

AFRICAN FEMALE MILITARY IN UNITED
NATIONS PEACEKEEPING MISSIONS

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General Studies

by

LAUSANNE NSENGIMANA, CPT, RWANDA DEFENCE FORCE
Bachelor of Social and Military Science, Royal Military Academy,
Brussels, Belgium, 2011

Fort Leavenworth, Kansas
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ABSTRACT

AFRICAN FEMALE MILITARY IN UNITED NATIONS PEACEKEEPING MISSIONS, by CPT Lausanne Nsengimana, 101 pages.

United Nations (UN) Peacekeeping Operations (PKO) reflect the changing nature of the post-Cold War world. PKO involve large-scale deployment of resources to prevent fighting and establish stability between those parties in conflict. Many factors contribute to both successful and less-successful PO; one factor recently addressed by the UN is that of female representation. The purpose of this research was to explore the representation of female members in UNPKO and how their representation contributed to mission success. The main question this thesis addressed was “what is the value added of female military in UNPKO?” To accomplish this end, the study reviewed international policy regarding Women, Peace and Security, and applied key factors from these documents to case studies of Female Engagement Teams in Afghanistan and UN missions in Liberia, the Central African Republic, and Democratic Republic of the Congo. The author used three evaluation criteria, based upon the three components of strategy - ends, ways, and means to assess overall effectiveness of these missions. This study recommends increasing women representation in UNPKO, in general, and African female representation in particular.

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Name of Candidate: CPT Lausanne Nsengimana

Thesis Title: African Female Military in United Nations Peacekeeping Missions

Approved by:

_____, Thesis Committee Chair
Michael J. Burke, M.Ed.

_____, Member
Kevin E. Gentzler, D.M.

_____, Member
Douglas E. Lathrop, M.A.

Accepted this 15th day of June 2018 by:

_____, Director, Graduate Degree Programs
Dr. Robert Baumann, Ph.D.

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ACRONYMS

DDR	Disarmament, Demobilization, and Reintegration
DPKO/DFS	United Nations Department of Peacekeeping Operations and Field Support
FET	Female Engagement Team
NATO	North Atlantic Treaty Organization
NGO	Non-government Organizations
PKO	Peacekeeping Operations
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender Based Violence
TCC	Troop-Contributing Countries
UN	United Nations
UNFFPU	United Nations Female Formed Unit
UNPKO	United Nations Peacekeeping Operations
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
U.S.	United States
WPS	Women, Peace, and Security

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CHAPTER 1

INTRODUCTION

Background and Necessity

The United Nations Security Council (UNSC) universally adopted *UNSCR 1325* (2000) regarding Women, Peace, and Security (WPS) in October 2000. This resolution was the UNSC's first legal document that insisted parties respect women and girls' rights during a conflict. It highlights the challenges women and girls face during conflict to include sexual violence and exploitation. This UNSCR acknowledged the need for considering the consequences of such an action for women and men as gender mainstreaming. Through this, the Security Council (SC) expressed the necessity for roles involving women and increased their roles in decision-making during conflict prevention and reconciliation, while recognizing that women significantly contribute to a state's internal peace and security (UNSC 2000).

Gender considerations in military operations are a relatively new phenomenon. Historically and traditionally, the female population is not sought out for their understandings of military operations. Today, and in the future, there are an increasing number of unclear frontlines. In these complex environments, women are present in the battle area, and winning their hearts and minds is paramount for success and lasting stability.

The author's personal experience in the Central Africa Republic (CAR), with the International Support Mission to the Central African Republic (MISCA), and United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) is the main reason for this enquiry. The CAR was under a fragile

transition after a civil war and MISCA were the first troops on the ground during that period. Non-governmental organizations were also present, but in a vast country with a poor road network, access to the population in the countryside was a challenge. MINUSCA took over in September 2014 and the number of female military personnel during both missions was very low, and those who were present, performed administrative and support activities. Additionally, the CAR has a high rate of HIV-AIDS, unemployment, and rape. Besides bringing security and stability, the population needed assistance in the domains of education, health, and reconstruction. In a culture where women mostly trust women, gender balanced units might be received as a positive factor for gender issues. Where are the female military personnel? That is the question Centraficans asked, to include even President of the transition, Catherine Samba Panza.

The goal of this study is to analyze gender mainstreaming in UNPKO as a probable combat source of stability during warfare. The analysis includes a review of gender as it relates to UN policy, strategy behind gender integration, and considerations in African societies. Analysis of the history of female population engagements in Afghanistan, Democratic Republic of Congo (DRC), the Central Africa Republic (CAR), and Liberia were reviewed for their contributions, issues, and lessons learned. A thorough research will illustrate how gender mainstreaming might be further integrated into future military operations This approach will seek to fill knowledge gaps and further gender mainstreaming in United Nations Peacekeeping Operations (UNPKO) in the case of African conflicts.

Statement of the Problem

The purpose of this research is to explore the representation of female members in the UNPKO. UN Security Council Resolution (UNSCR) 1325 advocates gender mainstreaming in operations conducted to resolve conflict. Despite those recommendations, the numbers of female military in UNPKOs remains small and affects both the effectiveness and validity of each UN mission. Various UN missions on the African continent lack female representation, which may be due to societal considerations or gender stereotypes.

Research Questions

To assess the need to enhance female military posture in UNPKO on the African continent, this research seeks to assess this primary question: what is the value added of female military in UNPKO?

The primary question encompasses these secondary questions:

1. How do the UN reforms integrate Resolution 1325 into UNPKO?
2. How have other armed forces integrated female members to meet the UN requirement?
3. What is the current status of female military member integration within African military organizations as related to UNSCR 1325?

Assumptions

There were three assumptions that were critical to the objectives of this study:

1. Current literature indicates an interest in having female military in UNPKO.

2. The number of female soldiers will increase as planned in the African Armies strategies.
3. Conflict in the Sub-Saharan region of Africa is similar to civil conflict around the world.

Definitions

Conflict-Related Sexual Violence: Incidents or (for SCR 1960 listing purposes) patterns of sexual violence that are rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity against women, men, girls, or boys occurring in conflict (DPKO/DFS 2014, 22).

Gender: The behavior, cultural, and social differences associated with one sex. A person's gender is learned through socialization and is influenced by their culture and society. The gender of a person may result in different roles, responsibilities, opportunities, needs and constraints for individuals (NATO 2009).

Gender Balance: The degree to which men and women hold the full range of both gender in an organization. The UN aimed to achieve a 50-50 gender representation in the long term (DPKO/DFS 2014, 21).

Gender Equality: The equal opportunities or equal numbers for both gender so they may contribute to their societies in equal terms (DPKO/DFS 2014, 21).

Gender Focal Points: Activities enabling implementation of mandates on women, peace, and security in tactical-level of military peacekeepers" (DPKO/DFS 2010a, 41).

Gender Mainstreaming: The process of assessing women's and men's concerns and experience to ensure there are integral and equal parts of legislation, policies, and programs (NATO 2002).

Gender Perspective: Exposure to differences between gender in status and power, and depict how gaps lead to gender to inequality (DPKO/DFS 2014, 21).

Sexual and Gender-Based Violence (SGBV): Any physical, mental, and sexual harm or suffering directed at individuals or groups based on their sex (DPKO/DFS 2014, 22).

United Nations Department of Peacekeeping Operations (UNDPKO): A UN institution developed to help countries in conflict to develop conditions for lasting peace (UN Peacekeeping 2018). The UNSC monitors the work of UNPKOs on an ongoing basis through periodic reports from the Secretary-General (SG), and by holding dedicated SCUNSC sessions to discuss the work of specific operations.

Legal Basis for Peacekeeping: The UN Charter gives the Security Council (SC) primary responsibility for the preservation of international peace and security. The council can establish a UN peacekeeping operation when there is an urgent need of enforcing peace in a conflict. UNPKO deploy according to mandates from the UNSC. Their tasks differ depending on the nature of the conflict and the specific challenges it presents. Each mission is guided and based upon one of these chapters below:

1. Chapter VI concerns the “Pacific Settlement of Disputes.” UNPKO are usually linked with this chapter.
2. Chapter VII contains provisions related to “Action with Respect to the Peace, Breaches of the Peace and Acts of Aggression.” Recently, the UNSC has adopted the practice of invoking Chapter VII of the Charter when the deployment of UNPKO into volatile post-conflict settings faces a state unable to maintain security and public order. It can also be seen as

a firm political statement and a means of emphasizing obligations by the parties to a conflict and the UN Troop Contributing Country (TCC) to give effect to Security Council decisions (UN 1945). UNDPKO deploy based on mandates from the UNSC; this mandate sets the mission's objectives and size. Depending on their mandate, PKO may be required to operate over a range of tasks that include deployment to prevent the outbreak of conflict across borders stabilization of conflict; create an environment for parties to reach a lasting peace agreement; assist in implementing comprehensive peace agreements; and, lastly, lead states through a transition to a stable government (UN Peacekeeping 2018).

Scope of the Study

The scope of the study assesses gender considerations and gender integration at strategic, operational, and tactical levels in achieving lasting stability and peace. The case studies focus on contributions and lessons learned from integrating gender in UNPKO through examining actions of major TTC. It also examines successful U.S. and foreign countries actions that have further brought gender mainstreaming perspectives in national strategy and military operations.

Limitations

The primary limitation in this study was the use of four comparative cases studies, which are the Female Engagement Team (FET) in Afghanistan and UN missions in Central Africa Republic (CAR), Democratic Republic of Congo (DRC) and Liberia. Another limitation was using analyzing only female integration in UNPKO within the

African continent. Limitations found during the literature review is the lack of data on female representation in security sector in West, North and Central Africa. Most important no open source is available showing resources and campaigns to increase female representation at national level. Finally, there is not available current data from African TCC that provided actual descriptions of how of women's integration in their Armies.

Delimitations

Although this study discusses the assignments of military females and the rescinding of the combat exclusion policy, the study does not present extensive arguments for or against the women in combat. This delimitation is necessary for clarity of the primary research focus as well as feasibility of the study.

Significance of the Study

This study seeks to further understanding, visualization, and integration of gender considerations in UNPKO for enhanced security and stability of civilians. Finding gaps in the literature and making recommendations for gender mainstreaming in the future is a significant potential outcome from this study. Issues encountered by FETs in Afghanistan and UN missions in Liberia, DRC, and the CAR were analyzed to improve female population participation and explore how this competency can be levied in future UN operations. To advance the emerging topic of gender considerations in operations, the researcher chose three diverse sub-categories for the study as follows:

1. UN Policy Review–Women, Peace, and Security–national and regional strategies;

2. Foreign gender strategies and integration in various mission (FET U.S. and UN mission); and
3. Main purpose of the presence of female military members in UNPKO.

Chapter Summary

In summary, the purpose of this study thesis was to explore the representation of female members in UNPKO. Gender considerations in military operations are a relatively new phenomenon. Traditionally, the female population is not sought out for their understandings of military operations. Despite the UN recommendations, numbers are still low, and, therefore, impact on the UNPKO validity and effectiveness. In the conduct of the study, there were limitations on exploration of their value added in PKO. This study may reveal gaps and propose effective methods to integrate gender mainstreaming in nations' security sectors on the African Continent and in UNDPKO to improve security and stability in a conflict area. The following chapter reviews international gender integration in PKO and their integration in the cases of Liberia, DRC, and the CAR.

CHAPTER 2

LITERATURE REVIEW

From Northern Ireland to Liberia to Nepal and many places in between, we have seen that when women participate in peace processes, they focus discussion on issues like human rights, justice, national reconciliation, and economic renewal that are critical to making peace, but often are overlooked in formal negotiations. They build coalitions across ethnic and sectarian lines, and they speak up for other marginalized groups. They act as mediators and help to foster compromise. And when women organize in large numbers, they galvanize opinion and help change the course of history.

—Secretary of State, Hillary Rodham Clinton,
“Remarks on Women, Peace, and Security”

The purpose of this research is to explore the representation of female members in UNPKO. The literature review reveals how human rights for women and girls relate to country stability and provisions for long-lasting peace. The United Nations through the UNSC has primary responsibility, for the maintenance of international peace and security. Therefore, the SC determines when and where to deploy a UN Peacekeeping operation (PKO). Many different factors are considered when establishing a peacekeeping operation, including whether there is a ceasefire in place; have the parties committed themselves to a peace process intended to reach a political settlement; does a clear political goal exist which can be reflected in the mandate; or can precise mandate for a UN operation be formulated?

This literature review used three areas of research. First, there was a review of UN Policies on Women, Peace, and Security and an assessment of strategies regarding gender planning in operations. Second, the research reviewed gender strategies in UNDPKO and third, women empowerment in security sectors.

Definition of Strategy

Numerous definitions of strategy are available in literature from Carl von Clausewitz to an instructor at the U.S Army War College, Colonel (retired) Arthur F. Lykke. To find the best definition of strategy for this study, the researcher assessed several available definitions. The definition used is easily understood and covers all directions possible to respond to the primary research question: what is the value added of female military in UNPKO?

Carl von Clausewitz defined strategy as, “the use of the engagement for the purpose of war (Bartholomees 2008, 14).” However, this definition is more applicable to the operational level of war than to the strategic level of war (Bartholomees 2008). Clausewitz further saw war as, “a mere continuation of state’s policy by other means (von Clausewitz 1976, 87).” Implicitly, war is not a policy, but a political instrument of national power (von Clausewitz 1976). In that case, strategy is a concept or activities undertaken by the military to achieve political objectives (von Clausewitz 1976). His interpretation of strategy limits itself to military and political instruments of national power, which is not the case in modern societies. Dr. Boone J. Bartholomees, Jr., instructor at the Department of National Security Strategy, U.S. Army War College, stated that strategy encompasses the political, economic, information, and military instruments of national power, applicable in peacetime and war (Bartholomees 2008). He argued further that a suitable definition of strategy must incorporate broader national security, covering all the instruments of national power. The British military historian, Sir Basil H. Liddell Hart, gave a modern definition of strategy as, “the art of distributing and applying means to fulfill the ends of policy. (Bartholomees 2008, 15).” In addition, this is

applicable for strategy in war and peacetime. That notwithstanding, Hart also confined his definition of strategy within the military spectrum, but it was not comprehensive. (Bartholomees 2008).

Joint Doctrine Publication 3-0, Operations, defines strategy as a “prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives”. The doctrine’s definition of strategy also limits its explanation to the national instruments of power. Colonel (retired) Lykke, gave a more graphic definition of strategy; he described strategy as a three-legged stool. The three-legs represents ends (objectives), ways (strategic concepts and course of action), and means (resources). However, Lykke stressed that the three-legs of the stool, if not equal, would tilt to one direction. Therefore, a strategist must take prudent risk in order to balance the legs of the stool. Lykke’s defined strategy as ends, ways, and means with careful judgment and acceptance of a decided risk. After all these definitions, his proposition is now a common model for assessing risks in strategy documents. Although the author considered other definitions, Lykke’s strategic model was chosen as the framework for this research. Beside the fact that his formula is recognizable to other strategist like Einstein equation $E=mc^2$ is to physicists as stated Antulio J. Echevarria II, Director of Research for the U.S. Army War College (Echevarria 2013). The equation seems to be a simple, reasonable, and an applicable way to conceptualize strategy. Lykke’s model is useful and functional; it keeps us from ignoring the constraint of resources, in theory, it prevents from implementing impractical strategies. As variables change, we only readjust the strategy: scale down the ends, increase the means, or introduce new ways (Echevarria 2013).

A subsequent assessment of the overall UN strategy and its components includes the ends, ways, and means. They will be the evaluation criteria used to analyze the ultimate UNDPKO goal, which is to “increase female representation in UN mission.” The present research explores UN strategy and policies. A distinction was made between policy and strategy because it was necessary to ensure adequate review of the roles of female military members.

Definition of those evaluation criteria follows:

Ends: Answers the question, what is to be accomplished, not only on the national level, but also on the international level.

Ways: Describes how achieving the goals are going to be implemented, which effective way is used.

Means: The resources that support achieving the UN identified ends.

The findings in this information from this literature review chapter were the nodes for driving analysis of UN strategy implementation in chapter 4. The first part of this literature review started by researching the first secondary research question, which leans on available UN policies. Each part of this portion links to one of the secondary questions, beginning with how UN reforms integrate Resolution 1325.

How UN Reforms Integrate Resolution 1325 (2000) in UNPKO?

This section of the literature review considers relationships between human rights of women and national and international security. It discusses women’s roles were reviewed for application as they apply to peace and security. Sources contained observation of trends that include the reduction of violence against women, empowering women for human capital development, and how these factors contribute to long-lasting

peace. An examination of literature through a policy review answers the secondary research question: How UN reforms integrate Resolution 1325 (2000) in UNPKO? Sources are listed chronologically, according to publication date, to show the evolution of policy.

UNSCR 1325 (2000)

UNSCR 1325 (2000) on Women Peace and Security (WPS) outlined the essential roles of women in conflict resolution, and mandated a review of the specific effects war has on vulnerable populations, mostly women and girls. This resolution highlights the significance of bringing gender perspectives to the center of all UN conflict prevention and resolution, peace building, peacekeeping, rehabilitation, and reconstruction efforts. UNSCR 1325 (2000) expresses “concerns that civilians, particularly women, children, refugees, and internally displaced persons (IDP) are increasingly targeted by armed elements, and also recognizing the consequent impact this has on durable peace and reconciliation” (UNSC 2000, 1). Subsequently, this resolution emphasized the need for women’s involvement in decision-making processes, and conflict resolution through peace consolidation. It also requested reports from the UNSG on gender mainstreaming in peacekeeping missions.

Women, Peace, and Security (WPS)

“Women, Peace and Security,” published in 2002 by the UN, is a report conducted following and in responding to UNSCR 1325 (2000). That study focused on many positive steps toward establishing the policy. A conclusion from the report indicated concludes that women remain marginalized when it comes to their involvement

in peace and security negotiations, post-conflict agreements, disarmament, and reconstruction. The study also discussed the numerous roles women play in conflict, together with civilians and combatants. The study explored current research, input from the UN reports, scholars, local, and international non-governmental organizations. This section of the literature review discusses civilians in warfare, women in peace negotiations, peacekeeping, humanitarian efforts, reconstruction, and disarmament, demobilization, and reintegration programs (DDR).

Women in Peace Negotiations

Civilians are often the targets of warfare. Mass displacement and gender-based violence are common in the conflict zone. In countries where violence and discrimination against women and girls is common prior to warfare, it appears to be normal during a fight. The report recommends the full involvement of women in negotiations of peace agreements at the national, regional, and international level. In peacekeeping missions, gender-mainstreaming inputs are essential for the watching of human rights, the establishment of security, and developing a rule of international and national law.

Humanitarian Efforts and Reconstruction

Regarding humanitarian operations, the UN study found it crucial to appoint gender specialists at field locations. The main purposes of that function are to protect the rights of women and children, report human rights violations, and ensure consideration of gender perspectives during humanitarian activities.

Disarmament, Demobilization, and Reintegration (DDR)

The final topic of the UN study on WPS was DDR. This section debated difficulties in identifying female combatants and thus their inclusion in DDR efforts. DDR programs for women are rare because women are often overlooked because they are often a minority (UN 2002). This section also highlighted that women have historically played key roles in advocating for disarmament. “Women, Peace and Security” reviewed various topics including women in contemporary conflict; impact of armed conflict on women and girls; and how women are part of various peace, humanitarian, reconstruction, and DDR activities.

Gender Equality in UN Peacekeeping Operations

The policy on Gender Equality in UN Peacekeeping Operations conducted by the Department of Peacekeeping Operations (26 July 2010) had two purposes. First, it defined and described requirements for guaranteeing equal representation of men and women in all peacekeeping activities. Secondly, it applied existing UN system-wide mandates for advancing gender equality (DPKO/DFS 2010b). This policy is mandatory to all categories of peacekeeping personnel. Its implementation is tailored to the specific mandate of the peacekeeping mission (DPKO/DFS 2010b, 2). Member states must be aware of the policy and, in turn, should strongly support its implementation through budgetary oversight, contribution of troops, and national actions plans. The DPKO Gender Team, at its headquarters, is the repository of the policy, and supports implementation (DPKO/DFS 2010b). PKOs are key to influencing the directing of resources, shaping of laws, institutions, and process to advance gender equality in the

host nations, to enhance accountability for the violation of women's right (DPKO/DFS 2010b, 3). Additionally, the policy highlighted several principles:

1. Inclusiveness requires that peacekeepers consult equally with men and women on all decisions that can affect them in post-conflict countries (DPKO/DFS 2010b, 3).
2. Non-discrimination requires that peacekeeping personnel ensure support for policies and decisions that uphold the equal rights of women and girls, and ensure their protection against sexual and gender-based violence and harmful traditional practices (DPKO/DFS 2010b, 3).
3. Gender balance requires the staffing profiles at headquarters and in the missions reflect institutional commitments to the equal representation of men and women at all post levels (DPKO/DFS 2010b, 3).
4. Efficiency in peacekeeping activities requires that all human resources capacity in the post-conflict area be effectively harnessed to build and sustain the peace process (DPKO/DFS 2010b, 3).

The report further suggests that collaboration and dialogue with TCC/PCCs shall promote gender sensitive policies. Policies should contain provisions for increased recruitment and deployment of uniformed women to PKO to ensure maximum operational effectiveness of PKO (DPKO/DFS 2010b, 2).

Global Trends 2025

The review from *Global Trends 2025*, conducted by the U.S. National Intelligence Council (2008), contributes to this thesis as it considers why the military needs a gender approach in the future. This research concluded that the recent surge in

economic productivity can be attributed to improvements in women's health, education, and employment opportunities (National Intelligence Council 2008). Above all, demographic data shows a sound connection between female literacy and a robust Gross Domestic Product (GDP) within a region. For example, southern and western Asia, the Arab world, and Sub-Saharan Africa are among the most impoverished regions in the world, they also have high female illiteracy rates (National Intelligence Council 2008).

Researchers also concluded that countries with relatively large numbers of women in politics place more importance on societal issues such as health care, the environment, and economic development. Examples of this are Sweden and Rwanda, both countries have large numbers of women in politics and place extra importance on societal issues and programs. If this tendency continues over the next twenty years, it is likely that many other countries will favor social programs over military activities (National Intelligence Council 2008). Another benefit of women in government leadership includes lower levels of corruption (National Intelligence Council 2008). A society grows by considering how women contribute to stability that allows wide-ranging support for education and political empowerment efforts, which ultimately helps a society to grow.

DPKO/DFS Guidelines Integrating Gender Perspective into the Work
of the United Nations Military in Peacekeeping Operations

General Chikadibia Obiakor, Military Adviser to the Office of Military Affairs Department of Peacekeeping Operations, signed a guideline on 1 March 2010 aimed at enhancing the operational effectiveness of military peacekeeping and guiding practical translations of existing mandates on WPS on the mission of their performance in their mission. Content within these guidelines informed what and which TCC training

activities were developed. Guidelines were built through consultation with the member states of five peacekeeping missions: The United Nations Disengagement Observer Force, Syria (UNDOF), United Nations Hybrid Operations in Darfur/Sudan (UNAMID), United Nations Interim Force in Lebanon (UNIFIL), United Nations Mission in the Sudan (UNMIS), and the United Nations Stabilization Mission in Haiti (MINUSTAH). This guidance encouraged peacekeepers to engage with the military, personnel from other peacekeeping components, UN partner entities, local authorities, and civilian populations (DPKO/DFS 2010a). These guidelines are value-added to TCC and military components of field missions. The guidelines include force-generation targets with specific operational requirements for the selection and deployment of male and female military personnel, pre-deployment preparations, and outline training of military personnel. The development process included consultations within DPKO and all five peacekeeping missions mentioned above. Each section in the guideline document present three sections correspond to the three levels of military engagement: strategic, operational, and tactical levels of military command and operations. The military gender adviser and focal point structure from the guideline is as shown below (DPKO/DFS 2010a).

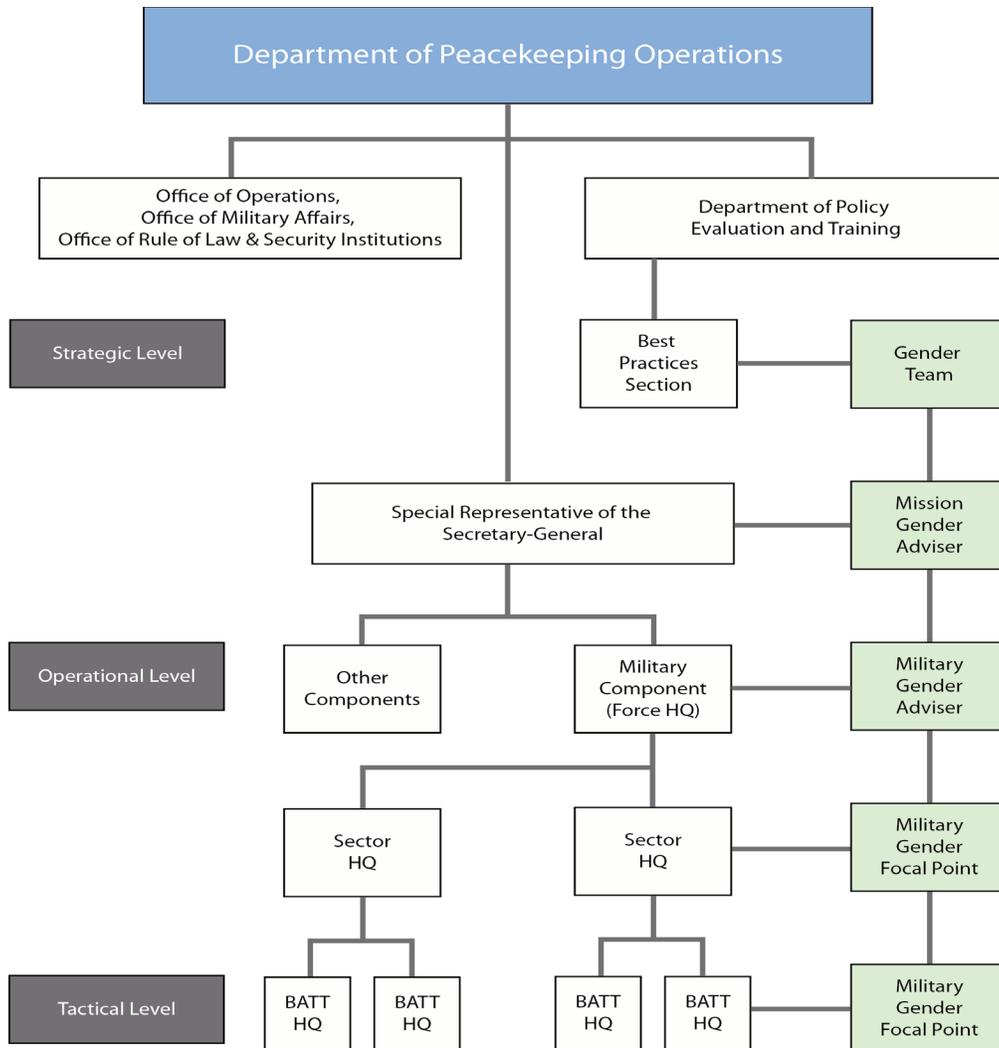


Figure 1. Generic Structure for Military Gender Advisers and Focal Points

Source: United Nations Department of Peacekeeping Operations and Field Support, *Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations* (New York: United Nations, 2010), 39, accessed 22 December 2017, https://peacekeeping.un.org/sites/default/files/dpko_dfs_gender_military_perspective.pdf.

The Office of Military Affairs at UN Headquarters generates strategic-level guidance targets for different offices or units. Strategic level guidance indicates when there is need for an integrated approach and provides specific roles and actions of the

military within the broader context of the operation. Military operations planning and liaison with other mission constituents include assessment of any differences in security priorities of local women and men and their contributions to the mandate implementation. The monitoring and reporting activities of military components in peacekeeping missions evaluate the progress of military efforts to implement mandates on WPS.

Operational-level guidance targets military components at force headquarters in peacekeeping missions. At the operational level, military tasks span the range of activities which translate strategic guidance and direction from the military concept of operations into field-level duties and coordination (DPKO/DFS 2010a). Depending on the scope of the mandate, military tasks may include activities to ensure protection, information operations, monitoring, and verification of implementation of peace agreements, liaison, and support for national security forces (DPKO/DFS 2010a). Military protection activities include all measures to ensure the protection of civilians, to support the delivery of humanitarian assistance, protect UN facilities and personnel, and respond to the priorities of both women and men. Military liaison activities in the area of operation foster an integrated approach to implementation of mandates on WPS (DPKO/DFS 2010a).

Tactical-level guidance targets military personnel deployed in the field (DPKO/DFS 2010a). At the tactical level, military activities involve the translation of operations orders into specific mission tasks on the ground. Mission tasks within the DPKO consist of activities related to the protection of civilians, patrolling, checkpoint duties, humanitarian aid support, and assistance to host nation security forces (DPKO/DFS 2010a).

New Challenges and Priorities for UN Peacekeeping

UN Under-Secretary-General Hervé Ladsous, in his remarks at the Brookings Institution, 17 June 2014, started with an overall picture of the conflicts around the world. He gave examples like the DRC and even South Sudan today, which are were, and continue to confront, confronting on a second or third trend of conflict. Many of these formerly intrastate conflicts are becoming increasingly regionalized. He highlighted the fact that 87 percent of UN uniformed peacekeeping personnel were in Africa extending from the Atlantic to the Indian Ocean.

Recently the SC has sought earlier action by the UN DPKO attempting to enter the conflict at a center point where it might be possible to support a fragile peace and protect civilians. The changing nature of conflict and the changing role of UN peacekeeping have required the UN to adapt and respond (Ladsous 2014). The UN DPKO encountered various challenges; some of these challenges influenced the effectiveness of PKO and more vulnerable populations in a negative manner (Ladsous 2014).

Another UN PKO challenge is budget cuts from the UN General Assembly (UNGA). Due to U.S. pressure, UNGA has voted to cut \$600 million from the UN Peacekeeping budget, which was \$8 billion peacekeeping budget (Besheer 2017) (United Nations General Assembly 2017), reducing UN peacekeeping operations could be a disaster for women and girls: PKO budgetary cuts will affect the ability of the UN to protect civilians ultimately an impact to the protection of civilian.

Finally, during the International Conference, “Future Force Conference 2017,” held at The Hague, 9-10 February 2017, participants agreed upon some challenges faced

by forces on the ground, such as hybrid mission, new technologies, and extensions of PKO. For example, a two-week pre-deployment training is based on the generic UN Core Pre-Deployment Training Materials, which consists of about twenty-one subjects. Research also found that participants in shorter training sessions were less capable of defining problems and identifying solutions in line with the preferred models, than those participants of long-term programs (UN University 2017b). The organizers opened discussion with the attendees around the following questions: Should peacekeepers be mandated to fight violent extremism? Should peacekeepers have a role in refugee crises? Moreover, how best to improve the training of peacekeepers to “stay ahead of the curve”? (UN University 2017a). All those challenges might obstruct how UN reforms integrate Resolution 1325 into UNPKO.

DPKO/DFS Gender Forward Looking Strategy 2014-2018

UN DPKO Gender Unit developed the Forward Looking Gender Strategy (2014-2018) and this document is the guiding document for UN missions. It highlights the link between WPS, and restates the commitment of UN DPKO to work effectively at all levels to promote and achieve gender-mainstreaming results in peacekeeping (DPKO/DFS 2014, 2). To continue to improve the integration of women in PKO, this strategy indicates member’s nations should build on the results achieved through utilizing best practices and lessons learned in PKO. The UN DPKO Gender Unit also directed participating countries to address critical gaps in institutionalizing gender work in DPKO/DFS. The important roles that UN Women and the Office of the Special Representative of Secretary General (SRSG) play vis-à-vis WPS promotes synergy

through the UN's coordination network for WPS-related issues, and promotes improved data collection, analysis, reporting, and dissemination of progress and impacts results.

The overall strategy aims to strengthen institutionalization of gender equality and WPS mandates according to coordination and reporting frameworks for WPS. The UNSG established achievable objectives within the strategy, along with specified tasks, as well as approaches to ensure achievement of those objectives. There are three following objectives:

1. Strengthen Capacity: Capacity of all peacekeeping personnel (civilian, police, and military) to advance gender equality and the WPS agenda;
2. Strengthen Accountability: DPKO/DFS management and accountability systems for the achievement of gender equality and WPS related results;
3. Engagement and Partnerships: Further increase DPKO/DFS efforts to mobilize and engage effectively with its partners for the achievement of gender equality and WPS-related results (DPKO/DFS 2014).

DPKO/DFS will apply the following approaches to ensure that results are achieved and maximized. DPKO will explicitly incorporate gender perspective in all policies, programs, planning and resource, management, and guidance tools; use and promote measures or interventions that specifically target gender-based inequalities and discrimination; and finally systematize gender training for all personnel with corresponding performance frameworks (DPKO/DFS 2014).

UN DPKO ensures that the mission's mandate determines and sets priorities before deployment; they also recognize that priorities will evolve with time. An exhaustive list of priorities does not exist, but a sample of recent priorities follows:

Political processes and governance structures; human rights protection and promotion; disarmament, demobilization, and reintegration (DDR); security sector reform (SSR); mine actions; legal judicial and corrections reforms; prevention, protection, and response to sexual and gender-based violence; and security sector reform (SSR) (DPKO/DFS 2014).

Women's participation in the security sector has been recognized as a critical component of mission success, both in the UN normative frameworks, and by commanders on the field themselves. The literature review shows that the Office of the Military Advisor, both the Secretary General and the Department of Peacekeeping Operations have been encouraging TCCs to deploy more women. As part of the UN Global Effort launched in 2009, the UN Police Division (UNPOL) recruited more female police officers into national police services and UN police operations around the world, and, at the same time, set a goal of increasing female participation to 20 percent. The UN Office of Military Affairs (OMA), on the other hand, did not set a specific target, but its leadership encourages member states to contribute more female troops via correspondence and meetings with member states. In 2010, DPKO and DFS published, "Guidelines for Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations" (hereafter referred to "DPKO/DFS Guidelines"). It underlines the importance of uniformed female personnel and the operational necessity of employing a gender perspective in missions. The document was intended to provide a practical translation of the mandates on WPS, such as Resolutions 1325 and 1888, and "to inform the force-generation goals in line with specific operational requirements for

the selection and deployment of male and female military personnel, pre-deployment preparations, and training of military personnel” (DPKO/DFS 2014).

Women Empowerment for Preservation of Human Rights

Women and girls are valuable targets because they are often seen as the vectors of cultural identity (UN 2002). That is why warfare tactics such as rape, forced abortion, trafficking, sexual slavery, and the threat of sexually transmitted disease are part of contemporary conflicts (UN 2002). In Angola and the DRC, militia commanders and soldiers used women and girls as sex slaves (UN 2002). Rape has become a tool to demean those who lose the conflict. In Rwanda, opposing groups raped and mutilated women and girls as both an exercise of power and as a way to demoralize men in the women’s family, clan, or ethnic group (UN 2002). Researchers noticed that women are more involved in the informal peace process, but are often ignored in formal peace negotiations. Women-related issues, which are political, social, civil, and economic, do not always reach the negotiation forum. Women cannot voice their concerns, if they are not included in peace negotiations (UN 2002).

Women in the Security Sector in Africa

Most African countries included a quota system of 30 percent of women in the workplace. In southern Africa, South Africa is the leader, in southern Africa, in gender balance with 30 percent female representation in the South African National Defense Force, followed by 23 percent in Namibia, 23 percent and 20 percent in Zimbabwe with 20 percent according to Yolande Bouka and Romi Sigsworth’s (2016). Research for the Institute Security Studies, Peace and Security Research Program in their East Africa

report of September 2016. In East Africa, it is difficult to assess the figures, not all East African countries share data. In west, North and Central Africa sources are absent. Across the board, national defense forces are reluctant to provide data about the numbers or percentages of women within the rank-and-file and in decision-making positions.

Uganda's military forces divulged some information about female members. The Uganda People's Defense Forces (UPDF) had 1,566 female soldiers. Data, revealing the total number of soldiers in the UPDF, was are not made available. Therefore, publicized for reasons of national security, it was impossible to determine what percentage of the UPDF was constituted by females (Bouka and Sigsworth 2016, 5).

Across the continent, there are very few women promoted to top-ranking positions. Bouka and Sigsworth found less than 2 percent of colonels and lieutenant colonels are were female, 3 percent of majors, and 8.5 percent of captains are being women (Bouka and Sigsworth 2016, 5). In Rwanda, an estimated 0.8 percent of the defense force was female (Bouka and Sigsworth 2016, 5). A mere 0.46 percent of the National Defense Force in Burundi is female, with no women represented in decision-making positions (Bouka and Sigsworth 2016, 5). Currently, there is no publicly available data for the number of women in the Tanzania People's Defense Forces. The UN and member states' singular focus on counting the numbers of female uniformed personnel in peace operations forgets the important goal of integrating a gender perspective into the work of field missions.

Three core issues hinder the ability of nations to increase numbers of female members and a gender perspective. They are a lack of understanding about Resolution 1325 about UN policy and guidelines on gender equality in peace operations. No research

has closed the gap between data and analysis about this set of issues. Second, there is a prevalence of social norms and biases that contribute to gender inequality within the African security sector. The last point is the most difficult issue to study and change because it involves long-standing societal norms and cultures that are different between countries.

Societal Consideration

African women have always contributed to security institutions, an often avoided or overlooked fact in current studies. In the pre-colonial era, there were notable examples of women as agents and actors in the security sector. Queen Ahhotep I of Egypt played an important role in her country's liberation struggle. The Dahomey Amazons (from modern-day Benin) formed a key group of female warriors in the national army, and their equivalents in Monomotapa (modern day Zimbabwe) were renowned for their courage and efficiency (Juma 2009). Sociologists suggest that the European gender model was extrapolated on to the African women model continent. Then during the independence movements, African women joined the various struggles for their independence. Women did not gain more freedom and opportunities. However, being part of those, revolutions did not bring more freedom and opportunities for those women who fought. Therefore, the post-independence period failed to achieve the promises; either actually stated or implied (Bouka and Sigsworth 2016). Lately, African constitutions have added new language for more equality and non-discrimination, particularly for women.

WPS and Resolution 1325 were the main source of constitutional changes in armed forces. Since the ratification of Resolution 1325, many countries—including African states—have proved experienced different levels of success in encouraging

women's integration in peace and security frameworks and for gender mainstreaming in the security sector. An indicator of progress normally used is an increase in the recruitment and induction of women into the armed forces. This is not the case; in reality, the number of female military members remains very low, and are not considered a priority in UNPKO. Lack of female presence brings a, the downside of the integration in the relative augmentation of increased sexual exploitation and abuse by male peacekeepers across the continent. Various studies have shown the impact of female peacekeepers in conflict as a positive in dealing with communities in general, particularly female civilians (Bouka and Sigsworth 2016). There are some bright spots in Africa as the principles of Resolution 1325 have been embedded in various continental and regional instruments of government.

The African Union's (AU) *Protocol to the African Charter on Human and Peoples' Rights and Rights of Women in Africa* (2003), an African Union (AU) document, requires member states to combat all forms of discrimination against women through appropriate legislative, institutional, and other measures. The AU's *Framework on Security Sector Reform* notes that "security sector reform will adhere to the principles of gender equality and women's empowerment . . . and will therefore include women specific activities, gender awareness and responsive programming, and aim to bring about transformative possibilities for gender equity within the security sector" (AU 2003).

Most recently, the AU launched its Gender, Peace and Security Programme (2015-2020) in 2014 "to serve as a framework for the development of effective strategies and mechanisms for women's increased participation in the promotion of peace and

security. It was also designed to enhance the protection of women in conflict and post-conflict situations in Africa” (AU 2014). In East Africa, the International Conference on the Great Lakes Region’s *Pact on Security, Stability and Development in the Great Lakes Region (2006)* committed member states to “equality between men and women, including the use of positive discrimination policies” (International Conference on the Great Lake Region 2006). Furthermore, the Intergovernmental Authority on Development (comprised of Djibouti, Ethiopia, Somalia, Eritrea, Sudan, South Sudan, Kenya, and Uganda) has adopted a Regional Action Plan (RAP) for Resolution 1325. This RAP reports the under-representation of women at all levels of the conflict resolution, the misunderstanding of gender equity in peacekeeping mission and finally the lack of women at all level of decision-making (Bouka and Sigsworth 2016). Despite a sound policy framework, the implementation of these resolutions, pacts and protocols has been slow and patchy. In October 2015, a UN commission led a study toward the implementation of the resolution 1325. The reports have shown indicated that challenges continue with women acting as negotiators and women in UN missions. Those are the recurrent issue for women’s equality and participation (Bouka and Sigsworth 2016). Integrated plans on Resolution 1325 are actions that consider or measure its implementation and proof of countries’ commitments to achieving the stated goals (Bouka and Sigsworth 2016).

Bouka and Sigsworth (2016) mentioned that the continuous low levels of women in national security institutions is echoed at the regional level where the presence of women in peacekeeping missions is also not a priority. While African states have taken the lead in contributing troops to UN and AU peacekeeping missions, the total number of

female personnel in the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), for example, stands at only 2 percent (Bouka and Sigsworth 2016).

Women and Interactions with the Populace

Mixed units also served an example for those communities on how both sexes-gender can work together in any circumstances. Women peacekeepers are relegated to support and administrative tasks. There are some situations in which female military members conduct confidence-building patrols. Though they are included in the statistics, they are not effectively involved in the core activities of the mission (Bertolazzi 2018). Researchers agree that women in UN peacekeeping missions bring different perspectives and behaviors and improve the mission. Moreover, women present in mixed units do not challenge men in terms of strength but complement them. They also bring a positive impact on the overall relationships within and outside the mission. Female presence acted as a brake on possible Sexual Exploitation and Abuse, discipline behaviors, and codes of conducts violations (Bertolazzi 2018). Where the presence of women in PKO was higher, such as Guatemala and South Africa, those missions were successful and their mandates fulfilled. While multiple factors can be attributed to their success, the presence of women in these missions should be taken into account as a contributing factor (Bertolazzi 2018).

How Have Other Armed Forces Integrated Female Members to Meet the UN Requirement?

Numbers of African Female Representation

The level of women in national security institutions is mirrored at the regional and international levels, where the presence of women in peacekeeping missions is also not import (Bouka and Sigsworth 2016). Even though the African states have taken the lead in TCC to UN and AU peacekeeping missions, the total number of female personnel in the UN Organization Stabilization Mission stand at a lower number. According to UNDPKO resources, data on troop and police contributors by country from 2014 to February 2018 show a quasi no-female representation in both MINUSCA and MONUSCO. Figures 2 and 3 cover the timeframe from 2014 to 2018 and show the numbers of women compared to men by country for two different missions. Some countries have taken the lead and showing integration progress like South Africa, Tanzania, Zambia, and Malawi.

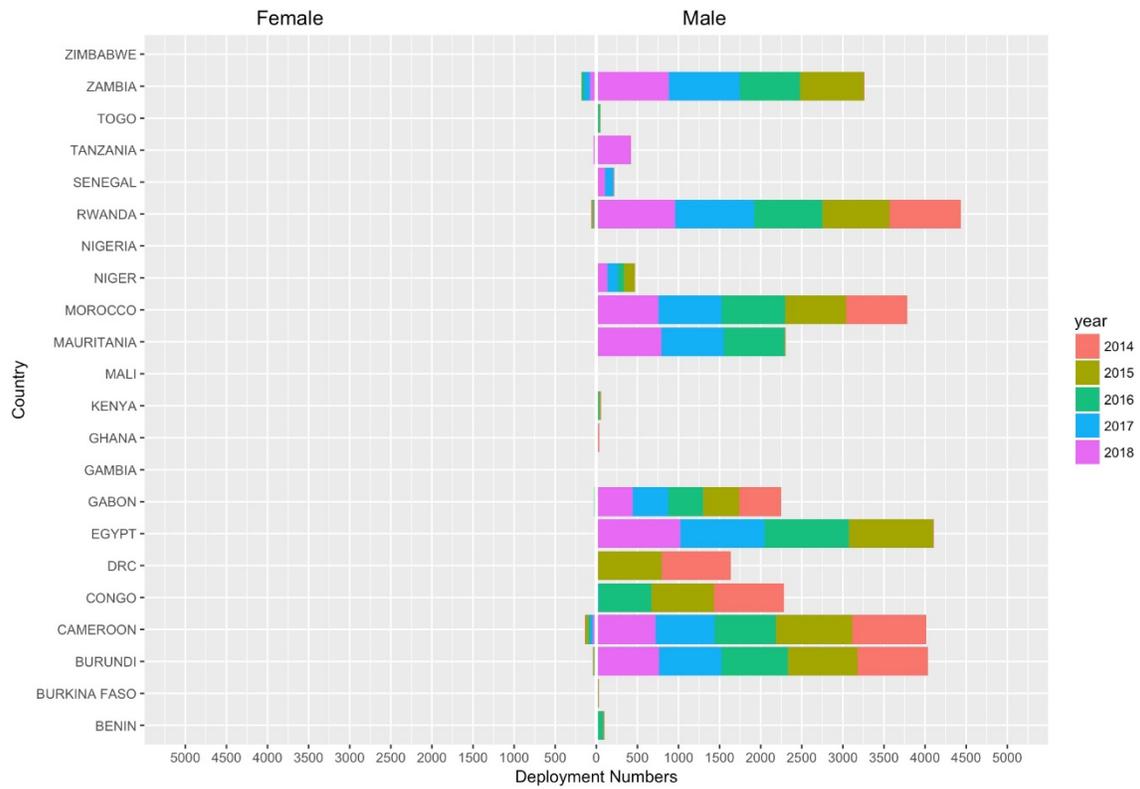


Figure 2. MINUSCA Men and Women Representation by African Countries from 2014 to February 2018

Source: United Nations Peacekeeping, "Data," 28 February 2018, accessed 1 December 2017, <https://peacekeeping.un.org/en/data-0>.

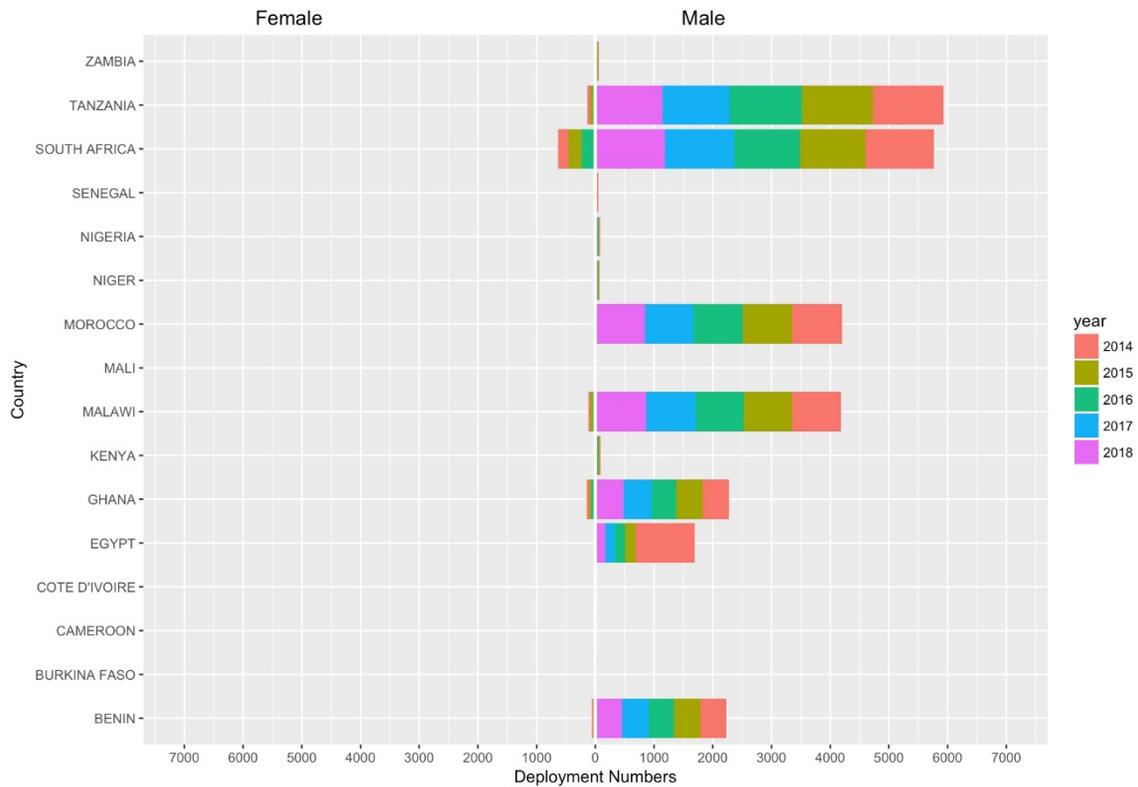


Figure 3. MONUSCO Men and Women Representation by African Countries from 2014 to February 2018

Source: United Nations Peacekeeping, 2018, “Data,” 28 February, accessed 1 December 2017, <https://peacekeeping.un.org/en/data-0>.

Summary

This chapter reviewed the literature concerning integration of women into security organs. It started with several definitions of strategy and the author concluded that Lykke’s definition of strategy (strategy = ends + ways + means) is suitable for this research. Therefore, ends, ways and means were used as evaluation criteria in following chapters. Review of UN policy, specifically UNDPKO policies, describe the benefits of female presence in peacekeeping missions, the need to increase women in military

formations, and the work in the field. It also reviewed those factors delineated by UN DPKO to increase gender balance in conflict areas. Other literature covered in this chapter describe the roles of women in the security sector and with preservation of human rights in Africa. Seen as guardians of peace, they are often not part of the talks and maybe neglected in the peace agreement. On the African continent, societal considerations are barriers for gender balance and gender perspective. UNDPKO database from 2014 to 2018 showed that African TCC are still reluctant to provide more female peacekeepers.

This literature review identified gaps in knowledge. These gaps do affect the researcher's ability to analyze the state of integration within Africa. The backbone of this research resides on the research methodology and the evaluation criteria. Those criteria are defined in chapter 3, and that chapter explores the research methodology used to analyze the operational effectiveness of gender-balanced peacekeepers.

CHAPTER 3

RESEARCH METHODOLOGY

I measure the progress of a community by the degree of progress, which women have achieved.

—B. R. Ambedkar, *Dr. Ambedkar on Women Liberation*

The purpose of this research is to explore the representation of female members in UNPKO. The author has chosen a qualitative research approach for this study. The qualitative type is case study analysis. Through case study analysis, we can compare policies and strategies to actual results to determine if the desired end state of the policy is achieved. Case study analysis in this research can best achieve the stated purpose of this research.

Definition of Qualitative Research Methodology

Qualitative data are considered the rough material that researchers collect from the world they study; they are the particulars that form the basis of analysis (Bogdan and Biklen 1992). Qualitative researchers choose their analysis methods by the research question and type of data collected. Qualitative research allows an interpretive approach within analysis (Miles and Huberman 1994). Qualitative research methods include interviews and observations, but may also include case studies, surveys, and document analysis. By collecting data from different sources, the researcher evaluates extensive data with an open mind. As the study progresses, he or she continuously examines the data for patterns and the patterns lead the researcher to build the theory (Savenye and Robinson 2001). The qualitative method of research fares better in bringing to light answers to the primary and secondary questions asked in chapter 1. According to Bouma,

the advantages of qualitative research design in this kind of investigation is that it remains flexible with the details of the approach are often modified as the research proceeds. Outcomes are analyzed in similar ways to other data (Bouma and Atkinson 1995). The qualitative method of research enables in-depth examination of the data in the field studied, and does not follow any predetermined variables for study (Creswell 2007). The main weakness of this method is that it is regarded as the “lowest rung” of academic research (Sandelowski 2000).

This study used print document inventory. The qualitative methodology used in conducting the research is the most applicable for this thesis. According to Mahoney, the advantages of the document method are the availability of sources which are easily obtainable, they are inexpensive and useful in describing goals and objectives. One disadvantages of the document method are that the data set may be incomplete or inaccurate. In addition, the data or material, at times, may be difficult in to access or locating suitable and relevant documents may prove challenging (Mahoney 1997).

The researcher analyzed relevant documents to this field of study. The documents utilized in this research include the UNSCR 1325, the UNDPKO strategy 2014-2018 and UNDPKO guidelines integrating women perspective at work. Other credible sources were obtained, reviewed, and analyzed to identify new strengths that would add relevance the UNDPKO’s strategy. The purpose of analyzing different documents related to this thesis is to assess the UN’s overall strategy with the goal of identifying additional ways and means to more effectively realize the strategy’s long-term objectives.

Information Collection to Answer Research Question

The main thrust of this study is to answer the primary and secondary research questions. Initial information was collected from diverse sources at the Ike Skelton Combined Arms Research Library (CARL). This library is part of the U.S. Army Command and General Staff College (CGSC) and contains print documents and electronic materials. Available literature was found to be sufficient to guide a comprehensive research and arrive with an informed analysis for future recommendations. During the research process, relevant data were obtained and critically analyzed to provide answers to the questions. The collected data enabled the researcher to identify the purpose of the UNDPKO and the mechanisms it has adopted and employed to mitigate and further promote increasing numbers of women in PKO. The data also provided a review of the weaknesses, strengths, and problems at hand that may inhibit the achievement of the goals.

The study examined literature, lessons learned, best practices, and problems encountered to determine whether the emerging issues can lead to supplemental analysis. Therefore, the purpose of this research is to explore the representation of female members in UNPKO. Despite UNDPKO recommendations to increase female representation within military organizations, the numbers of female military in UNPKOs across Africa remains small. Various UN missions on the African continent lack female representation.

Case Selection

A relatively easy way to visualize the changing dynamics of conflicts is to list examples of change that appear to have some impact on the formation, intensification, or resolution of lengthened social conflicts. Examples of potential case studies include the

death of key leaders and the collapse of political systems, such as Liberia or the Somali Republic; the discovery of large supplies of valued and contested good as in the case of DRC; sudden use of violence to attack another in the case of CAR. During the review of literature, trends emerged that were suitable for analysis of the cases studies. Identified trends include the need for the FET capability, now and in the future; the current African representation in UNPKO. These trends primarily used document-based research to answer the secondary research questions. During the review of documents, a directive for gender integration in UNPKO, via gender advisors, was discovered and reviewed in some length. To answer the primary and the secondary questions posed, the researcher obtained and analyzed first hand source data accounts written on the subject of female integration into PKO. Research focused on the use of official documents relating on the UNDPKO's strategy and policies and other relevant sources of information.

Challenges

Challenges are inherent with the qualitative research methods of document-based research, subject matter expert analysis. First, the task of transcribing, coding, and analyzing qualitative data is detailed and time consuming (Bailey 2008). Second, interpreting and remaining unbiased during the analysis of thick qualitative data is a challenge (Bailey 2008). Recognition of the bias is the first step to look for an appropriate research methodology. Secondly, a thorough analysis of the strategy and its components must be completed. While writing about the recognition of those issues mentioned above and by avoidance of making those errors, makes the research becomes more objective and relevant.

Evaluation Criteria

As mentioned previously in the literature review, Lykke's defined strategy is a summation of the ends, ways, and means with careful judgment and acceptance of a decided risk (Echevarria 2013). His proposition is now a common model for assessing risks in strategy (Echevarria 2013).

Three common methods exist by which a person can assess a strategy. First, he or she can analyze the strategy internally. For instance, he or she can examine each of the components of the strategy and the relationships among the components to see if the strategy has balance within itself. Secondly, he or she can look at how the strategy as a whole is related to other like strategies; i.e., he or she can see if it links properly to superordinate and subordinate strategies, as well as to other related same strategies. Thirdly, he or she can view the strategy in relation to its opposition; i.e., comparing the same strategy with the opposite strategy. Thus, there are three standards to judge a strategy: internal balance, external linkage, and effectiveness against opposition (Leonhard 1993). Each of these perspectives is critical in thoroughly evaluating a given strategy. This paper offers a theory for the first stage of strategic analysis as described above. The study aimed at applying intellectual rigor to the pursuit of identifying components of the strategy within the UN's policies, resolutions, and mandates.

Dr Jack Kem, in "Fall 2006 Air and Space Power Journal," highlighted the context, ends, ways, and means framework that match how strategy describes the full spectrum of conflict in a given operation. Additionally, he stressed that each recent strategy, policy, and guidelines emphasizes the necessity to develop understanding within a given context. Likewise, each highlights the central role that common aims (ends) play

in unity of effort, as well as coalitions and alliances (means). In regards to the different definitions seen in chapter 2 and what is being mentioned above, the author recommends Lykke’s strategic model as the framework for the research.

The evaluation criteria for this study is based on the ends, ways, and means framework. Each component is associated with one secondary research question. The measurement method of these criteria is exemplified by their variables as described below:

Table 1. Secondary Research Questions	
Secondary Research Questions	Evaluation Criteria
1. How have other armed forces integrated female members in order to meet the UN requirement?	Ends
2. How do the UN reforms integrate Resolution 1325 into UNPKO?	Ways
3. What is the current status of female military member integration within African military organizations as related to UNSCR 1325?	Means

Source: Created by author.

The ends are defined by the following factors: State, regional, and international recognition of the interests and added value of more female military in PKO; i.e., the recognition of female presence in particular and gender mainstreaming within the mission. Thus, it will determine or describe the response to the first secondary question. The factors mentioned are assessed for the complete and ongoing mission. The analysis captured focused on the criteria end of the UNSCR 1325, which is integrating gender perspective into the security sector. The essence of the analysis is to determine whether

the factors are present or absent in those regions, as well as the effects and impacts of the factors.

The ways are represented by policies, and resolutions or UN-mandated factors. Policies are regarded as states or organizational intent directives to increase women female presence in both the national security sector, and, therefore, UNPKO missions. The Resolutions or UN-mandates define the implementation of policies. This analysis responds to secondary research question: How the UN reforms integrate Resolution 1325 into UNPKO? The Resolutions or UN-mandates define the implementation of policies.

The Means (resources) are defined as recruitment and training for the purpose of this study. The Recruitment defines the resources countries have engaged placed against the requirement to implement gender balance integration in the security sector. Training is the basis the second resource used to analyze the cases in terms of Means. Training includes the resources or tools used within the TCC to provide tailored skills and support on WPS and gender-related issues. Thus, Findings related to training and recruitment (resources) build the response to the secondary question: What do we learn from the role of African female military members in UNPKO?

The table below shows a reasoned assessment of the availability and the effectiveness of the variables factor in the analytical framework. It will start by confirming whether the criteria factors were “present or absent” within each case study. Therefore, each factor valuation will contain values, “Yes” (represented by Y) for presence or “No” (represented by N) for absence. The same valuation method was used for effectiveness in the accomplishment of the mission. The UN Indian Female Formed Police Unit in Liberia and the FET were considered completed missions because they are

no longer conducted. MINUSCA and MONUSCO are ongoing missions, since the UNDPKO is still sending peacekeepers in those countries. The deliverables from the UNPOL Liberia and FET case studies are noted as lessons learned for MINUSCA and MONUSCO.

Table 2. Summary of Evaluation Criteria Complete					
Factors		FET		UNPOL Lib	
		Present (Y or N)	Effectiveness (Y or N)	Present (Y or N)	Effectiveness (Y or N)
Ends (Objectives)	State				
	Regional				
	International				
Ways (Concepts)	Resolutions/UN Mandates				
Means (Resources)	Recruitment				
	Training				

Source: Created by author.

Table 3. Summary of Evaluation Criteria					
Ongoing Mission					
Factors		MONUSCO		MINUSCA	
		Present (Y or N)	Effectiveness (Y or N)	Present (Y or N)	Effectiveness (Y or N)
Ends (Objectives)	State				
	Regional				
	International				
Ways (Concepts)	Resolutions/UN Mandates				
Means (Resources)	Recruitment				
	Training				

Source: Created by author.

Research Design

Gender investigation is relatively new in military application. Therefore, fact-finding research is necessary to understand and then describe the current situation of women mainstreaming in UNPKO. The research includes an examination of international policy on WPS to understand the strategy of women's contributions to stability and foremost in UNPKO. The investigation explores a case study of FETs in Afghanistan and UNPOL in Liberia to analyze results of how existing policies were applied in missions. The study examined a summary and statistics of five years from 2014 to 2018 for contribution to UNPKO and policies and actions regarding gender integration in military operations to define any prominent developments for institutionalizing gender considerations in military operations.

To establish the research design, it was best to operationalize the strategy to increase female personnel employed to address the existing UNPKO strategy. The strategy will be operationalized by their respective criteria: ends, ways and means for each cases UN POL Liberia, MONUSCO, and MINUSCA. Each criterion is assessed through factors. Ends are assessed using the factors of state, regional, and international objectives. The ways are operationalized by UN resolutions and mandates. The means (resources) factors include recruitment and training. The following step will be follow:

Step 1: conduct a literature review. The latitude of this review will focus on literature that will allow the researcher to answer the secondary research questions. The results of this literature review are accessible in chapter 2 of this research. An analysis of the literature review results is presented in chapter 4 of this thesis.

Step 2: develop an evaluation framework, based on the definition of the strategy = ends + ways + means framework. This framework will consist of evaluation criteria to determine answer to the secondary research questions.

Step 3: analyze the findings from the application of the ends + ways + means based evaluation criteria. This, when combined with the results of the literature review, will provide an answer to the primary research question.

Step 4: draw conclusions from the information aggregated in steps one through three. Once conclusions are drawn, recommendations and future research are proposed.

This allows the research to begin with an examination of the policy and cultural environments for further evaluation the second part of the research, which is how the application of policy manifested in recent military operations. Identification of best practices for gender integration in operations are part of the purpose of this study.

Summary

The author has chosen a qualitative research methodology for his various advantages such as accessibility, inexpensive and most applicable for this thesis. The collected data enabled the researcher to identify the purpose of the UNDPKO and the mechanisms it has adopted and employed to mitigate and further promote increasing numbers of women in PKO. Case selection is based on criteria like collapse of political systems or the discovery of large supplies of valued and contested good. The author recommends Lykke's strategic model as the research framework which is ends + ways + means = strategy. The described research methodology will allow the researcher to answer the primary research question while minimizing challenges. The literature review and the application of evaluation criteria will result in answers to the secondary research

questions. The answers to the secondary research questions will allow the researcher to answer the primary research question

The research begins as exploratory to define the problem and determine a research design for the recent developments of gender integration in operations through engaging women in conflict zones. The research progresses using several qualitative research methods to include documentation review, case study, and subject matter expert consultations. Finally, the analysis and reporting of findings in chapter 4 lead to the recommendations in chapter 5 that answer the primary research question: what is the value added of female military in UNPKO?

CHAPTER 4

ANALYSIS

The purpose of this research is to explore the representation of female members in UNPKO. The primary question is what is the value added of female military in UNPKO? To understand and determine a response to that question, answering the secondary questions below is important:

1. How do the UN reforms integrate Resolution 1325 into UNPKO?
2. How have other armed forces integrated female members in order to meet the UN requirement?
3. What is the current status of female military member integration within African military organizations as related to UNSCR 1325?

By reviewing of international policies and strategies, one can to understand the direction from the UN. Awareness is paramount to recognize how female military integration in UNPKO contributes to enhanced security, stability, peace, humanitarian, and human rights efforts. To further answer the primary research question, this general case study analyzes UNPKO female military integration in African conflicts.

By reviewing international policies and strategies, it is useful to understand the direction from the UN. Awareness of that direction is paramount in order to recognize how female military integration in UNPKO contributes to enhanced security, stability, peace, humanitarian, and human rights efforts.

Why are More Women in Peacekeeping Operations?

It is necessary to remember that men and women may have different security needs. Women may experience restrictions on their movement, depending on the intensity of the conflict, while forces are establishing security (UN 2002). For example, in elections, it is important for peacekeepers to understand these constraints, so they can help remove obstacles for women to exercise their right to vote. The study and report of the Secretary-General concluded that women's representation in field offices and humanitarian operations on the ground was poor. Findings in the reports suggest that while UN workers are sensitive to the needs of women and girls, those workers need appropriate training on gender perspectives, which includes human rights abuses that women and girls face during conflict (UN 2002). The study also concluded that if gender perspectives were not included in the planning stages of humanitarian support, it was difficult to include them later in the reconstruction phase (UN 2002).

Post-conflict reconstruction often includes the reorganization and training of a security force. Therefore, military forces should strive to be representative of the nation's population and maintain strict adherence to human rights standards and humanitarian International law. Conversely, UNSCR 1325 specifically links increases in women's participation in peacemaking, peacekeeping, and peacebuilding within member states' peace and security institutions to improvements in women's situations in conflict and post-conflict environments. According to UNSCR 1325, "appointing or recruiting more women leaders, decision-makers, military or police officers, and foot soldiers is a means of better protecting the safety and rights of women and girls; furthermore, ensuring women's participation at all levels is linked to the "maintenance and promotion of

international peace and security” (UNSCR 1325). In the literature advocating for increased women’s participation in peacekeeping, a number of arguments tend to recur. These arguments overlap and reinforce each other, but some overarching themes were identified. They include the following: protection, sexual violence-assistance to victims, sexual violence-deterrence, and sexual violence-incidence.

Women peacekeepers are able to search local women at checkpoints, establish better relations with local women’s groups, and improve intelligence gathering about the local community via better access to local women with a broader understanding of what constitutes a FET security threat case. Women peacekeepers contribute to more equitable relations between genders within the local society by serving or perceiving as role models or mentors for women and girls.

The combination of those arguments leads to the conclusion that the presence of women peacekeepers contributes to a more effective PKO, owing to the abovementioned talents, attributes, or practical advantages. Additionally, increasing women’s participation in PKOs is considered to have both endogenous and exogenous effects. Endogenous the sense that women’s presence makes for a more compassionate, empathetic, and better-behaved operation. Exogenous effects occur on the level of the host community, and include women peacekeepers acting as role models, improving local gender relations (Jennings 2011).

Changing Dynamics of Conflict

The guidelines are relevant to regional organizations engaged in peacekeeping activities. In this regard, they should serve to complement existing guidance developed by regional partners and TCC to advance implementation of mandates on WPS. This

research showed that peacekeeping requires change in conflict resolution approach, which starts with mindset changes, cultural awareness (knowledge) and ownership. However, there is one shared effect of social conflict: the victims. Therefore, peacekeepers should visualize and consider relevant approaches for conflict resolution.

Case Study Literature

Female Engagement Team in Afghanistan ISAF Joint Command's Female Engagement Team Program Comprehensive

FET refers to a team of female soldiers, from the Army or Marines, whose mission is to engage women in the native populace to gain information from the female perspective regarding security and civil concerns according to the Center for Army Lessons Learned (CALL) website. The website includes the need for FETs in a gender-segregated society of restricted security, the underutilization of FETs due to a lack of understanding its utility, and the need for proponentcy of FET in a career field. This section reviews several key literature sources. The sources are dated in chronological order showing the history of events. "Engaging the Female Populace" is a comprehensive report by United States Marine Corps Major Maria Vedder, released in February of 2010. In the report, she requested International Security Assistance Force (ISAF) establish guidance for FETs and recommended a comprehensive engagement strategy for building confidence with the local.

The Afghanistan population is approximately 50 percent female. This half is difficult to engage due to their culture. In an unfriendly environment, military service members are often the first personnel to interact with the local populace. Therefore, FETs were developed to increase information gathering to fulfill the commander's critical

information requirements (CCIR) (Vedder 2010). Teams have military females who interact with the female population. In Afghanistan's culture, women have considerable influence over their families. Additionally, approximately 45 percent of the Afghan population is under the age of fourteen (Vedder 2010). According to Vedder (2010), women engagement teams are more capable of influencing children than men. ISAF could bring FETs into a population to provide support if the men did not agree to do so (Vedder 2010).

Another key mission was Village Medical Outreach (VMO). One should notice that when female medical providers were incorporated into a FET patrol, its engagements centered on medical needs (Vedder 2010). In addition, it was important to coordinate medical outreach with local medical providers, so local businesses were not inadvertently affected. In this way, the FET and village medical team could collaborate the medical outreach. The FETs also worked with Afghanistan National Security Force (ANSF) to help develop its female security force. It is important to note they could also interact with men. Sometimes men felt more comfortable speaking with military females because they found them less threatening (Vedder 2010).

General Stanley A. McChrystal, Commander of International Security Assistance Force (COMISAF), on 31 May 2010, issued a directive titled "Engagement with Afghan Females," which provides guidance for normalizing engagements. This directive called upon units to conduct female engagements in a culturally respectful manner to save support for the Government of the Islamic Republic of Afghanistan (McChrystal 2010). It went on to say, "It is important that we conduct engagements with Afghan females to support the battle space owners' priorities, including, but not limited to, comprehensive

understanding of the operating environment, civil-military operations, medical capabilities visit, and education programs” (McChrystal 2010, 2).

This directive provided several methods and recommendations regarding training and mission planning for FETs. The directive called for team members to be identified and trained prior to deployment when possible. It stated that female engagements should be incorporated into the planning process to support the commander’s priorities within the area of operations. According to the commander’s directive, they were not to be tasked to gather intelligence for offensive operations because that was not the intent of FETs (McChrystal 2010).

Women in Blue Beret in Liberia

In January 2007, India sent 125 women peacekeepers to Liberia. To date, this contingent was the only PKO completely filled with women. Lesley J. Pruitt suggested that it was time now to change according to the necessity of the operations and their review to send a men-only contingent (Pruitt 2016). However, she highlighted the fact that mixed contingents are more operationally effective. Several reasons raised for their integration in UN mission are the facility for women to reach other women and the advantage for interacting with the populace. They are useful at checkpoints; they can also easily approach victims of sexual abuse and violence, and other social threats. Liberia’s fourteen years of civil war resulted in a quarter of million civilian deaths and the displacement of 60 percent of the population (Pruitt 2016). At the beginning of the peace process in 2001, the Mano River Women Peace Network and the Women in Peacebuilding Network were the primary instigators of both sit-ins and formal peace negotiations. When peace talks stalled in 2003, their demands were met and signed. The

peace agreement included establishment of gender balance in elected and non-elected posts (Pruitt 2016). UNSC Resolution 1509 established the PO in Liberia. The Female Formed Police Unit (FFPU) operated in a complex global environment that featured varied and contested approaches to gender equity and women's inclusion in peace and security. It was an initiative of the UNDPKO and a member state. The first FFPU in UNPKO emerged from an Indian context that has historically included gendered approach to policing (Pruitt 2016). After completing six months of training and a UN Special Police Assessment Team test, they were cleared to deploy to Liberia (Pruitt 2016). They played a significant role in security in Liberia, and their presence encouraged Liberian women to join in the United Nations Mission in Liberia (UNMIL) and the national police force. Since then, Liberian women have recognized this UN initiative as an opportunity to establish their identity, and improve their standard of living (Pruitt 2016; Jennings 2011). Academic literature on peace and security has much on women peacekeepers, especially in protecting women and children. They have "a greater awareness of and sensitivity to their particular needs and challenges, because women peacekeepers are less provocative than men" (Jennings 2011, 2). They "help to de-escalate tensions that had arisen between their male colleagues and locals" (Jennings 2011, 5). The FFPU Liberia was able to bring help to local women and teach them how to defend against sexual assault and violence. They reduced gender-based violence and maintained law. According to Pruitt, traditionally, it was believed that only males could play this role in security and also women have proven to be able to reduce violence in a male-dominated society. They started community-focused programs to empower local women and girls. The unit's strategy was to incorporate local women that make it easier

to build trust and confidence between police and local communities (Pruitt 2016). They developed community outreach projects to provide medical services, clean drinking water, and installed lights in public areas for nighttime. They taught self-defense, first aid, and Indian dance to the local female in the town's Hebron Orphanage and Victory Chapel School (Kember 2010). The unit started computer classes and provided education on sexual violence and HIV/AIDS. The unit affected the Liberian economy positively (Kember 2010). The unit focused on women and girls but also changed the perception of men. "Following the school's 'adoption' by the Indian Unit in 2008, the ratio of female to male pupils climbed to 7:3—the opposite of the national average" (Kember 2010, 33). In addition, the most significant achievement was that Liberian women were motivated to join the Liberian National Police (LNP) and UN mission; some of them became police officers. Female recruitment in LNP remained high and increased every year to 10 per of the LNP by mid-2008 and 13 percent by mid-2009 (Kember 2010). The unit was able to maintain law and order, and reform the strong police force (Pruitt 2016). They began training of self-defense techniques, first aid and a hygiene policy, which become a crucial initiative (Milosevic 2012).

MINUSCA

Sectarian violence and attacks on civilians were widespread in the CAR where predominantly Muslim Séléka rebels, and largely Christian and animist Anti-Balaka militias continued to fight each other. In total, thousands had been killed on both sides and hundreds of villages burned. By the end of 2015, an estimated 456,000 people—the majority Muslim—remained refugees, and a further 447,000 remained internally displaced internally according to a Human Rights Watch report, citing situations between

April 2015 and March 2016 (HRW 2016). The UN peacekeeping mission, MINUSCA, deployed across many parts of the country after taking over from African Union (AU) peacekeepers in 2014. They worked alongside French peacekeepers, known as Sangaris, to attempt to protect civilians and reestablish order.

Their efforts were hampered by accusations that international peacekeepers were involved in sexual abuse of civilians, including children. The International Criminal Court (ICC) prosecutor continued investigations that started in September 2014 (HRW 2016). Human Rights Watch documented cases in which perpetrators used rape to punish women and girls suspected of interacting with people on the other side of the sectarian divide. Officials from the UN peacekeeping mission, MINUSCA, confirmed that peacekeepers do not provide security for the M'poko camp. The acting commander of MINUSCA's Joint Taskforce in Bangui confirmed this in writing, providing no explanation (HRW 2016). Civilian officials from MINUSCA and UNHCR told Human Rights Watch this is in part because the mission was focusing its efforts on security for the elections, implying that the decision was to deploy finite resources to a different priority. The National Public Security Minister told Human Rights Watch that Central African gendarmes would not enter the camp due to the danger of Anti-Balaka attacks. UN peacekeepers were mandated to provide "specific protection" to women and children affected by the conflict, including to prevent sexual violence and to assist in holding those responsible to account (HRW 2016). In 2015, at least 1,860 police and military peacekeepers were based in Bangui, with at least an additional eight hundred in reserve. The peacekeeping mission also has several advisers dedicated to monitoring, investigating and documenting conflict-related sexual violence (HRW 2016).

MONUSCO

The non-governmental organization, Working Group on Women Peace and Security, an NGO, became alarmed at a report of mass rape and other crimes against civilians committed by its member organizations and the UN in the Fizi area of South Kivu by troops of the regular armed forces of the Democratic Republic of Congo (DRC). They urged the DRC government, UN, and member states to hear the voices of Congolese women, who have constantly stressed that such attacks stop. According to local sources, a senior officer of the Congolese Army defected from a training course at the Kananda military training center in South Kivu after learning he was to be demoted. He left the center on 9 June with approximately a hundred and fifty soldiers, who terrorized and raided communities, including raping over a hundred and twenty women in the villages near the town of Fizi and surrounding area. Such attacks also mirror atrocities committed in 2010 and 2011, in which more than three hundred women, men, boys, and girls were systematically raped in Walikale, North Kivu (NGO Working Group 2011).

The UNSC has stated its commitment to end discrimination against women and address sexual violence in situations of conflict through the adoption of five resolutions on Women, Peace, and Security. At the request of the Council, the UN Secretary-General has also appointed a Special Representative on Sexual Violence in Conflict to coordinate and strengthen UN efforts, and has created a team of experts to assist national authorities in strengthening the rule of law to prevent and respond to the use of sexual violence (NGO Working Group 2011). According to the NGO Group the latest incidents of mass rape demonstrate that no meaningful action appears to have been taken in the DRC to prevent such crimes against women and other civilians. The Non-Government

Organization (NGO) Working Group recognizes the difficult conditions under which the UN Peacekeeping Mission in DRC (MONUSCO) operates, given the proximity of the most recent attacks to a MONUSCO military base, and this is an area in which women have often been targeted in the past.

However, the NGO Working Group is still deeply concerned that the measures taken by the UN Mission in fulfillment of its protection of civilians' mandate are woefully inadequately to prevent attacks of this kind. The UNSC has required early warning indicators that should prompt immediate action to prevent such attacks on civilians. Key provisions of the recent UNSC resolution 1991 renewing of renewed the MONUSCO mandates, including those on vetting and security sector reform. NGO Working Group in 2011 demanded immediate implementation of reforms to ensure the effective reforms of the DRC National Army to protect, not terrorize, civilians (NGO Working Group 2011). NGO Working Group also asked the United Nations to investigate and publicly report on why these soldiers were not prevented from carrying out the attacks, and what measures were to be taken to respond to the needs of the survivors and to guarantee non-repetition of such crimes. Measures must include improved vetting of reintegrated soldiers, strengthening rule of law institutions, bringing suspected perpetrators to justice, and advancing equality for Congolese women (NGO Working Group 2011). As of today, there is no documentation showing the DRC National Army has made any changes to improve its integration program. The United States Department of State Country Report on Human Rights Practices 2016 for DRC (DOS 2017b), published 3 March 2017, stated:

At year's end [2016] the government was reviewing and amending the national gender policy and the national strategy to combat SGBV to include recommendations from the mid-term review of both documents. The law on parity, designed to operationalize the articles of the constitution that provide for equal representation and participation of women at decision-making levels and processes, was adopted and promulgated in August 2015. In June an amended family code was adopted and signed by the president. Implementation of the legislation, including promulgation of the text, had not begun by year's end 2016 further the report also observed that the constitution prohibits discrimination based on gender, but the law does not provide women the same rights as men. An August 2015 women's parity law provides women a number of protections. It permits women to participate in economic domains without approval of male relatives, provides for maternity care, disallows inequities linked to dowries, and specifies fines and other sanctions for those who discriminate or engage in gender-based abuse." (DOS 2017a, 13)

Case Study Analysis

The following section is a thorough analysis of the case studies. This research described the UN-mandate and UNDPKO mission goal at the beginning of MINUSCA, MONUSCO, UN POL Liberia and FET Afghanistan. Assessment of what was implemented, as far as UN policy on WPS in those conflicts, will be the effectiveness of the mission. Lastly, the goal at national, regional, and international levels to increase female representation was part of this assessment.

Complete Mission–FET Afghanistan and UNPOL Liberia

The Ends

The FET in Afghanistan has a different approach than the UN mission. The main goal was to gather information from mostly women and children, and further medical assistance. The U.S. Marine Corps identified that in a gender-segregated society with restricted security, there was a need of female personnel to interact with local female populace. Increasing those FET to further information gathering to fulfill CCIR was paramount (McChrystal 2010).

In the case of Liberia, women were the primary instigators of negotiations and peace agreements. When peace talks stalled in 2003, their demands for gender balance were met and signed. Women in civil society held belligerents accountable to negotiation timetables, mobilize national support for the process, and facilitate the disarmament of former combatants (Council on Foreign Relations 2018). When the UNSC established Resolution 1509, Women in Peacebuilding Networks Programme (WIPNET), it started demanding more female representation in the UN mission in Liberia. Women in Peacebuilding Networks Programme was launched in November 2001 with the aim of building the capacity of women to enhance their roles in peacebuilding and post conflict reconstruction in West Africa (West Africa Network for Peacebuilding 2013). WIPNET seeks to increase the number of trained women practitioners in peacebuilding as trainers, researchers, mediators and advocates via community mobilization and other innovative platforms (West Africa Network for Peacebuilding 2013). UNDPKO pledged for more women to the TCC, but only India came up with the FFPU project. For both cases studies, a Y in the appropriate box represents female women representation in those missions and effectiveness in Liberia and Afghanistan.

The origins of FFPUs may be traced back to UN Security Council Resolution 1325, which was a fundamental shift in the dialogue on the role of gender in conflict by framing women's participation and protection in peace and conflict as a component of international security. Resolution 1325 called for women's increased participation in conflict resolution initiatives and for their greater protection in conflict. Over the next several years, the UN deployed other FFPUs to East Timor and Haiti.

Relating to the secondary question, how have other armed forces integrated female members in order to meet the UNSCR 1325 requirement? Achievement of the end of both missions was accomplished by understanding and integrating UNRSCR 1325 recommendations. The FFPU and FET were examples of the implementation of this Resolution by the U.S and India.

The Ways

The ways are represented by policies and resolutions or UN-mandated factors. Policies are regarded as state or organizational intent statements to increase women's presence in either the national security sector or UNPKO. These resolutions or UN-mandates define the implementation of policies. The principles of Resolution 1325 have been the foundation and instrument of both national and international commitment on WPS. In the case of Afghanistan and Liberia, the literature review revealed the impact of the FET, as well as the Female Formed Police Unit, on their respective missions. Efforts were made to respond and engage females on Afghanistan's women security issues.

India offer now offers the option for women to participate in and reports to units. India has become the backbone of UN peacekeeping. India decided to integrate female in the security sector into the missions because at the domestic level. According Arun Ignatius from the department of Department of Global Political Studies on the subject of sexual violence in India said that "rape is prevalent in many parts of the world but the reason to select India is because rape is the fastest growing crime in the country" (Arun 2013). India had change his policy and put in place measures and programmes. The National Policy on Empowerment of Women adopted in 2001 states that, "All forms of violence against women, physical and mental, whether at domestic or societal levels,

including those arising from customs, traditions or accepted practices shall be dealt with effectively with a view to eliminate its incidence. Institutions and mechanisms/schemes for assistance will be created and strengthened for prevention of such violence including sexual harassment at work place and customs like dowry; for the rehabilitation of the victims of violence and for taking effective action against the perpetrators of such violence. A special emphasis will also be laid on programs and measures to deal with trafficking in women and girls.” (UN Women 2001). Under the Operational Strategies, among others, this policy provided women’s cells in Police Stations, Women Police Stations, Family Courts, Mahila Courts, Family Counseling Centres, and Legal Aid (UN Women 2001).

The U.S. Marines and Indian Police are the right examples, to date, for their recognition of the real effect direct female involvement in a conflict environment has on conflict resolution. For both case studies, a Y represents their actual presence in operations; thus UNRSC 1325 implementation in operations and effectiveness in Liberia and Afghanistan. The FFPU had a positive impact, and resulting in inspired Liberian women, said President Ellen Johnson Sirleaf at her farewell to Indian FFPU (UN News 2016).

The Means

The means (resources) are defined as recruitment and training. Recruitment defines the resources engaged by countries to implement the above-mentioned policies. Training will be considered as the resource or tool used with the TCC to provide tailored skills and support for WPS and gender issues. Currently, there are two main types of training given to peacekeeping troops: pre-deployment training, given in a troop’s home

country; and induction, which occurs at the mission level. The purpose of pre-deployment gender training is to instruct troops on the basic values of the United Nations when dealing with both genders while operating within a host population (Mackay 2003).

The FFPU, after completing six months of training and a UN Special Police Assessment Team test, were cleared to deploy to Liberia. However, they had no clear guidance on what by the UN wanted from them. FFPU learned everything about Liberian culture and situations by doing extensive research and traveling to Liberia to observe the conditions. They faced challenges from the people such as the apprehension people had about their presence.

The “ISAF Joint Command’s Female Engagement Team Program Comprehensive Assessment Report,” dated 15 January 2012, by Major Shelia Medeiros, was completed during her time as the FET Program Manager for International Joint Command (IJC) ISAF. This assessment reported the strengths and weaknesses of the FET program. In 2009, the North Atlantic Treaty Organization (NATO) began placing more emphasis on outreach to Afghan women, which fell in line with *UNSCR 1325 (2000)* (Medeiros 2012). Next, in May 2010, the directive from COMISAF directed all brigades to deploy with trained FET teams at the company level. This resulted in 149 FETs in Afghanistan from fourteen NATO countries (Medeiros 2012). The following quote describes how the mission developed:

For three years, FET had evolved from solely being on hand to conduct searches on the local female population to more robust capabilities that include key female engagements with individuals, families, and villages. (Medeiros 2012) FETs in Afghanistan consist of members from the following countries: Australia, Lithuania, Czech Republic, New Zealand, France, Italy, Korea, Jordan, Norway, Romania, Spain, Sweden, United Kingdom, and the U.S, who operate across five

regional commands. The U.S. FET members come from all services with 65 percent of female engagers from the U.S. Army. (Medeiros 2012)

According to Medeiros' assessment report, FET selection and training needs increased standardization. There is no standardized process for selecting FET members. It recommends the FET skill set should be a combination of Civil Affairs and infantry tasks because of the diverse set of skills employed by the FET. At the time of the study, approximately half of all female engagers were "volunteers," and had not received required engagement training prior to deployment (Medeiros 2012). Because of these issues, U.S. Force Command (FORSCOM) directed brigades to select and train full-time FETs prior to deployment (Medeiros 2012).

The composition of FET teams across NATO forces also lacked standardization. Medeiros noted that there are two primary types of teams: female only and mixed gender teams. Norway and Sweden employ mixed gender teams primarily because they have women integrated into infantry, armor, and field artillery units, and this approach worked in the more liberal northern part of Afghanistan (Medeiros 2012). The decision to deploy female or mixed gender teams must be made according to the operating environment (Medeiros 2012). This qualitative source provided findings for selection and training standardization, single and mixed gender teams, command education for FET integration, and the need for proponentcy.

FETs reported to have earned goodwill among women who previously viewed international troops with fear through their engagement with women and provision of humanitarian supplies and health care (Pottinger 2010). Afghan women reported to have given FETs important information about local personalities, economics, and grievances, as well as about the enemy. During their deployment, 93 per cent of U.S. FET soldiers

engaged with local males, whereas only 81 per cent of FET soldiers engaged with local females (Brooks 2014)

In summary, the successes of the UN FFPU in Liberia and the FET in Afghanistan were due to a certain level to the female representation in both missions. The FET and UNPOL Liberia developed national level policies and programs that included the presence of women in capacity-building, institutional development and reforms, and international operations.

“What is learned from the role of African female in UNPKO?” was the secondary question. Two case studies were included in this study. U.S. Marines used volunteer-based engagements with female representation and integration in field activities. India found no problem to recruit female members. In both cases, training time was insufficient to prepare the women adequately for the operational environment. Despite those challenges and the relative short length of the missions, the literature showed the after-action reports indicated success. Therefore, a Y in the appropriate boxes in the effectiveness column of the matrix indicates an effective use of female integration into the missions. The matrix below summarizes the assessment of both cases studies.

To answer the question “How the UN reforms integrate Resolution 1325 into UNPKO?” analysis of the U.S. Marines use of the FET in Afghanistan was necessary. It was volunteer-based engagements with the recognition of female representation and integration in field activities. The Indian Police, in support of the UNPKO, used female police members as vectors to bring and keep peace; India found no problem with recruitment of female members. In both case studies, time allocated to training was inadequate to prepare these women for their operational environment. The lack of

adequate training and support from top leadership was a major challenge for FETs (McBride and Wibben 2012). There was an unwillingness to establish full-time FETs, made up of volunteers, and give them the resources and time to train as professionals should (Pottinger 2010). This posed a danger as poorly trained FETs are likely to come to more harm than well prepared units (Pottinger 2010). Despite those challenges and the relative short length of those the missions, the literature indicated success.

Therefore, a “Y” in the column:

1. Present:

- a. Ends: indicates understanding of gender perspective and work in peacekeeping and peacebuilding from the state level to the international level.
- b. Ways: indicates that the UNSCR 1325 was implemented
- c. Means: indicates recruitment and training was done in order to achieve the end.

2. Effectiveness:

- a. Ends: integration of female personnel into the mission
- b. Ways: the mandate of gender integration was partially accomplished through female engagement activities.
- c. Means: effective use of female integration after a short time training and recruitment into missions.

The matrix on the next page summarizes the assessment of both cases studies.

Table 4. Summary of Evaluation Criteria Complete Completed Mission					
	Factors	FET		UNPOL Lib	
		Present (Y or N)	Effectiveness (Y or N)	Present (Y or N)	Effectiveness (Y or N)
Ends (Objectives)	State	Y	Y	Y	Y
	Regional	Y	Y	Y	Y
	International	Y	Y	Y	Y
Ways (Concepts)	Resolutions/ UN Mandates	Y	Y	Y	Y
Means (Resources)	Recruitment	Y	Y	Y	Y
	Training	Y	Y	Y	Y

Source: Created by author.

Ongoing Mission-MINUSCA and MONUSCO

Ends

The researcher included case studies of ongoing missions with MINUSCA and MONUSCO to analyze the Ends within the analytical framework. The common denominator for the MINUSCA and MONUSCO mandates was to carry out, among other things, the Protection of Civilians, specifically humanitarian personnel, and human rights defenders, and, foremost, to assist in implementing a ceasefire and peace agreement. The data (see table 1) indicated a slight increase of female representation in UN missions. African states have showed commitment to increase female representation in their security institutions. At the regional level, the AU's Framework on Security Sector Reform notes that "security sector reform will adhere to the principles of gender equality and women's empowerment . . . and will therefore include women specific activities,

gender awareness and responsive programming, and aim to bring about transformative possibilities for gender equity within the security sector” (AU 2008, 16).

Relating to the secondary question, “How have other armed forces integrated female members in order to meet the UN requirement?” The objective (end) of the UNDPKO to have female representation as peacekeepers for the MINUSCA and MONUSCO. Therefore, the end of missions was setting a goal of integrating UNRSC 1325 recommendations within those TCC. Even though these missions were deemed successful, the data indicated female presence increasing at very slow pace. This may be a result of culture as most African countries are not yet ready to fully integrate a gender perspective into their national security sectors or at an international level as UN peacekeepers. An N in the appropriate columns of the matrix means that those few numbers do not influence or affect the local populace as much as it should.

Ways

The Principles of Resolution 1325 are the foundation both national and international commitments on WPS. The research-based on reports and data indicate a certain level of effectiveness in parts of the continent. In the case of DRC and CAR, the female peacekeepers’ impact influence was not successful. TCCs understand UNDPKO recommendations, but still have a long way to go to achieve a comprehensive integration of gender perspective. A lacuna exists about the subject of African country integration of Resolution 1325 at the national level. Information is missing on the subject of how the UN reforms and integration of Resolution 1325 into UNPKO was accomplished at the national level. However, some countries have achieved successful integration and implementation of gender balance in the security sector. Some examples are: South

Africa, 30 percent female representation in the South African National Defense Force; followed by 23 percent in Namibia; and 20 percent in Zimbabwe. The fact that this lacuna exists, indicated by the numbers on Appendix A and B, creates an assumption that other African countries have not yet put in place programs and campaigns to meet the UN SCR 1325 requirement.

The principles of Resolution 1325 have been the foundation for and instrument of execution for both national and international commitments on WPS. Reports and data have found a certain level of effectiveness in parts of the continent. In the case of DRC and CAR, female peacekeepers' influence was not successful. TCCs understand UNDPKO recommendations, but still have a long way to go to achieve a comprehensive integration of gender perspective.

Means

The pre-deployment gender training instructed troops on the basic values of the United Nations when dealing with both genders while in a host population (Mackay 2003). TCC sometimes do not have resources to provide appropriate training to troops with respect to gender matters. DPKO has prepared a Standardized Generic Training Module (SGTM), which provides a basis for TTC to formulate and organize gender training or events. For all the cases studied, appropriate training was and has been an issue. As far as recruitment is concerned, the figures in Appendix A and B, indicate campaigns to recruit more women in National Armies across Africa are poor.

Additionally, a lacuna exists about African countries' integration of female military members within the security sector, as related to UNSCR 1325. However, the literature review indicated countries like South Africa, Zambia, and Tanzania have

achieved a successful integration and implementation of gender balance in the security sector and are raising numbers of women in respective military services.

For all case studies, a Y represents that the resources were present and effective. An N represents that recruitment and training were not effective in those TCC. Lack of recruitment and training is the cause of failure in achieving UNSCR 1325 requirements.

A “Y” in a column indicates:

1. Present:

- a. Ends: means that from the state level to the international level the understanding of gender perspective and works in peacekeeping and peacebuilding.
- b. Ways: indicates that the UNSCR 1325 has been implemented
- c. Means: shows that recruitment and training have been done in order to achieve the end.

2. Effectiveness:

- a. Ends: integration of female personnel into the mission
- b. Ways: the mandate has been accomplished in part to the female engagement.
- c. Means: effective use of female integration after a short time training and recruitment into missions.

A “N” in the column:

3. Effectiveness:

- a. Ends: integration of female personnel into the UNPKO and national security sector is low, unknown or none,

- b. Ways: the mandate has not been accomplished yet in part due to few female engagement,
- c. Means: not effective use of female integration after a short time training and recruitment into missions

Table 5. Summary of Evaluation Criteria Ongoing Mission					
	Factors	MONUSCO		MINUSCA	
		Present (Y or N)	Effectiveness (Y or N)	Present (Y or N)	Effectiveness (Y or N)
Ends (Objectives)	State	Y	N	Y	N
	Regional	Y	N	Y	N
	International	Y	N	Y	N
Ways (Concepts)	Resolutions/ UN Mandates	Y	N	Y	N
Means (Resources)	Recruitment	Y	N	Y	N
	Training	Y	N	Y	N

Source: Created by author.

From this information, we learn African countries and regional organizations are making strives strides to raise the current numbers of women in operations to meet the UN demands. Female influence and positive role modeling effects emerged from the lessons learned in the Liberia case study. Those lessons learned from framework for recommendations in chapter 5.

The response to the primary research question follows; female military personnel provide an extensive value added in UNPKO. They provide greater access to the communities for protection, early warning information, increase reporting of SGBV, and

decrease incidences of SEA. Secondly, their involvement brings new perspectives to Decision Making Processes by encouraging discussion of root causes. Female military members provide a greater sense of security to women and children, and improve access and outreach to local women. Female peacekeepers potentially make male peacekeepers more at ease, and they tend to approach women more than they tend to approach men more than other men. This development can improve situational awareness.

Summary

The purpose of this research was to explore the representation of female members in UNPKO. The primary question was what is the value added of female military in UNPKO? In summary, analysis of the above case studies was based on the evaluation criteria of ends, ways and means. Each evaluation criteria helped answer the secondary research questions and then enabled development of an answer to the primary research question.

Analysis of MINUSCA, MONUSCO (ongoing mission) and UN FFPU Liberia and FET Afghanistan (completed missions), provided responses to the three secondary questions.

1. How have other armed forces integrated female members in order to meet the UN requirement?

In response to this question, research concluded that in all cases TCCs understood UNRSC 1325 recommendations and achieved the goal of integrating women into PO.

2. How do the UN reforms integrate Resolution 1325 into UNPKO?

Data showed numbers increased at very low pace; UNDPKO is striving to enforce stricter measures and force TTC to implement this resolution.

3. What is the status of female military member integration within African military organizations as related to UNSCR 1325?

Most African countries are not yet ready to integrate, or to increase its gender balance, into their national security sectors or at an international level. Information is missing on the subject of how African countries actually integrated Resolution 1325 at a national level. However, some countries have achieved a successful integration and implementation of gender balance within the security sector.

The WPS report mentioned that women and girls are valuable targets because they are often seen as the vectors of cultural identity. That is why warfare tactics such as rape, forced abortion, trafficking, sexual slavery, and the threat of sexually transmitted disease are part of contemporary conflicts (UN 2002). Therefore, in response to the primary research question, female military in UNPKO are value-added in conflicts where gender-segregated culture remains strong, where women's voices go unheard, or women's security issues are not being taken in consideration during operations.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Empowering women isn't just the right thing to do—it's the smart thing to do. When women succeed, nations are more safe, more secure, and more prosperous. Over the last year, we've seen women and girls inspiring communities and entire countries to stand up for freedom and justice, and I'm proud of my Administration's efforts to promote gender equality worldwide.

—President Barack Obama, “Statement by the President on International Women’s Day”

Conclusions

The purpose of this research was to explore the representation of female members in UNPKO. To achieve that purpose, it was necessary to answer to the primary question, “What is the value added for female military in UNPKO?” The study reviewed UN policy, DPKO strategy, gender integration in Afghanistan operations and two UN missions in CAR and DRC. Many UN member states (Norway, Argentina, South Africa, the United States, and Australia) have taken active measures to increase female participation in military and PKO through new military status and regulations.

The UN is not close to attaining its goals for gender mainstreaming in peacekeeping missions. It is not fully implementing its own recommendations, which are to increase the number of women in PKO, and secondly integrate a gender perspective within PKO. Those goals are unfulfilled due to two main issues:

1. A gap in data and analysis about women's participation in national security institutions, globally, and in UN peacekeeping,
2. The dominance of social considerations and biases that perpetuate gender inequality within the security sector.

The UN goals for gender equality could drastically increase if TCCs implemented UN policies, regulations, and obligations.

Recommendations

Gender mainstreaming in security sectors is important because empowering women is empowering a country, which ultimately contributes to increased stability. This section will provide recommendations that describe courses of action to advance gender mainstreaming in UN military operations; enhance female military posture, specifically relating to conflict in African conflict; and to increase use of gender advisors in operational planning. The combination of these recommendations will advance gender mainstreaming in the security sector and UN operations. Gender mainstreaming will be a combat multiplier.

The UN could generate political support from key members, especially donor states such as the U.S, to influence TCC. In fact, increasing female participation and integrating a gender perspective into UNDPKO requires visualization and comprehensive efforts in the field of gender perspective. In search of ways to boost women's participation, the option of financial incentives is rarely considered. The Secretary-General should consider establishing a "gender-balance" premium. The TCC would receive a reimbursement package that is higher than the normal rate if the contingent meets certain criteria; for example, if more than 20 percent of the contingent's personnel in the field are military women. The same rule applies to staff officers, military observers, or other specialized functions. However, this requires a thoughtful and practical approach. While, reform is urgent because of the budgetary reductions effect the options available to the UNSG.

If donor countries will not accept a predetermined premium or per-number higher reimbursement rate, they could be asked to offer in-kind benefits instead. For example, scholarships for advanced training and studies in the donor countries or the TCC's armed forces, donations of communications equipment for the military, or other incentives to improve capability. Benefits would be incentives tied to measurable increases of women in their military deployments. Another alternative is to set up a special fund with voluntary contributions from donor countries to finance these incentives within TCCs; although this risks "competing" for the same donors in the under-resourced trust funds devoted to gender equality. A review of mission budgets to identify, and remedy, funding for female participation would make peacekeeping missions a better workplace for female military personnel; this is another recommendation that comes from this research.

UNSG and the UNSC should review recommendations prior to the next round of reimbursement rates or the introduction (still pending) of performance or capabilities-based premiums. By reviewing these recommendations, the UNSG and UNSC could indicate, publically, both the desire and an understanding to improve gender-mainstreaming approach.

APPENDIX A

MINUSCA MEN AND WOMEN REPRESENTATION BY AFRICAN
COUNTRIES FROM 2014 TO FEBRUARY 2018

YEAR	COUNTRIES	MALE	FEMALE
2014	Benin	2	0
	Burkina Faso	3	0
	Burundi	856	4
	Cameroon	900	5
	Congo	852	3
	DRC	834	2
	Egypt	6	0
	Gabon	509	0
	Ghana	8	0
	Kenya	9	2
	Mali	2	0
	Mauritania	4	0
	Morocco	751	0
	Niger	2	0
	Rwanda	866	6
	Senegal	4	0
	Tanzania	1	0
Zambia	8	1	
Total		5,617	23

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

YEAR	COUNTRIES	MALE	FEMALE
2015	Benin	6	0
	Burkina Faso	2	0
	Burundi	845	11
	Cameroon	929	41
	Congo	760	7
	DRC	799	2
	Egypt	1,026	0
	Gabon	444	0
	Gambia	3	1
	Ghana	4	0
	Kenya	11	2
	Mauritania	12	0
	Morocco	738	0
	Niger	133	2
	Nigeria	2	0
	Rwanda	814	17
	Tanzania	1	0
	Togo	8	0
	Zambia	772	2
Total		7,309	85

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 8. MINUSCA Representation, 2016			
YEAR	COUNTRIES	MALE	FEMALE
2016	Benin	76	3
	Burkina Faso	9	0
	Burundi	814	10
	Cameroon	741	17
	Congo	640	6
	Egypt	1,027	0
	Gabon	426	8
	Gambia	6	0
	Ghana	9	1
	Kenya	18	4
	Mauritania	738	0
	Morocco	770	0
	Niger	71	2
	Nigeria	4	2
	Rwanda	834	13
	Togo	20	0
	Zambia	736	33
Total		6,939	99

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 1 December 2017, <https://peacekeeping.un.org/en/data-0>.

YEAR	COUNTRIES	MALE	FEMALE
2017	Benin	7	0
	Burkina Faso	8	0
	Burundi	760	10
	Cameroon	721	40
	Congo	15	0
	Egypt	1,026	1
	Gabon	431	10
	Gambia	4	0
	Ghana	9	2
	Kenya	10	3
	Mauritania	761	0
	Morocco	768	0
	Niger	131	3
	Nigeria	2	0
	Rwanda	959	0
	Senegal	106	5
	Togo	10	0
	Zambia	867	73
	Zimbabwe	0	1
Total		6,595	148

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 1 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 10. MINUSCA Representation, 2018			
YEAR	COUNTRIES	MALE	FEMALE
2018	Benin	5	0
	Burkina Faso	7	0
	Burundi	760	9
	Cameroon	721	38
	Congo	17	0
	Egypt	1,019	1
	Gabon	441	10
	Gambia	3	0
	Ghana	3	1
	Kenya	10	1
	Mauritania	788	0
	Morocco	758	1
	Niger	132	3
	Nigeria	2	0
	Rwanda	958	29
	Senegal	106	5
	Tanzania	417	36
	Togo	11	0
	Zambia	877	74
	Zimbabwe	0	1
Total			

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

APPENDIX B

MONUSCO MEN AND WOMEN REPRESENTATION BY AFRICAN COUNTRIES FROM 2014 TO FEBRUARY 2018

Table 11. MONUSCO Representation, 2014			
YEAR	COUNTRIES	MALE	FEMALE
2014	Benin	441	21
	Burkina Faso	8	0
	Cameroon	5	1
	Cote d'Ivoire	1	0
	Egypt	1,011	0
	Ghana	449	36
	Kenya	19	3
	Malawi	830	33
	Mali	11	0
	Morocco	854	0
	Niger	10	0
	Nigeria	13	0
	Senegal	20	0
	South Africa	1,167	174
	Tanzania	1,204	45
	Zambia	17	4
Total		6,060	317

Source: United Nations Peacekeeping, "Data," 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 12. MONUSCO Representation, 2015			
YEAR	COUNTRIES	MALE	FEMALE
2015	Benin	448	12
	Burkina Faso	6	0
	Cameroon	6	1
	Cote d'Ivoire	1	0
	Egypt	177	0
	Ghana	447	40
	Kenya	22	3
	Malawi	819	44
	Mali	5	0
	Morocco	838	0
	Niger	17	1
	Nigeria	16	0
	Senegal	11	0
	South Africa	1,114	220
	Tanzania	1,207	55
Zambia	12	5	
Total		5,146	381

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 13. MONUSCO Representation, 2016			
YEAR	COUNTRIES	MALE	FEMALE
2016	Benin	437	22
	Burkina Faso	8	0
	Cameroon	7	1
	Cote d'Ivoire	1	0
	Egypt	170	0
	Ghana	417	70
	Kenya	16	5
	Malawi	820	40
	Mali	8	0
	Morocco	839	0
	Niger	12	1
	Nigeria	20	1
	Senegal	7	1
	South Africa	1,122	237
	Tanzania	1,232	33
Zambia	11	4	
Total		5,127	415

Source: United Nations Peacekeeping, “Data,” 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 14. MONUSCO Representation, 2017			
YEAR	COUNTRIES	MALE	FEMALE
2017	Benin	429	28
	Burkina Faso	5	0
	Cameroon	2	0
	Cote d'Ivoire	2	0
	Egypt	169	0
	Ghana	407	74
	Kenya	13	4
	Malawi	803	55
	Mali	1	0
	Morocco	837	0
	Niger	16	0
	Nigeria	13	0
	Senegal	6	0
	South Africa	975	208
	Tanzania	1,101	45
Zambia	11	3	
Total		4,790	417

Source: United Nations Peacekeeping, "Data," 28 February 2018, accessed 01 December 2017, <https://peacekeeping.un.org/en/data-0>.

Table 15. MONUSCO Representation, 2018			
YEAR	COUNTRIES	MALE	FEMALE
2018	Benin	422	28
	Burkina Faso	4	0
	Cameroon	2	0
	Cote d'Ivoire	166	0
	Egypt	411	70
	Ghana	14	4
	Kenya	802	55
	Malawi	1	0
	Mali	836	2
	Morocco	11	0
	Niger	13	1
	Nigeria	7	0
	Senegal	981	204
	South Africa	1,097	46
	Tanzania	7	3
Total		4,774	413

Source: United Nations Peacekeeping. 2018. "Data." 28 February. Accessed 01 December 2017. <https://peacekeeping.un.org/en/data-0>.

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