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# Guidelines

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# Gender and Peacekeeping-Intelligence

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## DPO GUIDELINES ON
## GENDER AND PEACEKEEPING-INTELLIGENCE

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## A.  PURPOSE AND RATIONALE

1.  The Peacekeeping-Intelligence (PKI) Policy "sets out why and how United Nations peacekeeping operations acquire, collate, analyze, disseminate, use, protect and manage PKI in support of UN peacekeeping operations in the field. (…) [T]he fundamental purpose of PKI in UN peacekeeping operations is to enable missions to take decisions on appropriate actions to enhance situational awareness and the safety and security of UN personnel, and inform activities and operations related to the protection of civilians."[1]

2.  The UN Security Council has adopted specific resolutions highlighting how gender factors in women's full, equal and meaningful participation contribute to the maintenance of international peace and security.[2] In 2018, the then-Department of Peacekeeping Operations adopted the Gender Responsive United Nations Peacekeeping Operations Policy, which detailed the principles and requirements for implementing UN mandates on Women, Peace and Security (WPS) in the work of all peacekeeping components' operations. The primary goal of this Policy is to require all staff "to integrate gender and WPS perspectives in their daily work in line with the principle of gender equality and the WPS agenda to achieve impactful and transformative results. The Policy is aimed at increasing operational effectiveness and efficiency of

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[1] United Nations Policy on Peacekeeping-Intelligence (PKI Policy) 2019.08.
[2] Security Council Resolutions 1261 and 1325 (2000), 1820 (2008), 1880 and 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2331 and 2242 (2015), 2493 (2019), 2467 (2019), and 2538 (2020).

peacekeeping operations by responding to the differentiated needs, concerns and contributions of women and men."[3]

3. Following these resolutions and the PKI Policy, this document provides guidance on the considerations required for integrating gender in PKI work and products intended to support a common operational picture, provide indicators and warnings (I&W) of imminent threats, and identify risks and opportunities with respect to the safety and security of UN personnel and the protection of civilians (POC). These guidelines follow the principles detailed in the PKI Policy. In particular, these guidelines offer best practices on how to integrate gender in each step of the PKI cycle.

4. Gender does not equal "women or men, boys or girls", but rather refers to the social attributes, roles and opportunities associated with being male and female in each society. These attributes, roles, opportunities, and relationships are socially constructed and are learned through socialization and conform to the value system of given societies. They are context/ time-specific and changeable. Gender defines power relations in society and determines what is socially expected, allowed and valued in a woman or a man within a given context constructed, hierarchical notions of biological and socio-cultural identities. The notion of gender lies beyond the binary biological division. PKI personnel should endeavour to go beyond the sameness of all men or women's experiences by virtue of their being male or female; they should instead strive to highlight the spectrum/diversity of wider and deeper power dynamics and power relations.

5. Having an understanding of gender dynamics is critical for PKI professionals whose role is to provide integrated predictive analysis. These guidelines put forward an intersectional approach to gender that recognizes the importance of taking class, race, ethnicity and age into account. It is meant to prevent homogenizing the situation of women and/or girls as a standalone group that shares a common identity, thereby erasing other persisting inequalities. This approach sheds light on the multiple ways in which social stratification constructs power relations, and determines access to resources and to information.

6. The Gender Responsive United Nations Peacekeeping Operations Policy specifies that "the Joint Operations Centres (JOCs) and Joint Mission Analysis Centres (JMACs) shall ensure that support to the spectrum of situational awareness, understanding and forecasting incorporates as much as possible a gender analysis. Guidelines and reporting mechanisms shall include data disaggregated by sex and age as relevant.[4] PKI personnel shall therefore adopt a gender-responsive approach and include a gender dimension as well as gender-responsive conflict analysis in their assessments of risk and security threats to UN personnel and to POC at every step of the PKI cycle.

7. Gender is key to integrated and forward-looking analysis in three different ways: 1) Gender analysis informs how conflict can affect different people in different ways at different times, and helps identify gender-specific conflict triggers and peace drivers; 2) Gender considerations are key in providing acute situational awareness by grasping gendered structures, stakeholders, and comprehensive dynamics that trigger and drive conflict and insecurity; and 3) Gender considerations are key in providing accurate forward-looking

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[3] Gender Responsive United Nations Peacekeeping Operations, DPKO-DFS Gender Unit/OCOS, 1 February 2018.  See "D.1. Goal".
[4] Gender Responsive United Nations Peacekeeping Operations, DPKO-DFS Gender Unit/OCOS, 1 February 2018, see "E9 c) JMAC & JOC".

analysis, which will enable senior leaders to make better and gender-responsive decisions to enhance the safety and security of personnel and POC.

## B.  SCOPE

8.  These guidelines apply to all personnel, uniformed and civilian, involved in the PKI cycle within UN peacekeeping operations. They are intended to provide an overview of gender and WPS considerations when generating PKI.

9.  The PKI Policy "sets out why and how United Nations peacekeeping operations acquire, collate, analyze, disseminate, use, protect and manage peacekeeping-intelligence in support of United Nations peacekeeping operations in the field." Please see Figure 1 for a diagram of the PKI cycle.

Figure 1. The Peacekeeping-Intelligence Cycle
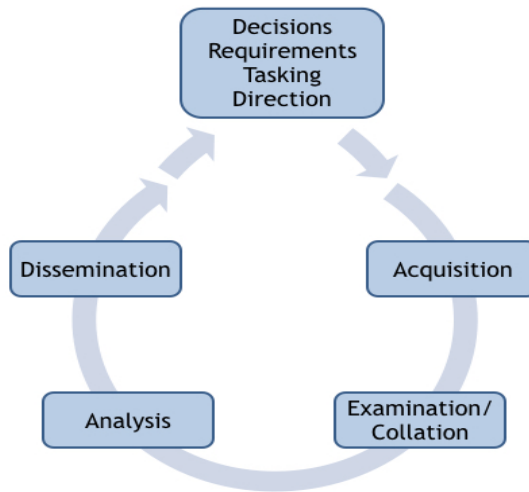


## C.  GUIDELINES

## 10. Direction, Requirements and Tasking: Gender as Priority for Safety, Security and Protection of Civilians

10.1.  As outlined in the PKI Policy (2019), "the Head of Mission is the primary client of the PKI cycle" and is responsible to provide strategic direction to the mission's core PKI units (JMAC, U2, UNPOL, UNDSS, JOC).

10.2.  Direction "refers to the process of identifying questions that need to be answered, specifying outstanding "Information or Peacekeeping-Intelligence Requirements (IRs)" in relation to those questions and seeking this information through a variety of means."[5]

10.3.  Gender should be integrated throughout the Priority PKI Requirements (PIRs), the Specific Information Requirements (SIRs) and the Essential Elements of Information (EEIs). From the onset, PIRs should integrate conflict-specific gender dynamics, and/or

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[5] PKI Policy 2019.08.; see 10.2.

gender-responsive conflict analysis where it exists. Gender should thus be integrated into the strategic direction provided to the mission's core PKI Units.

10.4. While the PIRs and SIRs are broad and general in nature, gender and WPS priorities should be explicitly stated by the Mission's guidance as part of the focus. The PIRs should clearly indicate an objective to understand how threats and risks affect different portions of the population differently. Instead of "what threats exist to UN personnel," the broad question should rather state "what types of threats exists to different components of UN personnel and different sections/parts of the population".[6]

10.5. Mission senior leadership should explicitly request information on gender-responsive conflict analysis to better grasp the variety of roles that men, women, boys and girls, and people of diverse identities play in a conflict setting, roles that are changing and which can be both simultaneous and overlapping. For example, a woman can be both a fruit seller and a recruiter or a combatant or working as a reconnaissance asset within an armed group; a man can be both a merchant and armed group combatant; men/women can be both survivors/victims of conflict-related sexual violence while actively supporting an armed group, while children may be used to gather information on behalf of threat actors. Understanding both traditional and non-traditional gender dynamics must be stated as a clear priority for the mission in order to better understand the operating environment and context, to maintain a strategic overview of developments and practices specific to threats and opportunities for the mission (see Annex A).

10.6. PIRs and SIRs must articulate the need to acquire gender-relevant related information that extends beyond the traditional or stereotypical conception/ understanding of gender roles in certain contexts, as well as beyond conflict-related sexual violence. They must consider the spectrum of attacks, as well as threats to and by women and girls, so as to grasp how situations affect men, women, boys and girls, and people of diverse gender identities.

10.7. Chiefs of PKI units should nuance the idea that women may not necessarily be comfortable talking to men, and vice versa, while taking into account the value of diverse teams, with both women and men, in building trust with communities. A more context-specific approach should be prioritized.

10.8. Chiefs of PKI units should, in principle, task their personnel based on their specific technical expertise/training/ professional competency rather than on their gender, except in cases where the gender-specific difficulty of reaching certain sections/groups of the population would require taking gender into account when making deployment decisions.

## 11. Acquisition: Integrating Gender in the MICM, MIAP and MISP

11.1. The PKI Policy requires each mission to establish three key tools:
1) A Mission Peacekeeping-Intelligence Coordination Mechanism (MICM), to officially oversee and coordinate the work of units;[7]
2) A Mission Information Acquisition Plan (MIAP), to "translate the strategic direction provided by Senior Mission leadership and requirements communicated by the operational planners into tangible [information requirements] and provide a roadmap

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[6] Guidelines on Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations.
[7] PKI Policy 2019.08, 12.2.

for the fulfillment of these requirements through directed acquisition and analysis work by participating mission entities";[8] and

3) A Mission Peacekeeping-Intelligence Support Plan (MISP), to "describe the boundaries within which the PKI cycle will be executed and identify key considerations to be observed when providing direction to the PKI cycle or executing tasks within it."[9] Clear, coordinated, mission-wide acquisition plans should be gender-responsive and include questions beyond those related to conflict-related sexual violence. Gender-responsive data and information should be sought to gain a more comprehensive understanding of the local context and power dynamics, and how gender shapes, and is shaped by, conflict, and to provide PKI staff a more comprehensive situational awareness and to support their predictive analysis of threats to POC.

11.2. To improve the acquisition of gender-responsive data and information, there needs to be an understanding of and clarity on what to look for, and why it is important, as well as accessibility to such data and information. The PIRs should thus provide clear guidance relative to gender data and information to acquire, and the SIRs and EEIs should be operationalized accordingly.

11.3. Gender-responsive indicators[10] must be identified to better understand short- and long-term threats and risks to UN personnel and to the population. They should highlight the manifestation of power dynamics and gendered factors driving conflict, and signal risks and threats to UN personnel and to civilians. Gender-responsive indicators should be identified taking into consideration the specificity of the local context and gender dynamics and norms.

11.4. Acquisition tasks and Requests for Information (RFIs) should clearly identify gender-responsive indicators.[11]

11.5. PIRs, SIRs and EEIs should be formulated in such a way that the requested gender-responsive data and information goes beyond the number of men and women in a certain location.

11.6. Attention should be paid to a wider range of behaviors and groups amongst the local population;[12] the notion of relevant and traditional actors should thus be revisited (for example, Chiefs of villages only identified as male, while women are often organized in more informal networks and roles). Particular attention should be given to both usual behaviors that serve unusual purposes, and unusual behaviors that serve usual purposes.[13] The identity of those who acquire the information factors in differently (language, nationality, gender, status). Identities may factor in the interaction as well as impact the type of information that can be gained from that interaction.

11.7. Communication channels should be established to make sure that those who acquire gender-related information receive feedback on the adequacy of the tasking or on the utility of the PKI received. Mechanisms should be put in place for the mission's components to better communicate the use and difficulty in acquiring the requested information so that acquisition managers can modify tasking or allocate it to a different acquisition entity. Meetings on acquisition, or acquisition unit debriefs are some examples of such mechanisms.

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[8] PKI Policy 2019.08, 12.7.
[9] PKI Policy 2019.08, 12.8.
[10] Several lists of such indicators have been put forward. See Annex B and Tables 1, 2 and 3 for examples.
[11] See Tables 1 and 2.
[12] See Table 3 for examples.
[13] See Tables 1 and 2, and Annex B.

11.8. Those who acquire information should be trained to understand and recognize a wider variety of gender-responsive indicators in a particular local context. They should be made aware of their responsibility to acquire gender-related data and information, and be provided with necessary training prior to their deployment.

11.9. When acquiring information on the ground, it is important to understand that timings and locations of patrols have an impact on the population (i.e. men/women/diverse gender identities), on the type/quantity/quality of information acquired, and on the ongoing conflict/local dynamic. They should be trained to recognize that both their posture and their routine, as well as their way of engaging with the local population can foster fear or mistrust amongst certain portions of that population (and have different impacts thereon). The means of engagement should be tailored to the dynamic of the local population from which information is to be acquired.[14]

11.10. It is also important to acquire information from diverse sources. If acquiring information from women, for example, care should be taken to not approach the same women's organizations or networks every time, as doing so could result in the inadvertent over-representation of specific points of view.

11.11. Indicators (see Tables 1 and 2) sought should be linked to identifying whether there are changing patterns of life which could indicate that the dynamic of conflict is changing (for example: fewer children in school, fewer/different people at the market). In a conflict context, engaging with local interlocutors involves gender-related risks to the security and safety of those who are approached by mission personnel, and a reliability and credibility issue of both the interlocutors and of the information provided. These risks might be higher for certain groups, notably depending on their gender, age, class, or status. Questions and observations should be honed to capture gender-responsive indicators including but not limited to those linked to conflict-related sexual violence. Indicators should always be context-specific; examples provided are indicative only.

11.12. Priority should be given to look for and recognize non-traditional gender-related indicators (see Tables 1, 2 and 3).

11.13. While the number of armed groups, the number of armed men, and the number of women and girls who are victims of conflict-related sexual violence matter (see Table 1), indicators should seek to grasp how men, women, boys and girls, and people of diverse gender identities play a variety of roles in a conflict setting both as active combatants, and in support or facilitating roles (see Tables 2 and 3).

11.14. Questions and observations should be designed to better grasp the variety (overlapping, simultaneous) of roles of men, women, boys and girls, and people of diverse gender identity in armed groups, and hence provide greater situational awareness (see Tables 1 and 2).

11.15. When terrain is difficult to access, technology might be used to gain gender-related information. For example, satellite imagery can be used to capture images of who/how many people (number of men/women/which groups) are working in a field, movements of internally displaced people or refugees, and movements of heavy weapons. It should be taken into account that technology in peacekeeping missions has limitations – assets can be weather-sensitive, and the acquisition of imagery can be complicated to request and slow to process. Further, there should also be acknowledgement and awareness that data and technology are inherently gendered, meaning that often, there are gender biases built into technology as well as a limitation for women in accessing technological tools and platforms,

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[14] JSP 1325 Pt 2 (V1.0 Jan 19), "Human security in military operations" part 2. Ministry of Defence, UK.

11.16. Acquiring information through open sources can be a great method to gain awareness of the diverse and simultaneous gender dynamics in a conflict.[15] PKI personnel acquiring gender-responsive information should seek to identify who accesses what open source and when.

11.17. Access to social media is key to understanding both gender as well as more global social dynamics. Access to and usage of social media can differ between different genders as well as within a gender group, depending on accessibility. Those acquiring information should therefore be cognizant of who has access to social media and who does not in a specific context. In general, social media can provide information on early warning indicators of conflict, such as hate speech, ethnic incitement, and allusions to conflict-related sexual violence.

11.18. A wide variety of media (ex. radio, television, video, newspaper, journals and Internet data, Facebook, Twitter, WhatsApp) should be monitored to better grasp the messages between various audiences depending on their gender, age, location, social class, and education level (see Tables 1 and 2). This wide variety of media is important to consider given that different groups (of men, women, boys and girls) might be using similar media differently and/or using different media, depending on their accessibility and intent.

**Table 1: Examples of early warning indicators related to men, women, boys and girls as potential victims or targets of conflict-related sexual violence**

| Indicators | Quantitative /Qualitative |
|---|---|
| **Death/mortality:** Increased violent death rate (esp. among young men, women), conflict-related deaths [men, women] random killings [men, women], sex-specific mortality rates, maternal mortality rate | Quantitative |
| **Sexual violence:** Rapes (number, scale, incidence, HIV infection), increased domestic violence, sexual abuse by security forces, prevalence of female genital mutilation, prevalence of sexual violence, sex-specific incidences of abduction/ disappearances | |
| **Oppression of** [men, women]**:** Sex-specific forced displacement, utilization of [men, women, boys and girls] by illegal armed groups to infiltrate to the community or to obtain information | |
| **Protection of women/prevention of sexual violence:** Increased use of security escorts for women, evacuation of women and children (refugee/IDP camps), self-imposed curfews | Qualitative |
| **Sexual violence:** Increased violence against [men, women, boys and girls], increased level of injuries, level of personal security while crossing borders or traveling to markets, abduction of [men, women, boys and girls] versus return of abducted [men, women, boys and girls], decrease of blessings for raids, [men, women] given to other groups, threats/Intimidation of men/women, gender hate propaganda against [men, women] | |
| **Perceptions of insecurity/impunity:** Level of perception of fear within community (feeling of security) among [men, women], fear of reprisal from prisoners, level of impunity for perpetrators of violence against [men, women], lack of prosecution of crimes associated with raids (including violence against women), [men, women] 's perceptions about changes in the level of violence | |

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[15] United Nations Guidelines on Open-Source Peacekeeping-Intelligence (OPKI guidelines) 2022.03.

**Table 2: Examples of gender-responsive early warning indicators related to actors' agency (restrictions on capabilities or as perpetrators, or complicit actors in the violent actions or armed conflicts)**

| Type of indicator | Indicators |
|---|---|
| **Capabilities** | **Restrictions of capabilities:** Restrictions on movements [men, women, boys, girls], restrictions on movement of NGO staff (especially women), restrictions posed by illegal armed groups on [men, women] and their organizations, influence on traditional mechanisms (social hierarchies, weakening of [men, women]'s role, etc.) |
| | **Rise of capabilities:** Level of activity of organizations working on gender issues, women are given a voice in media, mobility in communities of [men, women], increased role of women in decision-making (committees, leadership, issues talked about) as mediators, moderators, influence of [men, women] in making community decisions, [men, women] sent back to other groups as messengers to sense possibility for peace, [men, women] as conflict-negotiators (peace crusaders), women organizations working on peace issues, [men, women]'s involvement in community resolution of land disputes |
| **Perpetrators** | Integration or reintegration of [men, women] combatants, gendered ownership of guns |
| **Potential complicit actors** | Increase of [men, women] gatherings, informal negative discourse (gossip), rapid attempts, including by women to acquire cash such as selling jewelry, unusual patterns in market activities, decreased or increased number of young men/women in market centers and town disruption of traditional women's tasks (collecting fire wood, going to market) or trade activities such as quantity of bread and fruit bought (might hint to the sheltering/hiding of a group in a particular area/a group trying to go unseen) or change in the colour/fabric/length of clothing |
| **Cultural norms** | Social ceremonies including women, age-grading systems disrupted, breaking-off marriage negotiations, inter-group marriages, ratio of bride price to cattle population, creation of scapegoating of "others" in child socialization, method of payment of bride wealth (installments is a significant level of trust) |
| **Changes in everyday life** | New uses of infrastructure (beds in places of worship, markets in schools), new hours of opening of public spaces (schools closing earlier), change in routines/movement habits, walking in groups, on the side of the roads, heads down, in silence or talking, changes in expectations and practice around dress codes [men, women, boys, girls] |
| **Quantitative indicators** | Unemployment rate [men, women], attendance in schools (number of days, number of children [boys, girls], number of schools), high level of school dropout [boys, girls], bride pricing, marriage breakups (divorce) |

**Table 3: Examples of PIRs, SIRs and the identification of gender-responsive indicators**

| PIR | What is the threat posed by armed groups committing terrorist acts?[16] |
|---|---|

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[16] Indicators are not causes but tools. Indicators are observable phenomena "that enable peacekeeping-intelligence analysts to identify emerging trends, track events, validate hypotheses and warn of unanticipated change. Indicators should be revised regularly to adapt to the evolving dynamics of a context, of actors objectives and interests." (JMAC Handbook, p.107). The indicators given as examples in this table are neither sources nor causes of violence. A change of clothing, or any signs of radicalization do not equate to a rise of violence. Yet, drastic changes in grooming/movements/ habits are observable phenomena that, considered together in a given context, can be useful to inform analysis.

| SIR | What are the Terrorist Groups' respective areas of influence? |
|---|---|
| Indicators | Changes in population dress code and physical appearance/grooming expectations: usage of radios |
| | Men, women, boys and girls changing their routines/movement habits (walking in groups/alone, on the side of the road, heads down, in silence or talking) |
| | Changes in expectations and practices around grooming, dress codes for men, women, girls and boys |
| | Distribution or presence of propaganda material employing gendered recruitment narratives |
| | Increase in level of attacks |
| | Increase/decrease of reports of training activities |

| PIR | What factors pose the greatest risk to recovery and stability? |
|---|---|
| SIR | What are the local power brokers activities? |
| Indicators | Power brokers' involvement in criminal activities, in protests against the mission/national government/institutions/UN |
| | Increase of gatherings of women and men; informal negative discourse (gossip); rapid attempts by women to acquire cash, such as selling jewelry; unusual patterns in market activities; decreased or increased number of young men/women in market centers and town; disruption of traditional women's tasks (collecting firewood, going to market), or trade activity, such as quantity of bread and fruit bought (might hint to the sheltering/hiding of a group in a particular area/a group trying to go unseen), or change in the colour/fabric/length of clothing ) |

| PIR | What are the local population dynamics? |
|---|---|
| SIR | Who are the local power brokers? |
| Indicators | Activity level of organizations working on gender issues, women are given a voice in media, mobility in communities of women, increased role of women in decision-making (committees, leadership, issues talked about) as mediators/moderators, influence of women in making community decisions, women sent back to other groups as messenger to sense possibility for peace, women as conflict negotiators ("peace crusaders"), women organizations working on peace issues, women's involvement in community resolution of land disputes |

## 12. Collation and Examination: Labeling Gender Data

12.1. Databases in missions should make gender-disaggregated data the default input setting to more easily enable the storing of various gender-based information, and they should be populated with systematic gender-responsive information. Priority should be given to developing categories and labels that capture gender dynamics within databases used in missions, such as Unite Aware, CPAS, and SAGE.

12.2. Database managers should be trained to identify and record gender-responsive data.

12.3. Trained/competent/specialized personnel should be dedicated to managing databases and trained to identify, evaluate, submit and analyze sex-disaggregated data (or enter gender-disaggregated data when relevant).

12.4. Attention should be paid to gender-sensitive labels to make sure that data is retrievable and accessible to PKI analysts.

12.5. A mission-wide standardized way to acquire, examine and collate gender-based data should be created to make sure to provide an adequate pool of gender-responsive information on which PKI analysts can build their analyses.

## 13. Analysis: Making Sense of Gender

13.1. Quantitative data can be indicative of who is/was affected by events, but often fail to capture who and what the drivers were of the events, why some actors were targeted over others, and what their respective roles were. Quantitative data is key to grasping the magnitude of incidents and atrocities; however, what can be counted is not limited to what counts. Qualitative assessments are therefore necessary to make sense of what cannot be easily measured such as women's capabilities, women as perpetrators, potential complicit actors, cultural and gender norms and changes in everyday life (see Table 2).

13.2. Mixed methods analysis is key to making sense of the gender dynamics and norms that impact the security and safety of UN personnel and to ensure gender-responsive POC. The choice of quantitative measures and indicators can help to identify, for example, how many men, women were present at a certain meeting, or how many men, women were sexually assaulted. Extended quantitative analysis can demonstrate positive and negative trends; however, if they can give estimates, they do not give information as to whether and how men and women are affected differently. When qualitative descriptions are included in assessments, they tend to accompany, explain, and illustrate with examples the "hard facts" produced by quantitative indicators. This is important because only certain practices and short-term results are made visible (see Tables 1 and 2).

13.3. To minimize perception biases in both threats and risks assessments, analysts should seek to assess how conflicts/crises affect different portions of the population differently (including underrepresented population groups), and in return, how different actors are likely to react. Gender analysis can thus be key in providing a more comprehensive and thus useful understanding of the gendered drivers of conflict and peace. The UN promotes women and girls as powerful agents of change. Different groups of women must be taken into consideration as proactive agents and included in PKI analyses beyond being considered as potential victims or targets of violence, including conflict-related sexual violence. Analysts must also avoid making the assumptions or expectations that women are "peaceful, naturally inclined to and capable of specific interpersonal tasks, notably as emotional caregivers, or as systematic champions of women's issues in general, notwithstanding the context." Analysts should be careful to identify and challenge gender norms such as that "women are naturally peaceful and men are not". These assumptions "ignore instances of violence perpetrated by women, for the sake of their own interests, not merely those of manipulative men."[17]

13.4. Consideration must also be given to structural conditions that shape women's agency, including through the gendered socialization of women, men, boys, girls and those of diverse identities. PKI must make sense of gender dynamics and norms through gender-responsive conflict analysis, by making visible what are conceived as "non-traditional roles" of the population with regards to the conflict. Analysts should avoid referring to women as a standalone group, set into specific behaviours and set conditions on their inclusion and participation (these conditions and expectations are not imposed on men). Women need to be considered beyond "recipients of security."

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[17] Bouka et al., 2021.

> Analysts need to look at changing patterns in gender roles, and potential reasons and impacts thereof on the conflict.

13.5. Frequent/systematic consultations between the analysts and those who acquire information can be prioritized to revisit the EEIs to make sure that what is looked at fits the needs of the analysts and grasps the gender dynamics which impact POC and the safety and security of UN personnel.

13.6. PKI assessments should include non-militarized forms of security (ex. food security, environmental security, health security) and consider how different stakeholders understand (in)security, how they are tackling those insecurities, and what they need to feel more secure.

13.7. PKI personnel should have access to UN trainings on gender and WPS, gender-responsive conflict analysis, gender-responsive leadership and other trainings as deemed appropriate.

## 14. Dissemination: Making Gender and WPS Visible

14.1. The dissemination of PKI products aims to contribute to enhancing the situational awareness of the senior leadership and to support them in their decisions regarding the safety and security of UN personnel and the protection of civilians.[18] PKI products should be disseminated on a need to know/need to share basis, and the Head of Mission is ultimately responsible for all decisions regarding dissemination.[19] The Head of Mission is encouraged to ensure dissemination where relevant to gender advisors, who provide guidance on gender issues in the mission. Gender dynamics must be made visible in debriefings to senior leaders. The leadership must be informed on the role gender plays in the dynamics of conflict, and how it factors in the threats and risks to the protection of civilians and to the safety and security of UN personnel.

14.2. PKI products must make gender and WPS visible to mission leadership by highlighting how gender and WPS perspectives not only factor into their analyses, but in all aspects of the PKI cycle, as well as the centrality of such a perspective in gender-responsive decision making. Gender dynamics should thus be clearly acknowledged and addressed.

## D. TERMS AND DEFINITIONS

**Conflict-related sexual violence:** Refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict. That link may be evident in the profile of the perpetrator, who is often affiliated with a State or non-State armed group, which may include terrorist entities; the profile of the victim, who is frequently an actual or perceived member of a political, ethnic or religious minority group or targeted on the basis of actual or perceived sexual orientation or gender identity; the climate of impunity, which is generally associated with State collapse, cross-border consequences such as displacement or trafficking, and/or violations of a ceasefire agreement. The term also encompasses trafficking in persons for the purpose of sexual violence or exploitation, when committed in situations of conflict.

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[18] PKI Policy 2019.08
[19] PKI Policy 2019.08, 10.7.

**Driver:** Something that leads the flow of events, and/or contributes to reinforcing or leading a dynamic.

**Gender**: Refers to how a person internally feels ('gender identity' along the gender spectrum) and/or the gender a person publicly expresses ('gender expression') in their daily life. It refers to a person's identity and status in society as a man, woman or non-binary person. While sex is understood only in terms of biological features (e.g. sex assigned at birth), conceptions of gender are influenced by several factors including biological features; social, cultural and behavioural norms; and individual experience. A person's current gender may differ from the sex a person was assigned at birth (male or female) and may differ from what is indicated on their current legal documents. A person's gender may change over time. The term "gender" can refer to the social differences and relations between men and women that are learned through socialization and determine a person's position and status in a given context. Gender defines power relations in society and determines what is socially expected, allowed and valued in a woman or a man within a given context.

**Gender-based analysis:** Assesses the potential impact of policies or actions on various groups of people - women, men and non-binary.

**Gender balance:** Refers to the equal representation of women and men.

**Gender-disaggregated data:** Data that is based on sex-disaggregated data which takes into account the concepts, definitions, methods of data production to reflect gender roles, relations and power dynamics.[20]

**Gender equality:** Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but rather that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue; it should concern men as well. Equality between women and men is seen as both a human rights issue and a precondition for, and an indicator of, sustainable people-centered development.

**Gender equity:** The fair treatment of people of all genders, according to their respective needs; This treatment can be different, but must be equivalent in terms of rights, benefits, obligations and opportunities.

**Gender mainstreaming**: The process of assessing the implications for women, men and persons of different gender identities of any planned action in all areas and at all levels. It is a strategy for making women's, men's and non-binary person's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies, procedures and actions and in all political, economic, security spheres so that women, men and non-binary people benefit equally and inequality is not perpetuated.

**Gender parity:** The equal contribution of men and women to every dimension of life, whether private or public.

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[20] UN Women. "What is gender data and how to use it for SDG monitoring" https://data.unwomen.org/resources/gender-statistics-training-curriculum.

**Gender perspective:** The process of assessing the implications in all sectors of the population and all genders during any planned action, operation or activity, in all areas and at all levels. It is a strategy for making the concerns and experiences of all genders an integral dimension of the design, implementation and evaluation of activities and programmes. A gender perspective is an approach that exposes gender-based differences in status and power and considers how such differences shape the immediate needs, as well as the long-term interests of all genders. A gender perspective must be included in all plans, policies, activities, analyses, and reports in peacekeeping operations. Without integrating a gender perspective, it is difficult to determine if a peace operation is fulfilling its obligations to local women, men, children and gender minorities.

**Gender-responsive conflict analysis:** Integrates a gender perspective in conflict analysis. It explores the actors (men, women, boys and girls), causes and dynamics of a conflict from a gender perspective and considers how gender shapes and is shaped by conflict. The assessment systematically assesses the impact of gendered structures and dynamics of the conflict.

**Gender-responsive peace operation**: Different components of peace operations integrate gender aspects in their work with the main aim to address gender inequalities, and support and facilitate change to advance gender equality, women's rights and inclusive systems as well as operations that enable women, men, and persons of different gender identities the same professional opportunities to participate, lead, or access in their mandated peacekeeping activities.

**Gender statistics:** Integrate a gender perspective in the collection, analysis and presentation of statistical data. Gender statistics include sex-disaggregation along with data that captures issues pertaining to gender (even when non explicit).[21]

**Indicator:** Observable phenomena that help analysts identify emerging trends, track events, validate hypotheses and warn of unanticipated change. Indicators should be revised regularly as to adapt to the evolving dynamics of a context, of actors' objectives and interests.

**Intersectionality:** Refers to the intersection of multiple and various social, physiological and psychological identities of an individual that shape perception of the environment, actions as well as experience of life.

**Sex**: Refers to sex assigned at birth, based on an individual's reproductive systems and other physical characteristics.

**Sex-disaggregated data**: Data based on individuals differentiated by biological sex.

**Sexual violence**: Defined as 'the perpetrator committed an act of a sexual nature against one or more persons or caused such person or persons to engage in the act of a sexual nature by force, or by the threat of force or coercion, such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power, against such person or persons or another person, or by taking advantage of a coercive environment or such person's or persons' incapacity to give genuine consent.

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[21] UN Women. "What is gender data and how to use it for SDG monitoring" https://data.unwomen.org/resources/gender-statistics-training-curriculum.

**Sexual- and gender-based violence**: Any type of violence directed against individuals or groups on the basis of their sex or gender. The reference includes any act that inflicts physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty in the public or private sphere. Women, men, girls and boys can all be victims of Gender-Based Violence. SGBV is pervasive, far reaching and not necessarily conflict related. It includes, for example, domestic violence and harmful practices such as female genital mutilation and forced marriage.

## E. REFERENCES

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Y.  Gender Mainstreaming, Report of the Economic and Social Council for 1997 (A/52/3, 18 September 1997)
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## F.  MONITORING AND COMPLIANCE

19. The guidelines are intended to provide guidance to PKI personnel. Compliance is strongly recommended.
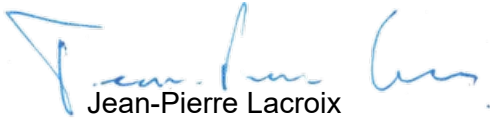
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## G.  CONTACT

20. The contact for these guidelines is the Peacekeeping-Intelligence Coordination Team (PICT), Office of the Under-Secretary-General for Peace Operations, DPO.

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## H.  HISTORY

21. This is the first iteration of these guidelines.

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**APPROVAL SIGNATURE:**

Jean-Pierre Lacroix
Under-Secretary-General
for Peace Operations

**DATE OF APPROVAL:**  21 July 2022

**ANNEX A: Integrating Gender in PIRs and SIRs:**
**Examples of gender-responsive questions to ask in preparation for and during the acquisition phase**

**Questions:**
What needs/interests/priorities? Whose needs/interests [men, women, boys, girls]?
What people [men, women, boys, girls] do? Who [men, women, boys, girls] does what?
What resources? Whose [men, women, boys, girls] resources?
How many women/girls? Which women/girls?
How many men/boys? Which men/boys?
Who is included [men, women, boys, girls]? Who participates [men, women, boys, girls]?
Who is excluded [men, women, boys, girls]? Who stands out [men, women, boys, girls]?
Who talks [men, women, boys, girls]? Who is listened to [men, women, boys, girls]?
What interventions? Impact of interventions for [men, women, boys, girls]?
What has changed? Impact of change to [men, women, boys, girls]?

**Operationalizing PIRs to SIRs:**
PIR 2: What security threats to whom exist in the UN Area of Operations?

**Intent:**
SIR 2.1: What is the composition of Group X [men, women, boys, girls]?
SIR 2.2: What is the objective of Group X?
SIR 2.3: What is the ideology of Group X?
SIR 2.4: What influences whom in Group X?
SIR 2.5: Who in Group X [men, women, boys, girls] says what to whom [men, women, boys, girls] in public statements or messaging?
SIR 2.6: What are the attitudes of Group X [men, women, boys, girls] to which part of the civilian population [men, women, boys, girls]?
SIR 2.7: What is the attitude of Group X [men, women, boys, girls] to the Host State security forces?
SIR 2.8: What is the attitude of whom [men, women, boys, girls] in Group X to the peace process?
SIR 2.9: What is the attitude of whom [men, women, boys, girls] in Group X to the UN?

**Capability:**
SIR 2.10: What weapons and other assets does Group X have? Who is using it [men, women, boys, girls]?
SIR 2.11: Who [men, women, boys, girls] has what other capabilities in Group X?
SIR 2.12: Where does Group X source its weapons?
SIR 2.13: How many personnel [men, women, boys, girls] does Group X have?
SIR 2.14: What are its income sources? Who has access to/controls the income sources [men, women]?
SIR 2.15: What is its formal and informal command structure?
SIR 2.16: Who [men, women, boys, girls] does Group X communicate with? When and how?
SIR 2.17: Who [men, women, boys, girls] from Group X operates where, when, and how?
SIR 2.18: What links to other groups/actors (state and non-state) do [men, women, boys, girls] in Group X have?
SIR 2.19: Where does it get its supplies?
SIR 2.20: Does Group X have the support of [men, women, boys, girls] in the local

population?
SIR 2.21: What are the Tactics, Techniques and Procedures of Group X?

**Example of SIRs that are further broken down into EEIs**
SIRs:
Does group X physically protest against/for UN? Who in Group X protests against/for UN [men, women, boys, girls]?
Does group X post on SM against/for UN?
Does group X attend outreach sponsored by UN? Who in Group X attends outreach sponsored by UN [men, women, boys, girls]?

EEIs:
Who in Group X sets up roadblocks against UN patrols on route CHARLIE?
Who in Group X posts on Facebook against UN [men, women, boys, girls]?
Who in Group X regularly attends UN community outreach in village A [men, women, boys, girls]?

## ANNEX B: Examples of existing lists of gender-responsive early warning indicators

## List 1: JSP 1325 Human Security in Military Operations – Guidance (2019)

| EARLY WARNING INDICATORS RELATING TO HUMAN RIGHTS VIOLATIONS | |
|---|---|
| | **Factor** |
| Political | Do women have opportunity to stand for public office on local or national level? If not, are they prohibited through law, custom or through exclusion by more powerful actors? |
| | Are female candidates targeted in electoral processes through intimidation or sexual/physical violence? |
| | What is the representation of women among mediators, negotiators, and technical experts in formal peace negotiations? Are women excluded from negotiations, peace talks? |
| | Do women enjoy greater participation in the political processes of the community where they were previously disenfranchised? |
| Economic/ employment | What is the participation of women and men in the formal and informal economy? |
| | Are there disparities between economic development for men and women? |
| | Are high numbers of male youth excluded from employment? Are high numbers of female youth excluded from employment? |
| | Is there a gender wage pay gap? Are women mostly employed in certain areas of the economy/certain jobs? |
| | Do women avoid markets due to fear? |
| | Are locally employed staff both men and women, or are well paid jobs available only to men/ men from certain groups? |
| | Are locally employed women treated with dignity and respect? Do staff surveys show women feel safe at and on their way to work? |
| | Are funds/ budgets available only for projects that will benefit certain groups/ men to the exclusion of women and children? Are all projects based on gender-conflict analysis? Do they deliver for women and girls? |
| | Are women/ children suffering from food insecurity/ lack of supplies? |
| | Do women have access to and control over natural and economic assets (land, household finances, other assets)? |
| | Do women have economic independence? |
| | Are women, men, boys or girls forced into certain types of labour? |
| Social/ humanitarian | What is the role of women in the family? Are they marginalised, do they have a voice or are they hidden from society? |
| | Are there cultural expectations/ traditions that subjugate women or can violate children? |
| | Are there high levels of prostitution? If so, is it forced prostitution? If not through coercion, are people being forced into prostitution due to their circumstances or lack of economic opportunity? |
| | Are there harmful traditional practices such as FMG, early or forced marriage or honour killings? |
| | Is homosexuality prohibited either through law or culture? |
| | Are there high rates of domestic violence? Are these rates increasing? |
| | Are there high levels of sexual violence? |
| | Are there sex-specific displacement/ refugee outflows? Are there high rates of women, children or the elderly fleeing? |
| | Within IDP camps, are adults and children being housed in proximity to each other? Are areas where women and children are being held secure or easily accessible to outsiders. |

| | |
|---|---|
| | Are there high rates of violence within IDP camps? |
| | Are there large numbers of soldiers/ militia's in proximity of civilian population centres? |
| | Are women forced to dress in a more conservative way for example wearing the veil or covering up? |
| | Are women no longer allowed to worship with males? |
| | Do women and girls now require a male escort when leaving the home? Are women no longer allowed to work? |
| | Are there reports of human trafficking taking place? |
| Infrastructure | Are checkpoints at vulnerable location for women and girls? Has checkpoint location been discussed with women and girls to ensure it is safe? |
| | Do segments of the population experience limited freedom of movement including lack of access to driving or solo travel? |
| | Are transit routes secure for children or women to access education, food, employment? |
| | Are people harmed through lack of access to food? |
| | Has there been an increase in the hours per day that women and men spend fetching water, food or collecting fuel? |
| | Are there safe houses for victims of sexual offences, domestic violence? Does the military know where these are and what the referral pathways are? (NOTE: any referrals must ensure they are safe for the survivor and centre and the pathway therefore discussed with the service provider in advance). |
| Information/ media | Is there gender-based propaganda in newspapers/ media which creates a negative stereotype of women of a certain group? |
| | Are some people excluded from receiving public information due to lack of literacy or an inability to access media/ IT etc? |
| Military/security | Do parties/ armed groups rely on conscription, abduction or other forms of forced recruitment? |
| | What are the number and respective positions of male and female personnel within the security apparatus? |
| | Are there credible reports of sex-selected massacres? |
| | Are members of armed groups/ armed forces implicated in sexual exploitation or GBV? What are the numbers of reported cases of sexual exploitation or violence allegedly perpetrated by uniformed personnel, and what percentage are investigated? |
| | Is CRSV being used as a strategy of warfare, a strategy within armed groups or as a result of a breakdown of public order? Is this being documented? |
| | Does military training inculcate violence and aggression and equate this with masculinity? Are recruits to military training ill-treated, called by derogatory names of a sexual or racist nature? |
| | Are there frequent relationships between men and women in the same command structure? |
| | Are forces allowed to visit brothels and use prostitutes or has this been placed out of bounds? |
| | Are there reports of torture, ill treatment, sexual violence in detention centres? |
| | Does strip-searching take place in detention? |
| | Are women and children in detention separated? |

| Health | Are medics reporting increased cases of STDs, pregnancies, conflicted related violence? |
|--------|------|
| | Do women have control over their own rights to marriage and fertility? |
| | Are women becoming pregnant younger? |
| | Are there indications of harmful traditional practices such as forced sterilisation or forced pregnancies? |
| | Are there changes in the morbidity rate in certain groups?  What is that related to scarcity of food/ water? |
| | Are there changes in the mortality rates?  What factors are causing deaths? Food, violence, maternal morbidity etc. |
| | Are there increased infant mortality rates? |
| | Is there decreased life expectancy for men or women or children? |
| Education | Are children excluded from education due to their sex? |
| | Are children being prevented from attending school that would normally do so?  If so are the reasons due to insecure route of passage, or the use of those children to undertake tasks normally done by adults? |
| | Is there a high literacy gap between men and women or between boys and girls? |
| Legal | Are women and children effectively protected by the rule of law? Do they have access to reporting of crime and fair trials? Do women have confidence in the judicial system and the court system? |
| | Do women enjoy the same property rights (particularly to land) as men? |
| | Do women enjoy the same benefits under DDR as men? Do DDR plans provide different services for women and men?  Are there separate safe spaces within the DDR process for women and men to disclose violence experienced? |
| | Are women protected from domestic violence and sexual abuse by law or excluded from justice for such offences? |
| | Is there impunity to justice for those accused of committing abuses? |
| | Is male rape categorised as a crime? |
| | Is homosexuality categorised as a crime?  Is there a high level of anti-gay violence? |
| | Do traditional justice mechanisms undermine legal rights for women or children? |
| | Do men received harsher legal sentences than women? |
| | Are there indications of high rates of sexual violence, but low rates of reporting? |

An ORBITAL Example

List 2:  IFES has created an inventory of gender sensitive indicators, following five categories: security, politics and governance, peace, justice and reconciliation, economic, and health.

| | |
|---|---|
| **Security and Justice** | - Percentage of individuals who are women present in designated common spaces.<br>-  Number of male gatherings and presence of non-local men.<br>-  Number of violent arrests by police or security force personnel.<br>-  Number of reported incidences of gender-based violence, including sexual violence.<br>-  Number of threats against, incidents of intimidation of, attacks on women in public roles. |
| **Social Norms and Gender Equality** | - Number of misogynistic, homophobic, or sexist references or propaganda in the media, social media, and at campaign rallies or public events.<br>- Changes in expectations and practice around dress codes for women and girls. |
| **Politics and Governance** | - Number of electoral violence events.<br>- Restrictions on NGOs, in particular women's organizations. |
| **Economy** | - Rapid attempts by women to acquire cash, such as selling jewelry.<br>- Unemployment rate.<br>- Number of women-headed households. |
| **Other** | - Increase in demand for contraception.<br>- Increase in trafficking of women and girls. |

Source: IFES (2021)

IFES has created an inventory of gender sensitive indicators, following five categories: security, politics and governance, peace, justice and reconciliation, economic, and health.

**Inventory of Existing Gender-Sensitive Indicators May 2021**

| Examples of Gender-responsive Indicators |
|---|
| Increase of all-male gatherings |
| Ratio of bride price to cattle population |
| Age-grading systems disrupted |
| Decrease of blessings for raids |
| Breaking off marriage negotiations |
| Creation of scapegoating of "other" in child socialization (esp. women) |
| Increased violence in child play (including violence against women) |
| Intergroup marriages |
| Women given to other groups |
| Children associating/playing with neighboring communities |
| Disruption of traditional women's tasks (collect firewood, go to market) |
| Mobility in communities (also of women) |
| Social ceremonies (including women) |
| Increased role of women in decision-making (committees, leadership, issues talked about) as mediators, moderators |
| Unusual migrations of all-male groups (warrior groups) |
| Increased presence of young male strangers (new in-migration, all male, all young) |
| High level of school dropout (esp. boys) |
| Attendance in schools (number of days, number of children [boys, girls], number of schools) |
| Negative influence on traditional mechanisms (social hierarchies, weakening of women's role, etc.) |
| Level of activity of organizations working on gender issues |
| Women are given a voice in media |
| Restrictions on movements (esp. women) |
| Composite indicator - women's social rights |
| Schooling |
| Cellphone use |
| Son bias |
| Attitudes toward families |
| Children born to/raised by married couples |
| Polygamy |
| Multivar6 - Patrilineality/Fraternity Syndrome scale |
| Hill-Karim1 - Women's inclusion |
| Average levels of female education |
| Abrupt changes in gender roles or gender equality |
| Abrupt changes in sex-specific migration patterns and forced displacement |
| Abrupt changes in fluctuating bride prices |
| Prevalance of norms that condone sex- and gender-based violence where a culture of impunity toward perpetrators exists |
| Notable persecution of men who refuse to take up arms and do "not [fulfil] the 'masculine' ideal of combat" |
| Social or religious customs that require women to seclude themselves from society during menstruation and post-partum |
| Societal engagement with gender issues |
| Equality (general) |

Social equality

Community safety

Prevalence of physical and/or sexual intimate partner violence in the last 12 months as measured by: the proportion of ever-partnered women (15-49) who experienced physical and/or sexual violence by a current or former husband/male intimate partner in the last 12 months

Prevalence of sexual violence by a non-partner as measured by: the proportion of women (20-29) who have ever experienced sexual violence by a non-partner from age of 15 on.

Rape and sexual assault

Familial sexual assault: marital rape/incest

Suicide rates of women of childbearing age (15-44)

Murder/attack rates of women of childbearing age (15-44)

Sex trafficking of females and related practices

Labor/domestic servant trafficking/migration

Multivar1 - Physical security

Hill-Karim2 - Women's security

Prevalance of norms that condone sex- and gender-based violence where a culture of impunity toward perpetrators exists

Abrupt changes in increased trafficking of women

Increased domestic violence

Gendered ownership of guns

General increased militarization

Violence against women mentioned in peace agreements

Sexual violence mentioned in peace agreements

Gender-based violence/violence against women (general).

Police mentioned in peace agreements

DDR, Army, Parastatal or rebel forces mentioned in peace agreements

Composite indicator - women's political rights

Legal discrimination

Legal barriers to women holding office

Legal barriers to women owning land and exercising property rights

Legal barriers to women's voting rights

Multivar2 - Discrepancy between national law and practice involving women

Multivar3 - Inequity in family law/practice

Clan governance index

Government framework for gender equality

Women's legal rights

Percentage of women in parliament

Propaganda inciting an environment of hypermasculinity and "media scapegoating of women accusing them of political or cultural betrayal"

Participation mentioned in peace agreements

Gender quotas in electoral or other bodies mentioned in peace agreements

Effective participation mentioned in peace agreements.

Citizenship mentioned in peace agreements

References to UNSCR 1325 in peace agreements

Institutions for women mentioned in peace agreements

Institutional reform with regard to women mentioned in peace agreements.

Emergency/criminal law/corruption reform with regard to women mentioned in peace agreements

Public administration regarding women mentioned in peace agreements

Rehabilitation and reconstruction mentioned in peace agreements

Indigenous/nomadic women mentioned in peace agreements

Refugee/displaced women mentioned in peace agreements

Women's role in reconciliation and peace mentioned in peace agreements

Women and transitional justice mentioned in peace agreements

Women judiciary, judicial reform mentioned in peace agreements

| |
|---|
| Women's role and consideration in implementation of the agreement. |
| Women signing or witnessing peace agreement |
| Composite indicator - Women's economic rights |
| Financial inclusion |
| Employment |
| Women work |
| Unpaid care labor |
| Single mother's economic status |
| Maternal mortality rate |
| Mother's age at birth of first child |
| Care received during pregnancy/labor/post-partum |
| Forced sterilization or childbearing |
| Artificial and/or commercial reproduction |
| Women and health mentioned in peace agreements |
| Reproductive rights mentioned in peace agreements |
| Sex-selective abortion and infanticide |

List 3. Examples of databases on women

https://www.womanstats.org/new/view/