MISSION DRAWDOWN AND GENDER EQUALITY BENCHMARKS

UN WOMEN POLICY BRIEF
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Since the emergence and growth of multidimensional missions with broad and complex mandates, the UN Security Council and member states have been concerned by the prospect of large, resource-intensive missions with no exit strategy. Starting in 2007, the UN Security Council has requested benchmarks for a majority of peacekeeping missions that are meant to track progress towards the objectives of each mission. Failure to meet these benchmarks should help determine whether the mission should be reconfigured or withdrawn. The Security Council has typically endorsed whichever benchmarks are picked by each mission.

Between 2012 and 2013, repeated calls have been made to ensure **attention to gender equality and women's empowerment in mission drawdown and withdrawal**. The study of gender architecture in the field, undertaken by UN Women and partner entities for the Civilian Capacity Review in 2012, recommended that when a peacekeeping mission and/or special political mission starts to envisage a drawdown, the gender unit and the operational planning unit need to prepare a plan for handing over relevant gender-related work to the UN country team and UN Women, while retaining in-house capacity to mainstream gender in mission plans and activities. The Secretary-General's 2012 report on women, peace and security highlights the joint work plan agreed to by the mission in Timor Leste and the UN country team to hand over the mission's gender-related tasks ahead of UNMIT's withdrawal, and the **Council's presidential statement** stressed "the need to ensure that gains made in the protection and promotion of women's and girl's rights and empowerment are sustained during UN mission drawdown and transitions." A year later, the **Secretary-General's report** stated the following:

> *"It is essential to ensure sustainability and consolidate gains made in the promotion of women's and girls' rights and empowerment in transitions from peacekeeping to peacebuilding and development. **There is some concern that mission drawdown can be associated with a drop in levels of funding and attention to gender equality commitments, and an erosion in levels of security and protection for women and girls.** I call on Member States and regional organizations to explore means to ensure the continued implementation of resolutions on women and peace and security within the framework of mission drawdown and transitions. I urge Member States and regional organizations to acknowledge and support the role women's organizations can play in informing transitional processes. **I ask relevant United Nations entities to closely review these situations and plan for the handover of crucial tasks and responsibilities with regard to the human rights of women and girls, and gender expertise to ensure that there is no erosion in the level of attention and to action on these issues**."*

However, in current DPKO-led missions, only MINUSTAH, UNMIL, UNMISS, UNOCI, and MINUSMA have established benchmarks to track progress or guide their decisions about reconfiguration or withdrawal, and **none adequately address gender issues** in their benchmarks framework. **In February 2015, UN Women reviewed a total of 33 benchmarks adopted by these five missions, and found that none of them referred to gender-specific issues or gender equality**. These benchmarks allude to security and stabilization, national dialogues and national reconciliation, restoration of State authority, reconstruction of

the security sector, promotion and protection of human rights and humanitarian aid, free and fair elections, establishment of an independent and credible judicial and penal system, a viable system of border management, tangible improvements in the living conditions of the population, inclusive peace processes, sustainable development, prevention of community-level conflict, effective disarmament and dismantling of militias, and training and capacity-building of national police. Out of all of these, only one of them, UNAMID's "inclusive peace process" benchmarks, makes a mention, albeit a particularly weak mention, of women in the benchmark's description by including a "credible Darfur-based internal dialogue and consultations that seek to reflect the views of the civilian population, including women." This implies that peacekeeping missions could complete withdrawal without evaluating if the mission has addressed women's specific needs or the gender-specific provisions in that mission's mandate. It also evidences that missions are not adequately mainstreaming gender in their monitoring frameworks as a whole.

Furthermore, each of these mission benchmarks is measured by a number of indicators. Out of 105 indicators, only 5 refer to gender issues, and of these most relate to sexual violence, such as "relevant parties support monitoring and reporting mechanisms on cases of sexual violence in conflict and such conflict-related cases are reduced" and "reduction in human rights violations, including incidents of sexual and gender-based violence" or "parties to the conflict honour their commitments and international obligations to combat all acts of sexual violence against women." In conclusion, apart from the fact that **out of 33 benchmarks and 105 indicators, zero percent of benchmarks and less than 5 percent of indicators make any reference to gender issues**, the ones that are included reflect a **very narrow view of the women, peace and security agenda, ie, only the sexual violence and protection agenda**.

 Developing targeted and gender-sensitive benchmarks and indicators need not be a complex or capacity intensive exercise, and missions could easily draw from the results-based framework that they use to report to the budget committee, rather than the Security Council, which include many gender-specific indicators, and even more gender-specific outputs associated to different indicators and expected accomplishments. In undertaking research for the Global Study on the implementation of Security Council resolution 1325 (2000), UN Women conducted a review of all mission-specific reports to the ACABQ, and extracted all relevant indicators. The analysis reveals a worrisome disconnect with the monitoring frameworks for mission benchmarks, as well as missions' periodic reporting to the Security Council, which typically contains more sparse information on gender equality. For example, MINUSTAH's results-based framework as detailed in the SG's report to the budget committee contains an extensive number of gender-specific indicators and outputs, and yet MINUSTAH's benchmarks, as reported to the Security Council, are completely gender-blind. These indicators have been compiled in the accompanying annex below.

In previous memos to the Peace Operations Panel, UN Women has established the centrality of women's rights and gender equality to the objectives of long term stability and meaningful peace. Strengthening the effectiveness and durability of impacts of our peacekeeping missions entails ensuring that gender equality is central to discussions about the success or failure of missions, and decisions about whether to extend, drawdown, or withdraw altogether. This can only be done by developing the appropriate tools for benchmarking and monitoring progress.

ANNEX

Gender-specific indicators of achievement in the Secretary-General's reports to the ACABQ on mission budgets

Budget for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2014 to 30 June 2015:

1.3.4   Increase in the number of convictions of perpetrators of all grave human rights violations, including **sexual violence** crimes (2012/13: 440; 2013/14: 480; 2014/15: 500)

4.1.4   8 per cent reduction in the number of cases of **sexual exploitation** and abuse (2012/13: 27;2013/14: 24; 2014/15: 22)

Budget for the United Nations Mission in South Sudan for the period from 1 July 2014 to 30 June 2015

1.2.2   Number of intercommunal conflicts resolved through traditional conflict resolution mechanisms, including with the participation of **women** and youth (2012/13: no baseline data; 2013/14: no baseline data; 2014/15: 26)

1.2.3   Increase in the number of mechanisms to support the protection of women, children and youth from **conflict-related and gender-based violence** (2012/13: 0; 2013/14: 0; 2014/15: 1)

2.2.1   Reduction in the confirmed number of violations and abuses committed against women, including sexual and gender-based violence (2012/13: 0; 2013/14: 50; 2014/15: 40)

2.2.2   Increase in the number of reports on conflict-related sexual and gender-based violence in South Sudan by relevant actors, including national women's groups and civil society organizations (2012/13: 0; 2013/14: 0; 2014/15: 2)

2.3.1   No increase in the number of reported incidents of grave violations against children, such as children associated with armed forces and groups, **sexual violence** and abuse, attacks in schools and hospitals, abductions and denial of humanitarian assistance (2012/13: 600; 2013/14: 500; 2014/15: 500)

Budget for the United Nations Multidimensional Integrated Stabilization Mission in Mali for the period from 1 July 2014 to 30 June 2015:

1.1.3   Increased participation of civil society groups from northern Mali (**including** youth **and women's organizations**) in local reconciliation forums and processes with authorities and State representatives (2013/14: 30 groups; 2014/15: 50 groups)

3.1.1   The Truth, Justice and Reconciliation Commission is functioning and investigating allegations of gross violations of human rights, including against **women** and children (2013/14: the Commission will be established in compliance with international norms and standards; 2014/15: the Commission is investigating allegations of gross violations of human rights through the collection of evidence and interviews with victims, alleged perpetrators and informants)

Budget for the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July 2014 to 30 June 2015:

3.1.2   Increase in the percentage of the representation of **Darfuri women** in state and national government institutions (2012/13: 15 per cent; 2013/14: 35 per cent; 2014/15: 38 per cent)

3.3.1   Adoption by the Government and/or oversight and legislative bodies of at least two new strategies for the promotion and protection of human rights, including transitional justice and **women's** rights, in Darfur (2012/13: 6; 2013/14: 2; 2014/15: 2)

Budget for the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic for the period from 1 July 2014 to 30 June 2015:

1.2.2   Increase in the number of cases of human rights and international humanitarian law violations, including grave violations against children and conflict-related sexual violence, raised with the Government and armed groups that are positively addressed

Budget for the United Nations Mission in Liberia for the period from 1 July 2014 to 30 June 2015:

2.4.2   Increase in the cases of **sexual and gender-based violence** that are reported to the police in Montserrado County, processed by the police and reach trial at Criminal Court E (2012/13: not applicable; 2013/14: 4 per cent; 2014/15: 30 per cent)

4.1.7   Increase in the number of communities sensitized to the United Nations zero-tolerance policy on **sexual exploitation** and abuse with a focus on troop drawdown areas and related reporting mechanisms (2012/13: 32; 2013/14: 45; 2014/15: 50)

Budget for the United Nations Operation in Côte d'Ivoire for the period from 1 July 2014 to 30 June 2015:

2.1.3   Continued implementation of the national plan of action to end sexual and gender-based violence in Côte d'Ivoire

Budget for the United Nations Stabilization Mission in Haiti for the period from 1 July 2014 to 30 June 2015:

1.2.2   Increase in the **percentage of female officers** sworn in by the Haitian National Police (2012/13: 8.6 per cent; 2013/14: 10.4 per cent; 2014/15: 10.6 per cent)

1.2.3   Maintenance of 1,000 cadets at each graduation following a 7-month training period, including **15 per cent female cadets** and 10 per cent cadets for the Directorate of Prison Administration (2012/13: 1,000; 2013/14: 2,000; 2014/15: 1,000)

1.2.4   Adoption by the Haitian National Police of standard operating procedures on dealing with **sexual and gender-based violence**

1.2.5   Conduct by Haitian National Police instructors of all specialized training and in-service training, including but not limited to crowd control, human rights, traffic, border security, annual firearms training and qualification, rule and responsibility of commanders, physical education, judicial police, judicial and administrative investigations, **gender-based violence** and corrections and intervention units

1.4.1   Increase in the number of staff of the General Inspectorate of the Haitian National Police who are equitably deployed throughout the country, with consideration of **gender balance** and administrative capacity to function in accordance with international norms (2012/13: 140; 2013/14: 148; 2014/15: 222)

1.4.4.   Increase in the number of cases of human rights violations investigated by the General Inspectorate of the Haitian National Police, including the illegal use of lethal force and other alleged cases of misconduct,

such as sexual exploitation and abuse cases that have resulted in recommendations of sanctions (2012/13: 16; 2013/14: 20; 2014/15: 70)

2.2.1   Promulgation of new or revised laws on corruption, public service, parliamentary civil service, investment and customs, as well as of laws governing the organization of public institutions that take into account the minimum quota of **30 per cent representation by women**, as required under the Constitution

2.2.3   Increase in the number of delegations (2012/13: 0; 2013/14: 2; 2014/15: 4) and vice-delegations (2012/13: 0; 2013/14: 0; 2014/15: 10) that develop action plans that are gender-sensitive, including the minimum quota of 30 per cent representation by **women**, as required by the Constitution

2.2.4   Involvement of 34 local authorities and civil society organizations, **including women's groups**, in conflict resolution and management at the local level

3.1.3   Maintenance of the number of staff in the Office for the Protection of Citizens, taking into consideration the quota of 30 per cent representation by **women** at the executive and managerial levels (2012/13: 50, including 15 women; 2013/14: 53, including 18 women; 2014/15: 53, including 18 women)

3.1.5   Establishment of desks within the Office for the Protection of Citizens on child rights, detention and the **protection of women** (2012/13: 0; 2013/14: 0; 2014/15: 3)

3.3.2   Issuance of new guidelines on the treatment of members of vulnerable groups, such as persons with physical and mental disabilities, **women** and children, and provision of training for correctional officers on those guidelines by the Directorate of Prison Administration

3.3.4   Increase in the percentage of personnel of the Directorate of Prison Administration who are **trained in gender awareness and sensitivity** (2012/13: 0 per cent; 2013/14: 56 per cent; 2014/15: 100 per cent)

4.1.2   Increase in the percentage of national staff participating in training programmes among all participants, with priority given to **women**, through the implementation of a national staff capacity-building programme (2012/13: 60 per cent; 2013/14: 65 per cent; 2014/15: 70 per cent)