

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.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

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UN Women Evaluation Office / 2012

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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

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