



Taller  
Protección de  
Mujeres en  
Peacekeeping

# Relatório Final

2014



## **FINAL REPORT**

### **1. OUTREACH**

The Brazilian government carried out a Workshop on Protection of Women in United Nations Peacekeeping Operations, in Rio de Janeiro, Brazil, from 24 to 28 of November, 2014. The goal of the Workshop was to discuss relevant aspects related to documents, ground structures and peacekeepers' procedures to protect local women, besides looking for the specialists' participation with the objective to share their experiences on the ground.

### **2. PURPOSES**

The purpose of the Workshop was the gathering of information from specialists, updating knowledge and analyzing the measures adopted by United Nations Peace Missions towards protection of women in the mission area. The objective was to discuss, among the guest countries, which were the best practices developed and the improvement opportunities in training and execution of protection of women in the context of protection of civilians (POC). The Workshop also responds to a commitment made with the Latin American Association of Peacekeeping Training Centers (ALCOPAZ) and was a consequence of the actions taken by the Civil Committee of this entity, headed by Brazil, through the Brazilian Peace Operations Joint Training Center (CCOPAB).

### **3. BACKGROUND**

The protection of women in peace missions is one of the main concerns of the international community. The UN Security Council highlighted unequivocally, since Resolution 1325, the importance of the theme and remains firm in its objective to guide the UN in the decision-making process and in improvement of practices which lead to the effective protection of women in United Nations peace mission areas.



In turn, the Department of Peacekeeping Operations (DPKO) and UN Women developed a series of norms and training material so that the Member States which contribute with individuals and troops and the same UN peace operations get operationability levels necessary to deploy and carry out tasks related to the protection of women.

At last, there are many UN Peacekeeping Operations which produce guidelines with emphasis on the protection of vulnerable groups, especially women, as a result of the need to prevent violence against women. It is also observed that armed groups are using rape as a weapon of war.

#### **4. BLOCK 1 - DOCTRINAL BASIS**

##### **a. Gender Perspectives in Peace Operations**

###### **1) Lecturer**

Ms. NADINE GASMAN

###### **2) Function**

Representative of the UN Women Office in Brazil.

3) During her presentation, Ms. GASMAN exalted November 25 as the day to eliminate violence against women, as well as the importance of gender in Peace Operations, since women suffer more threats than men. The first step to prevent it from happening is to prepare members of the missions to avert situations in which women are at risk. Women and girls find themselves in conditions of extreme vulnerability in conflict and post-conflict situations just for being a woman. The State and the Peace Missions have the responsibility to take the necessary measures to prevent and punish violence against women, regardless of whom perpetrates it.

The lecturer mentioned that gender equality is not only for women, but for everybody, and that since the 70s there are conventions, resolutions and treaties to protect, defend, guarantee and secure women's rights.

During the presentation, she was asked if the Muslim population had difficulties in accepting women in situations of command and if there is a strategy to increase the participation of women in these countries. Ms. GASMAN said that there is, and that it is, however, important to change this reality. The Arab Spring was an example, since women and men were protesting in equal conditions. It is always important to question

women on issues related to them. She also mentioned that it has been almost 15 years from the issuing of Resolution 1325 and that some countries haven't taken over their responsibilities yet on what has been proposed. The Plans of Action to implement Resolution 1325 are commitments.

b. The protection of women in the context of protection of civilians

1) Lecturer

Colonel JOSÉ RICARDO VENDRAMIN NUNES

2) Function

Commander of the Brazilian Peace Operations Joint Training Center.

3) Colonel VENDRAMIN's presentation aimed at highlighting the relevant aspects on the inclusion of Protection of Women of the local residents in the Protection of Civilians in the United Nations Peacekeeping Operations (PKO). The evolution of the PKOs was highlighted, with special attention to the missions in Somalia, Rwanda, Bosnia and the Democratic Republic of the Congo. The protection of civilians is in the spotlight in the United Nations and it has been the central theme of the main mandates of missions. The same way, protection of women is stressed within Protection of Civilians. It is, though, planned differently for each mission, since there are differences in each scenario. It was possible to see the evolution of UN Resolutions which addressed gender and the strategies to their implementation, starting with resolution 1325, which mentions the creation of the UN Women Agency and the Office of the Special Representative of the Secretary General (SRSG) for Sexual Violence in conflict and strategy of gender training.

The concept on protection of civilians by DPKO establishes at a same level the protection through the political process, the protection against physical violence and the protection through the establishment of a protected environment. It was possible to observe the evolution of the material related to gender training in Peace Missions, in which DPKO guidelines are seen integrating a gender perspective to the UN work in PKOs and the future strategy on gender, and what the tasks of military and police personnel in this environment are. When asked about how the UN could act so that police strengths have the same operational level of military components, the lecturer said that, since their way of recruiting and their tasks are very different, it is difficult to establish a comparison. Another question was how the incorporation of women in the Armed Forces would improve POC, Colonel VENDRAMIN answered that, when the

UN Infantry Battalion Manual was created, the necessity of having a team, essentially composed of women, was raised. This team should get close to the local women; therefore, it is fundamental the presence of military women as part of this team.

c. Protection of Women: a Humanitarian view

1) Lecturer

Mr. CONOR FOLEY

2) Function

Consultant and Professor at the Pontifical Catholic University (PUC, acronym in Portuguese).

3) Mr. FOLEY addressed the theme explaining what Gender Based Violence (GBV) is and clarified what the role of the United Nations in POC is. He said that sexual violence is used to terrify, intimidate and destroy psychologically the other part in conflict. Women constitute most of the refugees and Internally Displaced People (IDP). Some women become soldiers or messengers, especially against their will. The conflict not only destroys social services, such as education and health, but also causes economic damages. Women and children are the major victims of the organized crime.

The use of Women Protection Advisors (WPA), assigned by the Security Council in 2009, implemented in countries in which there was evidence of GBV was mentioned. Their activities in the mission include monitoring, analyzing and producing reports on sexual violence involving the parts in conflict concerning the obligation to prevent and combat GBV.

d. The participation of military women in peace operations.

1) Lecturer

Lieutenant General LUIZ EDUARDO RAMOS BAPTISTA PEREIRA

2) Function

Force Commander of MINUSTAH from 2011 to 2012.

3) In his presentation, General RAMOS stressed that women and men face and suffer from combat in different ways, and that, therefore, they understand peace differently. Acknowledge and integrate these differences in all PKO aspects is essential to the success of the peace mission efforts. As peacekeeping activities move to a broader humanitarian focus, women have been participating more in PKO.

Women are deployed in all components - police, military and civil - and have



brought a positive effect in the PKO, not only supporting the role of women in peace building but also protecting women's rights. Moreover, it is a model to the local population in patriarchal societies, enforcing their rights and participating in the peace process.

The increase of women in PKO assures the participation of local women in post-conflict processes, helps to communicate with society in different situations, from which electoral processes, Disarmament, Demobilization and Reintegration (DDR) and gender based violence can be mentioned.

Asked if the Brazilian Army intends to increase the participation of women in PKO, the general said yes; however, since there are no female combatant officers graduated at the Military Academy, this number is still small. From 2017 on, the Academy will receive female cadets, which will allow a larger number of women in PKOs in which Brazil takes part.

e. The historical evolution of protection of women

1) Lecturer

Colonel (URU) ROBERTO GIL DE VARGAS

2) Function

Former member of Peace Missions.

3) Colonel GIL highlighted the historical evolution of protection of women, even before Resolution 1325, up to date. Firstly, he talked about the impact of conflict over men and women, definitions of gender and their tasks. Afterwards, he described all the documents which triggered protection of women, from the Universal Declaration of Humans Rights (1948) up to Resolution 2122 (2013). From this moment on, he presented a chronology of PKOs, addressing the participation of women, the creation of UN Women, the documents produced by DPKO and by the Department of Field Support (DFS), and the Codes of Conduct - Discipline.

f. The structure of field mission for the protection of women

1) Lecturer

Colonel (URU) ROBERTO GIL DE VARGAS

2) Function

Former member of Peace Missions.

3) During his lecture, Colonel GIL addressed the strategic view of the PKOs, their doctrine, the current planning, their implementation and execution by the United

Nations. Besides, he mentioned the Gender Strategies, showing cases of the United Nations Stabilization Mission in Haiti (MINUSTAH) and of the United Nations Organization Stabilization Mission in the DR Congo (MONUSCO), facts and numbers about the participation of women in PKO and the perspectives of their employment. Among the priorities, the UN emphasizes the protection of civilians, their concepts and actions and affirms that the host governments have the responsibility to protect their citizens.

Within the mission's structure, there is a gender cell, belonging to the civil component; whereas in the military component, there is a gender cell linked to the Chief of Staff of the mission. This cell is also linked to U-1, who is responsible for the mission personnel. In the UN Infantry Battalion Manual, there is an estimate to have a gender cell in the Battalion's Command Group in which the presence of female military personnel is encouraged.

g. The protection of women: cultural aspects in peace mission

1) Lecturer

Lieutenant Colonel (MP - DF) CYNTHIANE MARIA DA SILVA SANTOS

2) Function

UNPOL in East Timor in 2002

3) First, the lecturer made a reference to the structure of the Brazilian Military Police and how women join this force. From then on, she explained how police officers can take part in a mission and why they want to take part in it. From then on, LTC CYNTHIANE presented how the cultural aspects influence not only the population but also the peacekeepers. She highlighted the conflicts which have marked the recent history of the host country, the destruction of the State institutions, the political systems discredited by the population, and, sometimes, the little democratic experience in the country, as well as the lack of orientation mechanisms and judicial instruments of democratic principles and politics.

The different treatment for men and women, the obligation of women to stay confined home, hindering their access to education, employment, the claim for their rights are situations which occur in most countries in conflict. It is up to the mission members to prevent such facts to happen and that the ones responsible for violation against the women's rights are punished the right way, so that it does not become a normal practice in society.

#### h. Partial conclusions

After the first day of presentations and debates, we can partially conclude that the Security Council Resolution 1325 (2000) was an important landmark in the protection of women throughout the world. This document expresses the intentions of the United Nations to stop any type of violence against women, whether in areas of conflict or not. Besides, the creation of the UN Women Agency, which struggles for the gender equality and women empowerment, characterized the importance that the UN has in defending the issues related to resolution 1325.

The presence of the WPA helps women to take part in the decision-making process in societies dominated by men, in which, many times, women and girls are in situations of extreme vulnerability just for being females.

The State and the Peace Missions have the responsibility to take the necessary measures to prevent and punish violence against women, regardless of whom perpetuates it.

### **5. BLOCK 2 - TRAINING**

#### a. Training to prevent sexual exploitation and abuse

##### 1) Lecturers

Captain (URU) ANA LUCAS ILLESCAS and 1LT (URU) CARINA DE LOS SANTOS GILOMÉN

##### 2) Function

Members of the Uruguayan delegation.

3) The lecturers presented a background of their country contribution in PKOs and the evolution of the female participation inside Uruguayan Armed Forces, and, therefore, in UN Peace Missions. Training for the prevention of sexual exploitation and abuse happens together with the other issues related to the mission. Therefore, the military person to be deployed in a mission receives all the UN content in the core pre-deployment training material (CPTM). This refers to a 90-day period, in which the first four weeks the military personnel in command positions will go to the *Escuela Nacional de Operaciones de Paz del Uruguay* (ENOPU – National School of Peace Operations in Uruguay). Afterwards, also within four weeks, in the Unit to be deployed, the content is transmitted to the other military personnel by the ones who received the instructions in ENOPU. At last, the troops gather and take part in a last phase of four weeks, where they put into practice what they learned.



The lecturers mentioned their personal experiences, in which Captain LUCAS commanded a Company of the Uruguayan Battalion in MONUSCO and told about the challenges faced by her and the facilities and difficulties to be a woman and be in the front line of an infantry company. In the lecturers' opinion, the presence of women facilitates approaching the local population, especially women and children.

During the debates, the lecturers explained how they joined the Armed Forces. According to them, there was political will from Uruguay so that women could be part of the Army and, from the first woman on, there was the beginning of cultural changes, not only for men but also for women, characterizing the two-way process.

**b. THEME I: THE MOST ADEQUATE TRAINING METHODS FOR THE PROTECTION OF WOMEN.**

In these sessions, Commander SÉRVIO explained the exercise and coordinated the group works. The work groups answered the requests and presented them at the final plenary session.

**Request 1.** Are the training methods of the United Nations on protection of women effective?

According to the groups, the UN training methods are effective; however, they are not reflected in their entirety on the ground, since the legislations not always reach the tactical level agents, besides the training can vary according to the mission mandate. There were improvements in the last years, through norms and regulations and the awareness of the vulnerability of the protection of the civilian population. One solution would be to integrate the training between civilian, military and police personnel, at the different levels of operation.

**Request 2.** How can the technical capacity building of women belonging to the Mission affect in the protection of women?

According to the groups, the technical capacity building affects in a positive way the protection of women. Concerning protection, if a woman does not know what to do in case of violence against them, there is no way to protect them. In order to gain the population's trust, it is essential to respond quickly. A study to analyze what each mission want from women must be done. They must receive individual training to deal with the local population, addressing themes such as negotiation and inquiry techniques. Sometimes, we notice that there are not many women prepared for positions as head of

cells concerning protection of women. Therefore, the higher echelons of the Armed Forces must emphasize the importance to prepare women to be in such positions.

**Request 3.** How can the rates of violence against local women be decreased through training? Is the training of the local population viable?

The groups emphasized that deploying multidisciplinary teams, made up of psychologists, social assistants, doctors, besides military and police personnel, in the missions, to work with the local women, is an alternative to decrease rates of violence against local women. Strengthening civil affairs capacity building is a way to be effective in the Protection of Women in countries with cultural differences. The integration between civil, police and military personnel is one of the keys to the training of the local population, not only in the aspects related to gender but also to the other themes who favor protection of civilians.

**Request 4.** Considering that the mission developed a strategy to protect civilians, how can protection of women be included?

In the presentations, the groups highlighted what is necessary to identify the problems and later develop specific strategies for each case. Through cultural awareness at all levels, especially the tactical one, the inclusion of women in the work teams and include them in the training for protection of civilians, it will be possible to reach better rates related to the decrease of violence against women. A suggestion presented is the presence of, at least, a woman in each team site in PKOs where there are military observers.

#### c. Partial conclusions

After the second day of debates and presentations, we can partially conclude that the planned determinations in resolutions, rules and other documents of the UN for the protection of women bring great content and relevant ideas to their final purpose. However, these same legislations are not seen in the entirety on the ground, due to the lack of knowledge of the local population, cultures which do not envision the empowerment of women, or due to misinterpretation by part of the PKO members. So this failure be corrected, there must be a more intense presence of the peacekeepers to accomplish planned tasks of the mandate and of the other rules.

The participation of multidisciplinary teams as tools to disseminate and

supervise the protection of women shows itself as a possibility to decrease the rates of violence against women. This team should involve civilian, military and police personnel and be able to operate in all the mission area and act in an energetic way to reprimand possible attitudes not consonant with UN resolutions which address protection of women

The presence of women in decision making, as members of the mission and, especially, as part of the local population, is paramount to change the mentality of those who do not see women as part of the whole process that involves that society. Women in leading positions - civilian, military or police - are examples not only to the peacekeepers, but also to the locals.

## **6. BLOCK 3 - DEPLOYMENT**

### **a. Protection of Women in UNMIT**

#### **1) Lecturer**

1LT (MP - SP) LÍGIA PINHEIRO

#### **2) Function**

UNPOL in UNMIT in 2011 and 2012.

3) 1LT LIGIA, in her presentation, showed how the UN Mission in East Timor (UNMIT) developed. In the beginning, she talked about the country's history and all the opportunities when the UN was present in its interventions throughout time in this territory. According to UNMIT mandate, the efforts to cooperate with mission partners to help capacity-building, advisory, institutional development and strengthening of East Timor's institutions should have been intensified. In this context, it was up to the police officers to control violence against civilians, especially, against women.

Although the lecturer was deployed in 2011, she mentions that the female presence in the mission, either as part of the police contingent or of the civil component, was still very distant from what UN gender policy prescribes. The local society, patriarchal in its essence, gradually adapted to the female presence in key positions.

Among the main successes mentioned by the lecturer are women in positions of authority, exhibition of posters against sexual violence and promotion of equality between men and women.

### **b. Protection of Women in UNOCI**

#### **1) Lecturer**



Captain GISELE DOS SANTOS ALVES

2) Function

Military Observer in UNOCI in 2013.

3) Cpt GISELE addressed protection of women in the United Nations Operation in Côte d'Ivoire (UNOCI). In her presentation, she talked about the country's history, how UNOCI was established, and the determinations of the present mandate which points out the presence of women in conflict resolution, the importance of their participation and their involvement in all effort to maintain and promote peace and security. These considerations are in the National Action Plan implemented in 2008.

According to the mandate, the Disarmament, Demobilization and Reintegration (DDR) program shall consider the rights and necessities of different categories of people to be demobilized, including women and children. Concerning the rebuilding of security institutions, it is up to the mission to facilitate the training in human rights, protection of children, protection against sexual violence and protection of women by public security institutions. Concerning the protection of human rights, special attention has to be given to violations and abuses perpetrated against women and children.

One of the mandate's tasks is to support the government's efforts in combating sexual violence and violence against women, through the contribution to the development of a national strategy in cooperation with UN entities, providing specific protection to women affected by armed conflict.

c. Protection of Women in UNMISS

1) Lecturer

Cpt (MP-SP) RENATA DOS SANTOS CUNHA

2) Function

UNPOL in UNMISS in 2013.

3) In her presentation, Cpt RENATA explained how South Sudan appeared and how the UN intervenes there. For statistical purposes, she mentioned that 50% of the population is women, and that 40% from those have already suffered some kind of violence. Of all the positions in the Government, women have only 29% of them.

The local culture influences a lot in the protection of local women. Child marriage, domestic, sexual, physical and psychological violence and the difficulty to access schools by women are the causes of these problems. The patriarchal system, the law based in customs, lack of awareness and information on women's rights, lack of

support to the victims and lack of resources and training to the local police only contribute to make violence spread all over the country.

It is up to the United Nations Police to support the local police training. The goals to be achieved are the understanding that women belong to a vulnerable group, the protection of the human rights of women and the right treatment to women victims of a crime or to women in prison or in custody. So that happens, UNPOL must stimulate the denouncements of violence and develop trust on local police.

The community must understand that women and men are equal and must be treated with the same dignity and respect. Everybody must know women's rights and they must take part in the community's decisions.

When asked about how the access to coordination meetings with local organs happened, taking into consideration she is a woman, Cpt RENATA said the locals were used to the mission, and, therefore, she was seen differently. However, this situation could have been different to the first women deployed in the mission.

#### d. THEME II: PROTECTION OF WOMEN ON THE GROUND

In these sessions, Major BOLZAN explained the exercise and coordinated the group works. The groups answered the requests and presented them at the final plenary session.

**Request 1.** How does the female presence in the mission helps the protection of women on the ground?

According to the groups, the female presence facilitates the access to local women and the search for information in the field. It is also a model or reference to be followed by patriarchal societies or marked by inequality between men and women. It broadens gender perspectives in decision making within the mission. Additionally, it facilitates dealing with and coordinating with governmental agencies and organs issues related to the protection of civilians and women. As part of military or police units, the female presence constrains the behavior of men, decreasing the possibility of infraction and misconduct.

**Request 2.** Which structures would be more adequate for protection of women within a mission's structure?

According to the groups, concerning the organizational structure, a mission gender adviser should work close to SRSG. There should also be a gender military adviser working close to the Force Commander and a gender military focal point



alongside of the sectors and the battalions, to ensure the standardization of the practical training of the different countries which are part of the mission in the protection of women. A multidisciplinary team, composed of civilians from the health area, from social assistance, besides police and military personnel, would help to accomplish the work.

Regarding the physical structure, a reporting channel to be used by the local population should be created, as well as installations to provide sanitary assistance to women separately, especially in refugee and internally displaced people camps

**Request 3.** How does the culture of the host country affect in the protection of women?

In the groups' opinion, the country's culture affects directly the way to understand the role of men and women and the number of women deployed in the mission. Although there are documents and policies to the protection of women, if the culture of the Troops Contributing Countries (TCC) does not empower their women, these legislations will be ignored, making it difficult to the ones interested in identifying violence against women. The TCC culture can raise difficulties to the dialog between mission participants and local women.

**Request 4.** How can the civil, military and police components, working in an integrated manner, help the protection of local women? What is the role of each one?

To the groups, the integrated work between the components helps in the protection of women when there is information exchange on denouncements, coordination of efforts of each component, defining each one's role, avoiding double efforts. Carrying out campaigns of prevention of violence against women can be an efficient manner to combat this threat. The civilian component, working directly with the civilians and local institutions, the police component, with the training and monitoring of security institutions, and the military component, keeping a safe and stable environment, interfering in cases of physical violence to accomplish the mandate, is a way to employ each mission component in their functions.

e. Partial conclusions

At the end of the third day of debates and presentations, it can be partially concluded that, despite all UN policies to deploy more women in the civil, military and police components, there is not a meaningful growth in the number of female participants in the missions. Such situation can be a result of adequacy that the TCCs

have been doing in the national policies to gather a higher number of women to be part of the police and military components.

It has been said that the participation of women in the field is paramount to reach local women who have been victims of any kind of violence. The examples of the officers who were deployed in East Timor, Côte d'Ivoire and South Sudan, three different scenarios, showed that approaching the locals must be done in an integrated manner, with representatives of the three components and local institutions.

## **7. WORKSHOP CONCLUSIONS**

After three days of presentations and group works, Protection of Women was discussed among the participants from Brazil, Uruguay, Argentina and Ecuador, and the following conclusions have been reached:

- Women suffer more threats in conflicts than men. The first step to avoid these threats is to prepare multidisciplinary teams to combat any violence against women.
- The nature of the modern conflict has created the necessity to combat sexual violence and put the necessities of men and women in the spotlight, since each one feels the conflict in a different way.
- According to the Security Council Resolutions and the acquired experiences, one of the first steps to the success of protection of women in PKOs is to prepare the military personnel and contingents which will be deployed.
- In most of PKOs, protection of civilians is one of the main points and protection of women is included within this scope.
- The participation of women in PKO is still very low if compared to men's. This demands that the issue is more and more discussed and that policies to include women are put into practice.
- In a general way, the Resolutions which address issues related to women are being put into practice; however, advances are not so significant. Therefore, there should be efforts so that TCCs send women to the PKOs.
- It has been mentioned the growth in importance of the Peace Operations Centers as a way to disseminate even more the policies of inclusion of women and measures to protect them in conflict, in post-conflicts and in PKOs.
- It has been observed that there are few women in positions of command in PKOs (out of 17 happening around the world, only 05 are headed by women).
- It has been mentioned the importance to know political, economic aspects, and also

socio cultural aspects (unequal treatment between men and women, women with little access to education and jobs, condemnation of women who do not "agree" with the patterns to be followed, among others) so that the peacekeepers know how to deal with gender issues and protection of women.

- In the current PKOs, even the countless Resolutions of the UN Security Council, measures of protection and increasing awareness of contingents, serious violations of human rights and violence against women and girls in different places in the world still happen.

- It is important to include specific necessities of women in peace processes, such as the DDR program.

- Support to women in political processes, either as a voter or as a candidate, may guarantee they have more power in their communities.

- The importance to spread information on measures and processes of Protection of Women in Conflicts and Post-Conflicts increases as the results show up.

- The schools should increase discussions on gender differences in their schedules.

## 8. PARTICIPANTS

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