal	**15138**	**13102**	**86.55**	**2036**	**13.45**
Private	**10994**	**9497**	**86.38**	**1497**	**13.62**
TOTAL NUMBER	**48156**	**41964**	**87.14**	**6192**	**12.86**

Source: Directorate of Human Rights and Diversity, Employment Equity Report 2008

Gender mainstreaming in DND was captured in the proposed Canadian Action Plan in response to the UNSCR 1325 where the DND's part was the Peace Support Training Centre's inclusion of gender in the individual deployment training program which includes pre-deployment training for the Canadian Afghanistan mission as well as the UN Military Observer training program. One of the core elements of UNSCR 1325 was its call to member-states to incorporate training on gender related issues into national training programs for military and police personnel involved in peace support missions. The Canadian Force accomplished this through the Peace Support Training Centre, by including within the mandated and tasked training, the subjects referred to in UNSCR 1325 under the general heading of "Gender Awareness": the history of human rights; the Universal Declaration of Human Rights; the instruments, standards and monitoring of human rights; the definition of gender; gender roles; the effects of conflict on women; women's susceptibility to rape in conflict; slavery and forced prostitution; war widows; refugees and international displaced persons; the changed/changing roles of women in a post-conflict society; UNSCR 1325; the intersection of culture and gender; and trafficking in persons. Outside of this training there was little in the way of gender training in the formed units that are deploying with the 'Road to War' stretching to beyond 8 months of pre-deployment training for the Canadian Afghanistan mission.[94]

[94] Training times in pre-deployment training have been creeping steadily higher, though the Canadian Forces Chief of Land Staff, Lieutenant - General Andrew Leslie, has dictated caps to training

Gender was captured peripherally in cultural awareness briefings that were becoming marginally more sophisticated but content relied heavily on the lessons that were learned by those military personnel deployed before them and their cultural encounters.

The Canadian Government mandated, in response to the Beijing Platform for Action, in 1995 to incorporate gender mainstreaming and gender based analysis in all government departments.[95] Other government departments have adopted gender mainstreaming as part of Government of Canada policy. DFAIT indicated:

> The Government of Canada adopted the *Federal Plan for Gender Equality* in 1995, as a response to the *Beijing Platform for Action* created at the Fourth World Conference on Women (1995). The key commitment of the Federal Plan was to "implement gender-based analysis throughout federal departments and agencies." The Canadian Charter of Rights and Freedom and the Canadian Human Rights Act outline legal obligations to ensure gender equality in Canada[96].

GBA, the first step that government departments were required to implement as part of the federal governments plan for gender equality, has not been applied in the CF.[97] There were no formal CF training programs which incorporate gender based analysis in terms of policy development.

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imposed by unit commanders with little success. The net product on the lessons learned process has resulted in a net gain in training requirements for each subsequent Afghanistan with little being removed.

[95] Karen Davis, *Gender Neutrality and Sexual Difference: Limits to Cultural Intelligence in the Canadian Forces*, paper presented at "NATO HFM-158 Symposium, "Impact of Gender Differences on Conducting Operational Activities," Antalya, Turkey, 13 Oct 2008, 1-5.

[96] Department of Foreign Affairs and International Trade. "Mainstreaming of a Gender Perspective." http://www.international.gc.ca/rights-droits/mainstream-integration.aspx?lang=eng#whatis2 ; Internet; Accessed 27 March 09.

[97] Karen Davis, *Gender Neutrality and Sexual Difference…*, 1-5. The exception being the volunteer Defence Women's Advisory Organisation which has been advocating for gender based analysis use in DND.

The CF considered itself, at least officially, to be a gender neutral organisation. The intent of gender neutrality was to encourage all to focus on common values and shared experiences in diverse teams, ensuring that as "as little emphasis as possible was on the organisation."[98] Neutral perspectives collapse when team members' potential and skills are extrapolated beyond that which is demonstrated by the team. Therein lies the rub, as the individual is influenced by previous experiences, race, religion, culture and many other influences with gender being one of these influence factors. Gender, however, was discounted as having relevance as a result the of gender neutrality of the organisation, as opposed to race or culture which might be used to advantage. An example of this was employment of personnel of Korean descent to liaise within the Korean community for recruiting purpose or even as simple as using a Royal Military Officer Cadets to recruit high school students as opposed to a forty year old veteran to tout the benefits of the military to young people.[99] There is a distinct uneasiness among men and women in the Canadian military to acknowledge gender as a factor as it could lead to reduced opportunity for employment and a situation where 'fairness' is in question. The idea that gender is of little or no consequence results in the exclusion of gender. Any potential gender contributions are skewed as the military system is predominantly male.[100]

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[98] Karen Davis, *Sex, Gender, and Discourse: A Case Study of the Canadian Forces.* A paper submitted in partial fulfillment of the requirements of a graduate course in sociology, Queen's University, 2008, 22.

[99] Royal Military College of Canada uses its own students to go to schools and recruit. Korean OCdts were actively solicited to return to their community to share their military experiences during the 200-08 school year. This was viewed as a positive initiative.

[100]Karen Davis, *Sex, Gender, and Discourse: A Case Study of the Canadian Forces,…*., 22.

The CF has achieved some gender balance within the organisation. Many initiatives involving women are conducted under the auspices of gender integration and outside of International Women's Day, there is little in the way of senior leadership commitment to gender integration as there is a perception that the CF has achieved the necessary gender integration. As a gender neutral organisation, the CF is reluctant to incorporate gender into any of the aspects of occupations as the organisation is leery of any program that will result in women or men being officially restricted or advantaged due to their gender.[101]

GENDER MAINSTREAMING IN THE CF

Is gender mainstreaming effective? Does it live up to its billing? Though other organisations' experiences of attempting to implement gender mainstreaming have been uneven in results, the positive outcomes that have stemmed from gender mainstreaming have greatly enhanced the operations effectiveness.[102] It has assisted in greater understanding of populations which improved the effectiveness of the planned actions. Gender mainstreaming, however, does not completely live up to its billing. It has not demonstrated the ability to change the organisations and its operations directly. Gender imbalance has had a negative effect on the ability of the gender mainstreaming to be

[101] Canadian Forces Gender Integration Workshop hosted by Directorate Human Rights and Diversity, 24-25 Mar 2009. In round table informal discussions, the overwhelming concern of employing personnel where gender would be an advantage would result in restrictions in employment leading to "men jobs" and "women jobs". Those with more than 20 years of service were particularly opposed the idea likely due to the personal experience involved in the integration of women during the 80s and 90s.

[102] An example of a success of gender mainstreaming was Canadian Hunger Foundation identifying the requirement in South Sudan to involve women at the grass roots to prevent them from rallying the young men to take revenge, perpetuating the cycle of violence. Canadian Peacebuilding Coordinating Committee. "Gender and Peacebuilding Working Group/ Canadian Peacebuilding Coordinating Committee. Women, Peace and Security: The Canadian NGO Experience." …, 12.

implemented. In focusing on increasing the number of women in predominantly male organisations, there has been a dependence on these women to bring gender mainstreaming into their portfolio of employment no matter the position. This reduced the responsibility of senior leaders for having women in positions and hindered gender mainstreaming in general operations outside of the women's office. The sidelining of gender mainstreaming in operations was due to its perception as benefiting women only and thus falling under the 'women's portfolio.' This hindered its ability to be employed effectively. Also, gender mainstreaming as a stand-alone program was seen to be challenging to implement as it cross-cuts so many areas of operations, the breadth of which makes it difficult to monitor and manage.

With those challenges others organisations have encountered, should the CF attempt to implement gender mainstreaming? Yes it should. The CF as a small limited combat capable military requires every operational enabler that it can leverage. Gender mainstreaming has the potential to give greater depth to our understanding of others through increasing our own cultural intelligence of host nations, belligerents and opponents in addition to enhanced understanding of our own organisation.

Cultural intelligence (CQ) is the ability to recognize the shared beliefs, values, attitudes, behaviours of a group of people and to apply the knowledge towards a specific goal.[103] CQ operates in four distinct domains, national, international, host nation and enemy and when employed correctly, CQ can be an effect military force multiplier. The converse holds true. A lack in any of the domains can have a negative impact on

[103] Emily Spencer, "Cultural Intelligence," in *The Military Leadership Handbook.…*, 187.

achieving goals as whom the person does not share a common cultural background."[104] Business and other militaries have been increasing resources to enhance cultural intelligence in their organisations. The CF has discussed the requirement for cultural awareness in operations such as Afghanistan and there is no foreseeable diminishing of the requirement for cultural understanding. There is a movement to this end, supported by the CF institutions such as the Canadian Forces Leadership Institute (CFLI) with their newest publication, *Cultural Intelligence and Leadership*. In this manual, CFLI identified the requirement for leaders to be culturally intelligent in future operations and explained how to incorporate this cultural intelligence in officer professional development programs. Gender analysis of a culture is one of the building blocks that can be used to build knowledge of a culture under the multi-dimensional model of cultural intelligence (see Figure 3-1). Another compelling reason for gender mainstreaming is that the CF is mandated to do so through Canadian government policies and international commitments to UNSCR 1325. The changing nature in which conflict is being responded to in terms of holistic whole of government approach requires a commonality of approach. CIDA and DFAIT have incorporated gender into most of their activities and as such an understanding of gender mainstreaming can result in a common operating language. The use of gender based analysis will also allow a common approach to problem analysis which again will enhance interoperability where development, trade and foreign affairs are all being employed. International credibility is also at issue when Canada, one of he countries that advocates for women's equality, does not use a policy as stated. This can undermine the credibility of the institution as an organisation that lives up to its commitments.

[104] *Ibid*, 189.

CHALLENGES OF GENDER MAINSTREAMING:

There are challenges associated with gender mainstreaming's implementation. The CF policy of gender neutrality is a challenge to implementation of gender mainstreaming and also the consideration of gender as a peripheral issue. Gender neutrality, a product of women's integration into the CF, has limited the employment of men and women, as the CF is unable to employ them to advantage out of fear of upsetting the absolute equality of opportunity in the organisation. Karen Davis in her presentation to NATO, discussed gender neutrality as a demonstration of the lack of adaptability of the CF to change its social construct from a predominantly male organisation to one that embraces the diversity of the organisation, resulting in a 'culture of dichotomous gender difference.'[105] The ability of the organisation to adapt from an internal predominantly male 'warrior' culture to a gender diverse environment was a good barometer for indicating the organisation's ability to adapt to the domains of behaviour, cognition and motivation in the cultural intelligence model. Gender neutrality as a concept of employment is not shared by many allies. For example, New Zealand Army patrols in Bosnia when initiating a new patrol route through a new village would send in their female soldiers first to initiate contact with the locals as there was a perception from the New Zealand leadership that the females were seen as less of a threat by the belligerents

[105] Karen Davis, *Gender Neutrality and Sexual Difference: Limits to Cultural Intelligence in the Canadian Forces….*,1-12.

and created the opportunity for a non-confrontational dialogue to be initiated, paving the way for further patrolling in the area.[106]

The most significant challenge to the Canadian Forces implementation is to move gender mainstreaming from the gender or womens' portfolio where it will be marginalized as a 'fuzzy, huggy women's issue', to the operational realm of understanding the battle space in a more comprehensive manner and increasing operational effectiveness. This can be accomplished by repackaging gender mainstreaming under of concept of cultural intelligence. Rebecca Tiessen described the development community in Africa having gendered organisations that marginalized mainstreaming as 'women's issues' and as such were underfunded and understaffed. This was also the situation described by the survey of Canadian NGOs as the problem in implementation in UNSCR 1325. The perception of gender as a marginalized issue goes back to the baggage associated with the term gender. Gender has not percolated its way into the mainstream operations of organisations and as such gender mainstreaming has been relegated as an add on to operations. This perception of gender as a side or marginal issue is the greatest barrier to implementation.

These challenges to CF implementation of gender mainstreaming can be overcome by utilizing gender mainstreaming under the auspices of developing cultural intelligence within the CF. Gender mainstreaming with GBA can be repackaged and introduced under Cultural Intelligence within the Knowledge domain. This use of cultural specific information will allow for the use of gender mainstreaming to be used in

[106] Conversation between the author and the New Zealand Officer Training School Sergeant Major June 2007. This anecdote of how women were being employed was one of many that were discussed as part of the diversity challenges encountered by the NZ military while deployed in Bosnia.

operations without the associated baggage, and be far more likely to cross-cut the organisation.

CHAPTER 6- CONCLUSION

Conflict has shifted ,or perhaps more accurately, the military role in conflict, has changed over the last twenty years and will continue to evolve. Militaries, including the CF, will continue to have ever - expanding responsibilities in the modern conflict, overlapping into the realms of development and diplomacy. The increasing recognition of gender and its role in conflict, pre and post, has resulted in a variety of documents and resolutions under the umbrella of gender equality. This has resulted in the adoption of gender mainstreaming and recognition of the importance of gender balance. But these terms that are associated with gender carry baggage with them, hampering implementation with the perception that gender is a secondary issue. The CF has claimed its greatest asset is its people, but the CF has not used everything that members of the CF bring to the fight. The CF should adopt gender mainstreaming and gender based analysis in order to have greater operational effectiveness. But to avoid some of the challenges that other organisations have encountered, the CF must separate gender mainstreaming from gender balance, as the CF is unlikely to have a dramatic increase in the total number women in the organisation in the near term. Policy or directives associated with gender or women's issues will remain classified as a sideline consideration. Instead with culture having greater importance in modern military operations, gender mainstreaming should leverage the fact that cultural intelligence is gaining increased importance. The advantages of gender mainstreaming can be reaped through incorporating it into the Cultural Intelligence model. This approach will avoid many of the identified challenges to implementation, repackaging gender mainstreaming under the more acceptable term of intelligence. Cultural intelligence also creates the conditions where examination, of self

and of the organisation is a part of greater understanding with an unintended benefit of GBA conducted on the CF organisation.

When Anne of Green Gables complained to Mathew about wishing she were a boy to help him on the farm, Mathew's response reflected the tenets of gender mainstreaming. He acknowledged of the value of Anne, though not with the farm work but with so many other things. That she made life for the elderly brother and sister better through doing typical girl things demonstrated there was value to each role and it was the relationship between those roles that was of value. Mathew Cuthburt was well ahead of his time in valuing Anne for what she brought to him, instead what she couldn't. Gender mainstreaming, when well implemented, will allow the CF to value and respect men and womens' roles, enhancing CF operations and the organisation itself.

APPENDIX 1 – REPORT OF THE FOURTH WORLD CONFERENCE ON WOMEN: BEIJING DECLARATION AND PLATFORM FOR ACTION - BEIJING, CHINA 4-15 SEPTEMBER 1995

Chapter 1

E. Women and Armed Conflict

Strategic objective E.1. Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation

Strategic objective E.2. Reduce excessive military expenditures and control the availability of armaments

Strategic objective E.3. Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations

Strategic objective E.4. Promote women's contribution to fostering a culture of peace

Strategic objective E.5. Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women

Strategic objective E.6. Provide assistance to the women of the colonies and non-self-governing territories

131. An environment that maintains world peace and promotes and protects human rights, democracy and the peaceful settlement of disputes, in accordance with the principles of non-threat or use of force against territorial integrity or political independence and of respect for sovereignty as set forth in the Charter of the United Nations, is an important factor for the advancement of women. Peace is inextricably linked with equality between women and men and development. Armed and other types of conflicts and terrorism and hostage-taking still persist in many parts of the world. Aggression, foreign occupation, ethnic and other types of conflicts are an ongoing reality affecting women and men in nearly every region. Gross and systematic violations and situations that constitute serious obstacles to the full enjoyment of human rights continue to occur in different parts of the world. Such violations and obstacles include, as well as torture and cruel, inhuman and degrading treatment or punishment, summary and arbitrary executions, disappearances, arbitrary detentions, all forms of racism and racial discrimination, foreign occupation and alien domination, xenophobia, poverty, hunger and other denials of economic, social and cultural rights, religious intolerance, terrorism, discrimination against women and lack of the rule of law. International humanitarian law, prohibiting attacks on civilian populations, as such, is at times systematically ignored and human rights are often violated in connection with situations of armed conflict, affecting the civilian population, especially women, children, the elderly and the disabled.

Violations of the human rights of women in situations of armed conflict are violations of the fundamental principles of international human rights and humanitarian law. Massive violations of human rights, especially in the form of genocide, ethnic cleansing as a strategy of war and its consequences, and rape, including systematic rape of women in war situations, creating a mass exodus of refugees and displaced persons, are abhorrent practices that are strongly condemned and must be stopped immediately, while perpetrators of such crimes must be punished. Some of these situations of armed conflict have their origin in the conquest or colonialization of a country by another State and the perpetuation of that colonization through state and military repression.

132. The Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 1949, and the Additional Protocols of 1977 24/ provide that women shall especially be protected against any attack on their honour, in particular against humiliating and degrading treatment, rape, enforced prostitution or any form of indecent assault. The Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights, states that "violations of the human rights of women in situations of armed conflict are violations of the fundamental principles of international human rights and humanitarian law". 25/ All violations of this kind, including in particular murder, rape, including systematic rape, sexual slavery and forced pregnancy require a particularly effective response. Gross and systematic violations and situations that constitute serious obstacles to the full enjoyment of human rights continue to occur in different parts of the world. Such violations and obstacles include, as well as torture and cruel, inhuman and degrading treatment or summary and arbitrary detention, all forms of racism, racial discrimination, xenophobia, denial of economic, social and cultural rights and religious intolerance.

133. Violations of human rights in situations of armed conflict and military occupation are violations of the fundamental principles of international human rights and humanitarian law as embodied in international human rights instruments and in the Geneva Conventions of 1949 and the Additional Protocols thereto. Gross human rights violations and policies of ethnic cleansing in war-torn and occupied areas continue to be carried out. These practices have created, inter alia, a mass flow of refugees and other displaced persons in need of international protection and internally displaced persons, the majority of whom are women, adolescent girls and children. Civilian victims, mostly women and children, often outnumber casualties among combatants. In addition, women often become caregivers for injured combatants and find themselves, as a result of conflict, unexpectedly cast as sole manager of household, sole parent, and caretaker of elderly relatives.

134. In a world of continuing instability and violence, the implementation of cooperative approaches to peace and security is urgently needed. The equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security. Although women have begun to play an important role in conflict resolution, peace- keeping and defence and foreign affairs mechanisms, they are still

underrepresented in decision-making positions. If women are to play an equal part in securing and maintaining peace, they must be empowered politically and economically and represented adequately at all levels of decision-making.

135. While entire communities suffer the consequences of armed conflict and terrorism, women and girls are particularly affected because of their status in society and their sex. Parties to conflict often rape women with impunity, sometimes using systematic rape as a tactic of war and terrorism. The impact of violence against women and violation of the human rights of women in such situations is experienced by women of all ages, who suffer displacement, loss of home and property, loss or involuntary disappearance of close relatives, poverty and family separation and disintegration, and who are victims of acts of murder, terrorism, torture, involuntary disappearance, sexual slavery, rape, sexual abuse and forced pregnancy in situations of armed conflict, especially as a result of policies of ethnic cleansing and other new and emerging forms of violence. This is compounded by the life-long social, economic and psychologically traumatic consequences of armed conflict and foreign occupation and alien domination.

136. Women and children constitute some 80 per cent of the world's millions of refugees and other displaced persons, including internally displaced persons. They are threatened by deprivation of property, goods and services and deprivation of their right to return to their homes of origin as well as by violence and insecurity. Particular attention should be paid to sexual violence against uprooted women and girls employed as a method of persecution in systematic campaigns of terror and intimidation and forcing members of a particular ethnic, cultural or religious group to flee their homes. Women may also be forced to flee as a result of a well-founded fear of persecution for reasons enumerated in the 1951 Convention relating to the Status of Refugees and the 1967 Protocol, including persecution through sexual violence or other gender-related persecution, and they continue to be vulnerable to violence and exploitation while in flight, in countries of asylum and resettlement and during and after repatriation. Women often experience difficulty in some countries of asylum in being recognized as refugees when the claim is based on such persecution.

137. Refugee, displaced and migrant women in most cases display strength, endurance and resourcefulness and can contribute positively to countries of resettlement or to their country of origin on their return. They need to be appropriately involved in decisions that affect them.

138. Many women's non-governmental organizations have called for reductions in military expenditures world wide, as well as in international trade and trafficking in and the proliferation of weapons. Those affected most negatively by conflict and excessive military spending are people living in poverty, who are deprived because of the lack of investment in basic services.

Women living in poverty, particularly rural women, also suffer because of the use of arms that are particularly injurious or have indiscriminate effects. There are more than 100 million anti-personnel land-mines scattered in 64 countries globally. The negative

impact on development of excessive military expenditures, the arms trade, and investment for arms production and acquisition must be addressed. At the same time, maintenance of national security and peace is an important factor for economic growth and development and the empowerment of women.

139. During times of armed conflict and the collapse of communities, the role of women is crucial. They often work to preserve social order in the midst of armed and other conflicts. Women make an important but often unrecognized contribution as peace educators both in their families and in their societies.

140. Education to foster a culture of peace that upholds justice and tolerance for all nations and peoples is essential to attaining lasting peace and should be begun at an early age. It should include elements of conflict resolution, mediation, reduction of prejudice and respect for diversity.

141. In addressing armed or other conflicts, an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively.

Strategic objective E.1. Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation

Actions to be taken

142. By Governments and international and regional intergovernmental institutions:

(a) Take action to promote equal participation of women and equal opportunities for women to participate in all forums and peace activities at all levels, particularly at the decision-making level, including in the United Nations Secretariat with due regard to equitable geographical distribution in accordance with Article 101 of the Charter of the United Nations;

(b) Integrate a gender perspective in the resolution of armed or other conflicts and foreign occupation and aim for gender balance when nominating or promoting candidates for judicial and other positions in all relevant international bodies, such as the United Nations International Tribunals for the former Yugoslavia and for Rwanda and the International Court of Justice, as well as in other bodies related to the peaceful settlement of disputes;

(c) Ensure that these bodies are able to address gender issues properly by providing appropriate training to prosecutors, judges and other officials in handling cases involving rape, forced pregnancy in situations of armed conflict, indecent assault and other forms of violence against women in armed conflicts, including terrorism, and integrate a gender perspective into their work.

Strategic objective E.2. Reduce excessive military expenditures and control the availability of armaments

Actions to be taken

143. By Governments:

(a) Increase and hasten, as appropriate, subject to national security considerations, the conversion of military resources and related industries to development and peaceful purposes;

(b) Undertake to explore new ways of generating new public and private financial resources, inter alia, through the appropriate reduction of excessive military expenditures, including global military expenditures, trade in arms and investment for arms production and acquisition, taking into consideration national security requirements, so as to permit the possible allocation of additional funds for social and economic development, in particular for the advancement of women;

(c) Take action to investigate and punish members of the police, security and armed forces and others who perpetrate acts of violence against women, violations of international humanitarian law and violations of the human rights of women in situations of armed conflict;

(d) While acknowledging legitimate national defence needs, recognize and address the dangers to society of armed conflict and the negative effect of excessive military expenditures, trade in arms, especially those arms that are particularly injurious or have indiscriminate effects, and excessive investment for arms production and acquisition; similarly, recognize the need to combat illicit arms trafficking, violence, crime, the production and use of and trafficking in illicit drugs, and trafficking in women and children;

(e) Recognizing that women and children are particularly affected by the indiscriminate use of anti-personnel land-mines:

(i) Undertake to work actively towards ratification, if they have not already done so, of the 1981 Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects, particularly the Protocol on Prohibitions or Restrictions on the Use of Mines, Booby Traps and Other Devices (Protocol II), 26/ with a view to universal ratification by the year 2000;

(ii) Undertake to strongly consider strengthening the Convention to promote a reduction in the casualties and intense suffering caused to the civilian population by the indiscriminate use of land-mines;

(iii) Undertake to promote assistance in mine clearance, notably by facilitating, in respect

of the means of mine-clearing, the exchange of information, the transfer of technology and the promotion of scientific research;

(iv) Within the United Nations context, undertake to support efforts to coordinate a common response programme of assistance in de-mining without unnecessary discrimination;

(v) Adopt at the earliest possible date, if they have not already done so, a moratorium on the export of anti-personnel land-mines, including to non-governmental entities, noting with satisfaction that many States have already declared moratoriums on the export, transfer or sale of such mines;

(vi) Undertake to encourage further international efforts to seek solutions to the problems caused by antipersonnel land-mines, with a view to their eventual elimination, recognizing that States can move most effectively towards this goal as viable and humane alternatives are developed;

(f) Recognizing the leading role that women have played in the peace movement:

(i) Work actively towards general and complete disarmament under strict and effective international control;

(ii) Support negotiations on the conclusion, without delay, of a universal and multilaterally and effectively verifiable comprehensive nuclear-test-ban treaty that contributes to nuclear disarmament and the prevention of the proliferation of nuclear weapons in all its aspects;

(iii) Pending the entry into force of a comprehensive nuclear-test- ban treaty, exercise the utmost restraint in respect of nuclear testing.

Strategic objective E.3. Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations

Actions to be taken

144. By Governments:

(a) Consider the ratification of or accession to international instruments containing provisions relative to the protection of women and children in armed conflicts, including the Geneva Convention relative to the Protection of Civilian Persons in Time of War, of 1949, the Protocols Additional to the Geneva Conventions of 1949 relating to the Protection of Victims of International Armed Conflicts (Protocol I) and to the Protection of Victims of Non-International Armed Conflicts (Protocol II); 24/

(b) Respect fully the norms of international humanitarian law in armed conflicts and take all measures required for the protection of women and children, in particular against rape,

forced prostitution and any other form of indecent assault;

(c) Strengthen the role of women and ensure equal representation of women at all decision-making levels in national and international institutions which may make or influence policy with regard to matters related to peace-keeping, preventive diplomacy and related activities and in all stages of peace mediation and negotiations, taking note of the specific recommendations of the Secretary-General in his strategic plan of action for the improvement of the status of women in the Secretariat (1995-2000) (A/49/587, sect. IV).

145. By Governments and international and regional organizations:

(a) Reaffirm the right of self-determination of all peoples, in particular of peoples under colonial or other forms of alien domination or foreign occupation, and the importance of the effective realization of this right, as enunciated, inter alia, in the Vienna Declaration and Programme of Action, 2/ adopted by the World Conference on Human Rights;

(b) Encourage diplomacy, negotiation and peaceful settlement of disputes in accordance with the Charter of the United Nations, in particular Article 2, paragraphs 3 and 4 thereof;

(c) Urge the identification and condemnation of the systematic practice of rape and other forms of inhuman and degrading treatment of women as a deliberate instrument of war and ethnic cleansing and take steps to ensure that full assistance is provided to the victims of such abuse for their physical and mental rehabilitation;

(d) Reaffirm that rape in the conduct of armed conflict constitutes a war crime and under certain circumstances it constitutes a crime against humanity and an act of genocide as defined in the Convention on the Prevention and Punishment of the Crime of Genocide; 27/ take all measures required for the protection of women and children from such acts and strengthen mechanisms to investigate and punish all those responsible and bring the perpetrators to justice;

(e) Uphold and reinforce standards set out in international humanitarian law and international human rights instruments to prevent all acts of violence against women in situations of armed and other conflicts; undertake a full investigation of all acts of violence against women committed during war, including rape, in particular systematic rape, forced prostitution and other forms of indecent assault and sexual slavery; prosecute all criminals responsible for war crimes against women and provide full redress to women victims;

(f) Call upon the international community to condemn and act against all forms and manifestations of terrorism;

(g) Take into account gender-sensitive concerns in developing training programmes for all relevant personnel on international humanitarian law and human rights awareness and recommend such training for those involved in United Nations peace-keeping and

humanitarian aid, with a view to preventing violence against women, in particular;

(h) Discourage the adoption of and refrain from any unilateral measure not in accordance with international law and the Charter of the United Nations, that impedes the full achievement of economic and social development by the population of the affected countries, in particular women and children, that hinders their well-being and that creates obstacles to the full enjoyment of their human rights, including the right of everyone to a standard of living adequate for their health and well-being and their right to food, medical care and the necessary social services. This Conference reaffirms that food and medicine must not be used as a tool for political pressure;

(i) Take measures in accordance with international law with a view to alleviating the negative impact of economic sanctions on women and children.

Strategic objective E.4. Promote women's contribution to fostering a culture of peace

Actions to be taken

146. By Governments, international and regional intergovernmental institutions and non-governmental organizations:

(a) Promote peaceful conflict resolution and peace, reconciliation and tolerance through education, training, community actions and youth exchange programmes, in particular for young women;

(b) Encourage the further development of peace research, involving the participation of women, to examine the impact of armed conflict on women and children and the nature and contribution of women's participation in national, regional and international peace movements; engage in research and identify innovative mechanisms for containing violence and for conflict resolution for public dissemination and for use by women and men;

(c) Develop and disseminate research on the physical, psychological, economic and social effects of armed conflicts on women, particularly young women and girls, with a view to developing policies and programmes to address the consequences of conflicts;

d) Consider establishing educational programmes for girls and boys to foster a culture of peace, focusing on conflict resolution by non-violent means and the promotion of tolerance.

Strategic objective E.5. Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women

Actions to be taken

147. By Governments, intergovernmental and non-governmental organizations and other institutions involved in providing protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women, including the Office of the United Nations High Commissioner for Refugees and the World Food Programme, as appropriate:

(a) Take steps to ensure that women are fully involved in the planning, design, implementation, monitoring and evaluation of all short-term and long-term projects and programmes providing assistance to refugee women, other displaced women in need of international protection and internally displaced women, including the management of refugee camps and resources; ensure that refugee and displaced women and girls have direct access to the services provided;

(b) Offer adequate protection and assistance to women and children displaced within their country and find solutions to the root causes of their displacement with a view to preventing it and, when appropriate, facilitate their return or resettlement;

(c) Take steps to protect the safety and physical integrity of refugee women, other displaced women in need of international protection and internally displaced women during their displacement and upon their return to their communities of origin, including programmes of rehabilitation; take effective measures to protect from violence women who are refugees or displaced; hold an impartial and thorough investigation of any such violations and bring those responsible to justice;

(d) While fully respecting and strictly observing the principle of non-refoulement of refugees, take all the necessary steps to ensure the right of refugee and displaced women to return voluntarily to their place of origin in safety and with dignity, and their right to protection after their return;

(e) Take measures, at the national level with international cooperation, as appropriate, in accordance with the Charter of the United Nations, to find lasting solutions to questions related to internally displaced women, including their right to voluntary and safe return to their home of origin;

(f) Ensure that the international community and its international organizations provide financial and other resources for emergency relief and other longer-term assistance that takes into account the specific needs, resources and potentials of refugee women, other displaced women in need of international protection and internally displaced women; in the provision of protection and assistance, take all appropriate measures to eliminate discrimination against women and girls in order to ensure equal access to appropriate and adequate food, water and shelter, education, and social and health services, including reproductive health care and maternity care and services to combat tropical diseases;

(g) Facilitate the availability of educational materials in the appropriate language - in emergency situations also - in order to minimize disruption of schooling among refugee

and displaced children;

(h) Apply international norms to ensure equal access and equal treatment of women and men in refugee determination procedures and the granting of asylum, including full respect and strict observation of the principle of non-refoulement through, inter alia, bringing national immigration regulations into conformity with relevant international instruments, and consider recognizing as refugees those women whose claim to refugee status is based upon the well- founded fear of persecution for reasons enumerated in the 1951 Convention 28/ and the 1967 Protocol 29/ relating to the Status of Refugees, including persecution through sexual violence or other gender-related persecution, and provide access to specially trained officers, including female officers, to interview women regarding sensitive or painful experiences, such as sexual assault;

(i) Support and promote efforts by States towards the development of criteria and guidelines on responses to persecution specifically aimed at women, by sharing information on States' initiatives to develop such criteria and guidelines and by monitoring to ensure their fair and consistent application;

(j) Promote the self-reliant capacities of refugee women, other displaced women in need of international protection and internally displaced women and provide programmes for women, particularly young women, in leadership and decision-making within refugee and returnee communities;

(k) Ensure that the human rights of refugee and displaced women are protected and that refugee and displaced women are made aware of these rights; ensure that the vital importance of family reunification is recognized;

(l) Provide, as appropriate, women who have been determined refugees with access to vocational/professional training programmes, including language training, small-scale enterprise development training and planning and counselling on all forms of violence against women, which should include rehabilitation programmes for victims of torture and trauma; Governments and other donors should contribute adequately to assistance programmes for refugee women, other displaced women in need of international protection and internally displaced women, taking into account in particular the effects on the host countries of the increasing requirements of large refugee populations and the need to widen the donor base and to achieve greater burden-sharing;

(m) Raise public awareness of the contribution made by refugee women to their countries of resettlement, promote understanding of their human rights and of their needs and abilities and encourage mutual understanding and acceptance through educational programmes promoting cross-cultural and interracial harmony;

(n) Provide basic and support services to women who are displaced from their place of origin as a result of terrorism, violence, drug trafficking or other reasons linked to violence situations;

(o) Develop awareness of the human rights of women and provide, as appropriate, human rights education and training to military and police personnel operating in areas of armed conflict and areas where there are refugees.

148. By Governments:

(a) Disseminate and implement the UNHCR Guidelines on the Protection of Refugee Women and the UNHCR Guidelines on Evaluation and Care of Victims of Trauma and Violence, or provide similar guidance, in close cooperation with refugee women and in all sectors of refugee programmes;

(b) Protect women and children who migrate as family members from abuse or denial of their human rights by sponsors and consider extending their stay, should the family relationship dissolve, within the limits of national legislation.

Strategic objective E.6. Provide assistance to the women of the colonies and non-self-governing territories

Actions to be taken

149. By Governments and intergovernmental and non-governmental organizations:

(a) Support and promote the implementation of the right of self- determination of all peoples as enunciated, inter alia, in the Vienna Declaration and Programme of Action by providing special programmes in leadership and in training for decision-making;

(b) Raise public awareness, as appropriate, through the mass media, education at all levels and special programmes to create a better understanding of the situation of women of the colonies and non-self-governing territories.

APPENDIX 2 - WINDHOEK DECLARATION: [ON THE 10TH ANNIVERSARY OF THE UNITED NATIONS TRANSITIONAL ASSISTANCE GROUP (UNTAG)]

The Namibia Plan of Action On 'Mainstreaming a Gender Perspective In Multidimensional Peace Support Operations'

Windhoek, Namibia, 31 May 2000

In a world riven by war, women and men yearn for peace and are everywhere striving to resolve conflict and bring about peace, reconciliation and stability in their communities, their countries and through the United Nations and regional organizations.

United Nations peace operations have evolved from peacekeeping, in its traditional sense, towards multidimensional peace support operations. So far, women have been denied their full role in these efforts, both nationally and internationally, and the gender dimension in peace processes has not been adequately addressed.

In order to ensure the effectiveness of peace support operations, the principles of gender equality must permeate the entire mission, at all levels, thus ensuring the participation of women and men as equal partners and beneficiaries in all aspects of the peace process -- from peacekeeping, reconciliation and peace-building, towards a situation of political stability in which women and men play an equal part in the political, economic and social development of their country.

Having considered these matters in Windhoek, Namibia, at a seminar on 'Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations' organized by the Lessons Learned Unit of the UN Department of Peacekeeping Operations and hosted by the Government of Namibia from 29 to 31 May 2000, participants looked at practical ways in which the UN system and Member States can bring the aims set out above closer to realization. In that regard, the Seminar recommends 'The Namibia Plan of Action' and urges the Secretary-General to ensure that appropriate follow-up measures are taken to implement it, in consultation with Member States, and that periodic progress reviews are undertaken.

1. Negotiations in Furtherance of a Ceasefire and/or Peace Agreements:

-Equal access and participation by women and men should be ensured in the area of conflict at all levels and stages of the peace process.
-In negotiations for a ceasefire and/or peace agreements, women should be an integral part of the negotiating team and process. The negotiating team and/or facilitators should ensure that gender issues are placed on the agenda and that those issues are addressed fully in the agreement.

2. Mandate

-The initial assessment mission for any peace support operation should include a senior adviser on gender mainstreaming.
-The Secretary-General's initial report to the Security Council, based on the assessment mission, should include the issue of gender mainstreaming, and should propose adequate budgetary provisions.
-Security Council resolutions setting up and extending peace support operations should incorporate a specific mandate on gender mainstreaming.
-All mandates for peace support operations should refer to the provisions of the Convention on the Elimination of All Forms of Discrimination against Women, as well as other relevant international legal instruments.
-Follow-on mechanisms should be established within the mission's mandate to carry over tasks to implement fully gender mainstreaming in the post-conflict reconstruction period.

3. Leadership

-In accordance with the Secretary-General's target of 50 per cent women in managerial and decision-making positions, more determined efforts must be made to select and appoint female Special Representatives of the Secretary-General and senior field staff for peace support operations.
-A comprehensive database with information specifically on female candidates with their qualifications, both military and civilian, should be maintained.
-An Advisory Board should be set up within the Department of Peacekeeping Operations (DPKO), preferably with qualified external participation, to ensure that this database and existing lists of female candidates are given due consideration.
-Special Representatives of the Secretary-General and senior mission personnel should receive an in-depth briefing on gender mainstreaming issues prior to deployment.

4. Planning, Structure and Resources of Missions

-A gender affairs unit is crucial for effective gender mainstreaming and should be a standard component of all missions. It should be adequately funded and staffed at appropriate levels and should have direct access to senior decision-makers.
-The DPKO-led operational planning teams at United Nations Headquarters must include gender specialists and representatives of other United Nations agencies and organizations dealing with gender issues.
-All DPKO and Department of Political Affairs briefings to the Security Council, as well as formal and informal briefings to the General Assembly legislative bodies, Member States and other relevant bodies, should integrate gender issues related to that particular mission.
-There is a need for the financial authorities of the United Nations, particularly the Advisory Committee on Administrative and Budgetary Questions, to give priority to the funding of gender mainstreaming.
-Lessons learned from current and prior missions on gender should be incorporated at the planning stage of a new mission. To this end, the compilation of good practices on gender mainstreaming should be constantly updated.

5. Recruitment

-The United Nations must set an example by rapidly increasing the number of senior female civilian personnel in peace support operations in all relevant Headquarters departments, including DPKO, and in the field.
-Member States should be asked to increase the number of women in their military and civilian police forces who are qualified to serve in peace support operations at all levels, including the most senior. To this end, a stronger mechanism than the current note verbale to troop-contributing nations should be developed. Requests to troop-contributing nations could be tailor-made to nations that are known to have suitable female staff, while other potential troop-contributing nations could be encouraged to develop longer-term strategies to increase the number and rank of female personnel in their respective forces.
-The terms of reference, including eligibility requirements, for all heads of mission components and their personnel should be reviewed and modified to facilitate the increased participation of women, and, depending on the outcome of that review, special measures should be taken to secure this goal.
-All agreements and individual contracts governing the assignment of personnel, including arrangements for United Nations Volunteers, should reflect the gender-related obligations and responsibilities of those personnel. In particular, the code of conduct should be addressed in all of these documents.

6. Training

-Troop-contributing nations, which are training military, police and civilian personnel specifically for their participation in peace support operations, should involve a higher percentage of women in that training.
-Gender issues should be mainstreamed throughout all regional and national training curricula and courses for peace support operations, particularly those sponsored directly by the Training Unit of DPKO.
-In order to meet United Nations standards for behaviour, DPKO should provide gender awareness guidelines and materials so that Member States can incorporate these elements into their national training programmes for military and civilian police personnel in preparation for deployment. Such training should be enhanced by United Nations Training Assistance Teams and train-the-trainers programmes.
-Obligatory induction training with regard to gender issues held upon arrival at mission areas should include the following:
- Code of Conduct;
- Culture, history and social norms of the host country;
- Convention on the Elimination of All Forms of Discrimination against Women; and
- Sexual harassment and sexual assault.

7. Procedures

-DPKO should consider the gender mainstreaming mechanisms currently used by United

Nations agencies and adopt an appropriate version for their field operations. DPKO directives should be amended to include gender mainstreaming.
-The reporting mechanisms between the field and Headquarters on gender mainstreaming need to be clarified.
-A post for a Senior Gender Adviser in DPKO, to serve as gender focal point for field missions, should be funded under the regular budget or the peacekeeping support account and filled as a matter of urgency.
-The terms of reference of the Senior Gender Adviser should ensure a proper interchange of information and experience between gender units in individual missions.
-The functions and roles of mission gender units/advisers should be announced to all personnel.
-Standard Operating Procedures applying to all components of missions should be developed on the issues of sexual assault and sexual harassment.

8. Monitoring, Evaluation and Accountability

-Accountability for all issues relating to gender mainstreaming at the field level should be vested at the highest level, in the Secretary-General's Special Representative, who should be assigned the responsibility of ensuring that gender mainstreaming is implemented in all areas and components of the mission.
-The Special Committee on Peacekeeping Operations and other concerned legislative bodies should submit recommendations to the General Assembly promoting gender mainstreaming in peace operations.
-Monitoring and evaluation mechanisms to assess the implementation of the United Nations gender mainstreaming objectives should be established at United Nations Headquarters and at peacekeeping missions, in consultation with the Office of the Special Adviser on Gender Issues and Advancement of Women.
-The current format of reporting, particularly with regard to situation reports and periodic reports of the Secretary-General, should include progress on gender mainstreaming throughout peacekeeping missions.
-There should be periodic and end-of-mission evaluations, led by an independent external team, of the degree to which the United Nations gender mainstreaming approach and objectives have been integrated into all policies and activities of each peace support operation. The first studies should be on East Timor and Kosovo.
-Reporting mechanisms should be established to monitor the effects of the implementation of the peace agreement on the host country population from a gender perspective.
-Research should be encouraged on the short- and long-term effects of the gender dimension of peace support operations on the host country population. Such research should be designed to strengthen host country research capacity, in particular that of women researchers.

9. Public Awareness

-All possible means should be employed to increase public awareness of the importance

of gender mainstreaming in peace support operations. In this connection, the media should play a significant and positive role.

APPENDIX 3 - UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY

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 programmes take into account the special needs of women and girls,

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

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping

personnel on the protection, special needs and human rights of women and children in conflict situations,

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

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

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

2. ***Encourages*** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at 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."

APPENDIX 4 - CIDA Gender Analysis Guidelines

Gender analysis: What to ask

- Who is the target (both direct and indirect) of the proposed policy, program or project? Who will benefit? Who will lose?
- Have women been consulted on the 'problem' the intervention is to solve? How have they been involved in development of the 'solution'?
- Does the intervention challenge the existing gender division of labour, tasks, responsibilities and opportunities?
- What is the best way to build on (and strengthen) the government's commitment to the advancement of women?
- What is the relationship between the intervention and other actions and organizations - national, regional or international?
- Where do opportunities for change or entry points exist? And how can they best be used?
- What specific ways can be proposed for encouraging and enabling women to participate in the policy/program/project, despite their traditionally more domestic location and subordinate position?
- What is the long-term impact in regard to women's increased ability to take charge of their own lives, and to take collective action to solve problems?

Gender analysis: What to do

- Gain an understanding of gender relations, the division of labour between men and women (who does what work), and who has access to, and control over, resources.
- Include domestic (reproductive) and community work in the work profile. Recognize the ways women and men work and contribute to the economy, their family and society.
- Use participatory processes and include a wide range of female and male stakeholders at the governmental level and from civil society - including women's organizations and gender equality experts.
- Identify barriers to women's participation and productivity (social, economic, legal, political, cultural...).
- Gain an understanding of women's practical needs and strategic interests, and identify opportunities to support both.
- Consider the differential impact of the initiative on men and women, and identify consequences to be addressed.
- Establish baseline data, ensure sex-disaggregated data, set measurable targets, and identify expected results and indicators.
- Outline the expected risks (including backlash) and develop strategies to minimize these risks.

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