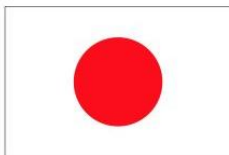


GENDER MAINSTREAMING IN PEACE SUPPORT OPERATIONS WITHIN EASTERN AFRICA REGION

ASSESSMENT REPORT

NOVEMBER 2018



JAPAN GOV
THE GOVERNMENT OF JAPAN



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FOREWARD

The International Peace Support Training Centre (IPSTC) is a Centre of Excellence in the Eastern Africa region dedicated to enhance capacity for Peace Support Operations (PSO) at the strategic, operational and tactical levels. It is mandated to conduct training, education and research for the benefit of the military, police and civilian personnel drawn from the Member States of Eastern Africa Standby Force (EASF) within the African Union (AU) framework of African Peace and Security Architecture (APSA). The Centre's programmes work towards improving the effectiveness of international response to complex emergencies by equipping PSO personnel with requisite knowledge, skills and tools in all aspects of peace operations.

IPSTC acknowledges that in order to successfully achieve its mandate, the institution has to be cognizant of gender dynamics in its policies, programs and related activities. This is influenced by the fact that conflict as well as peace processes are deeply gendered. For example, although women bear the greatest impact during conflict, they remain highly underrepresented in the field of peace and security. Therefore, based on this and other factors, gender mainstreaming in PSO is crucial as it provides profound understanding of conflict, identification of gender-specific needs and adoption of suitable interventions. Furthermore, it informs design and execution of gender responsive and transformative mission mandates and operations.

Premised on the operational effectiveness of gender integration in PSO, IPSTC and partners continue to commit their effort and resources towards promoting gender equality and women's participation in peace and security. It is within this context that the Centre in partnership with UN Women (Kenya) and Government of Japan presents a gender assessment report based on a field exercise conducted between July and August 2018; entitled, "Gender Mainstreaming in PSO within Eastern Africa region." This report provides pertinent insights that are useful to policy makers and practitioners of gender and PSO. Its findings and recommendations are expected to promote mutual understanding of gender in PSO, foster regional commitment on gender integration and strengthen the gender capacity of regional organizations and government institutions.



P M NDERITU
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IPSTC also wishes to express its profound gratitude to all those who participated in the validation workshop of the preliminary findings of the assessment on 27 September 2018. Your critical reviews and constructive guidance were both timely and invaluable in giving shape to the ideas and acumens that have formed the contents of this report.

The Centre wishes to recognize the remarkable work done by the IPSTC assessment team composed of Lt Col Elizabeth Omollo (Team Lead), Mr Daniel Wathome (Gender Specialist), Ms Margaret Cheptile (Curriculum Designer), and Ms Monica Musyoni (Curriculum Designer). The production of this insightful report was made possible by your hard work in coordinating and spearheading the gender assessment exercise and associated activities.

Last but not least, IPSTC is grateful to the UN Women-Kenya and Government of Japan for their continued partnership and for supporting the successfully conduct of the regional gender assessment.

ABSTRACT

It is globally recognized that gender equality is critical in achieving meaningful and sustainable peace and security. To this end, Peace Support Operation (PSO) actors ought to integrate gender perspectives in their policies and programs given that different gender roles and status influence activities to be undertaken and subsequent impacts. It is against this context that the International Peace Support Training Centre (IPSTC) in partnership with UN Women-Kenya conducted an assessment on gender mainstreaming in PSO in Eastern Africa region from 18 July – 17 August 2018.

The overall aim of the assessment was to explore the extent to which regional bodies and selected Eastern Africa Standby Force (EASF) Member States had mainstreamed gender in PSO policies and programs. It also sought to document achievements, gaps and other factors deemed likely to influence institutionalization of gender in PSO. In this regard, 22 regional and national institutions with PSO mandates were purposively selected for the assessment. Data was collected through Focus Group Discussions (FGD) and Key Informant Interviews (KII) using interview guides, and analysed thematically in Microsoft Word Tables.

The assessment found that gender mainstreaming was viewed as important in PSO due to various reasons including: diverse gender roles in PSO; gendered effects of conflict; gendered outcomes of peace operations; and gendered protection needs and interventions among others. It was also established that organizations adopted various global, regional, national and institutional gender policies and strategies to guide their PSO functions. However, other organizations had not implemented or operationalized these policies owing to several factors. The organizations reported that they had mainstreamed gender in PSO programs and activities through: establishment of gender responsive protection programs; gender inclusive PSO rostering, planning and deployment; gender sensitive State building initiatives; equal training opportunities; gender inclusive leadership and decision making processes; establishment of gender sensitive infrastructure; and gender considerate recruitment and retirement plans among others.

In terms of gender capacity, it was observed that majority of the organizations had fairly lean gender divisions without gender specific budget allocation. In addition, most of institutions' personnel had basic gender knowledge and skills while the leadership were supportive of gender programs. While some organizations had comprehensive monitoring and reporting tools others employed simpler methods. Nonetheless, there was no specific body that monitored regional progress of gender mainstreaming in PSO using a common tool. The organizations highlighted various challenges faced in gender mainstreaming which included: limited funding; poor political will; delayed operationalization of gender policies; cultural hindrances; weak monitoring and reporting mechanisms; hostile mission environments and poor conceptualization of gender among others.

The assessment concludes that regional and national organizations perceive gender mainstreaming to be important in PSO. Moreover, organizations have policies and strategies that shape gender mainstreaming in PSO although some of them have not operationalized. It is also concluded that efforts have been made to integrate gender in PSO programs and activities at various levels of implementation despite numerous challenges. While there is leadership support towards gender programs, there is limited budget allocation, basic understanding of gender, lean gender divisions, and partial monitoring and reporting mechanisms. To ensure meaningful gender mainstreaming in PSO, the study recommends that continental, regional and national bodies should look for ways to address limitation of resources, cultural barriers, weak monitoring and reporting approaches, poor political will, and lack or delayed implementation of gender policies among others.

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ACRONYMS AND ABBREVIATIONS

ACCORD	African Centre for the Constructive Resolution of Disputes
AMISOM	African Union Mission in Somalia
AO	Area of Operation
APSA	Africa Peace and Security Architecture
ASF	African Standby Force
ASP	Assistant Superintendent of Police
AU	African Union
BNDF	Burundi National Defence Force
BNPF	Burundi National Police Force
CRF	Continental Results Framework
CSO	Civil Society Organization
CRSV	Conflict Related Sexual Violence
EASF	Eastern Africa Standby Force
FGD	Focus Group Discussion
FSA	Foreign Service Academy
GMO	Gender Monitoring Office
GMS	Gender Management System
ICGLR	International Conference on the Great Lakes Region
IGAD	Inter-Governmental Authority on Development
IPSTC	International Peace Support Training Centre
JMEC	Joint Monitoring and Evaluation Commission
KDF	Kenya Defence Forces
KPS	Kenya Police Service
NAP	National Action Plan
NGO	Non-Governmental Organization
PSO	Peace Support Operations
PSOD	Peace Support Operations Division
RAP	Regional Action Plan
RARCSS	Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan
RDF	Rwanda Defence Force
REC	Regional Economic Community
RM	Regional Mechanism
RNP	Rwanda National Police
RTF	Regional Training Facility
SGBV	Sexual and Gender Based Violence
UN	United Nations
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council Resolution
UPDF	Uganda People's Defence Force
UPF	Uganda Police Force
VAWG	Violence Against Women and Girls
WPS	Women, Peace and Security

DEFINITION OF KEY TERMS

Affirmative Action

Policies that take into account gender, ethnicity, age, race or other variables of diversity to promote equal opportunity and redress historical disadvantages resulting from discrimination.

Gender

An array of socially constructed attributes, expectations, power, values, privileges and roles assigned to men, women, boys and girls in a given culture.

Gender Analysis

Identification and interpretation of gender differences and relations and their impact on achieving development objectives. It gauges the implications of development interventions on men, women, boys and girls. Gender analysis informs the design of strategic plans and projects or activities.

Gender Assessment

Examination of an organization's programs and its ability to monitor and respond to gender issues throughout the program cycle. It helps to determine whether gender issues are being effectively addressed and ensuing findings can be used to inform an organization's gender plan of action.

Gender Awareness

Recognition that gender identities and roles influence the opportunities of men, women, boys and girls in society. This is done through implementation of programs and policies that deliberately examine and address anticipated gender-related outcomes.

Gender Blind

Lack of recognition of how gender identities and unequal power relations will affect achievement of objectives and/or how program or policy will affect gender relations and opportunities in the society.

Gender Discrimination

Systematic unfavourable treatment of individuals on basis of their gender, which denies them rights, opportunities or resources.

Gender Equality

The state in which men, women, boys and girls have equal rights, freedoms, treatment, opportunities and resources for realizing their full potential and contributing to and benefiting from social, economic and political development. Ensures that fulfilment of rights and opportunities do not depend on whether one is born male or female.

Gender Equity

Fairness in treatment of men, women, boys and girls according to their respective needs and social power. It may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities.

Gender Integration

Strategies applied in program planning, assessment, design, implementation and monitoring and evaluation to consider gender norms and compensate for gender-based inequalities.

Gender Mainstreaming

The process of incorporating gender perspectives into policies, programs, strategies, functions and structure of an organization. It entails making concerns and experiences of men, women, boys and girls integral part of program and policy planning, design, implementation and monitoring and evaluation so as to promote greater equality among all genders.

Gender Needs

Shared and prioritised needs identified by men, women, boys or girls that arise from their common experiences as a gender.

Gender Perspective

A way of seeing or analysing impact of gender on people's opportunities, roles and relations. It promotes gender analysis and mainstreaming of gender views into any proposed program or policy.

Gender Responsive

Consistent and systematic attention to the differences between men, women, boys and girls in a society with a view to addressing structural constraints to gender equality.

Gender Roles

Socially defined tasks, responsibilities and behaviours that are considered appropriate for men, women, boys and girls.

Gender Transformation

Promoting gender equitable relationships by identifying ways of engaging men, women, boys and girls to examine, question, and change institutions and norms that perpetuate inequalities.

Mandate

The authority to carry out a policy or course of action and/or an official order or commission to do something.

Patriarchy

Systemic societal structures that institutionalise men's physical, social and economic power over women.

Peace Support Operations

Multifaceted activities undertaken by civilian, police and military organizations to create peaceful conditions in conflict-affected areas. They range from military actions to diplomatic, social, economic and humanitarian measures.

Sex-Disaggregated Data

Data that is collected and presented separately on men, women, boys and girls.

Sexual and Gender Base Violence

Any harmful act directed against individuals or groups of individuals on the basis of their gender.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Assessment

The International Peace Support Training Centre (IPSTC) has since 2014 partnered with UN Women-Kenya through a project dubbed “Integrating Gender in Peace Support Operations” with an overall goal of advancing gender equality and promoting women’s participation in PSO within the region. The project is largely guided by the pillars of United Nations Security Council Resolution (UNSCR) 1325 and additional resolutions on Women, Peace and Security (WPS). In this regard, the project purposes to foster regional commitment to gender mainstreaming in PSO functions including participation, protection, prevention as well as relief and recovery. Hitherto, several milestones have been achieved including training of thousands of PSO practitioners on matters of gender in peace operations. IPSTC has also conducted several gender-related field researches that have significantly informed peace and security policies and programs in the region.

The Centre acknowledges that despite the progress made towards realizing gender equality in the region, further efforts need to be undertaken to ensure that perspectives of men, women, boys and girls are institutionalised in all PSO levels and activities. Experiences from the field indicate that conflict impacts are highly gendered with women and girls bearing the greatest brunt. However, in spite of this, women’s participation in PSO remains low worldwide. For example, by July 2018, only 4,391 of the 91,249 uniformed United Nations (UN) peace keepers were women (UN, 2018). On the other hand, by March 2018, female personnel in African Union Mission in Somalia (AMISOM) were approximately 850 out of 22,130 peace keepers, including civilians. This translates to 3.8% female representation in AMISOM, which is lower than the recommended 10% (AU, 2018).

Few women are also reported to participate in peace processes globally as negotiators, mediators, signatories or in other levels of decision making. Statistically, they constitute about 9% of peace process negotiators and 4% of signatories to peace agreements (UN Women, 2017). This being said, it should be acknowledged that there are women contributing to peace programs yet their work is widely undocumented (Cheptile, 2015).

Evidence shows that mainstreaming gender in peace and security processes is critical to achieving transformational and sustainable outcome. For instance, integrating gender in PSO mandates, policies and programs is essential for the success of the mission. More significantly, it allows people of different gender to have equal opportunity to contribute to and benefit from peace and security activities. Due to these benefits and others, international, regional and local frameworks have been established to guide PSOs, Regional Mechanisms (RMs), Regional Economic Communities (RECs), Government Institutions, Non-Governmental Organizations (NGOs), and other mandated bodies in integrating gender perspectives into their functions. These frameworks include the UN Charter (1945), Convention on the Elimination of All Forms of Discrimination against Women (1979), UNSCRs 1325 on WPS (2000), the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003), and Solemn Declaration on Gender Equality in Africa (2004) among others.

The above-mentioned frameworks have particularly outlined the responsibilities of peace and security stakeholders in gender mainstreaming. Each stakeholder is expected to have gender equality objectives and be accountable for progress towards implementation. Central to this is the role of RMs and RECs in supporting gender agenda in PSO within their Areas of Operation (AO). This is because they are believed to have a strong base within their AO and well positioned to advance gender equality and WPS in their mandates and, by extension, increase the impact on the ground.

Against this background, IPSTC with the support of UN Women-Kenya undertook a field-based assessment to document gender mainstreaming efforts in PSO activities undertaken by regional bodies and Member States in Eastern Africa. The exercise was conducted from 18 July to 17 August 2018.

1.2 Aim of the Assessment

The aim of the assessment was to establish the extent to which regional bodies and selected EASF Member States had mainstreamed gender in their PSO policies and programs. Particular attention was given to how the targeted institutions had integrated gender in their planning, design, implementation, monitoring and reporting processes. The assessment also sought to document achievements, existing gaps, lessons learnt and other critical factors that could influence institutionalization of gender perspectives in PSO.

1.3 Assessment Objectives

The assessment was guided by the following objectives:

- i. To establish the view of regional bodies and Member States on importance of gender mainstreaming in PSO;
- ii. To examine legal and normative frameworks adopted by regional bodies and Member States for gender mainstreaming in PSO;
- iii. To explore gender mainstreaming efforts in PSO programs and activities of regional bodies and Member States;
- iv. To assess capacity of regional bodies and Member States to mainstream gender in their PSO functions;
- v. To establish tools and methods employed by regional bodies and Member States in monitoring and reporting gender mainstreaming progress in PSO; and
- vi. To examine challenges faced by regional bodies and Member States in mainstreaming gender in PSO.

1.4 Justification of the Assessment

It is globally recognized that promoting gender equality is essential to achieving meaningful and transformational progress in peace and security. Therefore, regional and national institutions ought to integrate gender in peace operations given that the different roles and status of men, women, boys and girls influence policies and activities to be undertaken. Furthermore, anticipated results of peace operations affect people of varied genders differently. To this end, an assessment of gender mainstreaming in PSO is both timely and critical to increase awareness and strengthen the capacity of the region to institutionalize gender in all PSO policies and programs.

1.5 Intended Outcome

It is expected that the quality and practice-based data generated during the assessment will be shared with regional organizations and EASF Member States so as to guide them in mainstreaming gender in PSO and maximizing their contributions towards sustainable peace. In so doing, it is hoped that there will be increased common understanding of the fundamental

role that gender plays in fostering or hindering effectiveness of peace operations, and that this realization will nurture regional commitment to gender in practice.

In particular, it is intended that the findings of this assessment will be used to strengthen the gender capacity of the EASF. This could be done by developing a gender mainstreaming framework that will guide integration of gender in all levels of EASF activities with the intention of producing gender aware and transformative results. The framework would also offer direction on how PSO programs could systematically identify and challenge gender-based inequality that poses barriers to viable peace.

CHAPTER TWO

METHODOLOGY

2.1 Introduction

This section describes the procedures followed in conducting the assessment. In particular, it discusses the study site and research design, target population and sampling procedure, data collection methods, data analysis procedures, and challenges and opportunities encountered in the field.

2.2 Study Site and Research Design

The assessment was conducted in six countries within the Eastern Africa region. The countries visited included Djibouti, Ethiopia, Kenya, Uganda, Rwanda and Burundi. These countries were chosen for the assessment because they either hosted regional organizations and/or actively participated in PSOs through deployment of military, police and civilian personnel.

The exercise adopted qualitative research methodology which involved gathering of in-depth information on various aspects of gender mainstreaming in PSO. Specifically, exploratory research design was employed as an attempt to establish the current situation of gender mainstreaming in PSO within the region and collect baseline data that would provide useful insights and groundwork for further research.

2.3 Target Population and Sampling Procedure

The target population comprised selected regional and national organizations with PSO related mandates and functions. The targeted regional bodies included the AU Commission, EASF, Inter-Governmental Authority on Development (IGAD), and International Conference on the Great Lakes Region (ICGLR). At the national level, the assessment focused on government institutions such as the Ministry of Defence, Ministry of Internal Security, and Ministry of Foreign Affairs which were in charge of military, police and civilian components respectively.¹ Within the regional and government organizations, the assessment drew actual respondents from various divisions/departments including PSO directorates, gender divisions, human rights

¹ The ministerial names varied from one country to another (see Table 2.1). However, with full recognition of this variance, the ministerial names have been used in this paragraph as stated for ease of explanation.

directorates, offices of special envoys, peace and security departments, and political affairs departments among others. In this case, actual respondents constituted strategic and technical personnel working in the aforementioned divisions/departments. As shown in Table 2.1, the respondent's matrix was made up of 61 individuals, out of which 33 were male while 28 were female. In addition, 24 of the respondents were drawn from regional organizations while 37 were from government institutions.

Table 2.1: Respondent's Matrix

Country	Organization/Ministry	Respondent (Division/Programme)	Description of Respondents by Sex		
			Male	Female	Total
Djibouti	IGAD	IGAD Gender Affairs Programme	2		2
Ethiopia	IGAD	Office of the IGAD Special Envoy for Somalia Peace Process	1	1	2
		Office of the IGAD Special Envoy for South Sudan Peace Process	1		1
		Peace and Security Division		1	1
	AU	Department of Political Affairs - Humanitarian Affairs, Refugees and Displaced Persons Division		1	1
		Department of Peace and Security - Peace Support Operations Division (PSOD)	3		3
		Office of the Special Envoy on Women, Peace and Security (WPS)	1	1	2
Burundi	ICGLR	Gender, Women and Children Programme		1	1
	Ministry of Defence and Former Combatants	Burundi National Defence Force (BNDF) – PSO Directorate, Gender Unit	2	1	3
	Ministry of Public Security and Disaster Management	Burundi National Police Force (BNPF) – PSO Directorate	2		2
	Ministry of External Relations and International Cooperation	Office of the Permanent Secretary, Gender Division	1	1	2
Rwanda	Ministry of Defence	Rwanda Defence Force (RDF) - PSO Directorate, Gender Unit	1	2	3
	Ministry of Justice	Rwanda National Police (RNP) – PSO Directorate	2	1	3
	Ministry of Gender and Family Promotion	Office of the Permanent Secretary, Gender Monitoring Office (GMO)	2	3	5
Uganda	Ministry of Defence and Veteran Affairs	Uganda People's Defence Force (UPDF) – Human Rights	2	6	8

		Directorate, Women Affairs Directorate			
	Ministry of Internal Affairs	Uganda Police Force (UPF) – PSO Directorate	1	2	3
	ICGLR	Regional Training Facility for Prevention of Sexual and Gender Based Violence	2	2	4
Kenya	EASF	Military, Police and Civilian Components	2	1	3
	ICGLR	Youth Forum	2	2	4
	Ministry of Defence	Kenya Defence Forces (KDF) – PSO Directorate	3		3
	Ministry of Interior and Coordination of National Government	Kenya Police Service (KPS) – Community Policing, Gender and Children Protection	1	1	2
	Ministry of Foreign Affairs	Foreign Service Academy, Peace and Security Department	2	1	3
Total Respondents			33	28	61

Source: Gender Assessment (2018)

It is worth mentioning that there were other divisions or programmes that the assessment team had initially hoped to visit. Unfortunately, the representatives of those divisions or programmes were unavailable during the period of the field exercise. This included AU Gender, Peace and Security Programme; AU Directorate of Gender, Women and Development, ICGLR Peace and Security Programme; and Ministry of Gender, Labour and Social Development in the Republic of Uganda.

Non-probability sampling technique was used in the assessment. Specifically, purposive sampling procedure was adopted in selecting the study site and the target population. For example, Eastern Africa region was chosen as the study location because it is the core focus of IPSTC and EASF mandates. Second, the six countries visited were chosen because of their active participation in PSOs. For example, at the time of the assessment, all the six countries had deployed hundreds of personnel in various missions within the region and beyond. Additionally, majority of the countries were hosts of regional organizations and PSO training facilities as indicated in Table 2.1. Third, specific offices such as PSO directorates, peace and security departments, and gender divisions were selected for the assessment because of their responsibility, knowledge and experience on the subject matter.

2.4 Data Collection Methods

Focus Group Discussions (FGD) and Key Informant Interviews (KII) were conducted to obtain information from the target respondents. The data was collected through interview guides that were customized to gather specific information from the sampled institutions and divisions (*see appendix A*). Interviews and discussions in majority of the visited organizations were carried out in English. However, French was used as the main language in Burundi with verbatim translation to English.

2.5 Data Analysis Procedure

Qualitative methods such as thematic analysis were employed in data analysis. In this regard, Microsoft Word Tables were used to categorize various responses based on emerging themes. Subsequently, the information was interpreted in view of the assessment objectives. In addition, respondent's direct quotes and excerpts have been used to expound on specific findings. However, actual sources of the quotations have been kept confidential in accordance with ethical considerations in research. Where necessary, tables have been employed in the presentation and discussion of assessment findings.

2.6 Challenges and Opportunities

Although the exercise was generally successful, a few challenges were encountered. These included the following:

First, some of the target respondents were unavailable during the field assessment period. As earlier stated, these included AU Gender, Peace and Security Programme; AU Directorate of Gender, Women and Development; ICGLR Peace and Security Programme; Ministry of Foreign Affairs of Rwanda; and Ministry of Gender, Labour and Social Development in Uganda. Although majority of these institutions had initially accepted to participate in the assessment, the personnel tasked to respond to the interview questions had to travel for official duties at the time of the field assessment. In few instances, some of the organizations, such as the Ministry of Gender, Labour and Social Development in Uganda, did not respond to IPSTC's initial request despite issuance of constant reminders.

Second, getting contact information during the coordination stage for various target organizations was a challenge. This could be because the Centre does not have an established

focal office tasked to obtain, update and maintain contact information of stakeholders and partners. However, the assessment team was able to obtain contact information from personal networks, EASF points of contact, IPSTC course alumni, IPSTC colleagues and relevant online sources.

Third, there was a language barrier between the assessment team and some of the respondents in Burundi and Rwanda. This is because the interviews were conducted in English in which case some of the respondents from the two countries were not quite conversant with. This necessitated deployment of an additional staff from IPSTC who was versed in both languages to aid in translation. To this end, the interviews and discussions were translated from English to French and vice versa.

Despite the outlined challenges, a number of opportunities were encountered. These opportunities did not only contribute to successful conduct of the assessment but will also ensure sustainability of programs undertaken by IPSTC and the region. They included the following:

First, all the respondents were extremely cooperative and provided substantial information that will strongly guide gender mainstreaming programs undertaken by IPSTC, regional and sub-regional organizations (such as AU, EASF, IGAD and ICGLR), relevant government institutions and Non-governmental Organizations (NGOs) among others.

Second, timely coordination by the assessment team ensured that the right target respondents were met and interviewed. The team achieved this by sending out request letters, tentative schedules and interview/discussion questions in advance. Due to this, the IPSTC team was able to interview key heads of institutions, program managers and other personnel occupying strategic positions in the selected organizations. This group of respondents provided relevant data attributed to their immense knowledge and experience in the subject area. In addition, some of the leaders and their colleagues facilitated the team's successfully access to the organizations.

Third, engagement of organizations' leaders in the assessment was important in promoting continuous working relationships and establishing additional networks and partnerships for future programs. In fact, some of the organizations such as IGAD, ICGLR, AU PSOD, Regional Centre of Excellence on Gender Based Violence and Child Abuse (Rwanda) and several government institutions expressed their willingness to collaborate with IPSTC in future.

Lastly, availability of regional staff within IPSTC and EASF supported the assessment team in identifying the right target institutions for the exercise, making initial communication and language translation. For example, the Head of Police Component in EASF introduced the team to Police Points of Contacts in the selected EASF Member States. This made the process quick, smooth and efficient. On the other hand, the EASF military and civilian personnel introduced the assessment team to military and civilian points of contacts in their home countries respectively. In addition, a Senior Officer from Burundi who is currently serving as an Applied Researcher at IPSTC was deployed to assist the assessment team with language translation in Burundi and Rwanda.

CHAPTER THREE

FINDINGS AND DISCUSSIONS

3.1 Introduction

This section presents the findings and discussions of the assessment in response to the objectives outlined in Chapter One. Where appropriate, tables have been used to illustrate the findings and assist in analysis.

3.2 Importance of Gender Mainstreaming in Peace Support Operations

The assessment sought to establish, from the respondents' perspective, whether it was of any importance to integrate gender in PSO. Many respondents explained, with varying degrees of emphasis, that it was beneficial to integrate gender in their policies, plans, programs and activities. The following sections outline the benefits identified.

From the onset, it was reported that PSO outcomes undoubtedly affect both men & women hence both should be included unconditionally. This was attested by one respondent who indicated as follows:

“Whatever you're doing for me without my involvement might be against me” (Gender Assessment, 2018).

Furthermore, conflict affects everyone (men, women, boys and girls) hence it is critical to consider gender dynamics in the operational area and how they either fuel or quell the conflict. Often conflicts are linked to power and politics and most initiators are men while victims are women. Women have a critical role in bringing peace because conflict starts at home where it can also be prevented. In the words of a respondent:

“...For these reasons, it is unquestionable that gender issues should be taken care of” (Gender Assessment, 2018).

Additionally, female personnel are more approachable hence are able to gather more information from the host community as compared to their male counterparts. This is because local men, women and children see women as more approachable and hence they can share information with them without any fear. This is important for early warning on potential armed conflict among other benefits. To augment this, one respondent asserted as follows:

“...Women are trusted more by the population because of their caring nature. This is an advantage that security apparatus should exploit...” (Gender Assessment, 2018).

Gender integration also enhances the capacity of a mission or security organ to respond to gender-specific needs such as gender-based violence, human trafficking among others. In support of this, a respondent indicated that:

“Gender integration helps humanitarian agencies to provide assistance and protection appropriate to the needs of men, women, boys and girls; it is the only way, there is no other way out” (Gender Assessment, 2018).

It is noteworthy that gender integration builds civilian trust in the force since the force will be seen as respecting and utilizing both genders in matters of peace and security. The need to establish relations with the local population is important for capacity building and establishing trust. However, it is often difficult for male PSO personnel to cross social and cultural boundaries required to build this trust hence the inclusion of women is crucial since it changes this status quo.

The assessment also revealed that gender integration strengthens accountability in the force or mission. Male peacekeepers or security personnel are more reflective and responsible when working alongside female counterparts. Also, female personnel have lower rates of complaints of misconduct and improper use of force. It was the view of some respondents that:

“The presence of female personnel can help prevent Sexual Exploitation and Abuse...”
(Gender Assessment, 2018)

Integration helps to create a safer environment where women and men are not afraid to talk. For instance, gender desks manned by both female and male officers allows men and women to report issues comfortably. Of particular mention is women who are more likely to report Gender Based Violence (GBV) and other issues to female staff.

It was also clear from the assessment that the presence of women in a mission or security organs' activities (such as Civil Military Cooperation - CIMIC) may encourage local women to join the forces in communities where women are apprehensive to do so. Moreover, the presence of female peacekeepers in a mission area may inspire women and girls in often male-dominated

societies to push for their own rights and for participation in peace processes. Numerous respondents reiterated that:

“Female peacekeepers or security personnel act as role models in cultures where disciplined forces are seen as a realm of men hence encouraging local women to join the forces” (Gender Assessment, 2018). Another respondent added that *“female personnel attract locals to participate in CIMIC activities more freely”* (Gender Assessment, 2018).

Another respondent who had served at AMISOM stated:

“In AMISOM, we visited Somali Police Stations and local communities where we encouraged women’s recruitment into police service, encouraged women to be vocal and engage with their male counterparts in raising their concerns.” (Gender Assessment, 2018).

Finally, integration promotes gender responsive budgeting & resource allocation particularly when both men and women are involved in the planning process. This will ensure that unique needs of female personnel during deployment for PSO such as sanitary requirements are taken care off.

The foregoing has presented the benefits accruing from gender integration in PSO as gathered from respondents. It is important however to point out that there were few respondents who felt that integration was just a normative requirement meant to portray a mission or security organ in good light in the eyes of the global community’s commitment to adhere to international instruments such as the UNSCR 1325. Such respondents were unable to state any tangible benefits of mainstreaming gender in peace operations.

3.3 Legal and Normative Frameworks for Gender Mainstreaming in PSO

Gender equality is a goal to which governments and organizations have committed themselves. This commitment is solidified through international, regional and national legal and normative frameworks. Having established the importance of integrating gender in PSO, the assessment further sought to establish the legal and/or normative basis of integrating gender in PSO. From the assessment, the following were the common frameworks guiding gender integration in PSO. The frameworks are grouped into four – international, regional, national and institutional and

encompass laws, policies, strategies and plans used by RECs and governments in integrating gender in PSO.

3.3.1 International Frameworks

Gender mainstreaming was adopted as a major strategy for promoting gender equality at the Fourth World Conference of Women in 1995. Since then, the United Nations and governments have made policy commitments to consider the realities of women and men and the potential impact of planned activities, decisions, strategies, actions and resource allocation.

From the findings, the UNSCR 1325 (2000) on Women, Peace and Security was mentioned by majority of respondents who had either worked or were working in gender units within a mission or national institutions. Such respondents were able to state the four pillars of the Resolution effortlessly. Interestingly, not so many were able to mention the subsequent UNSCRs. Other international frameworks cited included the Beijing Platform of Action, CEDAW and Universal Declaration of Human Rights.

3.3.2 Continental/Regional Frameworks

The regional frameworks referred to here govern gender integration in the African continent either holistically or from a sub-regional perspective. Some of the frameworks are developed by RECs to address particular peace and security issues in their regions. Respondents were able to identify the following normative instruments are applicable in gender integration in PSO.

First is the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) (2003) which guarantees comprehensive rights to women including the right to take part in the political process, to social and political equality with men. This right to take part implicitly extends to participation in PSO activities. The Solemn Declaration on Gender Equality in Africa (SDGEA) (2004) was also cited as an important Continental instrument for promoting gender equality and women's empowerment since it strengthens African ownership of the gender equality agenda. Specifically, commitment No. 3 urges for full participation and representation of women in the prevention, resolution, and management of conflicts in Africa.

Some respondents were familiar with AU Agenda 2063 which envisions an African continent whose development is people-driven, especially relying on the potential offered by its women

and youth. Agenda 2063 is committed to full gender equality and the significant empowerment of African women at the national, regional and continental levels. Respondents also identified the AU Gender Policy (2009) which provides a mandate for the operationalization of Assembly commitments and is accompanied by a comprehensive Gender Action Plan (GAP), which should guide the implementation of the commitments by AU Organs. It also compliments ongoing implementation of the commitments at the Member States' level and in Regional Economic Communities (RECs).

Noting that Sexual and Gender Based Violence (SGBV)/Conflict Related Sexual Violence (CRSV) was a widespread problem in conflict affected communities, normative frameworks on this issue were prominently mentioned by the respondents. These included the Windhoek Declaration and Namibia Plan of Action (2000), the Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region (2008), the Kigali International Conference Declaration (KICD) on Ending Violence Against Women and Girls (VAWG) (2010) and Kampala Declaration (2011).

With respect to domestication of UNSCR 1325, the assessment found out that only one REC (namely IGAD) out of those surveyed had developed a Regional Action Plans (RAP) on UNSCR 1325. The other entity (ICGLR) had its RAP in draft form and efforts were being made to finalize it.

3.3.3 National Frameworks

The mandate to governments to incorporate a gender perspective into the design, implementation and monitoring of all policies and programmes was emphasized in the platform for action adopted at the Fourth World Conference on Women in 1995. Since then, many countries have made constitutional, legislative or policy guarantees of gender equality. The national frameworks were greatly highlighted by the majority of the respondents a sure indication of how significant the frameworks were in guiding them on matters of gender integration.

National Constitutions were overwhelmingly mentioned by respondents of the government institutions assessed. Overall, the Constitution was cited by a majority of the respondents as the indisputable source of authority to mainstream gender in PSO. There were references to articles about 1/3 or 30% rule on gender equality. This rule appeared to cut across all constitutions

referred to by the four countries assessed. It was regrettable by many that even though the 1/3 rule is encouraging from a gender perspective, its operationalization remained an uphill task. There were also concerns, especially from disciplined forces, about the effect of achieving the 1/3 rule vis-a-vis operational effectiveness in PSO.

Besides national constitutions, the assessment also found out that PSO organs were obliged by national laws to integrate gender in their operations. This is a testimony of the critical role of national legislative bodies in enhancing gender integration in PSO. All the respondents identified Sexual Offences/SGBV Act as a key piece of law for tackling gender issues. Other legal mandates included Equal Opportunities Act, Family Law, and Land Reform Law among others.

From each of the countries surveyed, it was found out that they had domesticated UNSCR 1325 by developing National Action Plans (NAPs) on UNSCR 1325. It is important to note that the countries were at different levels of NAP implementation. For instance, while Rwanda was on its second NAP, Kenya, Uganda and Burundi were on their first generation NAPs. It is noteworthy that concrete successes in implementation of the NAPs are not documented yet. Moreover, although NAPs are essential for localizing and domesticating UNSCR 1325, they seem to be given little attention in terms of implementation and evaluation of impact. Synchronizing NAPs with other gender policy initiatives is highly recommended.

The findings also revealed existence of national policies on gender mainstreaming. The national gender policies were domiciled in the Ministry of Gender or related Ministry depending on country. The Ministry of gender was consequently mandated to guide all government agencies on matters of gender integration in PSO.

3.3.4 Institutional Frameworks

Some security organs had moved beyond using the general national gender policy and had developed institutional gender policies. These included the police component (Uganda, Rwanda); Kenya police had a draft gender policy. It was encouraging to note that the PSO Directorate in Uganda Police Force was in the process of developing a gender policy. The military component also had policy guidelines (Kenya via MoD Gender Policy) while Uganda had a draft gender policy. The assessment regrettably discovered that some of the draft gender

policies had existed in that form for many years. This seems to confirm how gender matters are sometimes downplayed by some organizations.

3.4 Gender Mainstreaming in Peace Support Operations Programs and Activities

Gender mainstreaming focuses on integration of gender perspectives in planning, designing, implementation, monitoring and evaluation of policies and programs. It is in view of this that the gender assessment exercise wanted to understand efforts made by the various institutions to incorporate gender in their programs and activities. Described below are some of the programs and activities that institutions undertook.

3.4.1 Equal Opportunity for Training

Ordinarily, most respondents reported that the selection of participants for PSOs trainings is gender balanced. This was supported by regional mechanisms/bodies like EASF who encouraged the equal participation of men and women in trainings and field exercises. As confirmed by one respondent who indicated that:

“...Whenever there is a training opportunity, EASF gives each countries slots for both male and female personnel; in the event that a country decides not to abide by that description, then it is denied some slots and those chances are given to other Member States...” (Gender Assessment, 2018)

The continuous enforcement of this strategy is what contributed to countries being cautious when it came to giving equal opportunities to participants.

3.4.2 Rostering and Deployment

Majority of respondents reported that rostering and deployment of Military, Police and Civilian personnel was done in a gender sensitive manner. As for civilian Components, the Ministries of Foreign Affairs would conduct or support relevant training for several participants from the various ministries; rostering of the participants was based on those who had graduated from the various short courses related to Peace Support Operations. It is in view of this that both men and women were given equal rostering and deployment opportunities which in turn attributed to the progressive increase of female personnel deployed in the various missions.

3.4.3 Gender Specific Training

Majority of the institutions confirmed that gender related perspectives are normally integrated in Pre-deployment curriculums. This meant that most countries conducted basic gender training to all components before being deployed in any mission. Furthermore, some countries sponsored their Military, Police and Civilian personnel on Generic Sexual and Gender Based Violence Courses as well as specific trainings on gender with a core focus on UNSCR 1325 before/after they were deployed.

In relation to the above, some countries like Kenya, Uganda and Burundi conducted extra pre-deployment exercises with a special focus to the female soldier. These exercises included the driving of 4 by 4 manual vehicles as well as learning a different language among others. These activities contributed to boosting the self-esteem of female soldiers as well as gave them a competitive advantage for deployment to AU/UN Missions.

3.4.4 Gender Sensitization approaches

Majority of the respondents interviewed, reported that workshops, public barazas and seminars played a critical role in mainstreaming gender in the police and military institutions. According to them, the continuous discussions of the importance of gender in their parades, workshops and seminars is what enhanced the respect for Women in the workplace as well as in PSO environments.

The broad and complex nature of gender could only be understood if all levels of management are aware of gender issues. It is in this regard that, sensitization workshops immensely contributed to the increased positive response of gender mainstreaming efforts. One of the respondents from Burundi reported that:

“...More than 154 judicial officers were trained on gender issues in the recent years. We have also ensured that the police are fully sensitized on gender dynamics. It was based on this trainings that 139 police officers became gender focal points in the various places across the country at community and sub-county level...” (Gender Assessment, 2018)

In some institutions, mass appeal was employed as a gender sensitive approach to get more women into the Police and Military institutions. In Uganda and Burundi for instance, the Police force had placed women at strategic places like Traffic control, so that the community would appreciate that police work was not only for men but women too. In furtherance to that,

countries also reported that as a way to ensure the 30% representation of women in public offices as stipulated in most countries constitution; institutions through creating public awareness were able to appeal to communities and encourage them to join the Military and Police Force, a tactic that proved successful.

3.4.5 Gender Responsive Policies and Programs

Majority of the respondents reported that, gender dynamics had been integrated in the policies and programs of their institutions and this was demonstrated by ensuring that both genders were equitably represented. Some institutions reported to have abolished some of the policies that used to discriminate against women in the Forces/Services. One of the respondents stated that:

“...Initially, many military institutions discriminated against women. For instance, the female Officers/soldiers had their own pavements; they were only given one year contracts, which was subjected to renewal upon completion without getting pregnant. But now, all those policies have been abolished and women now have an equal chance to fight for their careers as the men...” (Gender Assessment 2018)

In furtherance to that, most respondents indicated that one of the common measures undertaken to ensure promotion of gender equality in PSO was Affirmative Action. This measure had been integrated in policies and implementation of various programs and activities. For instance, In Burundi the gender gap progressively increased from 1.2 % to 10 % between the years of 2010-2017. This achievement was possible because the Burundi Police Force incorporated gender sensitive programs like, ensuring fewer women than men retire from the police force and gave more women opportunity to go for PSO related trainings. Such efforts are what contributed to improved representation of men and women in PSO environments. This was well alluded by one of the respondents who said;

“...If a male police officer is required to have 3 years of service before being deployed in a mission; the female officer would instead need to have at least 2 years’ experience. This (1) year difference was the method employed to address the gender gap in peace keeping missions. That does not mean that the female officer was less competent; since both the male and female officers/soldiers were undertaken through the relevant training...” (Gender Assessment 2018)

3.4.6 Gender Inclusion in Leadership and Decision Making

Majority of respondents reported that women have started being considered in various strategic positions. This could be attributed to the efforts made like giving equal opportunity to training, having policies and programs that are gender sensitive as well as ensuring gender integration in all aspects of PSO. It is in connection to this that some countries reported to have an increase number of women in strategic positions. A few countries now have women in ranks like, Major Generals, Brigadiers and Colonels among others for the military and Police Commissioners, Senior Superintendents and above in the Police. Indicated below are some of the reactions from two respondents:

“...The Kenya Military recently made history by having the first female Maj. General...”
(Gender Assessment, 2018)

“...In Uganda, one of the chief advisors to the President is a female Major General. The UPDF has ¾ of female representation in parliament who defend gender related issues as well as women rights in the Force...” (Gender Assessment, 2018)

With the acknowledgment that conflicts affects both men and women as stated in Para 3.2 above, some institutions like IGAD and ICGLR have established Mediation Support Units that assist in the facilitation of peace processes. These Mediation Support Units worked well in South Sudan, Somalia, Democratic Republic of Congo (DRC) and Central Africa Republic (CAR). In addition to that, the Mediation Support Unit were able to integrate gender perspectives in their programs and activities which in turn enabled them to understand the gender dynamics in conflict situations. This was pointed out by the following respondents who affirmed that:

“...To avoid the relapse of conflict, women have to be involved in Peace Support Operations, Out of the 39 conflicts around the world, 31% didn't involve women in the peace processes and hence they relapsed...” (Gender Assessment, 2018)

“...The women in South Sudan drive the peace process at the local and regional level. They have written a number of proposals to IGAD and other international organisations a way to contribute in the management of conflict in South Sudan. It is through these efforts that the peace processes for South Sudan made headway...” (Gender Assessment, 2018)

3.4.7 Gender Divisions

A high number of respondents indicated that they had Gender directorates or Gender desks in their institutions that were responsible for the needs of their families and the public as explained in Para 3.5.1 below. While other institutions have Women Departments that are mandated to take care of the special needs of women; all these divisions in their own unique way address gender concerns. It was reported that, the understanding of gender and its impact is related to the ecological effect it has to an individual, family, work and Community/Country. To substantiate this statement, one of the respondents indicated the following:

“...If you expect an Officer/Soldier to give you the best results, then you have to understand their problems and address them holistically. There is no way an Officer/Soldier will be productive at work if they are suffering at home. It is in this regard that the gender office is mandated to take care of the needs of an individual, family and work...” (Gender Assessment, 2018)

3.4.8 Gender Sensitive Infrastructure and Facilities

Majority of military and police institutions reported that, it is through gender mainstreaming that their institutions had gender sensitive structures for the male and female counterparts. Several respondents reported that through the support of the gender directorates as well as their institutional gender policies, the uniformed personnel now have uniforms and structures that fit their specific gender needs. This was verified by a respondent who said:

“...Through the gender directorates, the female police now have an opportunity to wear civilian clothes that can support them when they are expectant...” (Gender Assessment, 2018)

3.4.9 Socio-economic Activities

Some respondents reported that their institutions had Income Generating Activities that supported the socio-economic growth of their personnel. One of the respondents from Rwanda, collaborated this statement as indicated below:

“...Officers/Soldiers spouses can access family loans with a small interest from a bank by presenting a business proposal. This loans were meant to stabilize the homes and families of the soldiers by ensuring that they do not lack their basic needs like school fees, proper

medical services among others. This in turn assists the Officer/Soldier to concentrate with their work... ” (Gender Assessment, 2018)

3.4.10 Gender Protection Programs

Some respondents interviewed had gender protection programs that ensured that gender mainstreaming efforts are upheld. The African Union Commission (AUC), started an International Centre for Girls and Women Education in Burkina Faso. The centre sought to promote the girls and women education in Africa with a view of protecting the future of young women and girls. It does this through development of gender responsive curricula and advancing programs that will ensure retention of girls in schools and universities.

In addition, other countries like Rwanda reported to be having 44 One Stop Centres (Isange Centres) across the country. These centres are coordinated by the Ministry of Gender and Family Promotion with an objective of ensuring providence of psychosocial, medical, police and legal services to adult and child survivors of gender based violence and child abuse at family and community level. This joint programme was implemented by the Rwanda National Police, Ministry of Health, Justice as well as the Ministry of Gender and Family Promotion.

3.5 Capacity to Mainstream Gender in Peace Support Operations

The assessment sought to examine the capacity of the institutions to mainstream gender in PSO and related functions. In this regard, capacity was conceptualized to encompass four variables: presence of a division or personnel in the institution that was responsible for gender work; availability of financial resources budgeted for gender programs; presence of personnel that had necessary knowledge, skills and attitude to conduct their tasks with gender awareness; and a management or leadership that actively supported gender mainstreaming. The target population provided various responses on these capacity variables as discussed in the following section.

3.5.1 Presence of Gender Division or Personnel

There was a unanimous agreement among the respondents that presence of a division or personnel within the institution that is charged with gender responsibilities was necessary. They highlighted that such division or personnel would be able to provide technical advice on gender mainstreaming to the leaders and personnel of the institution. In addition, some respondents

indicated that gender division or personnel would be critical in ensuring effective monitoring, accountability and sustainability of gender programs in the institution.

Majority of the institutions interviewed had a gender division or personnel responsible for gender programs. While in most institutions a gender division constituted an average of three (3) personnel, other institutions only had one (1) officer in charge of gender work.² Institutions that had more gender personnel were able to devolve gender focal points to other departments. For example, IGAD had a gender officer linked to the Office of the Special Envoy to South Sudan Peace Process and another officer deployed to IGAD Peace and Security Department.

While most of the gender personnel in the targeted institutions were permanent employees, a few of them, with respect to government institutions, were seconded from other ministries on short-term basis while others were contracted by donors to support implementation of gender programs in the institution. In addition, majority of the gender personnel in most of the institutions were women; hence confirming the popular belief that gender programs are more often than not delegated to women.

In some of the institutions, the work of gender personnel focused entirely on gender programs while in others they were required to conduct additional tasks outside the gender program. This implied that the personnel had to divide their time and attention between gender-specific tasks and supplementary responsibilities. In addition, while some of the gender divisions in the police components addressed gender concerns within their institution and in PSO context, a few of them only focussed on gender issues that faced the community they served at home. Institutions in the former category, such as UPF, RPF, and BNP, were able to address PSO gender dynamics because they had purposefully established gender offices within their PSO Directorates. The latter category had gender units located under Directorate of Community Policing whose main role was to address gender concerns affecting the community. On the other hand, some of the military components did not have gender officers within the Directorate in charge of PSO. Due to this, majority of the PSO Directorates within the military relied on gender officers serving under their various forces.

² It should be noted that this leanness of staff was not exclusive to gender divisions in some of the visited institutions.

In addition to the gender divisions, it was established that some police and military institutions had offices that addressed concerns of female personnel. For example, all visited police components had National Associations of Women in Policing that were mandated to advocate for the rights, needs and fair treatment of female personnel. These associations were directly linked to the existing regional and international associations for women in police. Other institutions, such as the UPDF, had Directorates of Women Affairs in place of gender division. Although both men and women concerns were reported to be addressed by these directorates, it was stated that discussions of women's issues often took precedence. In addition, some military components had established Spouse Desks that addressed concerns faced by soldiers' families. However, it was stated that some of the Spouse Desks only addressed concerns faced by the wife of a male soldier and not the husband of a female soldier.

Nonetheless, a few institutions, such as EASF, neither had a gender division nor personnel responsible for gender programs. Some of these institutions stated that gender was treated as a crosscutting issue in various institutional programs and hence there was no need for a specific gender division or personnel. Other respondents indicated that they had other existing departments that were already addressing gender issues, such as Welfare and Pension Division and Human Resource Departments, and hence creating gender office would lead to duplication of roles. However, a few institutions acknowledged that there was need for a gender division and hoped to establish it in future resources permitting.

Some respondents stated that they occasionally hired gender consultants to support the institution in implementing gender related projects. Interestingly, this was majorly reported by institutions that had gender divisions or personnel, such as IGAD and ICGLR. This could be attributed to the presence of gender officers within the institution who were able to provide technical advice on requirements of gender work.

3.5.2 Financial Resources Budgeted for Gender Programs

All institutions were asked whether they had specific funding allocated for gender programs. Notably, majority of the institutions that reported they did not have gender division/personnel, had difficulties responding to this question. This is because they were unable to precisely indicate whether or not they had funding for gender activities. For instance, they argued that since gender was considered a crosscutting issue in other institutional programs, the assumption was that it would automatically benefit from budgets allocated to those programs. However, a

few institutions in this category reported that they had received funding for implementation of gender-specific activities. For example, police and civilian components of EASF had received funding for conducting gender-related training in the region.

Among the government institutions, majority of the gender divisions stated that their funding was dependent on the mainstream budget allocated to their ministries in each financial year. On the other hand, gender units within regional organizations relied on funds that the organization received from Member States. Both of these scenarios implied that funding received could only be reallocated to gender programs/divisions if the initial budget proposals submitted by the ministries or organizations entailed gender activities.

To ensure gender programs received government funding, some of the government institutions outlined that they submitted sectoral budget proposals that contained gender-specific projects to the ministry. These sectoral budgets would subsequently be incorporated into the ministry's budget proposal and forwarded to parliament for approval. In this regard, some institutions such as the BNP reported that they were in the process of developing gender-sensitive budget guidelines to be employed in future budget proposals. Additionally, it was outlined in some of the countries such as Rwanda and Uganda that all sectorial and ministerial budget proposals had to be submitted for gender-responsive check before they were forwarded to the parliament. During this process, it was reported that UPF was voted the best institution in Uganda with regards to development of gender-responsive budget in the previous fiscal year. In some countries, a few institutions outlined that the government allocated annual budgets for gender work only through the Ministry of Gender. In this case, the Ministry of Gender would further reallocate the gender funds to other ministries upon request.

Some of the government institutions reported that regardless of an attempt to include gender programs in sectorial and ministerial budgets, the programs continued to receive limited or no funding. This was attributed to the broad spectrum of programs within the ministries that competed for government funding. On the same line, regional organizations stated that although Member States had high expectations for gender programs, they failed to provide adequate and reliable financial support. Due to limited funding, therefore, both government and regional institutions relied on donor support. In the region, UN Women was reported as the main sponsor for gender programs followed by UNDP, World Bank, Swiss Corporation and ACCORD among others. Nevertheless, it was highlighted that some of the donors were unreliable and

only supported programs they had interest in. This view was supported by a respondent who stated the following:

“...We receive major part of financial support from donors...however, most of the donors are interested in supporting programs related to Sexual and Gender Based Violence...while the organization is in need of technical personnel.”

(Gender Assessment, 2018)

3.5.3 Gender Knowledge, Skills and Attitude

The assessment aimed to establish whether personnel within the target institutions had necessary knowledge, skills and attitude to conduct their tasks with gender awareness. The focus was not only on personnel working within the gender divisions but also the rest of the staff in the institution.

Majority of the respondents indicated that most of the personnel in the institutions had basic knowledge and skills to integrate gender in their daily and PSO tasks. They also stated that a high number of the personnel had positive attitude towards gender integration, which had significantly improved over time. Among the institutions that had gender divisions or personnel, it was outlined that majority of the gender officers had strong academic background and vast experience in gender discourse.

The institutions provided various reasons for the moderate level of personnel's knowledge, skills and attitude on gender issues. First, some institutions responded that their personnel often underwent through gender induction where they were trained on specific gender issues. For example, IGAD stated that it was mandatory for all new personnel joining the institution to be inducted on gender considerations relevant to IGAD programs as well as applicable tools for gender mainstreaming. This was affirmed by one of the IGAD staff working in the Office of Special Envoy for South Sudan Peace process who stated that:

“IGAD believes that gender mainstreaming is effective when all personnel have the right knowledge and skills on how to do it...actually, my first training when I joined IGAD was on gender, which was done during our induction week.”

(Gender Assessment, 2018)

Second, some of the military and police respondents outlined that gender modules had been integrated in their professional and pre-deployment training. Through these modules, thus, personnel had been imparted with suitable gender knowledge and skills. For example, BNP reported that they had trained hundreds of gender focal points at the local and national levels on gender dynamics. Other respondents further stated that due to continuous and all-inclusive training in military and police institutions, the current generation of personnel had mutual understanding and perception of gender approach in PSO.

Third, in some countries such as Rwanda and Burundi, it was reported that the Ministry of Gender supported military and police institutions by training their personnel and gender focal points on emerging gender dynamics and mainstreaming approaches.

Fourth, some of the respondents stated that their personnel's knowledge, skills and perceptions on gender in PSO had been enhanced through training they received from regional training centres such as IPSTC, Rwanda Peace Academy, and ICGLR RTF among others. They added that some of the stated training centres had inherently integrated gender perspectives in their curriculums. Lastly, other institutions indicated that the gender knowledge and skills of their personnel had been augmented by PSO experience.

On the contrary, some institutions reported that their personnel had limited knowledge and skills on gender. In fact, a few of them underscored that some of the personnel working in gender programs did not have adequate understanding of gender as they lacked suitable academic qualifications and experience. In some institutions, it was established that the head of the program was the only one with gender expertise. Nonetheless, it was reported that the rest of the personnel had gained gender knowledge progressively through their daily work experience and mentorship.

Some of the military respondents argued that due to limited resources a large scale of gender training, through pre-deployment training or otherwise, focused entirely on officer cadre. In such cases, there was a wide discrepancy in the level of gender awareness between officers and soldiers. With respect to the police, it was reported that majority of the personnel who had received gender training were those working in gender divisions/desks; who were normally of the rank of Assistant Superintendent of Police (ASP). Those of lower levels, for example constables, had not received gender training.

3.5.4 Support of Leadership or Management

The respondents were asked whether gender mainstreaming was supported at the strategic level of the institution. All respondents stated that their leaders were supportive and committed towards gender mainstreaming in PSO. Majority of them argued that the goodwill of their leaders was illustrated by the support they provided in formulation, dissemination and implementation of policies that promoted gender integration in PSO. This statement was affirmed by one of the respondents who declared that:

“Gender equality within our forces has strongly been advocated by the Cabinet Secretary of the Ministry of Defence and supported by our Commanders...this has led to transformation of perspectives on gender mainstreaming among the rest of the personnel...” (Gender Assessment, 2018)

In some countries, the respondents indicated overwhelming support received from Heads of State towards gender empowerment and equality in all sectors of development. They stated that most of the countries in the region had subscribed to international and regional instruments that promoted gender equality. They further emphasized that the instruments had been discussed in various regional and international forums attended by Heads of States and Ministers. Therefore, according to the respondents, this had enlightened Heads of States to advocate for gender considerations in all sectors, including peace and security.

Some of the respondents outlined that even with the absence of gender policy in their institution, their leaders had taken it upon themselves to consciously allocate decision-making positions to women. They did this by advocating for gender balance in strategic levels and campaigning for qualified women to be selected to leadership positions.

Nevertheless, a few respondents declared that there was poor or lack of commitment by their leaders towards gender mainstreaming. They stated that some of their personnel at managerial positions treated gender as unimportant and an afterthought. They claimed that this was mainly illustrated by the fact that gender programs within their institutions often received delayed and/or inadequate resources. They also stated that, more often than not, gender concerns raised in institutional reports did not receive urgent attention unlike issues raised by other departments. Therefore, according to these respondents, leaders’ proclamation of support towards gender mainstreaming was inadequate in the absence of measurable actions.

3.6 Tools or Methods for Monitoring and Reporting Gender Mainstreaming Progress

All respondents agreed that monitoring and reporting in gender mainstreaming were important in measuring progress made and identifying gaps and priority areas for improvement. Subsequently, the institutions were asked whether they had specific tools/methods employed to monitor and report gender mainstreaming progress in their PSO functions. While majority of the institutions had various monitoring and reporting tools/methods, a few of them did not. Within the former category, some had adopted simple tools/methods while others had comprehensive systems that were thoughtfully developed to capture precise details of gender mainstreaming. However, in this respect, it was established that there was no specific body that monitored regional progress of gender mainstreaming in PSO using a common tool/framework. Instead, institutions devised their own monitoring and reporting tools based upon individual interests and goals.

Among the institutions that did not have specific tools/methods for monitoring and reporting, some of them argued that they had not operationalized their gender policies and hence had not developed plans of action that would have outlined applicable monitoring processes. Therefore, at the very least, these institutions were only able to maintain sex-disaggregated data within their human resource departments.

Most of the regional organizations had established tools/methods for monitoring and reporting gender mainstreaming progress in their core programs. For example, IGAD launched Gender Management System (GMS) in May 2018 that ensures that gender integration is a mandatory output in each IGAD program. The System is expected to guide each division and personnel on how to integrate gender in their daily activities. It also calls for regular audits in which case ensuing reports will be presented to division directors and program heads charged with accountability of their section's performance. The report will indicate division's performance in gender mainstreaming, existing gaps and recommendations for improvement.

IGAD also had other separate monitoring mechanisms such as the Joint Monitoring and Evaluation Commission (JMEC), which was constituted within the IGAD-led South Sudan Peace Process. The Commission was established to monitor and oversee the implementation of South Sudan Peace Agreement. In this regard, it was outlined that a gender advisor had been assigned to JMEC to provide technical gender advice in the peace process. Accordingly, 35%

of executive positions were allocated to women in the recently signed Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS).

ICGLR, on the other hand, had developed a questionnaire that was used to collect data from Member States on progress made in gender mainstreaming; especially the implementation of UNSCR 1325. In addition, ICGLR forums, departments and training facilities shared regular reports with the office of the executive secretariat on various emerging issues, including gender mainstreaming status.

It was also outlined that in an attempt to monitor and report the status of gender mainstreaming in the region, regional organizations such as IGAD and ICGLR Youth Forum had conducted research on gender dynamics in the region. The findings of these studies were reported to have contributed towards gender integration in the organization's policies and programs which were being implemented in different Member States.

Some of the AU divisions, such as the Humanitarian Affairs Division, declared that they majorly relied on reports submitted by Member States and field-agencies to monitor gender mainstreaming status in their work. They argued that this was because implementation of programs was a responsibility of Member States while the AU focused on policy formulation. However, they indicated that they often encouraged Member States and field agencies to respond to gender-specific issues in their reports and assessments. They also stated that, although infrequently, they deployed field assessment teams to monitor program implementation status in various countries. Collectively, information received from Member States, field-agencies and field assessment teams was presented to Heads of States Summit albeit in brief form. Specifically, it was highlighted that the AU Directorate of Women, Gender and Development was charged with submitting gender mainstreaming reports to the Summit. In view of this, some of the respondents questioned the extent to which the Directorate consolidated gender information from all AU departments.

Still within the AU, the Office of the Special Envoy on WPS outlined that, together with Member States, they had developed a joint framework known as Continental Results Framework (CRF). The framework was expected to be used by Member States to report annual achievements in the implementation of UNSCR 1325 pillars and requirements. At the time of this assessment, the framework was being piloted in 23 countries (13 of which were in West Africa region) that had existing NAPs for UNSCR 1325.

Most of the military and police institutions employed several methods to monitor and report gender mainstreaming status within their institutions and PSO context. A great number of military respondents stated that gender officers deployed in missions monitored gender dynamics in the field and submitted regular/monthly reports on outcomes of gender integration, needs and other related issues. Other respondents indicated that personnel deployed had been trained on gender-responsive reporting and hence were able to provide gender specific information irrespective of gender officer's presence in the mission.

Some of the military respondents also stated that discussions on gender mainstreaming status were held in regular meetings/workshops in various units. From these discussions, gender reports were developed and forwarded to strategic and other levels for further action. In other cases, some respondents outlined that the PSO Directorates maintained and managed sex-disaggregated data of personnel. This roster informed the military on gender status with regards to recruitments, promotions and deployment. Furthermore, the Directorates maintained database of PSO emerging issues including gender-specific concerns. Other military respondents stated that leadership teams were sometimes deployed to mission areas to follow-up on issues arising in the field. In such situations, gender-responsive assessments were highly encouraged.

The methods applied by the police institutions were closely similar to those used by military components. Majority of the police respondents outlined that gender officers in missions submitted monthly or quarterly reports that informed the leadership and entire police force/service on gender issues in the field. This information was further used to guide prospective plans and deployments. Other respondents indicated that gender officers within PSO Directorates maintained gender information and reported emerging issues through recognized chains of command. It was also established that most of the police components had gender focal points in all police units throughout the country who monitored and reported on gender dynamics in the community. Majority of these focal points worked in coordination with other agencies such as Ministry of Justice and Civil Society Organizations (CSOs) among others.

From civilian component perspective, it was reported that Member States' Ministries of Foreign Affairs maintained sex-disaggregated rosters of civilians deployed or earmarked for deployment in PSO. In addition, some ministries highlighted that they conducted frequent surveys to establish progress made towards gender integration.

Some of the government institutions highlighted that their countries had established national frameworks for monitoring gender mainstreaming in all sectors. For instance, Rwanda had a Gender Mainstreaming Office (GMO) that monitored implementation of gender commitments in various sectors and developed 'Gender Status Report'. It was also reported that GMO attended all ministerial discussions on budgeting to ensure that budget proposals were gender responsive. In this regard, some of the military and police institutions reported that they had been subjected to gender mainstreaming audit conducted by the Ministry of Gender or Gender Commission. In fact, some of the institutions that passed the validation had been awarded with certificate of compliance.

Overall, it was outlined that monitoring reports in the military, police and civilian institutions were principally submitted through recognized chains of command. This means that the gender reports were first submitted to heads of gender divisions, PSO Directorates and other similar units at the operational level for on-ward transmission to the strategic level. The expectation was that those in leadership and strategic level would consider the issues raised and make decisions for further action. Nonetheless, some of the respondents stated that at times personnel at the operational level failed to avail the gender reports to the strategic level. In view of this, majority of the respondents claimed that some of the gender concerns raised in the reports were promptly addressed while majority received delayed or no response.

3.7 Challenges Faced in Mainstreaming Gender in Peace Support Operations

Gender mainstreaming is dynamic and vast. The gender assessment exercise sought to examine some of the challenges associated with mainstreaming gender in PSO in the Eastern Africa region. These challenges will be discussed under four main themes: Structural challenges, Legal and normative challenges, Systemic/Institutional challenges and Operational challenges.

3.7.1 Structural Challenges

Majority of the respondents argued that many at times gender has been seen as a women affair. This challenge has contributed to the undermining of gender work in the workplace and PSO environments. As indicated during the Gender Assessment Exercise, some countries have a women affairs departments instead of gender divisions; it is based on this notion that gender is viewed as a Women Affair issue; which in turn affects the gender work in PSO settings. As affirmed by the following respondents who said:

“... When I was a gender officer in AMISOM, there is a day I organised a gender awareness training. I communicated to the commander, sent out emails and even advertised to ensure that people came for the training. On the training day, no one showed up. Later I went to report this to my superior who said; ‘Why don’t you just pick the ladies and educate them, this training might be more beneficial to them’...” (Gender Assessment, 2018)

“... While we were conducting an impact assessment immediately after an emergency, it came to my realization that women, children and the youth were greatly affected during that catastrophe, hence the raising concern for gender to be considered in the planning of response measures. But as I explained this to my colleagues, most of who were male senior policy officials known to influence decisions; they recanted, saying that they we should focus on the real issues as gender was not important at that moment...” (Gender Assessment 2018)

Majority of the respondents identified the limited understanding of the concept of gender as a major challenge. This is because most people assume that gender work can be done by anyone. It is this poor assumption that has led to lack of deployment of gender experts in missions especially women who had little expertise of their roles and responsibilities.

A high number of interviewees indicated that the negative influence of culture contributed to the high number of male personnel in the field of Peace and Security. Most people believe that security matters should be handled by the men. In relation to this, societies have often at times discouraged their women from joining the military and police institutions, because of fear of not having families.

Majority of the respondents indicated that the minimal involvement of women at strategic positions at times affected the design and implementation of policies and strategies as most of them were gender blind. It is for this reason and more that there was low representation and participation of women in PSO environments.

3.7.2 Legal and normative framework challenges

Majority of respondents mentioned the delayed or minimal operationalization of gender policies as one of the major challenges. Some institutions have gender policies that they had to develop because of external influence. This led to lack or minimal operationalization of the policy documents. In addition, other institutions lack or have the limited financial capacity to operationalize their actions plans. This was indicated by one of the respondents who said that:

“...When the AU/UN was asking us to develop NAPs, our countries did not consider the work that would be involved. For instance, in-order for us to add more female personnel in the military, we needed to make sure that we had constructed infrastructure that would accommodate their needs; make uniforms that will be for the female personnel and ensure that even the body armour is favourable. But instead some governments decrease the budget for the Defence Institutions, but still expected these institutions to implement what is in the policy document...” (Gender Assessment, 2018)

3.7.3 Institutional Challenges

Some institutions regard gender as short term projects that should last for a year or two; because of this they have not been able to fully integrate gender in their policies, programs and activities. This has subsequently led to lack of proper allocation of resources for specific gender work. Which consequently then poses the questions; what happens after the stipulated duration elapses? Is one year enough to address all gender gaps from policies to programs? Does this then lead to over dependence on donor funds?

Secondly, some respondent's alluded limited support from the leadership for gender work as a key challenge. According to them gender work can only be progressive with the right buy-in from policies and programs. Institutions that did not have leadership support have failed to integrate gender perspectives in their policies and programmes which affected their development. This statement was affirmed by a respondents who indicated the following:

“...If the leader of your organisation does not see the need for mainstreaming gender, then all efforts associated with gender integration in policies, programs and normal activities would have already failed even before they start...” (Gender Assessment, 2018)

Thirdly, limited or lack of financial and human resource capacity for gender work has hindered some organisations to have a Gender Policy/Action plan for their activities. In some instances, it has contributed to organisations lacking gender experts or advisors, hence making some organisations dependent to donor funding, which is not sustainable.

3.7.4 Operational challenges

Majority of respondents indicated that the volatile situations of PSO had contributed to less women being deployed for AU/UN missions by value of either dying in conflict or finding that their husbands have married other women. It is these triple gender roles that have also

contributed to the low number of women in mission environments. This was confirmed by one of the respondents who said;

“...Due to the multiple gender roles that women play; at times they dread being deployed for missions for fear of losing their families...” (Gender Assessment 2018)

Some institutions reported the low number of women in the Forces as a major challenge which in turn reflects on the number of women being deployed for PSO missions. For instance, some government institutions have less than 16% of female personnel and are required to deploy 20-30% to a mission. This challenge raises a few poses like: How can these institutions reach the number of Female Police Officers required for a Mission? Will this affect gender mainstreaming efforts in a mission?

Nonetheless, para 3.8 discusses some of the solutions that institutions were able to propose for the aforementioned challenges.

3.8 Overcoming the Challenges Faced in Gender Mainstreaming

Respondents were asked to propose solutions or give ongoing activities that are geared towards addressing the challenges outlined in 3.7 above. The solutions ranged from ensuring the enhancement of political will, increasing the participation of women in decision making platforms, enhancing partnerships and collaborations, promoting outreach campaigns through creation of awareness, among others. This section will discuss the various solutions as described by the respondents.

3.8.1 Enhancing Political will

Most respondents widely held the opinion that political will is the key driver for gender mainstreaming in Peace Support Operations. Through Political will, policies and programmes will be designed to ensure there is equal representation of men and women in all stages of planning to implementation. This was substantiated by one of the respondents who said:

“...Rwanda was a patriarchal society before the 1994 genocide, it was after this conflict that the President passed a law indicating that both women and men should be involved in the socio-economic development of their country. It was based on this decree that gender discrimination in Rwanda is at the lower minimum...” (Gender Assessment, 2018)

3.8.2 Increasing Number of Women in Decision Making Processes

Majority of the respondents indicated that the involvement of women in decision making enhances policy formulation and practice by promoting conflict prevention mechanisms through dialogue, mediation and negotiation. Since both men and women are involved in conflict, it is vital to encourage the equal participation of men and women in any peace processes at all stages. This was confirmed by one respondent who stated the following:

“...Women in South Sudan are ready to manage the conflict in their country, they are actively participating in the peace processes and in some instances, steering the talks themselves with the right parties...” (Gender Assessment, 2018)

3.8.3 Enhancing Partnerships and Collaborations

Majority of the respondents outlined the importance of partnerships as a way to enhance program sustainability and accountability from stakeholders. It is in this regard that partnerships are encouraged within member states and different institutions. In addition, institutions that have challenges of monitoring, depend on their various partners as well as member states reports to analyse data and collaborate their findings.

3.8.4 Promoting Outreach Campaigns and Creation of Awareness

In pursuant to the fore mentioned most respondents reaffirmed; that Workshops and Seminars have been playing a critical role in promoting gender awareness to the Military, Police, Civilian personnel and the Public. Institutions have been doing this by hosting different stakeholder's forums to educate them on the importance of gender mainstreaming in Peace Support Operations. Further to this, respondents suggested the use of outreach campaigns as a means that has been employed to break the cultural barriers from communities that perceive police and military institutions as male only dominated arenas. This has be done through public appeal, advertisements and other outreach activities.

3.8.5 Encouraging Mentorship of Young People

Most respondents outlined the need for institutions to embrace mentorship programmes for young people that can play leadership roles. This would assist in instilling the role and responsibility of the Youth in supporting Peace and Security initiatives. This was well illustrated by an ICGLR respondent who said:

“...The ICGLR Youth Forum has a mentorship programme for young people. We give the Youth an opportunity to be leaders by teaching them leadership skills that they can employ in resolving conflicts. Recently a lady from Tanzania, spoke to ministers and other high level personnel asking them to find solutions and address issues related to insecurity in the region...” (Gender assessment, 2018)

3.8.6 Budgeting for Gender Programs

Majority of the respondents outlined the need for having a separate budget for gender work as a means to support other related activities that fall under that docket. The budget would support activities that entail, coming up with a gender department, gender policy/strategy and a gender action plan. In addition to this, the department will also enhance the capacity to employ/recruit more personnel who can support the gender work of the institution.

3.8.7 Strict Implementation of National Action Plans

A high number of the respondents interviewed acknowledged that they had National Action Plans (NAPs) for gender that were developed through the guidance of UNSCR 1325. They proposed that the strict adherence of NAPs is what will periodically increase the meaningful participation of women and girls at decision making levels, in governance and at the community level. Subsequently, such endorsement will enhance accountability and transparency of government institutions and member states which end up reporting to the regional bodies.

3.8.8 Strengthening Existing Protection Centres for Vulnerable Groups

Some respondents indicated that they have protection programmes for the women and vulnerable population. This was well explained in Rwanda where they have a joint program for Sexual Gender Based Violence that was coordinated through the Ministry of Gender and Family Promotion (as indicated in para 3.4.13). This joint project has contributed greatly to the reduction of Sexual Gender Based Violence Cases.

CHAPTER FOUR

CONCLUSIONS AND RECOMMENDATIONS

4.1 Introduction

This section presents the conclusions and recommendations of the assessment that are likely to have significant implications on gender mainstreaming in PSO within the region and beyond.

4.2 Conclusions

From the field assessment conducted among selected RECs and government institutions with PSO mandate in the EASF region, it is evident that member states and institutions are at different points of gender integration in peace and security. Some have elaborate institutional gender machineries in place while others are in the process of developing them. The African Union, for instance, has actively incorporated gender considerations within its institutional hierarchies, policies and missions. There is commendable progress in mainstreaming gender considerations into AU Peace Support Operations.

The assessment also concludes that the WPS agenda seems to have been narrowed down to an inclusion of women and an overwhelmingly dominant focus on SGBV considering the regional and national legal and normative frameworks on gender integration. This has led to the inclusion of women without fundamentally destabilizing the gendered power relations within the structures or fundamentally altering how these structures function and respond in conflict situations. It has also essentially limited the rationale for women's inclusion and the focus of their work to predominantly one issue: SGBV. The representation of women in these structures is important but not sufficient to alter entrenched practices and behaviour. SGBV is a scourge that must be tackled but it is not the only impact of conflict on women, nor should it be the dominant lens through which the WPS agenda is cast.

This notwithstanding, the assessment concludes that the UNSCR 1325 has been domesticated either through RAPs or NAPs by RECs and countries respectively. Some RECs however were yet to have operational RAPs since they existed in the form of drafts. It is notable that countries were at different stages of NAP implementation - some were on their second generation while others were either midway or concluding implementation of their first NAPs. The unanswered

question is on the impact of these NAPs in actualising the WPS agenda since even for those on their second generation NAP no evaluation had been done on the first one.

Arising from the legal and normative frameworks, the assessment concludes that there were numerous activities by RECs and government institutions aimed at integrating gender in PSO and security matters. These included training and other forums of knowledge dissemination, gender sensitive recruitment, gender sensitive rostering for deployment, providing equal opportunities for training and putting in place gender responsive infrastructure.

The capacity by RECs and government institutions to integrate gender in their operations is critical for any successes to be realized. It was fairly evident from the assessment that there were personnel with gender training or roles and top management support was available. There were also gender directorates or departments in some government institutions. It is the conclusion of the assessment that having a gender directorate or similar offices in an institution's organogram gives gender work visibility and momentum. The biggest shortcoming in the capacity to integrate gender was lack of specific resource allocation for gender work. It was clearly evident from the assessment that gender integration activities heavily depended on availability of donor funds.

The assessment further concludes that RECs have more elaborate monitoring and reporting mechanisms compared to government institutions. The most popular mechanism was generation and reporting on sex disaggregated data.

Making reference to the legal and normative framework, it is concluded that in spite of many comprehensive laws, policies, programmes and strategies, gender integration is rocked by a myriad of challenges emanating from societal and institutional structures. Community and institutional culture is a challenge being overcome in efforts to achieve gender integration in PSO. Further deliberate efforts need to be targeted at progressively changing cultural attitudes and practices that undermine gender mainstreaming efforts. Demystifying the gender triple role for uniformed personnel is an issue of utmost concern hitherto. There is however a silver lining in this since some respondents were able to propose remedies to some of the challenges identified. Some of the remedies include: ensuring political goodwill, increasing the number of women in decision making positions, enhancing partnerships, conducting outreach campaigns at community level among others.

4.3 Recommendations

From the conclusions, recommendations for different stakeholders are made as follows:

4.3.1 General Recommendations

The assessment starts by making universal recommendations for all actors in a PSO environment as follows:

- i. Taking into account the inevitability of gender considerations in PSO, there is need for gender awareness training at all levels of an institution and/or mission. Deliberate strategic level training on gender should be undertaken before and during deployment. Such training can be tailored to suit geographical uniqueness and capacity needs in PSO context.
- ii. It is appreciable that RECs, RMS and countries have made great strides in integrating gender in PSO albeit at different levels. There is need therefore to learn from each other by sharing best practices on integration of gender in PSO.
- iii. In order to motivate female officers to take on PSO mission assignments, those officers who have been to missions can be allowed to share their experiences in national and international forums. This can reduce *mission-phobia* evident in some female personnel.
- iv. To guarantee female personnel participation in PSO, there is need to train them of self-planning or work-life balance so that they can play their triple roles (particularly reproductive role) while at the same time affording to serve in a PSO mission.
- v. The three mission components personnel working with gender related roles (gender advisors, focal points) need to work in a collaborative manner for synergy to be realized in a mission area.

4.3.2 Recommendation for AU

- i. Given that policy implementation is at the discretion of member states, it is crucial for AU to facilitate high level advocacy platforms to speak to Heads of State and Government Ordinary Session of the AU and make them reaffirm their commitments to accelerate actions to achieve gender equality.

- ii. Considering the evident low levels of gender awareness in the member states and security organs, there is need to institutionalise continental gender training and find resources to support it. This can be done by entering into MoC/U with peace training institutions such as IPSTC, RPA among others.
- iii. AU needs to develop guiding principles to guide member states on minimum standards (ratios) for gender representation in PSO deployments.
- iv. There is need for deliberate change of reporting format to the Council to include a gender perspective. Where the main report does not disaggregate data by sex, an annexure which disaggregates the information by sex can accompany the report.
- v. Considering that gender strategies are scattered across units, there is need to harmonize such strategies to avoid duplication. Additionally, it is suggested that PSOD develops a gender strategy to guide gender integration in PSO.

4.3.3 Recommendation for Regional Economic Communities and Regional Mechanisms

- i. It was established that some institutions had a gender policy with no Gender Action Plan. It is recommended therefore that such institutions develop their own action plans to guide implementation of the Women, Peace and Security agenda more efficiently into their policies and structures. The creation of an action plan provides an opportunity for the institutions to initiate strategic actions on women, peace and security, identify priorities and resources, and determine responsibilities and timeframes at regional level.
- ii. With the realization that RECs have their own gender policies, programmes and strategies, there is need to synchronise and harmonise such policies with the AU Gender Policy and ensure that the Policy's content is included in their sub-regional policies.
- iii. Acknowledging that member states have various initiatives on gender mainstreaming, RECs and EASF can initiate innovative and regional flagship best practice projects and programmes in the region especially advocacy and campaigns on the acceleration of women's equal participation in development and in regional

integration; and a strategy for leadership development and mentoring of young women in peace and security.

- iv. The capacity to integrate gender in operations was an issue of concern from the findings. It is proposed that EASF and RECs develop capacity for staff and Member States in gender mainstreaming, gender analysis, gender planning, gender budgeting and track gender equality issues in policy, programming processes and actions. This can be accomplished by tapping into the existing training infrastructure offered by Regional Centres of Excellence (RCE).
- v. The assessment revealed that there were few women in the decision making structures of RECs. There is need therefore for the organizations to lead by example and include women in their decision-making structures through affirmative action.
- vi. Internal structures at RECs need to drive the change required to fully implement UNSCR 1325 in PSO. Emphasis can be put on gender mainstreaming and/or including gender advisers in the organogram.
- vii. There is need to strengthen partnerships and promote research and dialogue on gender, peace and security. RECs need embrace collaborative (not competition) approach on integration of gender in strategies and programmes.

4.3.4 Recommendations for Member States

- i. The security organs are still masculine in terms of key decision making positions. There is an obvious need to reform the security institutions and alter the “male” identity of the police or military institutions. In order to secure long-term integration of a gender perspective in security institutions, gender equality considerations need to become part of the everyday process, a part of the everyday reality of the soldier, police officer and civilian personnel. More women need to be elevated to management or decision making ranks in the forces. Besides influencing policy and decisions, this will also serve as an inspiration to women and girls to join the forces.
- ii. It is appreciable that member states have policies and strategies on gender. It is consequently recommended that they should align/harmonise their gender mainstreaming policies, goals, objectives and programmes with those adopted at the

REC level and AU Gender Policy Commitments, focusing on policy actions on government's compliance to domestication and implementation of international instruments. To this end, member states need to set up Gender Policy Working Groups, and enable them to harmonise national gender policies with those agreed and adopted by the AU and the RECs, through heads of the national machineries responsible for women, gender and development affairs.

- iii. It was noted that some PSO components had their gender policies existing as drafts for years. It is recommended that fast-tracking of the process be done so as to finalize them to pave way for subsequent adoption and implementation.
- iv. Noting the good practice, in some institutions, of having well defined gender structures in their hierarchies, it is recommended that government institutions establish standalone gender units/divisions with focal persons. On this breath, the name of the proposed unit is crucial so as to convey the tenets of gender integration and not just women's issues.
- v. Noting the gaps in monitoring and reporting on gender integration, there is need for development of a unified monitoring and reporting framework for accountability, learning and continuous improvement purposes.

4.3.4 Recommendations for Regional Training and Research Institutions

- i. Regional training centres have a critical role in gender awareness training and research in the EASF region. In line with this notable role, there is a need for the development of a uniform and integrated training programme for civilians, police and military on gender mainstreaming in peace operations. Priority should subsequently be placed on the provision of gender training to civilians, police and military personnel who have to deploy or are deployed to AU and UN missions. Such training should go beyond advocating the need for gender mainstreaming to providing participants with the practical skills to deal with their own prejudices and to implement gender mainstreaming during mandate implementation and within their organisations.

- ii. Given the huge potential of the training centres, it is recommended that they forge partnerships via Memorandum of Understanding/Cooperation with RECs for delivery of gender training either on site or through mobile training teams in the field.
- iii. Noting the immense efforts by some training centres on research and training on gender issues, it is proposed that a gender hub be established. This facility will be a repository of knowledge on gender integration in PSO. It will hence be a point of reference for stakeholders in the broader peace and security sector.
- iv. There is need for a further analysis on the role of gender desks within the PSO Directorates. This will enable stakeholders to understand the significance of the gender desks before, during and after deployment e.g. do they offer advice to personnel preparing for deployment? Do they monitor gender dynamics in the field during deployment? And do they encourage experience sharing in post-mission stage so as to prepare the next lot of personnel preparing to deploy?
- v. There is need for further research at the PSO missions to understand the structures in place for gender integration as well as the exact role and impact of women on mission effectiveness.

4.3.5 Recommendations for partners

- i. Gender mainstreaming should adopt a holistic and multidimensional approach. There are various internal and external stakeholders and partners that have to be involved and acknowledged in the process. The donor community remains a key stakeholder in gender mainstreaming programmes. It is recommended that donors continue complementing government funding for gender mainstreaming initiatives. Additionally, partnering donors need to set clear and measurable funding targets for promoting gender integration in PSO.

ANNEXES

ANNEX A: INTERVIEW GUIDE

S/No	Respondent	Interview/Discussion Questions
1.	IGAD Gender Affairs Programme	1. What is the role and structure of IGAD Gender Affairs Programme? 2. In your opinion, how important is gender mainstreaming in peace and security? 3. What policies and strategies does IGAD have for mainstreaming gender in peace and security? 4. How has IGAD mainstreamed gender in its peace and security programs and activities? 5. What is the capacity of IGAD to mainstream gender in its peace and security functions? 6. What systems/tools does IGAD use to monitor and report progress of gender mainstreaming in its peace and security functions? 7. What challenges has IGAD faced in mainstreaming gender in peace and security? How were they addressed?
2.	Office of the IGAD Special Envoy for Somalia Peace Process	1. In your opinion, how important is gender in peace processes? 2. What strategies and methods has IGAD used to ensure gender mainstreaming in the Somalia peace process? 3. What is the level of women and men participation in the Somalia IGAD-led peace process? 4. What challenges has IGAD faced in mainstreaming gender in the Somalia peace process? How were they addressed?
3.	Office of the IGAD Special Envoy for South Sudan Peace Process	1. In your opinion, how important is gender mainstreaming in peace processes? 2. What strategies and methods has IGAD used to ensure gender mainstreaming in the South Sudan peace process? 3. What is the level of women and men participation in the South Sudan IGAD-led peace process? 4. What challenges has IGAD faced in mainstreaming gender in the South Sudan peace process? How were they addressed?
4.	AU Humanitarian Affairs, Refugees and Displaced Persons Division	1. What is the role and structure of this Division? 2. In your view, how important is gender mainstreaming in humanitarian affairs and protection? 3. What policies and methods does the Division utilise to integrate gender in humanitarian affairs? 4. How have the policies and methods in 3 above contributed to humanitarian protection of persons of different genders? 5. What systems/tools does the Division use to monitor and report progress of gender mainstreaming in humanitarian affairs and protection?

		6. What challenges has the Division faced in integrating gender in humanitarian affairs and how were they overcome?
5.	AU Peace Support Operations Division	1. What is the role and structure of AU Peace Support Operations (PSOD)? 2. In your view, how important is gender mainstreaming in PSO? 3. What policies and methods does PSOD utilize to integrate gender in PSO? 4. What are PSOD's key/practical achievements in mainstreaming gender in PSO? 5. What tools does PSOD use to monitor and report progress of gender mainstreaming in PSO? 6. What challenges has PSOD faced in integrating gender in PSO and how were they addressed?
6.	AU Office of the Special Envoy on WPS	1. What is the role and structure of the AU Office of Special Envoy on WPS? 2. What strategies/policies do you have/use for integrating gender in peace and security? 3. How have the strategies/policies in 2 above contributed to participation of women in peace and security? 4. What systems/tools do you use to monitor and report progress of women's participation in peace and security? 5. What challenges have you faced in promoting women's participation in peace and security? How were they overcome? 6. What are your key achievements and lessons learnt in promoting women's participation in peace and security?
7.	ICGLR Gender, Women and Children Programme	1. What is the role and structure of ICGLR Gender, Women and Children Programme? 2. What policies and strategies does ICGLR have/use for mainstreaming gender in peace and security? 3. How has ICGLR integrated gender in its peace and security programs and activities? 4. What is the capacity of ICGLR to mainstream gender in peace and security policies and programs? 5. What systems/tools does ICGLR use to monitor and report progress of gender mainstreaming in its peace and security functions? 6. What challenges has ICGLR faced in mainstreaming gender in peace and security and how were they addressed? 7. What are ICGLR's key achievements and lessons learnt in promoting gender integration in peace and security?
8.	ICGLR – RTF for Prevention of Sexual and Gender Based Violence	1. What is the role and structure of the ICGLR-RTF? 2. What is ICGLR-RTF gender mainstreaming strategy/policy? 3. How has the strategy/policy in 2 above contributed to gender mainstreaming in RTF's programs/activities? 4. What is the capacity of RTF to mainstream gender in its peace and security functions?

		5. What tools does RTF use to monitor and report progress of gender mainstreaming in its programs? 6. What challenges has RTF faced in mainstreaming gender in its programs and policies? How were they addressed?
9.	ICGLR Youth Forum	1. What is the role and structure of the ICGLR-Youth Forum? 2. In your opinion, how important is gender mainstreaming in peace and security? 3. What is ICGLR-Youth Forum gender mainstreaming strategy/policy? 4. How has the strategy/policy in 3 above contributed to gender mainstreaming in your programs/activities? 5. What is the capacity of ICGLR-Youth Forum to mainstream gender in its peace and security programs? 6. What tools do you use to monitor and report progress of gender mainstreaming in your programs? 7. What challenges have you faced in mainstreaming gender in your peace and security functions? How were they addressed?
10.	EASF-Military, Police and Civilian Components	1. What is the role and structure of the EASF and this Component? 2. In your opinion, how important is gender mainstreaming in PSO? 3. What policies and strategies does EASF/Component have/use to mainstream gender in its PSO functions? 4. How has EASF/Component mainstreamed gender in its PSO programs and functions? 5. What is the capacity of EASF/Component to mainstream gender in its PSO functions? 6. What tools/methods does EASF/Component use to monitor and report progress of gender mainstreaming in its PSO functions? 7. What challenges has EASF/Component faced in mainstreaming gender in its PSO functions? How were they addressed?
11.	Burundi National Defence Force	1. In your opinion, how important is gender mainstreaming in PSO? 2. What policies and strategies does Burundi National Defence Force (BNDF) have for mainstreaming gender in PSO? 3. How have the policies and strategies in No. 2 above contributed to gender mainstreaming in PSO? 4. What is the capacity of BNDF to mainstream gender in its PSO functions? 5. What methods does BNDF use to monitor and report its progress of gender mainstreaming in PSO? 6. What challenges has BNDF faced in gender mainstreaming and how were they addressed?
12.	Burundi National Police Force	1. What is the level of participation of Burundi National Police Force (BNPF) in peace keeping/PSO? 2. In your opinion, how important is gender mainstreaming in PSO?

		3. What policies and strategies does BNPF have for mainstreaming gender in PSO? 4. How have the policies and strategies in No. 3 above contributed to gender mainstreaming in PSO? 5. What is the capacity of BNPF to mainstream gender in its PSO functions? 6. What methods does BNPF use to monitor and report its progress of gender mainstreaming in PSO? 7. What challenges has BNPF faced in mainstreaming gender in PSO and how were they addressed?
13.	Ministry of External Relations and International Cooperation - Burundi	1. What is the role of the Ministry in PSO? 2. In your opinion, how important is gender mainstreaming in PSO? 3. What policies and strategies does this Ministry have for mainstreaming gender in its PSO functions? 4. How has this Ministry mainstreamed gender in its PSO functions and deployments? 5. What is the capacity of the Ministry to mainstream gender in its PSO functions? 6. What methods does the Ministry use to monitor and report its progress of gender mainstreaming in PSO? 7. What challenges has the Ministry faced in mainstreaming gender in its PSO functions and how were they addressed?
14.	Rwanda Defence Force	1. What policies and strategies does Rwanda Defence Force (RDF) have for mainstreaming gender in PSO? 2. What achievements has RDF made in mainstreaming gender in PSO? 3. How has RDF been able to gain and sustain the achievements outlined in No. 2 above? 4. What tools/methods does RDF use to monitor and report its progress of gender mainstreaming in PSO? 5. What challenges has RDF faced in mainstreaming gender in PSO and how were they addressed? 6. What key lessons has RDF learnt in mainstreaming gender in PSO?
15.	Rwanda National Police	1. What policies and strategies does Rwanda National Police (RNP) have for mainstreaming gender in PSO? 2. What achievements has RNP made in mainstreaming gender in PSO? 3. How has RNP been able to gain and sustain the achievements outlined in No. 2 above? 4. What tools/methods does RNP use to monitor and report its progress of gender mainstreaming in PSO? 5. What challenges has RNP faced in mainstreaming gender in PSO and how were they addressed?

		6. What key lessons has RNP learned in mainstreaming gender in PSO?
16.	Ministry of Gender and Family Promotion/Gender Monitoring Office - Rwanda	1. What is the role and structure of Gender Monitoring Office (GMO)? 2. What policies and strategies does Rwanda use to mainstream gender in PSO? 3. How has Rwanda mainstreamed gender in its PSO functions and deployments? 4. What tools/methods does Rwanda use to monitor and report its progress of gender mainstreaming in PSO? 5. What challenges has Rwanda faced in mainstreaming gender in PSO and how were they addressed? 6. What key lessons has Rwanda learned in mainstreaming gender in PSO?
17.	Uganda People's Defence Force	1. In your opinion, how important is gender mainstreaming in PSO? 2. What policies and strategies does UPDF have for mainstreaming gender in PSO? 3. How have the policies and strategies in No. 2 above contributed to gender mainstreaming in PSO? 4. What is the capacity of UPDF to mainstream gender in its PSO functions? 5. What tools/methods does UPDF use to monitor and report its progress of gender mainstreaming in PSO? 6. What challenges has UPDF faced in mainstreaming gender in PSO and how were they addressed? 7. What key lessons has UPDF learned in mainstreaming gender in PSO?
18.	Uganda Police Force	1. What is the level of participation of Uganda Police Force (UPF) in peace keeping/PSO? 2. In your opinion, how important is gender mainstreaming in PSO? 3. What policies and strategies does UPF have for mainstreaming gender in PSO? 4. How have the policies and strategies in No. 3 above contributed to gender mainstreaming in PSO? 5. What is the capacity of UPF to mainstream gender in its PSO functions? 6. What tools/methods does UPF use to monitor and report its progress of gender mainstreaming in PSO? 7. What challenges has UPF faced in mainstreaming gender in PSO and how were they addressed?
19.	Kenya Defence Forces	1. In your opinion, how important is gender mainstreaming in PSO? 2. What policies and strategies does Kenya Defence Forces (KDF) have for mainstreaming gender in PSO?

		3. How have the policies and strategies in No. 2 above contributed to gender mainstreaming in PSO? 4. What is the capacity of KDF to mainstream gender in its PSO functions? 5. What methods does KDF use to monitor and report its progress of gender mainstreaming in PSO? 6. What challenges has KDF faced in gender mainstreaming and how were they addressed?
20.	Kenya Police Service	1. What is the level of participation of Kenya Police in peace keeping/PSO? 2. In your opinion, how important is gender mainstreaming in PSO? 3. What policies and strategies does Kenya Police have for mainstreaming gender in PSO? 4. How have the policies and strategies in No. 3 above contributed to gender mainstreaming in PSO? 5. What is the capacity of Kenya Police to mainstream gender in its PSO functions? 6. What tools/methods does Kenya Police use to monitor and report its progress of gender mainstreaming in PSO? 7. What challenges has Kenya Police faced in mainstreaming gender in PSO and how were they addressed?
21.	Ministry of Foreign Affairs - Kenya	1. What is the role of the Ministry in PSO? 2. In your opinion, how important is gender mainstreaming in PSO? 3. What policies and strategies does the Ministry have for mainstreaming gender in its PSO functions? 4. How has the Ministry mainstreamed gender in its PSO functions and deployments? 5. What is the capacity of the Ministry to mainstream gender in its PSO functions? 6. What methods does the Ministry use to monitor and report its progress of gender mainstreaming in PSO? 7. What challenges has the Ministry faced in mainstreaming gender in its PSO functions and how were they addressed?

ANNEX B: PICTORIAL HIGHLIGHTS



Discussion Session in IGAD Secretariat HQ, Djibouti



Group Photo at AU Office of Special Envoy on WPS, Addis Ababa, Ethiopia



Group Photo at BNPf HQs, Bujumbura, Burundi



Group Photo at IGAD Office of Special Envoy to Somalia Peace Process, Addis Ababa, Ethiopia



Group Photo at UPF HQs, Kampala, Uganda



Courtesy Call to ICGLR Secretariat, Bujumbura, Burundi



Presentation of IPSTC Plaque to RDF, Kigali, Rwanda



Presentation of Publications to KDF, Nairobi, Kenya



Discussion Session with Director ICGLR-RTF, Kampala, Uganda



Group Photo with UPDF Personnel, Kampala, Uganda



Discussion Session with BNDF Personnel, Bujumbura, Burundi



Group Photo at KPS HQs, Nairobi, Kenya