

UN WOMEN EVALUATION OFFICE

Evaluation of Gender Mainstreaming in United Nations Peacekeeping Activities (MONUC / MONUSCO) in the Democratic Republic of the Congo

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UN Women is the UN organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide.

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List of Abbreviations

CAFC	Cadre Permanent de Concertation de la Femme Congolese
CAN	Community Alert Network
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CENI	Commission Electorale Nationale Indépendante RD Congo
CDU	Conduct and Discipline Unit
COB	Company Operating Base
CLA	Community Liaison Assistant
DDR	Disarmament, Demobilisation and Reintegration
DFS	Department of Field Support
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
FARDC	Forces armées de la République Démocratique du Congo
FP	Focal Point
GU	Gender Unit
IED	Inspection and Evaluation Division
JPT	Joint Protection Team
MONUC	Mission des Nations Unies en République démocratique du Congo
MONUSCO	Mission des Nations Unies pour la Stabilisation en République démocratique du Congo
OHCHR	Office of the High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
PNC	Police National Congolaise
SCR	Security Council Resolution
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and gender-based violence
SSR	Security Sector Reform
SVU	Sexual Violence Unit
TCC	Troop Contributing Country
TOB	Temporary Operating Base
UNCT	UN Country Team
QIP	Quick Impact Project

Executive Summary

This evaluation is a complementary report by UN Women to the evaluation of the UN Peacekeeping Activities in the Democratic Republic of the Congo carried out in 2011-12 by the Inspection and Evaluation Division (IED) of the Office of Internal Oversight Services (OIOS). It provides an in-depth analysis of gender mainstreaming results in the Peacekeeping Mission along the following questions:

- How effectively have human rights and gender equality been mainstreamed into the Missions' operations?
- To what extent have the Missions' mandates and operations been contributing to the goals of Security Council resolutions, including those on women, peace and security and the rule of law?
- What lessons have been learnt in the Missions with respect to addressing human rights and gender equality, the rule of law and other major mandate areas? What are the key challenges?

This evaluation applied the SC resolution 1325 on women, peace and security as analytical framework/ Theory of Change for assessing gender achievements of the Mission in DRC. The methodology included a comprehensive desk review, key informant interviews and an online survey administered to MONUSCO staff. The evaluation team consisted of two OIOS staff, two external consultants and a UN Women Regional Evaluation Specialist responsible for writing this report.

The evaluation could establish that SC Resolutions on women, peace and security since 2003 have gradually been introduced into the Mission mandate, with SCR 1991 for MONUSCO from 2011 being the first to make a comprehensive reference to all SC resolutions on women, peace and security. The gender perspective in Mission planning shows predominantly in the areas of elections, SSR, DDR and legal and judicial sector reforms. Performance measurement at Mission level through disaggregated indicators and targets is largely absent. The Mission established a Gender Unit in 2002 and a Sexual Violence Unit in 2009. The two functional structures however lack capacity, which amongst other reasons e.g. the inadequate Gender Focal system presents a challenge to effective gender mainstreaming in the Mission.

The Mission has contributed to achievements with respect to the legislative framework on sexual violence in the DRC, and gender issues have been effectively integrated into the different steps of the DDR process. Progress however in the area of women's political participation and SSR to date has been limited. Since 2009 the Mission plays a key role in coordinating the fight against sexual violence and various initiatives have helped to sensitize and increase awareness amongst the population. The reduction of SEA cases since 2006 is an

achievement of the Mission, but delays in the investigative process continue to present a challenge for taking disciplinary action.

The evaluation recommends to a) ensure a more systematic reflection of gender in the Mission planning and reporting process and in Mission performance indicators; b) to facilitate the appointment of more female staff at all levels and the establishment of an effective gender focal point system; c) to increase the capacity of the Gender Unit and Sexual Violence Unit; d) carry out mandatory substantive as well as refresher trainings on gender for all Mission staff; e) improve the mechanisms for taking disciplinary action against personnel facing allegations of SEA; f) further clarify roles and mandates amongst partners working on gender issues and sexual violence to allow for a more coordinated response and avoid fragmentation and duplication of work; and finally g) strengthen the collection, analysis and reporting of data related to sexual violence.

1. Introduction

Objective, purpose and scope of the evaluation

This report was compiled by UN Women in the context of the evaluation of the UN Peacekeeping Activities in the Democratic Republic of the Congo, which was carried out in 2011-12 by the Inspection and Evaluation Division (IED) of the Office of Internal Oversight Services (OIOS) together with UN Women.¹ The report of the evaluation was submitted by OIOS to the Fifth Committee of the General Assembly during the resumed 66th Session in May 2012, as well as to the Department of Peacekeeping Operations (DPKO), the Department of Field Support (DFS) and to MONUSCO.

This is a complementary report providing an in-depth analysis of gender mainstreaming results in the Mission that is independent of the OIOS evaluation report.

The objectives of the OIOS evaluation were a) to determine the relevance, efficiency, effectiveness and impact of the activities of MONUC/MONUSCO in relation to their mandate(s), operational objectives and performance targets; and b) to enable the Secretariat and Member States to engage in systematic reflection with a view to increasing the effectiveness of MONUSCO and UN peacekeeping operations in general.

The scope of the evaluation includes the results and overall performance of MONUC and MONUSCO from the time of MONUC's establishment in 1999 to the present, focusing

¹ Programme evaluation of performance and achievement of results: United Nations peacekeeping activities in the Democratic Republic of the Congo, A/66/741 (12 March 2012)

particularly on the period since the preparation of the 2006 national election in DRC. According to the evaluation TOR the key questions with respect to gender equality were:

- How effectively have human rights and gender equality been mainstreamed into the Missions' operations?
- To what extent have the Missions' mandates and operations been contributing to the goals of Security Council resolutions, including those on women, peace and security and the rule of law?
- What lessons have been learnt in the Missions with respect to addressing human rights and gender equality, the rule of law and other major mandate areas? What are the key challenges?

Analytical framework, methodology and challenges

This evaluation applies the SC resolution 1325 (2000) on women, peace and security as analytical framework and Theory of Change for assessing gender achievements of the Mission in DRC. It provides an analysis of the extent to which the various dimensions of SCR 1325 and subsequent SC resolutions as well as the DPKO Policy Framework on Gender have been considered in the mandate, planning and implementation of the Mission in DRC. This analytical framework is illustrated in Annex 3 "Theory of Change for Gender Mainstreaming in Peacekeeping Missions". The Report of the Secretary-General on Women and Peace and Security from April 2010 provides a set of global indicators to track implementation of SCR 1325 in the area of (a) prevention, (b) participation, (c) protection and (d) relief and recovery.² Due to lack of mission-specific data however on these indicators they have not been used in the context of this evaluation.

The methodology of the evaluation included a comprehensive desk review of documentation provided by MONUC, MONUSCO, DPKO, OHCHR etc. as well as an analysis of the broader peacekeeping literature. In the period of October key informants interviews were held during field visits in Kinshasa, Bukavu, Goma, Bunia and Kananga. Upon return, additional interviews were carried out by phone / Skype with informants who had not been available during the time of the field visit and with interviewees in UN headquarters and other institutions and in locations outside DRC. A total of 240 interviews were conducted for the purpose of this evaluation. Another source of information was an online survey administered to MONUSCO staff based on a random sample of 610 MONUSCO staff members. The staff survey was issued between 28 November 2011 and 20 January 2012 and had an overall response rate of 31%.

The evaluation team consisted of five people as follows: Two OIOS staff were responsible for leading the evaluation and two external consultants were engaged to support data collection

²Report of the Secretary-General S/2010/173 (2010)

and analysis in the areas of security sector reform and human rights, and to assist with report drafting. Further to this a Regional Evaluation Specialist from UN Women was engaged with responsibility for the gender component of the evaluation and the integration of gender aspects in the evaluation design, data collection, data analysis and report drafting.

This report was compiled by the UN Women Regional Evaluation Specialist, the draft version was revised based on comments by UN Women Evaluation Office and UN Women Peace and Security Section.

The following were some of the challenges during the evaluation process. In terms of scope the evaluation was asked to assess results from the time of MONUC's establishment in 1999. This proved difficult due to lack of institutional memory (staff rotation) in the Mission. From a UN Women perspective the participatory aspect of the evaluation could have been improved through more systematic involvement of evaluation stakeholders e.g. by engaging a reference group. This would have been important for enhancing learning during the process and increasing ownership of evaluation findings. Some interviews during the field visit did not materialize due to unavailability of people, or they were scheduled back to back, which made it difficult to spend sufficient time with key informants or focus groups. The evaluation team addressed this through working in teams that followed parallel interview schedules, and through conducting follow-up phone interviews after fieldwork. Another constraint was that (despite various reminder emails) it proved difficult to obtain some of the factual data from the Mission e.g. on staff gender ratio over time, the number of gender focal points etc.

2. Context: Women's situation in DRC

The Democratic Republic of Congo has an estimated population of 60 million and in spite of its vast natural resources (e.g. timber, cobalt, gold, diamonds, etc.) ranks the ninth lowest in the world in terms of real income, life expectancy and educational attainment. Poverty in the DRC is characterised not only by strong geographic and social inequalities but also by gender inequalities. The position of Congolese women in several domains of national life remains low in comparison with men. In 2002 it was estimated that 61.2 percent of women live under the poverty threshold, in contrast to 51.3 percent of men.³

Since independence from Belgium in 1960 the country was dominated by a series of violent conflicts characterised by internal and external actors fighting over territory particularly in areas rich in natural resources. Despite the signing of the first peace agreement in 2002 and the existence of a legal framework affirming international obligations, acts of violence have continued and have particularly impacted on women and girls in the form of systematic sexual

³SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

and gender-based violence (SGBV).⁴There are no systematically collected official statistics on the scale of rape in the DRC, but it is estimated that several hundred thousand women have been raped since the beginning of the war. It is likely that reported statistics under-represent the magnitude of the problem, given they exclude cases that go unreported.⁵

The DRC established a Ministry for the Advancement of Women in 1980 and has ratified various regional and international women's rights legal frameworks, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1986. The 2006 Congolese constitution enshrines gender equality but remains contradictory and discriminatory towards women on many different levels, illustrated e.g. through denial of pensions and inheritance rights for women.⁶In the area of political participation, female representation in the Government has been at around 13% since the early 2000s.⁷

3. Mission Mandates, Planning and Reporting on Gender

This section distinguishes between a) specific SC Resolutions on the issue of women, peace and security, b) the policy framework on gender provided by DPKO and c) SC Resolutions outlining the mandate of the Mission in DRC that include more or less specific references to gender and/ or women.

Key SC Resolutions on Women, Peace and Security

The UN Security Council over time has adopted a series of resolutions on women, peace and security. Taken together they provide a framework for improving the situation of women in conflict-affected countries. Security Council Resolution (SCR) 1325 (2000) was the first SC resolution to link women to the peace and security agenda. It calls for women's active participation in conflict prevention, conflict resolution, peace processes, post-conflict peace building and governance. It further calls for the effective protection of women from sexual violence in conflict settings and for mainstreaming of gender perspectives in all aspects of peace operations. SCR 1820 (2008) was the first SCR to recognize conflict-related sexual violence as a matter of international peace and security. It calls for armed actors to end the

⁴National report of the Congo on Gender Equality and the Empowerment of Women submitted to UN ECOSOC (E/2010/78)

⁵SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

⁶SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

⁷National report of the Congo on Gender Equality and the Empowerment of Women submitted to UN ECOSOC (E/2010/78)

practice of using sexual violence against civilians and for all parties to counter impunity and provide effective protection for civilians. It also calls to develop mechanisms including training of personnel, deployment of more women to peace operations, enforcement of zero-tolerance policies and strengthening capacities of national institutions. SCR 1888 (2009) strengthens implementation of SCR 1820 through assigning leadership and calling for the appointment of a Special Representative of the SG to coordinate UN to address sexual violence. SCR 1889 (2009) addresses obstacles to women's participation in peace processes and peace building and calls for the SG to submit to the SC a set of indicators for use at the global level to track implementation of SCR 1325. Finally, SCR 1960 (2010) provides an accountability system for implementation of SCRs 1820 and 1888. It specifically mandates the SG to list in annexes to annual reports those parties that are credibly suspected of being responsible for sexual violence. It also calls for the establishment of monitoring, and reporting arrangements specific to conflict-related sexual violence.⁸

The DPKO Policy Framework on Gender

In 2006 DPKO issued a comprehensive Policy Directive on “Gender Equality in Peacekeeping Operations”. It mandates the incorporation of a gender perspective in all policies, programs and activities of peacekeeping missions and requests that gender is taken into account in the structure, resources and the budget of missions. The Policy Directive is operationalised through a DPKO Action Plan for SCR 1325 (2006) and a set of gender guidelines that were developed for different substantive sections within peacekeeping missions such as Political Affairs, Police, Military, Gender Advisors and Gender Focal Points, Senior management, etc. A total of 10 guidelines have been developed by DPKO/ DFS between the years 2006 and 2010 based on input and active participation of field mission staff. According to MONUSCO staff these guidelines are considered useful and relevant, the evaluation however could not establish to what extent they were applied by Mission staff.

Gender in SC Resolutions for MONUC/ MONUSCO

SC Resolutions for the mandate of MONUC and MONUSCO to various degrees make reference to the policy and normative framework for women, peace and security described above. The first Resolution mentioning “vulnerable groups including women, children etc. is SCR 1291 (2000). Three years later SCR 1493 (2003) reaffirms the “importance of a gender perspective in peacekeeping operations in accordance with SCR 1325”, recalls the need “to address violence against women in girls” and calls on MONUC to “increase the deployment of women as military observers as well as in other capacities”. Subsequent resolutions such as 1565 (2004), 1896 (2009), 1925 (2010) call for MONUC/ MONUSCO to “support the efforts of the Government of DRC to ensure the protection of civilians from violations including all forms of sexual and gender-based violence”. SC resolution 1856 (2008) mandates MONUC to

⁸For a comprehensive overview of SC resolutions on women peace and security see http://www.unifem.org/gender_issues/women_war_peace/

focus on rule of law, peace consolidation and protection of civilians with specific focus on sexual violence, which requires intensive cross-cutting coordination. In view of the 2011 elections in DRC the SCR 1991 (2011) also emphasizes the need to promote the participation of women in the electoral process.

Reference to the core SC Resolution 1325 on women, peace and security is made in MONUC mandates of the years 2003 (SCR 1493) and 2004 (SCR 1565). SC Resolution 1925 (2010), which defines the mandate of MONUSCO, refers to both SCR 1325 and SCR 1888. The subsequent SC Resolution 1991 (2011) for the first time takes a comprehensive approach through referencing all core resolutions on women, peace and security i.e. 1325, 1820, 1888, 1889, and 1960.⁹

Analysis

SC Resolutions on women, peace and security have since 2003 gradually been introduced into the Mission mandate. With few exceptions Mission mandates have focused on the issue of sexual and gender-based violence, with SCR 1991 for MONUSCO (2011) being the first to make a comprehensive reference to all SC resolutions on women, peace and security.

Gender in Mission Planning and Reporting

The analysis of MONUC core planning documents (Budget Reports) shows how references to gender and/ or women issues have gradually evolved over time. For example, references to gender/ women in the areas of Security Sector Reform (SSR) and legal and judicial sector reforms commence in the 2004 Budget Report¹⁰ and for Disarmament, Demobilisation and Reintegration (DDR) and electoral support in the 2005 Budget Report.¹¹ 2006 is the first time where a MONUC performance indicator includes a gender breakdown with a 30% quota for women in municipal and community counselor elections.¹² The 2009 Budget Report is the first to include a dedicated target on the fight against sexual violence, which coincides with the establishment of the Sexual Violence Unit in MONUC. This target is illustrated by two indicators “Increase in the number of sexual violence victims receiving assistance” and “Adoption of a code of conduct on the prevention of sexual violence for FARDC and PNC.¹³ In the area of DDR, the performance indicator “disarmed male and female ex-combatants”

⁹SC resolutions for MONUC mandates accessed at <http://www.un.org/en/peacekeeping/missions/monuc/resolutions.shtml> and for MONUSCO mandates at <http://www.un.org/en/peacekeeping/missions/monusco/resolutions.shtml>

¹⁰Budget for MONUSCO from 1 July 2004 to 30 June 2005

¹¹Budget for MONUSCO from 1 July 2005 to 30 June 2006

¹²Budget for MONUSCO from 1 July 2006 to 30 June 2007

¹³Budget for MONUSCO from 1 July 2009 to 30 June 2010

initially appears in the 2010 Budget Report, however without disaggregated targets for men and women.¹⁴

In a survey carried out for this evaluation 68% out of 122 Mission staff who expressed an opinion on the question considered that ensuring a gender perspective throughout peacekeeping operations had been “somewhat effective” or “very effective” and 78% “somewhat agreed” or “strongly agreed” that a gendered perspective had been mainstreamed in MONUSCO’s resource planning and budgeting.¹⁵

Reporting on the Mission in DRC through a dedicated section on gender issues begins in 2002, which coincides with the establishment of the Gender Unit in MONUC.¹⁶As from that point SG reports regularly report on gender, women and sexual violence in particular. A general observation is that planning and reporting across all areas-not only gender-is focused at activity and output level. For example, the majority of Mission outputs are formulated around numbers of meetings with different groups such as government, UN agencies; numbers of training workshops and –sessions etc.

Analysis

The gender perspective in Mission planning (Budget Reports) begins to feature in 2004 and shows predominantly in the substantive areas of elections, SSR, DDR and legal and judicial sector reforms. Performance measurement at the Mission level through disaggregated indicators and targets is absent, with the exception of one indicator in the area of electoral support introduced in 2006. Since 2002 the Mission reports on gender and women through quarterly SG reports. Generally speaking the emphasis of planning and reporting at activity and output level across all areas (not only gender) makes it difficult to establish evidence of medium- to long-term changes at outcome and impact level.

4. Mission Structure for Gender Work and Staff Gender Balance

Gender Unit

Following recommendations contained in UN SCR 1325 the Gender Unit (GU) was created in MONUC in 2002 with 8 staff and offices in the capital Kinshasa as well as in Bukavu. Since

¹⁴Budget for MONUSCO from 1 July 2010 to 30 June 2011

¹⁵ Survey response by MONUSCO staff as of 18 Jan 2012

¹⁶SG Report MONUC June 2002

then the Unit has expanded to 12 staff and has staff presence in Goma, Bunia and Kisangani.¹⁷ The mandate of the GU is a) to guarantee the incorporation of a gender perspective into the Mission rules and operations, b) to work with civil society and Government in ensuring the active participation of women in the peace process and post conflict reconstruction, c) to encourage research with a view to guiding the Mission strategies and d) to promote communication and sensitization activities in respect of gender issues inside and outside the Mission.¹⁸ The GU also has the role of women's focal point, which includes support to women's career development, mobility of women in missions and ensuring that women are nominated for management development programs.

The GU is supporting gender capacity building mechanisms for both civilian and military staff. These trainings are usually short modules on gender as part of induction trainings. Interviews with Mission staff suggest that these types of short introductions are not sufficient to have a sustained effect. In a survey carried out for this evaluation, 75% of 125 Mission staff expressing a view on this question considered that training of staff around gender issues had been "somewhat effective" or "very effective"¹⁹. The GU also carries out targeted trainings in the area of civilian protection e.g. sensitization training for Joint Protection Team (JPT) members. The participation of more than 60 colleagues and types of contributions by substantive sections and external partners during the recent Gender Unit retreat in September 2011 gives an indication of the convening power of the GU.

The work of the GU is supported by Gender Focal Points (FPs) in substantive sections. Overall speaking Gender FPs have helped with raising awareness on gender issues amongst colleagues. According to Mission staff the number and engagement of Gender FPs varies considerably due to staff movements. Some sections have not nominated a Gender FP because of capacity constraints i.e. limited number of staff within the section. A key challenge is that the role of Gender FP is usually not reflected in the TOR of the staff, resulting in gender work being considered as supplementary. There is also lack of accountability for effective implementation of gender targets. There is a gender advisor in the UNPOL office but not in the Force Commander's office. The number of Gender Focal Points (FPs) in substantive sections and in the military is estimated at less than 50%, specific figures could not be established by the evaluation.

Sexual Violence Unit

MONUC was the first peacekeeping mission to put in place a unit specifically addressing the issue of sexual and gender-based violence. The Sexual Violence Unit (SVU) was created in 2009 in response to the fact that sexual violence became a priority and a political issue in DRC. The key role of the SVU is the coordination of the UN response to sexual violence. It currently includes 6 staff and is responsible for supporting the implementation of the

¹⁷ Budget for MONUSCO from 1 July 2011 to 30 June 2012

¹⁸ From MONUSCO website <http://monusco.unmissions.org/Default.aspx?tabid=4108>

¹⁹ Survey response by MONUSCO staff as of 18 Jan 2012

Comprehensive Strategy on Combating Sexual Violence in the DRC, which is integrated into the National Strategy on Combating Gender Based Violence, launched in November 2009.²⁰ This includes coordinating partners from the Government, UN agencies and Civil Society organizations that are involved in the implementation of the strategy, monitoring and reporting on the implementation of activities as well as support to resource mobilization.

The SVU was built as a coordination structure with other MONUSCO sections and UN agencies being responsible for implementation. Challenges with respect to this structure are reluctance by agencies to join MONUSCO coordination efforts, but also expectations that the SVU should take on responsibilities for project implementation. Within MONUSCO there is a collaborative relation between the GU and the SVU that has improved over time. For example, the GU implements elements of the Strategy on Combating Sexual Violence e.g. through training of PNC and FARDC. A more detailed analysis of the Mission's work related to combating sexual violence is provided below in section 4.5 "Sexual and Gender based Violence".

Interviews suggest that there is room for improving information sharing on gender and human rights issues amongst substantive sections in MONUSCO, and to move away from collecting towards analyzing data to effectively inform Mission staff about the reality on the ground.

Analysis

Looking at the scope of their mandates and resources available both the Gender Unit (GU) and Sexual Violence Unit (SVU) face capacity constraints. Whilst gender trainings amongst staff have been carried out on a regular basis, these short introduction trainings are unlikely to have a sustained effect. Lack of accountability on gender and the fact that Gender FP responsibilities are not reflected in staff TOR are obstacles to effective gender mainstreaming in substantive sections of the Mission. A clarification and communication on roles and responsibilities of the SVU versus other players would help to increase the effectiveness of the Mission's work in the area of sexual violence.

Staff Gender balance in MONUC/ MONUSCO

In December 2011, 18% of the total civilian staff in MONUSCO was women. An analysis of ranks shows proportionally more women (30%) being employed in the FS2 - FS5 and P2/P3 levels compared to 23% at P4/P5, 21% at D1/D2 and 25% at ASG/USG level.²¹ There have been constant appeals over time to develop and implement strategies with a view to achieving the 50/50 gender balance for civilian staff. Responding to this MONUSCO Human Resources

²⁰Budget for MONUSCO from 1 July 2011 to 30 June 2012

²¹Data provided by MONUSCO Human Resources during the field mission

has undertaken efforts to reach out to more qualified female candidates.²²The evaluation team could not establish the evolution of the civilian staff gender ratio over time.

In the military the percentage of women since 2004 has constantly been at 2% and at 3% for military observers.²³There are noticeable differences between military contingents. RSA for example has 16% women representation, Ghana has 10% and Uruguay and China have 6%.The gender ratio amongst UN police shows no consistent trend but varies between 3% (2004), 6% (2009) and 4% (2011). The GU has in the past promoted advocacy efforts amongst TCCs to increase the number of female personnel in military and police. The current representation of women shows that a significant improvement will be necessary in order to reach the 2014 UNPOL target of 20%.²⁴

Analysis

The Mission has made efforts to improve gender balance amongst staff but is falling behind targets on both the civilian and military side. On the civilian side challenges include the fact that DRC is a non-family duty station, which explains the lack of women representation particularly in mid-career (P3/P4) positions. In addition it proves difficult for the Mission to find candidates with the required expertise who are fluent in both French and English. On the military side the number of women in contingents is determined by the composition of the military in troop contributing countries (TCCs).

5. Mission implementation of SCR 1325

The Gender Unit of the Mission in collaboration with various UN agencies, civil society and the Congolese Ministry of Gender, Family and Children supported the drafting of the DRC National Action Plan on SCR 1325 which was adopted in June 2010. In collaboration with UNIFEM and UNDP the Mission undertook awareness-raising activities on the resolution and provided information to leaders of women's networks and key institutions.²⁵The following provides a more detailed analysis of the extent to which the Mission has implemented the different dimensions of SCR 1325.

²²E.g. as mentioned in Budget for MONUSCO from 1 July 2009 to 30 June 2010, Budget for MONUSCO from 1 July 2010 to 30 June 2011

²³Data from <http://www.un.org/en/peacekeeping/resources/statistics/gender.shtml>

²⁴Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping (2010)

²⁵SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

Political processes, peace negotiations and governance

On a regular basis the Mission has engaged in gender awareness raising activities for different groups such as government, NGOs, National women's groups, teachers, journalists, the Congolese police etc.²⁶ These included facilitating the dialogue among women's organizations to enhance the role of women in the peace process. Women candidates have been trained on leadership, campaign strategies, mobilization of resources etc. and women voters sensitized through nationwide voter education.²⁷ Further examples include radio spots on women's political participation produced by Radio Okapi for the National Electoral Commission. The 2011 National Electoral Commission (CENI) includes a Gender Unit and Gender Focal Point to support reach out to women voters and candidates. In collaboration with the Cadre Permanent de Concertation de la Femme Congolese (CAFECO) the Mission also published research on women's political participation in the DRC.²⁸ While during 2006 MONUC appeared as the key UN entity supporting women's participation in elections, during the 2011 election period the number of UN agencies providing support in this area diversified. One factor is the emergence of UN Women (previously UNIFEM) in the beginning of 2011, which before that did not have a strong presence in DRC.

The Congolese Constitution has provisions protecting women's rights, in particular Article 14 on gender parity and women's representation in institutions and Article 15 on sexual violence. Practice however indicates that respect for this provision is weak at best due to various reasons. For example, the Electoral law of 2006 and the amended electoral law of 2011 only encourage political parties to have women in their lists without specifying enforcement criteria. The GU Gender Unit together with other gender activists has been advocating for a 30% quota for women to be written into law, which however was rejected by parliament in June 2011. The evaluation team could not establish the specific reasons for this rejection.

The participation of women (status before 2011 elections) in the government remains very low: 5 (13%) of 40 Ministers, 42 (9%) of 458 Members of parliament, and 5 (5%) of 103 Senators are women. In the 2005 election out of 1326 women 42 candidates were elected for parliament. There are cases where women candidates e.g. in the Provincial Assembly in Bas-Congo have been co-opted (as "suppléants"). They constitute a replacement for elected male deputies who have been awarded executive or administrative appointments. These women have not been elected through a democratic process and may not have a direct link to women at the grassroots level they claim to represent.

Analysis

Despite various awareness raising and training initiatives by MONUC and other agencies the participation of women in political processes and governance in DRC remains weak. Explaining factors are the low status of women in Congolese society, limited commitment from political parties to include women but also the lack of an enabling legislative framework to enforce gender parity.

Disarmament, Demobilisation and Reintegration (DDR)

MONUC identified shortcomings in the DDR programme in South Kivu that started in 2004. Women and girls associated with fighting forces had been separated from their husbands and excluded from the benefits of the first two phases of DDR. The Mission ensured that women and girls were included in the reintegration phase.²⁹ Since then gender aspects are considered during various stages of the DDR process. The sensitization process through radio, leaflets etc. for example includes separate messages targeting women and children, together with specific messages on Sexual Violence developed by the Congolese Women Association. During pick-up and transportation to DDR transit camps priority is given to women and children. Upon arrival there is separate accommodation for women and men, and orientation trainings include a 1-2 hour module on gender and reintegration from the GU. Since 2003 the DRRR unit in Goma has a gender focal point.

Analysis

Gender issues have effectively been integrated into the different steps of the DDR process. Challenges relate to the current status of the DDR programme e.g. lack of funding and uncertainty on behalf of the national authorities with respect to the way forward for the national DDR programme.

Security Sector Reform (SSR)

Since 2005 MONUC undertakes comprehensive gender trainings for the National Congolese Police (PNC) in the capital Kinshasa and in the provinces.³⁰ The trainings typically include modules on gender awareness, human rights and child protection. Capacity building initiatives for the Armed Forces of the DRC (Forces Armées de la RDC, FARDC) starting in 2007 regularly address causes and consequences of sexual violence and include an introduction to international human rights law including women's rights. The Mission also carried out research on the recruitment and promotion of women in the PNC, provided support to the review of new organic laws for PNC and FARDC from a gender perspective, and advocated for a 30% women quota in new PNC and FARDC recruitments.

Sexual violence as a topic is nowadays regularly addressed in PNC trainings.³¹ Literature however seems to suggest that there have been little, if any, attempts to measure qualitatively

²⁹Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping (2010)

³⁰ Performance Report for MONUC 1 July 2005 to 30 June 2006. For example between December 2009 and January 2010 1500 PNC staff were trained on Gender in collaboration with UN POL and JICA (Gender Unit Leaflet "Bureau Genre en Action")

³¹SG Report MONUC Nov 2007

the results from such trainings.³² A milestone in 2009 is the announcement by President Kabila of the zero-tolerance policy for FARDC and PNC with respect to discipline and human rights violations, including sexual and gender-based violence.³³

The establishment of a code of conduct on sexual violence for FARDC and PNC is pending since 2009 due to delays in the adoption of a comprehensive national strategy for FARDC and PNC.³⁴ While certain FARDC officers who were responsible for executions, rape etc. have been sentenced to life imprisonment, the FARDC has also demonstrated reluctance in handing over senior officials allegedly involved in human rights violations including sexual violence. Cases of sexual violence committed by FARDC members continue to surface.³⁵

National security institutions in the DRC face significant structural challenges such as lack of infrastructure, financial resources as well as qualified staff.³⁶ Both PNC and FARDC include former rebels who have no background in respective areas of work. The internal structures of hierarchy and/ or lack of awareness at leadership level make it difficult to apply training e.g. on human rights and sexual violence. In addition, national authorities are raising concerns regarding sovereignty in the SSR process, which also explains the current lack of coordination in the area.

*“Gender achievements - We are not doing enough in this. We don’t have resources, we do “bricolage”. It is a good practice with the gender advisor now participating in JPTs, in the area of DDR there are also achievements ... [But] we need to address protection concerns. The armed basis consist of men, women don’t go to them to inform about abuses and violence.”
[Interview with MONUSCO in Goma]*

Analysis

On a continuous basis the Mission has undertaken trainings on gender and sexual violence for FARDC and PNC staff. While the announcement of the zero-tolerance policy for FARDC and PNC in 2009 can be considered a milestone, achievements to date have been limited due to overall challenges in the SSR process, particularly in the area of FARDC reform and -integration.

³² Gendering the Security Sector: Protecting Civilians Against Sexual and Gender-Based Violence in the Democratic Republic of Congo (2010)

³³ Performance Report for MONUC 1 July 2009 to 30 June 2010

³⁴ Performance Report for MONUC 1 July 2009 to 30 June 2010

³⁵ SG Report MONUC June 2006

³⁶ Gendering the Security Sector: Protecting Civilians Against Sexual and Gender-Based Violence in the Democratic Republic of Congo (2010)

Legal and judicial sector reforms

Since 2005 the Mission has facilitated capacity building initiatives for government officials, lawyers and judiciary auxiliaries on gender sensitivity of the existing legislation.³⁷The Mission also met with groups such as local women’s organizations, the “Cadre de Concertation des Femmes Congolaises”, media practitioners, youth groups, university students and professors to monitor women’s rights issues with regard to legislation and their application.³⁸In 2005 gender sensitive articles were adopted in Article 14 of the Constitution and in the Law on Voter Registration.³⁹ In 2006 the parliament adopted the Law on Sexual Violence, a process that was supported by MONUC. The national gender policy was adopted in 2008 and an action plan approved in 2009.⁴⁰In 2010 the Mission supported the drafting and adoption of the DRC National Action Plan for SCR 1325.A draft law to push the gender parity principle articulated in the Constitution through a 30% quota for women was developed in 2011 but not approved by the government.

“Monitoring sexual violence incidents is currently almost impossible... we don’t have real data because collecting data on sexual violence is very difficult. Not all victims report it, and not all regions can be visited for data collection, mainly for reasons of accessibility. The data-mapping programme has a component relating to data collection but it is not working well. We still have to work a lot on the real involvement of all other actors ... to work in a coordinated way against sexual violence”.

[Interview with SVU]

There has been an increase of prosecutions since 2008 by local authorities for cases related to Sexual and Gender Based Violence (SGBV) some of which resulted in a number of successful trials. MONUSCO provided support e.g. through pushing for blocked cases at tribunal level. The below table provides an overview on number of prosecutions and judgments on cases of sexual violence as reported by the Mission:

	2008/09	2009/10	2010/11	2011/2012
# of prosecutions on cases of sexual violence⁴¹	2,161	2,500	3,000	(data not available)
# of judgments on cases of sexual violence⁴²	(data not available)	235	270	350

³⁷Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping (2010)

³⁸Budget for MONUSCO from 1 July 2007 to 30 June 2008

³⁹ Performance Report for MONUC 1 July 2005 to 30 June 2006

⁴⁰National report of the Congo on Gender Equality and the Empowerment of Women submitted to UN ECOSOC (E/2010/78); Performance Report for MONUC from 1 July 2007 to 30 June 2008

⁴¹Budget for MONUSCO from 1 July 2010 to 30 June 2011

Significant challenges remain. As the table above illustrates, despite of the increase in the number of prosecutions less than 1 out of 10 prosecutions result in a judgment. Most perpetrators, even if identified, are rarely charged and prosecuted. Local authorities either facilitate non-judicial agreements between victims and perpetrators or directly protect perpetrators from prosecution. Despite increasing national and international awareness and concern about sexual violence, perpetrators especially agents of the state continue to go largely unpunished.⁴³ The justice system remains extremely weak and is characterized by lack of resources and corruption.⁴⁴

Analysis

The Mission has collaborated with various partners to review the gender sensitivity of the existing legislative framework. There has been some positive development with respect to the law on sexual violence. Progress was made regarding the prosecution of perpetrators of human rights violations and sexual violence cases in particular. The response by judicial authorities however remains inadequate. Impunity for sexual violence prevails due to fundamental structural problems such as weak application of the law by authorities, lack of resources and corruption in the public administration.

Sexual and gender-based violence (SGBV)

Initiatives undertaken by the Mission in the area of sexual violence started before the creation of the SVU in 2009. Examples include activities for International Women's day, the 16 days of activism on violence against women, and national campaigns on Sexual and Gender Based Violence (SGBV) through TV broadcast, local radio production and newspaper, local theatre productions, presentations in communities etc.⁴⁵ A milestone in 2006 was the enactment of the Sexual Violence Law with the support of MONUC.⁴⁶ The visit of US Secretary of State Hillary Clinton to DRC in August 2009 gave additional visibility to the issue at international level and emphasized the need for Congolese authorities to take necessary actions.⁴⁷ In 2010 the Special Representative on Sexual Violence, Margot Wallström was requested to work with MONUSCO and the UNCT in coordinating the UN response and follow-up to attacks in the

⁴²Budget for MONUSCO from 1 July 2011 to 30 June 2012

⁴³SG Report MONUC July 2008

⁴⁴SG Report MONUC Nov 2007; SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

⁴⁵SG Report for MONUC March 2004; Performance Report for MONUC 1 July 2005 to 30 June 2006

⁴⁶Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security in Peacekeeping (2010)

⁴⁷SG Report for MONUC Sep 2009

Walikale territory in 2010, during which at least 387 civilians were raped and several hundreds of houses and shops looted.⁴⁸

Issues of visibility, leadership, coordination and duplication of work amongst agencies and donors have reduced the efficiency of initiatives in the area of SGBV in DRC in the past. Since the creation of the SVU in 2009 the Mission plays a key role in coordinating the UN response fight against sexual violence. The coordination framework for the strategy on fighting sexual violence consists of committees at various levels with representatives from the government, UN agencies, the donor community and MONUSCO. Key partners include the Ministry for Gender, UNHCR, UNICEF, UNFPA and OHCHR. Today there is improved collaboration and improved policy coherence between MONUSCO and UNCT members involved in the strategy. Interviewees explained this through enhanced communication, reporting and transparency in the implementation process. In a survey carried out for this evaluation 60% of 120 Mission staff expressing an opinion on the question rated the progress MONUSCO has made in addressing sexual and gender-based violence as “good” or “excellent”.⁴⁹

Challenges in the implementation of the strategy on fighting sexual violence relate to data availability, which makes it difficult to develop a harmonized reporting system and develop a realistic understanding of the magnitude of the problem. For example, local health care facilities are considered a key source of information, however these facilities are in most cases dilapidated.⁵⁰ The government is involved in the implementation of the strategy but faces resources and capacity constraints, aside from coordination challenges between central and provincial government. This raises questions around the sustainability of the current structure. The number / mapping of NGOs providing assistance to victims of sexual violence are yet to be established.⁵¹ Apart from logistical difficulties, a context of impunity and cultural sensitivities further discourages reporting of cases by victims.

Evidence seems to suggest that a gap remains in the type of assistance provided to victims of sexual violence. In 2008 for example, the Secretary-General reported that approximately 70% of the cases reported countrywide received some medical assistance including psychosocial support, while only 7% received judicial support.⁵² Although there are no systematically collected official statistics on the scale of rape in the DRC, information gathered by CSOs and multilateral agencies suggest that sexual violence continues and available data very likely under-represents the magnitude of the problem.⁵³

⁴⁸ Report of Fact Finding Mission by UNJHRO into the Mass Rapes in Walikale (July 2011)

⁴⁹ Survey response by MONUSCO staff as of 18 Jan 2012. A similar question was asked in a survey to MONUSCO Civil Society partners but is not taken into consideration in the analysis due to low response rate.

⁵⁰ SG Report for MONUC April 2008

⁵¹ Performance Report for MONUC 1 July 2009 to 30 June 2010

⁵² SG Report for MONUC April 2008. Data on absolute figures is not available from this source. Information provided by an authoritative source to the evaluation team suggests that only 5% of 5000 sexual violence victims in 2010 received access to justice

⁵³ SCR 1325 Civil Society Monitoring Report for DRC (Global Network of Women Peace builders) (2011)

Despite of the international attention and priority by donors on sexual violence in the DRC only about 12% (\$6,485,929) of the estimated funding requirements for the SGBV strategy 2010-2012 (\$56,234,152) has been mobilized to date.⁵⁴ Resources for the fight against sexual violence remain inadequate given the vast size of the DRC, logistical difficulties, the multifaceted nature of the problem and its direct correlation with armed violence.⁵⁵

Analysis

Since 2009 the Mission plays a key role in coordinating the fight against sexual violence. MONUSCO has helped to mediatise sexual violence e.g. through Radio Okapi and through support to a number of legal success cases on rape and sexual violence in particular in Eastern DRC. These initiatives have helped to sensitize and increase awareness amongst the population and potential perpetrators of sexual violence. There is a need to reinforce requirements for reporting and data related to sexual violence in particular in view of SCR 1960. Potential long-term impacts in sexual violence may be limited in view of prevailing impunity and the fragile context in particular of the security sector in DRC. The risk of sensationalising sexual violence to focus on numbers of victims and scales of atrocity can detract from the need to address the underlying causes and the drivers for human rights violations.¹ Due to capacity constraints the government is currently not in a position to take on the lead for coordinating the response in the area of sexual violence.

Innovative Protection Approaches and QIPs

MONUSCO has developed innovative protection approaches to better connect peacekeepers with communities such as Joint Protection Teams (JPTs), Community Alert Networks (CANs) and Community Liaison Assistants (CLAs). These are part of the Mission's overall mechanism for protection that includes e.g. Senior Management Groups on Protection in Kinshasa and provincial offices, a Mission Protection Working Group and a Protection Cluster.

The representation of women in JPTs and CLAs is uneven: Currently about 15-30% of the JPTs and about 12% of the CLAs include a women representative. There are a number of challenges related to increasing the number of women in these mechanisms. For example when doing fieldwork, military Company Operating Bases (COBs) or Temporary Operating Bases (TOBs) often lack facilities for women. From interviews there is evidence of women not being taken seriously and/ or accepted in MONUSCO by both civilian and military staff.

⁵⁴ Budget for MONUSCO from 1 July 2011 to 30 June 2012

⁵⁵ SG Report for MONUC April 2008

Women CLAs can be at risk and intimidated or threatened because they report on abuses and crimes committed within and against the communities in which they work and live. In North Kivu, female CLAs have been hired but were not deployed to the field due to concerns about their security.⁵⁶ There have been attempts to involve women in the CAN initiative so that communities select female candidates as Focal Points (FPs). This proved difficult due to the cultural bias against women in leadership positions and the fact that FPs are members of community authorities, which in turn are predominantly male.

Mission staff working in different substantive areas as well as external partners agree that having female colleagues in the team would make the work of MONUSCO more effective, e.g. with respect to communicating with women in the local population and understanding their needs in particular on issues around sexual violence and child protection.

Since the beginning the Mission has been using Quick-Impact projects (QIPs) as a tool for confidence-building measures amongst the local population. This is particularly important in view of the high expectations towards the UN by the local population to provide infrastructure and basic services. QIPs are small-scale (max USD 25,000), rapidly implementable projects that should be completed within 3 months after disbursement of the 1st installment.⁵⁷ The Mission in DRC has implemented QIPs in the areas

“We need female staff. We are all men. If we have child abuses or violations such as rape, it would be better for female staff to do this. We should try to recruit female Protection Officers in the Child Protection Sections.”

[Interview with Child Protection]

of health, education, water and sanitation, food security, protection of civilians and the prevention of sexual and gender based violence (SGBV). The proportion of QIPs related to SGBV varies between 8-18% of a given portfolio.⁵⁸ Data on the specific type of QIP activities in the area of SGBV was not available for this evaluation.

QIPs are regarded by the Mission as effective strategic tool that has provided Mission personnel the opportunity to address some of the immediate needs of the population, in particular in areas related to sexual and gender-based violence and the protection of vulnerable groups.⁵⁹ Women local NGOs are often considered effective implementers of QIP projects. While it is assumed that successful QIPs help to improve the image of the Mission, no evaluation of QIPs in the DRC has been done so far. There are examples of expectations by civil society that QIPs should be extended and more resources be allocated. Based on available data it is difficult for this evaluation to comprehensively ascertain the medium- and long-term changes resulting from QIPs.

⁵⁶DR Congo: Support community-based tools for MONUSCO (May 2011)

⁵⁷DPKO Policy Directive on Quick Impact Projects (Feb 2007)

⁵⁸Performance Report for MONUC 1 July 2006 to 30 June 2007; Performance Report for MONUC 1 July 2007 to 30 June 2008

⁵⁹Budget Report for MONUSCO from 1 July 2011 to 30 June 2012

Analysis

The Mission has made progress with respect to gender mainstreaming in some of the innovative civil protection approaches e.g. in the area of JPTs. Mission staff and partners agree that more female staff would make the work of MONUSCO more effective, however there are issues around acceptance by male colleagues together with practical constraints that continue to prove challenging for women in MONUSCO. There is a need to improve external communication to clarify the role and mandate of MONUSCO in areas that traditionally fall under government responsibility e.g. infrastructure and provision of basic services, and in areas that overlap with the development mandate of other UN agencies.

6. Negative impacts

Sexual exploitation and abuse

The Conduct and Discipline Unit (CDU) was established in MONUC in 2005 with 14 staff to ensure the prevention of all types of personnel misconduct, with particular emphasis on sexual exploitation and abuse (SEA), as well as compliance with and the enforcement of United Nations standards of conduct among all categories of Mission personnel.⁶⁰ The creation of the CDU was a reaction to the cases of sexual exploitation and abuse committed by staff of the Mission in 2004, which had severely damaged the reputation of MONUC.⁶¹ The allegations, made against civilian and military staff, included rape, sex with minors, sex for employment and sex with prostitutes.

Today the CDU has 9 staff with presence in Kinshasa, Goma, Bukavu and Bunia and is responsible for carrying out a conduct and discipline training programme for all new civilian personnel, military observers, staff officers and civilian police.⁶² It follows a three-pronged strategy to combat sexual exploitation and abuse and other types of misconduct that includes reporting and tracking of allegations, sensitization and training, and responsibility and accountability of the chain of command.⁶³ Examples of initiatives include the establishment of an inter-agency sexual exploitation and abuse focal points network in 2005, which is chaired by MONUC. A priority of this network is to strengthen linkages with agencies and coordinate victim assistance and referral initiatives on sexual violence. The Mission has developed a referral network system of international and local NGOs through which victims can obtain medical, psychosocial and reintegration assistance. Funding from Quick-impact projects is

⁶⁰SG Report for MONUC Dec 2005

⁶¹SG Report for MONUC March 2005

⁶²SG Report for MONUC Aug 2005; Budget Report for MONUSCO from 1 July 2011 to 30 June 2012

⁶³SG Report for MONUC June 2006

used to support these activities. Evidence about the effectiveness of these victims' assistance mechanisms could not be established by this evaluation.

Other preventive measures to address SEA include the revision of the MONUC code of conduct, the designation of off-limit areas and premises for military contingents, improved perimeter fencing and lighting around military compounds etc.⁶⁴ It is interesting to note that the 2010-11 Mission planning process for the first time includes an indicator on actual reduction of SEA cases, which replaces the previous reporting on numbers of Mission staff who have been trained on sexual exploitation.⁶⁵

While the number of SEA allegations has dropped from 2007 (59 SEA allegations) to 2011 (24 SEA allegations), OIOS statistics continue to show a higher rate of SEA in the DRC Mission than in other peacekeeping missions. Between 2007 and 2011, a total of 157 substantiated SEA allegations were recorded in MONUC and MONUSCO, compared with 51 in UNOCI, 45 in MINUSTAH, 25 in UNMIL, 13 in UNMIS and 5 or less in every other Mission.⁶⁶

The evaluation could establish that there is limited internal capacity to reach out to all Mission personnel who are deployed in numerous locations of the DRC. Evidence also seems to suggest an inadequacy of mechanisms to ensure that all staff attend the conduct and discipline training during induction. For example, information available to the evaluation suggested that out of a sample of 300 staff selected from a list of 900 staff that joined the Mission after March 2009 evidence of attendance was only available for 43% of the sample.

In addition, there is lack of investigative capacity within the Mission for Category 2 cases as well as in OIOS who are responsible for Category 1 cases.⁶⁷ In the case of misconduct by military staff the respective troop contributing country (TCC) is asked to send a National Investigator, which however does not materialize in many cases. This contributes to the fact that investigations are not being completed in a timely manner.

⁶⁴ SG Report for MONUC Aug 2005

⁶⁵ Budget Report for MONUSCO from 1 July 2010 to 30 June 2011

⁶⁶ Source: OIOS, data available under <http://cdu.unlb.org/Statistics/OverviewofStatistics.aspx>

⁶⁷ SG Report for MONUC March 2007

Analysis

Responding to the cases of SEA that severely damaged the reputation of MONUC in 2004, the Mission since 2005 is implementing a comprehensive approach for preventing and following up on cases of SEA. The reduction of SEA cases since 2006 is an achievement of the Mission. Results- instead of activity-based performance reporting on reduction of SEA cases in SG reports commences in 2010. Delays in the investigative process and the inability by the Mission to take immediate action may reduce the deterrent effect and contribute to the perception of impunity for wrong doing in the Mission. (OIOS Audit Report: Conduct and Discipline in MONUSCO (Feb 2011))

7. Conclusions and Recommendations

Conclusions

With respect to the TOR question “How effectively have human rights and gender equality been mainstreamed into the Missions’ operations?” the evaluation could establish the following:

SC Resolutions on women, peace and security have since 2003 been gradually introduced into the Mission mandate. The gender perspective in Mission planning (through Results Reports) begins to feature in 2004 with prominent areas being electoral support, SSR, DDR and legal and judicial sector reforms. While the Mission since 2002 reports on gender and women through quarterly SG reports, performance measurement at Mission level through disaggregated gender indicators and targets is absent with the exception of one indicator in the area of electoral support.

In terms of functional structures, both the Gender Unit (GU) and Sexual Violence Unit (SVU) play a key role in the Mission for mainstreaming gender, and for coordinating the work on sexual violence respectively. They however face capacity constraints in view of their extensive mandates. The Mission has made efforts to improve gender balance amongst staff but is falling behind targets on both the civilian and military side. The effectiveness of a short gender module during the general staff induction training can be considered limited. During the evaluation female staff in MONUSCO have indicated issues around acceptance by male colleagues that continue to prove challenging. There is room for improving accountability on the implementation of gender targets and for making the gender focal point system in the Mission more effective. Since 2005 the Mission is implementing a comprehensive approach

for preventing and following up on cases of SEA and there has been a reduction of SEA cases since 2007. Delays in the investigative process however may contribute to the perception of impunity for wrong doing in the Mission.

The evaluation could establish the following with respect to the TOR questions “To what extent have the Missions’ mandates and operations been contributing to the goals of Security Council resolutions, including those on women, peace and security and the rule of law?”; and “What lessons have been learnt with respect to addressing human rights and gender equality?”

The Mission has contributed to the implementation of the different dimensions of SCR 1325, however achievements made need to be put into context. For example, women’s participation in political processes remains weak due to various factors such as the low status of women in the Congolese society. While the evaluation could confirm that gender issues have effectively been integrated in the different steps of the DDR process the same could not be established for the area of SSR. The Mission has engaged in trainings on gender and sexual violence for FARDC and PNC, but achievements have been limited due to overall challenges particularly in the area of FARDC reform and -integration.

The Mission has also contributed to improvements in the existing legislative framework as illustrated e.g. through the law on sexual violence, and increased prosecution of perpetrators of human rights violations. Impunity however prevails due to fundamental structural problems such as weak application of the law, lack of resources and corruption. The Mission initiatives in the area of sexual and gender-based violence since 2009 have helped to sensitize and increase awareness amongst the population. Potential long-term impacts may be limited in view of prevailing impunity and the fragile context in particular of the security sector in DRC.

While the SC resolutions 1325, 1820, 1888, 1889 and 1960 represent a comprehensive policy framework for gender mainstreaming in peacekeeping missions, the evaluation has illustrated that actual achievements in gender equality depend on a series of internal and external conditions. Examples of internal conditions are capacity at Mission level to effectively support the application of existing policies and guidelines on gender, and more generally to sustain the process of gender mainstreaming. External factors consist of the political, socio-cultural and economic country context that –as this evaluation argues - plays a decisive role in facilitating or hindering advancements towards gender equality.

Recommendations

The following section provides recommendations for improving the effective implementation of SCR 1325 in UN peacekeeping activities in the DRC. The recommendations emanate from stakeholders interviews and are supported by the previous analysis.

Recommendations regarding gender mainstreaming in MONUSCO:

1. The Mission should ensure a more systematic reflection of gender in the Mission planning and reporting process, and in Mission performance indicators. TORs for posts should take into account gender considerations and staff should be held accountable for gender mainstreaming in their area of work, e.g. as part of their performance appraisal.
2. Commitment to gender mainstreaming at the highest level of the Mission (SRSG, Force Commander) is necessary to make gender sensitivity more effective in the Mission. This includes the appointment of more female staff at all levels and the effective establishment of gender focal points across civilian and military Mission structures. The responsibilities as gender focal point should be reflected in the TOR of respective Mission staff.
3. The presence and capacity of Gender Unit and Sexual Violence Unit Staff should be increased to allow for more effective outreach to MONUSCO colleagues e.g. through training activities and technical advice, as well as more meaningful participation in Mission initiatives at community level e.g. Joint Protection Teams.
4. In terms of training on gender the Mission should consider mandatory substantive trainings on gender for all Mission staff, refresher trainings, and the establishment of an effective gender focal point system (see Recommendation 2 above). The gender focal point system should facilitate the provision of technical advice on how to integrate gender perspectives into daily operations of Mission staff.
5. Advocacy efforts for troop-contributing countries at the political level should be continued in order to increase the number of female military staff in respective Mission contingents.
6. The mechanism for taking disciplinary action against personnel facing allegations of various types of misconduct needs to be improved, in particular with respect to the duration of investigative processes at Mission and HQ level respectively.

Recommendations regarding Mission implementation of SCR 1325:

1. The Mission should ensure that gender sensitive approaches systematically inform each of the thematic areas covered by SCR 1325 i.e. political processes, peace negotiations and governance; disarmament, demobilization and reintegration (DDR); security sector reform (SSR); legal and judicial sector reforms; and sexual and gender-based violence (SGBV). This includes the effective application of Mission performance indicators on gender across thematic areas.
2. A clarification of roles and mandates both within the Mission and amongst partners (UN agencies and NGOs) that are working on gender issues and sexual violence is required to allow for a more coordinated response in the spirit of “One UN”. The goal would be to avoid fragmentation, competition and duplication of work.
3. In view of SCR 1960 the current efforts for the collection, analysis and reporting of data related to sexual violence need to be strengthened. A shift from collecting towards

analyzing data, and improved information sharing within the Mission is required to effectively inform management about the reality on the ground. More generally speaking, regular monitoring and the conduct of evaluations is required to allow for systematic tracking of outcome and impact level changes in the various areas of SCR 1325, and to inform ongoing and future programming approaches.

Annex 1: List of interviews

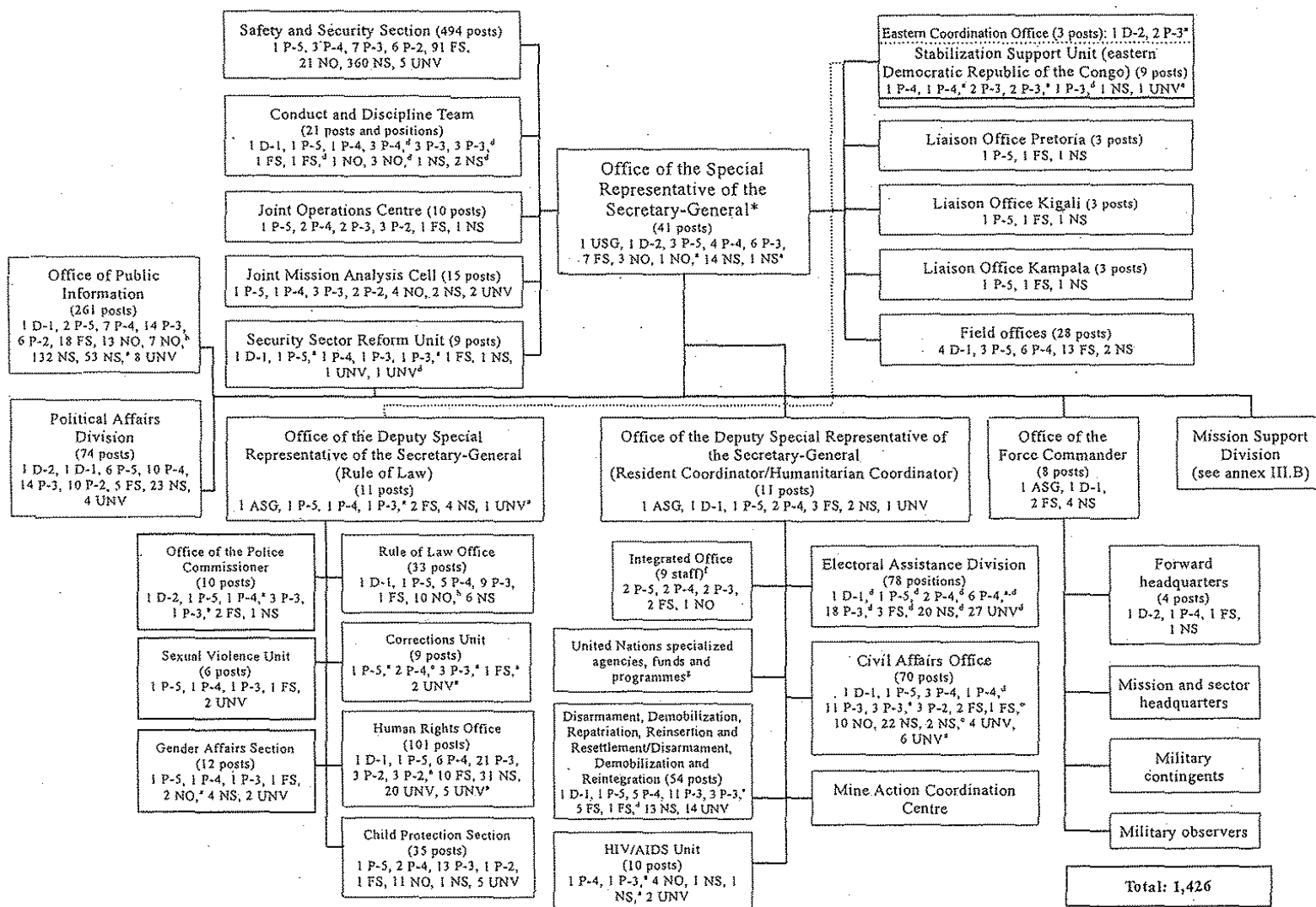
Note: A total of 240 interviews were conducted in the context of this evaluation. Below only interviews are listed from which substantial data has been used for this report.

Location	Institution	Date
New York	Columbia University	11 Nov 2011
	OIOS	21 Nov 2011
	DPKO Police Adviser in NY	24 Nov 2011
	DPKO Military Adviser	25 Nov 2011
	DPKO CDU	9 Dec 2011
Washington	WB/ Fragile & Conflict Affected Countries Group	14 Nov 2011
	Conflict Prevention and Peace Forum	16 Nov 2011
Kinshasa	Force Commander	4 Oct 2011
	CDU	4 Oct 2011
	QUIP Programme Manager	4 Oct 2011
	JMAC	4 Oct 2011
	Search for Common Ground	4 Oct 2011
	UN POL	5 Oct 2011
	MONUSCO GU	5 Oct 2011
	DSRSG	5 Oct 2011
	MONUSCO Human Rights	5 Oct 2011
	GU	5 Oct 2011
	MONUSCO Electoral Support	5 Oct 2011
	UK Embassy	6 Oct 2011
	UN Women	6 Oct 2011
	Women's International League for Peace and Freedom	7 Oct 2011
	Ministry for Justice in Kinshasa	7 Oct 2011
	MONUSCO Civilian Personnel Operations	7 Oct 2011
	MONUSCO SVU	8 Oct 2011
	SVU	8 Oct 2011
	Uganda Embassy	8 Oct 2011
	Chief of Staff	19 Oct 2011
MONUSCO Military Observers	19 Oct 2011	
Goma	Head of Office	13 Oct 2011
	Ministry for Provincial Planning & STAREC	14 Oct 2011
	CARITAS	14 Oct 2011
	SSU	14 Oct 2011
	RENADEF	14 Oct 2011
	PNC	14 Oct 2011
	Political Affairs Section	14 Oct 2011
	MONUSCO CAS	14 Oct 2011

Location	Institution	Date
	UNICEF	15 Oct 2011
	OXFAM	15 Oct 2011
	EU POL	16 Nov 2011
	DDR	17 Oct 2011
	MONUSCO Human Rights	17 Oct 2011
	UN POL	16 Nov 2011
	SVU	23 Nov 2011
	GU	28 Nov 2011
Bunia	UNDP	12 Oct 2011
	JHRO	12 Oct 2011
	SOFEPAI	12 Oct 2011
	RADHIT	12 Oct 2011
	Head of Office	12 Oct 2011
	UNPOL	13 Oct 2011
	UNFPA	17 Oct 2011
Bukavu	Head of Office	13 Oct 2011
	WFP in Bukavu	14 Oct 2011
	CSO meeting	14 Oct 2011
	Child Protection	15 Oct 2011
	UNJHRO	15 Oct 2011
	SVU	15 Oct 2011
	OXFAM	17 Oct 2011
	UN Women	17 Oct 2012
Kananga	Head of Office	12 Oct 2011
	Cadre Permanent de Concertation de la Femme Congolese (CAFCO)	12 Oct 2011

Annex 2: Organizational Chart of MONUSCO (Source: A/64/670 pp 88-93)

A. Substantive offices



Footnotes to Organizational Chart (Substantive Offices)

Abbreviations:

USG Under-Secretary-General

FS Field Service

NO National Officer

NS National General Service

UNV United Nations Volunteers

- * Includes the immediate Office of the Special Representative of the Secretary-General, the Legal Affairs Section, the Quick-Impact Projects Unit, the Protocol Unit and the Strategic Planning Cell
- a new post or position
- b Reclassified/converted
- c Redeployed
- d Reassigned
- e Funded under general temporary assistance
- f Funded by UNDP, the United Nations Development Group Office and the United Nations Country Team
- g UNDP, World Bank, UNESCO, UNICEF, UNOPS, ILO, FAO, UNFPA, OHCHR, UNHCR, IMF, Office for the Coordination of Humanitarian Affairs, WHO, UNADIS, IOM

Annex 3: Theory of Change for Gender Mainstreaming in Peacekeeping Missions

Policy Framework

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graph TD; A[Policy Framework] --> B[SC Resolutions]; B --> C[DPKO Policy Directive]; C --> D[HQ Action Plan for SCR 1325];
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SC Resolutions:

1325 (2000): calls for women’s active participation in conflict prevention, conflict resolution, peace processes, post-conflict peace building and governance. Further calls for effective protection of women from sexual violence in conflict settings and for mainstreaming of gender perspectives in all aspects of peace operations

1820 (2008): calls for armed actors to end practice of using sexual violence against civilians and for all parties to counter impunity and provide effective protection for civilians. Also calls to develop mechanisms including training of personnel, deployment of more women to peace operations, enforcement of zero-tolerance policies and strengthening capacities of national institutions.

1888 (2009): strengthens implementation of SCR 1820 through assigning leadership - calls for the appointment of a Special Representative of the SG to coordinate UN to address sexual violence, as well as for rapid deployment of teams of experts and advisors to situations of concern.

1889 (2009): calls for the SG to submit to the SC a set of indicators for use at the global level to track implementation of SCR 1325.

1960 (2010): provides an accountability system for implementation of SCRs 1820 and 1888. Mandates the SG to list in annexes to annual reports parties credibly suspected of being responsible for sexual violence. Also calls for establishment of monitoring and reporting arrangements specific to conflict-related sexual violence.

DPKO Policy Directive (2006): Incorporate a gender perspective in the development of policy, planning, implementation and monitoring of peacekeeping operations. Take into account gender in the structure, the resources and the budget of the mission. Gender to be mainstreamed in all policies, programs and activities of the mission

HQ Action Plan for SCR 1325 (2006):

- 1) Policy guidance on gender equality in post-conflict transitions
- 2) Better operational support for gender mainstreaming
- 3) Increased participation of women in peacekeeping (military, police and at political level)

Implementation at HQ/ Mission level

Gender Team in DPKO HQ:

DPKO Gender Unit Roles:

- + Provide policy and training guidance and checklist for the implementation of the mandates
- + Assist and backstop Gender Advisors in the field
- + Undertake research and gender analysis
- + Monitor and report the implementation of the mandate
- + Since 2006: Gender Focal Points appointed in other DPKO areas (UN Police, Judicial, Human Rights, Elections, military components)

DPKO/DFS Guidelines:

- + Gender Mainstreaming Policy Guidelines – 2006
- + Gender and Political Affairs Guidelines and checklist for Desk Officers – 2006
- + DPKO/DFS-DPA Joint Guidelines on Enhancing the Role of Women in Post-Conflict Electoral processes – 2007
- + Police Guidelines for the mainstreaming of gender perspectives
- + DPKO Gender Guidelines for Political Affairs - 2007
- + Guidelines for Gender Advisers and gender Focal Points – 2008
- + Checklist for Senior Management – 2008
- + Military Guidelines – 2010
- + Gender Guidelines for Mine Action Programmes- 2010
- + Gender Equality in UN Peacekeeping Operations- 2010

In the field:

Gender Advisors appointed in multidimensional peacekeeping missions incl. MONUSCO (DRC).

Roles of Gender Advisors:

- + Provide gender expertise to the Head of the Mission and senior management
- + Reporting and monitoring
- + Capacity-building of women's groups
- + Liaison with national governments, local and international NGOs and other UN entities and agencies

Gender Focal Points in traditional missions

Key Areas for implementing SCR 1325 at mission level:

1. Women's participation in peace negotiations & peace agreements
2. Political Participation and Elections
3. Disarmament, Demobilisation and Reintegration (DDR)
4. Security Sector Reform (SSR)
5. Legal and Judicial Sector Reforms
6. Sexual and gender-based violence (SGBV). SGBV is cross cutting issue in sectors such as Rule of Law, Protection of Civilians, and Police Special Units etc.